

# *A Celebration of Waterford and Its Spirit*



successful retain existing assets community-based destination residential redefined walkable sustainable lifestyle expression beautiful active flexible entertainment big ideas participatory unique retail redefined sports revolution/evolution accessible special memorable

**JJR | HARLEY ELLIS DEVEREAUX**

**Waterford Township Planned Destination Area**

**Vision Presentation**

December 6, 2007

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# Executive Summary

The Waterford Township Planned Destination Area (PDA) Vision Plan provides recommendations for land uses that build and expand on the objectives and policies of the Waterford Township PDA.

The Waterford Township PDA Vision Plan recommendations were developed with the participation of the staff of Waterford Township, the Economic Development Corporation (EDC), stakeholders, and the community. A market research study of the PDA was undertaken, the results of which are included as an Appendix to this document. A number of meetings were convened with the Township staff and the EDC to review issues and opportunities, define objectives, discuss alternatives and reach consensus on recommendations. Four Public Workshops were convened to gather input and dialogue with the community.

The plan recommendations presented in this report will be reviewed by the EDC who will forward it on with their comments to the Planning Commission and Township Board of Trustees for review and action. The ultimate goal is to use the Vision Plan to shape the regulatory and private development process of this area within Waterford Township. The intent of the process is to initiate the creation of **a successful Place that is economically viable, socially useful, and environmentally sound in such a form that it will uniquely reflect the people of Waterford Township.**

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# Acknowledgements

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**Waterford's Planned Destination Area  
has been envisioned to be more than just  
a cohesive arrangement of buildings.  
It seeks to be part of the community  
in a greater and more meaningful way.  
It portrays a place in which all can gather,  
interact and share memorable experiences ...  
a place well remembered as a "special place."**



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# Vision ...

In January of 2003, a community got together to create a Vision for their future; Community aspirations that defined who they were and an expression of the community's people and values. Decisions that became guiding principles that embodied the essence of what it meant to be a community ... **a community called Waterford.**

The Vision further defined a specific area along Telegraph and Elizabeth Lake Roads as a "Planned Destination Area (PDA): "a variety of mixed land uses." This area has been historically known as a destination, largely in part, due to the existing Summit Place Mall that has been the regional retail mall since 1962. Over the years this retail area has diminished as a regional draw because of new retail centers that have developed within the surrounding areas.

So the question that everyone is asking today is - What is the Vision for this area? Many have expressed their opinion as to "the Vision of this area is this, the Vision for this area is that." They use words like:

***Identity ... Expression ... Community ... Family ... Consensus ... Big Idea ... Collaboration ... Celebration***

What is it about these words that make a place.....**a Place?**

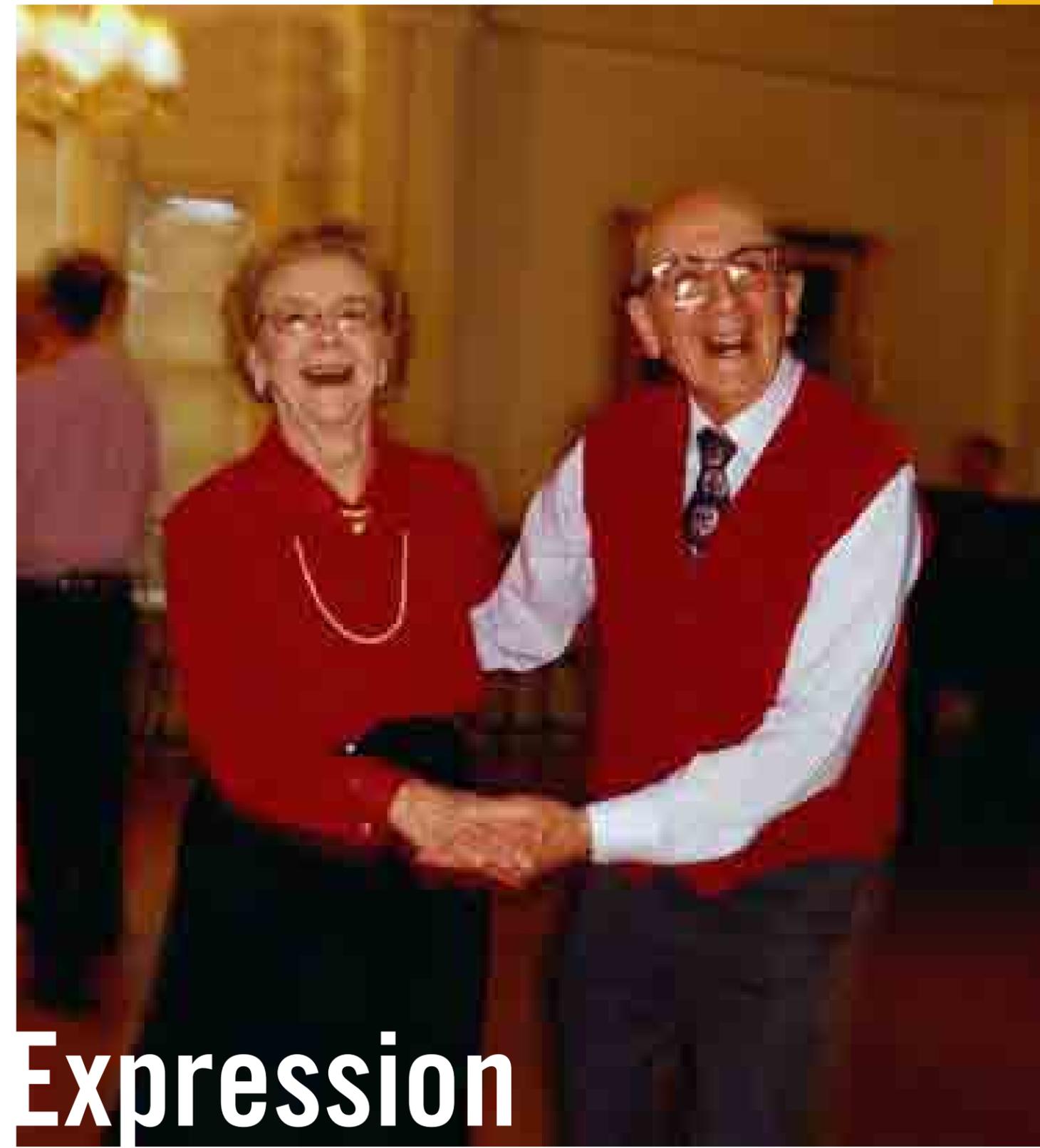
Throughout history, our need for communities that offer amenities that integrate various aspects of everyday life to draw people has always been desirable. These places are memorable; full of the expressions of life that invigorate us all.

There is a very old joke, directed at numerous communities, large and small, that goes... **"I went there, but there was no there ... there!"** Put simply, the purpose of the PDA is to put some there...there. To accomplish this goal, the PDA must create a sense of "Place" that can then successfully encompass the community as a whole.

This is, quite naturally, easier to discuss than it is to do. There are numerous examples of great “Places” in communities large and small. Some were created by architects and planners, others simply evolved over time. In recent years, planners, civic leaders, and developers have been excited by the success of what has come to be known as “new traditional town planning.” The concept of creating community environments recognizes that many, if not most, contemporary suburban cities lack a sense of place or their own identity. The automobile-oriented society is often blamed for this situation. While this is certainly true in part, more than half a century of zoning ordinances based on exclusion and separation have also played a major role in creating environments that are disjointed and anonymous. Likewise, regulations placed upon our built environment by code officials, Fire Marshals and building departments, ostensibly to protect us from injury, have regulated out many of the quirky spaces and buildings that contribute to an exuberantly diverse place; places that make walking around and exploring interesting and memorable.

In this planning concept, residential, retail, civic, and business functions are relegated to different quarters of the city. Because all our lives encompass some or all of these functions on a daily basis, there is little or no choice but to depend upon the private automobile to carry us between these separate venues. The result is not just increased traffic, but a sense of personal separation.

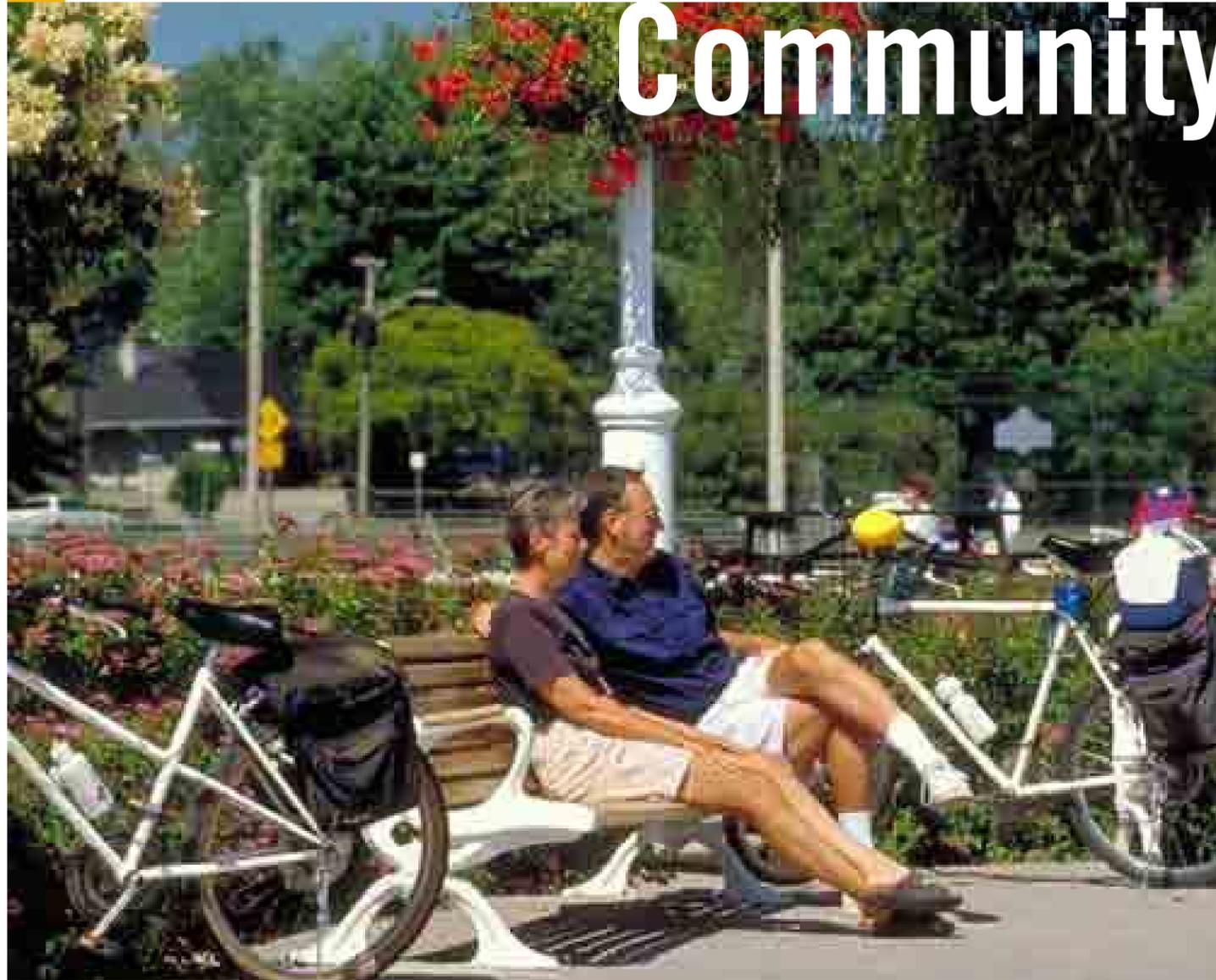
The concept of new traditional town planning reverses that assumption. It seeks to create communities where all the various aspects of community life are integrated rather than separated. It is a relatively simple concept, and one that existed naturally in American towns and cities throughout the first half of the 20<sup>th</sup> Century. The planning concept seeks to add back that layer of “patina” that is characteristic of many older towns that make them memorable. It is the integration of the functions of every day life, including living, shopping, working, and playing that will be the focus of the revitalization of this Planned Destination Area.



# Expression



# Community



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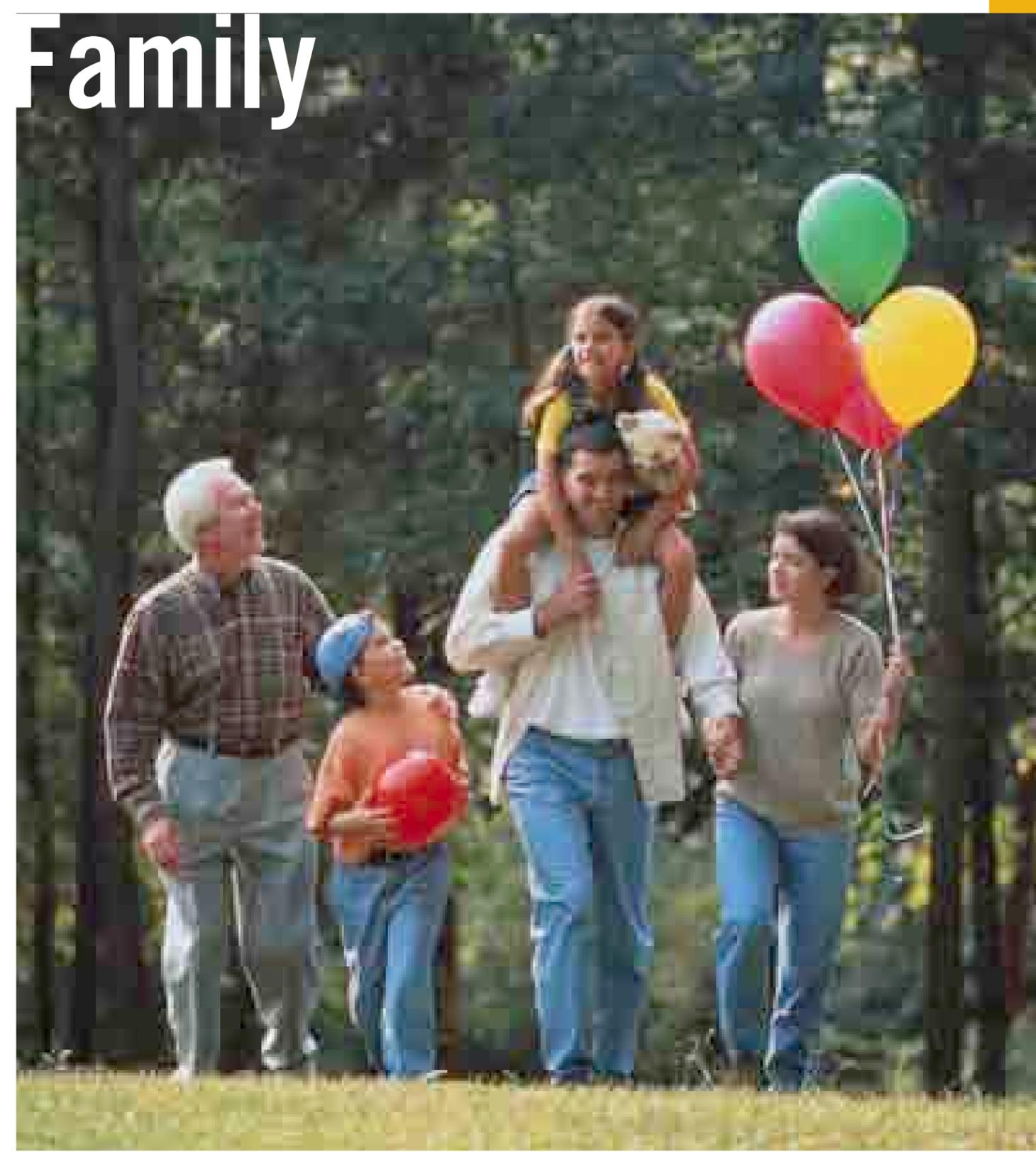
## Why do we need a Planned Destination Area?

This is a fair question, and one that needs to be thoughtfully addressed. Waterford Township's retail hub at Telegraph and Elizabeth Lake Roads had existed for nearly 40 years as a successful retail location, without an overall organizing entity like a PDA. Over the years, Waterford has been on the list as one of the region's successful suburban communities. It has excellent arterial access, quality Township services, a strong tax base, a world-renowned private airport (Oakland County International Airport), exceptional Township schools and sports programs, an incredible park system, and increasing residential stock values. Waterford also has an amenity that is unique in Southeast Michigan: water – **and lots of it.**

But, an increasing trend toward freeway access for large scale retail and an increase in competing retail locations, has put Waterford's retail nexus at a disadvantage that has had the effect of decreasing its market share. The fact is that there are plenty of other attractive retail environments that people will choose over the current Summit Place Mall and its adjacent retail developments. The purpose of a PDA is twofold: 1) to help create a single **identity** with many complimentary uses that can be a **destination** that can overcome the freeway access deficiencies of this location and; 2) to leverage the resources of current taxation to focus on public improvements within the PDA zone to enhance the retail and community environment. A PDA will help make this a place where patrons want to be for the overall experience and for shopping.

## What more could a community ask for?

Part of the answer is in understanding how communities grow and mature. Suburban communities tend to develop along two models. In the first model, a new community grows up around the core of an existing city that has been overtaken by spreading urban development. Birmingham, Michigan is certainly an example of this model. Communities of this type generally maintain the identity of the existing city (for good or ill), and that identity is difficult to alter even though the public institutions and citizen demographics may change radically over time. The second, and far more common, model for suburban development is cities that begin as residential "bedroom" communities and then develop a retail component to service the population base. With some good fortune and aggressive planning, these cities can also develop their own employment base and retail that becomes regional in nature. This is clearly the model for Waterford. A community that develops in this manner can have difficulty in establishing their own identity and are often thought of by residents and visitors alike in terms of a certain corporation, a well known shopping area, or even a particular residential subdivision. In this case Summit Place Mall.



# Family

From a practical and economic standpoint, a strong PDA is good for business. It helps to create a strong sense of community identity. This strong sense of identity makes it easier for business and civic leaders to market Waterford, both locally and nationally. Communities with this kind of positive image historically excel in attracting the highest caliber of business, retail and residential developments, and maintain a strong tax base while providing the highest level of community services.

On a more emotional level, Community Spirit is an intangible, but critical element, in the makeup of a successful community. Community Spirit can be born of many and varied sources, from a successful high school sports team to a noteworthy public institution, such as a university, a museum or a library. More often than not, Community Spirit is established by a general sense of uniqueness, pride and identity. In the past, this uniqueness and identity was often symbolized by the town center. The traditional center was created by important public buildings set upon a town square and surrounded by the places that people worked, lived and conducted commerce. All these elements worked together to create, in both the symbolic and the physical sense, not just the center, but the heart of the community.

In more modern communities, various elements of daily life such as family, work and shopping, as well as access to public institutions are often relegated to separate quarters of the community by zoning ordinances. While this common practice serves the function of separating incompatible uses, it diminishes the sense of community, fosters the feeling of isolation, and precludes the establishment of a unique identity. The town center, more often than not, is a parking lot.



# Consensus



A successful PDA, on the other hand, can help to achieve all these goals. It can create a sense of involvement, foster integration rather than isolation, and become the physical symbol of Waterford's unique identity. Finally, a successful PDA attracts people of all kinds, thereby increasing public interaction and establishing the physical framework for maximum citizen involvement. The most successful PDAs create a level of synergy among the primary elements of urban life. They integrate residential, retail, commercial and public land uses at a single destination that can be utilized and enjoyed by all members of the community.

In June of 2006, Waterford Township commissioned the team of Harley Ellis Devereaux and JJR to further explore defining the Planned Destination Area.

Although no two cities are alike and no two communities are the same, the fundamental process for creating a Planned Destination Area is very similar from one location to the next. It is important to point out that no master vision plan concept is valid unless a process of community consensus and economic reality creates it. The process which this master vision plan has been developed includes:

- Data Gathering
- Conceptualization
- Analysis
- Refinement

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As set forth in the Vision planning process, the information and recommendations that have been compiled were reviewed, additions or changes were made and directions were confirmed in a series of refinements with Waterford Township Steering Committee and the Economic Development Corporation (EDC) along with input from the community and Oakland County representatives. This iterative process has kept the Design Team and Waterford in constant touch with the “reality” of the community’s needs, desires and aspirations for the planned Destination Area.

**Data Gathering**

At the start of the process, it was necessary to assemble various categories of data such as physical site data, external physical site data, area market data, project economics, and community goals and objectives.

**Analysis – Physical Data**

Existing facilities, infrastructure, vehicular patterns, pedestrian circulation, positive and negative environmental conditions and devilmnt constraints have been analyzed within this Visioning plan process.

**Analysis – Market and Economic Data**

The Township had engaged a market consultant (Anderson Consulting) to evaluate the array of appropriate uses, estimate the potential market demand for such uses over time and establish a preliminary program for development. Area demographic patterns, disposable income patterns, household information and sizes, business owners, as well as a list of potential land uses or facilities, which are to be considered for the development opportunities have been derived from this analytical data.

Following a review of existing competitive facilities in the area, recommendations of capture rates have been researched for various uses, resulting in an estimate of supportable space for various facilities within the PDA.





# Collaboration

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## **Analysis – Community Objectives**

While the other analytical tasks had continued, the team met with official representatives and designated community groups, residents, businesses to gather input about their objectives for developing the PDA. A combination of Community Workshops' and Township input meetings were utilized to open a broad range of discussions and focus on certain specific topics, including the nature of the PDA, its relationships and functions in the community, the scale and timing of development, priorities for development, and other issues and concerns related to the area.

## **Community Workshops**

Although the process of planning a PDA may be similar from one location to the next, the exact contents of the steps must always be adjusted to fit the context of each locale. Usually, it isn't immediately apparent at the beginning of this process exactly what data is available for analysis, what concerns the community may have, or what financial resources can be found to implement the plans. In similar situations, we have found that a cost-effective means of starting the process is to begin with a Community Workshop Planning "Charette" (the term, widely used by architects and planners today, derives from the French "Charette," or cart, and refers to the periods of intense design studies by Ecole des Beaux Artes architectural students two centuries ago, which culminated with the students literally throwing the design presentations onto a collection cart as it passed beneath the studio windows).

The Community Workshops were the primary method of encouraging community-wide public participation in the Visioning Process. The purpose of the meetings was to generate a highly organized, well prepared series of activities occurring over a relatively brief period of time. These Community Workshop Meetings were formulated as:

- Community Workshop #1 – Issues and Opportunities
- Community Workshop #2 – Goals and Objectives, Visual Listening
- Community Workshop #3 – Concept Alternatives
- Community Workshop #4 – Preferred Vision

**Implementation - Strategy**

Upon further refinement of the PDA Visioning Plan into a final form, economic strategies were developed into areas that are more definitive. The economic implementation strategies can vary for the numerous aspects of the PDA, depending on the level of public and/or private participation. The further exploration and investigation of different economic implementation scenarios will need to be evaluated as part of the overall process in the development of the PDA.

As a result of this community wide open process, the PDA seeks to create a place where various aspects of everyday life, inclusive of living, shopping, working, playing, community and potential civic enterprises are integrated rather than separated; all occurring in a specific destination. The proper organization and integration of these various uses will result in a dynamic environment that can become self sufficient and known only to Waterford. Such a place would quickly develop a positive, exciting image and brand identity for Waterford Township and its residents.

The Planned Destination Area has been envisioned to be more than just a cohesive arrangement of buildings. It seeks to be part of the community in a greater and more meaningful way. It portrays a place in which all can gather, interact and share memorable experiences ... ***a place well remembered as a “special place.”***



# Celebration



JJ HANLEY CLIC DEVEREAUX

Waterford Township Planned Destination Area  
Vision Presentation  
August 13, 2007  
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Historical Photo comparison of the Waterford PDA area

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# Site Information

In the development of a vision plan, it is important to obtain information regarding the characteristics of the project area. The following section summarizes the information researched and collected during the data gathering phase of the Vision Plan process.

During the data-gathering phase, the following information was obtained from the City and County archives, various governmental departments and City-employed consultants. The data was collected and analyzed to help the design team and residents of Waterford Township understand the physical, economic and social forces that affect the Planned Destination Area.

## History of Waterford Township

Waterford Township, comprising approximately 35 square miles, is located in the geographic center of Oakland County, Michigan. Waterford, organized as a Township in 1835, is nicknamed the “Lakeland Paradise.” It has grown from a wilderness settlement of two families in 1819 to an urban community of 73,150 persons in 2000.

Because of the conversion of Waterford from an agricultural community into a bedroom residential community, by the early 1960s there was commensurate growth in the commercial development along the major roads. Between 1958 and 1962, the number of retail establishments nearly doubled from 256 to 436. Twenty-eight percent of this increase was due to the construction of the Pontiac Mall, which is now known as Summit Place Mall. *(excerpted from Charter Township of Waterford Master Plan-adopted January 2, 2003)*

Much of the retail development in the Waterford area occurred in the area that has been designated the PDA.

## Waterford Planned Destination Area

This first major retail center, the Pontiac Mall developed in 1962 on the north side of Elizabeth Lake Road. In 1971 a freestanding Sears Roebuck and Company was built and North Oaks Plaza was developed west of that. In the early 1970's Quality Pontiac automobile was built. In the 1980's significant retail areas were developed. The Pontiac Mall was renamed Summit Place mall and was expanded to 1.4 million square feet. The Oakland Pointe shopping center was developed within the City of Pontiac directly across Telegraph Road from Summit Place. In 1992 North Oaks Plaza was renamed Summit Crossings and was expanded. Pace Membership Warehouse was added west of Summit North, and Summit Drive was extended northward to link to Pontiac Lake Road. Restaurants were added in the out lots of these developments.

In the late 1990s stores started closing due to bankruptcy and/or disinvestments within their parent companies. The unified ownership of Summit Place, Summit West and Summit North diverged as each was relinquished to lending institutions.

In the 2000's many stores changed names, restaurants were replaced and closed. A car dealership was added. The ownership of the three Summit retail centers changed hands. A group of local investors acquired Summit West and Summit North. Summit Place was acquired by a group of California investors. They tried early on to implement a water park and entertainment complex. This was not carried through due to lack of financing.

Currently the vacancy rates in Summit Place Mall are exceeding 40 percent and the enclosed Mall as an economic entity is clearly on the path of demise. *(excerpted from "Charter Township of Waterford. A Marketing Strategy for development of a Planned Destination Area". Anderson Economic Group July 1, 2007.)*

## Regional Location

The Planned Destination Area is located on the east side of Waterford Township and is directly adjacent to the City of Pontiac and the Oakland County seat.

### Road Network

Telegraph Road is a major regional road and is the main artery that connects Waterford Township on its eastern boundary. The nearest major highway to the east is M-59, which becomes a highway profile 2.3 miles from the PDA, just east of the City of Pontiac. West of the PDA, M-59 is located only 3/4 of a mile away. Dixie Highway is located 1.3 miles north of the PDA. The nearest interstate is I-75 located 5.2 miles north of the PDA at the Baldwin Road interchange. With the development of enhanced road systems in the area, especially I-75, the PDA site has become less accessible than some other nearby shopping destinations that are located closer to the Interstate.

Traffic volumes in the area are robust. Recent traffic studies by Oakland County indicate over 300,000 vehicles passing the PDA daily on Telegraph and Elizabeth Lake Roads.

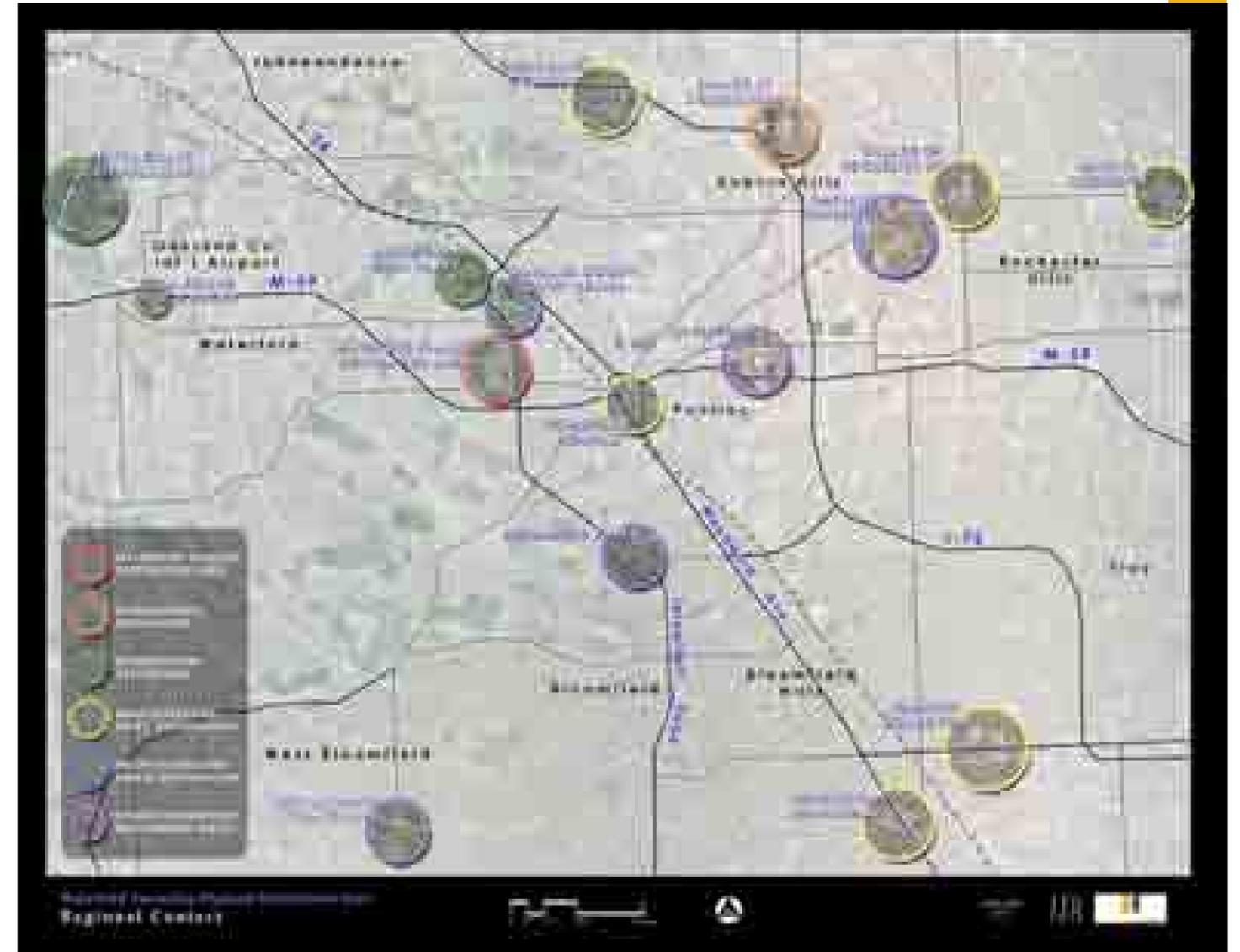
### Nearby Uses

Among the benefits to the PDA location there are 3,000 people who work nearby at the Oakland County campus. Additionally, over 5,000 people visit the County campus each business day. The Oakland County Intermediate School District, immediately north of the PDA, brings over 50,000 people annually to the area for conferences and other meetings.

During the Visioning process, a Regional Context Plan was prepared to show the PDA in context with its surroundings. It illustrates the following:

### Entertainment

Palace at Auburn Hills



*Regional Context Plan with area destinations*





Area Context Plan for the Waterford PDA

### Main Street and Retail

Village of Rochester Hills  
Somerset Collection  
Great Lakes Crossing  
Main Street Rochester  
Downtown Pontiac  
Downtown Birmingham

### Institutional and Public

Oakland County Government Center  
Oakland University  
Waterford Senior Center  
Waterford Mott High School  
Waterford Kettering High School  
Oakland County International Airport

### Recreation and Trail Corridors

In addition to being home of many lakes, Waterford Township also has a variety of parks and trail systems. Some of these are near or adjacent to the PDA. Marion Avenue Park actually borders the northwest corner. It is a large underutilized park that has incredible potential in the future planning of the PDA. Other parks in the area are Waterford Oaks County Park and the Drayton Plains Nature Center in Waterford, and Hawthorn Park in Pontiac.

There are also a series of existing and proposed trails and links in the area of the PDA. These are shown on the Parks and Trails Corridor Plan. Other Recreation Areas and Sports Facilities within the region and their approximate distance from the PDA include:

Pontiac Lake State Recreational Area ( 6 miles from the PDA)  
White Lake Oaks County Park ( 14 miles from the PDA)

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Indian Springs Metro Park ( 12 miles from the PDA)  
 Highland State Recreation Area ( 12 miles from the PDA)  
 Independence Oaks County Park ( 11.5 miles from the PDA)  
 Orion Oaks County Park ( 8.5 miles from the PDA)  
 Bald Mountain State Recreation Area ( 9.3 miles from the PDA)  
 Onyx Ice Arena, Rochester Hills ( 10.7 miles from the PDA)  
 Troy Sports ( 14 miles from the PDA)

Taylor Sports Complex ( 30 miles from the PDA)  
 Compuware Arena ( 31 miles from the PDA)  
 Oakland Yard ( 3.6 miles from the PDA)  
 Oldsmobile Park- Lansing ( 75 miles from the PDA)  
 Lakeland Tri Ice Arena ( 5.5 miles from the PDA)  
 Pontiac Phoenix Plaza ( 2 miles from the PDA)  
 YMCA Auburn Hills ( 6.7 miles from the PDA)  
 Pontiac Country Club and Golf Course ( 2 miles from the PDA)

## Current Zoning and Land Use

### Zoning

The project study area of 246 acres is zoned primarily commercial/office. There is one small area designated Multi-Family. The PDA area is primarily retail shopping, restaurants, car dealerships, and car services.

### Land Use Map

The Zoning & Land Use Map indicates that the many of the buildings in the PDA area are currently vacant. The housing in the PDA is located on the south side of Elizabeth Lake Road north of Holbrook Street.

## Property Ownership

The PDA is subdivided into two areas straddling Elizabeth Lake Road. A total of 126 land owners lay claim to parcels within the PDA. North of Elizabeth Lake Road, there are 14 separate land owners with the balance of 112 owners south of the road. The largest parcel is the Summit Place Mall site at approximately 74 acres. The smallest site is a residential lot at approximately 0.12 acres.



Zoning Land Use Map





Regional Parks and Open Space Corridors Plan

## Site Inventory and Analysis

### Within the PDA

There are 14 different owners within the PDA. The majority of the retail is composed of the Summit Place Mall, Summit West, and Summit North and their respective parking lots. An electrical power substation is located just north of Summit Place Mall parcel. There is a created wetland that is west of the former Sam's Club. Along Elizabeth Lake Road, both on the north and south sides, are a series of retail and automotive related establishments. Housing is the primary use immediately south of the businesses that border Elizabeth Lake Road.

### Surrounding Uses

The two major roadway corridors that intersect the PDA site are Telegraph Road (north-south) and Elizabeth Lake Road (east-west). Starting at the northwest boundary and moving in a clockwise direction, the following uses surround the PDA. Marion Street Park is a very nice but underutilized park that is accessed from Marion Avenue west of the PDA. Moving along the north boundary is the Oakland County Intermediate School District Building and to the east of that is the Oakland County Government Campus. Along the east boundary is the City of Pontiac which includes a large shopping center and housing south of Elizabeth Lake Road. Bordering the southwest corner of the PDA is Lakeland Place, a senior housing community. Along the west boundary and adjacent to Marion Street Park is also housing. Donelson Hills Elementary School is located in this neighborhood.

### Businesses

#### North Side of Elizabeth Lake Road (west to east):

Jacobsen's Flowers  
 Medical Center  
 Little Rico's Pizza  
 Pack N Ship  
 Frerick's Home Builders  
 Quality Pontiac Ponderosa  
 Marathon  
 Dick Scott Kia

#### West Side of Telegraph (north to south):

Duke of Tile  
 St. Vincent Thrift Store  
 Big Apple Bagels  
 Rent-A-Center  
 Goodyear  
 Imperial Auto Wash  
 Suburban Uniforms  
 Pittsburgh Paint  
 Colortyme

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**South Side of Elizabeth Lake Road (west to east):**

- Doctor Office
- Applebee's
- Family Dollar
- Powerhouse Total Fitness
- ABC Warehouse
- Arrowhead Mall Apartments
- Firestone
- White Castle
- Master Radiator
- Mattress Discounters

- Don Pablo's (vacant)
- Popeye's
- Red Lobster
- Sears
- Cinema I, II, and III (vacant)
- Summit Place Mall – Includes anchors-Macy's, Kohl's, JC Penney
- Dunkin Donuts
- McDonalds
- Taco Bell

**Access Road north of Summit Place (west to east)**

- Gander Mountain
- Best Buy
- HG (portion occupied by Steve & Barry's)

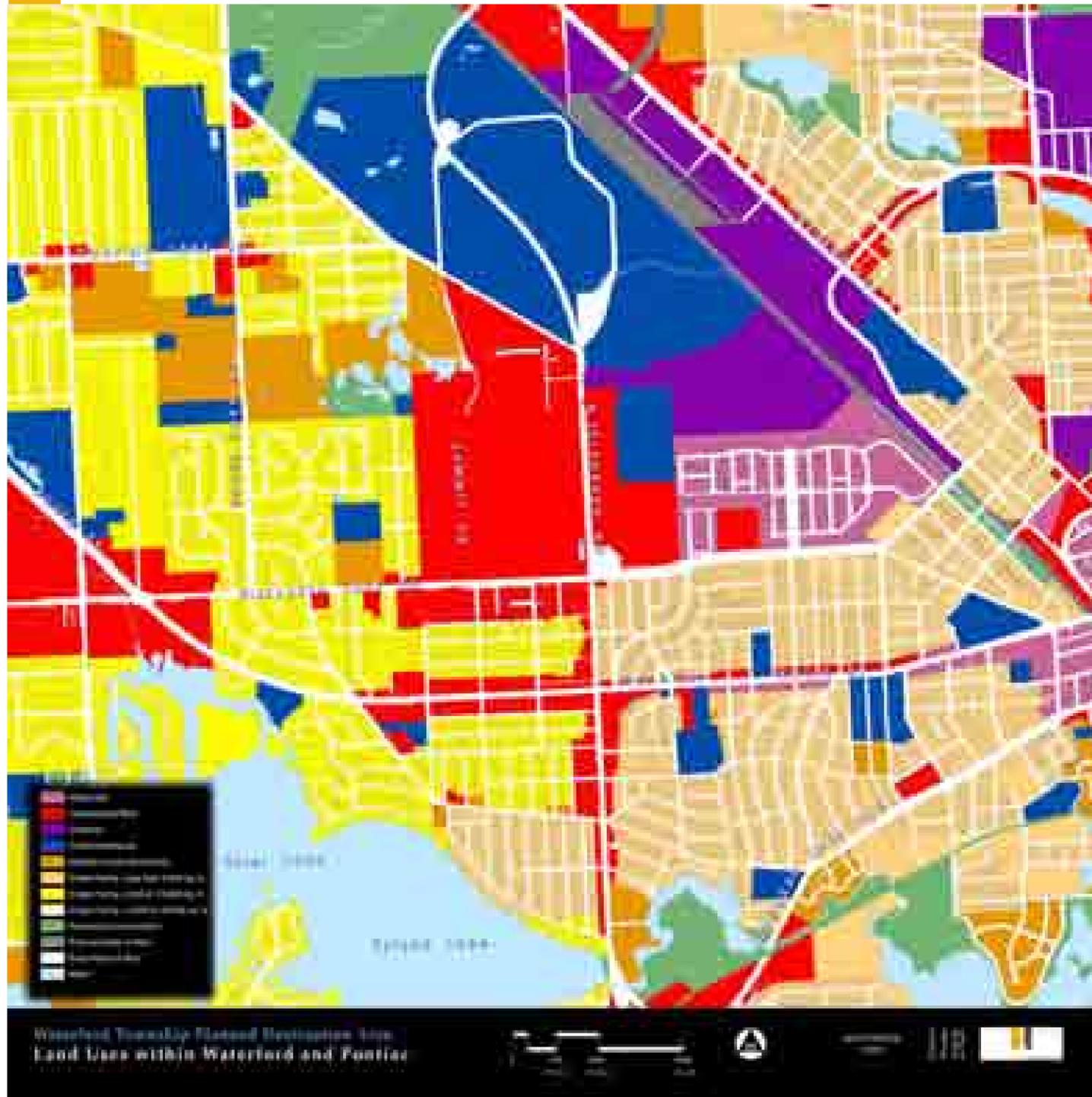
**Summit Drive (north to south):**

- Sam's Club
- Lunghamer Cheverolet
- Office Max
- Family Christian Store
- Dots
- Target



*Aerial view showing location of proposed PDA- 2005*





Land Use Master Plan in the vicinity of the PDA

## Public/Private Input

The Planning Team sought input from many different stakeholders in the PDA Visioning Process. These included:

- PDA area Residents
- Community members through participation in Workshop Meetings
- PDA area Landowners
- Oakland County leadership
- Pontiac Chamber of Commerce and City leadership

## Community Workshops

At the community meetings the citizens of Waterford described themselves as:

- Friendly, informal, welcoming, approachable
- Strong Family
- Light hearted
- Strong Community Bonds
- Fun
- Hardworking
- Do it yourself
- Safe and secure
- Proud of athletes
- Avid sports fans
- Feel natural features are an essential part of who they are

### Community Workshop #1, November 14, 2006, Summary

The workshop took place from 6:30 to 9:00 PM, with several participants remaining afterwards to express their concerns with Ralph, Mark, and Cameron. Bob Vallina, Charlotte Burckhardt, and Larry Lockwood stayed to comment on the participants' main concerns.

The auditorium was crowded with active participants (an estimated 80-100 people) seated 6-7 to a table. The dialogue session lasted for approximately two hours and there was a break to allow inter-mingling to occur and for some participants to leave early.

The Town of Waterford has an identity-crisis, a self-deprecatory attitude ("Water-tucky"), and the citizens expressed concern about the township's image. The Summit Place Mall is known within teenage circles as "Scummit Place Mall."

Several citizens lamented the lack of a downtown, a center, or a main street within the township.

Charles Marr, representing the Summit Place Mall's ownership firm, stated that Summit Place Mall contains 2.4M square feet of total retail space and that walking inside the mall from one end to the other equals 1.4 miles.

Oakland Pointe Shopping Center contains 600K square feet of retail space, according to the Pontiac Chamber of Commerce representative.

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Mr. Marr informed the audience that at the Mall's height of profitability the township received \$1.6M in tax revenue whereas the last tax payment was \$400,000. Mr. Marr also stated that the Mall possesses a 60% vacancy rate and that a higher vacancy rate is expected with upwards of six tenants not renewing leases. The ownership is interested in any economic development tools that would be available to spur revitalization.

Most of the participants who spoke expressed specific visions for the future of the mall. They ranged from keeping the mall as-is, to adaptive re-use, to a complete redevelopment effort. Ideas included: a minor-league ballpark, a recreational complex, ice-rink, mixed-use center, condominiums, senior/assisted living housing (mentioned by Mr. Marr), conference center, hotel, high-tech offices/light-industrial, offices along the periphery, several restaurant chains, other national anchor stores, arts village, cultural festival venue, new cinema.

David Tisdale manager of Summit North and Summit West shopping centers, reminded the audience that there must be a revenue stream associated with any development within the PDA. He informed us that Steve and Barry's will soon relocate into the vacated HQ building and will depart from Great Lakes Crossing after Christmas. He also mentioned Dollar General as a new tenant within the shopping centers.

A minor-league baseball stadium was pitched by the "Manhattan on the Rouge" development firm, which apparently successfully developed a ballpark in Northern New Jersey.

The Oakland County Government Center was mentioned as a strong asset for the PDA, with upwards of 3,000 people working and visiting the complex. The Oakland County School Board building also provides a ready base of customers. The high traffic volume and visibility along N. Telegraph Rd. was mentioned as an asset.

#### Public Comments Noted, Workshop #1- Nov. 14, 2006, Waterford Township PDA

- The potential of the arts to rejuvenate the Summit Mall.
- Have to drive 30 minutes for shopping.
- Saving the Mall's existing assets (Macy's, other stores).
- The Mall's core as an asset.
- Future viability of retail.
- Needs to be a reason to come to the Mall.
- Hotel/Convention Center.
- Airport is strategic location within an amazing county.
- Waterpark plan – lender did not see economic viability.
- Cheesecake Factory is destination.



*Community Workshops fostered participation the PDA visioning process*





*The Summit Place Mall is part of the PDA*

## *A Celebration of Waterford ... and Its Spirit*



- “Classic” Mall is not successful in many places around country.
- Steve & Barry’s – 110K sf. -new addition to mall area.
- Township needs to have a responsive review and approval process that has a short timeline. This is important for retailers and developers when interacting with Township. The “cash clock” is ticking.
- Viability = variety.
- Shrink Mall back to its original size
- Plan must be flexible enough to allow for future change.
- Traffic congestion is perceived as a problem by some residents.
- Beautify the roads is important to attracting new development.
- Need some residential homes. It be all retail.
- Bloomfield Plaza is successful -understand dynamic. (We should benchmark this)
- What are pressures to do something? Response by mall owner:
  - 60% vacant mall
  - 2005 Mall realized trouble
  - More stores leaving
  - Mall strung out – 1.4 mile lap
- Need to redefine retail.
- Who picked the boundary?
  - Why?
  - Retail and edges? Why is part of a residential neighborhood within the PDA boundary?
- Current development=2.5M S.F Retail.
- Site formerly pig farm.
- PDA needs to be “Unique.”
- PDA needs to be for ALL.
- PDA needs to be BETTER!
- Need to incorporate recreation/fun into the Mall.
- Mixed-use design/development could be successful.
- Needs to be a continuous revenue source.
- Infrastructure concerns/needs. Perception that some infrastructure is inadequate.
- Mall needs to be attractive, more landscaping, especially at the entrance.
- Program should include opportunities for Special events – cultural festivals.
- Chicken and Egg dilemma between stores and customers. How do you attract customers without stores? How do you attract stores without customers?
- Need to draw outsiders to Waterford
  - Ball park – could be used 200 days/year

- Ethnic events
- Waterford has identity problem
  - No downtown. Needs to be unique to give “sense of place”
- Site positives
  - close parking
- Recreation should be included in the plan
  - swimming
  - ice skating- perceived lack of ice for hockey etc. in area
  - skateboarders
- Need something that provides sense of “community.”
- Convenient shopping is lacking.
- Communities need to work together – Waterford and Pontiac.
- 3,000 people work in O.C. complex. (according to Charlotte Burckhardt)
  - a captive audience that could be attracted to PDA
  - provide for lunch crowd and after work events and shopping
  - more restaurants?
  - conference space?
- People make place viable.
- Citizens are encouraged to shop at Summit Place Mall to support Waterford.
- Internet shopping is growing trend.
- Why is PDA in this location?
- Airport and M59 could be part of Automation Alley. County could focus on this PDA.
- PDA needs to be “walkable”. Needs walkable connections to county complex.
- “Green” Development.
- Citizens, Township officials, retailers, developers, and design team- all parties must Trust each other for this effort to be successful.



*Existing businesses in the PDA*





*"The Fridge" at Waterford Oaks County Park*

## *A Celebration of Waterford ... and Its Spirit*



### **Note Cards handed in at end of meeting, November 14, 2006**

#### *Card 1*

Has to be a need, want, attraction for people to want to go there.

Most valuable usage would be a mixed use including commercial, retail and residential.

Surrounded by Waterford, Pontiac, Bloomfield Hills, Keego Harbor, Sylvan Lake.

Some things that aren't there any more: grocery store and Bloomfield Park.

Things that are around and could aid in the draw: Costco, Target (and new Super Target at Telegraph/Square Lake Road), Great Lakes Crossing.

Ideal combination: Commercial along Telegraph and Elizabeth Lake Road – the perimeter. Make it an outdoor mall like Village of Rochester, or like outdoor mall in Columbus, Easton Center. Be sure to include a grocery store, Walgreens, Starbucks, local pub and/or restaurant.

Need to have "green" element. Have a "town center" that would have an outdoor skating rink that could pick up hockey games/skating in winter. In summer, it can host a farmers market or outdoor performances or outdoor movie theater on the lawn. Housing needs to be a higher density – combo of: senior living, loft, duplex condos. Skate rink- drop in hockey, skate park. Convention center. What about Silverdome?- Convention center will not work. Kids bring \$ of over 40 age group. Tax abatement. NEZ would help.

#### *Card 2*

Give it a district or area identity/NAME.

Mixed use.

Low impact development/sustainable developments.

Keep Summit Place Drive open.

Has a needs assessment been done?

Hotel, retail, office, residential, grocery store? Recreation/open space.

Walkability/good vehicle circulation.

Festivals? Night life?

Use wayfinding and branding for easy ways to get around.

#### *Card 3*

A new zoning ordinance.

*Card 4*

Connect airport with Mall.

Entertainment (like Andiamos in Warren).

Housing for all – young families, senior housing (baby boomers).

Retail.

Ball field?

*Card 5*

Core -smaller retail – Macy's, Penney's, Sears, plus “?”

Covered parking with people mover's to each entity and drive up parking.

Support retail such as fuel, retail, dining, upscale single and multiple family and senior living with parks and recreation to show people shopping in safety or enjoying recreation.

*Card 6*

I believe the Summit Place should continue to be a retail center (primarily). The Mall became overbuilt in the 1990s and I believe Summit North and Summit West are the excess retail fat. I would rather see these areas as office buildings with some viable retail that would not feed off of the core Mall's business, but rather enhance it. I believe the most important point in the redevelopment of the Summit Place is the preservation of the core Mall. Let's focus on repopulating the core Mall and perhaps trimming the surrounding north and west Summit properties. In short, I would like to see the Summit Place remain an indoor mall that perhaps could draw business away from Great Lakes Crossing, which is becoming overbuilt.

*Card 7*

Can the public see the process that Harley Ellis Devereaux will be using for this engagement?

*Card 8*

What is the owners intended use?

*Card 9*

Missed the facts!

1. Current zoning.
2. The process to “do” something with the area... “planning.”
3. Discuss the tax abatement. Advantage? To whom?
4. Possibility to establish an NEZ? This would bring homebuyers!



*View of a quiet pond in Marion Park*





*Little Rico's Pizza at Telegraph and Marion Ave.*

#### *Card 10*

Target destination is “tired”.

Revitalization/vibrancy requires:

- something unique
- something with appeal to wide range of residents (young, old, male, female, different income brackets.
- something to make surrounding businesses better (like Ben Wallace made the other Pistons better)
- Something to attract “outside” dollars.

#### *Card 11*

1. I want to see Waterford Township give back to the community.
2. Let the people have entertainment in the area. Rebuild businesses.
3. Summit Place Mall deserves something to do with entertainment.
4. Summit Place Mall needs to have something to do in a community way.

#### *Card 12*

Please consider moving next Town Hall to a more accessible location – Oakland Schools.

Closer to Mall encourages people to think of Mall.

Better parking.

Can host up to 500 people easily.

Meet a neighbor.

#### *Card 13*

Bldv Roads.

High rise buildings: lawyers, professional, exporters.

High end homes with Blvd and trees.

#### *Card 14*

Mixed Use

- retail (reduced)
- office
- residential (condos, senior residences, high rise)
- park areas
- walkable!
- restaurants

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*Card 15*

I'd like to see a restructuring of a variety of stores.

- NAME BRAND stores
- Mall EVENTS
- FAMILY FRIENDLY
- PROMOTE IT!

*Card 16*

- Green space
- Attractive landscaping
- Walkability
- Recreation area/programs for teens and families
- Restaurants
- Cultural programs

*Card 17*

If boundary line remains as map shows now, I will set right on the new highway – I have lived here in my home for 52 years and don't want to move, to say nothing of my friends, neighbors, who have lived around me for a lot of years.

I hope the boundary line does not include Holbrook.

*Card 18*

We need a community center; someplace where people can meet and eat and play. This is a prime piece of land in a fabulous area minutes from Oakland Int'l airport and just across the street from Oakland County campus.

ART CENTER – THEATRE – PARK

Provide great activities and great food and they will come!

*Card 19*

Need:

- high end retail, unique stores: Borders, Barnes & Noble, etc.
- need broad appeal
- promote ease of shopping at the mall site/easy access
- Open park, walking track for our large senior population



*Master Radiator on Elizabeth Lake Road near N. Josephine Ave.*





*Visual Listening Streetscape popular example*

- Skate park for youth, recreation facilities, play scapes
- Movie house/auditorium rental
- Convention center/tap the airport traffic
- Location for arts production, plays, exhibits, concerts
- Possible hotel as anchor for convention center
- Possible garden site in park/gazebo for summer concerts
- A community center would provide many assets

*Card 20*

Artist place – art colony.

People do want upscale stores.

The closest mall is 12 Oaks which is crowded every time I visit.

Could be an Expo Center like Rock Financial Showplace with surrounding shops.

*Card 21*

I want all of you to think creatively and test/research viability of an Art Space, or at least consider the long history of arts and culture to revitalize dying areas.

Know that Michigan's GNP is significantly and positively impacted by the Arts and Culture Industry.

You can begin with a low budget and watch it grow. Thanks for being here, and LISTENING. It felt good to be heard.

Please feel free to visit our Studios @ Summit Place Mall. North of Kohl's and South of Sears, enter at Telegraph entrance and we're immediately on your right.

*Card 22*

Needs to be:

- Core of the Community
- Need a quaint Downtown Village 'Destination'
- Maybe stores with apartments (i.e. flats) above them.

*Card 23*

Realize that Retail and Community can work, if the "Small Guy" (home owners) are actually heard, and considered. We still have a younger generation to consider.

*A Celebration of Waterford ...  
and Its Spirit*



*Card 24*

We have enjoyed the Starlight Theaters. Inexpensive, close by, enjoyable evening versus going to Detroit. More entertainment venues would be good.

Need signs on the campus guiding people to meeting places. The article in Oakland Press that I read did not have the name of the building for the meeting.

*Card 25*

Pleasure to have made your acquaintance. I have been hoping an opportunity like this would come to pass.

- Designer (jewelry – landscape)
- Luxury jewelry sales. Mayors.com (Florida/Georgia)
- 15 years retail
- 12 years management
- Employee Summit Place – 8 years
- Case Western Reserve
- Cleveland Institute of Art
- Musician- 3 albums
- Promoter – 9 band/groups – DJ's, Fulcrum Productions/Pied Cypher Events
- Bar Management
- Nimble Jack Brand Consulting
- Demo – Sycho – Research – brainstorm, etc. (would appreciate involvement on weekly basis).

*Card 26*

Image is the most important thing to us.

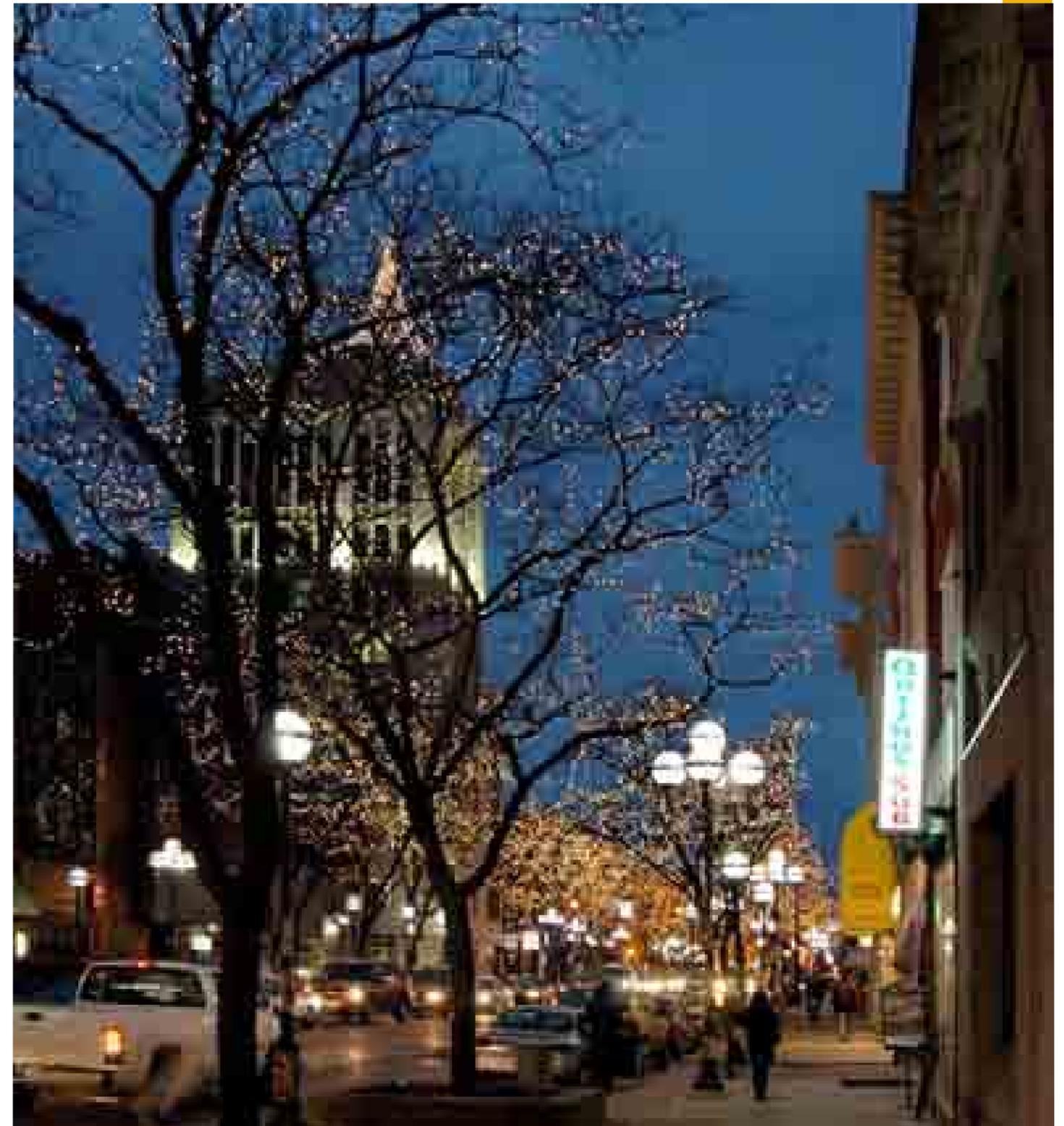
Would like to see things “to do” – “stay and play.”

Restaurants, cafes, coffee shops, unique retailers, some recreation (ice rink).

Like “walking” theme, community needs a place to hang out, beautified area.

*Card 27*

- Stage plays (shows)
- Antique Road show
- Public transportation



*Visual Listening Streetscape popular example*





*Visual Listening Sports Activities popular example*

#### *Card 28*

Diversify the area:

- Restaurants (not just fast food)
- Cultural (theater, live/show, arts, special events)
- Office
- Sports
- Retail

You need a place where all ages can come and enjoy.

#### **Community Workshop #2, January 9, 2007, Summary**

The workshop took place from 6:30 to 9:00 pm. at the OCC Highland Lakes Campus. Bob Vallina and Charlotte Burckhardt stayed to recap with the consultants.

The auditorium was relatively full of participants (an estimated 100 people) seated 6-7 to a table. The dialogue session lasted for approximately two hours and there was a break to allow inter-mingling to occur and for some participants to leave early.

Ralph Mocerino began the presentation by outlining the evening's agenda. He then reviewed the previous workshop and gave a recap of what was said. Cam Weimer gave an overview of the market area and regional context in regard to parks and trail corridors, destinations including main street and retail, entertainment, institutions, and sports facilities. Cam presented benchmarks of other similar developments that referenced a range of activity from a) making no improvements, b) making some improvements, to c) completely changing the character of a place. Elizabeth Iszler presented the "visual listening" portion. A series of 38 photographs were shown and the audience was asked whether they felt each represented a destination to them and to rate them accordingly. They included streetscapes, sports activities, water, festivals, parks, retail venues, parkways, roundabouts, winter activities, and open spaces. Jeffrey Smith presented a section on the market analysis and its importance to this project. He discussed market supply and demand, gap and opportunity, weighing risks and benefits, and weighing wants and needs. He also discussed what local wants and needs may include.

There were individuals in the audience that were concerned about this project proposing to take their homes or that this PDA would impact their taxes and force them out.

Comments included:

- Health care facilities are also a destination and have not been addressed.
- High end office space should be included to attract high paying corporate jobs.
- Mass transportation was very important.

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and Its Spirit*



- Don't be afraid of change.
- 7,000 people go through the area due to the Oakland County seat being located nearby and that we should take advantage of that.
- Additional ideas on how to revamp/improve the mall.
- Many people do their shopping in Rochester.
- More pride in Waterford was needed. The addition of beautification committees and projects created by volunteers would help.
- Non-profit community arts studios.
- Establishing a community communication system.
- The natural features of Waterford should be taken advantage of.
- Create something different.

Charles Marr, representing the Summit Place Mall's ownership firm, discussed why the mall has declined citing the advent of the internet and increased competition in the area. He commented on how the birth of Wal-Mart/Costco has impacted other retailers. He also mentioned that there is currently 2.5 million square feet of retail in the area and that currently 1-1.4 million is viable. He spoke of previous attempts to improve the mall, but in the end didn't have the backing of investors.

Ralph discussed the importance of a long-term growth strategy and that some of these ideas could provide a quick fix only. Our way of defining this was to ask the question, do you want an evolution or revolution? The group also discussed the differences between private and public funding.

In closing the team asked the audience some questions to consider:

- For whom is this destination?
- Is this a local destination or for the surrounding region, or both?

Ralph Mocerino concluded the meeting by discussing next steps and what would be presented at the next meeting. He also reviewed a timeline for the rest of the planning effort.



*Visual Listening Sports Activities popular example*





*Visual Listening Water images popular example*

#### Notes from 2nd workshop, Waterford PDA, January 9, 2007

- Healthcare is a destination.
- Universal Mall – Look at more closely.
- Office space.
- Transportation in the community needs to be considered.

#### How is Retail Changing?

- Internet.
- Wal-Mart – discount retail.

#### How do we know what works?

- Traffic counts.
- Cheap office space.
- Need something other than office to keep area alive at night + W/E.
- Need individual pride in community. Beautification of private property as well as volunteer work to enhance public spaces.
- Need corporate jobs in Waterford.

#### High paying jobs.

- What's going to happen to our homes?
- Whatever is decided, it's the community that has to want it.

#### How do we get momentum going?

- CASINO!
- Wal-mart
- Home Depot
- Lowes
- Water

#### Tradition:

- Sign lights
- Christmas Trees

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We need full community buy-in.

Need to be able to pay for, or afford, what we decide to change.

Needs to be redefined.

Create something different.

Evolution of area:

- need long-term plan
- need sustainable development – something that lasts for decades

### Community Workshop #3, March 13, 2007, Summary

The third community workshop was held at the Oakland Intermediate Schools Building. The consultant team provided a summary of what they heard from citizens at the previous two community workshops as well as from citizens via email, phone and written correspondence. The consultants then provided an overview of their economic analysis, including the benefits and risks related to redevelopment efforts in the Planned Destination Area. The core question that the consultants have been working to answer is - what is the “place” that citizens want the Planned Destination Area to be? The consultants concluded that Waterford citizens want the Planned Destination area to be a place where people do things as opposed to just buying things, as well as a place that transforms the passive and ignites the active. With this general conclusion, the consultants presented a mixture of uses that they believe will bring this conclusion to reality: active adult residential, traditional residential, sport and recreation facilities, civic events facilities, open space amenities, auto retail, and a more compact retail area. The consultants asked the workshop attendees if they are on the right track, with the consensus being that this mixture of land uses would provide the “sense of place” desired by the Waterford community. The consultants concluded by outlining the next steps that will occur prior to holding the fourth and final workshop. There will be a dialogue with the stakeholders, development of a funding plan, test the viability of various sectors of development, and define the sequence of approaching implementation.



*Visual Listening Water images popular example*





*Visual Listening Festival images popular example*

## *A Celebration of Waterford ... and Its Spirit*



### **Community Workshop #4, July 10, 2007, Summary**

The fourth community workshop was convened at the Oakland Intermediate Schools Building. The consultant team presented the recommendations for a preferred redevelopment concept framework that they will be incorporating into a final report for submittal to the EDC. The consultants stated that they discovered that the Planned Destination Area objectives, as expressed by the citizens through the planning process, include expressing Waterford's Spirit such as Waterford=Sports, redefining the retail experience, making the area walkable and connected, and making it a place for all age groups. The consultants also stated that the mix of uses discussed at the third workshop is economically viable when certain conditions are achieved, which were summarized and discussed. The consultant team also presented a summary of the findings derived from the economic analysis. Finally, the consultants explained the recommendations for implementation action items that they will be submitting to the EDC. The consultants indicated that the size of the area will require a phased redevelopment; that the redevelopment effort will be more comparable to a marathon than to a sprint. The consultants will also be recommending that the Township consider establishing a Corridor Improvement Authority that could assist with public improvements and with facilitating the public/private partnerships that could assist with achieving some of the redevelopment goals.

### **Built Examples**

EastgateTown Center, Brainerd Tennessee

Mizner park, Boca Raton, Florida

Park Forest, Illinois

The Glen Glenview, Illinois

## PDA Recommendations

### PDA Objectives

A series of objectives were defined with the community that serve as guideposts for the development of the PDA. These ideas, taken in aggregate, serve to bring the idea of the PDA into focus.

### A Revolutionary Idea

In order to create success within the PDA, we must define what the characteristics of success are as it relates to Place and as it relates to the community. In dialoguing with the community, it became clear that the PDA could not be a rehash of the Summit Place Mall. The notion of the mall and its surrounding retail developments (Summit North, Summit West, ancillary Elizabeth Lake Road retail) evolving into another version of itself will simply prolong its slow demise. What is really needed is a **Revolutionary Idea**; something that lifts the PDA into a long-term success trajectory. This successful idea will be an aggregation of many mixed use components that will express Waterford's Spirit in a unique, one of a kind way. Redefining this area in order to create a greater diversity of experience will lead to a greater sense of vitality, an identity for the community, and a more cohesive brand for Waterford.

### Express Waterford's Spirit

In discussions with the community, several adjectives surfaced that help define the Spirit of Waterford. It was clear from discussions that the Township's **natural features** are an essential part of who Waterford is. The presence of water is an important identity element. The community defined itself as **friendly, informal, welcoming** and **approachable**. The citizens of Waterford have **strong community bonds** rooted in **strong family** ties. The community sees itself as **light hearted** and **fun**. Rooted in its manufacturing background, Waterford citizens are a group of **hard working, do-it-yourselfers**. Waterford residents perceive their community as **safe and secure**. As an avid, **sports-loving** community, Waterford is very proud of its athletes. It is important that the PDA reflect these characteristics accurately in the way it is configured (welcoming, safe, fun, hard-working and abundant in natural features) and in the types of uses that may be situated in the PDA (family and community oriented, sports oriented, welcoming and approachable). In doing so, the PDA will celebrate the unique Spirit of Waterford, providing a delightfully diverse mix of uses that will differentiate it from other destinations.



*Visual Listening Festival images popular example*





*Visual Listening Parks image popular example*

### **Redefine the Retail Experience**

From the market research and benchmark studies, it is clear that a redefined retail experience fits within the objectives of the PDA. What makes a redefined retail experience is a diverse mix of shops, both in size and offerings, that fits with the needs of the demographics that will frequent the stores. First and foremost, the demographic is the citizens of Waterford. Although there are plenty of passersby who are driving through Waterford on their way elsewhere, it is the residents of Waterford who will be the largest block of users of the retail within the redefined PDA. Understanding the needs and wants of this demographic will be key. Additionally, the position of retail within the PDA must recognize that the corner of Elizabeth Lake Road and Telegraph Road is the “100% spot,” the best place, for capturing both destination shoppers and passersby. Private sector determination of the position of retail should consider this fact while also being aware that the further that the retail is positioned off this corner, the further its success may be diluted.

### **Unique ... One of a Kind (Land Use Recommendations)**

In addition to a redefined retail experience, the revolutionary idea for the PDA should also strive to create a unique, one-of-a-kind experience. As the Waterford brand identity, this experience should reflect Waterford; the community, its story, history, assets, and spirit. Therefore, an expressive and diverse mix of uses that includes not only retail, but civic spaces, creative spaces for artists and actors, sports venues, a mix of residential offerings and open spaces is the planning team’s encapsulation of the vision for Waterford’s PDA. This Place will be a true destination that meets the needs of daily, convenience users as well as intermittent, event-focused users. It will be a Place where people will want to linger; delightful, festive, convenient, beautiful and safe; A Place where people do things as opposed to just buying things; A Place that transforms the passive and ignites the active.

At **246** acres, the PDA is a large area capable of accommodating many uses. Due to its size in particular, special attention must be given to making the PDA walkable and connected. Ideally, the mix of uses will be positioned to permit multiple activities to be connected without the need to drive between them. Achieving a high density of uses will be important as this permits more venues to be gathered in a smaller, easy-to-walk area. This pedestrian orientation is important for creating the scale and ambiance of linkages and spaces that are comfortable and well-proportioned in contrast to spaces scaled for vehicle traffic can frequently become stark and overwhelming. Other modes of movement should also be considered. These may include free-to-borrow bicycles, trolleys or trams, and moving walks. Both the mix of uses and the provision for multiple modes of movement between venues will enhance the desirability of the place for all ages of users. A broadly diverse patron age range will, in itself, create high interest in the destination.

All of these components, with broad appeal and unique flavor, are intended to differentiate the PDA from other destinations. Competition will be stiff. Other developments in the area will vie for patron attention. The thing that will elevate the Waterford PDA to a place of success will be its unique identity, tied to the community, patronized primarily by the community.

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and Its Spirit*



## Implementation

In contrast to the lofty ideas that describe the Vision for the PDA, answering the question “Where do we begin” must be rooted in “down in the trenches” detail. Implementation is all about process, regulations, economics and understanding the tools at your disposal to reach your goals. The most basic driving force behind any implementation initiative is the willingness of the private sector to invest and reinvest in the PDA. The following is a description of the components that constitute the detail of implementing a successful PDA.

### Phased Development

A large site such as the Waterford PDA can accommodate a large number of uses. Due to its size, economic realities, existing uses and infrastructure, and the large number of stakeholders that own property within the PDA, it is necessary to create a plan that provides for phased development. The importance of a phasing plan is that it allows an orderly development of districts that support a high quality environment. These dynamic, cohesive and complimentary environments contrast distinctly with typical stand alone developments that offer no linkages, low quality and little, if any, synergy. There may be a tendency to want to implement everything all at once, right away. However, it is important to recognize that high quality environments require thoughtful planning and infusion of resources to be successful. Sacrificing quality at the expense of expediency is frequently a recipe for long-term failure.

In order to develop a phasing plan, the first order of work is to develop a use/development zones diagram that can overlay on the existing land uses in the PDA. This overlay allows a clear understanding of which existing elements, facilities and infrastructure, can remain while still permitting development of early priorities of the ultimate plan. The diagram will show the opportunities for future creation of development parcels/districts including events/sports, green, and residential uses. The development zones diagram conveys important elements of character and connection. Height and density relationships of buildings balanced with open space are conveyed in this diagram.

The precise order of phasing has many considerations. Preserving desired existing uses should be a priority along with creating the ‘next generation’ retail component that can accommodate 620,000 square feet. Creation of organizing elements that will provide the skeletal structure for the ultimate plan should be considered an early phase priority. Elements such as open space areas, road networks, vehicular entry/egress points, pedestrian linkages, and supporting utility infrastructure are part of this category.

It is not out of the question that the multiple phases of the Waterford PDA implementation could occur over several decades. Remember, the PDA is more a marathon than it is a sprint.



*Visual Listening Parks image popular example*





*Visual Listening Retail Venues image popular example*

### **Corridor Improvement Authority**

For Townships such as Waterford, establishing a Corridor Improvement Authority (CIA) is a very effective means of capturing funds that can support the phased development of the PDA. Used in many municipalities throughout the country, a CIA enables townships, cities, and villages to promote economic redevelopment in a designated area. Under the CIA, Waterford Township can begin to implement tools that capture tax money that can be applied for specific improvement purposes within the PDA.

A CIA must be for a designated area. In this case, the PDA may encompass all or part of the CIA area, the boundaries of which are defined by the Township Board.

### **Tax Increment Financing**

The CIA is empowered to use “Tax Increment Financing” (TIF). This is a process that allows the CIA to capture a portion of regular property taxes within the CIA district. It must be made clear that the TIF creates no new taxes added. There is no increase in taxes for anyone. It simply takes the regular taxes that property owners pay and keeps them within the CIA area for CIA public improvement projects. A TIF can fund a wide range of public improvement projects specifically within the designated CIA area.

These may include:

- park and open space improvements
- Sewer relief work
- Relocation of overhead utilities underground
- Flood protection
- Street lighting, street paving, curb and sidewalk, street trees
- Demolition / land clearance
- Other actions as necessary to promote/assist development of new mixed use housing, commercial, or office uses

Strategically, it will be important to realize a strong start to the PDA efforts. As such, it will be important to leverage CIA/TIF funds as soon as they become available as part of the taxing cycle. Seeing built results will be important.

### **Public/Private Partnerships**

Another implementation measure that can be brought to bear on the PDA is the effective use of Public / Private Partnerships (PPP). A PPP is a system in which a government service or private business venture is funded and operated through a partnership of government and one or more private sector companies. The purpose of these is to leverage private investment through strategic investment of public resources. An example of a PPP could be a civic facility for flat shows and ice constructed by a private developer and then leased to the CIA. The private developer then acts as landlord, providing housekeeping and other services while the Township itself provides services. In a PPP, the public sector guides policy but both participate in financing and operation. The process for such partnerships has already begun in Waterford’s PDA.

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### Master PDA Developer / Project Manager

In order to keep the myriad of activities moving along in a coordinated fashion for the PDA, someone has to hold responsibility for the overall effort. This individual will be called the Master PDA Developer/Manager. This individual must be knowledgeable of Township and County processes and be familiar with their respective personnel in order to have effective communication. This individual will be supported through the CIA as TIF funds will be utilized to pay for their services.

The specific responsibilities that the Master PDA Developer/Manager will accept include the following:

- Keep the implementation process/projects on track- maintain a schedule that will keep the work progressing at a good pace. Without a schedule and someone to keep all parties on it, projects and activities will flounder.
- The Master PDA Developer/Manager will facilitate developer negotiations where representatives from both the private sector and the Township or other agencies of government will determine the scope, cost and payment responsibilities for the development.
- The Master PDA Developer/Manager will work with all governmental agencies, acting as a liaison representing the interests of both Township and private parties in any development initiative, as well as shepherding the review and approval processes for all governmental oversight, identifying early in the process potential items that could slow the review and approval process.

### Additional Tools and Resources for Development

In order to provide as many opportunities for PDA success as possible additional tools and resources for development should be made available. Since projects that are viable within the PDA will have the backing of both government and private development, they will tend to be more acceptable risks for institutions to provide funding. Some of these programs may include the following:

- Neighborhood Residential Improvement loan program- Since all residences within the PDA can be treated as a single development block, this program offers loans for individuals to improve their residential process at a lower interest rate than what may be available on an individual basis. It permits homeowners within the PDA to get lower interest rate loans to improve their properties.
- Business Improvement loan program- Similar to the Neighborhood Residential Improvement program described above, the Business Improvement loan program will permit businesses within the PDA to secure lower interest rate loans to improve their properties and facilities.
- Right of Way Improvements- Through the guidance of the Master PDA Developer / Manager coordinated efforts can be made with the Michigan Department of Transportation (MDOT) and the Road Commission of Oakland County (RCOC) to secure improvements to the rights-of-way along Telegraph and Elizabeth Lake Road where these roads border the PDA. Improvements can be of the nature that can enhance not only vehicular circulation, but also create and upgrade pedestrian circulation opportunities. Stormwater management enhancements can be funded. Additionally, funding can be directed to improvements



*Visual Listening Retail Venues image popular example*





that affect aesthetics including landscaping and signing.

- Coordinate other funding opportunities- As a non-profit organization the PDA may be entitled to apply for additional grant monies. Programs are offered for a range of improvements. These may be funded by public agencies such as the Michigan Department of Environmental Quality (MDEQ) or by private donors and private non-profits. The non-profit status of the PDA provides solid assurance that any grants and donations will be used for the public good within the PDA.

### Administrative Actions

Many other activities will be required by government groups to make the PDA effective. Oversight of the development of the PDA is the direct responsibility of the Township with a secondary responsibility falling to the County. As such, there are several groups that will participate in one way or another in the decision making process. They include the following:

- Economic Development Corporation (EDC) – The EDC has taken a lead role in the planning efforts for the PDA and will continue to provide its economic development expertise and assistance to ensure economically-viable redevelopment of the PDA.
- Planning Commission - The Planning Commission is responsible for reviewing and proposing Zoning Ordinance amendments to the Township Board. In particular, the Planning Commission will be responsible for overseeing the development and recommendation of PDA Overlay District zoning ordinance language that will provide coordinated transitions between compatible uses within the PDA and furnish the general form that will define this special Place. The Planning Commission is also responsible for overseeing and adopting the Township’s Master Plan, including the narrative and maps establishing PDA development density and massing goals and objectives. The Planning Commission will also be responsible for reviewing and proposing the establishment of District Guidelines that will determine the look and feel of each PDA district. These Guidelines will deal with the “nuts and bolts” of how each district will appear and function. Architectural guidelines referring to scale, color, degree of openness and opacity of storefronts, view corridors, lighting, landscape treatments, etc. will be a part of these guidelines. Additionally, the Planning Commission may apply a sustainable design guideline that could call for environmentally responsible construction and the development of high performance buildings and sites. The Planning Commission is also responsible for ensuring that site plans for PDA developments conform to the Township’s Master Plan.
- Township Board of Trustees- The Township’s legislative body is responsible for initiating and overseeing all aspects of the CIA, they will control the purse strings as it relates to the focus and distribution of CIA money for enhancements in the PDA. The Township Board is also responsible for approving all Zoning Ordinance amendments.
- Corridor Improvement Authority Board (CIA) - If established by the Township Board, the CIA would be responsible for preparing a development plan and tax increment financing plan and forwarding them to the Township Board for consideration and approval. The CIA would also be responsible for managing the implementation of CIA projects and interacting with the Planning Commission, EDC, and Oakland County to ensure effective project implementation.
- Oakland County- As they have a financial contribution as part of the CIA and hold a fiduciary responsibility with respect to coordinating County-wide planning initiatives, representatives from Oakland County Planning and Development will be closely

*A Celebration of Waterford ...  
and Its Spirit*



consulted in the decision-making process of the PDA.

- Township Community Planning and Development Department (CPD) - The CPD is charged with providing staff services to the Township Board, Planning Commission, EDC, and CIA with respect to the preparation and development of research and documents related to Township Zoning Ordinance amendments, Master Plan narratives and maps, PDA District Guideline, and sustainable design guidelines.
- Cooperation - In order to be a success, the PDA must foster a spirit of cooperation between land owners and Township. All must recognize that they are 'in it together'. Land owners must understand that what is good for their neighbor is also good for them as they collectively strive to create a very special destination that will attract a broad range of patrons.

### Managing Expectations

The development of a Planned Destination Area of this size and with the large number of land owners is complex. There are a host of "moving parts" that all need to move in synchronous order for the best outcome. The development and management of the PDA requires time. All parties must understand that this process is more like a marathon and less like a sprint. This can be particularly difficult for those who expect immediate results.

It is also critical for all parties to understand that this will be a Living Process. Overlay Districts and Development Guidelines will describe the overall arrangement of the components as well as the detail of how they will look and function. But over time, everything can and will change. It is the ability of all parties to understand and manage the changes that will determine the success of the PDA.

As the process moves forward a part of it will be private development oriented and another part will be regulatory in nature. These will function on parallel tracks. During the process, one of these parallel tracks may get ahead of the other resulting in delays. It is important to understand that this may occur, particularly with the increased complexity of the project. As regulatory and development activities work more closely together, each will discover that the process can be fun and meaningful.

Finally, it is important to understand that this sort of complex Planned Destination Area has been done before. We are not inventing the wheel again. There are many examples of successful PDA's from around the country. These are places that recognize a worthy risk and are willing to work hard and collaboratively to reach a goal. Rather than "evolution" where communities try a simple makeover and fail, it is the examples of "revolution" where communities ultimately reinvent themselves that serve as the benchmark of success for Waterford's PDA.



# Revolution



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