



NEAR EAST SIDE REDEVELOPMENT PLAN

CENTER · EAST · BURDICK · STANTON · BROADWAY · MILL · WASHINGTON
VILLAGE OF OXFORD

Draft for Presentation to Planning Commission
June 7, 2016



Near East Side Redevelopment Plan

Village of Oxford, Oakland County, Michigan

Planning Commission Draft June 7, 2016

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1. Introduction

Welcome to the Village of Oxford's Near East Side Redevelopment Plan. This Plan reflects the Village's strategies for redeveloping underused and incompatible sites within the area immediately to the east of downtown.

Purpose

The purpose of this plan is to determine the sites within the Near East Side that are ripe for redevelopment, to articulate the Village's preferred redevelopment scenario, and to define a path forward to improvements that will benefit the landowners and the general public by creating a more vibrant and economically healthy Oxford.

This plan should be used as a guide for the Village, landowners, and developers during a future development process for any site included herein.

Relationship to Master Plan

This Plan is an addendum to the Village's Master Plan, which was last updated in 2011. The Plan does not deviate substantially from the Master Plan's vision. Instead, it dives down deeper, articulating the planned character for each redevelopment area with more specificity. This plan also includes specific implementation actions which the Village will carry out to support the envisioned redevelopment, including alterations to the Form Based Code within the Zoning Ordinance.

This plan also includes a clarification of the vision for two areas – Glaspie Street between Burdick and Broadway, and the 98 Glaspie property. Those two sites are not included in the Redevelopment Plan Boundary, but they are included in this document in order to clarify and update the vision presented in the 2011 Master Plan.

In some instances, this plan conflicts with the 2011 Master Plan. In all such instances, this Plan shall take priority.

2. Background and Overview

Existing Conditions

For the purposes of this plan, Oxford's "Near East Side" is defined as an area bounded by Washington Street on the west, Church Street on the north, and Broadway on the south. The eastern boundary is Glaspie Street south of Burdick Street, and Mill and Louck Streets north of Burdick Streets.

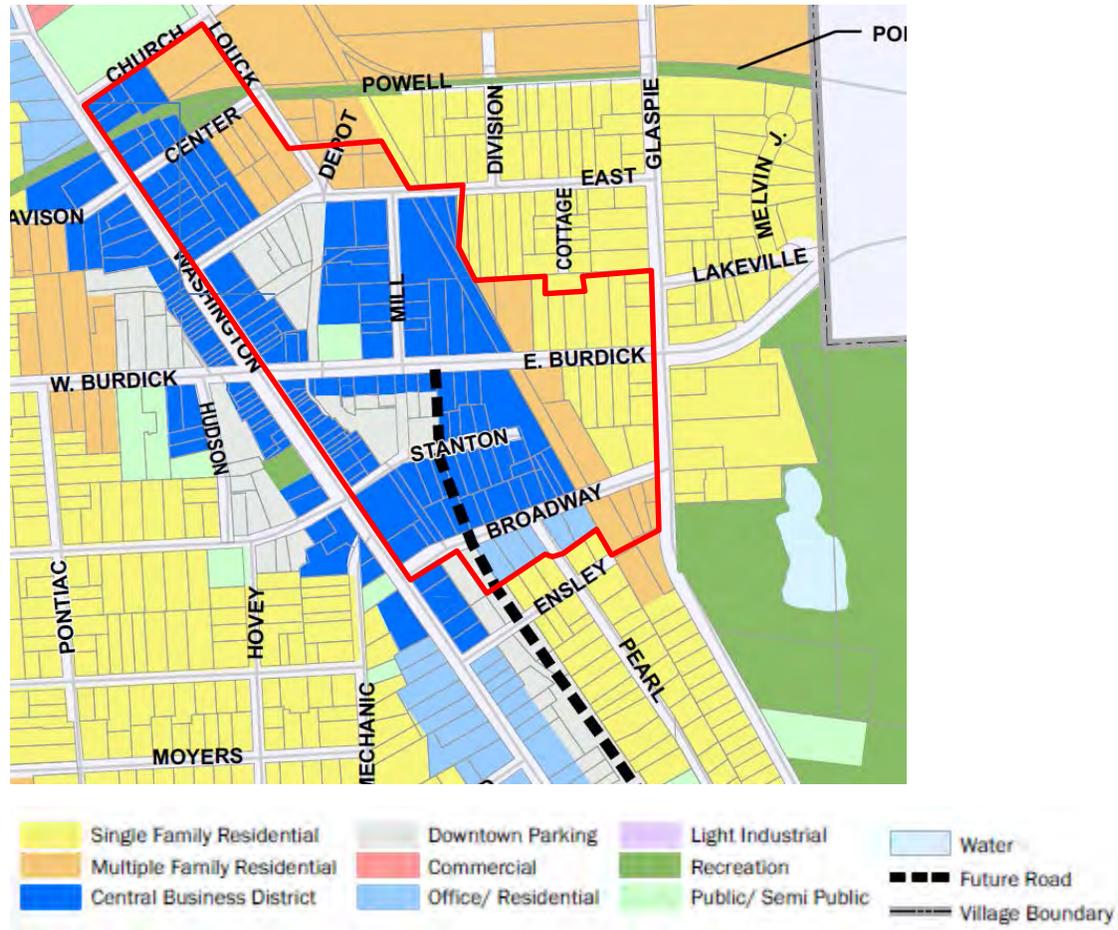
The area is defined by transition, both in space and in time. It is the transition to Downtown Oxford from residential areas such as Oxford Lakes and rural areas further east. It is also in transition from a single-family residential area dotted with industrial uses to a more coherent and denser district that supports the retail businesses downtown Oxford through residential and office uses.

Redevelopment is already underway along Mill Street between Burdick and Broadway, where three mixed use (residential/office/retail) buildings, along with additional public parking, are being proposed by a developer in partnership with the Downtown Development Authority.

2011 Master Plan

The 2011 Master Plan envisioned the Near East Side as a dense, mixed-use district. Most of the area is planned for an expansion of the Central Business District, including related parking. Blocks further away from Washington Street are planned for Multiple-Family Housing. A portion of Broadway is planned for Commercial/Office, a category that complements the nearby Downtown. The only portion of the plan area that is planned for single-family residential is the existing homes along Burdick Street.

Map 1: Near East Side, 2011 Future Land Use Map (Redevelopment Plan Boundary in Red)



Public Input

In late 2015, an online public input survey was distributed to Oxford residents. Residents were surveyed on their preferences for redevelopment with a Visual Preference Survey, which asked respondents to rate images from 1 (“I would hate to have this in Oxford”) to 5 (“I would love to have this in Oxford”).

The five highest rated redevelopment images were as follows:

Average Rating: 4.41



Average Rating: 4.31



Average Rating: 3.86



Average Rating: 2.73



Average Rating: 2.68



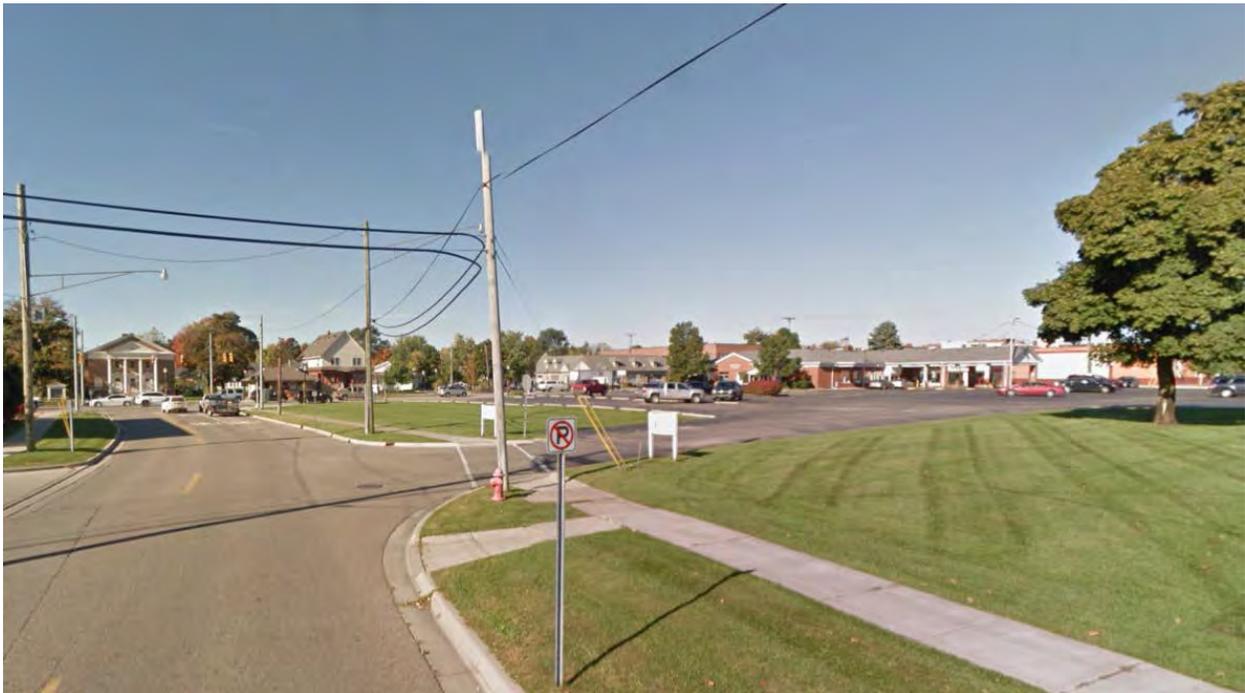
Specific Redevelopment Areas

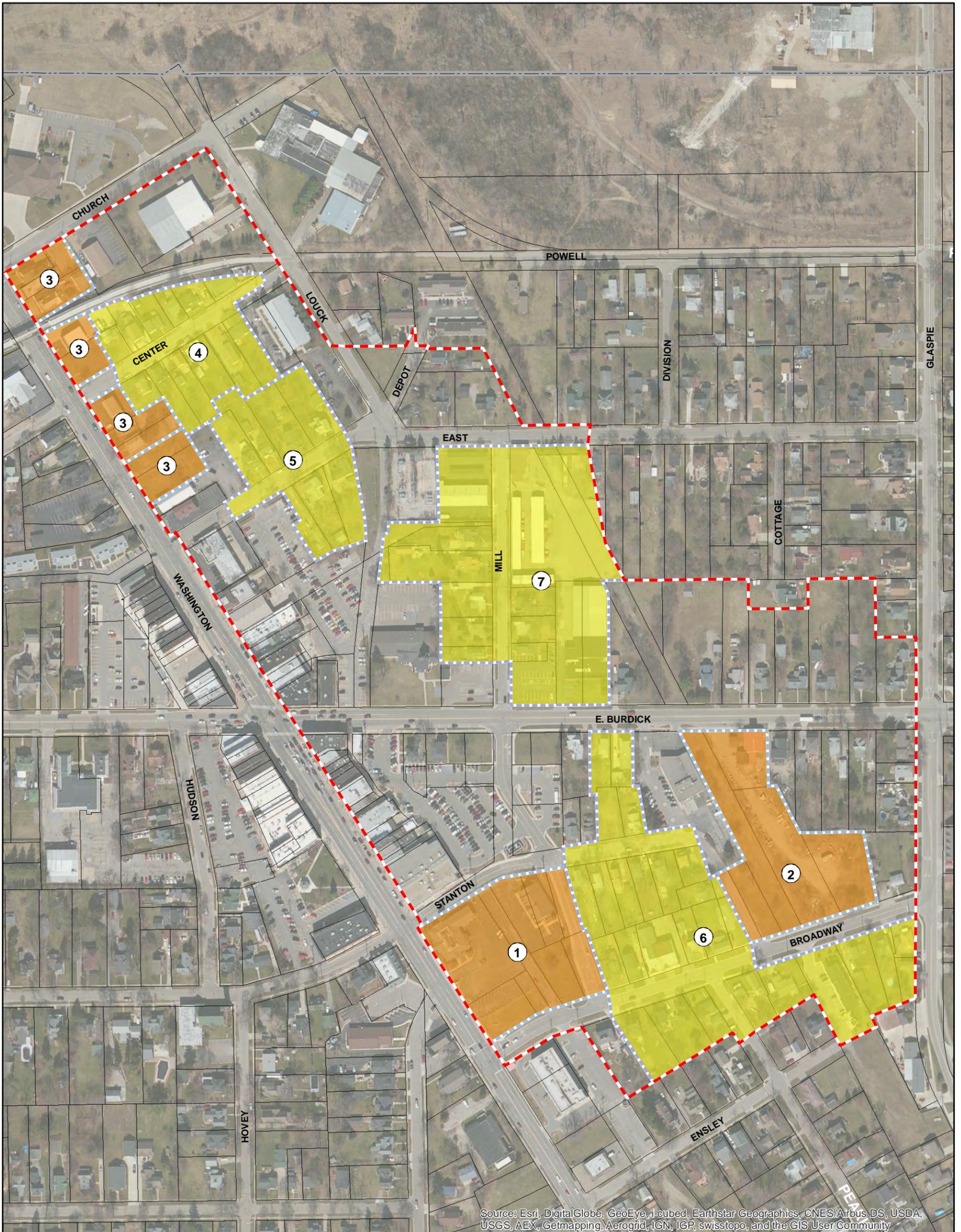
For the purposes of this plan, the plan area has been divided into three categories, as shown on Map 2.

- **Redevelopment Sites** are the high priority locations for new development within the plan area. They are currently underused and incompatible with their surroundings and present opportunities for development that will complement nearby uses. Four locations are designated as Redevelopment Sites:
 - **Oxford Bank.** While the bank plans to keep its headquarters on site, it is planning to consolidate its operations and may no longer need the Financial Center at the northeast corner of the site. Additionally, this downtown-adjacent site is characterized by excessive parking and vacant lots, leaving plenty of development space that could include a new bank headquarters and several other uses.

- **Hampton Block.** This site is an underused industrial facility characterized by stacks of bricks and other outdoor storage. It is located near the downtown and adjacent to residential areas, making it a perfect candidate for additional housing.
- **Washington – Center.** The east side of Washington Street from East Street to Church Street has an inconsistent character, with businesses, parking, houses, and empty lots fronting the Village’s main corridor. This plan seeks to determine how these sites could be redeveloped into a coherent district that complements the downtown.
- **Character Change Areas** are lower-priority redevelopment areas. These areas will be redeveloped more slowly, on an ongoing basis. Generally, they were identified because their existing uses do not reflect their future land use category in the Master Plan, and also because they can better complement their surroundings through redevelopment. Four areas are designated as Character Change Areas.
 - **Center Street.** This block, just north of the downtown, runs adjacent to the Polly Ann Trail. It is currently characterized by single family homes, but planned and zoned for multiple family and mixed-use. This plan seeks to envision how the planned redevelopment can occur in a manner compatible with the trail and the existing homes.
 - **East Street.** This block faces a similar situation to Center Street, with single-family homes in place but planning and zoning for additional density. East Street is immediately adjacent to Downtown Oxford and the Northeast Quadrant parking lot, making redevelopment likely.
 - **Mill Street.** Between Burdick and East, Mill Street has an industrial character with interspersed residential uses. The current uses are incompatible with each other, their surroundings, and the Village’s planning documents, making redevelopment desirable.
 - **Broadway and Stanton.** Between the Oxford Bank and Hampton Block sites, there is a block of single family homes. With redevelopment likely surrounding this area, the future of these homes is described in this plan.
- **Planning Clarification Areas.** There are two areas just outside of the Redevelopment Plan boundary where the Planning status will be clarified by this plan:
 - **98 Glaspie.** This vacant industrial parcel is owned by the Village and surrounded on two sides by Scriptor Park. A third side faces the Village DPW yard. A proposed multi-family residential development was denied by the Village Council in 2016 due to strong public opposition. The 2011 Master Plan classified the site as “recreation”, but this plan envision a low-to-mid density residential development that complements the surrounding park, lake, and homes.

- **Glaspie/Burdick.** On the east side of Glaspie, just south of Burdick Street. There is an eclectic mix of businesses, residences and empty lots. The 2011 Master Plan classified the entire area as Single Family residential. This plan will clarify the vision for that stretch.
- **Others Areas,** not designated as Redevelopment Sites or Character Change Areas, are not discussed in detail in this plan. It is the intent of this plan for their future character to be as described in the Village Master Plan. In many cases, that means that they current character is planned to continue unchanged.





Source: Esri, DigitalGlobe, GeoEye, i-cubed, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community

DRAFT

Base Map Source: Oakland County GIS, 1/08
Data Source: Village of Oxford 2012

Near East Side

Village of Oxford, Michigan

February 16, 2016

- Redevelopment Sites**
- 1. Oxford Bank
- 2. Hampton Block
- 3. Washington Center

- Potential Character Change Areas**
- 4. Center Street
- 5. East Street
- 6. Stanton/ Broadway
- 7. Mill Street

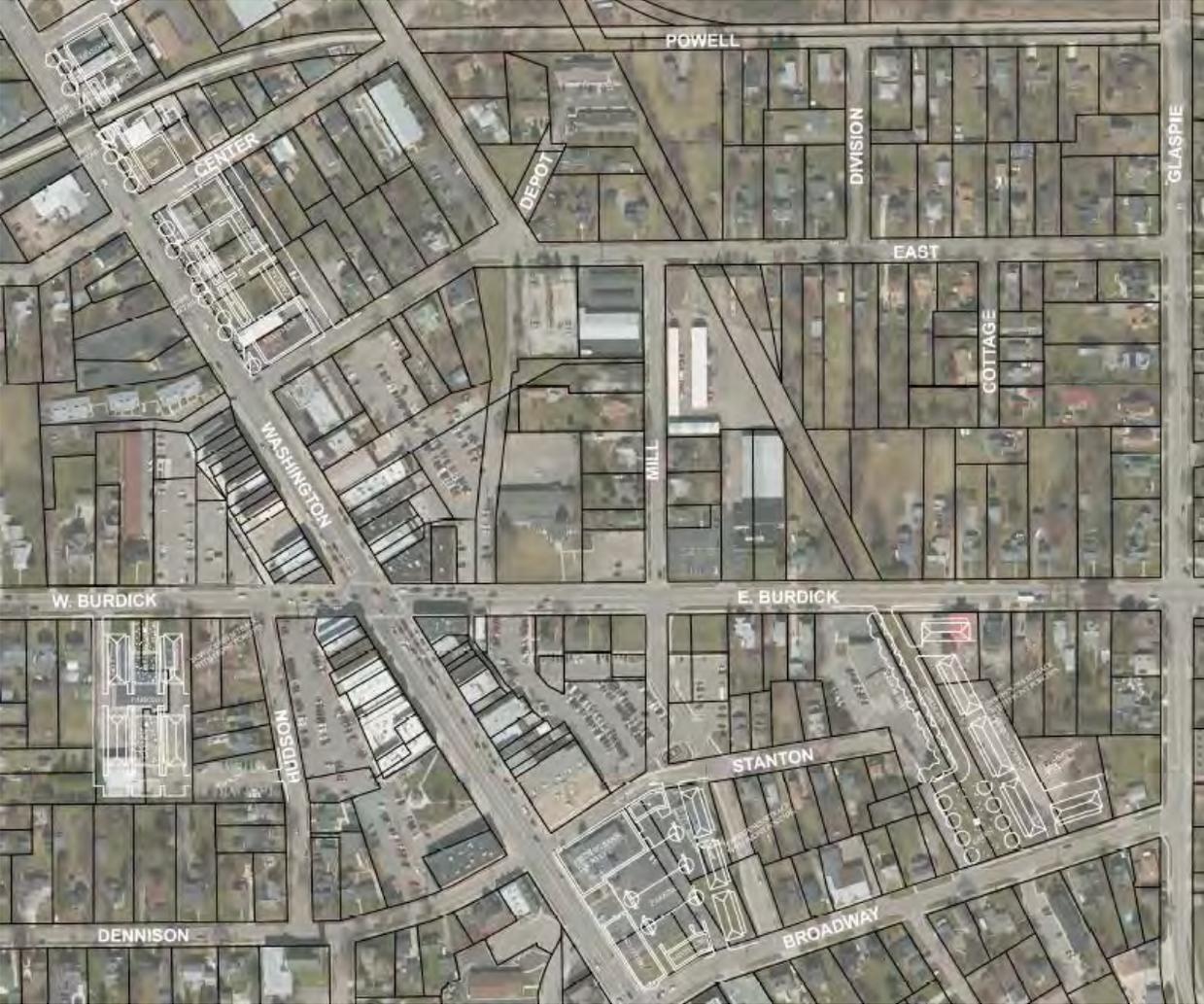
Redevelopment Plan Boundary



3. Redevelopment Sites

Introduction

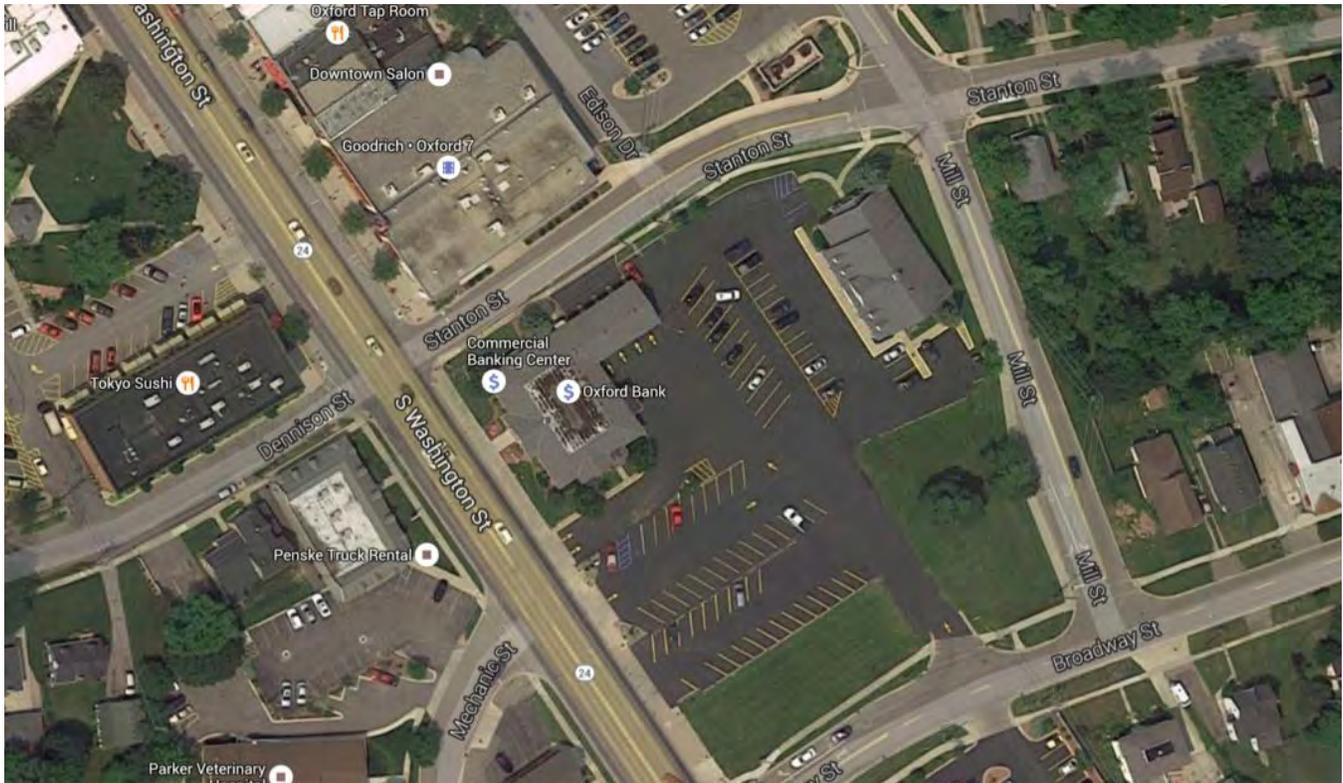
The following pages contain detailed descriptions, complete with pictures and conceptual plans, of the Village of Oxford’s vision for the redevelopment sites in the Village’s Near East Side. The purpose of these pages is to guide redevelopment and to ensure that the Village’s vision is realized as Oxford grows and densifies.



REDEVELOPMENT SITE 1:

60 SOUTH WASHINGTON

OXFORD BANK



Existing Conditions

- Attractive office buildings set back from sidewalk with manicured lawns.
- Excess of paved parking dominating three of four frontages.
- Underutilized empty grass lots along south and east site frontages.





Development Objectives

- Extend downtown character to the south.
- Increase residential density in downtown.
- Create a continuous street wall on Washington (with the exception of no more than one driveway and/or pedestrian cut-through)
- Create a generally continuous street wall on Stanton, Broadway, and Mill, with no more than one driveway per frontage.
- Infill cavities created by vacant lots or frontages.
- Combine vehicular access and parking behind buildings, and keep enough parking to allow public parking for the downtown.
- Provide direct pedestrian access or connections to building entrances from the sidewalks at front.
- Extend retail uses at grade with storefronts fronts along Washington St. frontage, and possibly other frontages.
- Develop a mix of uses, including office, retail, residential, and possibly hotel.
- Buffer new residential uses from traffic noise along M-24.

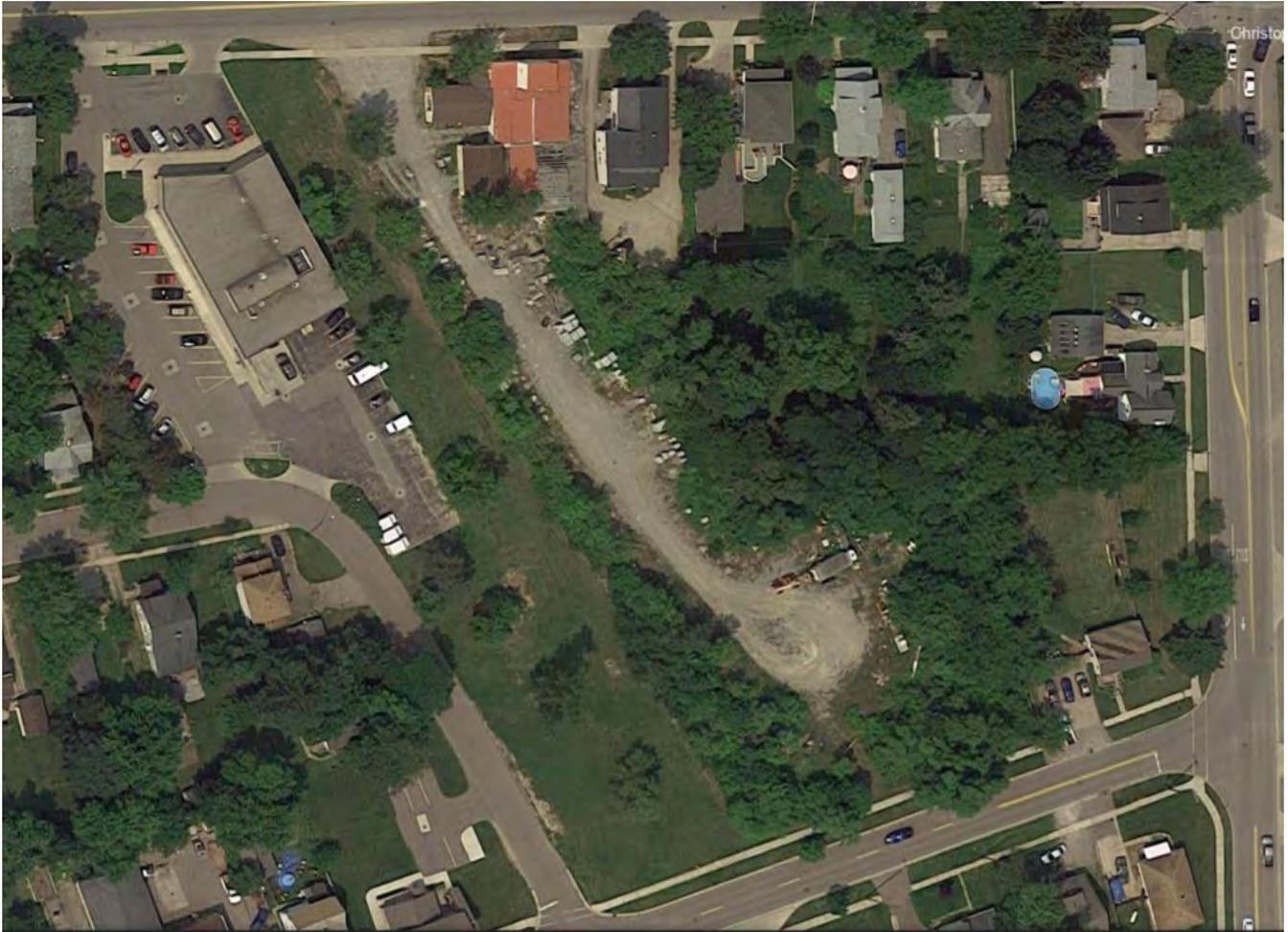
Implementation Actions

- Work with Oxford Bank to retain their headquarters and branch on the site while allowing for redevelopment.
- Amend the C-1 Core District Form Based Code to allow apartment buildings without a commercial component on streets other than Washington.
- Work with Oxford Bank on an agreement to allow public parking on the site, in exchange for Village maintenance or funding if necessary. Craft a parking agreement to ensure parking for all uses on the site while retaining parking for the general public.

REDEVELOPMENT SITE 2:

60 EAST BURDICK

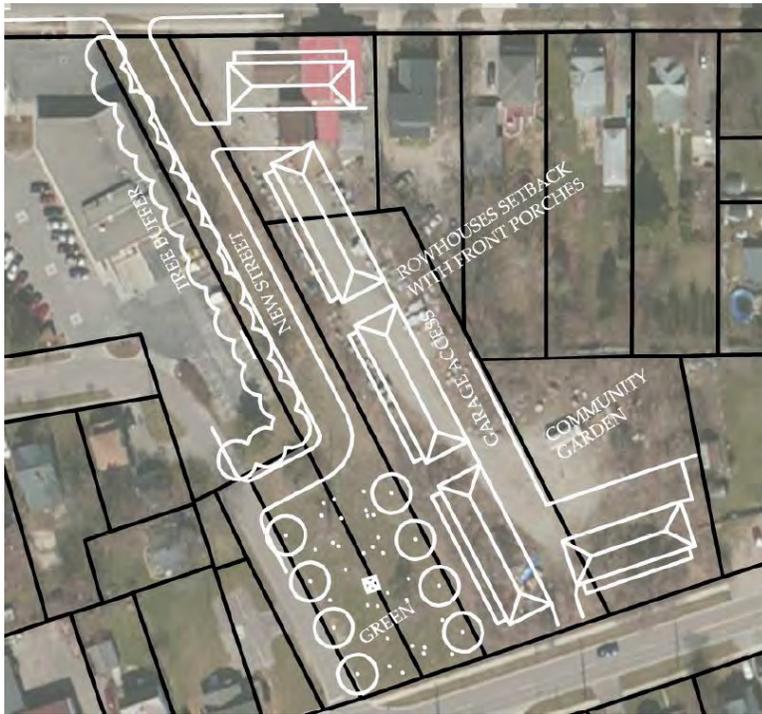
HAMPTON BLOCK



Existing Conditions

- Underutilized, long, thin industrial site.
- Broadway frontage overgrown.
- Burdick frontage includes shallow, unkempt lawn area in front of plain industrial building with sliding garage doors.
- No building entrances or sidewalk connections on either frontage.
- Broad vehicular access way from Burdick Street frontage.
- Haphazard site storage constitutes a visual nuisance from both frontages.





Development Objectives

- Increase residential density near downtown using a townhouse typology.
- Create a continuous line of buildings along Stanton and Broadway, with appropriate setbacks.
- Create a “gateway” feeling on Burdick to transition to the downtown gradually.
- Combine vehicular access to site and parking behind buildings.
- Provide direct connections to building entrances from the sidewalk at front.
- Blend new higher-density townhouse uses with existing adjacent single-family residential uses.
- Find way to fully utilize a very deep lot that has multiple street frontages.
- Create a communal greenspace for residents, including a community garden.



Implementation Actions

- Work with the Hampton Block owner to sell the land to a developer that shares the Village’s vision for this site.
- Work with developer to assemble neighboring parcels to ensure frontage on Stanton and Broadway (and potentially Glaspie).
- Rezone R-1 zoned parcels to RM-1 where necessary
- Add a new section to the Form Based Code for the RM-1 and RM-2 districts when located in specific locations near downtown. Ensure that the Form Based Code requires the style of development articulated in this plan.



REDEVELOPMENT SITE 3:

40-80 NORTH WASHINGTON

WASHINGTON – CENTER



Existing Conditions

- Mixture of vacant lots and single-use buildings.
- Existing uses: service-oriented retail and single-family residential.
- Existing retail building have irregular setbacks.
- Vehicular access to individual lots directly from their frontages along M-24, creating many driveways.
- Private frontage types made-up predominantly of manicured lawns without direct pedestrian access to building entrances (However, some paved parking frontages and one paved apron frontage also exist).





Development Objectives

- Increase residential density near downtown.
- Create a continuous physical flow to the corridor, with individual buildings fitting into a larger urban design framework.
- Regulate private frontage types and building setbacks to create predictability along frontage lines.
- Allow limited setbacks, provided that the front yards are small and landscaped (including trees) and that a continuous public walkway is constructed adjacent to the front of the building.
- Combine vehicular access to sites, including reducing driveways to M-24.
- Consolidate parking behind buildings, and share it among multiple uses.
- Buffer residential uses and pedestrians from traffic noise along M-24 by allowing limited setbacks and requiring substantial landscaping, including trees.



Implementation Actions

- Revise the C-1 Transition District to allow multiple-family housing without a commercial or live-work component.
- Revise the C-1 Transition District to allow limited setbacks on Washington Street only (not on side streets or Burdick).
- Revise the C-1 Transition District Form Based Code to require landscaping and a continuous pedestrian walking along the building frontage within any setback.
- Bring landowners together with Village and interested developers to ease the land assembly process.
- Perform a parking analysis with any proposed development to ensure that parking is adequate but not excessive. Revise parking standards through a PUD process if necessary.



4. Character Change Areas

Center Street

EXISTING CONDITIONS

Center Street is mainly characterized by single family homes, in a fairly dense configuration. However, at the east end of the street, near the intersection with Louck Street, there is an apartment building on the south side and a commercial/industrial building on the north side.

The Polly Ann Trail runs behind the north side of the street, elevating towards the bridge over Washington at approximately the middle of the block.

The west end of the street, near the intersection with Washington, has two businesses. These sites are discussed in the Washington – Center redevelopment site.

Zoning: Most lots on the block are zoned RM-1 Multiple Family, although the commercial/industrial building near Louck Street is zoned C-1 Transition.

Master Plan: The western half of the block is Master Planned Central Business District. The eastern half is Master Planned Multiple Family Residential on the south and Recreation on the north.

PLANNED CHARACTER

Center Street is planned to slowly redevelop to denser housing configurations including townhomes and very small (2-6 unit) apartment buildings. These buildings should take on a physical character that is compatible with the remaining single family homes.

Architectural characteristics to be used are brick materials, white siding, gabled roofs, and stooped entrances.

The commercial building at the east end of the block should be redeveloped consistent with its C-1 Transition zoning, or should be torn down and replaced with residential in the form described in this plan.



IMPLEMENTATION ACTIONS

The Village’s Form Based Code should be updated to include a section for the RM-1 District that applies to blocks near the downtown. The Form Based Codes should require development that increases residential density while preserving the architectural character of the block and complementing the remaining single family homes.

East Street

EXISTING CONDITIONS

East Street has a similar character to Center Street, although the businesses along Washington project farther down the block than on Center. Also, the south side of the street is characterized by the entrance to the Northeast Quadrant parking lot, which is planned to remain in place. There is an empty lot on the corner of East and Louck Streets.

Zoning: The north side of the block is Zoned RM-1 Multiple Family Residential. The south side is zoned P-1 Parking.

Master Plan: The western half of the north side of the block is Master Planned Central Business District. The eastern half of the north side is Master Planned Multiple Family Residential. The south side is Master Planned Parking.

PLANNED CHARACTER

The remaining single family homes on East Street are planned to slowly redevelop to denser housing configurations including townhomes and very small (2-6 unit) apartment buildings. These buildings should take on a physical character that is compatible with either the remaining single family homes or the architecture of Downtown Oxford.



The homes on the south side should either remain or should be redeveloped into denser housing typologies, despite the current planning and zoning documents calling for parking.

IMPLEMENTATION ACTIONS

The lots currently zoned for parking should be rezoned to RM-1 Multiple Family. The revised Form Based Code should apply to this block and should require development that increases residential density while preserving the architectural character of the block and complementing the remaining single family homes.

Stanton/Broadway

EXISTING CONDITIONS

Between the Oxford Bank and Hampton Block Redevelopment Sites, Stanton and Broadway have a mix of single-family homes, empty lots, parking, and commercial/industrial buildings. The lack of unifying character is one reason that this area is designated for Character Change. However, there are several homes on these blocks that should be preserved, as they are important reflections of Oxford’s historic character.

Zoning: The entire Character Change Area is zoned C-1 Transition, except for the south side of Broadway, which is zoned R-1 Residential.

Master Plan: Most of the Character Change Area is Master Planned Central Business District, except for the corner of Stanton and Mill, which is Master Planned Parking, and the south side of Broadway, which is Master Planned Commercial/Office.

PLANNED CHARACTER

Stanton and Broadway can be redeveloped with a broad range of uses, so long as the design of those uses complements Downtown Oxford, is compatible with the existing/remaining single-family homes, and fits with the redevelopment visions for Oxford Bank and Hampton Block. Residential uses should be the focus, although small-scale retail uses or office uses are appropriate closer to Washington Street. Very small scale/low-intensity industrial uses may be appropriate in some locations, such as the existing commercial/residential building on Broadway between Mill and Stanton.



Multiple-family residential typologies should include townhomes and very small (2-6 unit) apartment buildings.

IMPLEMENTATION ACTIONS

The lots on the south side of Broadway should be rezoned to C-1 Transition to make them compatible with the north side of the street and also consistent with their Master Plan designation. The Form Based Code should be amended to permit/require the character described in this plan along side streets like Stanton and Broadway. It should also be amended to make historic single-family homes a permitted typology in the Form-Based Code. Other historic preservation actions will be determined by the Village and DDA.

5. Planning Clarification Areas

Burdick/Glaspie

EXISTING CONDITIONS

The east side of Glaspie Street between Burdick and Broadway includes two single-family homes, a multi-tenant commercial/industrial building, and an empty lot.

Zoning: The entire block is zoned R-3.

Master Plan: The entire block is planned for Single Family Residential.

PLANNED CHARACTER CLARIFICATION

This plan envisions that the single family homes will remain, and that the empty lot, if developed, will become a single family home. However, this plan also supports a rezoning or conditional rezoning for commercial/industrial building to allow the businesses to operate without the burden of being non-conforming uses. This plan does not recommend that the Village initiate any rezoning in this area, however.

98 Glaspie

EXISTING CONDITIONS

98 Glaspie is currently a vacant and Village-owned industrial building surrounded on two sides by Scripter Park and on the third side by the Village DPW yard. A proposal to redevelop the site into a multi-family housing complex was denied in 2016.

Zoning: The site is partially zoned R-1 and partially zoned R-3.

Master Plan: The site was planned for “Recreation” in the 2011 Master Plan. This plan revises that category to “Single Family Residential,” with the specific planning details listed below.

PLANNED CHARACTER CLARIFICATION

Due to the costs of converting the site into part of Scripter Park, the Village no longer envisions the 98 Glaspie site as a recreational amenity in the future. Instead, the Village envisions a lower density residential development than the one that was denied in 2016. This plan does not envision any commercial or industrial development on the site and does not support a rezoning or any other process to allow those uses.

The residential development should take one of the following forms:

- Single family homes built according to the density and standards of the R-1 and R-3 districts, as the site is currently zoned. This plan would support a rezoning to make the entire site one consistent single family zoning category (R-1, R-2, or R-3).

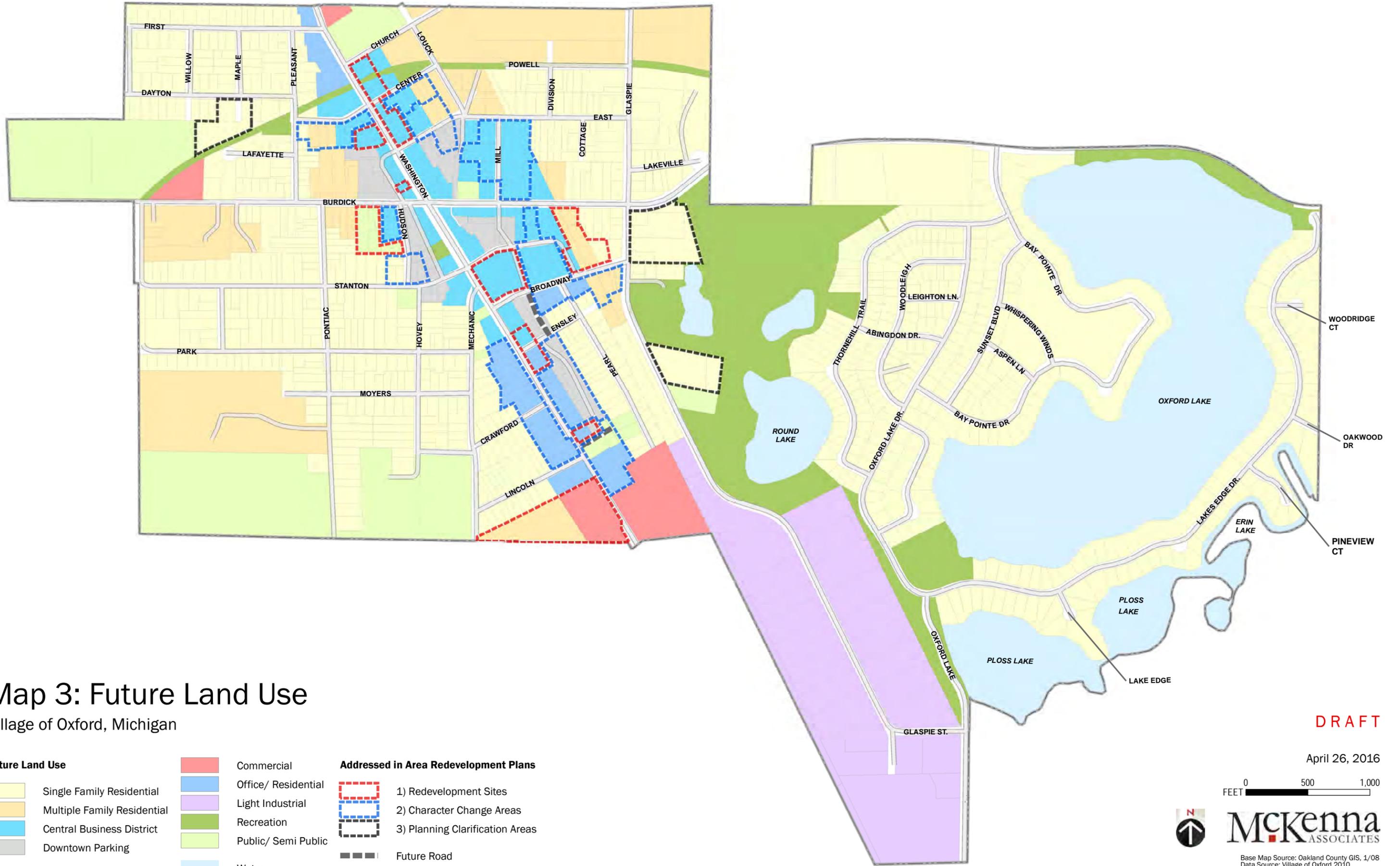


- A multiple family development according to the density and standards of the RM-1 district. The Village would prefer the development to take the form of duplexes or attached townhomes rather than apartment buildings. This plan does not support a PUD or other process to allow additional density beyond what is permitted in the RM-1 district.



Regardless of the typology of the residential units, the development should have the following characteristics:

- The development must provide pedestrian and bicycle connections to the surrounding park, and should be designed to complement the park rather than merely sit next to it.
- The development must not impede the general public from accessing Round Lake via the publically-owned land east of the 98 Glaspie site.
- The existing trees along Glaspie Street and along the east end of the site must be retained or replaced with similar landscaping.
- The development must provide screening between residential units and the DPW yard.
- Stormwater runoff must be controlled to protect the quality of nearby wellheads, wetlands, ponds, and lakes.
- Garages for the units should face rear alleys or should be located at the side or rear of the home whenever possible. Garages should never extend beyond the front wall of the home.



Map 3: Future Land Use

Village of Oxford, Michigan

Future Land Use

- | | | | |
|--|-----------------------------|---|---------------------|
|  | Single Family Residential |  | Commercial |
|  | Multiple Family Residential |  | Office/ Residential |
|  | Central Business District |  | Light Industrial |
|  | Downtown Parking |  | Recreation |
| | |  | Public/ Semi Public |
| | |  | Water |

Addressed in Area Redevelopment Plans

- | | |
|---|---------------------------------|
|  | 1) Redevelopment Sites |
|  | 2) Character Change Areas |
|  | 3) Planning Clarification Areas |
|  | Future Road |

DRAFT

April 26, 2016



Base Map Source: Oakland County GIS, 1/08
Data Source: Village of Oxford 2010



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