

# Appendix D: Community Enhancements Plan

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## 1 Introduction

The summary of community enhancements and mitigation measures included in the Project Mitigation and Enhancements Summary (Green Sheet) contains the Project-specific mitigation measures, as well as enhancements to acknowledge the historic social and environmental effects of the original construction of I-375. Michigan Department of Transportation (MDOT) will track both Project mitigation measures and community enhancements as the Project progresses through the various phases: design, right-of-way acquisition, construction, and maintenance.

MDOT intends for the enhancements to be community-based and developed through a process that will actively engage the community. The purpose of this document is to detail the roles and responsibilities, milestones, and measures of success needed to develop and implement enhancements that are sustainable, generate positive results for the community, and leverage and enhance existing community resources, programs, and partnerships.

## 2 Guiding Principles

The National Environmental Policy Act (NEPA) process revealed the importance of addressing environmental injustices and social equity concerns raised by the community. The Project Green Sheet includes a commitment to address historic environmental justice (HEJ) impacts from the original construction of I-375 through enhancements that go above and beyond what is required by law to respond to community input. These enhancements would leverage the value of the Project's excess real property to implement community-driven actions addressing issues such as affordable housing, development of minority-owned business interests, acknowledgment of the loss of the Black Bottom and Paradise Valley neighborhoods, and other quality of life and community healing initiatives. Consideration will be given to partnering with established philanthropic entities and social programs to leverage resources to effectively implement desired programs and activities.

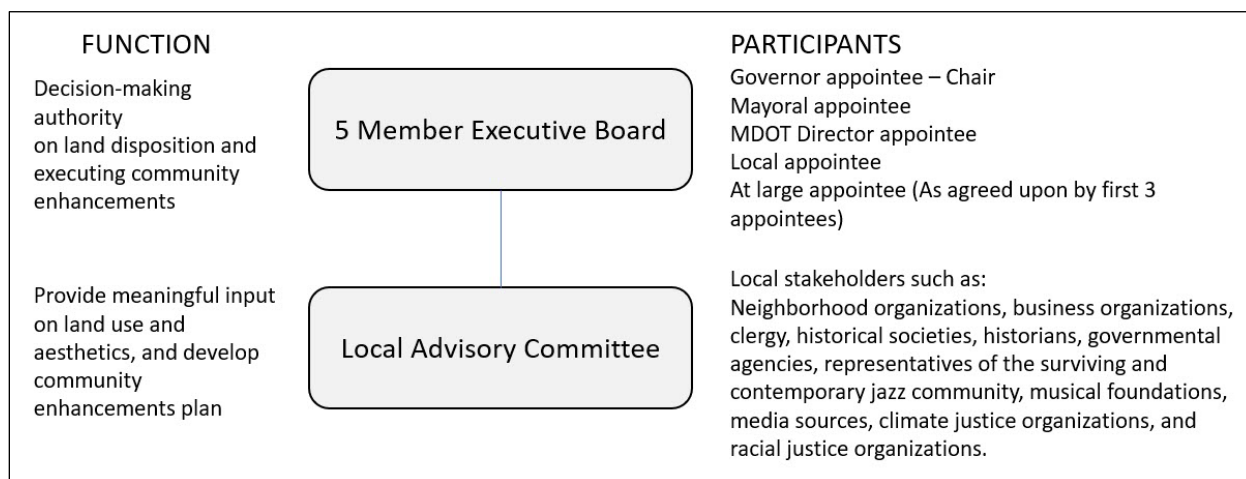
The following overarching goals will guide the process of developing the community enhancements:

- Develop and document community enhancements that are sustainable, measurable and follow federal, state, and local rules and regulations.
- Generate positive results and new resources for community members.
- Leverage and enhance current community initiatives, programs, and partnerships.

## 3 Roles and Responsibilities

MDOT will further engage with the community to identify projects and programs to acknowledge the historical significance and contributions of the displaced Black Bottom and Paradise Valley communities. This section describes the roles and responsibilities of MDOT, city of Detroit, an executive board, and the new community-based local advisory committee (LAC) to develop and implement community enhancements to acknowledge the historic social and environmental effects of the original construction of I-375. **Figure 1** illustrates the functions of the board and committee along with criteria for selecting participants.

Figure 1: I-375 Community Enhancements Plan and Land Disposition



### 3.1 Michigan Department of Transportation

MDOT will form an executive board and LAC to develop and implement community enhancements focused on the recognition of the former predominantly Black businesses and residential neighborhoods of Paradise Valley and Black Bottom.

Responsibilities of MDOT in the development and implementation of community enhancements include:

- Execute an agreement with the city of Detroit in compliance with the Michigan Urban Cooperation Act of 1967, with dispute resolution provisions.
- Establish a five-person executive board.
- Establish an LAC using guidance from MDOT’s *Public Involvement/Public Hearing Procedures for Federal-Aid Project Development* that fairly represents a cross-section of community members.
- Assist the LAC in establishing partnerships with FHWA, the city of Detroit, private businesses, and philanthropic entities to leverage other resources to implement desired programs and activities.
- Host, facilitate, and provide engineering and public involvement staff and resources for board, committee, and public meetings.
- Lead the selection process and facilitate interactions, communications, and dispute resolution between the executive board and LAC.
- Ensure land disposition and community enhancements plan is conducted in compliance with all federal rules and regulations, and the Project Green Sheet.
- Act as the final decision maker for design elements to carry forward through final project design, with necessary FHWA approvals.
- Document and share the status of the adopted community enhancements with the LAC and the public by posting periodic status reports on the Project website.

- Implement and, through the standard Green Sheet tracking process, monitor the progress of the approved community enhancements resulting from the aesthetic design guidelines and community enhancements plan.

### 3.2 City of Detroit

The city of Detroit is an essential partner in developing and implementing community enhancements. Not only is the Project located within the city, but the city of Detroit also has land use control and ordinances for affordable housing and community benefits, along with existing partnerships with stakeholders. City staff from relevant city departments are needed to provide their subject matter expertise. Partnership with the city of Detroit will be formalized through an agreement under the Michigan Urban Cooperation Act of 1967<sup>1</sup>. Roles of the city of Detroit will include:

- Participate in an agreement with MDOT under the Michigan Urban Cooperation Act of 1967, with dispute resolution provisions.
- Provide an appointee to the executive board.
- Participate in and provide content for LAC meetings.
- Provide expert guidance to the LAC on city of Detroit rules, regulations, and plans.
- Leverage existing partnerships.
- Formally adopt the land use framework plan.
- Implement the approved recommendations of the land use framework plan.
- Update Master Plan and rezone land as necessary to support the community enhancements plan.

### 3.3 Executive Board

An executive board consisting of local and state agency representatives will be formed consistent with the requirements of the Michigan Urban Cooperation Act of 1967 to approve the land disposition activities. Roles and responsibilities of the executive board will include:

- Adopt the community enhancements plan or amend as appropriate.
- Final decisions and approvals for land disposition, including contracts and agreements, related to the community enhancements plan and land use framework plan.
- Represent their respective agency's entities and provide subject matter expertise.

### 3.4 Local Advisory Committee

The LAC will be tasked with providing meaningful input and ideas on final design elements as well as ways to repurpose or leverage excess real property. Ideas proposed by the LAC should be implementable, in that they are legal, feasible, and reasonable. Examples of potential stakeholders, all from local groups and the community, include neighborhood organizations, business organizations, clergy, historical societies, historians, governmental agencies, representatives of the surviving and contemporary jazz community, musical foundations, media sources, climate justice organizations, and racial justice organizations.

The LAC will be tasked with accomplishing the following:

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<sup>1</sup> Michigan Urban Cooperation Act of 1967. Eff. Mar. 22, 1968, as amended.

- Develop a charter to describe the group’s functions, guide participation, and establish conflict resolution procedures.
- Maintain a transparent and inclusive process that gathers input from the broader community. The LAC will provide leadership in facilitating two-way communication with the community. The LAC will provide feedback on public meeting format and content as well as identify opportunities for smaller group meetings.
- Assist MDOT and the city of Detroit in the development of a land use framework plan providing zoning recommendations for the potential excess real property from the Project. Recommendations exploring different land use configurations for excess real property resulting from Project implementation will be sought from the LAC. The potential excess real property would be vetted and processed in accordance with MDOT’s *Real Estate Procedure Manual*. The transfer and use of excess real property will follow FHWA requirements and will follow city land use and zoning review and approval procedures.
- Assist MDOT in development of aesthetic design guidelines as part of the design stage of the Project. The aesthetic design guidelines will provide information on final design elements that may include, but not be limited to, the installation of public art, aesthetic design of roadway elements to be incorporated into the roadside and medians that reflects Paradise Valley and Black Bottom, naming of the new boulevard, and/or other aesthetic design elements. MDOT will also consider dedication of public space with support from partners to develop and maintain.
- Lead the development of a community enhancements plan based upon this FONSI Green Sheet that includes, but is not limited to, the following:
  - Identify reasonable and appropriate boundaries for the community enhancements plan. The LAC will provide justification of how the study area/enhancement benefit boundaries relate to the historic effects of the original I-375 project with consideration of the boundaries of Black Bottom and Paradise Valley neighborhoods as well as neighborhoods to where residents and businesses are known to have dispersed.
  - Recommend ways to acknowledge the role of transportation in the government sponsored urban renewal efforts resulting in the removal of the Black Bottom and Paradise Valley neighborhoods. This acknowledgement may take many forms but must be community-driven with content and the delivery determined by the community. Such acknowledgements and commemorations could include, but are not limited to, items like a historic monument or plaque/marker, interpretive signing at significant locations, a documentary production or publication, a lecture series, museum installation, or other similar ways to acknowledge the former neighborhoods.
  - Through partnerships or other mechanisms, seek means of ensuring that affordable housing opportunities remain present in the Project area and the area of benefit to be recommended in the community enhancements plan.
  - Participate in efforts to incubate and encourage minority-owned businesses in the Project area and area of benefit to be recommended in the community enhancements plan.
  - Identify Project partners to administer the community enhancements plan and leverage existing programs or resources through agreements with nonprofit

foundations or via public-private partnership. The third party must have an established history of successful administration of federal aid funds or private development.

- Development of an implementation strategy, considering the land use framework plan, potential partnerships, long-term operations and maintenance, and property disposition schedule to fund the community enhancements plan.
- Provide ongoing guidance during the design and construction process to address details related to community placemaking, minimizing maintenance of traffic impacts on the community during construction, and improving pedestrian and nonmotorized multi-modal access.

### 4 Milestones

This section describes the major milestones to develop and implement the social equity and historic environmental justice community enhancements. Milestones are organized by project phases: early design, final design, construction, and post-construction, as shown in **Figure 2** and described in **Table 1**, **Table 2**, **Table 3**, and **Table 4**.

Figure 2: Milestone Timeline

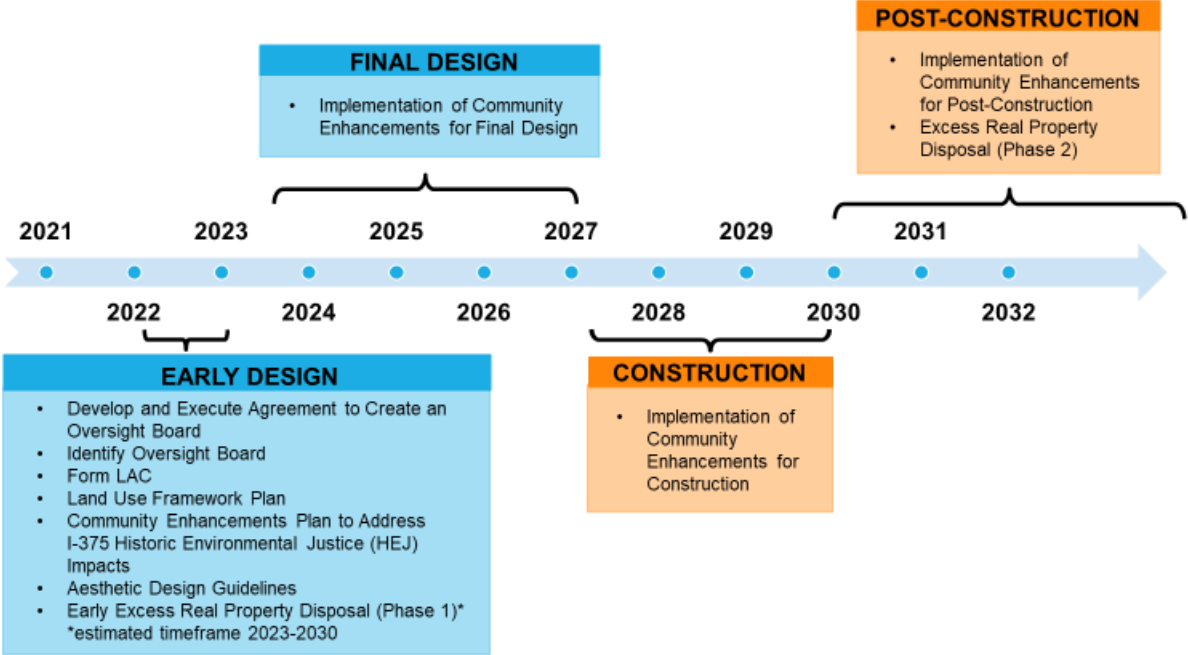


Table 1. Early Design Milestones

Milestone	Tasks	Estimated Timeframe	Notes
<b>Develop and Execute Agreement to Create an Executive Board</b>	<ul style="list-style-type: none"> <li>• MDOT and the city of Detroit to develop and execute an agreement to create an executive board through the Urban Cooperation Act of 1967.</li> </ul>		<ul style="list-style-type: none"> <li>• An executive board consisting of local and state agency representatives will be formed consistent with the requirements of the Urban Cooperation Act of 1967.</li> </ul>
<b>MDOT to Identify Executive Board</b>	<ul style="list-style-type: none"> <li>• MDOT to confirm and formalize board members.</li> </ul>	Early 2022	
<b>MDOT to Form LAC</b>	<ul style="list-style-type: none"> <li>• MDOT, City of Detroit, and Executive Board identify potential LAC participants. MDOT to formalize LAC members.</li> <li>• Multiple tasks are assigned to LAC, see <b>Section 3.4</b> Local Advisory Committee.</li> </ul>	Early 2022	<ul style="list-style-type: none"> <li>• MDOT's <i>Public Involvement/Public Hearing Procedures</i> to be used to select members that fairly represent a cross-section of the community.</li> </ul>
<b>Land Use Framework Plan</b>	<ul style="list-style-type: none"> <li>• Develop land use framework plan in close coordination with Detroit's Planning and Development Department staff, who will support community outreach efforts related to the framework plan elements.</li> <li>• Through a Market Study, identify likely supportable development densities/formats in the I-375 corridor.</li> <li>• Analyze market demand for various land use types, based on the evaluation documented in the Market Study.</li> <li>• Estimate potential value capture revenues and strategies associated with developing the preferred</li> </ul>	2022-2023	<ul style="list-style-type: none"> <li>• Land use framework plan to be completed before final design.</li> <li>• Land use framework plan to be completed prior to any land being disposed.</li> </ul>



Milestone	Tasks	Estimated Timeframe	Notes
	<p>Development Scenario and identify a preferred strategy.</p> <ul style="list-style-type: none"> <li>• Three community meetings will be held in close coordination and with participation from city of Detroit staff.</li> <li>• Hold one-on-one meetings with various stakeholders and/or the city of Detroit.</li> </ul>		
<p><b>Community Enhancements Plan to Address I-375 Historic Environmental Justice (HEJ) Impacts</b></p>	<ul style="list-style-type: none"> <li>• Identify reasonable and appropriate boundaries for the community enhancements plan.</li> <li>• Identify community enhancements, such as historic markers or memorials, affordable housing, incubating, and encouraging minority-owned businesses, or other actions relevant to addressing HEJ.</li> <li>• Identify potential Project partners and a proposed implementation schedule.</li> </ul>	<p>2022-2023</p>	<ul style="list-style-type: none"> <li>• Community enhancements plan to be completed before final design.</li> </ul>
<p><b>Aesthetic Design Guidelines</b></p>	<ul style="list-style-type: none"> <li>• Hold meetings with the city of Detroit and other local stakeholders to discuss the overall aesthetics of the Project and confirm that there is consistency between various design elements, including bridge structures, gateway treatments, signing, fencing, retaining walls, lighting, landscaping, and non-motorized facilities. The meetings will also discuss other placemaking/historical elements and the branding of the boulevard.</li> <li>• Coordinate with the LAC.</li> <li>• Hold a public meeting.</li> </ul>	<p>2022-2023</p>	<ul style="list-style-type: none"> <li>• The aesthetic design guidelines to be completed prior to final design.</li> </ul>
<p><b>Early Excess Real Property Disposal (Phase 1)</b></p>	<ul style="list-style-type: none"> <li>• Identify excess real property that is unnecessary for highway purposes.</li> <li>• Disposal of excess real property.</li> </ul>	<p>2023-2030</p>	<ul style="list-style-type: none"> <li>• Early excess real property disposal will occur following completion of the land use framework plan, zoning or other land use approvals by the City, and the community enhancements plan.</li> </ul>

*Table 2. Final Design Milestones*

Milestone	Tasks	Estimated Timeframe	Notes
<b>Implementation of Community Enhancements for Final Design</b>	<ul style="list-style-type: none"> <li>Implement enhancement plan for final design.</li> </ul>	2023-2027	

*Table 3. Construction Milestones*

Milestone	Tasks	Estimated Timeframe	Notes
<b>Implementation of Community Enhancements for Construction</b>	<ul style="list-style-type: none"> <li>Implement enhancement plan for construction.</li> </ul>	2027-2030	

*Table 4. Post-Construction Milestones*

Milestone	Tasks	Estimated Timeframe	Notes
<b>Implementation of Community Enhancements for Post-Construction</b>	<ul style="list-style-type: none"> <li>Implement enhancement plan for post-construction.</li> </ul>	2030 and Beyond	<ul style="list-style-type: none"> <li>End date dependent upon planned enhancements.</li> </ul>
<b>Excess Real Property Disposal (Phase 2)</b>	<ul style="list-style-type: none"> <li>Identify excess real property that is unnecessary for highway purposes.</li> <li>Disposal of excess real property.</li> </ul>	2032 and Beyond	

## 5 Measures of Success

Implementation of the community enhancements identified in the Green Sheet related to historic environmental justice will be successful if the following are met:

- Recommendations for the land use framework plan, community enhancements plan, and aesthetic design guidelines are implemented.
- Recommendations leveraging current community resources, programs, and partnerships are implemented.
- Use of excess real property serves the interest of existing community residents and businesses.