

# TELEGRAPH ROAD CORRIDOR IMPROVEMENT AUTHORITY

Development and Tax Increment  
Financing Plan



CITY OF  
**MONROE**  
*Michigan*

# *TELEGRAPH ROAD CORRIDOR IMPROVEMENT AUTHORITY DEVELOPMENT AND TAX INCREMENT FINANCING PLAN*

## **ACKNOWLEDGEMENTS**

### **TELEGRAPH ROAD CORRIDOR IMPROVEMENT AUTHORITY**

The Telegraph Road Corridor Improvement Authority (CIA) was established in 2020, pursuant to State of Michigan Public Act 57 of 2018. The purpose of the Authority is to develop a strategy to reconnect and revitalize the Telegraph Road corridor through the City of Monroe, Michigan.

Its members are:

Steve Swartz  
Bernie Ochs  
Jake LaRoy  
Debbie Dushane  
Vince Pastue, City Manager, Mayor Designee

The projects in this plan are based on the findings and recommendation contained in the 2019 Telegraph Road Corridor Improvement Plan, prepared in cooperation with the Charter Townships of Monroe and Frenchtown, by the consulting team of MKSK, Mannik Smith Group and LandUseUSA. The preparation of the Telegraph Road Corridor Improvement Plan was funded by the Southeast Michigan Council of Governments (SEMCOG).

### **MONROE CITY ELECTED OFFICIALS**

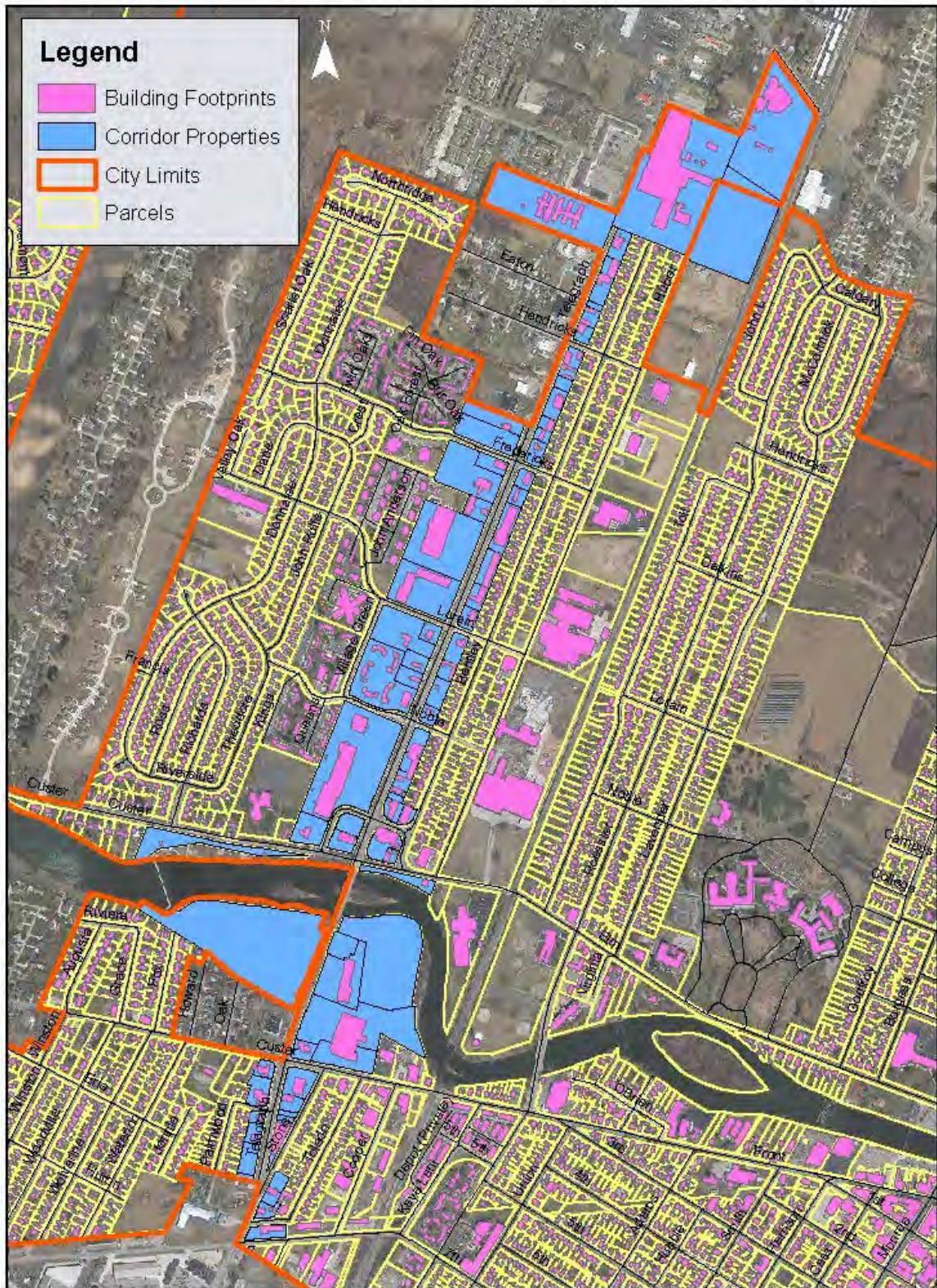
Robert E. Clark, Mayor  
Paula L. Whitman  
John Iacoangeli  
Kellie M. Vining  
Michelle Germani  
Brian Lamour  
Andrew B. Felder  
Michelle LaVoy, Clerk/Treasurer

**PURPOSE OF THIS PLAN**

The Telegraph Road Corridor Improvement Plan was adopted by the Monroe City Council in 2019; it provides a guide for future growth and development, including capital improvements. The purpose of this Development and Tax Increment Financing Plan is to implement the recommendations for the portion of the corridor located in the City of Monroe.

**DESIGNATION OF BOUNDARY**

The Telegraph Road Corridor includes 160.468 acres of land along two (2) miles of Telegraph Road in the City of Monroe. The boundaries of the Telegraph Road Corridor are generally located on both sides of North Telegraph Road between Greenfield Avenue and West Seventh Street.



Telegraph Road Corridor Improvement Authority – Development and Tax Increment Financing Plan

## BACKGROUND AND PLAN NEED

The Monroe City Council adopted the resolution declaring its intent to create and provide for the operation of the Telegraph Road CIA on October 7, 2019. Following a formal public hearing on November 4, 2019, the Monroe City Council adopted the resolution to establish the CIA and to designate its development area on January 6, 2020. The development area was amended on February 18, 2020 to include one additional parcel acquired by the City of Monroe through a property exchange with the Charter Township of Frenchtown.

In the resolution establishing the Authority, it was determined that the Authority was necessary to revitalize and encourage redevelopment of the Telegraph Road commercial corridor to promote economic growth, mixed uses, well-designed and environmentally responsible development, attractive streetscapes and landscapes and new opportunities for safe, walkable and other non-motorized modes of transportation.

## DEVELOPMENT PLAN REQUIREMENTS

This section of the Development Plan provides specific information required in Section 125.4621 of Public Act 57 of 2018. It consists of information requested in subsections 2(a) through 2(r):

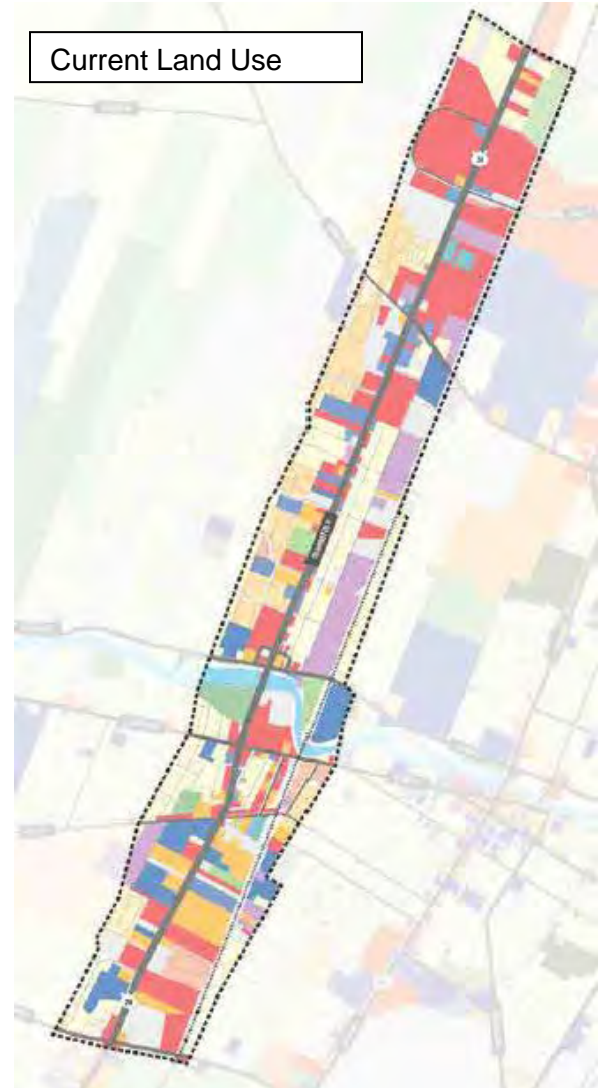
- a. **The designation of boundaries of the development area in relation to highways, streets, streams or otherwise.**

The CIA boundary is the same boundary established by the Monroe City Council on January 6, 2020 and subsequently amended on February 18, 2020, with the proposed development area encompassing both sides of North Telegraph Road between Greenfield Avenue and West Seventh Street. A copy of the boundary map is included as Exhibit A.

- b. **The location and extent of existing streets and other public facilities with the development area, designating the location, character and extent of the categories of public and private land uses then existing and proposed for the development area, including residential, recreational, commercial, industrial, educational, and other uses, and including a legal description of the area.**

The graphics below, extracted from the Telegraph Road Corridor Improvement Plan, represent the existing character and typologies documented for the District, as well as the current land use map. More details about existing streets and proposed facilities may be found in sections B and C of the Plan, attached as Exhibit B.

A legal description of the development area is included as Attachment A.



- c. **A description of existing improvements in the develop area to be demolished, repaired, or altered, a description of any repairs and alterations, and as estimate of the time required for completion.**

A description of specific improvements projects that are contemplated within the development area is contained in the project schedule and budget at the end of this document. The cost and time estimates included are estimates only and may be revised by the Authority board without amending this plan.

- d. **The location, extent, character and estimated costs of the improvements, including rehabilitation contemplated for the development area and an estimate of the time required for completion.**

A description of specific improvements projects that are contemplated within the development area is contained in the project schedule and budget at the end of

this document. The cost and time estimates included are estimates only and may be revised by the Authority board without amending this plan.

**e. A statement of the construction or stages of construction planned and the estimated time of completion of each stage.**

A description of specific improvements projects that are contemplated within the development area is contained in the project schedule and budget at the end of this document. The cost and time estimates included are estimates only and may be revised by the Authority board without amending this plan.

**f. A description of any parts of the development area to be left as open space and the use contemplated for the space.**

The CIA recognizes the value of open space and green space and will look to incorporate green elements and to beautify existing open space where opportunities arise. The planned development of the former La-Z-Boy property includes the Mason Run Open Space. In addition, the existing Mill Race Park will remain open space; its future programming is envisioned to retain a more natural character than other parks in the city which have a more urban character. Other public areas, such as medians, will be targeted for green infrastructure and non-motorized investments.

**g. A description of any portions of the development area that the authority desires to sell, donate, exchange, or lease to or from the municipality and the proposed terms.**

The CIA at this time has no immediate plans to sell, donate, exchange or lease property to or from the City of Monroe. However, the City of Monroe holds ownership of the former La-Z-Boy property to be redeveloped as a subarea plan and identified in the corridor plan as Catalytic Site 2; the City is working in tandem with a developer and will sell a majority portion of the property in the near term.

The CIA reserves the right to sell, donate, exchange or lease property to accomplish projects outlined in its corridor improvement plan to the extent determined by the CIA board without further amendment to this plan but in compliance with the legal requirements.

**h. A description of the desired zoning changes and changes in streets, street levels, intersections, traffic flow modifications, or utilities.**

The corridor improvement plan identifies a number of zoning changes to be accomplished through the establishment of a new Telegraph Road zoning district.

Such changes include, but are not limited to, access management, permitted uses, building placement, signage and parking.

i. **An estimate of the cost of the development, a statement of the proposed method of financing the development and the ability of the authority to arrange the financing.**

A description, including a cost estimate, for individual projects and method of financing is contained in the project schedule and budget at the end of this section. The total cost of completing all activities, projects and improvements proposed in the CIA plan and to be undertaken is estimated to be \$9,425,000 over the 25-year effective period of the plan and is inclusive of administrative expenses and contingencies. A breakdown of the estimated cost and estimated schedule of completion for each of those activities is set forth in the project schedule and budget at the end of this section.

The scope of the items and improvements and the projected schedule for completion of those items and improvements are estimates only and may be revised from time to time by the CIA board without amending this Plan; such items and improvements must be completed within the term of the Plan, unless the term is amended in accordance with Act 57. Further, estimated costs for any items or improvements may be increased or decreased by the CIA board without amending this Plan based upon then-current preconstruction or pre-bid estimates of cost, as well as revised estimates of cost resulting from the receipt of bids. All operating and planned expenditures of the CIA and the City, as well as all advances extended by or indebtedness incurred by the City or other parties for improvements identified that have been completed, are in progress, or yet to be completed, are expected to be repaid from tax increment revenues. The costs of the Plan are anticipated to be paid from tax increment revenues as received.

The CIA expects to finance its activities from any one or more of the following sources:

- Future tax increment revenues
- Interest on investments
- Donations received by the CIA
- Proceeds from State, Federal, or other public or private grants
- Proceeds from any property or building or facility that may be owned, leased, operated or sold
- Special assessments as may be approved by City Council
- Fees or sponsorships



The proceeds to be received from tax increment revenues in the CID plus the availability of funds from other authorized sources will be sufficient to finance all activities and improvements to be carried out under this Plan. The CIA, with City Council concurrence, may elect to issue bonds for qualifying activities in compliance with all requirements under the Act, including amendment to this Plan, if necessary.

- j. **Designation of the person or persons, natural or corporate, to whom all or a portion of the development is to be leased, sold, or conveyed in any manner and for whose benefit the project is being undertaken if that information is available to the authority.**

The planned developments are designed to benefit all businesses, property owners and residents of the corridor. Information concerning the names of specific persons for whom benefits may accrue are unknown at this time.

- k. **The procedures for bidding for the leasing, purchasing or conveying in any manner all or a portion of the development upon its completion, if there is no expressed or implied agreement between the authority and persons, natural or corporate, that all or a portion of the development will be leased, sold or conveyed in any manner to those persons.**

The CIA has not publicly announced commitments for the acquisition or sale of property as it has no property under supervisory responsibility at this time. The CIA in conjunction with the City may discuss policies to explore acquisition of tax-reverted property should properties within the CIA District become available for acquisition.

It is not a priority of the CIA to acquire private property unless it advances a public improvement project or is necessary for economic development purposes.

- l. **Estimates of the number of persons residing in the development area and the number of families and individuals to be displaced. If occupied residences are designated for acquisition and clearance by the authority, a development plan shall include a survey of the families and individuals to be displaced, including their income and racial composition, a statistical description of the housing supply in the community, including the number of private and public units in existence or under construction, the condition of those units in existence, the number of owner-occupied and renter-occupied units, the annual rate of turnover of the various types of housing and the range of rents and sale priced, an estimate of the total demand for housing in the community, and the estimated capacity of private and public housing available to displaced families and individuals.**

The estimated population of the District is 120. There are no occupied residences targeted for acquisition of development under this Plan, thus no relocation of families or individuals is anticipated.

- m. **A plan for establishing priority for relocation of persons displaced by the development in any new housing in the development area.**

There are no occupied residences targeted for acquisition of development under this Plan, thus no relocation of families or individuals is anticipated.

- n. **Provision for the costs of relocating persons displaced by the development and financial assistance and reimbursement of expenses, including litigation expenses and expenses incident to the transfer of title, in accordance with the standards and provisions of the uniform relocation assistance and real property acquisition policies act of 1970, Public Law 91-646, 84 Stat. 1894.**

There are no occupied residences targeted for acquisition of development under this Plan, thus no relocation of families or individuals is anticipated.

- o. **A plan for compliance with 1972 PA 227, MCL 213.321 to 213.332.**

There are no occupied residences targeted for acquisition of development under this Plan, thus no relocation of families or individuals is anticipated.

- p. **The requirement that amendments to an approved development or tax increment plan must be submitted by the authority to the governing body for approval or rejection.**

In accordance with Act 57, the CIA reserves the right to amend this Plan as necessary to add new improvement projects, extend the duration of the Plan or for other lawful purposes. Any amendments to the Plan shall be approved by the CIA and the City Council in accordance with the requirements of Act 57. The CIA maintains its ability to administratively prioritize and utilize funds for projects fitting the goals outlined in this Plan without formal amendment to this Plan.

- q. **A schedule to periodically evaluate the effectiveness of the development plan.**

An annual report shall be submitted to each entity from which taxes are captured addressing the use of CIA funds during the past fiscal year, status of implementation of the program of work set forth in the development plan and proposed CIA activities for the ensuing year. Any changes to the development plan will be addressed and changed by action of the City Council as part of this annual report.

- r. **Other material that the authority, local public agency or governing body considers pertinent.**

No other material is necessary to complete the development plan at this time.

## **DEVELOPMENT AND TIF PLAN SCHEDULE AND BUDGET**

The duration of this plan is a 25-year period. The following pages include tables where specific projects that address CIA goals are described, budgeted and scheduled. The schedule begins in 2020 and ends in the fiscal year ending in 2045. Projects have been listed based on estimated time of completion.

## **INTENT TO UPDATE AND EXTEND DURATION OF TERMINATE PLAN**

On or before the year 2044, the CIA will consider action to update or extend the duration of the Development and Tax Increment Financing Plan, or make recommendations to terminate the Plan and rescind City Resolution #20-1, which created the CIA and designated its development area. Rescission of the resolution would dissolve the CIA and eliminate the accompanying tax increment financing district. In accordance with Act 57, the CIA shall not be dissolved if there is outstanding indebtedness of the CIA.

## **PROJECT DESCRIPTIONS**

Information was gathered through a variety of initiatives regarding what the Telegraph Road CIA would undertake. Proposed investments are directly tied to the findings and recommendations of the Telegraph Road Corridor Improvement Plan, dated June 3, 2019 and the Subarea Plan for the Former La-Z-Boy HQ Site, dated June 27, 2019. More detailed descriptions of these items and improvements are contained with the stated plans.

Projects include:

<i>CATEGORY</i>	<i>TASK</i>	<i>TIMEFRAME</i>	<i>TOTAL</i>
<b>TRAFFIC</b>	Conduct a traffic signalization study	Short	\$ 40,000
	Investigate and implement roadway mitigation measures	Short	\$ 50,000
			\$ 2,000,000
	Require traffic studies for new development	Short	\$ 100,000
	Design and construct pedestrian intersection and mid-block crossing and landscaped	Mid	\$ 75,000
			\$ 150,000
			\$ 2,000,000
<b>TRANSIT</b>	Coordinate with Lake Erie Transit to confirm priority locations for bus stops	Short	\$ 10,000
	Establish priority bus stops adjacent to pedestrian crossings	Mid	\$ 100,000
	Monitor and implement driveway closures per the Traffic Analysis	Ongoing	\$ 500,000
<b>ZONING</b>	Create a Telegraph Road zoning district	Short	
	Adopt the 2005 Access Management Study to the Zoning Ordinance	Short	
<b>NON-MOTORIZED</b>	Conduct an engineering and design study for a multi-use pathway	Short	\$ 100,000
	Construct high priority sidewalk connections	Mid	\$ 200,000
	Construct first phase of multi-use pathway	Mid	\$ 1,000,000
	Implement the medium priority sidewalk connections	Long	\$ 20,000
	Construct remaining phases of multi-use	Long	\$ 1,000,000
<b>STREETSCAPE</b>	Create a corridor-wide streetscape plan	Short	\$ 50,000
	Implement streetscaping adjacent to first phase of multi-use pathway	Mid	\$ 1,000,000
	Implement streetscaping adjacent to remaining phases of multi-use pathway	Long	\$ 1,000,000
<b>MARKETING</b>	Market catalytic sites as outlined in corridor plan	Mid	\$ 30,000
	Total		\$ 9,425,000

## TAX INCREMENT FINANCING PLAN

This Tax Increment Financing Plan is established to make possible the financing of all or a portion of the costs associated with the items and improvements contained in the previous Development Plan for the Telegraph Road Corridor.

### DEFINITIONS

Tax increment financing (TIF): a financing mechanism that may be used by the CIA as a method of funding public improvements in an area slated for development by capturing for a specific time all or a portion of the increased tax revenue that may result from increases in property values as a result of the development or of general inflation.
Base Value: the taxable value of property in the TIF district at the date the TIF is established
Current Value: the taxable value of property in the TIF district in the current year
Revenue Capture: the difference between revenue collected from the Current Value and the Base Value

When the TIF expires, the CIA will cease its revenue capture and all of the taxes collected from future property values will be distributed to the appropriate taxing jurisdictions in place at that time.

To utilize TIF, the CIA must prepare a Development and TIF Plan, both of which are submitted for approval to the City Council.

TIF revenue represents the value of new taxes that may be received as a result of new property tax increases based on development or general inflation. The CIA will split tax revenue with other taxing jurisdictions as follows:

- To jurisdictions not captured: 100% of new collected for public school agencies will continue to go to those jurisdictions
- To other jurisdictions: 50% of new taxes collected will be distributed to those jurisdictions
- To the CIA: 50% of new taxes collected will be distributed to the CIA for implementation of its Development Plan

The Base Value for this plan is the taxable value of all real and personal property located in the development area as determined on December 31, 2018 and finally equalized by the state in May, 2019. The Base Value of the district is \$17,714,050.

TIF may be used in general to plan for property within the district, fund public utility and infrastructure improvements, acquire property, improve site, construct or improve buildings, market the district and administer the Plan. Because TIF involves capture of tax revenue from certain properties, TIF revenue must be used for improvements that will generally benefit those same properties.

The Telegraph Road CIA understands that TIF capture will reduce future increased in tax revenue from other taxing jurisdictions. The purpose of TIF is to utilize local tax dollars to serve as a catalyst for additional reinvestment in the district, with the expectation that it will result in increases in property values that would not otherwise occur without such public investment.

It has been determined that property values in the district have declined and are not likely to rebound without a catalyst. Therefore, it is reasonable to assume that taxing jurisdictions are not likely to see an increase in tax revenue without the efforts of the CIA.

### **TAX REVENUE ASSUMPTIONS**

The purpose of this Tax Increment Financing Plan is to evaluate potential revenues form tax increment capture and ensure it will be sufficient to cover anticipated costs outlined in the Development Plan. Some assumptions are involved in the calculations in order to project future property values and determine revenues based on those projections. The figures in the TIF plan are estimates of revenue that apply the best data available and reasonable assumptions. This TIF Plan is based on the 2018 assessment and millage data, and the following assumptions:

- A limit to the tax capture is included at 50% of Captured Value
- A conservative increase in property values due to general inflation is assumed
- Local school millage levies have been excluded from capture

Millage rates were provided by the City Assessor's Office.

### **ANTICIPATED MILLAGE TO BE CAPTURED (Table)**

Jurisdiction	Total Levy	Millage Capture
City of Monroe	17.3372	17.3372
Lake Erie Transit	0.7713	0.7713
Monroe Community College	3.0294	3.0294
County of Monroe	5.6622	5.6622

Monroe County Library	1.0000	1.0000
Total 2019-2020	27.8001	27.8001

### **PROJECTED REVENUE**

The next table shows the projected revenue expected for the district. It represents the amount the CIA can anticipate in TIF revenue. Increased in property values are based on a conservative inflation rate and values to be realized from recent development. In reality, property values and TIF capture may exceed these figures as redevelopment increases property values at a more rapid pace.

### **ESTIMATE OF TIF REVENUE**

Base Taxable Value, 12/31/2018		\$17,714,050		
Estimated Taxable Value, 12/31/2019		\$18,581,501	Base Value *2% + \$513,170 MCCCCU	
Taxable Value Growth		4.00%	Estimate	
TIF Capture Rate		50.00%		
Anticipated Millage to be Captured		27.8001		
	Fiscal Year	Estimated	Taxable Value	Tax Increment
Tax Date	Ending June 30	Taxable Value	Captutue @ 50%	Revenue Estimate
31-Dec-18				
31-Dec-19	2021	\$18,581,501	\$433,726	\$12,058
31-Dec-20	2022	\$19,324,761	\$805,356	\$22,389
31-Dec-21	2023	\$20,097,751	\$1,191,851	\$33,134
31-Dec-22	2024	\$20,901,662	\$1,593,806	\$44,308
31-Dec-23	2025	\$21,737,728	\$2,011,839	\$55,929
31-Dec-24	2026	\$22,607,237	\$2,446,594	\$68,016
31-Dec-25	2027	\$23,511,527	\$2,898,738	\$80,585
31-Dec-26	2028	\$24,451,988	\$3,368,969	\$93,658
31-Dec-27	2029	\$25,430,067	\$3,858,009	\$107,253
31-Dec-28	2030	\$26,447,270	\$4,366,610	\$121,392
31-Dec-29	2031	\$27,505,161	\$4,895,555	\$136,097
31-Dec-30	2032	\$28,605,367	\$5,445,659	\$151,390
31-Dec-31	2033	\$29,749,582	\$6,017,766	\$167,294
31-Dec-32	2034	\$30,939,565	\$6,612,758	\$183,835
31-Dec-33	2035	\$32,177,148	\$7,231,549	\$201,038
31-Dec-34	2036	\$33,464,234	\$7,875,092	\$218,928
31-Dec-35	2037	\$34,802,803	\$8,544,376	\$237,535
31-Dec-36	2038	\$36,194,915	\$9,240,433	\$256,885
31-Dec-37	2039	\$37,642,712	\$9,964,331	\$277,009
31-Dec-38	2040	\$39,148,420	\$10,717,185	\$297,939
31-Dec-39	2041	\$40,714,357	\$11,500,153	\$319,705
31-Dec-40	2042	\$42,342,931	\$12,314,441	\$342,343
31-Dec-41	2043	\$44,036,648	\$13,161,299	\$365,885
31-Dec-42	2044	\$45,798,114	\$14,042,032	\$390,370
31-Dec-43	2045	\$47,630,039	\$14,957,994	\$415,834
<b>Total</b>				<b>\$4,600,809</b>

The maximum amount of bond indebtedness to be incurred is \$4,500,000.

## DURATION

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The duration of the TIF Plan is 25 years, commencing upon approval by the City Council in 2020 and will cease with tax collections due in December, 2045, unless this plan is amended to extend or shorten its duration.

#### **PLAN FOR EXPENDITURE OF CAPTURED VALUE BY CIA**

Any additional TIF revenues beyond those projected in this Plan will be used to expedite any debt service, implement other items or improvements included in the development plan or be returned to the taxing jurisdictions.

If the TIF revenues are less than projected, the CIA may elect to collect and hold the captured revenues until a sufficient amount is available to implement specific improvements, consider implementing public improvement projects based upon ability to match existing funds with expenditures or amend the development plan and/or the TIF plan to allow for alternative projects or funding.

## ATTACHMENT A – Legal Description

Prepared by the City of Monroe Engineering Department

Commencing at Point at the intersection of the centerline of Greenfield Avenue (50 feet wide) extended to the east right-of-way line of Huber Drive (60 feet wide) as described in the plat of Quell Place, Liber 6 Page 52, said point beginning the POINT OF BEGINNING; thence 710.59 feet N 20° 20' E; thence 595.87 feet S 37° 49' E; thence 1449.02 feet S 20° 01' W along the west line of property owned by CSX Railroad; thence 1021.77 feet N 69° 47' E to a point located at the northeast corner of Lot 110 of TelElm Place, Liber 6 Page 17; thence 4964.55 feet S 20° 20' W along a line 129.00 feet southeasterly of and parallel to the east right-of-way line of Telegraph Road (100 feet wide), said point being the southeast corner of Lot 16 of TelElm Place; thence 129.00 feet S 69° 51' E to a point being the southeast corner of Lot 205 of TelElm Place; thence 476.96 feet S 22° 46' W to a point being the southeast corner of Lot 1 of TelElm Place as originally platted; then 66.78 feet S 22° 46' W to a point on the south right-of-way line of Elm Avenue (66 feet wide); thence 370.17 feet S 76° 3' E to a point being the northeast corner of Lot 411 of TelElm Place; thence 114.33 feet S 20° 13' W; thence 138.00 feet N 61° 18' W; thence 263.65 feet N 67° 4' W; thence 216.43 N 80° 58' W to a point being the southwest corner of Lot 411 of TelElm Place and lying on the easterly right-of-way line of Telegraph Road; thence 416.21 feet S 21° 11' W along the easterly right-of-way line of Telegraph Road to its approximate intersection with the south bank of the River Raisin; thence 172.00 feet S 83° 4' E; thence 200.00 feet N 83° 21' E; thence 100.00 feet N 88° 49' E; thence 120.00 feet S 70° 52' E; thence 90.00 feet S 43° 47' E; thence 138.26 feet S 7° 47' E; thence 480.00 feet S 12° 24' W; thence 280.00 feet S 8° 48' E; thence 162.01 feet S 17° 48' E to a point at the southeast corner of parcel 5819-00730-000; thence 402.40 feet N 58° 36' W; thence 339.40 feet S 12° 49' W to a point being the southeast corner of Lot 16 of Southwick & Studdiford Plat, Liber 2 Page 7; thence 338.89 feet N 76° 33' W; thence 68.59 feet S 29° 13' W to a point located at the northwest corner of Lot 19 of Waterloo Heights, Liber 6 Page 33, said point also being the intersection of the south right-of-way line of West Front Street (66 feet wide) as originally platted and the east right-of-way line of Stone Street (63 feet wide); thence 117.81 feet S 25° 10' W to a point being the northwest corner of Lot 20 of Waterloo Heights; thence 765.00 feet S 25° 10' W to a point being the northwest corner of Lot 37 of Waterloo Heights; thence 120.00 feet S 64° 50' E; thence 225.00 feet S 25° 10' W to a point being the southwest corner of Lot 48 of Waterloo Heights; thence 34.90 feet S 64° 50' W; thence 115.58 feet S 25° 10' W; thence 60.00 feet S 21° 52' E to a point located on the south right-of-way line of Wagner Street as platted (now known as Toledo Avenue); thence 90.45 feet N 83° 23' E to a point being the northeast corner of parcel 5819-00918-001; thence 100.00 feet S 6° 22' E; thence 343.30 feet S 83° 23' W to a point being the intersection of the north right-of-way line of Seventh Street (66 feet wide) and the east right-of-way line of Telegraph Road; thence 506.34 feet N 10° 46' E to a point being the

Telegraph Road Corridor Improvement Authority – Development and Tax Increment Financing Plan

southeast corner of Lot 51 of Conlisk Place; thence 71.17 feet N 74° 20' W; thence 50.20 feet S 29° 56' W to a point being the southeast corner of Lot 42 of Conlisk Place; thence 55.50 feet N 72° 35' W; thence 569.59 feet N 15° 6' E to a point being the northwest corner of Lot 40 of Conlisk Place, said point also lying on the south right-of-way line of Palmwood Avenue (50 feet wide); thence 50.14 feet N 15° 6' E to a point being the southwest corner of Lot 10 of Conlisk Place; thence 56.80 feet N 64° 20' W to a point being the southwest corner of Lot 11 of Conlisk Place; thence 131.50 feet N 20° 36' E to a point being the northwest corner of Lot 11 of Conlisk Place; thence 37.75 feet N 78° 6' W to a point being the southwest corner of Lot 7 of Conlisk Place; thence 236.14 feet N 29° 50' E to a point being the northwest corner of Lot 5 of Conlisk Place and also located on the south right-of-way line of South Custer Road (66 feet) as originally platted; thence 127.29 feet S 75° 45' E to a point being the intersection of the south right-of-way line of South Custer Road and the west right-of-way line of Telegraph Road; thence 477.99 feet N 19° 47' E to a point lying on the west right-of-way line of Telegraph Road at its intersection with the southeastern most point of parcel 5819-00955-005, owned by the City of Monroe and commonly known as Mill Race Park; thence 17.33 feet N 60° 26' W; thence 27.15 feet S 20° 54' W; thence 237.78 feet N 60° 26' W; thence 90.24 feet N 59° 34' W; thence 230.00 feet N 57° 42' W; thence 258.00 feet N 44° 6' W; thence 672.36 feet N 55° 55' W; thence 75.48 feet N 30° 3' E; thence 209.23 feet S 57° 11' E; thence 118.05 feet N 81° 16' E; thence 139.87 feet N 59° 23' E; thence 169.68 feet S 89° 6' E; thence 253.84 feet S 79° 35' E; thence 154.83 feet S 89° 11' E; thence 110.12 feet S 81° 22' E; thence 235.48 feet S 80° 2' E; thence 181.55 feet S 74° 12' E to a point lying on the west right-of-way line of Telegraph Road at approximately the south bank of the River Raisin; thence 453.80 feet N 21° 11' E along the west right-of-way line of Telegraph Road to its intersection with the south right-of-way line of North Custer Road (100 feet wide) said point also being concurrently the southeast corner of parcel 5869-00659-031, owned by the City of Monroe and commonly known as Veterans Park; thence 289.71 feet N 75° 18' W; thence 259.90 feet S 87° 16' W; thence 208.10 feet N 85° 16' W; thence 328.45 feet N 74° 58' W; thence 130.50 feet N 74° 17' W; thence 340.58 feet S 85° 37' W; thence 172.40 feet S 57° 33' W; thence 62.90 feet N 87° 27' W to a point being the southwest corner of Veterans Park; thence 300.27 feet N 24° 11' E; thence 526.34 feet S 74° 50' E along the south right-of-way line of North Custer Road; thence 362.74 feet along a chord of an arc constituting the south right-of-way line of North Custer Road, said chord bearing S 80° 41' E; thence 240.64 feet S 78° 25' E along the south right-of-way line of North Custer Road; thence 102.66 feet N 21° 35' E to a point being the southwest corner of parcel 5869-00659-054, said point lying on the north right-of-way line of North Custer Road; thence 255.14 feet N 24° 40' E to a point being the southwest corner of parcel 5869-00659-41; thence 944.59 feet N 26° 3' E to the northwest corner of said parcel, said point also being on the south right-of-way line of Noble Avenue (variable right-of-way); thence 549.35 feet N 22° 7' E to a point being the northwest corner of parcel 5869-00659-040, said point also lying on the east right-of-way line of Village Green Lane (60 feet wide); thence 289.00 feet N 24° 51' E to a point

being the northwest corner of parcel 5869-00659-045, said point also being the intersection of the south right-of-way line of Lorain Street (60 feet) and the east right-of-way line of Village Green Lane; thence 60.00 feet N 24° 51' E to a point being the southwest corner of parcel 5869-00659-042, said point lying on the north right-of-way line of Lorain Street; thence 341.98 feet N 24° 47' E; thence 509.00 feet N 24° 51' E; thence 313.93 feet S 65° 34' E to a point being the southwest corner of parcel 5869-00659-043; thence 170.00 feet N 25° 4' E; thence 314.78 feet N 65° 34' W to a point being the southwest corner of Lot 1 of Colby Place, Liber 6 Page 40; thence 354.00 feet to a point being the northwest corner of Lot 6 of Colby Place, said point also lying on the south right-of-way line of Fredricks Drive (60 feet wide); thence 60.00 feet N 22° 6' E to a point being the southwest corner of Lot 7 of Colby Place, said point also lying on the north right-of-way line of Fredricks Drive; thence 288.50' N 22° 6' E to a point being the northwest corner of Lot 11 of Colby Place; thence 514.12 feet S 68° 16' E to a point being the northeast corner of Lot 11 of Colby Place, said point also lying on the west right-of-way line of Telegraph Road; thence 50.00 feet S 68° 16' E to a point on the centerline of Telegraph Road; thence 1522.88 feet N 22° 2' E along the centerline of Telegraph Road to a point also being the southeast corner of parcel 5869-00659-048; thence 1040.14 feet N 69° 55' W; thence 340.00 feet N 20° 3' E; thence 1041.87 feet S 69° 55' E to a point being the southeast corner of parcel 5869-00659-048, said point also being on the centerline of Telegraph Road; thence 535.17 feet N 20° 20' E along the centerline of Telegraph Road; thence 50.00 feet S 68° 2' E to a point being the southwest corner of Lot 19 of Quell Place, said point also lying on the east right-of-way line of Telegraph Road; thence 407.81 feet N 20° 20' E to a point being the northwest corner of lot 13 of Quell Place, said point also being the intersection of the east right-of-way line of Telegraph Road and the south right-of-way line of Greenfield Avenue; thence 636.00 feet S 67° 58' E to the POINT OF BEGINNING.

**ATTACHMENT B – Telegraph Road Corridor Improvement Plan**



# TELEGRAPH ROAD

## CORRIDOR IMPROVEMENT PLAN

June 3, 2019 | Monroe, Michigan



# ACKNOWLEDGMENTS

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## Corridor Task Force

Tim Lake  
President & CEO, Monroe County Business Development Corporation

Matthew Vanisacker  
Vice President, Business Development, Monroe County Business Development Corporation

Mark Cochran  
Assistant to the City Manager & Economic Development Coordinator, City of Monroe

Al Barron  
Supervisor, Monroe Township

Jim McDevitt  
Supervisor, Frenchtown Township

Steve Swartz  
Planning Commission Chair, City of Monroe

Ignazio Cuccia  
Planning Commission Chair, Frenchtown Township

Josh Hensheid  
Planning Commission Chair, Monroe Charter Township

Nino Perna  
Owner, Nick & Nino's

Bob Huey  
Vice President of Operations, Tireman Auto Service Centers

Nicole Ernst  
General Manager, Friendly Ford Lincoln

Stephen Grech  
President/CEO, Monroe County Community Credit Union

Kevin Johnson  
Planner, SEMCOG

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Lake Erie Transit for their input  
and site tour of the corridor  
&  
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collaboration

## Consultant Team

MKSK  
Mannik Smith Group  
LandUseUSA | Urban Strategies

**MKSK**



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# 01

## INTRODUCTION

*Centered around collaboration between three communities and various agencies and stakeholders, this plan was created to identify changes needed along Telegraph Road to improve safety and travel for all types of users as well as determine viable redevelopment strategies to reinvigorate the corridor.*



# PLAN PURPOSE



*This Corridor Plan proposes strategies that will reconnect and revitalize Telegraph Road.*

Telegraph Road is a major north/south commercial corridor carrying varying levels of traffic volumes between Detroit and Toledo. Over the years, Telegraph Road has been widened to accommodate greater traffic volumes, including the 4.3 mile portion of the study area through Frenchtown and Monroe Townships and the City of Monroe. This particular area of the corridor is a regional shopping destination with newer big box retail located in Frenchtown Township and smaller to mid-sized restaurants and retail found throughout the rest of the corridor. While Telegraph Road successfully carries traffic flow through most of the study area, there is a clear lack of identity and consistency present along the corridor, created in part by minimal streetscaping, visual clutter, significant sidewalk gaps, and numerous vacant businesses.

# PLAN PURPOSE

To address these prevalent issues, the communities organized the Corridor Task Force to lead a coordinated study of potential street, pedestrian/bicycle, and redevelopment improvements to the corridor from Dunbar Road to Lasalle Road. The City of Monroe and Frenchtown Township have already begun the process of promoting reinvestment for the former La-Z-Boy headquarters site - one of the corridor's key properties. This effort included the creation of the Monroe Subarea Plan in 2018 to help envision the future redevelopment of the site. As a continuation of the Monroe Subarea Plan, the Telegraph Road Corridor Plan provides the foundation and implementation tools for future changes and improvements along the entire corridor.

This Corridor Plan evaluates existing conditions, including land use and zoning, gaps in non-motorized connections, current market trends, as well as access management and traffic data. The planning process led to conversations with the Corridor Task Force and various stakeholder groups to determine the existing issues within the study area and discuss possible solutions and opportunities for improvements. Redevelopment sites that have a greater potential for building a synergy of activity were identified to create realistic and implementable concepts. In order to create thoughtful and safe connections, the plan considers multi-modal improvements needed to successfully link all types of users along the corridor. Finally, the Telegraph Road Corridor Plan provides the three partnering communities key tools and resources needed to successfully implement the proposed improvements.



# PREVIOUS PLANNING EFFORTS

Each of the community's Master Plans were reviewed to gain a greater understanding of the goals for this corridor. Specific corridor planning and access management priorities were also evaluated along Telegraph Road.

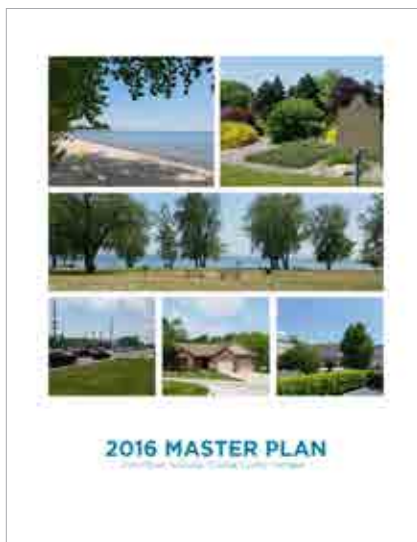


## Resilient Monroe Master Plan (2017)

This community plan has numerous goals related to improving the overall transportation network in the City of Monroe, including:

- Preserve the level of service and safety of the road network through techniques such as access management and exploring opportunities for non-motorized connections.
- Promote a wide variety of transportation modes by filling sidewalk gaps, installing signalized crosswalks at major intersections, providing access to the River Raisin, and linking non-motorized connections to Lake Erie Transit access points.

- Develop a separated shared-use path that provides connections within the City and to the rest of the region.
- Improve the efficiency, character and design of key community corridors by creating a multi-jurisdictional Corridor Improvement Authority to facilitate future improvements along Telegraph Road.
- The plan also specifically calls for improvements along Telegraph Road to transform it into a high-quality suburban commercial corridor that accommodates all users by planting street trees, extending sidewalks, and adding pedestrian crosswalks where appropriate.



## Frenchtown Township Master Plan (2016)

The vision for the corridor is to make it a high-image suburban shopping strip, with well-maintained landscaping, attractive signage, quality architecture and building materials, and well-designed access management.

- Incompatible uses should be phased out to create a continuous commercial environment of offices and retail.
- Although an auto-oriented corridor, considerations should be made for other modes of transportation.
- Construct sidewalks along Telegraph Road between LaSalle Road and the City of Monroe boundary.

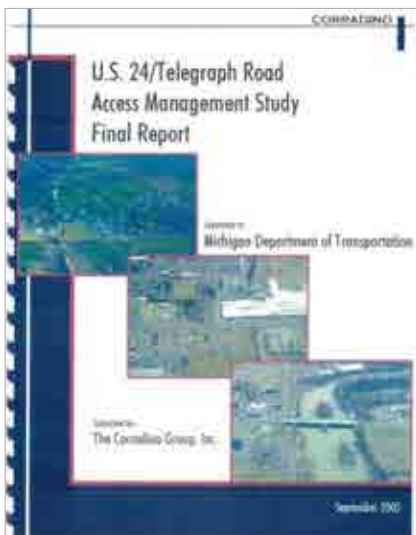


### Monroe Township Master Plan (2015)

Multiple goals and objectives meet the purpose and intent of the Telegraph Road Corridor Plan, including the following:

- Ensure that the transportation system is efficient for all users and support the growth and development of the Township.
- Maintain and maximize the capacity of transportation through techniques like enforcing access management standards.
- Develop a non-motorized system to provide safer connections within the Township that also connects to the rest of the region.
- Improve the quality of Lake Erie Transit bus stops to provide public amenities like benches and informational signage.

- Coordinate with the City of Monroe and Frenchtown Township to improve the aesthetics and functionality of Telegraph Road, which includes creating a Corridor Improvement Authority to oversee redevelopment, non-motorized transportation, streetscape, and wayfinding.



### Access Management Study (2005)

A study was led by MDOT and consultants to determine recommendations for intersection, traffic operation, and access management enhancements to help improve safety and traffic flow along Telegraph Road. Approximately 35 of the total recommended driveway closures in the report fall within the Telegraph Road Corridor study area. These were subsequently mapped out in the Traffic Analysis section of this plan and analyzed further to determine feasibility and prioritization of driveway closures locations.



## Telegraph Corridor Charrette

This planning effort was completed as part of the Resilient Monroe process and involved analysis of traffic and accident data, zoning, land use, and sidewalk infrastructure. Several concepts and ideas were presented to the community recommending design and regulatory changes to improve the corridor. Relevant recommendations include:

- Increase the tree canopy along the corridor to help improve the overall aesthetics and make the environment more pedestrian-friendly.
- Use streetscaping as a placemaking strategy providing a more uniform design with medians, trees, and street lights.
- Prioritize access management near Stewart Road.
- Extend sidewalk infrastructure to increase pedestrian safety and provide connections to residential developments adjacent to Telegraph Road.
- Ensure that signs along the corridor conform to existing zoning regulations.
- Focus on improvements and redevelopment near the intersection of Telegraph Road and South Custer Road/Front Street.
- The former La-Z-Boy site is an ideal location for a mixed-use development.
- The summary also mentions that in order to implement these improvements, design guidelines, refined zoning regulations, and a Corridor Improvement Authority should be considered.

# 02

## UNDERSTANDING



# WHAT WE OBSERVED



*Telegraph Road has the opportunity to be transformed into a high-quality and interconnected suburban commercial corridor.*

Also known as Highway 24, Telegraph Road connects Monroe to the rest of the region, including to Toledo and Detroit. The study area of the corridor runs approximately 4.2 miles (between LaSalle Road to the north to Dunbar on the far south end) covering three communities: Frenchtown Township, the City of Monroe, and Monroe Township. Telegraph Road is characterized by several different typologies, with big box retail in the northern portion of the study area which transitions to suburban strip malls. Finally, newer retail, historic buildings, office, industrial, and institutional land uses are all located south of the river.

While the corridor certainly could use enhancements, there are many existing aspects of Telegraph Road that create the foundation for revitalization. Lake Erie's Transit

Transfer Center is in a strategic and centralized location along Telegraph Road, and is a hub that has the possibility to continue to grow multi-modal transportation connections. Recently improved intersections, retail anchors, and newer residential condominiums have also contributed to redevelopment activity along the corridor. Improvements are planned for Mill Race Park to extend greater access to River Raisin. Finally, the La-Z-Boy property is being considered as a mixed-use catalytic site that could ultimately lead to future redevelopment activity along Telegraph Road.

Conversely, the study area presents many challenges that have led to a lack of cohesive identity and inconsistencies along the corridor. In certain sections, there is a dominance of visual clutter and

vacant or low-quality development. There are many sidewalk gaps on Telegraph Road and missing connections to adjacent residential neighborhoods. There are some remaining intersections that do not have safe crosswalks. An overabundance of driveways and curb cuts leads to greater conflicts amongst vehicles and pedestrians. Retail is also under performing, specifically in the southern area of the corridor.

An initial site tour with the participating communities revealed where corridor improvements and the priority catalytic sites can be implemented based on need, feasibility, and accessibility opportunities. In the northern section of the corridor, vehicular and pedestrian access should be increased where successful retail already exists. The central portion of the study area focuses on revitalizing larger vacant and underutilized sites. Finally, the southern area has the opportunity to connect to the river and the new park as well as create unique destinations or local retail options.



# EXISTING CHARACTER & TYPOLOGIES



## Section A:

### Rural/Suburban Retail

- Transitions from primarily rural residential to the north to suburban big box retail and chain restaurants
- Front yard parking is a predominant feature
- Little to no sidewalks present
- Some improved intersections and building design

## Section B:

### Suburban Strip Mall

- Drive through restaurants and numerous strip malls exist in this section
- Front yard parking is a predominant feature
- 5' - 6' Sidewalks exist throughout, primarily on both sides of the street
- Excessive curb cuts and visual clutter

## Section C:

### Open Space, Retail, Historic

- The river and park are the focal point
- Mix of older and newer retail, as well as historic buildings.
- Excessive curb cuts in some areas
- Some wider sidewalks present

## Section D:

### Rural/Suburban Mixed

- Office, Institutional, and Industrial uses
- Little to no sidewalks present
- Unimproved intersections without crosswalks in some areas
- Some wider sidewalks present

# WHO WE HEARD FROM



*Stakeholder interviews mirrored the site tour findings: the corridor needs a cohesive identity, safer pedestrian connections, and a focus on filling larger vacant sites.*

**The planning team met with multiple stakeholder groups, including apartment managers and tenants, local businesses, the County Road Commission, as well as developers and brokers. Here is a summary of what we heard:**

- There are not enough kid and family-friendly activities in the area; residents typically have to go out of town to find options
- The corridor needs more sidewalks and safer crossings (especially along the bus route)
- Currently have good vehicular accessibility and plenty of parking
- Need more coffee shops, higher end restaurants (complementary retail)
- Fill vacancies along the corridor
- Improve the quality of buildings and facades
- Improve the look and feel of the corridor
- The northern portion of the study area near Meijer and Walmart is the most marketable, while the southern portion is lacking in activity
- The corridor lacks a cohesive identity
- The existing linkage between Downtown Monroe and Telegraph Road is not ideal
- The La-Z-Boy site is a potential opportunity
- Younger people want to live in a downtown-like environment, not next to a highway

# 03

## EXISTING CONDITIONS

*Existing conditions were evaluated to identify where improvements should be targeted along the corridor, including land use and zoning, gaps in non-motorized connections, current market trends, as well as access management and traffic data.*

# SIDEWALK GAP ANALYSIS



Sidewalks are a critical component to provide safer connections for pedestrians, bicyclists, and transit users. Currently, there are significant gaps in the sidewalk system along Telegraph Road with only 30% of the corridor providing sidewalk connections. Most of those connections occur in the City of Monroe, leaving the northern and southern sections of the corridor with very little pedestrian/bicycle infrastructure. Although there are existing sidewalks in the City of Monroe, these are often not very wide and are interrupted by the excessive number of driveways along Telegraph Road.

Sidewalk gaps also exist on the streets surrounding the corridor. New sidewalk segments could link to existing residential along the corridor and connect to over 4,000 people who live within a 5 minute walk of Telegraph Road. Implementing accessibility improvements will ultimately increase the quality of life for residents.

## Legend

- 1/4 Mile Buffer
- City of Monroe
- Existing Sidewalks
- Missing Sidewalks
- Residential Land Use

# CURRENT ZONING



Existing zoning in the study area is predominately commercial, a mix of residential districts, and light industrial. The intention of the general commercial zoning district is to allow uses that may generate a greater volume of traffic, including retail, restaurants, offices, hotels, and motels. As a result, the subsequent land use effects have been built out with no maximum front yard setbacks in place (and minimum front yard setbacks of at least 30 feet). Front yard parking is also permitted and consequently, the corridor has been developed as auto-oriented with minimal regard for pedestrians.

## Legend

- Study Area
- Low Density Residential
- High Density Residential
- Single Family Residential
- Two-Family Residential
- Multi-Family Residential
- Manufactured Housing
- Local Commercial
- General Commercial
- Office
- Parks and Open Space
- Agricultural
- Mixed Use
- Planned Unit Development
- Light Industrial

# CURRENT LAND USES



While retail and single-family residential are the most common land uses, making up nearly 50% of the study area, vacant land is still a fairly significant factor and constitutes for 13.5% of the total corridor land area. There are clearly untapped opportunities available for redevelopment in each of the three communities that can be supported by the surrounding residential neighborhoods and the regional marketplace.

## Legend

-  Study Area
-  Single Family Residential
-  Multi-Family Residential
-  Mixed Use
-  Retail
-  Commercial
-  Office
-  Cemetery
-  Parks and Open Space
-  Agricultural
-  Transportation/Communication/Utilities
-  Institutional / Medical
-  Heavy Industrial
-  Light Industrial
-  Vacant
-  Parking

# AVERAGE DAILY TRAFFIC



Telegraph Road experiences steady traffic, with the heaviest concentrations occurring between Mall Road and South Custer Road/ Front Street. This portion of the corridor contains the majority of the big box retail, strip malls, and restaurants all of which are top destinations for shoppers and diners traveling along the corridor.

## Legend

- Study Area
- City of Monroe
- <5,000 Vehicles per Day
- 5,000 - 15,000 Vehicles per Day
- 15,000 - 24,000 Vehicles per Day
- 24,000 - 36,000 Vehicles per Day

# EXISTING TRANSIT SERVICE



Lake Erie Transit provides regular bus service to the Telegraph Road corridor. A transfer center is located in the middle of the study area, just north of the former Nortel Lanes site. Along Telegraph Road, Meijer and Walmart are the two most popular destinations for drop off or pick ups.

While there are multiple bus routes servicing the area, there are no designated bus stops or associated amenities such as benches or shelters. Transit riders also currently have to flag down a bus driver in order to ride the bus.

## Legend

- Study Area
- City of Monroe
- Transfer Station
- #2 - Elm
- #4 - Seventh Street
- #5 - Telegraph
- #8 - North Monroe
- #9 - South Custer

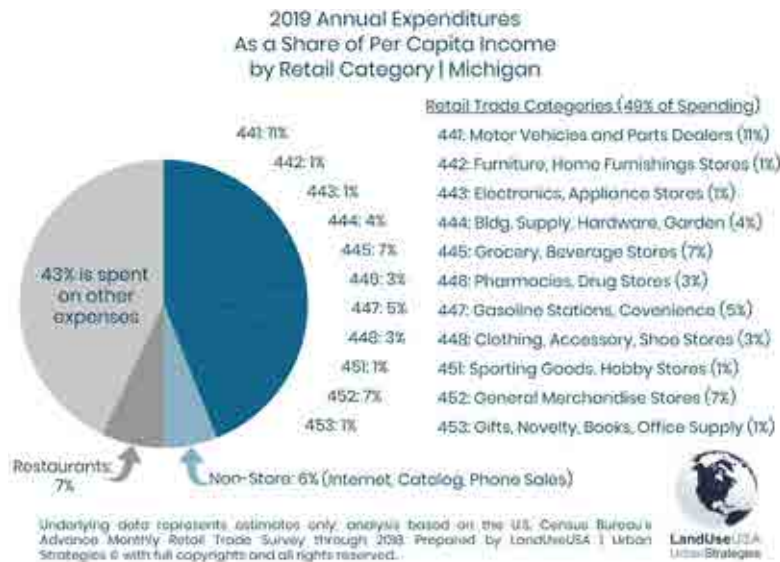


# 04

## MARKET ANALYSIS



# NATIONAL RETAIL TRENDS



Retailers are still adapting to shopper demands for a more engaging experience. Shoppers want unique merchandise, exemplary service, entertainment value, and the convenience of omni-channel purchasing. Chains are responding with smaller formats in urban settings that include placemaking amenities and easy online sales. Across the nation, many retailers have failed to keep up with and adapt to changing consumer preferences for fashion, design, style, merchandise, and shopping experience.

Over many prior decades, big-box retailers and chains built stores too large, and sacrificed service and experience in exchange for lowest price guarantees. Even so, brick-and-mortar retail is far from “dead” and the industry remains strong and healthy.

Brick-and-mortar retail stores generally capture about 44% of total income, and non-store retail (internet, catalog, and phone sales) are gaining share with 6% of income, for a total of about

50%. This total figure includes all automobiles and recreational vehicles, furniture and furnishings, electronics, appliance, building supplies, groceries, pharmacies, gasoline, and all other retail categories.

The total 50% figure has barely budged over the decades, but the channels of purchasing are evolving. Evidence now shows that non-store and omni-channel sales (internet, catalog, phone) can generate trickle-through benefits for brick-and-mortar retailers. Stores that accept special orders over the phone and online transactions are more likely to earn loyal and repeat shoppers.

When shoppers place special phone orders and make online purchases, they also reward the merchant by visiting the store more often, and by spending even more. This “halo” effect of omni-channel sales is a powerful marketing tool for national chains, but often misunderstood in underutilized small businesses and independent proprietors.

Ultimately, an important strategy is to create an enhanced shopping experience and develop nodes of mixed-use activity that are more pedestrian-friendly to transform Telegraph Road into a successful corridor.

# LOCAL RETAIL TRANSITION



*The local retail landscape is shifting and opening opportunity for new merchants in downtown, and also for urban infill along the Telegraph Road corridor.*

Prior to the Great Recession, national chain stores had saturated the local market. The market was dominated by several department stores (Sears, Target, and Carson's) anchoring the Mall of Monroe. The mall is oriented along North Monroe Street, which has traffic volumes of only 13,000 to 16,000 vehicles daily. It has no direct visibility to higher traffic volumes along Telegraph Road, which approaches 33,000 vehicles daily. This places the mall at a significant disadvantage when attempting to compete with new competition, and, consequently, its anchors and tenants have gradually closed over the past decade.

In 2016 LandUseUSA recommended that new retail space not be added along Telegraph Road, and that all

new retail should be located in the downtown. Since then, the mall's last remaining department store (Carson's) closed in 2018, most of the mall tenants have relocated or departed, and a nearby Kmart also closed.

At the end of January 2019 Michael's announced that it will be closing most of the Pat Catan's craft stores, but did not announce the fate of its 51,000 square foot Monroe store. LandUseUSA anticipates that the company will close the store in the mall and open a replacement Michael's craft store elsewhere in the market – probably along Telegraph Road.

A few other tenants have persevered at the Mall of Monroe, including Planet Fitness, Phoenix

Theatres, Books-A-Million, General Nutrition Center, and Spencer's Gifts. However, if the fitness center closes or relocates, then all of the other small tenants will probably follow. The biggest challenge will be for Phoenix Theatres to decide whether to close, remain, or relocate.

The continued decline of the Mall of Monroe has opened new opportunities to cluster retail along the Telegraph Road corridor, and to also bring unique merchants back into the downtown. For example, if Michael's declines to open a new store in Monroe, then that could leave an opportunity for a niche craft and hobby supply merchant in the downtown, or along South Telegraph Road (i.e., not near the established Hobby Lobby store in Frenchtown Township).

# CROSS-SHOPPING CIRCUIT



Throughout the market, vehicular traffic patterns follow circuits with east-west connectors funneling cars onto Monroe Street / Dixie Highway, and west onto Telegraph Road. The street network provides many cross-shopping opportunities that can be shared by retailers along the primary corridors and the downtown merchants.

The City of Monroe has a net export of -52% of its retail expenditure potential, and Monroe Township has a net export of -32%. However, much of this “leakage” is intercepted by many large retailers located in Frenchtown Township, particularly along North Telegraph Road. Some of the largest chains in Frenchtown Township include Kohl’s, Walmart, Meijer, Lowe’s, Hobby Lobby, Tractor Supply Company, Aldi, and Gordon Food Service.

Most of the market’s residents are living east of the Telegraph Road corridor and about half of the residents also live east of the downtown. East-west connectors are essential for bringing shoppers to the Monroe Street / Dixie Highway Corridor, into the downtown, and west onto the Telegraph Road Corridor. The connectors also help shoppers navigate between destinations while avoiding traffic congestions during peak shopping hours.

# MARKET SUPPORTED USES

The optimal development strategy for the Telegraph Road corridor reflects an update to the original Retail Target Market Analysis developed in 2017. That prior study focused on identifying the market potential for new merchants in Downtown Monroe rather than the market's commercial corridors. This 2019 update takes into consideration the decline of Monroe Mall and related market shifts over recent years. These events have opened new opportunities for national brands, chain shores, and anchors along the corridor, as well as merchants in the downtown.

New chains entering the market will probably seek land and development sites that are proximate to the established big-box chains like Kohl's, Meijer, Walmart, Lowe's, and Kroger. Alternatively, they could also raze, rebuild, or convert some of the older strip centers located along the Telegraph Road corridor.

National chain stores should not be permitted to catalyze the development of additional strip centers at edge or fringe locations along the corridor. There is a risk that the development of new shopping centers would contribute to retail fragmentation and sprawl, which in turn would undermine the synergies of established retail clusters and the downtown. Re-purposing vacant retail space and redeveloping obsolete strip centers will also help absorb any incidental surpluses in space.

## THE MALL OF MONROE: OPPORTUNITIES & RETENTION



### REPLACE IF THEY CLOSE:

- Books-A-Million
- Pat Catan's Crafts
- General Nutrition Center
- Bath & Body Works
- Planet Fitness
- The Shoe Dept.
- Spencer's Gifts
- Bath & Body Works
- Phoenix Theatres



### REPLACE SOFTLINES LIKE:

- Target Discount
- Aeropostale
- Old Navy
- Justice
- Steve & Barry's
- American Eagle
- Claire's
- Payless Shoes
- Finish Line



### REPLACE HARDLINES LIKE:

- Kitchen Supply Store
- Hallmark
- For Your Entertainment
- Christian Bookstore
- Batteries Plus+

# TELEGRAPH ROAD CORRIDOR: MAXIMUM LONG-TERM POTENTIAL (2020-2040)



## NEIGHBORHOOD GROCERS LIKE:

- Westborn Market (22,000 sf)
- IGA Grocery (10,000-25,000 sf)
- Walgreens Pharmacy (14,000 sf)



## SOFTLINES LIKE:

- Target Discount (135,000 sf)
- Burlington (55,000 sf)
- Steinmart (45,000 sf)
- Ross Dress 4 Less (25,000 sf)
- DSW Shoes (10,000 sf)
- Gap Outlet (6,000 sf)
- Old Navy (6,000 sf)
- Eddie Bauer (4,000 sf)
- Children's Place (4,000 sf)
- Catherine's (3,000 sf)
- Cato Fashions (3,000 sf)
- Zumiez Sports (3,000 sf)
- Men's Wearhouse (2,000 sf)
- DXL Casual Male (2,000 sf)



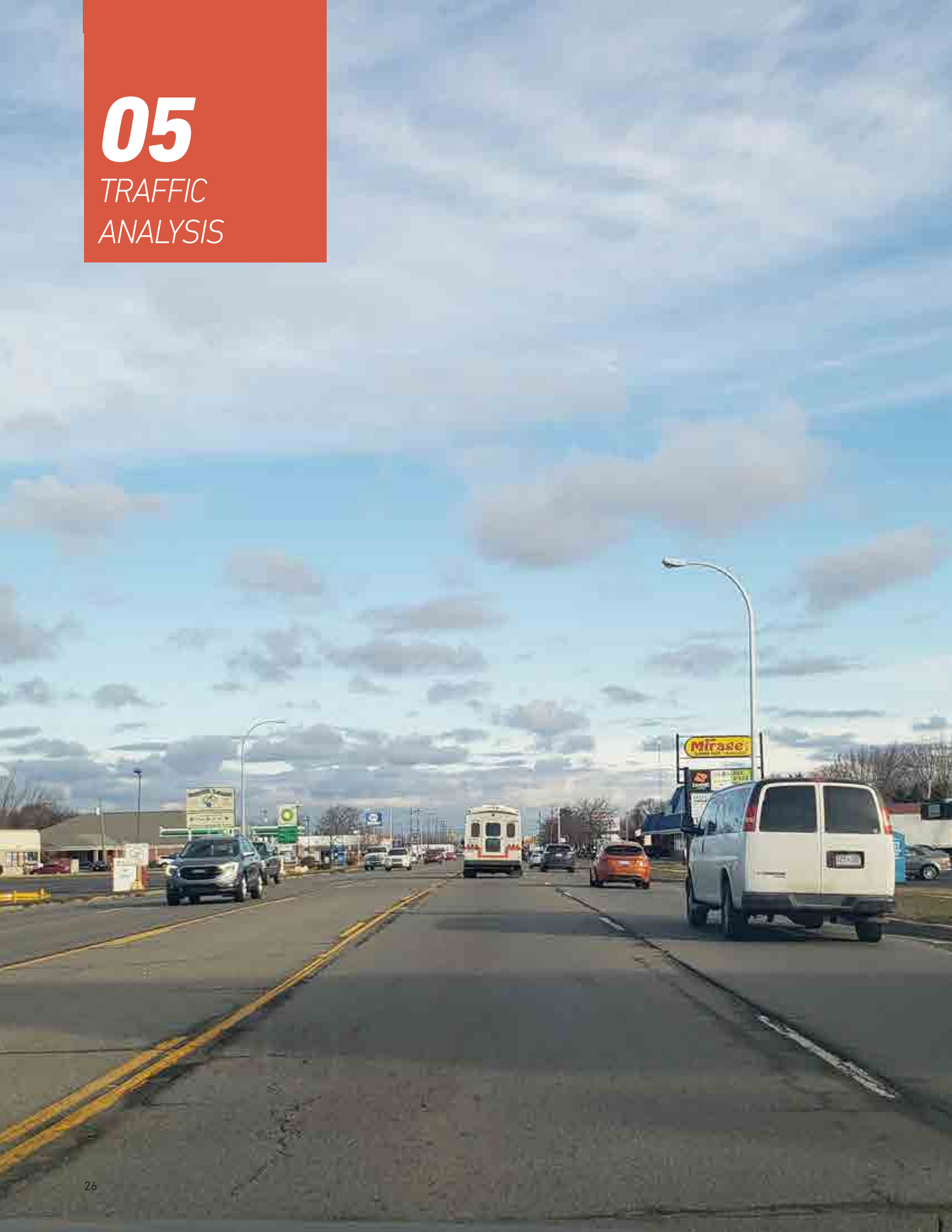
## HARDLINES LIKE:

- Costco Warehouse (135,000 sf)
- Sam's Club (135,000 sf)
- ABC Warehouse (30,000 sf)
- At Home Stores (110,000 sf)
- Best Buy (30,000 sf)
- Kirkland's (10,000 sf)
- Golf Galaxy (15,000 sf)
- Home Goods (30,000 sf)
- Dick's Sporting Goods (35,000 sf)
- Guitar Center (12,000 sf)
- Bed Bath & Beyond (30,000 sf)
- Party City (10,000 sf)
- Pier 1 Imports (8,000 sf)
- Ulta Beauty Cosmetics (12,000 sf)
- Furniture galleries (10,000 sf each)



# 05

## TRAFFIC ANALYSIS



# TRAFFIC ANALYSIS



*An evaluation of traffic, crash data, and access management revealed that there are strategic safety improvements needed along the corridor.*

It is important to understand the existing and future traffic operations, evaluate historical roadway accident patterns, and assess the existing access management deficiencies and conflicts along the study corridor.

This study evaluated the existing traffic operations of nine intersections along Telegraph Road. Analysis of existing traffic operations found that each intersection is currently operating acceptably with marginal degradation to operations during future no build analysis. Further study of the signal operations may be required in the future to mitigate intersections, lane groups, and/or approaches that are expected to operate at LOS E (At Capacity) or LOS F (Failing).

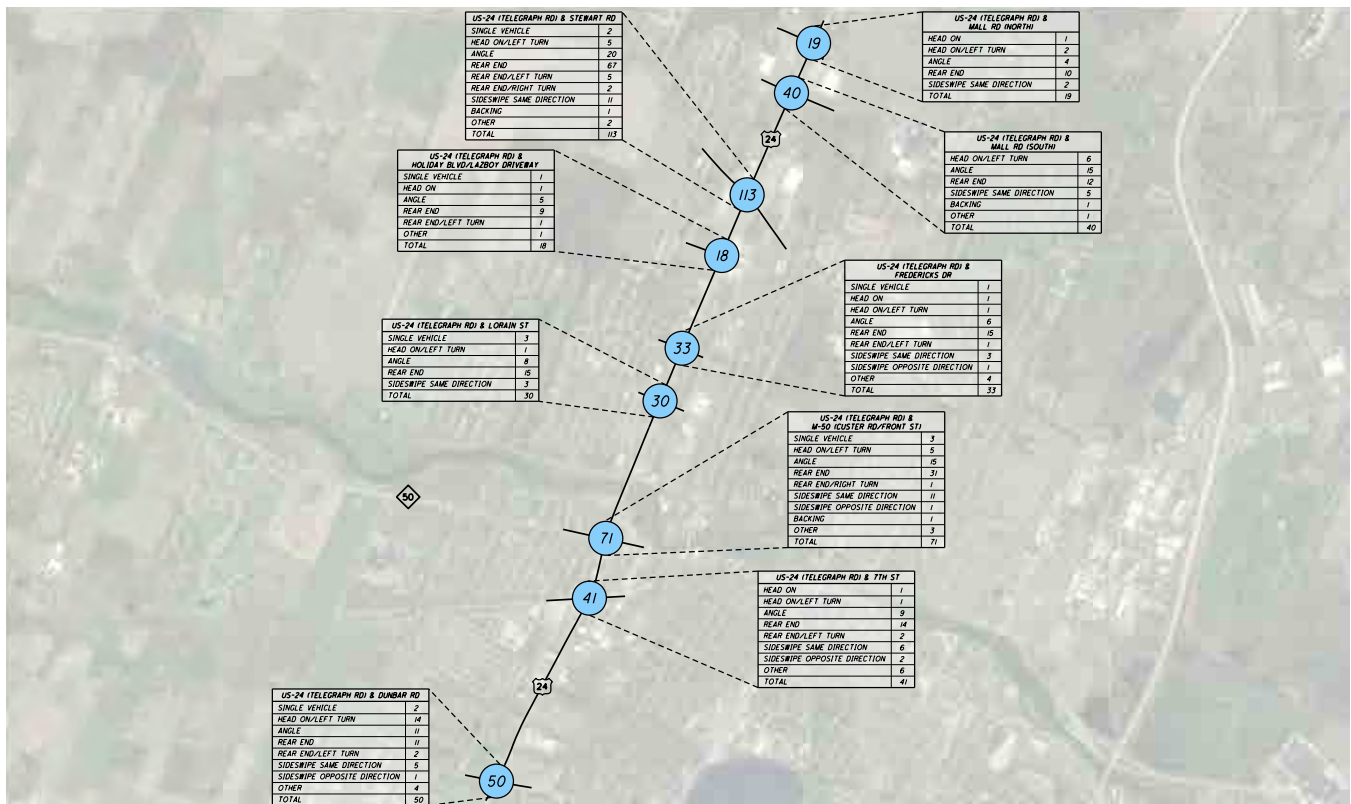
A crash history analysis was conducted for the Telegraph Road corridor for a 3-year period from 2015 to 2017. The crash inventory provides a basis for developing improvement scenarios to reduce crashes for the purpose of creating safer roads.

Also, to improve safety and decrease crashes along the study corridor, existing commercial and residential driveway access along the study corridor was assessed. A previous access management study was conducted by The Corradino Group, Inc. for MDOT in 2005. This study was reevaluated to determine what access management recommendation measures (i.e. close commercial/residential drives, consolidate driveways for shared-use) were implemented,

and which recommendations are no longer valid for implementation. This study also evaluated the need for additional access management measures that may be implementable without the need to close drives such as retrofitting 10-12' wide medians along US-24 (Telegraph Road).



# CRASH HISTORY



A crash history analysis was conducted for the Telegraph Road corridor for a 3-year period from 2015 to 2017 and provide information on crash severity (property damage only, injury or fatal) and crash type (rear end, right angle, turning, etc.). Crash frequency is an indicator of intersection deficiencies involving inefficient traffic control, improper geometry and/or capacity constraints. Intersection crash histories are of more relevance than roadway segment (between the signalized intersections) as most of the safety concerns and crashes occur at the intersections.

## US-24 (Telegraph Road) and Stewart Road

This intersection noted high crash occurrences (113 crashes in the 3-year period) with the predominant

crash type's rear end and angle. These crash patterns are typically associated with congestion (rear end crashes) and signal phasing/timing issues (angle crashes).

## US-24 (Telegraph Road) and M-50 (South Custer Road/Front Street)

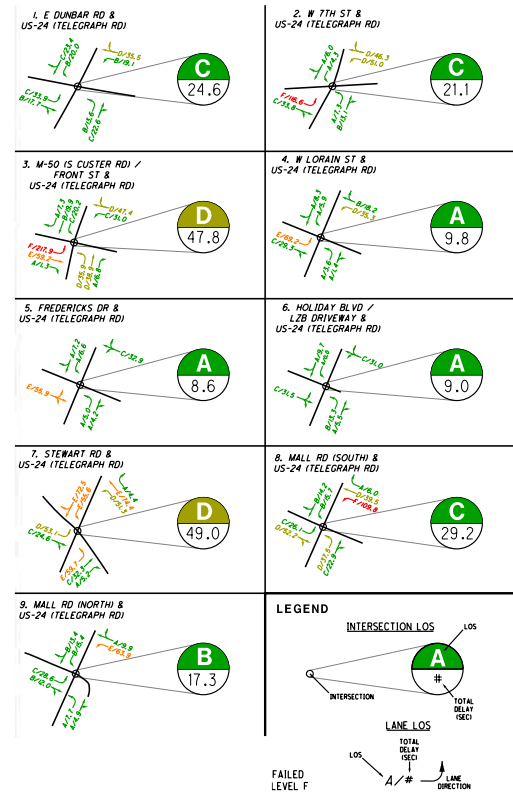
This intersection noted high crash occurrences (71 crashes in the 3-year period) with 44% and 22% of all crashes being rear end and angle type crashes. There are several driveways within 100 feet of the intersection along Telegraph Road that may be considered for closure to improve safety and reduce crash conflicts.

## US-24 (Telegraph Road) and Dunbar Road

This intersection noted relatively high crash occurrences (50 crashes in the 3-year period), but significantly less than the Stewart Road and M-50 intersections. Of the observed crashes 50% relate to left turn/angle crash types and 22% relate to rear end crash types. Additionally, there are several driveways within 100 feet of the intersection that may be considered for closure.

Overall, it is recommended that intersection signal timing and phasing plans be studied further to potentially increase corridor progression and decrease congestion.

# LEVEL OF SERVICE (EXISTING)



Traffic counts were collected in December 2018 at nine signalized intersections and only the PM peak hour was analyzed. Trafficware’s Synchro 10 software was used to perform intersection capacity analysis and evaluate Levels-of-Service (LOS) based on results from the Highway Capacity Manual (HCM) reports provided from the Synchro models. LOS is measured by a letter grade that describes traffic operations based on the amount of delay experienced by vehicles at an intersection, along an intersection approach, or in a specific lane group.

Typically, when LOS is in the range from A to D this is an indication that the traffic network is performing satisfactorily and no changes need to be made to improve conditions. The LOS D is typically used as a

threshold for “acceptable” operations. When LOS is in the range from E to F, this is an indication that the traffic network is not performing satisfactorily and that changes need to be made to improve conditions. These operations are typically referred to as “unacceptable”.

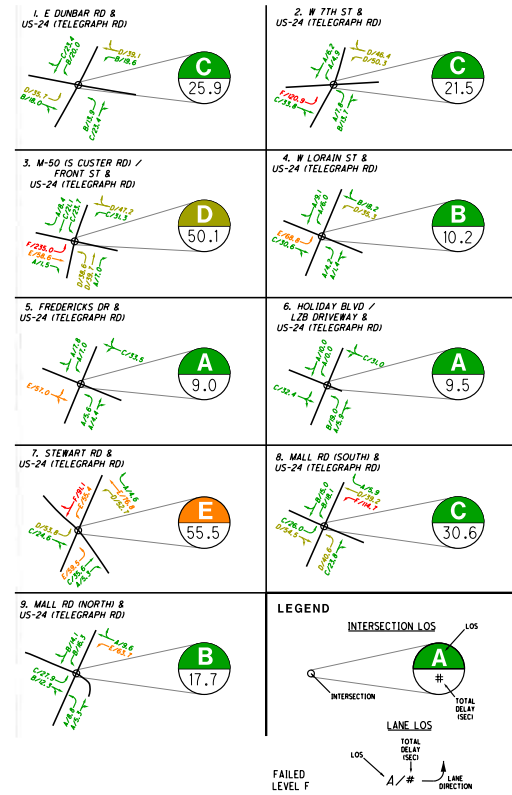
As shown in Figure above, all intersections are currently operating acceptably (at LOS D or better) overall during the analysis PM peak hour period. It should be noted that LOS for some lane groups and approaches are considered to be unacceptable under existing conditions.

LOS	Flow	Level
A	Free Flow	A
B	Stable Flow	B
C	Stable Flow	C
D	Stable Flow	D
E	Unstable Flow	E
F	Forced Flow	F

## Legend

- Acceptable
- Marginal
- At Capacity
- Failed

# LEVEL OF SERVICE (NO BUILD)



To evaluate the study corridor under a No Build, future condition, it was necessary to develop background traffic projections for a Design Year of 2038. Background traffic projections include the natural growth of traffic based on historical and projected traffic, population, and economic data within the study area. Utilizing SEMCOG databases for the study area, a 0.16% annual traffic growth rate was calculated (3.3% growth over 20 years).

The background traffic growth rate was applied linearly to the Existing 2018 turning movement counts to establish the 2038 No Build conditions volumes. These volumes were analyzed with the study Synchro models. All intersections are expected to continue to operate acceptably (at LOS D or better) overall during the analysis PM peak

hour period except for the Stewart Road and US-24 (Telegraph Road) intersection which is expected to operate at a LOS E (LOS D during the Existing Conditions). It should be noted that LOS for several lane groups and approaches are expected to continue to operate unacceptably under the No Build conditions as they do under the Existing conditions.

To mitigate the lane groups, approaches, and intersections that are expected to operate under poor LOS (LOS E or F), it is recommended that the corridor be studied further to determine potential signal optimization needs. Physical roadway and geometry mitigation measures at the study intersections may include:

- Installing an additional westbound thru lane at the Stewart and US-24 (Telegraph Road) intersection. This measure may require right-of-way acquisition and additional roadway widening for a westbound receiving lane along the east side of the intersection on Stewart Road.
- Installing a southbound right turn lane at the Stewart and US-24 (Telegraph Road) intersection. This measure may require right-of-way acquisition for roadway widening.

## Legend

- Acceptable
- Marginal
- At Capacity
- Failed

# ACCESS MANAGEMENT

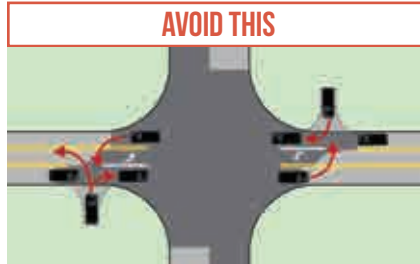
**DRIVEWAY ALIGNMENT**

Driveways should be aligned with those across the street, or offset at a sufficient distance to reduce left-turning movement conflicts



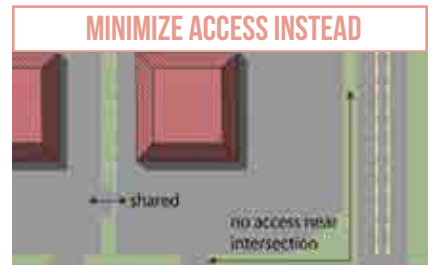
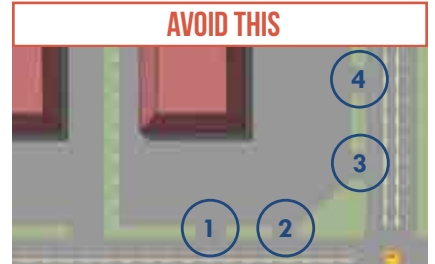
**FUNCTIONAL AREA OF AN INTERSECTION**

Area adjacent to an intersection where vehicles are turning, queuing, or stacking – sometimes driveways fall within these areas which can create traffic conflicts



**MULTIPLE ACCESS POINTS**

Where some driveways may be located closer to each other or an intersection than what is recommended by MDOT standards



*Access management involves reducing the number of access points and ensuring well-placed driveways to improve safety and traffic flow.*

There are many benefits to access management, including the improvement of safety and prevention of vehicular crashes, shorter travel times, and enhancements that add to the value of private land development by making roads more walkable, bikeable, and liveable.

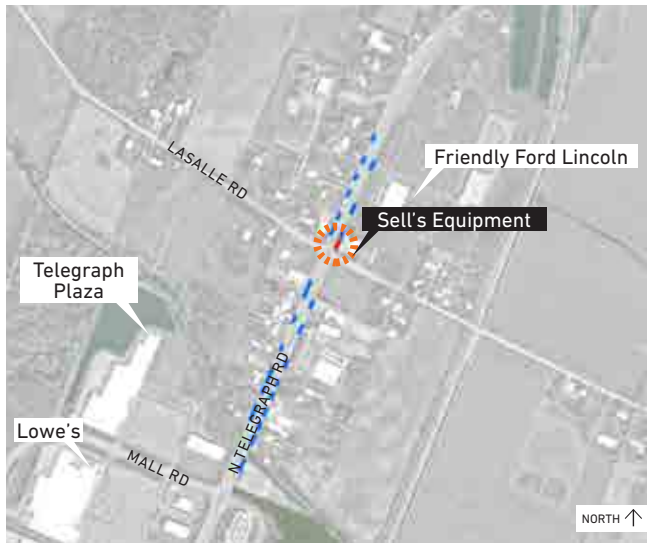
The best way to alter access is to either wait for a property to be redeveloped or close driveways as part of a roadway reconstruction

project. Business owners are sometimes resistant to closing one or more drives to their property and can legally challenge an agency that closes a driveway if it is not part of a planned road project. It is advised that the communities and county work closely with property owners during redevelopment or road reconstruction projects to ensure that access points are redesigned to improve safety, traffic flow, and a more walkable corridor.



The US-24/Telegraph Road Access Management Study (2005) was used as the basis for the recommended closures featured on the following pages. These were analyzed further to determine priority locations for closures that also have the highest feasibility for closing. These are shown on the following pages.

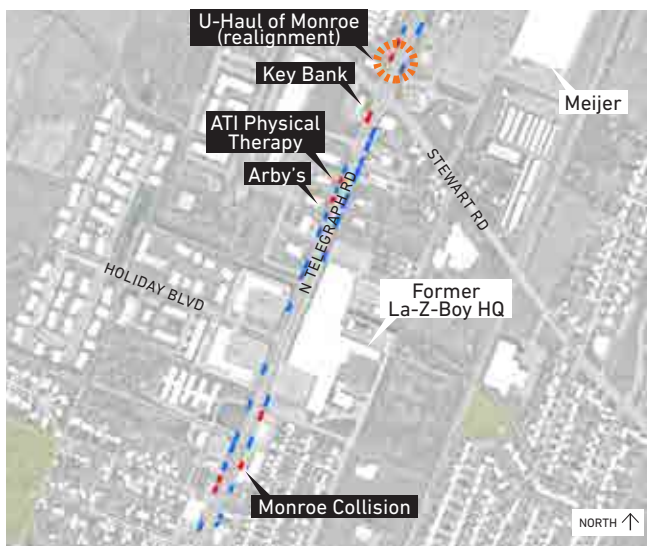
# ACCESS MANAGEMENT



Section 1



Section 2



Section 3



Section 4

## Legend

- Existing Driveways/  
Curb Cuts
- Recommended  
Closures (MDOT)
- ☀ Priority Locations for  
Closures

# ACCESS MANAGEMENT



Section 5



Section 6



Section 7

## Legend

- Existing Driveways/  
Curb Cuts
- Recommended  
Closures (MDOT)
- ⊙ Priority Locations for  
Closures

# 06

## CORRIDOR CONCEPTS



# CORRIDOR-WIDE IMPROVEMENTS



*Increasing accessibility and mobility within the corridor through strategic improvements will enhance the overall quality of life.*

Improving safety along Telegraph Road is one of the primary goals of this plan. Transforming the corridor to be more pedestrian-friendly can be achieved in part through mobility and road improvements.

The auto-oriented nature of the corridor ensures efficient movement of traffic to and from shopping and restaurant destinations. However, there is a lack of non-motorized infrastructure to support pedestrian, bicycle, and transit usage along Telegraph Road. Sidewalks are inconsistent throughout the corridor and can be daunting to navigate due to excessive vehicular curb cuts for businesses along Telegraph Road. Several major intersections along the corridor are also missing safe pedestrian crossings.

Recommended improvements focus on connecting the catalytic sites with a **10-foot wide multi-use**

**pathway** that traverses the entire length of the corridor. The multi-use pathway begins on the east side of Telegraph Road adjacent to Walmart and then continues behind Telegraph Road along Stewart Road to Huber Drive to avoid potential traffic conflicts from the numerous commercial driveways that exist in this area.

The pathway continues through the future La-Z-Boy redevelopment site and then crosses over to the west side of Telegraph Road by way of an enhanced pedestrian crossing at Holiday Boulevard. Traveling south, the multi-use path remains on the west side of Telegraph Road, connecting to the remaining catalytic sites.

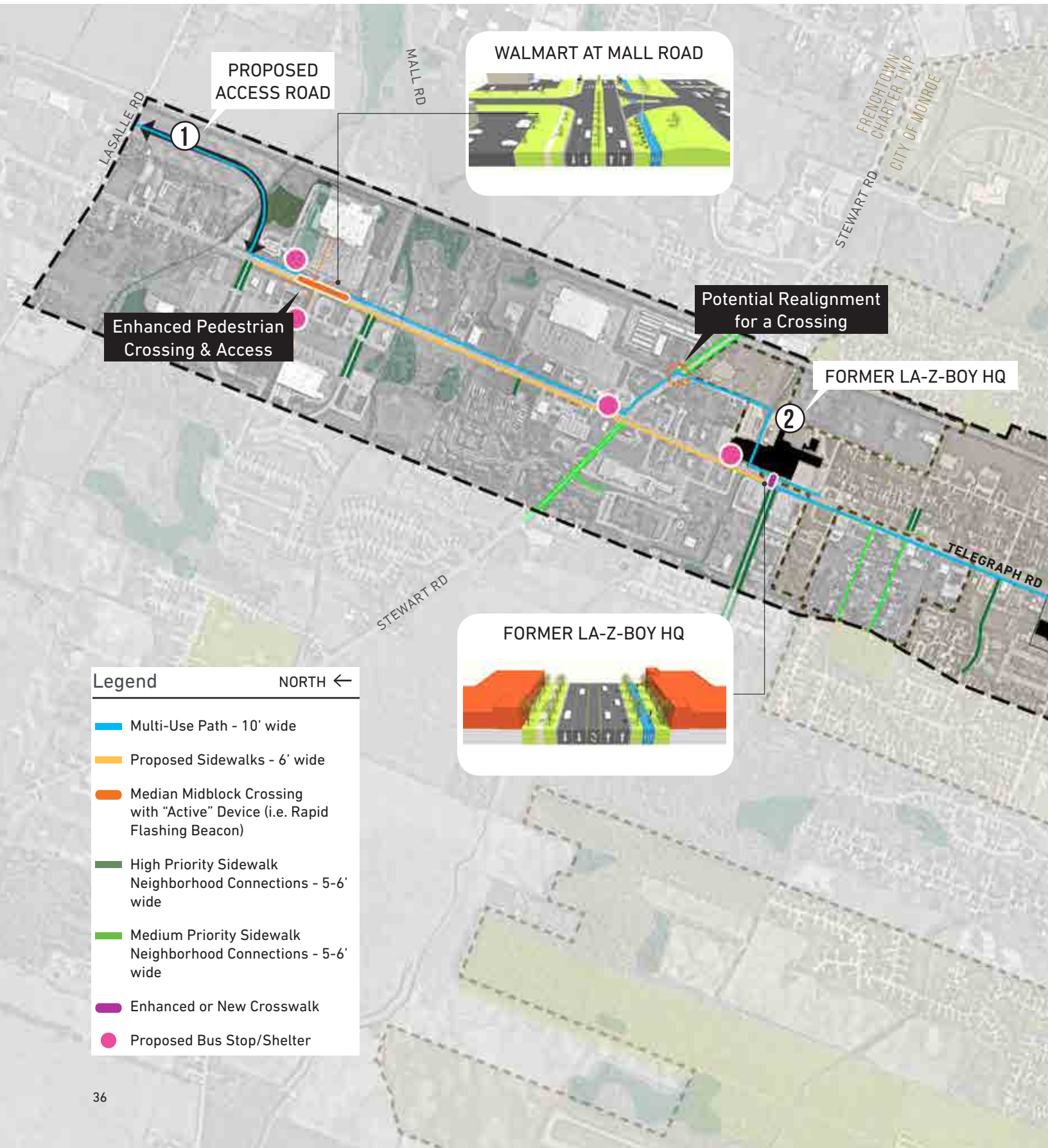
Three **midblock crossings**, designed as part of **landscaped median islands**, are proposed adjacent to Walmart, Mill Race Park, and the Bowl-a-Drome catalytic site. These midblock crossings provide

safer connections for pedestrians in between intersections. **Bus shelters** are also recommended at key activity nodes along Telegraph Road to enhance transit usage.

To support the multi-use path connection along Telegraph Road, **additional sidewalks** are proposed at the northern end of the study area where major retailers are located. The surrounding residential areas were also evaluated to determine medium and high priority sidewalk connections that should be implemented to connect residents to the corridor. Higher priority connections were determined by assessing easier implementation opportunities (i.e. smaller segments of missing sidewalks) and connections to multi-family residential developments where the likelihood of some residents not owning a vehicle is higher and therefore residents have a greater reliance on non-motorized transportation and transit options.



# PEDESTRIAN, BICYCLE, AND TRANSIT IMPROVEMENTS



Legend NORTH ←

- Multi-Use Path - 10' wide
- Proposed Sidewalks - 6' wide
- Median Midblock Crossing with "Active" Device (i.e. Rapid Flashing Beacon)
- High Priority Sidewalk Neighborhood Connections - 5-6' wide
- Medium Priority Sidewalk Neighborhood Connections - 5-6' wide
- Enhanced or New Crosswalk
- Proposed Bus Stop/Shelter

NORTEL LANES



MILL RACE PARK



BOWL-A-DROME



NORTEL LANES

NOBLE AVENUE

BOWL-A-DROME

Midblock Crossing

Midblock Crossing

1200 SOUTH TELEGRAPH ROAD

1200 SOUTH TELEGRAPH ROAD



New Pedestrian Crossing

W ELM AVE

W FRONT ST

CITY OF MONROE  
MONROE CHARTER  
TOWNSHIP

N CUSTER RD

S CUSTER RD

W 7TH ST

DUNBAR RD

# STREET CORRIDOR IMPROVEMENT COMPONENTS



## Identity and Branding

- Coordinate design treatments in targeted areas along the corridor and expand over time to provide consistent branding
- Banners, planters, lighting, benches, bike racks, etc. can be installed to improve the quality of streetscape along the corridor
- Adds visual interest and can make the corridor more pedestrian-friendly, and contributes to a sense of place



## Sidewalks

- Typically 5-8 feet wide
- Some limitations in supporting different recreation/ transportation modes
- Usually separated from vehicular traffic by a curb or narrow tree lawn
- Used to connect residential neighborhoods to commercial corridors



## Landscaping & Tree Lawn

- Consistent tree and bush plantings provide an enhanced natural buffer between the adjacent road and parking lots
- Canopy trees are recommended to be medium crown (40-50 feet in height) and should be spaced 40-60 feet apart
- Trees are required by MDOT to be planted at least 10 feet from the curb and 2 feet minimum from the sidewalk



### Bus Shelters

- A well designed bus stop shelter can encourage transit usage
- Includes seating, trash receptacles, lighting, and shelters
- Bus stops should be located within a reasonable walking distance (no more than 500 feet) of destinations and crosswalks



### Multi-Use or Shared-Use Pathways

- Typically 10-12 feet wide
- Supports different modes of recreation/transportation opportunities (bicycling, walking, etc.)
- Must be located at least 10 feet from the roadway per MDOT standards
- Wider pathways may require right-of-way acquisition or easements in certain sections



### Median Islands

- Used to create safer traffic conditions for all users
- Can help beautify a corridor and improve stormwater management
- Located in the center turn lane with minimal interference with existing driveways
- Accommodates pedestrian mid-block crossings if desired to create refuge from traffic

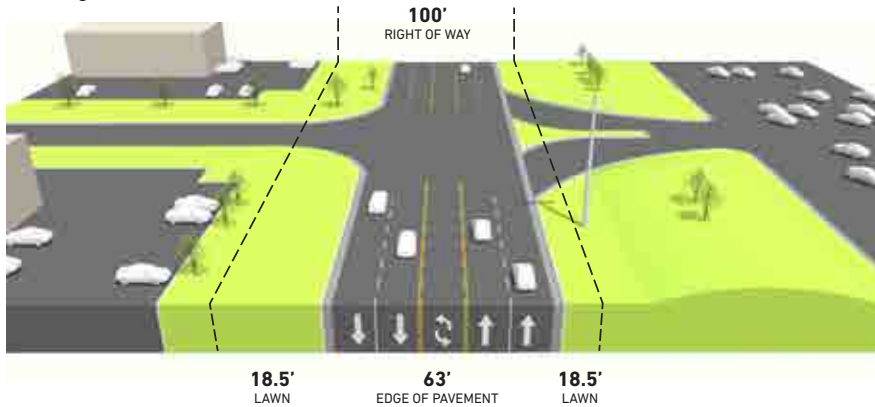


### Beacon Signs & Crosswalks

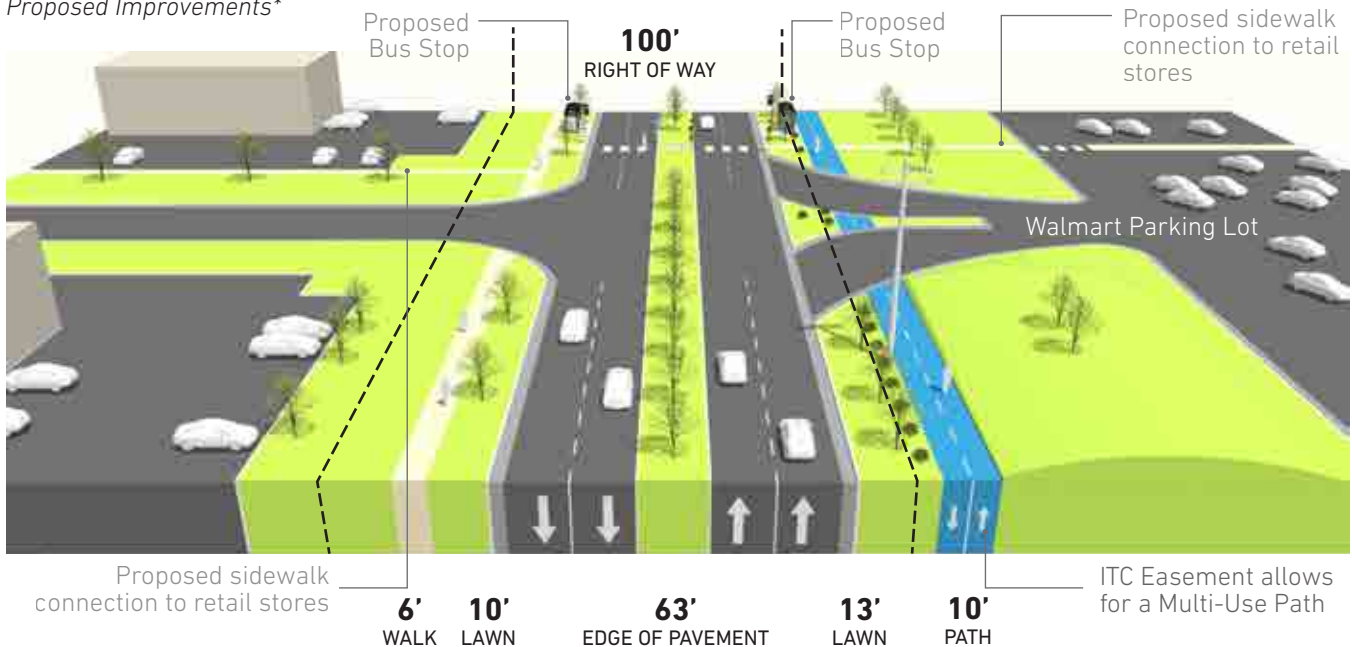
- Implement higher visibility markings at midblocks and intersections, such as continental (ladder) markings that have thicker bars parallel to the direction of vehicular traffic
- Install flashing beacon signs at midblock crossings to alert motorists of pedestrians

# SECTION 1 *Walmart at Mall Road*

## Existing Conditions



## Proposed Improvements\*



In recent years, the northern section of the study area has seen an influx of new development, including Walmart and higher end chain restaurants. Improvements, such as pedestrian crossings and the addition of left hand turn lanes, have already been implemented at some of the intersections. However, the long stretch of Telegraph Road between the Mall Roads' intersections makes it difficult to

cross as a pedestrian, particularly due to the lack of sidewalks.

To enhance to overall aesthetics and safety for all users of the road, a longer median island is recommended with a mid block crossing. Sidewalks are proposed to connect shoppers across the corridor and into both commercial retail developments (this would require coordination with the

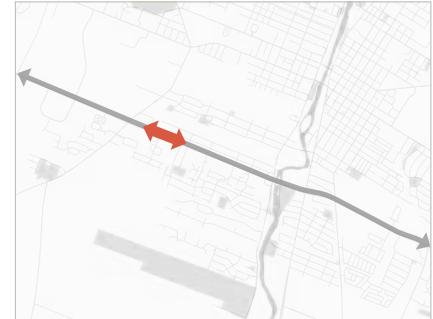
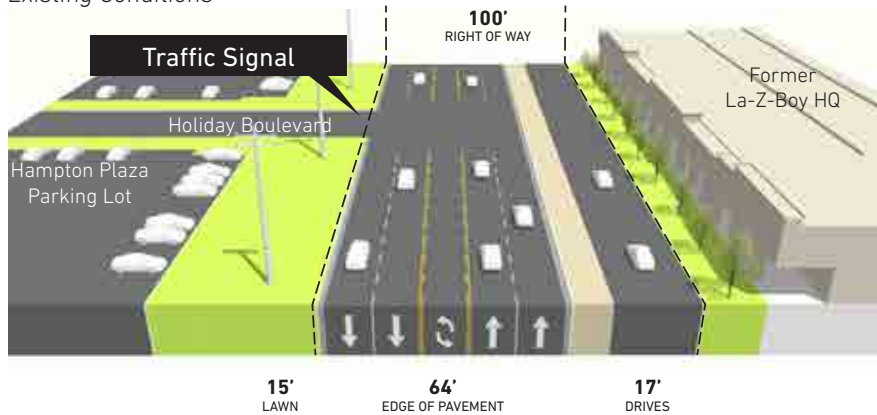
associated property owners). Additionally, a 6-foot wide sidewalk and 10-foot wide multi-use pathway, buffered by trees and low bushes, along Telegraph Road would help increase accessibility to this area.

*\*Note: Right-of-way needs to be obtained or municipality needs to be granted an easement for non-motorized facilities.*

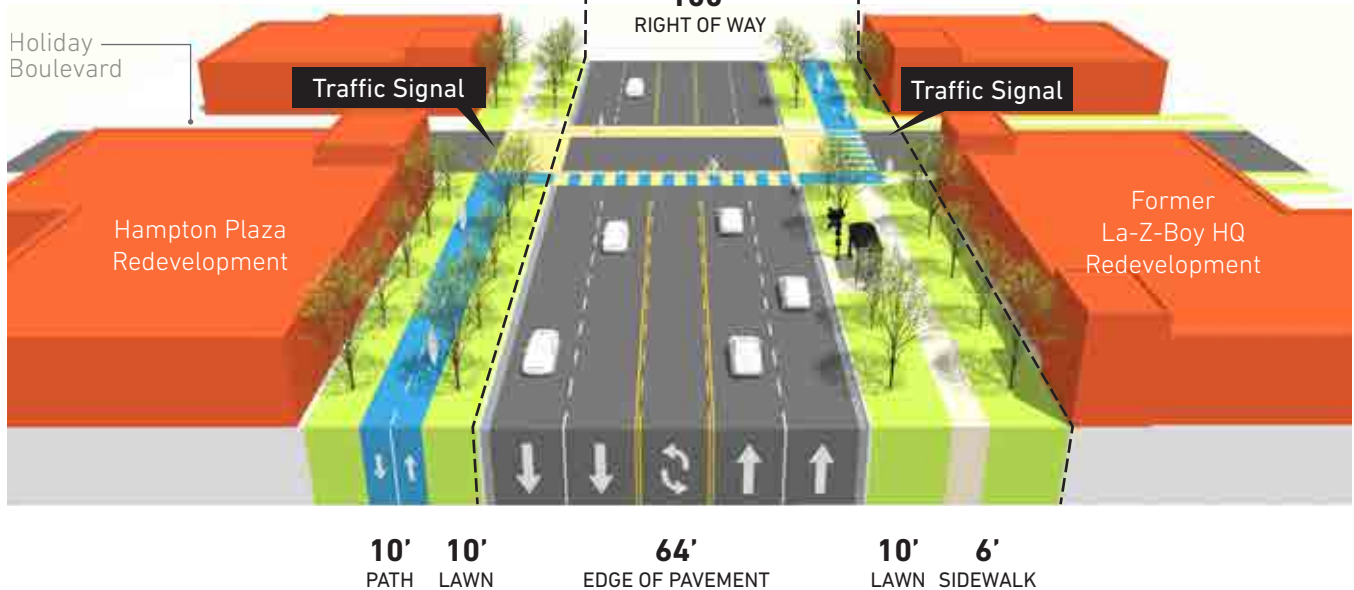
# SECTION 2

## La-Z-Boy Former HQ

Existing Conditions



Proposed Improvements\*



The former La-Z-Boy headquarters site is a focal point of this corridor and subsequently was chosen to highlight corridor enhancements that are necessary to encourage and support redevelopment of the property. These improvements would also serve existing residential neighborhoods to the east and west.

Currently, there are no sidewalks present on either side of the roadway, and although there is a traffic signal at Holiday Boulevard and Telegraph Road, there is no pedestrian crosswalk.

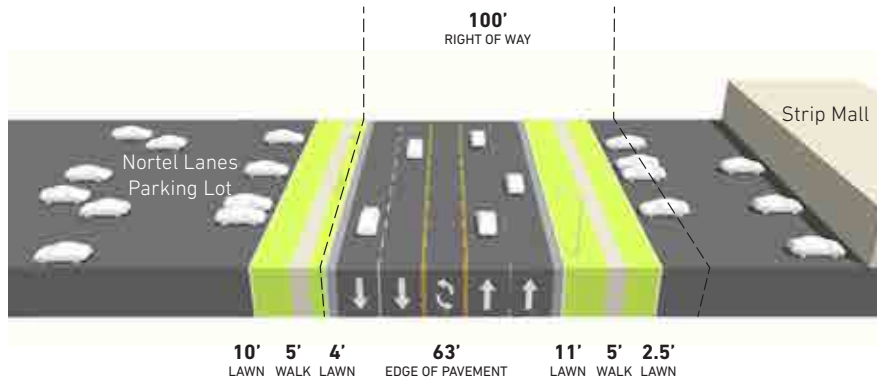
Recommended improvements include the 10-foot multi-use pathway transitioning from east

to west by way of an enhanced pedestrian crosswalk at Holiday Boulevard. Street trees are also proposed to create a green buffer between the roadway and pedestrian environment.

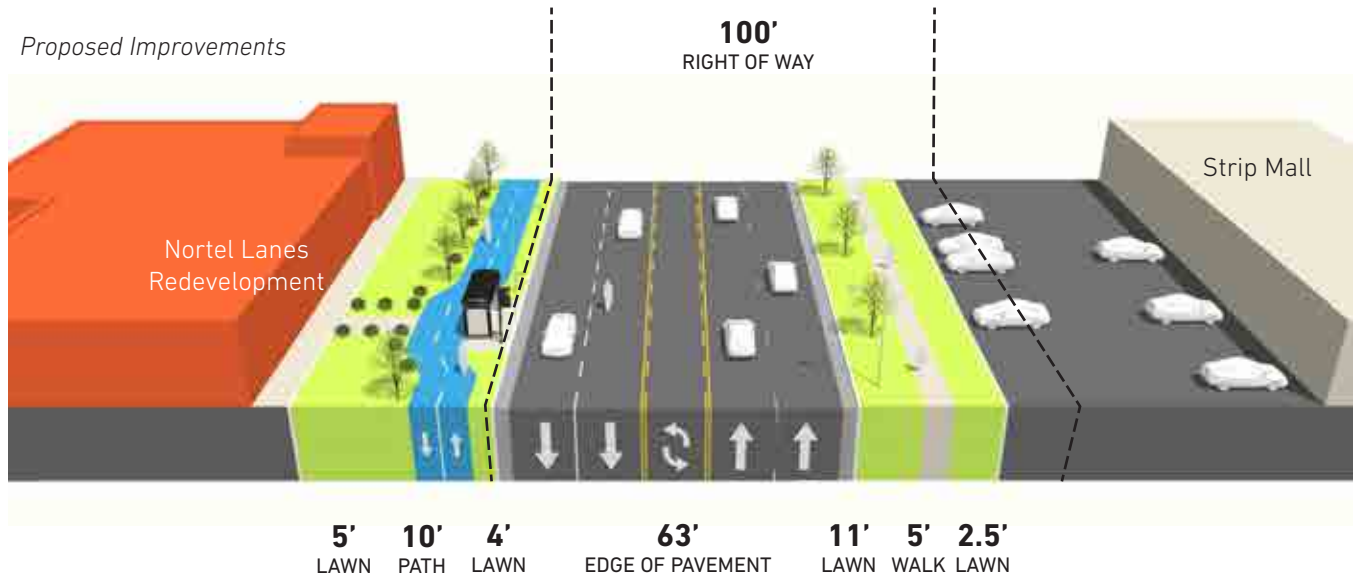
*\*Note: Right-of-way needs to be obtained or municipality needs to be granted an easement for non-motorized facilities.*

# SECTION 3 *Nortel Lanes*

## Existing Conditions



## Proposed Improvements



The stretch of Telegraph Road that passes the former Nortel Lanes property currently provides 5-foot wide sidewalks on either side of the road. However, on the west side of Telegraph, the sidewalk is only 4 feet from the roadway, creating an uncomfortable pedestrian experience. On the east side of Telegraph Road, pedestrians are faced with frequent driveway crossings.

Recommended improvements include a 10-foot wide multi-use pathway on the west side of the corridor. A limited amount of space between the roadway and parking lots along this section may require the path to be within 10 feet of the road. Street trees and shrubs are recommended to create natural buffering and increase the aesthetic appeal of the corridor.

*\*Note: Right-of-way needs to be obtained or municipality needs to be granted an easement for non-motorized facilities.*

# SECTION 4

## Custer Road Connection

Existing Conditions



Proposed Improvements



At River Raisin, a trail begins to the south at Mill Race Park, and another trail passes through Veterans Park, which is part of the regional River Raisin Heritage Trail. The City of Monroe has plans in place for improvements for North Custer Road near the Richards Drive intersection. An existing center median will be removed and North Custer Road will be reduced from three lanes to two lanes in order to install on-road bike lanes.

The proposed Custer connection links the existing trail from Mill Race Park and the proposed multi-use path along Telegraph Road to the regional trail system. A multi-use path is proposed along Custer Drive and will continue along North Custer Road until it crosses the street to link up with the pathway on the south side of the road at Veterans Park. Two enhanced pedestrian crossings on North Custer Road will provide safe

access to Veterans Park. Street trees are also proposed along North Custer Road between the existing sidewalk/multi-use path and the road.

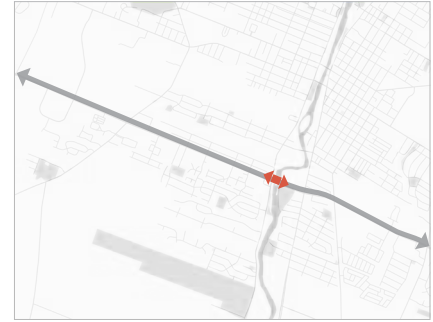
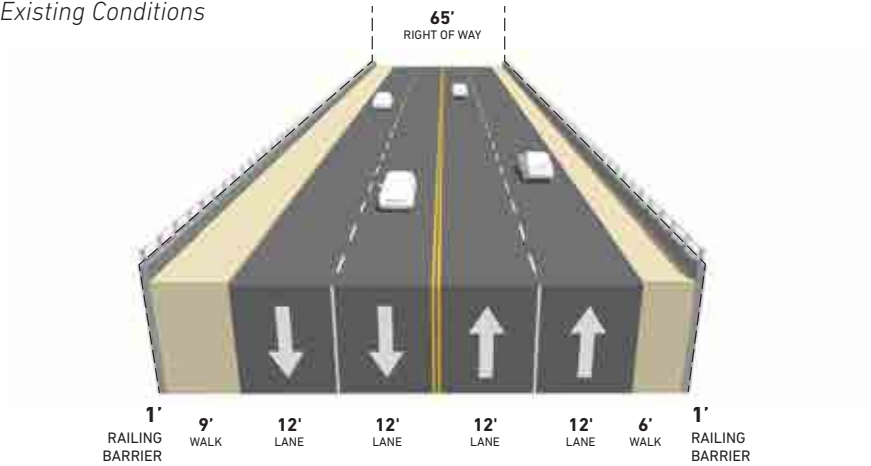
*\*Note: Green space improvements would require either coordination with the property owner or property acquisition.*



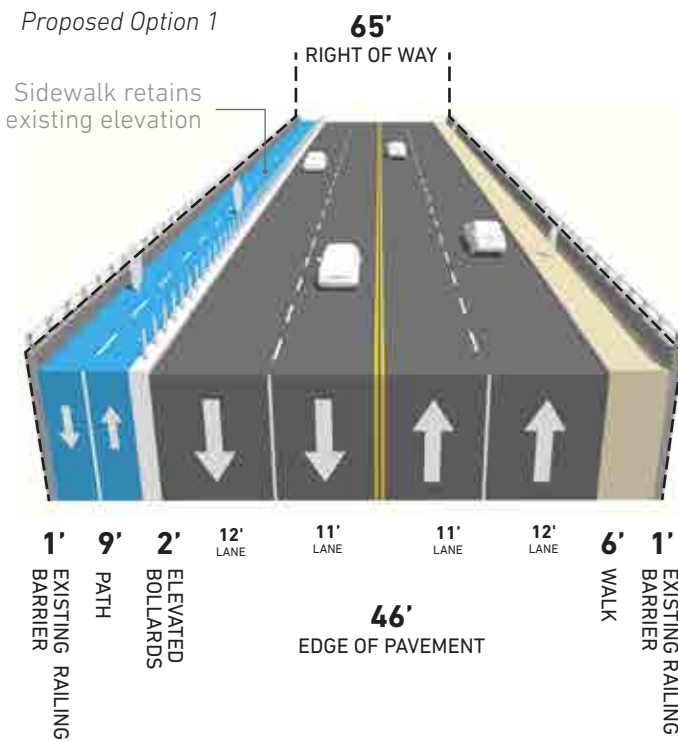
# SECTION 5

## Matt Urban Memorial Bridge

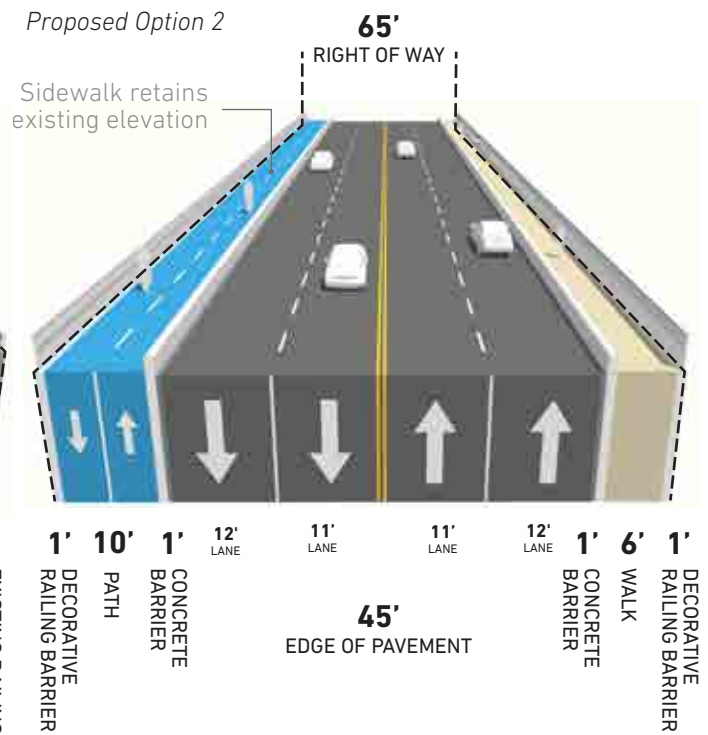
Existing Conditions



Proposed Option 1



Proposed Option 2



Telegraph Road crosses the River Raisin via the Matt Urban Memorial Bridge. The bridge currently consists of two vehicular travel lanes in each direction and elevated sidewalks on either side of the bridge, with a 9-foot wide sidewalk to the west, and a 6-foot wide sidewalk to the east. Pedestrians are currently buffered by railing barriers on both sides of the bridge.

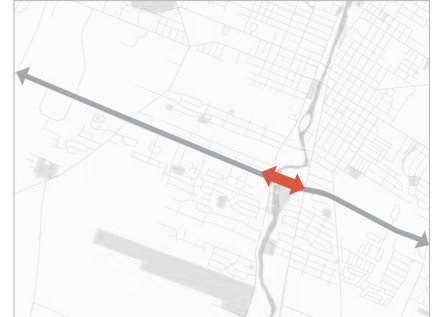
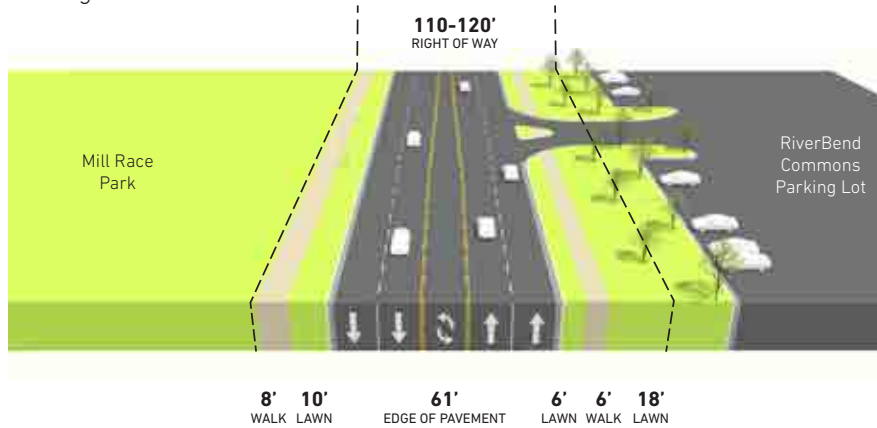
For this section, there are two proposed options, indicating short-term improvements (Option 1) and longer-term improvements (Option 2). Option 1 retains the existing width of the sidewalks, but converts the west side into a multi-use pathway buffered from the road with bollards elevated at the same level as the pathway. Option 2 is recommended when the

bridge is eventually reconstructed. The western side would widen the multi-use path to 10-feet and both sides of the bridge would include new decorative railing barriers and concrete barriers along the roadside. Both options reduce the two center travel lanes from 12 feet to 11 feet wide in order to accommodate pedestrian enhancements.

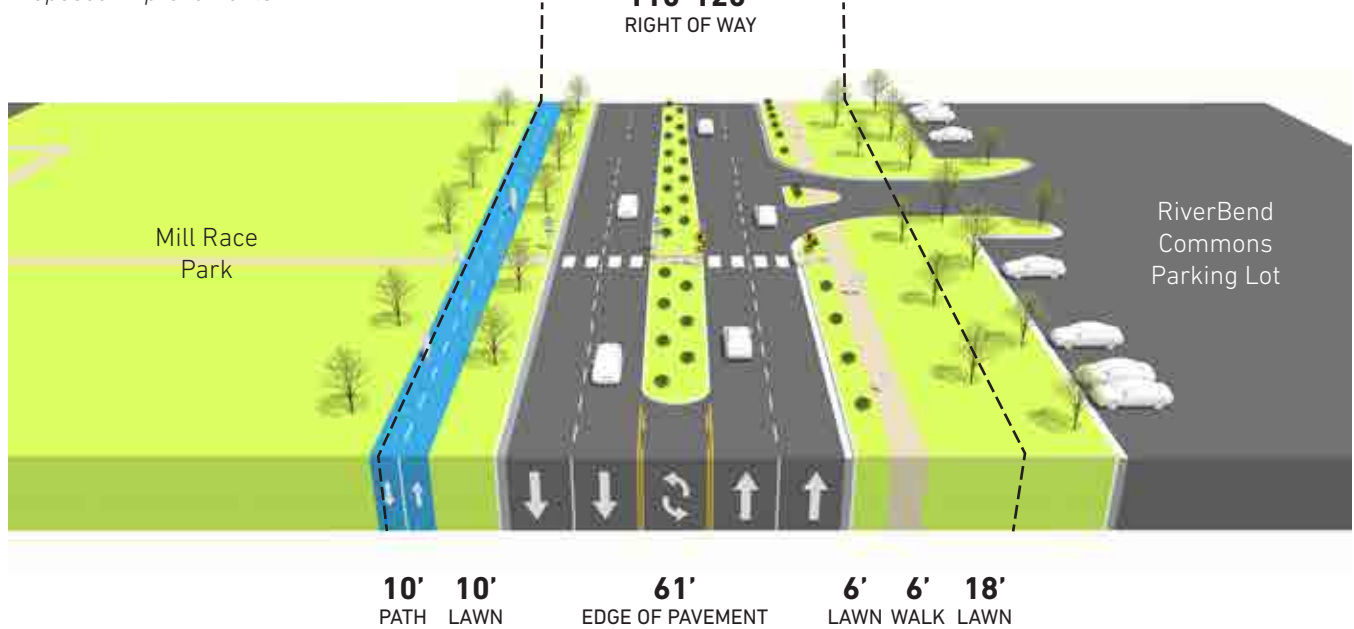
# SECTION 6

## Mill Race Park

Existing Conditions



Proposed Improvements\*



Telegraph Road near Mill Race Park continues the wider sidewalk along the west side from the bridge (8 feet wide) and is buffered from the road by 10 feet of lawn. A 6-foot wide sidewalk exists on the east side of Telegraph, buffered from the road by a 6 foot-wide lawn and enhanced landscaping between the RiverBend Commons parking lot and sidewalk.

The City currently has plans to make improvements to Mill Race

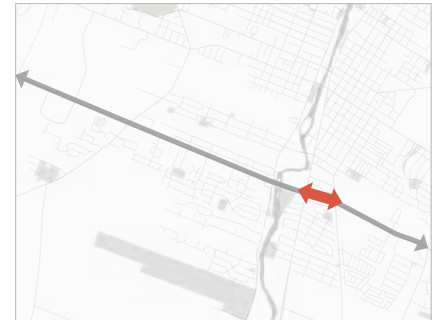
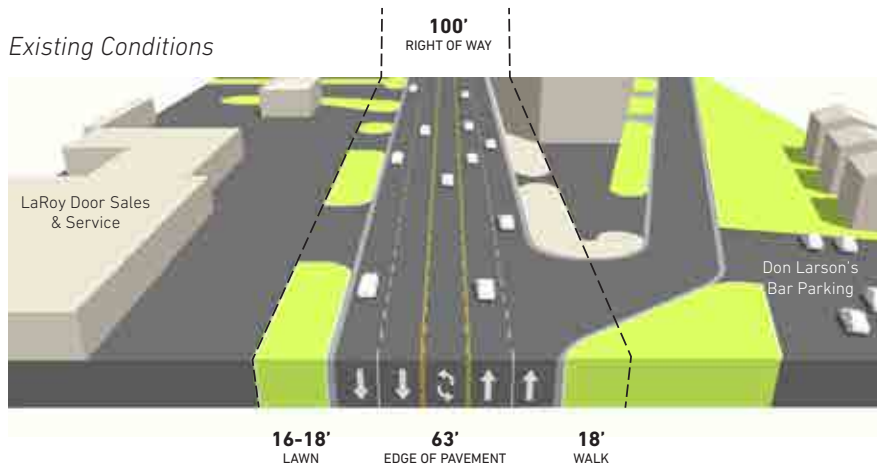
Park, so this section focuses on providing critical pedestrian connections to link the park to the rest of the corridor and surrounding neighborhoods. Recommendations include expanding the existing 8-foot wide sidewalk along the park edge to a 10-foot wide multi-use path. A median is proposed in the center lane that will provide better access management for the RiverBend Commons property and include an enhanced east/west

mid-block pedestrian crossing. Landscaping is also recommended for the median and both lawns adjacent to the roadway.

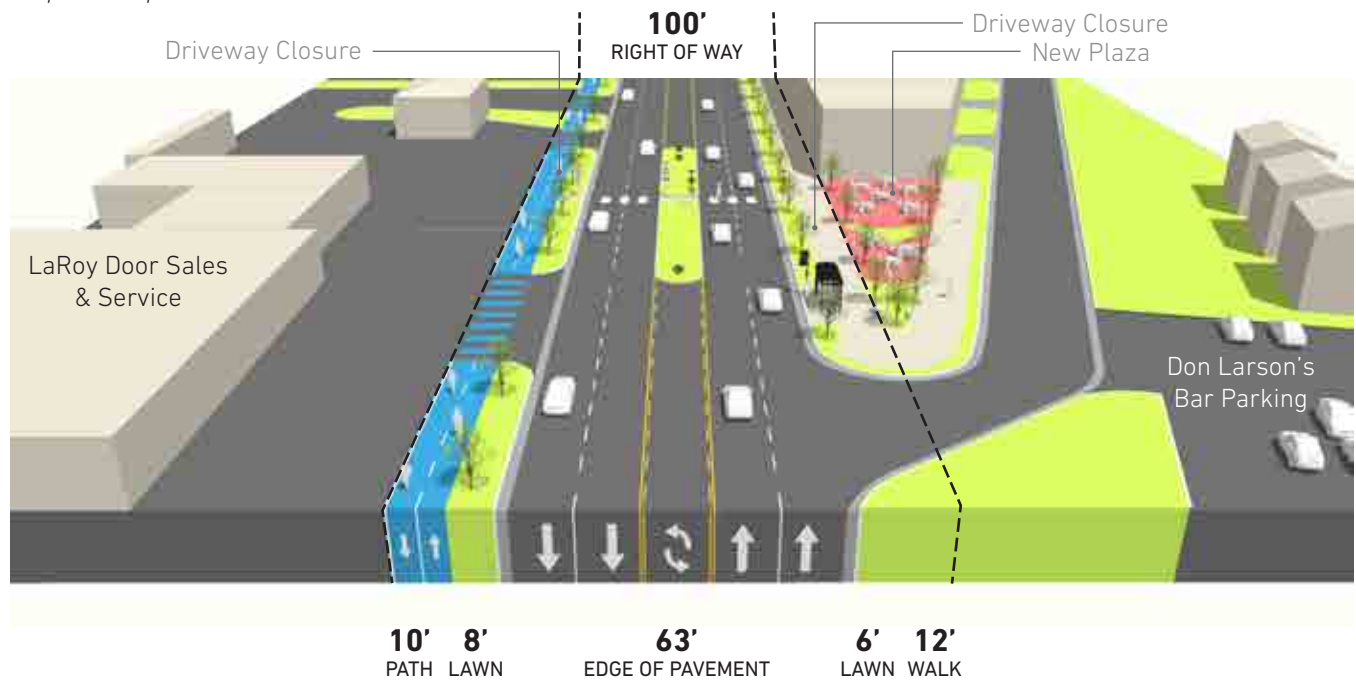
*\*Note: Right-of-way needs to be obtained or municipality needs to be granted an easement for non-motorized facilities.*

# SECTION 7 *Bowl-A-Drome*

Existing Conditions



Proposed Improvements



South Telegraph Road consists of a mix of older historic buildings and suburban retail buildings. Excessive curb cuts for parking lots and a lack of substantial pedestrian facilities make this portion of the corridor especially unwalkable.

A combination of access management, pedestrian amenities and public space enhancements are recommended to make Telegraph

Road more connected and pedestrian-oriented. Two driveway closures are proposed near the Stone Street intersection, at the Duffy Towing lot and at the northern driveway for LaRoy Door Sales & Service.

The lot for Duffy Towing could be closed and transformed into a public plaza and serve as an outdoor extension of potential new

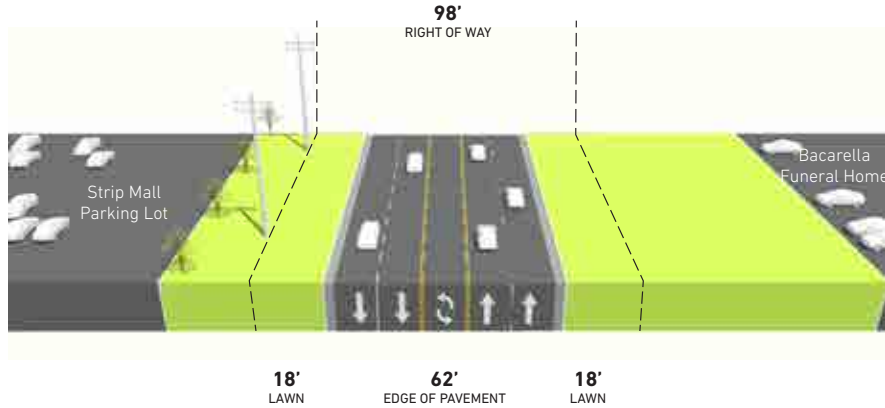
uses for the former Bowl-a-Drome building.

A landscaped median provides an enhanced pedestrian crossing between the proposed 10-foot wide multi-use path on the west side to the plaza. A new transit stop at the corner of the plaza is also proposed as part of the recommended transit improvements along the corridor.

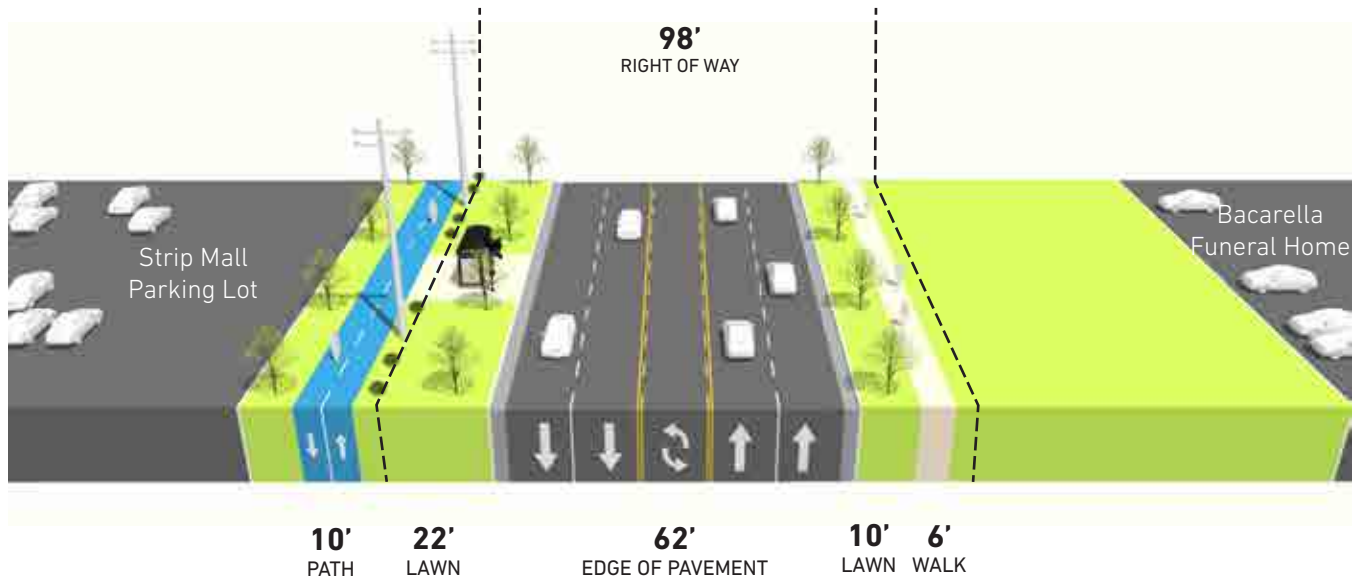
# SECTION 8

## 1200 South Telegraph Road

### Existing Conditions



### Proposed Improvements\*

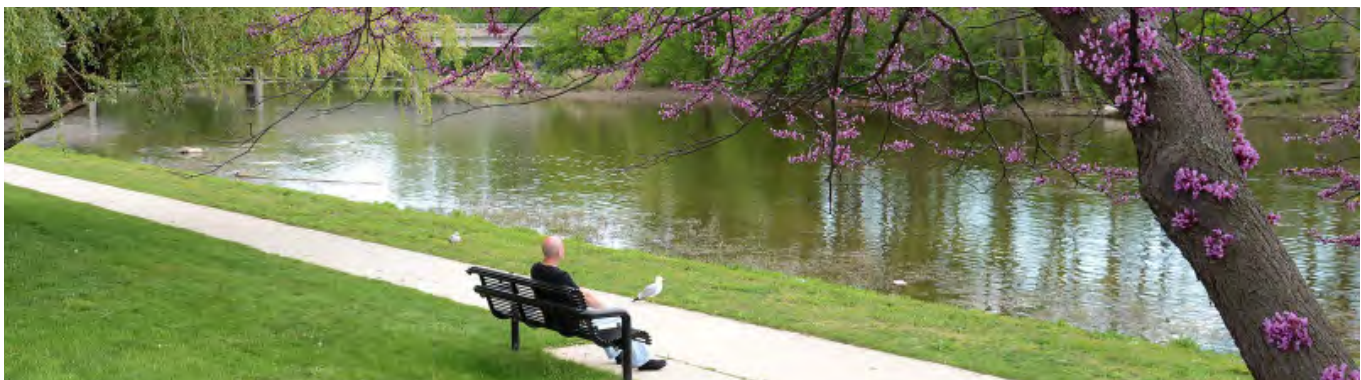
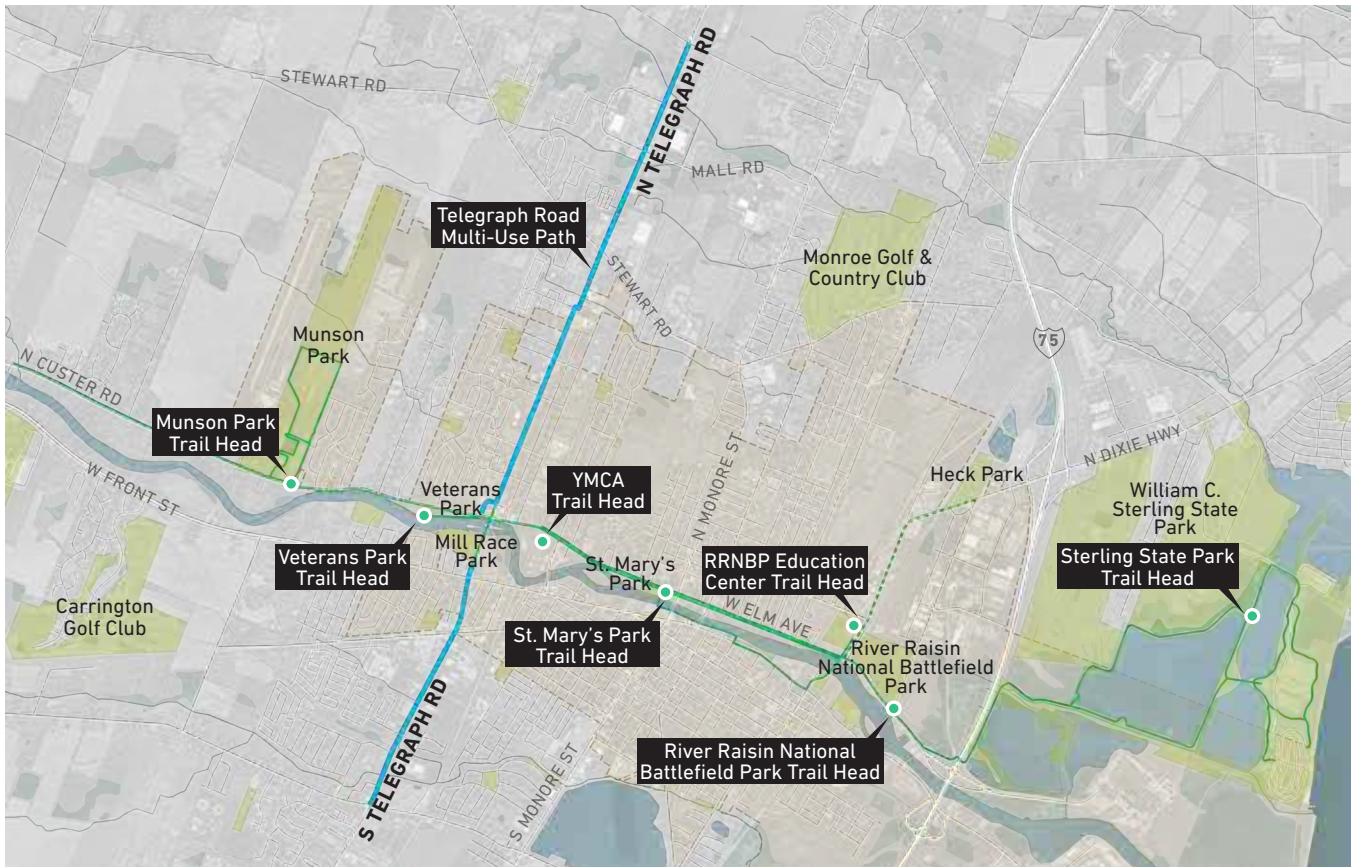


South of 7th Street, the corridor consists predominantly of larger big-box retail or strip malls and industrial buildings set farther back from the road that are often fronted by parking lots. No sidewalks currently exist along this portion of Telegraph Road.

Recommendations for improvements include continuing the 10-foot wide multi-use path on the west side of the corridor and a 6-foot sidewalk on the east side. Street trees and landscaping are proposed on either side of the roadway to serve as natural buffering for the non-motorized facilities.

*\*Note: Right-of-way needs to be obtained or municipality needs to be granted an easement for non-motorized facilities.*

# REGIONAL TRAIL CONNECTIONS



Trail connections, mostly along the north side of the River Raisin, provide critical east/west linkages to several parks in the area, including Munson Park, Veterans Park, the River Raisin National Battlefield Park, and Sterling State Park to the far east.

The proposed multi-use path along Telegraph Road is an opportunity to serve as a significant north/south non-motorized connection to the existing regional trail network. With this multi-use pathway, surrounding residential neighborhoods and commercial nodes will have increased accessibility to recreational amenities.

## Legend

- Study Area
- City of Monroe
- Park
- River Raisin Heritage Trail
- Existing Trail Head
- On-Street Bicycle Facility
- Proposed Multi-Use Path

# PROPOSED TRANSIT IMPROVEMENTS



Lake Erie Transit services the Monroe metro area and has five bus routes along Telegraph Road. Currently, the bus system does not operate with designated transit stops, but rather relies upon passengers flagging down the bus or requesting to stop where needed along the corridor.

The previously described enhanced non-motorized facilities lay the foundation for an interconnected pedestrian and bicycle network along Telegraph Road. In order to continue expanding accessibility and mobility options in the area, designated enhanced bus stops with benches and shelters are also recommended near the catalytic redevelopment sites and at major shopping and job destinations, like Walmart and Meijer.

## Legend

- Study Area
- City of Monroe
- ★ Transfer Station
- #2 - Elm
- #4 - Seventh Street
- #5 - Telegraph
- #8 - North Monroe
- #9 - South Custer
- Proposed Bus Stop

# CATALYTIC SITES



NORTH ←



**NORTEL LANES**

**NOBLE AVENUE**

**BOWL-A-DROME**

**1200 SOUTH TELEGRAPH ROAD**

W ELM AVE

W FRONT ST

CITY OF MONROE  
MONROE CHARTER  
TOWNSHIP

N CUSTER RD

S CUSTER RD / M-50

W 7TH ST

DUNBAR RD

3

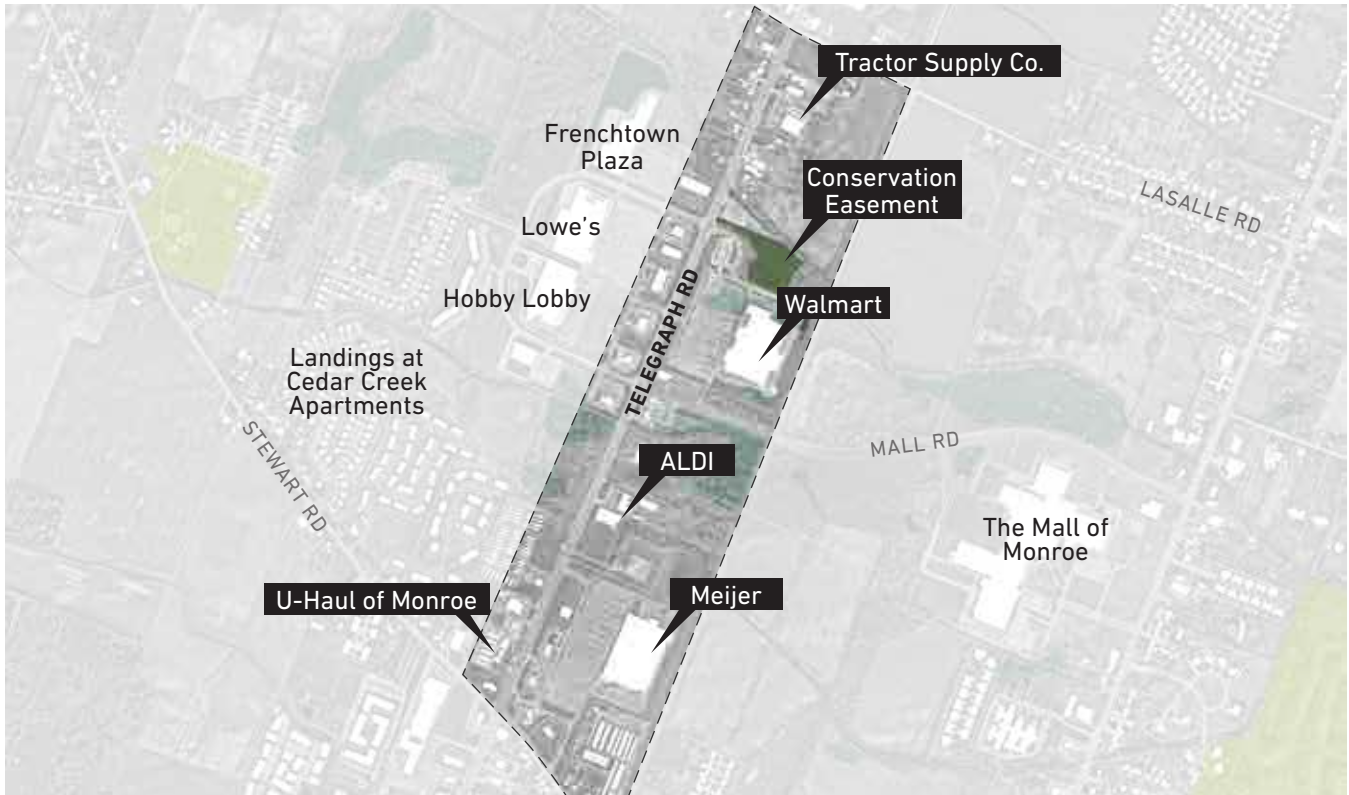
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# CATALYTIC SITE 1 *Proposed North Access Road*



Located in Frenchtown Township, the northern most catalytic site is the area that lies between LaSalle and Stewart Roads. This site was selected to showcase the opportunity to build an access road on the east side between Walmart and Meijer to divert some traffic from Telegraph Road, increase accessibility between properties, and create a new development opportunity.

The proposed access road would connect LaSalle Road to the northern edge of the Walmart property and should be designed to minimally impact the existing conservation easement. The area that lies to the north of the conservation easement could be activated by this access road and be developed into multi-family residential, including townhouses

and apartment complexes. However, based on the site's location, land use adjacencies, and surrounding development patterns, its highest and best use is retail or non-retail commercial businesses. There is a market opportunity and support for attached housing formats, but any new-builds should be allocated to other locations and in places that could better contribute to urban infill and enhance established neighborhoods. The site is large enough to accommodate the needs of future big-box retail formats, such as Home Depot, Menard's, Target, or Home Goods.

Continuing south, existing access between properties could occur by closing the existing Applebee's driveway creating an access drive that connects Applebee's and Walmart to Mall Road.

## POTENTIAL RETAIL ANCHORS OF A NEW CENTER (2030-2050)

### BIG-BOXES LIKE:

- Sam's Club
- Costco
- Home Depot
- Menard's
- Target
- Home Goods
- At Home
- Best Buy
- ABC Warehouse
- Bed Bath & Beyond
- Dick's Sporting Goods

### ALTERNATIVE STRATEGIES:

- New Car Dealership
- Health Care Campus
- Office Campus



The next section of the proposed access road would traverse behind or through existing properties, making this portion of the road more difficult to implement due to potential property ownership issues and/or costs associated with property acquisition. The access road would terminate at the northern edge of Meijer and existing access through the Meijer parking lot would connect shoppers to Stewart Road.

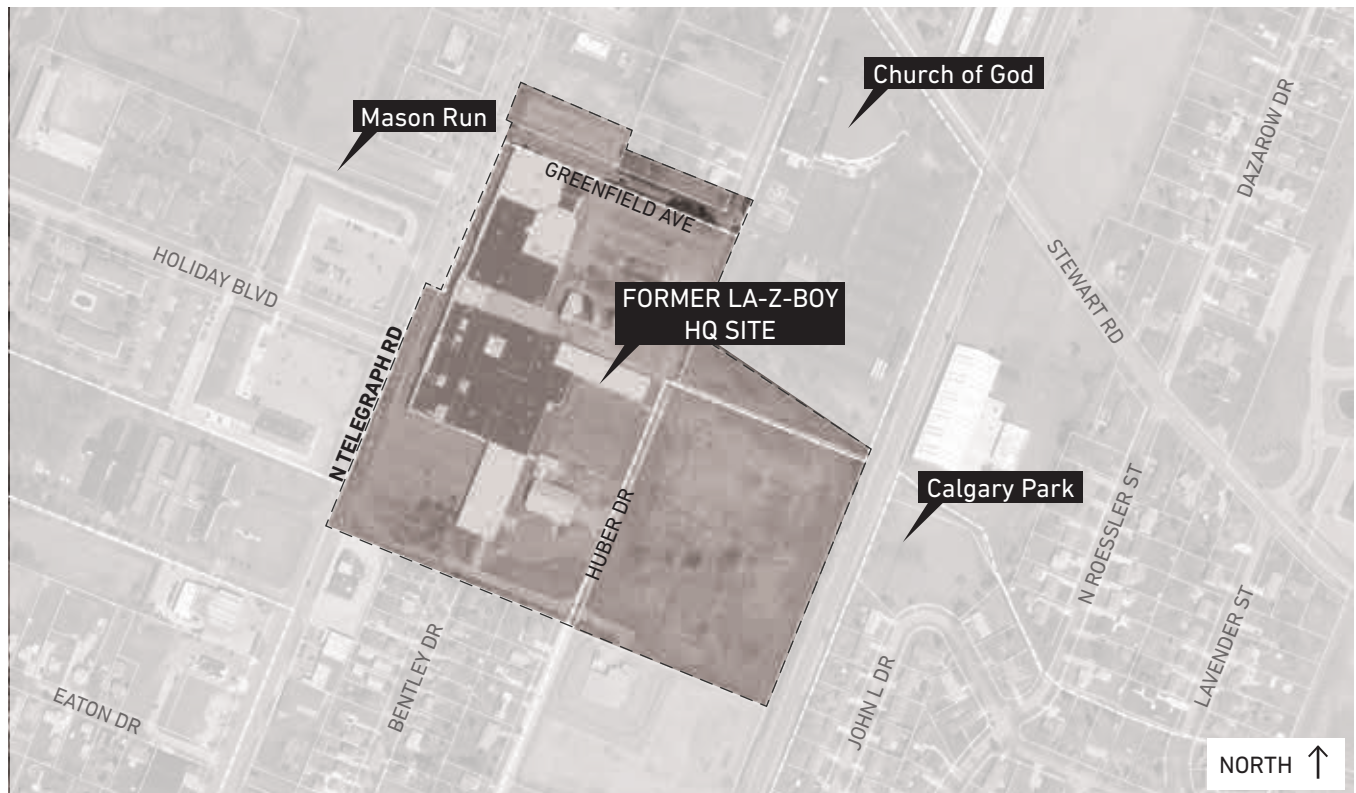


It is recommended that the existing Huber Drive and Meijer driveway along Stewart Road be realigned with one another. The realigned intersection will be approximately 600-700 feet west of the Stewart Road and Telegraph Road signaled intersection. Further study is required to determine right-of-way and property impacts, as well as a signal warrant analysis.

### Legend

- Proposed Access Road
- Conservation Easement
- Wetlands
- Existing Access
- Driveway Closure
- Median Expansion
- Potential Realignment

# CATALYTIC SITE 2 *Former La-Z-Boy Headquarters*



A Subarea Plan was created in 2018 for the former La-Z-Boy headquarters property which reviewed existing conditions and created multiple site concepts. The developed portion, between Telegraph Road and Huber Drive, includes 240,000 square feet of now empty warehouse, factory, and office space. The site includes historic structures, furniture showrooms, silos, and a channelized stream that runs under the main building.

Although the size of the La-Z-Boy site, about 25 acres, could accommodate a big-box retail format, the market study recommends that it be reserved for a higher and better use, and specifically as a mixed-use, pedestrian scale development.

The first redevelopment concept envisions a retail spine along Telegraph Road that fronts a multi-use path with street trees and pedestrian amenities. Shared parking is provided behind buildings and a new park moves through the entire development connecting proposed residential with Telegraph Road. Residential housing of various densities is included throughout the remainder of the site.

Similar to the first redevelopment concept, the second concept envisions a walkable retail spine along Telegraph Road and a central park space that connects the entire site. Unlike the first concept, the second concept accommodates a large office user through a build-to-suit office campus.

## MARKETABILITY & POTENTIAL USES

### Lifestyle Anchors:

- Westborn Market
- Kirkland's
- Guitar Center
- Party City
- Sephora Studio
- Men's Wearhouse
- Gap, Old Navy outlets
- Eddie Bauer

### Supporting Uses:

- Townhomes
- Lofts
- Single-Family
- Neighborhood Scale Retail
- Office Build-to-Suit Campus

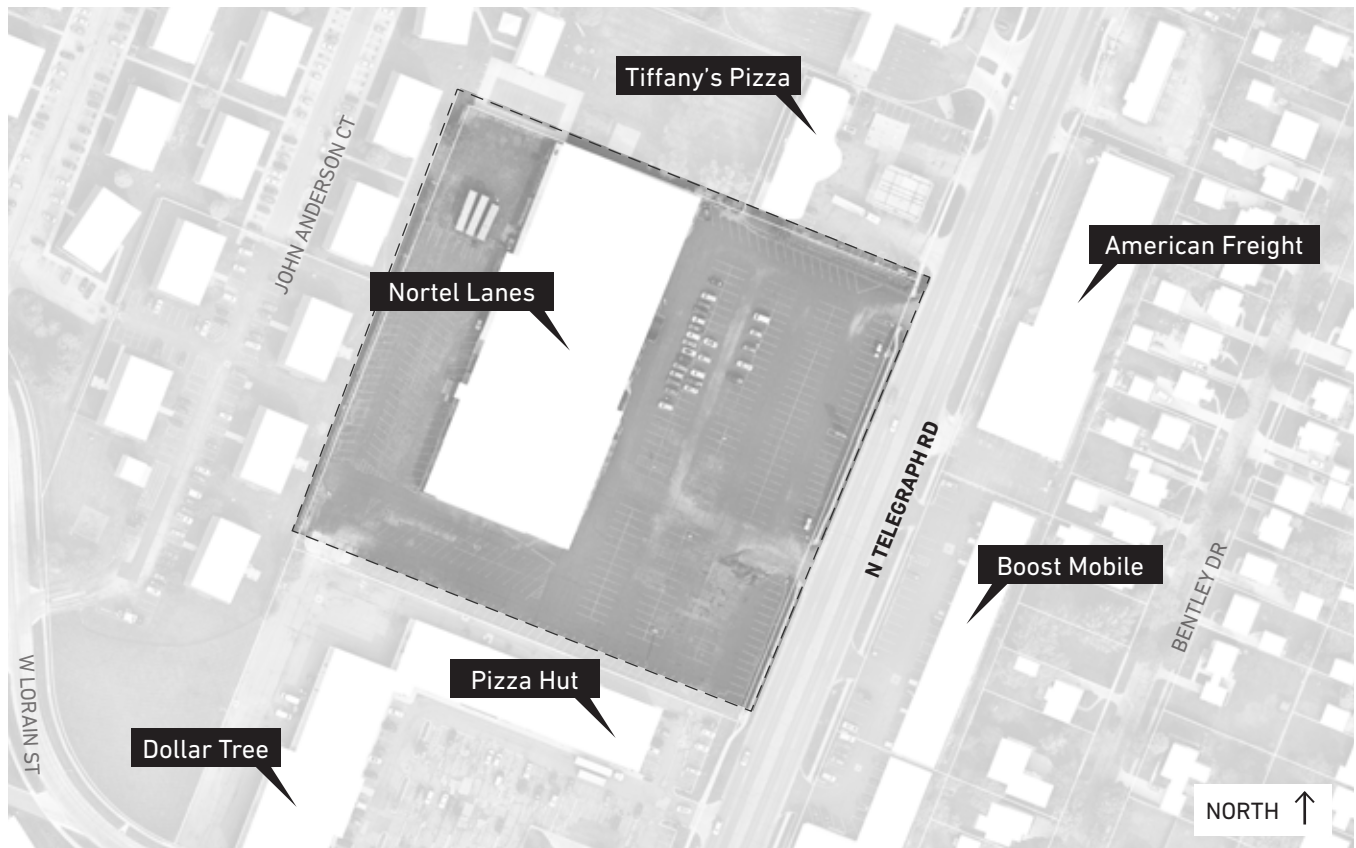
**Concept 1 Site Plan**



**Concept 2 Site Plan**



# CATALYTIC SITE 3 *Nortel Lanes*



In December 2018, a fire broke out destroying Nortel Lanes, a popular local bowling alley. Now vacant, the larger site has significant redevelopment potential due to its central and prominent location along the corridor.

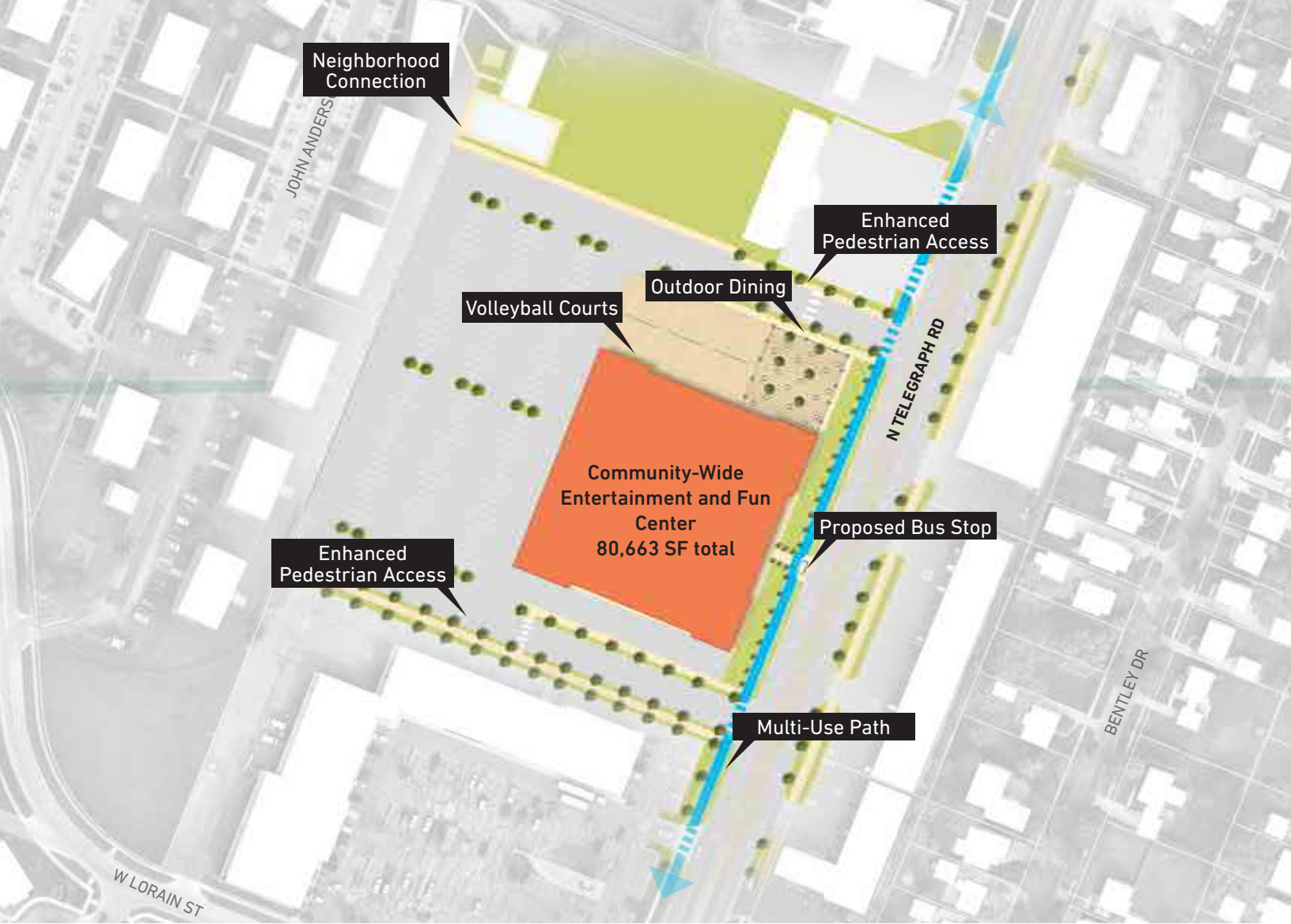
The City of Monroe can fill a niche opportunity to become a destination for small events hosted by companies, agencies, and private households seeking special event space. The former Nortel Lanes site is an ideal location for a new facility as its larger size lends some flexibility in design and parking with ample space for the programming of indoor and outdoor venues.

The ideal venue will include an indoor entertainment center of approximately 80,000 square feet

of space and a range of venues that appeals to mature audiences and patrons of diverse backgrounds. Marketing of the center’s amenities should be targeted primarily at adults, including office employees, corporations, singles, and couples. The “Community-Wide Entertainment and Fun Center” should be designed and marketed as an adult venue first; a family venue second; and a children’s venue last.

The proposed site pushes the building footprint closer to Telegraph Road, with vehicular access designed to move traffic towards the back of the site. Outdoor volleyball courts (or other outdoor entertainment) and dining could be oriented to be visible to potential users along Telegraph.

The multi-use pathway connects pedestrians and bicyclists to the site and internal sidewalks and crosswalks provide safe pedestrian access to the site. Finally, a sidewalk is proposed along the northern edge of the property to connect to the adjacent residential neighborhood.



## FOUR SEASONS ENTERTAINMENT CENTER

### ADULTS - INDOORS

- Gourmet Pizzas, Grill
- Martini Bar
- Micro-brewery
- Billiards Hall of Fame
- Bocce Ball / Fowling Lanes
- Large Screen TVs

### FAMILIES - INDOORS

- Bowling Lanes
- Simulation Arcade
- Beginner's Bounce
- Childcare Services
- Snack Station, Vending

### ADULTS - OUTDOORS

- Patio extension of bar & grill
- Volleyball Courts
- Horseshoe Courts
- Bonfires, Flame Towers
- Adult Patio Swings
- Checkerboard
- Shuffleboard

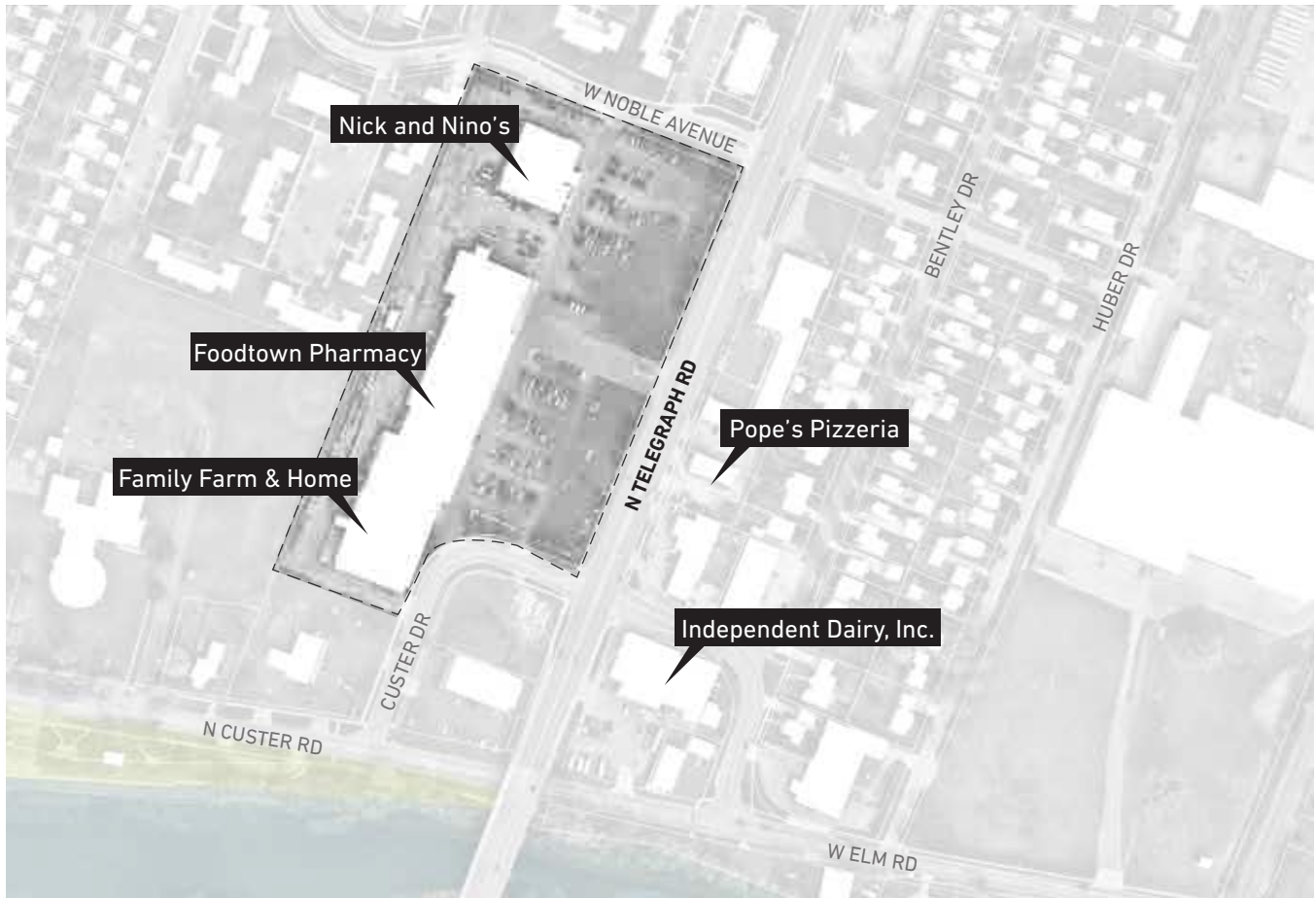
### FAMILIES - OUTDOORS

- Bicycle Paths
- Family Fitness Stations
- Gated Playground

### BY RESERVATION ONLY

- Event Planning Services
- Catering Services
- Commercial Kitchen
- Several Party Rooms
- Children's Bounce House

# CATALYTIC SITE 4 *Noble Avenue*



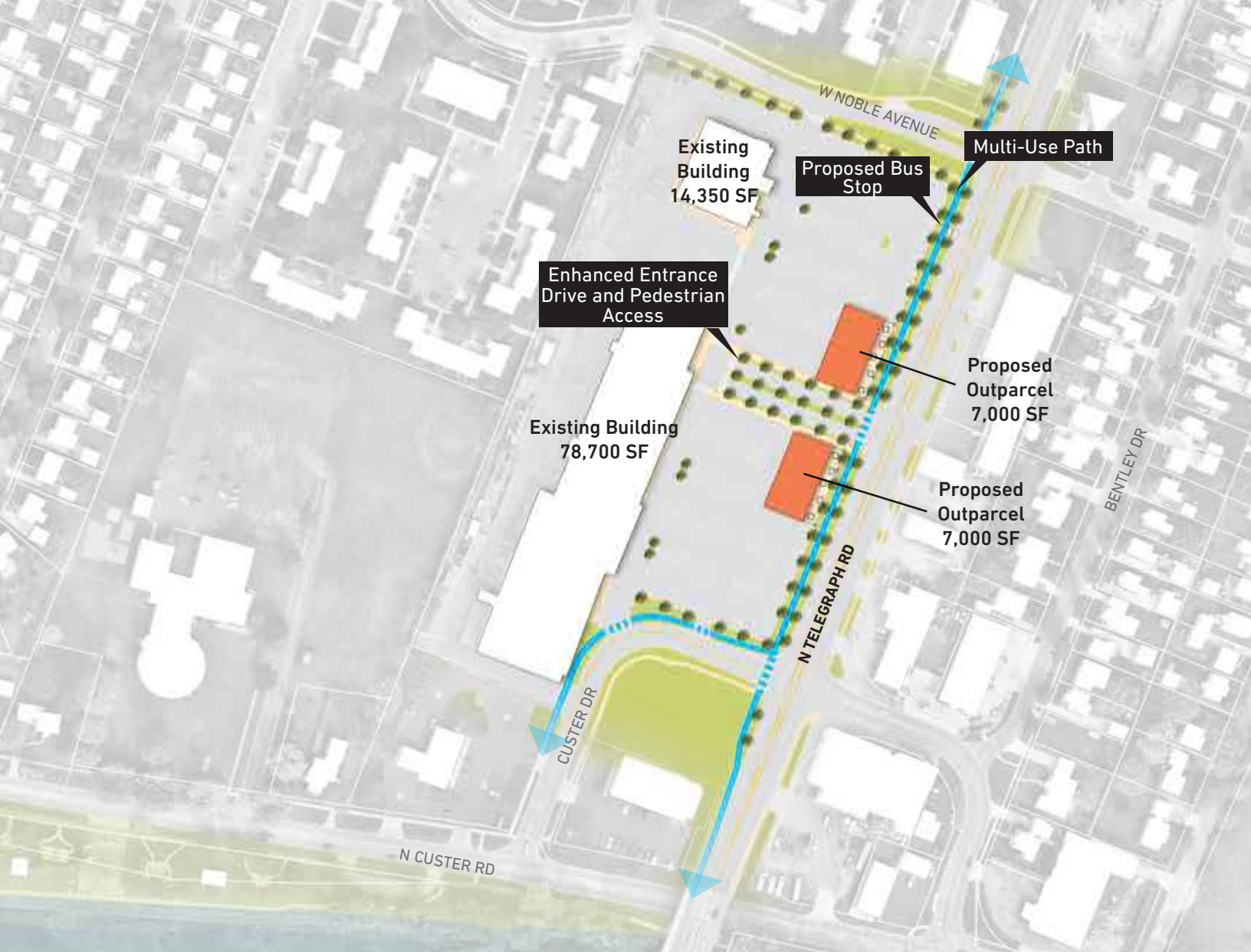
With its adjacency near Veterans Park and trails along the River Raisin, the Noble Avenue site is perfectly situated to be a catalyst for pedestrian-oriented infill development.

The existing site is a multi-use auto-oriented strip center that includes casual dining, retail shopping, and a pharmacy. There are a few vacancies in the strip center, likely due in part to the deep setbacks of the buildings resulting in a lack of visibility to motorists along Telegraph Road. Parking is ample on the site which allows space for future smaller infill buildings.

Recommendations for Noble Avenue utilize the existing site, but propose streetscape improvements, such as the inclusion of the 10 foot-wide multi-use path, street trees, and sidewalk infrastructure internal to the site. Two new buildings of approximately 7,000 square feet are oriented north and south of the main entrance to the development. The buildings have smaller setbacks and are directly adjacent to the proposed multi-use pathway, drawing attention to the entire development. Outdoor dining is proposed to front the multi-use pathway and could be a welcomed addition to the corridor.

## MARKETABILITY & POTENTIAL USES

- Fast Food Casual Dining
- Bar and Grill
- Outdoor Dining Space
- Coffee Shop





# CATALYTIC SITE 5 *Bowl-a-Drome*



The Bowl-a-Drome building, a two-story historic building with a zero-foot front setback, is a rare and unique occurrence along Telegraph Road. The building is currently underutilized and is occupied by Duffy Towing and Auto Service Center. The proprietor has indicated a willingness to consider strategies for preserving and restoring the structure, and would even consider relocating the service station. If this strategy is successful, then the adjacent car lot could also be used.

The building's location and attributes make it an ideal setting for a variety of unique establishments, including a micro brewery, a community theater, and urban lofts located above retail.

The concept proposes to retain the existing building on the site and provide streetscape and pedestrian enhancements. The multi-use pathway is located on the western side of Telegraph Road so a landscaped median island with a midblock crossing is recommended to safely cross pedestrians. A public plaza with outdoor dining could serve as an attractive and functional focal point of the development. A bus stop shelter with enhanced amenities is proposed near the corner of Stone Street and Telegraph Road. Parking could be provided on the northern portion of the site (this may require a shared agreement with Midas).

The project is not without its challenges. A new location will need to be found for the service station and the building would need to be remediated of any structural challenges. Additionally, special funding tools may be necessary to finance improvements to the building which may need to be offset by sufficient rent payment of new tenants.

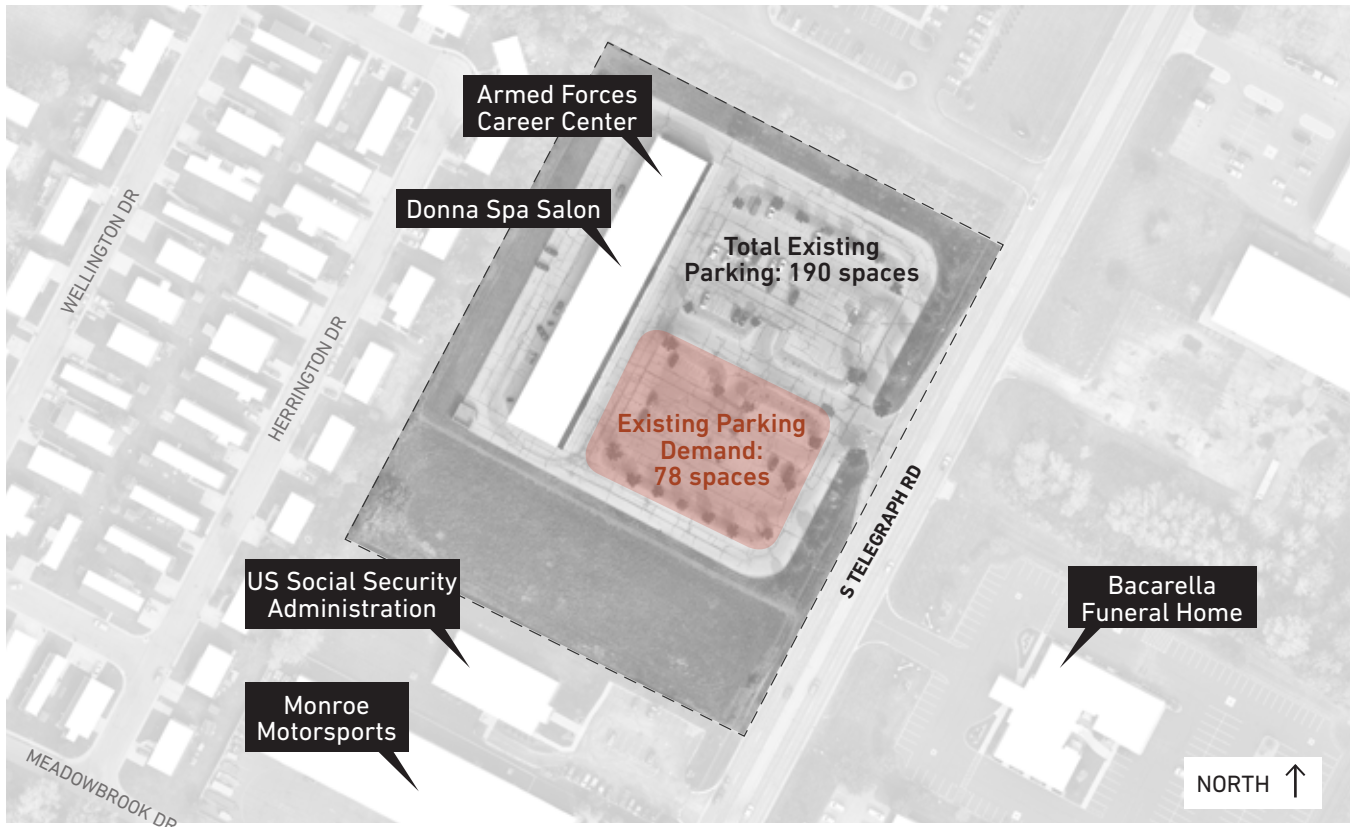


## PROSPECTIVE TENANTS

- Micro-brewery, Brewpub or Bar & Grill
- Night Club and Dance Hall
- Special Event Center
- Community Theater
- Artisan Studios and Galleries
- Urban Lofts above Retail Tenants
- Children's Museum/Science Center



# CATALYTIC SITE 6 *1200 South Telegraph Road*



Located within Monroe Township, 1200 South Telegraph Road is primarily an underutilized retail site with a vast parking lot of approximately 190 spaces. The existing parking demand for the uses in the retail center is approximately 78 parking spaces, which leaves over half of the parking lot empty. With this in mind, a store expansion is possible that could help activate this site.

There is one important retail category missing from the southern half of the market. Namely, residents do not have a local hardware store, such as Ace Hardware. An ACO Hardware store was recently located along Dixie Highway, but it was purchased by Ace Hardware and subsequently closed in 2014. The existing

shopping center located at 1200 South Telegraph Road could be an ideal location for a new store, and especially if the center can be modified to accommodate a new anchor – attached or detached. If Ace is not interested, then alternatives could include True Value Hardware, Do-It Center, or Sears’ newest small store prototype (Home & Life). If one of these stores is added to the market, then it could also generate support for a few niche spin-off businesses in complementary retail categories.

The proposed hardware store expansion adds 12,000 square feet to the nearly 20,000 square foot existing building on the site. In order to enhance the overall pedestrian experience, the proposed multi-use path along

Telegraph Road is connected to the retail center by sidewalks running parallel alongside the entrance drive to the property. Crosswalks then provide safe access to building entrances.



## POTENTIAL USES

### ONE HARDWARE STORE LIKE:

- Ace Hardware
- True Value Hardware
- Do-It Center
- Sears Home & Life
- Pep Boys Auto Parts

**COMPLEMENTARY BUSINESSES:**  
Sheds, Gazebos, Windows/Doors, Roofing, Siding, Decks, Electricians, Plumbers, Patios, Grills/Smokers, Landscape/Garden Supply, Greenhouse, Flooring, Window Treatments, Monuments, Granite Restoration, Small Engine Repair

### OTHER POSSIBLE TENANTS

- Anytime Fitness/Plant Fitness
- Play it Again Sports
- Citi Trends
- Plato's Closet
- FedEx Office Center
- Mailboxes, etc.



# 07

## IMPLEMENTATION

*The following section details realistic and approachable implementation strategies to transform Telegraph Road. All three communities will need to work closely together and with the private development community to create a consistently designed regional destination that is pedestrian, bicycle, and transit-friendly. Initial implementation steps include adopting a zoning overlay for the entirety of the corridor to design and accommodate new walkable development. The creation of a Corridor Improvement Authority will provide an organized methodology for the communities to collaborate and implement consistent streetscape improvements, identify funding, and develop a marketing strategy.*



# ZONING OVERLAY RECOMMENDATIONS

A corridor-wide zoning overlay district will help create an environment that maximizes pedestrian-oriented development opportunities. This section provides key examples and regulations that should be considered when creating a zoning overlay district for Telegraph Road. The overlay could be sectioned into multiple subdistricts based on existing and future land use contexts, however the subdistricts should all still promote pedestrian-scaled development and enhance walkability.

## 01 | Signage

Beyond general aesthetics and impact to community character, signage has a significant influence on the safety of the roadway. Regulations that dictate the placement and design of signs can keep signs from distracting and interfering with traffic and other users of the road. Stricter and carefully crafted regulations should be created for Telegraph Road for the number, size, and types of signs as well as the general materiality and design of those signs. Below are a couple of case studies that could be helpful in developing a signage ordinance for the corridor.

- The City of Novi, MI signage ordinance contains detailed regulations - some examples are listed below that could be considered along Telegraph Road:
  - Limit ground signs to 6 feet in height with a maximum of 100 square feet (only 30 square feet is permitted for fueling stations)
  - A separate off-premise sign zone is created for billboards which cannot be placed closer than 1,200 feet to each other along 1-96 or 5,000 feet along M-5.



Much of the existing signage along Telegraph Road is cluttered and oversized which leads to visual inconsistencies that can be overwhelming and confusing to travelers along the corridor.



In these examples, multi-tenant signs are smaller and contemporary. Logos are restricted to only lettering, allowing the sign to be more harmonious in design.

- Montgomery County, PA created a Model Sign Ordinance in 2014 to provide guidance to local communities with creating regulations. The document provides a comprehensive overview of different sign types (their purpose, general description, and issues associated with those sign types), describes how zoning can regulate signs and where some signs may not

be appropriate based on their size and scale, details how sign regulations can be administered and enforced, and finally provides a model sign ordinance that local communities can adopt. While state sign regulations may vary, this is a good resource to tap into for revisiting signage standards.

# ZONING OVERLAY RECOMMENDATIONS

## 02 | Access Management

Currently, the City of Monroe and Monroe Township have access management standards in their Zoning Ordinances (Frenchtown Township does not appear to have any). These standards could be expanded upon to help ensure a safer and consistently designed corridor. The 2005 Access Management Study that was completed for Telegraph Road contained a model Access Management Overlay Zoning Ordinance in the appendix that is a good starting point for incorporating some regulations. Overall, this section of the overlay should incorporate the following:

- Provide for adequate sight distance.
- Limit the total number of driveways per site.
- Encourage, and in some cases require, shared driveways especially where driveways could interfere with traffic operations, along roadways with congestion or where there are numerous poorly spaced driveways on the opposite side of the roadway.
- Where a site is adjacent to undeveloped property, the site should be designed to accommodate a future parking lot connection.
- Commercial driveway spacing and design standards.
- Pedestrian and bicycle considerations such as requiring no abrupt changes in cross slopes across driveways.

## 03 | Uses Permitted

The overlay may also need to permit some additional uses along the corridor to allow for proposed



Shared driveway access and minimal curb cuts along Grand River in Genoa Township increases safety, traffic flow, and the overall appearance of the corridor.



A zoning overlay can create opportunities for a mix of uses that would not otherwise be permitted within existing regulations.

uses that are marketable within the catalytic sites, in particular for:

- Catalytic Site #1: Proposed Access Road - Located in Frenchtown Township, the northern portion of this site is zoned Light Manufacturing where there is potential for future redevelopment. The overlay should include retail, offices, attached housing, and multi-family as permitted uses.

- Catalytic Site #2: Former La-Z-Boy Headquarters - While retail is a permitted use in this section of the corridor, there are varying densities of housing that should be included within the overlay, such as townhomes, single-family detached, and mixed use buildings with housing located above the first floor.

# ZONING OVERLAY RECOMMENDATIONS

## 04 | Building Placement

Telegraph Road's built environment is primarily auto-oriented where many of the buildings along the corridor are set significantly far back from the right-of-way and generally do not contain pedestrian facilities on site. Building placement and orientation can be addressed in a zoning overlay ordinance. Buildings should be oriented to emphasize a continuous street wall where possible and provide greater pedestrian access and circulation. This section of the overlay could include standards that address the following:

- Stricter front yard setback standards and maximum front yard setbacks to encourage a more pedestrian-oriented environment.
- The building façade can be required to occupy a minimum percentage of the total frontage length of the building.
- Require aesthetic and pedestrian amenities between the building and lot lines, such as landscaping and benches for seating.
- Buildings should be oriented so that at least one main entrance faces the public street.



Building orientation and placement is impactful on the overall pedestrian realm and experience. Where possible, buildings should be placed closer to the street.



Limiting parking to the side and rear yards could help transform the Telegraph Road corridor.

## 05 | Parking

Parking has a significant influence on the overall appearance and accessibility of the built environment. Altering parking requirements and design standards could lead to transformative changes along the corridor. Some standards that could be adopted include:

- Limit parking to the side and rear yards where appropriate and/or limit parking through front yard setbacks.
- Institute a maximum ratio of parking spaces on site.
- Permit parking reductions, especially for sites that make additional design provisions to accommodate pedestrians/bicyclists.
- Allow for shared parking between adjacent sites or mixed-use developments on the same site.
- Require pedestrian crosswalks and sidewalks within parking areas of more than 25 parking spaces.
- Require bicycle parking on site (i.e. one bicycle space is required for every ten parking spaces).



# ZONING OVERLAY RECOMMENDATIONS

## 06 | Landscaping and Streetscaping

One of the major goals along Telegraph Road is to increase the tree canopy and build a more visually appealing natural environment that will serve as a consistent buffer along the corridor. Landscaping within the overlay should generally address the following:

- Require developers to contribute to streetscape improvements outside of the street curb along the lot frontage, including sidewalks, landscaping, and street trees.
- Landscaping along the street should include uniformly planted canopy trees.
- Allow for sidewalk cafés on or adjacent to sidewalks to encourage more interaction between the public and private street realm experience.
- Plant native vegetation of bushes and flowers along foundation walls and fences.



Amenity outdoor space with plentiful and lush landscaping creates an inviting and pleasant experience.



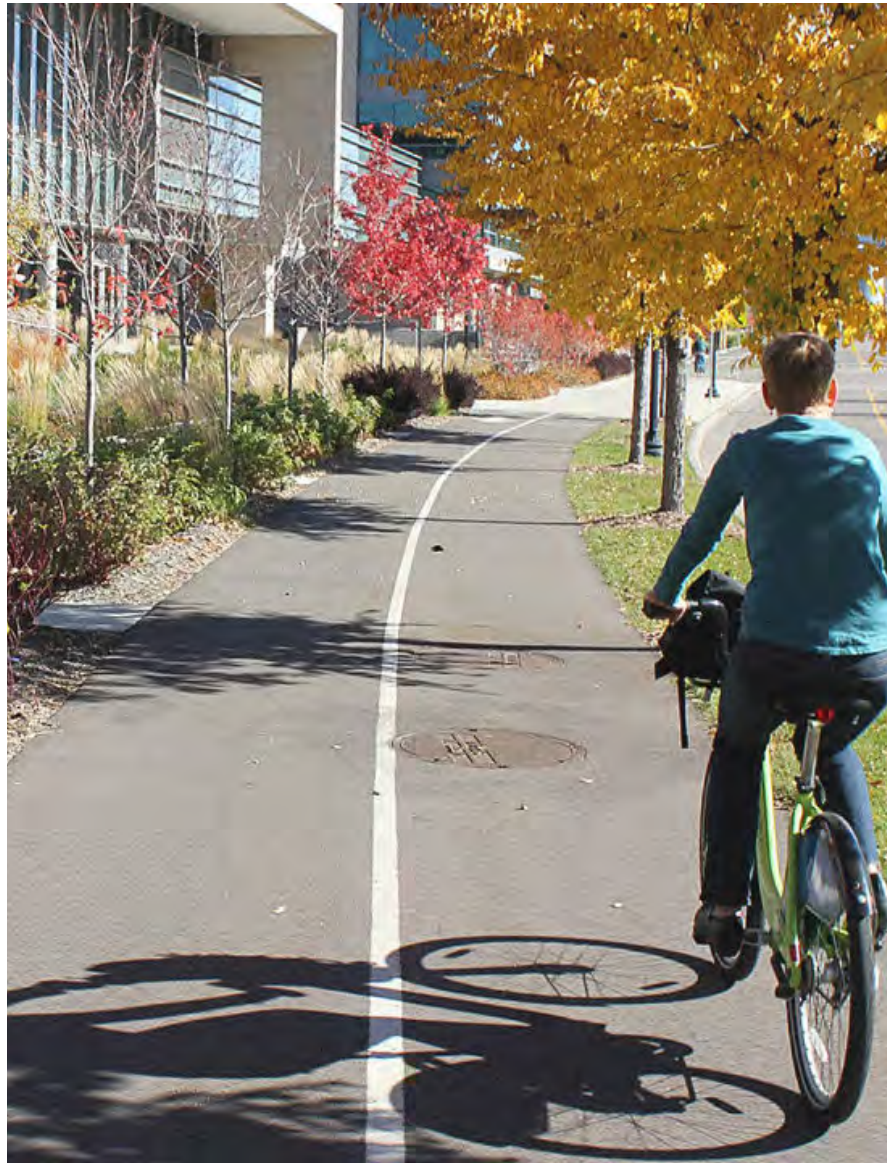
Outdoor sidewalk cafes would be a welcomed addition along Telegraph Road.

# CORRIDOR IMPROVEMENT AUTHORITY

Similar to a Downtown Development Authority (DDA), a Corridor Improvement Authority (CIA) permits the usage of tax increment financing to implement capital improvements within a commercial district or corridor. Michigan legislation from 2005 authorizes cities, villages, and townships to create Corridor Improvement Authorities to help with redevelopment efforts by allowing communities to use tax dollars from different sources for economic development.

As part of the CIA, the participating communities can plan and coordinate development and pay for improvements through a TIF (Tax Increment Financing). However, some complications can arise from creating a TIF, as this also requires the approval of all taxing jurisdictions, including counties and schools. Coordination will be key to ensure that local schools and the county is involved with the CIA process and decisions. The Telegraph Road corridor is eligible to become a CIA as the district is required to be adjacent to an arterial or collector road, contain commercial properties, and the area must be served by public water and sewer. However, the area is also required to be zoned for mixed-use development including high density residential; zoning changes would need to occur along portions of the corridor to meet this eligibility requirement.

Once the CIA is created, a board oversees the decisions and TIF plans for the corridor. The majority of the study area lies within an Opportunity Zone which the CIA could help promote to prospective developers as an incentivized resource mechanism. The CIA board is expected to analyze the current



and future economic conditions of the area as well as plan, propose, secure funding, and implement the improvements necessary to create change and economic growth within the corridor.

# FUNDING & RESOURCES

The following is a list of grant and financing programs that should be considered in order to help implement the recommended corridor-wide improvements in this plan:

## *Transportation Alternatives Program (TAP)*

This program provides funding for projects that enhance the multi-modal transportation system and provide safe alternatives to vehicular travel including shared use pathways. Projects that are typically selected support walkable development and improve the overall quality of life in their communities. As this is a very competitive funding program, projects that achieve one or more of the following are typically chosen for funding:

- Connect and build upon the regional and/or statewide trail system
- Beneficial to state tourism or economic development
- Has significant connectivity and possible future connectivity options to regional trails
- Addresses safety deficiencies
- Includes amenities that increase the usability of pedestrian and bicycle facilities

## *Congestion Mitigation and Air Quality Program (CMAQ)*

This program provides funding to non-attainment counties (areas that do not currently meet air quality standards) for transportation projects and programs to help meet requirements of the Clean Air Act. The Metropolitan Planning Organization (in this case, SEMCOG), works with



local communities to select the projects that would be the most effective in reducing congestion and transportation related emissions. Examples of types of projects that are funded with CMAQ include:

- Intelligent Transportation Systems (ITS) to conduct traffic monitoring and management
- Transportation Control Measures (TCMs) which could include improved public transit, traffic flow improvements, and pedestrian and/or bike facilities
- Congestion relief and traffic flow improvements to optimize traffic signals, improve intersection traffic flow, or add turn lanes
- Transit improvements which could include construction of new facilities or improvements to facilities that increases transit capacity

- Bicycle and pedestrian facilities and programs including shared use pathways, sidewalks, and bicycle lanes (note: MDOT will not fund multiple projects within the same corridor)

## *Michigan State Infrastructure Bank (SIB) Loan Program*

This program is meant to be complementary to other private and public funding techniques and is used to help meet more urgent financing demands of project by providing emergency funding. The program typically focuses on increasing the viability of a transportation project by reducing borrowing costs, and attracting new investment in infrastructure. Multiple stages of a project are qualified, including cost estimation, feasibility studies, project design, right-of-way acquisition, engineering, and construction. Generally the loan amount does not exceed \$2 million and the maximum term for a loan is 20 years.

# IMPLEMENTATION

	<i>CATEGORIES</i>	<i>TASKS</i>	<i>PARTNERS</i>
SHORT-TERM TASKS 1-2 YEARS	Traffic	Conduct a study on intersection signalization optimization of Telegraph Road to increase progression and decrease congestion along the corridor	City, Townships, MDOT, County Road Commission
	Traffic	Further investigate and implement recommended roadway and geometry mitigation measures at key intersections per the Traffic Analysis section of this plan	City, Townships, MDOT, County Road Commission
	Transit	Coordinate with Lake Erie Transit to confirm priority locations for future bus stops and enhancements based on their existing and projected ridership numbers. Use bus stop locations to help support approval for mid-block crossings.	City, Townships, Lake Erie Transit, MDOT
	Zoning	Create a zoning overlay district that can be adopted by all three communities to maximize pedestrian-oriented development opportunities	City, Townships
	CIA	Begin the Corridor Improvement Authority application process and coordinate with the necessary partners; ensure that the corridor meets all necessary eligibility requirements	City, Townships, County, Schools
	Funding	Further investigate funding resources for implementing the components of the plan and determine priority resources	City, Townships, SEMCOG
	Non-motorized	Conduct an engineering and design study of the multi-use pathway to determine cost estimates, acquisition needs, and phases of construction	City, Townships, County Road Commission, MDOT, SEMCOG
	Streetscaping	Create a corridor-wide streetscape plan to determine cost estimates, plant types, proper spacing, lighting, and seating details	City, Townships, County Road Commission, MDOT
	Adoption	Adopt the Telegraph Road Corridor Improvement Plan as part of each community Master Plan	City, Townships, Telegraph Corridor Task Force
	Traffic	Require Traffic Impact Studies for new developments to address access management, safety, non motorized travel, and transit.	City, Townships, MDOT
Access Management and Adoption	Adopt the 2005 Access Management Study and amendments to each community's Zoning Ordinance. Ensure that MDOT is included in future site plan reviews.	City, Townships, MDOT	

**Implementation Strategy**

	<i>CATEGORIES</i>	<i>TASKS</i>	<i>PARTNERS</i>
<b>MID-TERM TASKS</b> 3-5 YEARS	CIA	Establish the Corridor Improvement Authority and TIF district	CIA, City, Townships, County, Schools
	Marketing	Market the catalytic sites through an RFP or RFQ process to attract high quality and pedestrian-oriented development	CIA, City, Townships
	Transit	Establish priority bus stops along Telegraph Road adjacent to pedestrian crossings with enhanced amenities, such as shelters, signage, and seating	City, Townships, Lake Erie Transit
	Non-motorized	Construct the high priority sidewalk connections to fill in sidewalk gaps in the non-motorized network	CIA, City, Townships, County Road Commission, SEMCOG
	Non-motorized	Construct the first phase of the multi-use pathway	CIA, City, Townships, County Road Commission, MDOT, SEMCOG
	Streetscaping	Implement streetscaping adjacent to the first phase of the multi-use pathway	CIA, City, Townships, County Road Commission, MDOT
	Intersection and Mid-Block Crossings	Design and construct pedestrian intersection and mid-block crossings and landscaped medians at targeted locations. Some left-hand turns and driveway closures may need to be accommodated.	CIA, City, Townships, County Road Commission, MDOT

	<i>CATEGORIES</i>	<i>TASKS</i>	<i>PARTNERS</i>
<b>LONG-TERM TASKS</b> 6+ YEARS	Non-motorized	Implement the medium priority sidewalk connections to fill in sidewalk gaps in the non-motorized network	CIA, City, Townships, County Road Commission, SEMCOG
	Non-motorized	Construct the remaining phases of the multi-use pathway	CIA, City, Townships, County Road Commission, MDOT, SEMCOG
	Streetscaping	Implement streetscaping adjacent to the remaining phases of the multi-use pathway	CIA, City, Townships, County Road Commission, MDOT

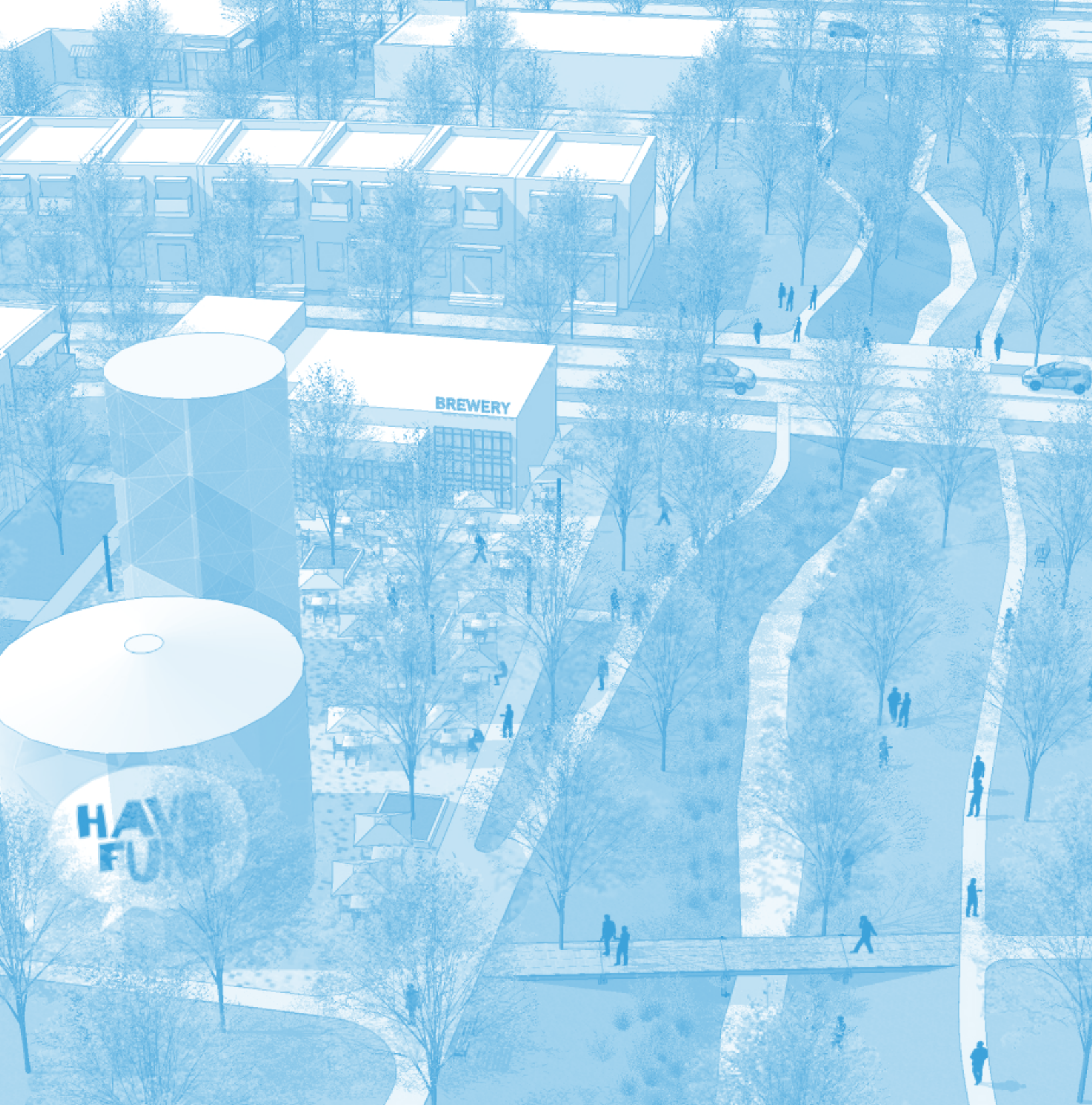
	<i>CATEGORIES</i>	<i>TASKS</i>	<i>PARTNERS</i>
<b>ONGOING TASKS</b>	Collaboration	Continue collaboration of the Corridor Task Force to evaluate implementation progress and discuss funding strategies; act in an advisory role to the Corridor Improvement Authority to make funding and corridor improvement recommendations	Telegraph Corridor Task Force, CIA
	Funding	Jointly apply for appropriate funding resources, including a TAP grant request and potentially a joint park grant submittal to MDNR (which may require a Parks and Recreation Plan update)	CIA, SEMCOG, MDOT, MDNR
	Collaboration	Monroe County should assist with outreach to the development community, help implement the recommendations of this plan, and promote the plan to property owners	County, Telegraph Corridor Task Force, CIA
	Access Management	Monitor and implement driveway closures per the priority recommendations of the Traffic Analysis section which will involve coordination with local business owners and roadway reconstruction projects	CIA, City, Townships, MDOT, County Road Commission, Business Owners

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**ATTACHMENT C – Subarea Plan Former La-Z-Boy HQ Site**





# SUBAREA PLAN

## FORMER LA-Z-BOY HQ SITE

June 27, 2019 | Monroe, Michigan



# ACKNOWLEDGMENTS

## Project Team

Robert E. Clark  
Mayor, City of Monroe

Vince Pastue  
City Manager, City of Monroe

Mark Cochran  
Assistant to the City Manager & Economic Development Coordinator, City of Monroe

Jeffrey Green, AICP  
Planning Director, City of Monroe

Tim C. Lake  
President & CEO  
Monroe County Business Development Council

Stephen Swartz  
Citizens Planning Commission Member

## Consultant Team

MKSK  
Mannik Smith Group  
LandUseUSA | Urban Strategies



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*Located along Telegraph Road, the former La-Z-Boy Headquarters site is an exciting economic development opportunity.*

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# 01

## INTRODUCTION

This plan was created to determine **an appropriate redevelopment of the site** with uses that respond to market opportunities and designs that respect the adjacent residential areas. These market-based recommendations and concepts will both promote interest from developers and alert them to possibilities and community expectations. Properly implemented, the plan will help guide the revitalization of this underutilized property in a manner that will stimulate other investments along the Telegraph Road corridor.



## PLAN PURPOSE

*Launched in October of 2018, this Subarea Plan is a blueprint that will guide the redevelopment of the former La-Z-Boy site.*

After serving as the La-Z-Boy headquarters for 88 years, the 25-acre site on Telegraph Road is now a prime redevelopment opportunity on Monroe's north side. Following La-Z-Boy's move in 2015, various studies and charrettes have studied the site's potential, and envisioned future development. Lessons learned and take-aways from these studies, including the Resilient Monroe Master Plan, are summarized in the following pages.

This Subarea Plan analyzes existing conditions, market trends and traffic patterns, to develop potential land use alternatives for the future redevelopment of the site. This planning process, a collaboration between the City of Monroe and a consultant team, included conversations with area stakeholders, representatives from Frenchtown Charter Township, and presentations to the Monroe City Council.



The history of this site runs parallel to the history of the La-Z-Boy Company. Starting in 1927 after outgrowing a family garage, two cousins built a factory on a site north of the city surrounded by cornfields. The factory preceded Telegraph Road, which was built in 1930 as a state highway and provided access to the city and beyond. The company's rapid growth in the 20th century resulted in the site's current configuration. Historic structures were added-on to serve as the company's factory and furniture store.

By the late 2000's, La-Z-Boy's needs for office space did not match the buildings' footprints and layout.

In 2015, the company moved to a new headquarters less than a mile away, continuing to invest in the City of Monroe. Following this move, the site is now ready for a transformational change.

The current site, which features over 200,000 square feet of building space, is ideally positioned near the intersection of Telegraph Road and Stewart Road. Located in both City of Monroe and Frenchtown Charter Township, the site is surrounded by residential, retail, and institutional uses, and has the potential to be transformed into a mixed use destination for the surrounding region.

# PREVIOUS PLANNING EFFORTS

## Resilient Monroe Master Plan

The 2017 plan identified opportunities for the former La-Z-Boy site to support mixed-use development and/or a lifestyle center. The site is perceived as a catalyst for improvements to the Telegraph Road corridor.



16

### La-Z-Boy Site

Location: On Telegraph Road just south of Stewart Road.

Existing and Surrounding Land Uses: The site was formerly the World Headquarters of La-Z-Boy Inc. The site is surrounded by commercial and light industrial.

Zoning: C-3

Ownership: La-Z-Boy, Inc.

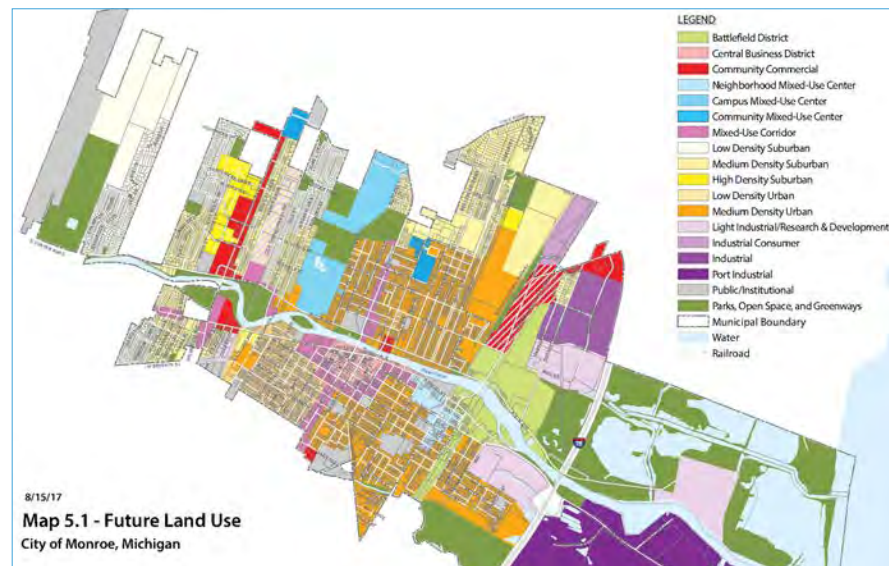
Site Features: The La-Z-Boy site sits on about 20 acres, and has direct frontage on Telegraph Road. The Telegraph Corridor Planning Charrette determined that the site might be an ideal location for a "lifestyle center", a mixed-use development project centered on entertainment and small retail establishments.

**DEVELOPMENT OPPORTUNITIES GOAL: REDEVELOP THE LA-Z-BOY SITE TO SUPPORT MIXED-USE DEVELOPMENT AND/OR A LIFESTYLE CENTER TO SERVE AS A CATALYST FOR IMPROVEMENTS TO THE TELEGRAPH CORRIDOR.**

## Recommended Future Land Use:

Community Mixed-Use Character, which includes the following characteristics:

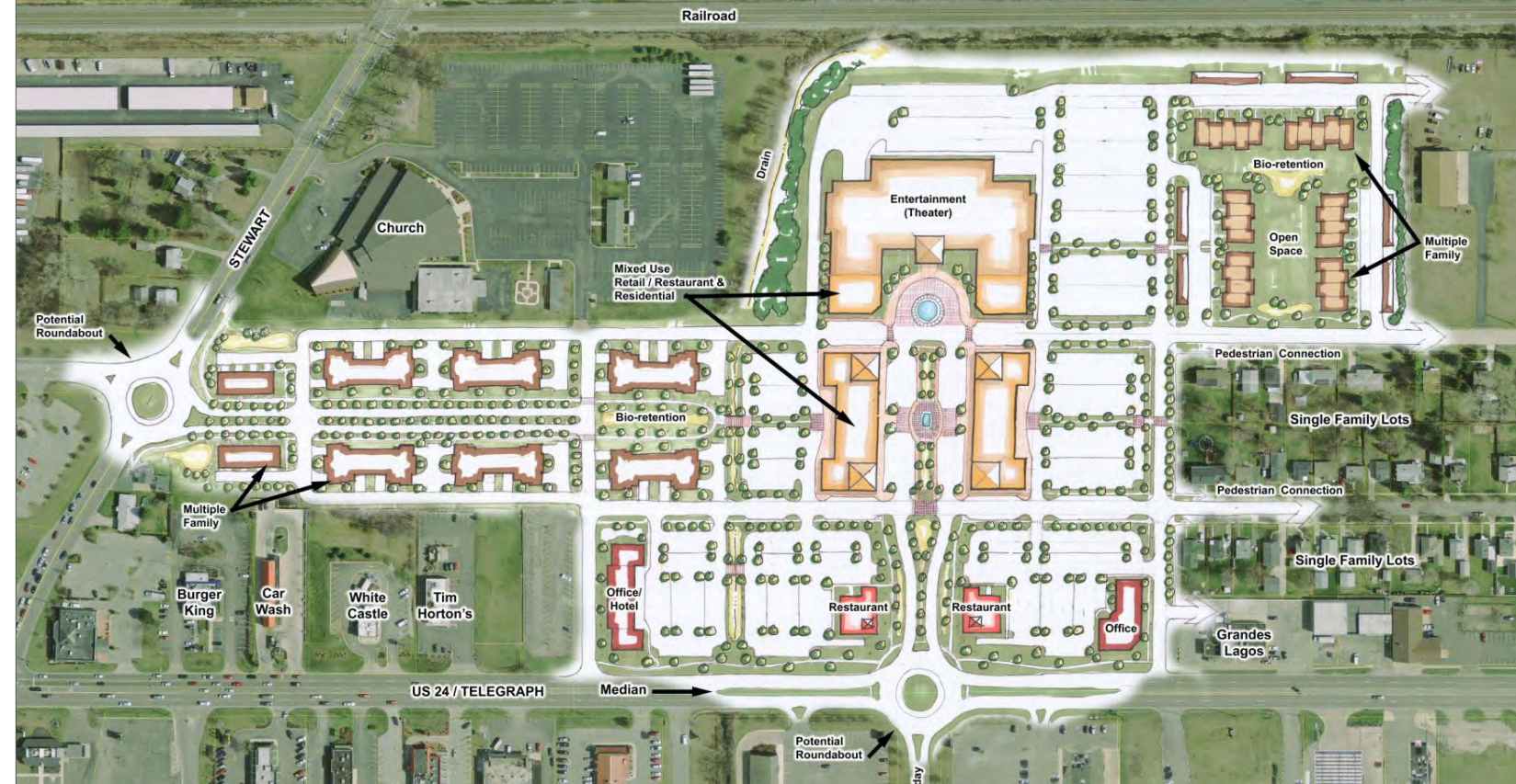
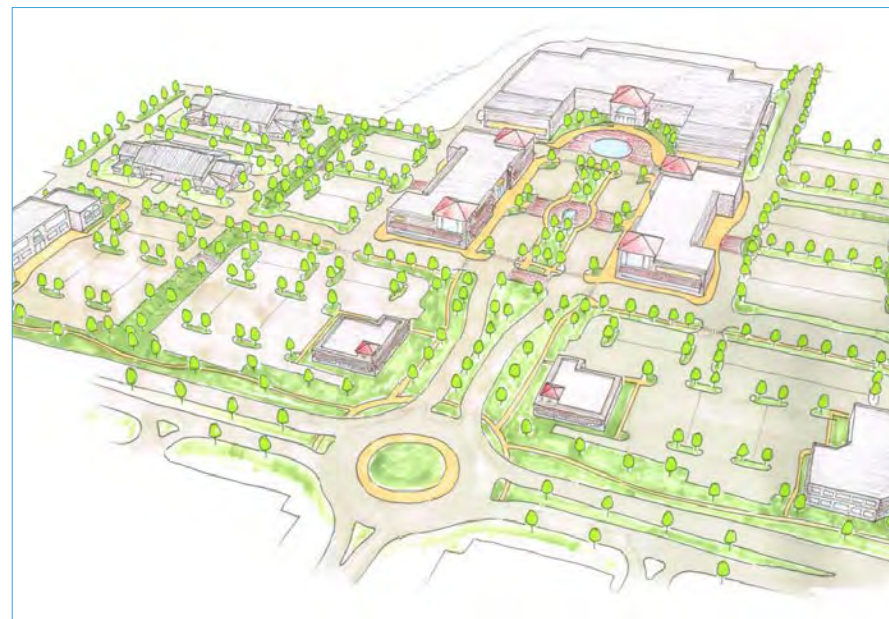
- Pedestrian-oriented mixed-use district within large commercial areas.
- A mix of uses including retail, residential, and will often include entertainment venues, restaurants and hotels.
- Small to medium size blocks. The buildings should be similar in size and placement to a traditional downtown center.



## Telegraph Corridor Charrette

The Telegraph Road Charrette was conducted over three consecutive days in September of 2013, and focused on placemaking, redevelopment opportunities, gateways, and open space.

- The site might be an ideal location for a "lifestyle center", a mixed-use development project centered on entertainment and small retail/restaurant establishments.
- Ensure a mix of uses with an emphasis on first-floor retail.
- Develop model Telegraph Road streetscape design standards that extend beyond the La-Z-Boy site.



Telegraph Corridor Charrette: Concept site plan

## Frenchtown Township Master Plan

The vision for the Telegraph Corridor is to make it a high-image suburban shopping strip, with well-maintained landscaping, attractive signage, quality architecture and building materials, and well-designed access management.

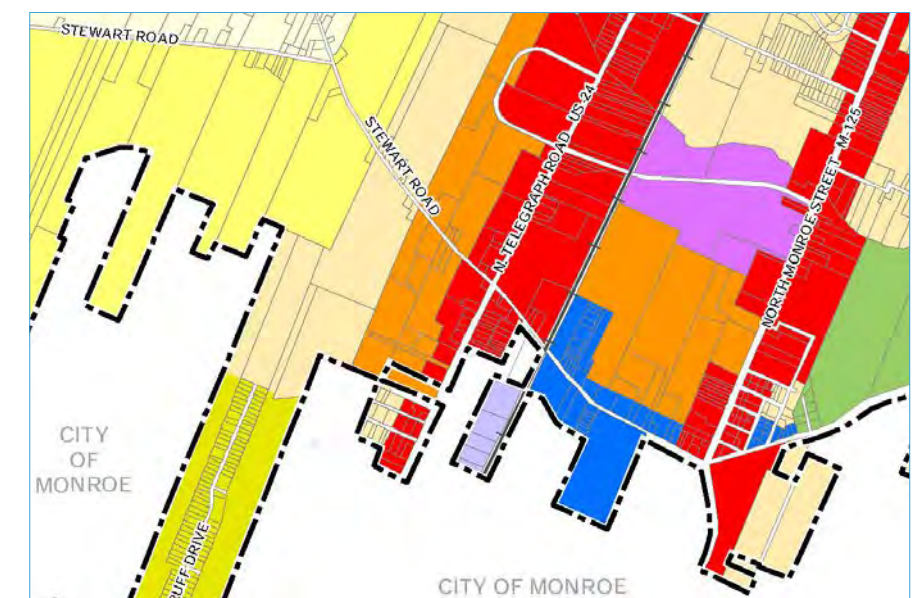
- Incompatible uses should be phased out to create a continuous commercial environment of offices and retail.
- Although an auto-oriented corridor, considerations should be made for other modes of transportation.
- Construct sidewalks along Telegraph Road between LaSalle Road and the City of Monroe boundary.



### FUTURE LAND USE

Agricultural, Open & Woodlands	Marina
Rural Residential (≤1 DU/AC)	Commercial
Low Density Residential (≤2 DU/AC)	Office
Low Medium Density Residential (3 DU/AC)	Mixed Use
Medium Density Residential (4-6 DU/AC)	Industrial
Waterfront Residential (Existing Densities)	Utilities
Multiple Family Residential (High Density)	Recreation/Public
Mobile Home	

Hatching/Multiple Categories:  
See Master Plan Text



# 02

## EXISTING CONDITIONS



## SITE OVERVIEW



*The former La-Z-Boy headquarters site is a large redevelopment opportunity in the Telegraph Road commercial corridor.*

Located at 1284 North Telegraph Road, the former La-Z-Boy site sits about one mile north of Downtown Monroe. With over 1,000 feet of frontage along Telegraph Road, it has high visibility with 34,000 motorists that travel this major north-south connector every day. East-west travel is likewise convenient—the site is less than 1,000 feet from the intersection with Stewart Road.

The Telegraph Road corridor spans beyond Monroe, becoming Highway 24 and connecting the city with Toledo and Detroit. Within the city and township limits, Telegraph Road is a suburban commercial corridor characterized by strip malls, retail outlots, and big box commercial. Development along the corridor trends along a northward path, with newer development generally located north of Stewart Road.

This plan looks at the site bound by Telegraph Road, Greenfield Avenue/Mason Run on the northern boundary, railroad tracks to the east, and residential properties on the south. Most of the 25-acre site is within the City of Monroe corporate boundary, though an eastern undeveloped 8.5-acre portion of the site falls within Frenchtown Charter Township.

The developed portion of the site, between Telegraph Road and Huber Drive, includes 240,000 square feet of warehouse, factory, and office space. Built in piecemeal fashion through the 88 years it served as a company headquarters and factory, the site's buildings include historic structures, furniture showrooms, silos, and a channelized stream that runs under the main building. The latter is a portion of Mason

Run, which drains runoff from surrounding agricultural uses east of the city toward the River Raisin.

North of Greenfield Avenue, two narrow parcels currently hold surface parking lots. West of Huber Drive, the undeveloped portion of the site is divided to eastern neighborhoods by railroad tracks and Mason Run. This portion of the site is relatively flat and currently fenced-in, containing mostly grassland.

# SIDEWALK GAP ANALYSIS



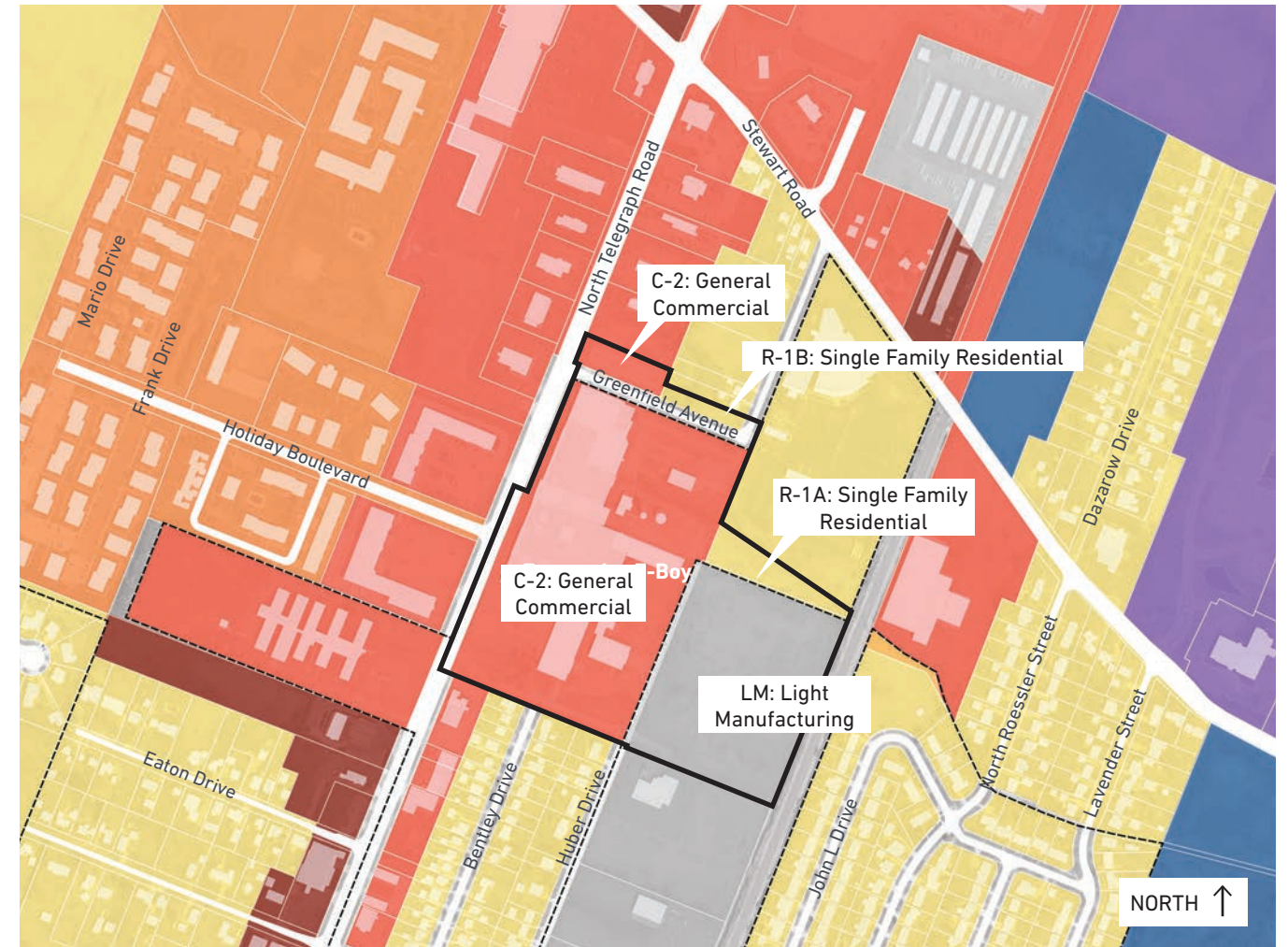
As a suburban corridor with auto-oriented development, Telegraph Road provides limited pedestrian facilities. Though having over 90 feet of right-of-way, the corridor lacks sidewalks north of the site and past Stewart Road. On the site itself, a 750-foot stretch of sidewalk is part of a fragmented network of sidewalks on the east side of Telegraph Road, with gaps of more than 200 feet in between segments. These sidewalks are interrupted by curb cuts and access drives.

Residential neighborhoods south and east of the site generally have sidewalks in internal streets. For instance, Bentley Drive and John L Drive have sidewalks on both sides of the street. Sidewalk connectivity from these neighborhoods to commercial corridors, such as Telegraph Road and Stewart Road, is poor. Residential streets west and north of the site generally lack any sidewalks. Huber Drive, which jogs into the site except for a vacated portion, does not have sidewalks north and south of the site.

### Legend

- Existing Sidewalks
- - - Missing Sidewalks
- Site Boundary

# CURRENT ZONING



The bulk of the site within the City of Monroe boundary, between Telegraph Road and Huber Drive, is Zoned General Commercial (C-2). Allowed uses include retail, professional office, public/quasi-public facilities, restaurants, and hotels. Larger facilities that generate higher traffic volumes, such as retail establishments over 65,000 square feet, are treated as special land uses. Though stand-alone residential is not a permitted use, this district allows for upper-story dwellings as a special use.

A portion of the site, as shown in the graphic above, is zoned Single-Family Residential (R-1B). This district is intended for single-family residential and associated educational and institutional uses.

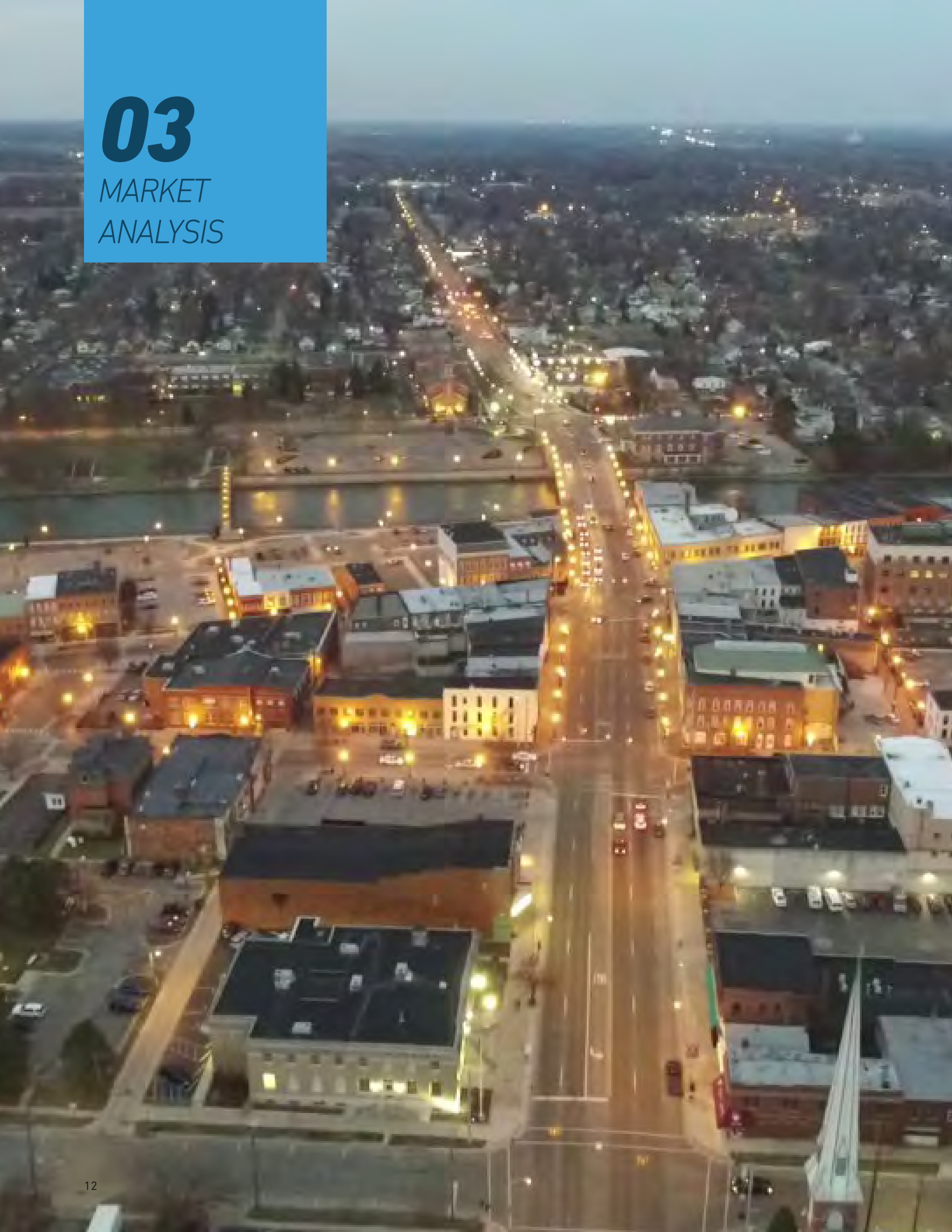
The western portion of the site within Frenchtown Charter Township, between Huber Drive and the railroad tracks, is zoned Light Manufacturing (LM). Permitted uses in this district include warehouses, research-based office, wholesale, and manufacturing/processing of previously prepared materials.

### Legend

- City of Monroe**
- C-2: General Commercial
- R-1B: Single Family Residential
- Frenchtown Charter Township**
- C-2 General Commercial
- C-3: Highway Commercial
- LM: Light Manufacturing
- R-1A: Single Family Residential
- R-3: Multiple Family Residential
- OS: Office Service
- PUD: Planned Unit Development

# 03

## MARKET ANALYSIS



## RETAIL TRANSITION & OPPORTUNITY

*The balance of retail in the market is shifting and opening windows of opportunity for lifestyle stores in urban formats.*

The optimal redevelopment plan for the La-Z-Boy site reflects an update to the original Retail Target Market Analysis conducted in 2017. That study had been focused on identifying the market potential for new merchants in Downtown Monroe, rather than specific sites located along Telegraph Road. The 2019 update takes into consideration several significant market shifts that have occurred over recent years, with direct implications for prospective national brands, chain stores, and anchors.

Most significantly, the Mall of Monroe has gradually declined and all of its traditional department stores have closed, leaving a significant gap in the market. A few local favorites have remained,

including Planet Fitness, Pat Catan's Crafts, and Phoenix Theatre. However, the closures of J.C. Penney, Old Navy, Steve & Barry's Office Max, Sears, Target, Carson's, and a nearby Kmart have opened new opportunities for other brands.

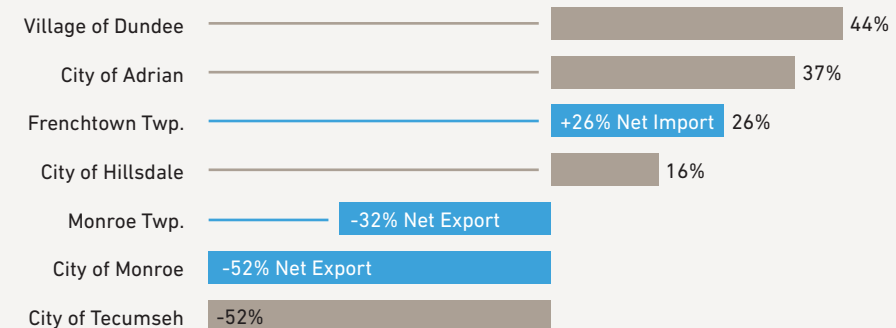
New retail brands will likely seek land and development sites along Telegraph Road (rather than in the Mall of Monroe). This will be driven by its exceptionally high traffic volumes and visibility to shoppers already visiting established big-box stores like Meijer, Walmart, and Lowe's. New stores will also be most inclined to cluster along North Telegraph Road, rather than south of the river. In this landscape, the La-Z-Boy site presents an ideal opportunity for new stores and brands to anchor a new project.

Although the size of the La-Z-Boy site could accommodate a big-box retail format, the market study recommends that it be reserved for a higher and better use, and specifically as a mixed-use, pedestrian scale development. Big-box retail does not represent the highest or best use, and such uses would undermine the marketability of urban formats or uses on adjacent sites. It would represent a significant and irrecoverable loss for the community and region. With this in mind, the following list provides examples of the types of retail anchors and lifestyle stores that should be considered for the new development.

### Lifestyle Anchors Like:

- Westborn Market
- Kirkland's
- Guitar Center
- Party City
- Sephora Studio
- Men's Wearhouse
- Gap, Old Navy outlets
- Eddie Bauer

Annual Net Import and Export  
Total Retail Trade | NAICS 44-45



### Retail Market Analysis

The retail analysis involved a supply-demand and gap model, and considered the market's regional setting and trade area, retail import-export, established shopper destinations, traffic volumes, and expenditure potential based on population and income forecasts. Net import of +26% for Frenchtown Township helps offset high net export for the City of Monroe and Monroe Township.

# HOUSING TRANSITION & OPPORTUNITY

*New households migrating into the market are seeking attached for-lease choices like townhouses and lofts in urban settings.*

The 2017 analysis forecast the market potential for residential units throughout Monroe County and for the La-Z-Boy site. The analysis is supported by the original Target Market Analysis (conducted for the City of Monroe in 2017); with updated profiles for lifestyle clusters currently living in the market.

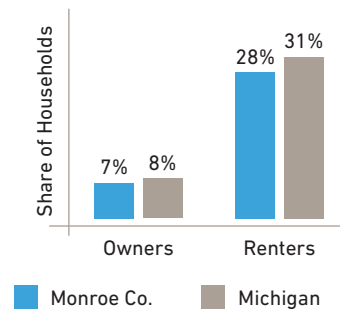
The analysis has considered local movership rates (the share of households that move each year), tenure, and income profiles. It also reflects national trends across various lifestyle clusters. Lifestyle clusters with moderate incomes will also seek detached houses and attached townhouses to rent. Examples include the "Infants

and Debit Cards" and "Digitally Dependent" households.

A significant number of migrating households will seek for-lease lofts and apartments sharing urban courtyards. For Monroe County and the La-Z-Boy site, these target markets include the "Full Steam Ahead" and "Striving Single" households.

This information has been used to forecast the annual market potential for the La-Z-Boy site, as summarized on the following page. Each year, prospective developers and builders can add up to 12 townhouse units, 20 loft units, and 20 detached houses within the project.

**Movership Rates by Tenure**  
Monroe County v. Michigan



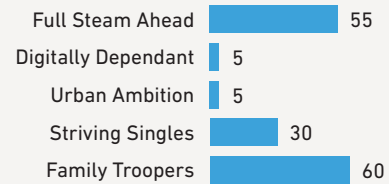
**Housing Market Analysis**

The residential analysis included a study of household migration into and within the market, and noted that young, single renters have much higher movership rates than families already settled into detached homes. Renters generate most of the market potential for missing housing formats like lofts and townhouses (see the figure above).

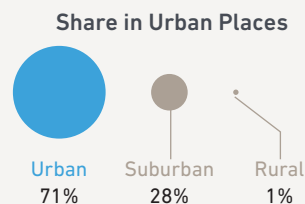
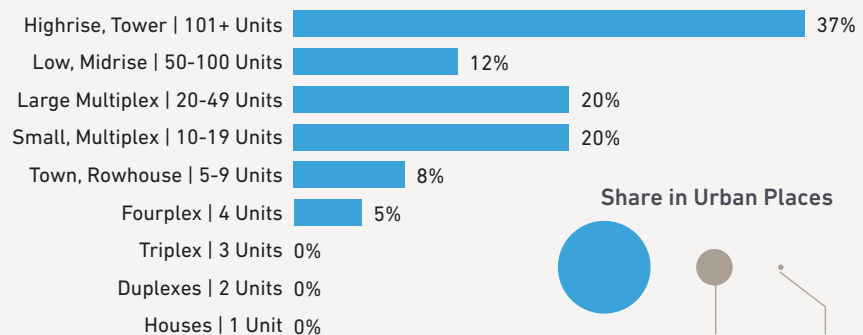
**Annual Market Potential, Lofts & Courtyard Apartments**  
New Households Only (Conservative scenario)



The "Full Steam Ahead" and "Striving Singles" lifestyle clusters are market-rate renters with high movership rates.



**Striving Singles Lifestyle Cluster**  
Inclination for Units by Building Size and Urbanicity



**Annual Market Potential**

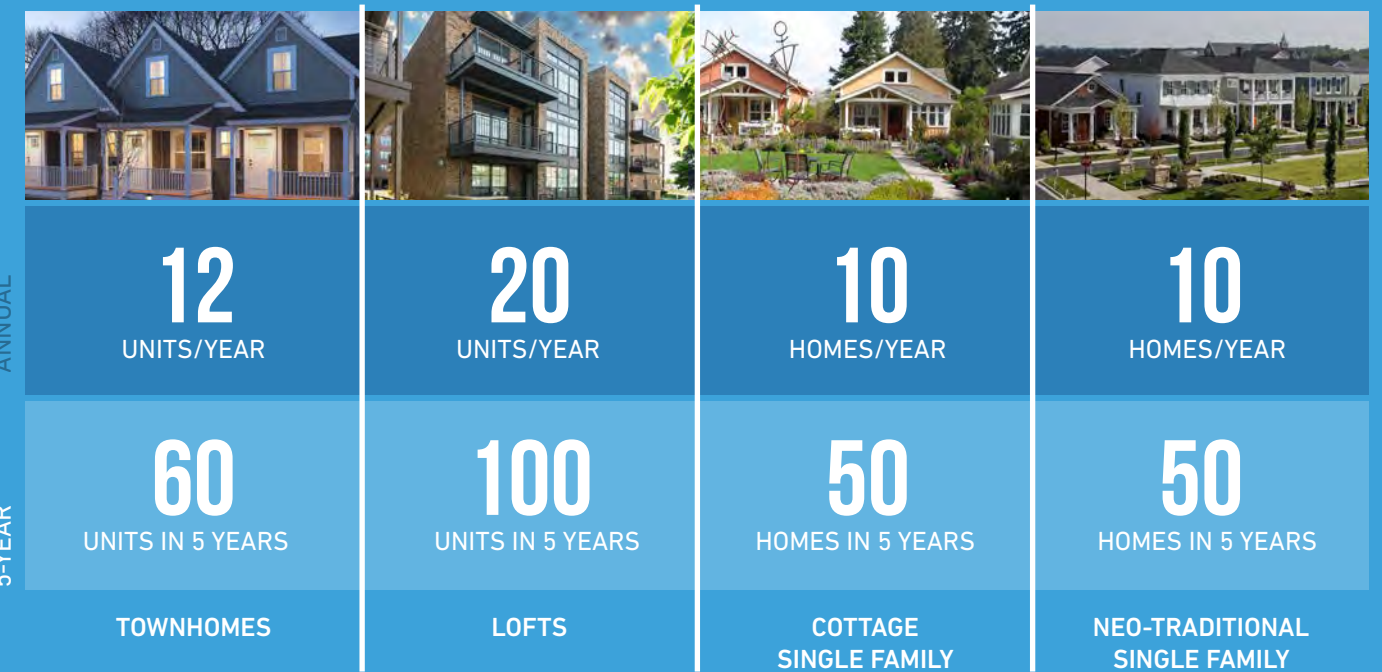
The Target Market Analysis identifies the lifestyle clusters most inclined to choose missing housing formats like lofts and townhouses. The figure to the left demonstrates the annual market potential for new lofts throughout Monroe County, and for some of the most transient, upwardly mobile households like "Full Steam Ahead" and "Striving Singles".

**About the Striving Singles**

Developers of new townhouses and lofts in urban places are competing for young talent that is migrating into the state. The exhibit to the left shows one of the most transient, upwardly mobile lifestyle clusters, known as the "Striving Singles". 75% of these households prefer to live in urban places, and they also tend to seek new choices in engaging, mixed-use, and walkable places that help them feel socially connected. They also tend to demand a good choice of restaurants, entertainment venues, and recreational resources; and they can either afford or tolerate market rate rents.

# MARKET POTENTIAL

**52 UNITS PER YEAR | 260 UNITS IN 5 YEARS**



**60,000 SF OF RETAIL | OFFICE BUILD-TO-SUIT**



NEIGHBORHOOD SCALE RETAIL

OFFICE BUILD-TO-SUIT CAMPUS

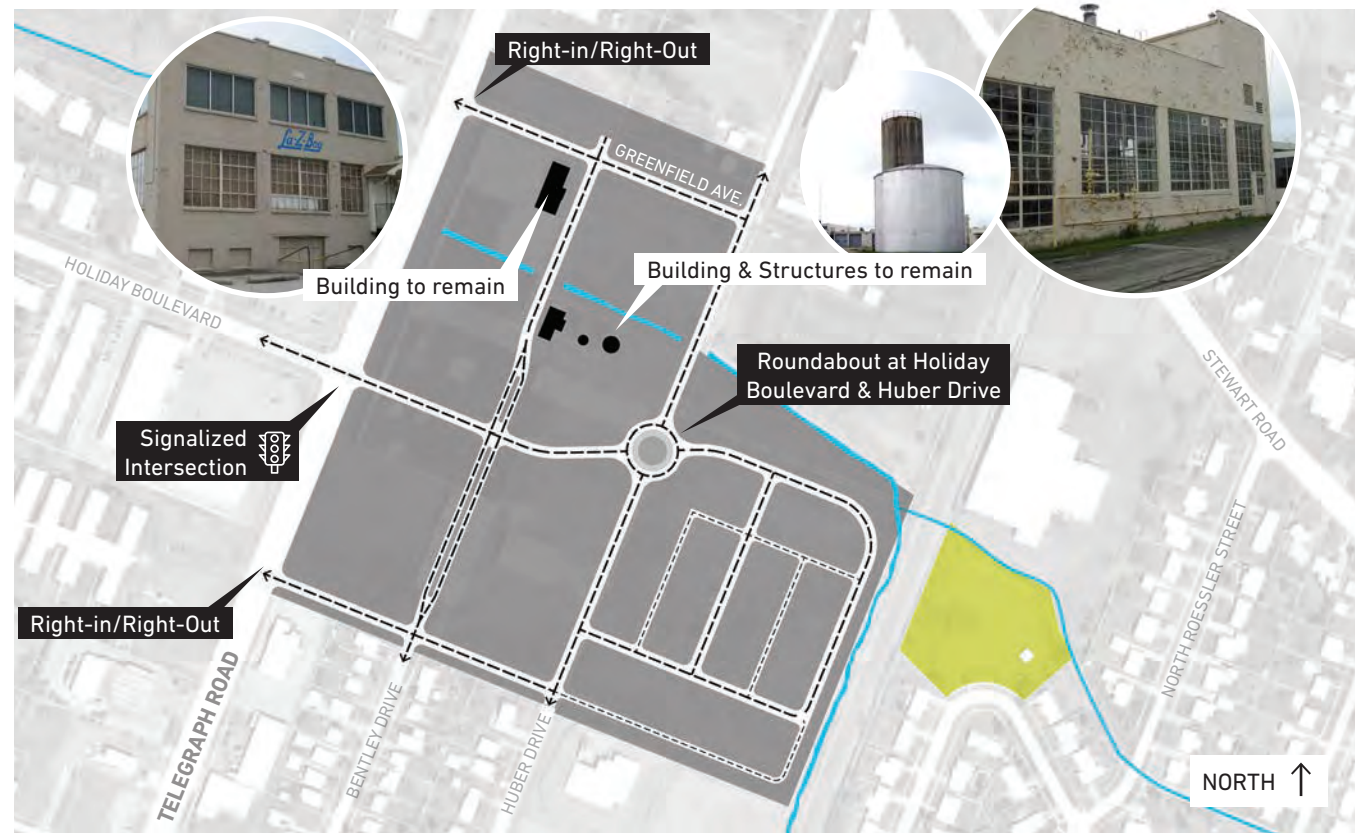


# 04

## SITE CONCEPTS



## BLOCK PATTERN



*A transformation of the former La-Z-Boy site will require breaking up the current superblock into a walkable grid suitable for a mixed-use center.*

This plan re-imagines the site as a vibrant mixed-use destination that builds on Telegraph Road's commercial offerings, while creating a livable neighborhood. The following pages detail two potential redevelopment options for the site, both of which include retail, open space, and residential uses. Additional concepts studies by the planning team are included as an appendix.

These concepts divide the site's 25 acres into smaller developable blocks by extending and reconnecting Huber Drive with Greenfield Avenue, and extending Holiday Boulevard and Bentley Drive into the site. Connectivity into the site is provided at various access points from both Telegraph Road and the surrounding street network. The intersection of Holiday Boulevard and Telegraph Road is treated as a major gateway into the site, and it is used to frame development.

As shown in the graphic above, a potential redevelopment will require the demolition of a large portion of the buildings in the site. This is due to the large footprints of existing buildings, which were specifically designed to serve as a factory, office and showroom, but are inadequate for current development trends. These buildings also contain asbestos, mold, and water damage. An adaptive re-use of these buildings will therefore require a costly remediation effort.

Both concepts show an adaptive re-use of two historic structures on the site—the office building on Greenfield Avenue, and the stand-alone building by Mason Run—in order to preserve some of the site's history and heritage. Additionally, the powerhouse building and silo structure are preserved and used as unique placemaking features.

# CONCEPT 1 *Mixed Use: Retail, open space, townhomes, lofts, and cottages*



The first redevelopment concept envisions a retail spine along Telegraph Road punctuated with a major node and gateway at the intersection with Holiday Boulevard. A 10-foot shared use path on Telegraph Road is buffered behind a 10-foot setback that allows for street trees, gathering spaces, and pedestrian amenities. Shared parking is provided behind buildings, and is screened by trees and the backs of residential buildings. Between retail buildings, patio spaces create opportunities for outdoor dining facing a revamped Telegraph Road streetscape.

The concept's most prominent feature is a new park built around Mason Run, portions of which are

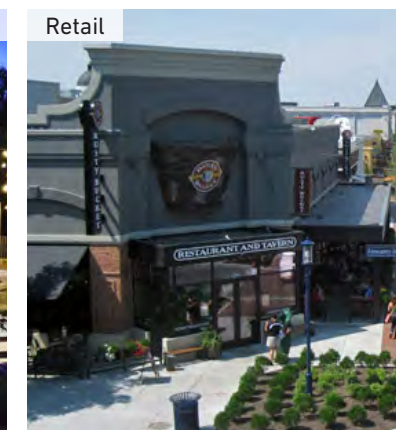
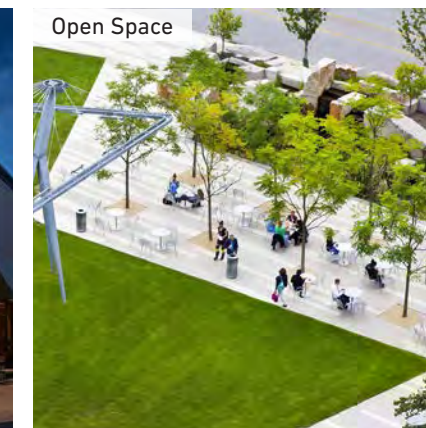
daylit and naturalized. The new open space moves through the entire development, with winding paths connecting new residential with Telegraph Road.

Within the site, historic La-Z-Boy buildings are re-used as either restaurants or a brewery, and showcased to highlight their architectural value. The silos are maintained and used as canvases for murals or supergraphics that frame a new plaza with outdoor seating and dining.

Residential of various densities is included throughout the remainder of the site. Along Bentley and Huber Drives, single or two-story attached townhomes line a high quality residential street. Lofts and

apartments are located near the new central open space, maximizing the potential marketability of this open space as a resident amenity.

At the intersection of Huber Drive and Holiday Boulevard, a roundabout marks the entry to a new residential community of cottages and neo-traditional single-family homes. The homes are located along tree-lined residential streets and have alley-facing garages with private back yards. Where homes front the railroad tracks on the easternmost side, a 100-foot setback allows for paths, lawns, and two rows of trees along Mason Run to allow for proper screening and buffer..



# CONCEPT 2 *Mixed Use: Retail, open space, townhomes, lofts, and office build-to-suit campus*

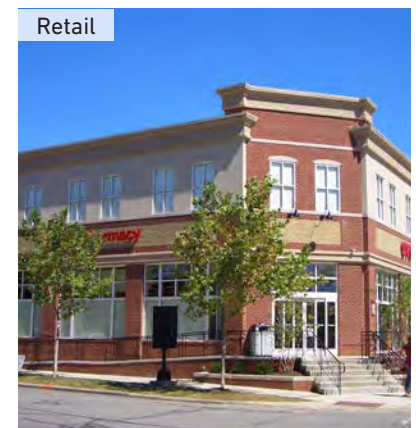


Similar to the first redevelopment concept, the second concept envisions a walkable retail spine along Telegraph Road and a central park space that connects the entire site. Unlike the first concept, the second concept accommodates a large office user through a build-to-suit office campus.

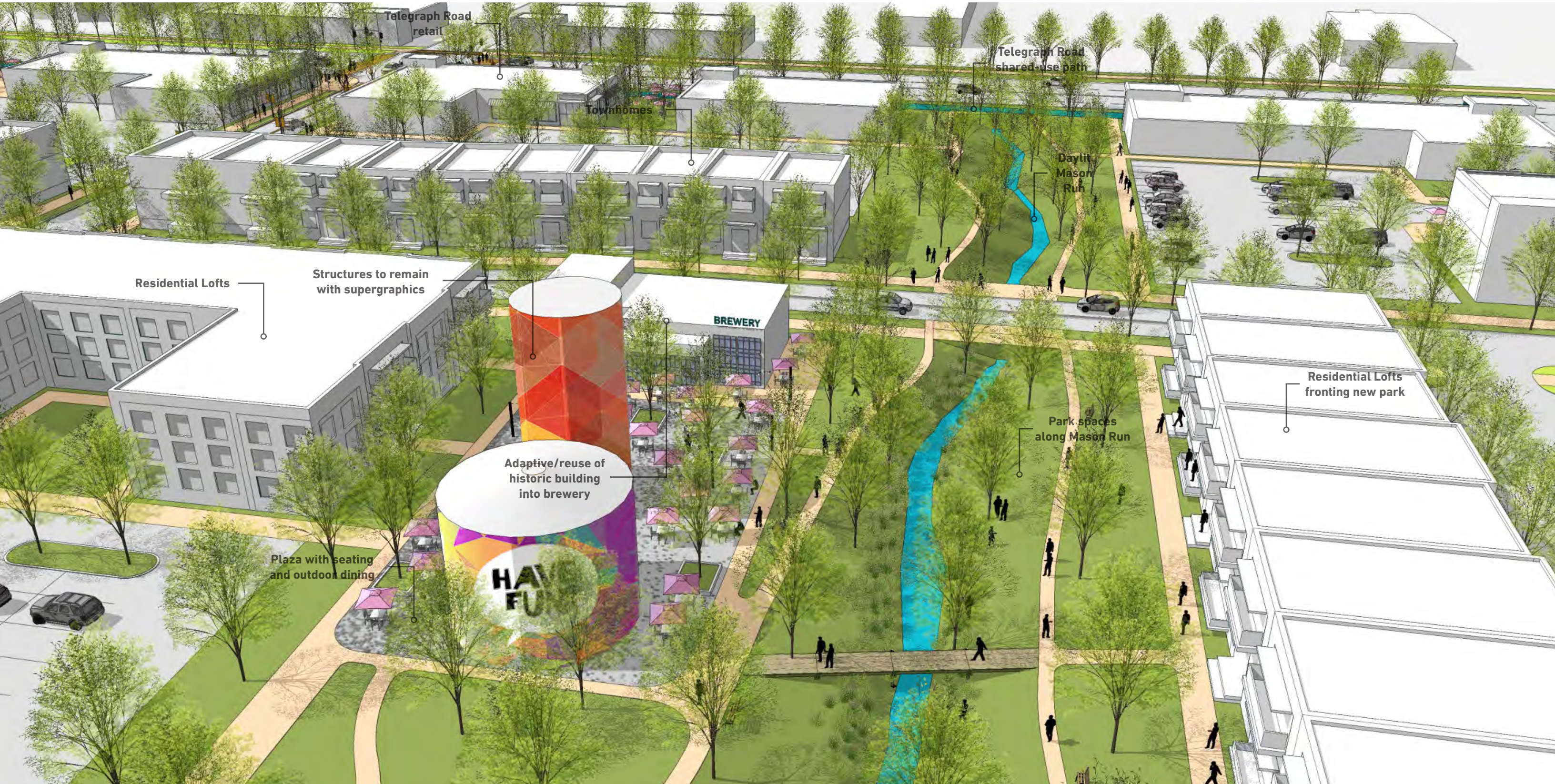
The site plan above illustrates a potential layout for office, placed on the currently undeveloped eastern portion of the site. Utilizing the block network established in the first concept, office buildings front landscaped park spaces with trees, paths, and gathering spaces. A prominent gateway for the office campus is established at the potential Huber Drive and

Holiday Boulevard roundabout. Office buildings are oriented to front the roundabout with plaza spaces, offering opportunities for seating, lunchtime gatherings, and signage. Adequate parking is provided for office users behind buildings in a centrally-located surface lot that is screened with trees, sidewalks, and the backs of nearby townhomes. Vehicular access to the office campus includes multiple alternatives, such as Huber Drive from Stewart Road or Holiday Boulevard from Telegraph Road.

Residential lofts and townhomes are located in a similar layout to the first concept, with residential spines on Bentley Drive and Huber Drive. On Telegraph Road, retail frontage on the site is mirrored across the street as a potential long-term build-out of the Hampton Plaza parking lot as retail buildings. This long term development will reinforce the Telegraph Road and Holiday Boulevard intersection as a significant retail and activity node.



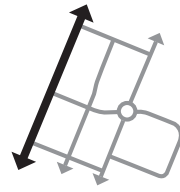
# VIEW FROM OPEN SPACE



# TELEGRAPH ROAD & HOLIDAY BOULEVARD



# TELEGRAPH ROAD IMPROVEMENTS

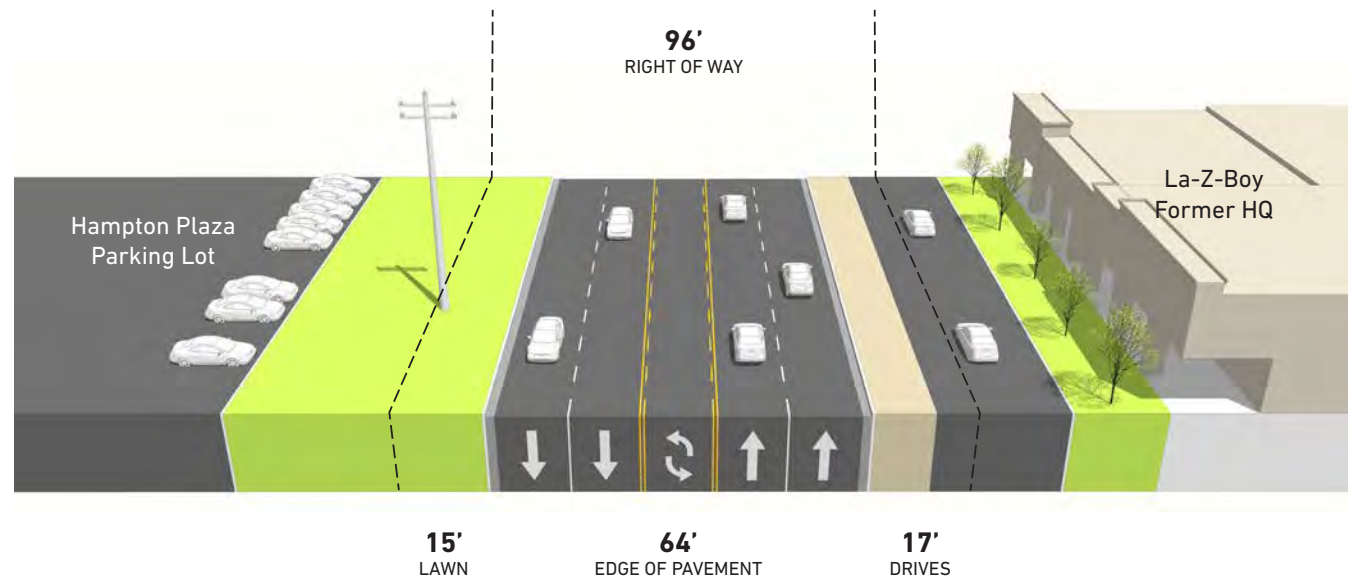


To support mixed use development along Telegraph Road, improvements must be made to enable walkability and support multiple nodes of transportation. These improvements will improve the landscape aesthetic and appeal of the corridor, and can occur

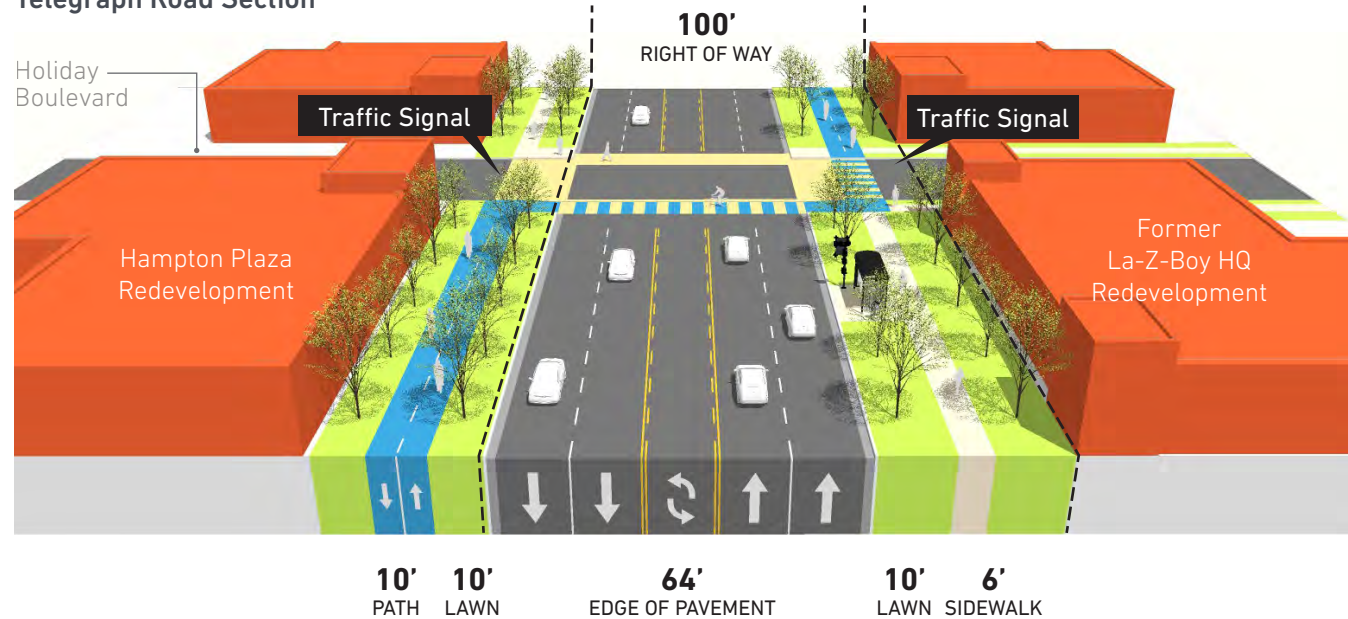
without any modifications to the roadway within the curb edge. The 96-foot right-of-way, which outside the curb edge is currently used for lawns and drives, can accommodate various pedestrian elements. On the west side of Telegraph Road, a 10-foot shared-use path can be built to

support both pedestrian and bicycle movement. Adding street trees, lighting, and other streetscape elements will create a vibrant and walkable environment to support the development scale of a mixed-use center.

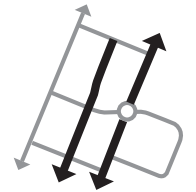
## Existing Telegraph Road



## Telegraph Road Section



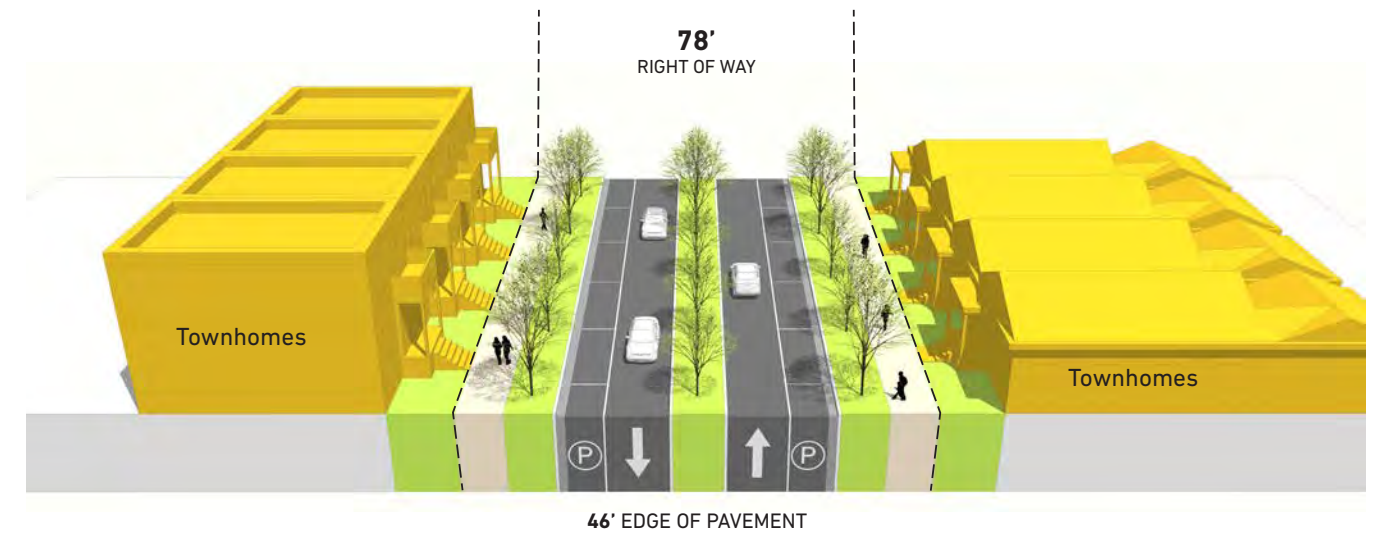
# INTERIOR ROADS



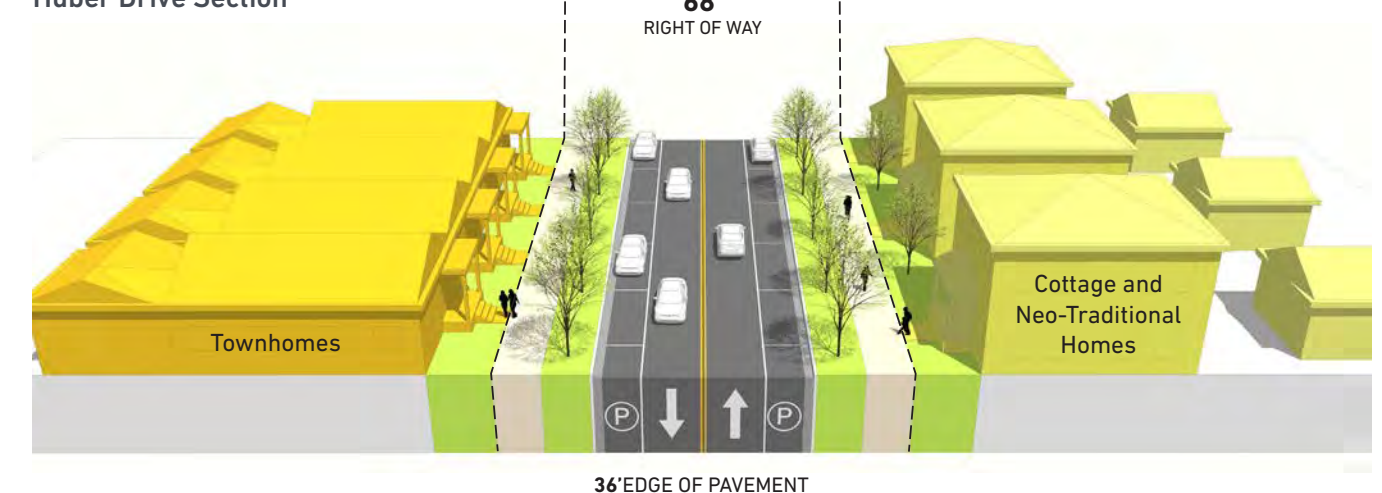
The extensions of Huber and Bentley Drives into the site create an opportunity for vehicular and pedestrian connectivity that supports high-quality residential environments. These two internal roads are recommended to carry two travel lanes, with on-street

parking, tree lawns, and sidewalks on each side. As a central spine within the site's new block network, Bentley Drive has an opportunity to feature a tree-lined median, which will add greenery and traffic-calming.

## Bentley Drive Section



## Huber Drive Section



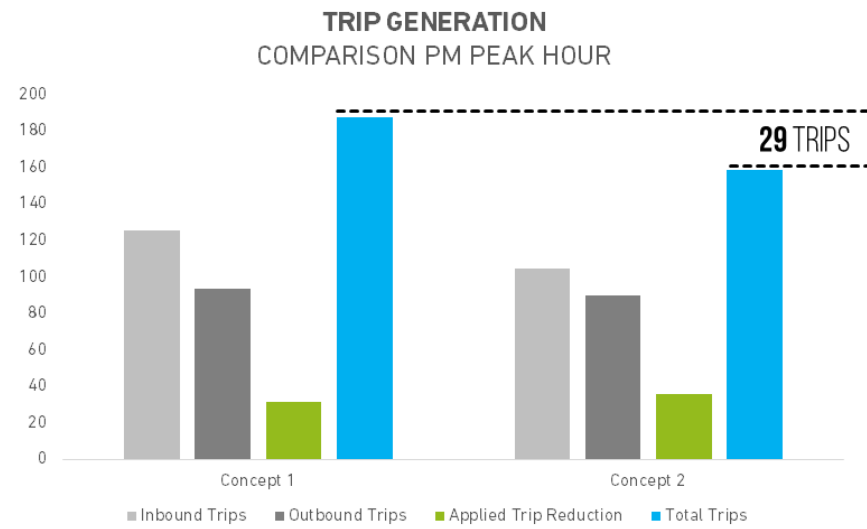
# TRAFFIC GENERATION IMPACT

To estimate the potential traffic impacts of a redevelopment of the former La-Z-Boy site, the planning team applied the trip generation methodology outlined below to the two redevelopment concepts introduced in this plan. The planning team also performed a Level of Service (LOS) analysis for Telegraph Road at Stewart Road. Level of Service (LOS) is a qualitative measure to analyze traffic flow and operations of intersections and roadways. The Michigan Department of Transportation (MDOT) considers LOS "D" or better acceptable.

**TRIP GENERATION METHODOLOGY**

1. Define Study Site and Establish Proposed Land Uses;
2. Estimate Baseline Vehicle Trips per Developments Land Uses;
3. Estimate Internal Person Trips;
4. Estimate Pass-By/Diverted Link Trips;
5. Reduce Baseline Vehicle Trips by Internal Person Trips and Pass-by/Diverted Link Trips.

Institute of Transportation Engineers Trip Generation Manual, 10th Edition



### Traffic Volumes – Trends between 2015 and 2018

Traffic volumes after the La-Z-Boy move increased by 273 vehicles (8.5%) between 2015 and 2018. This could be attributed to either the natural traffic growth in the area and or the re-distribution of La-Z-Boy traffic through the Greater Monroe area. Operations of the Telegraph Road and Stewart Road intersection improved after the La-Z-Boy move between 2015 and 2018, from LOS "E" to LOS "D".

### Subarea Plan Impact

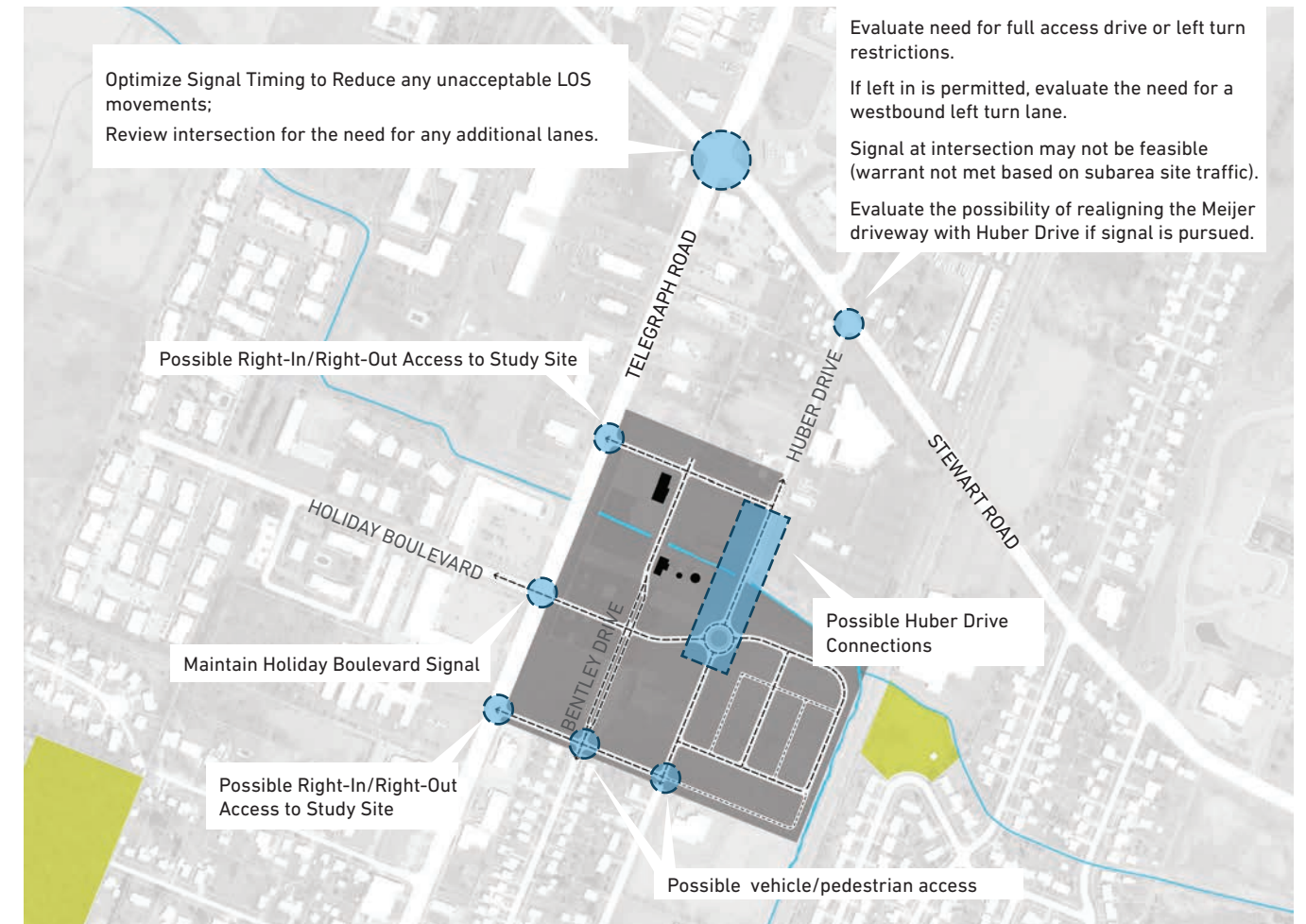
The results of the trip generation analysis show that the two concepts are likely to have minimal traffic impacts on Telegraph Road and its nearby intersections.

Traffic is expected to increase by 260 vehicles (7%) as a result of an estimated background traffic growth of 0.5% per year and trips generated by the Subarea Plan.

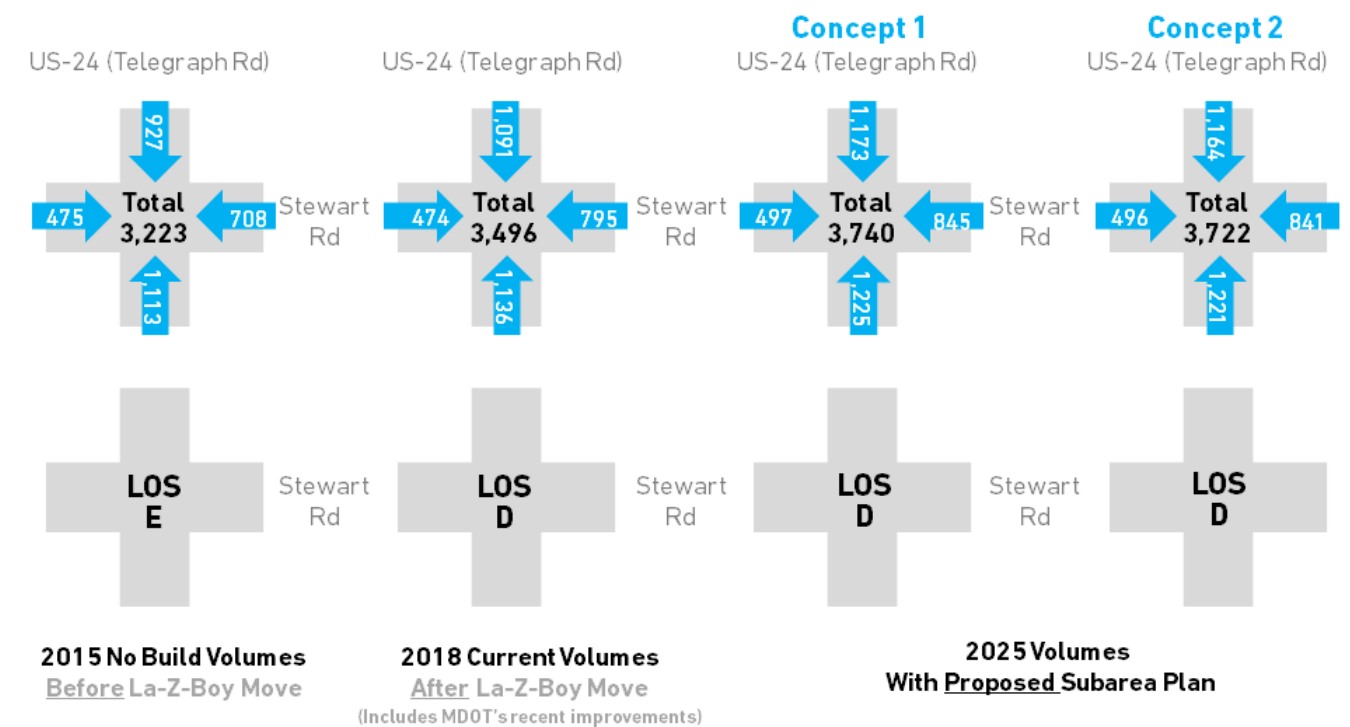
Preliminary analysis shows that the Subarea Plan is expected to have minimal impacts to the Telegraph Road and Stewart Rd intersection in 2025. Level of service is expected to remain at LOS "D" level.

Shown in the following page are potential access improvements, to be implemented in tandem with a redevelopment of the site. The improvements extend beyond the site to include access enhancements on Telegraph Road and Stewart Road.

### POTENTIAL ACCESS IMPROVEMENTS



### TRAFFIC OPERATIONS – PM PEAK HOUR



# 05

## IMPLEMENTATION STRATEGY



## INTRODUCTION

The following strategies provide a multifaceted approach for the successful redevelopment of the former La-Z-Boy site. The seven strategies include the transformation of Telegraph Road into a more walkable and multimodal corridor, establishing high quality urban design and placemaking, identifying potential funding opportunities, and developing a marketing strategy.

These strategies will require a collaborative partnership between the development community, the City of Monroe, and Frenchtown Charter Township. The lessons learned from this planning process can also be used to inform and guide future redevelopment on Telegraph Road, ensuring that this vital corridor remains a hub of economic activity for the area.

### PLAN FOR A GREAT CORRIDOR



### PLAN FOR A GREAT PLACE



### ESTABLISH INCENTIVE TOOLBOX



### TAKE ADVANTAGE OF PROGRAMS, GRANTS & TECHNICAL ASSISTANCE



### DEVELOP PUBLIC/PRIVATE PARTNERSHIPS



### CREATE COLLABORATIVE MARKETING STRATEGIES



### RETAIL RECRUITMENT





# STRATEGIES

## 01 | Plan for a Great Corridor

- Implement traffic calming.
- Improve streetscape.
- Accommodate multiple modes of transportation.
- Require shared parking between uses.
- Create pedestrian-oriented shopping environment.



## 02 | Plan for a Great Place

- Locate anchors at the signalized intersection and build them first.
- Provide visibility for anchors from Telegraph Road, within the site create a system of interior streets with sidewalks, landscaping and building faces.
- Locate parking at the rear.
- Provide a mix of housing.
- Provide spaces for outdoor dining and gathering and front them with retail and housing.



## 03 | Establish an Incentive Toolbox

- Opportunity Zone
- Tax Increment Financing (TIF)
- Tax credits
- Property tax abatements
- Loans and revolving loan funds or bonds
- Reduced or waived fees
- Site infrastructure improvements
- Land acquisition



## 04 | Take Advantage of Programs, Grants & Technical Assistance

- Consider formation of a Corridor Improvement Authority with Tax Increment Financing Authority to help fund public improvements that support redevelopment.
- Community Revitalization Program
- Commercial Redevelopment Act
- Commercial Rehabilitation Act
- Obsolete Property Rehabilitation Act
- Michigan Brownfield Redevelopment Program
- Brownfield Redevelopment Financing Act
- Brownfield Grant Funding
- Transportation Alternatives Program



## 05 | Develop Public/Private Partnerships

- Collaborate with existing property owners and local investors and institutions.
- Engage with developers, real estate brokers and prospective tenants.
- Partner with ProMedica to provide some health care services on the site.
- Work with Monroe County Community College to include satellite conference and meeting space on the site.
- Work with the Michigan DOT toward improvements along Telegraph Road and for non-motorized system upgrades.



### 06 | Create Collaborative Marketing Strategies

- Create a website for the Subarea Plan.
- Highlight available incentives.
- Promote the plan to news outlets and site selection websites.
- Attend site selection and development related conference and trade shows to promote the plan.
- Work with the County Economic Development, the Brownfield Authority, MEDC, ULI and other organizations to promote site redevelopment and outreach to potential developers.



### 07 | Retail Recruitment

- Create a marketing brochure and website.
- Contact target companies.
- Offer site and corridor tours.
- Focus on both new, unique retailers and those that may need to be retained locally or might relocate regionally.



## ALTERNATIVE CONCEPTS

While the two concepts presented represent the preferred development pattern, the following three alternative redevelopment scenarios were studied to allow for flexibility as conversations take place between the city and potential developers. Variations of the two concepts discussed in the Subarea Plan, these three alternatives provide site layouts that accommodate additional types of retail formats.

**Alternative A:** Additional 50,000 square feet of retail located at the southwestern edge of the site as one single-tenant building, with parking and reconfigured townhomes.

**Alternative B:** Additional 58,000 square feet of retail located at the southwestern edge of the site as three additional buildings, with parking and reconfigured townhomes.

**Alternative C:** Additional 150,000 square feet of big box retail located at the southeastern edge of the site as a single-tenant building, with required parking, reconfigured internal road network, and redesigned flats.

