MICHIGAN MUNICIPAL LEAGUE

# PlacePlan

## Western Gateway

### Holland, Michigan

MICHIGAN STATE UNIVERSITY | School of Planning, Design and Construction

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## Western Gateway

### Holland, Michigan

September 26, 2014


**Downtown Holland**
*Photo Source: Michigan Municipal League*

# Contents

# Acknowledgments


## MIplace Partnership

PlacePlans is supported by Michigan State University and the Michigan State Housing Development Authority as a component of the MIplace Partnership. The MIplace Partnership is a statewide initiative with the purpose of keeping Michigan at the forefront of a national movement known as placemaking. It is based on the concept that people choose to live in places that offer the amenities, resources, social and professional networks, and opportunities to support thriving lifestyles. The partnership helps communities create and bolster those places. Learn more at miplace.org

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## Local Partners

The PlacePlans team would like to acknowledge the City of Holland's staff, elected and appointed officials for their constant support and assistance. The local partners ensured that the team had data, documents and the community input necessary for developing this report. Special thanks to Phil Meyer, Director of Community and Neighborhood Services, and Dana Kollewehr, Downtown Manager, for coordinating our local efforts.

The PlacePlans team would also like to express gratitude to the Holland residents, business owners, farmers market vendors and other community leaders who participated in meetings and provided feedback during this process. Placemaking begins with a community-supported vision for what makes a place a true destination; without you, this process would not be possible.

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# Action Plan
## Holland's Western Gateway

Holland's Western Gateway offers a tremendous opportunity to connect downtown to the Lake Macatawa Waterfront with a new, unique development district. Next to the success of the core of downtown, the Western Gateway has the potential to become a corridor for housing, recreation and commerce. The new area has the drive to create an individual identity and redevelop existing structures with sustainable design, walkability, entrepreneurship, and innovation.

Expanding and redeveloping the Western Gateway could be a linchpin project to fulfill the economic capacity of this popular tourist destination and place to live. Holland can rethink the current configuration of the blocks between downtown and Lake Macatawa and bring together retailers, food producers, restaurants, and other business interests. Few communities in Michigan have the established identity that Holland has, and the city now has the special challenge of diversifying that identity.

**The Western Gateway Can Add to a Thriving Downtown Holland**

*Photo Source: Michigan Municipal League*

## Report Contents

The following section of this report, *Why Plan for Place?* provides more detailed background on the project history and timeline and the choices made about technical experts who were brought into the process. The detailed recommendations from the technical consultants are attached as appendices. In addition to the appendices, the Place Assets section of this document articulates a number of recommendations and areas for growth in Holland.

## Key Action Areas

While all of the recommendations contained in those parts of the document are important, there are a few key steps the City and its community partners must take first to seize the opportunity that the Western Gateway presents.

### 1. Work with hired consultant to complete a full Target Market Analysis (TMA) of residential demand

Gibbs Planning Group provided a retail analysis that detailed the significant unmet demand for retail, restaurant and other food-related uses as projected out to 2019. Robert Gibbs was highly enthusiastic about downtown Holland's current development and continued growth. His retail/service analysis should be supplemented by a TMA of the potential residential demand to give the full picture of the opportunities for mixed-use development in the district. Following completion of the TMA, the City will request a follow-up reflection from Gibbs given the additional market analysis.

### 2. Decide if a Food Innovation District will be the focus on Western Gateway redevelopment efforts

The attached ENP Associates report provides an analysis of the potential for a food innovation district and concrete next steps for pursuing that possibility. The City and stakeholder groups should quickly decide what level of time and effort will be invested in that path using the process begun with ENP and the steering committee. If a food innovation district is the priority, it will dictate many other decisions about land use for the area. This process can be tackled while the residential TMA is in process.

### 3. Incorporate the food innovation district concept and other placemaking principles into the Civic Center planning process

The recent City Council announcement to change the future course of the Civic Center presents a very significant opportunity for the Western Gateway district. A reconfigured Civic Center and farmers market, with an orientation toward walkable urban development and the market as a hub of food-related development opportunities, could be the cornerstone of the overall land use plan for the district.

### 4. Using results, ideas, and data from the TMA and other technical reports, present the key findings to a diverse group of potential partners and the public and incorporate feedback

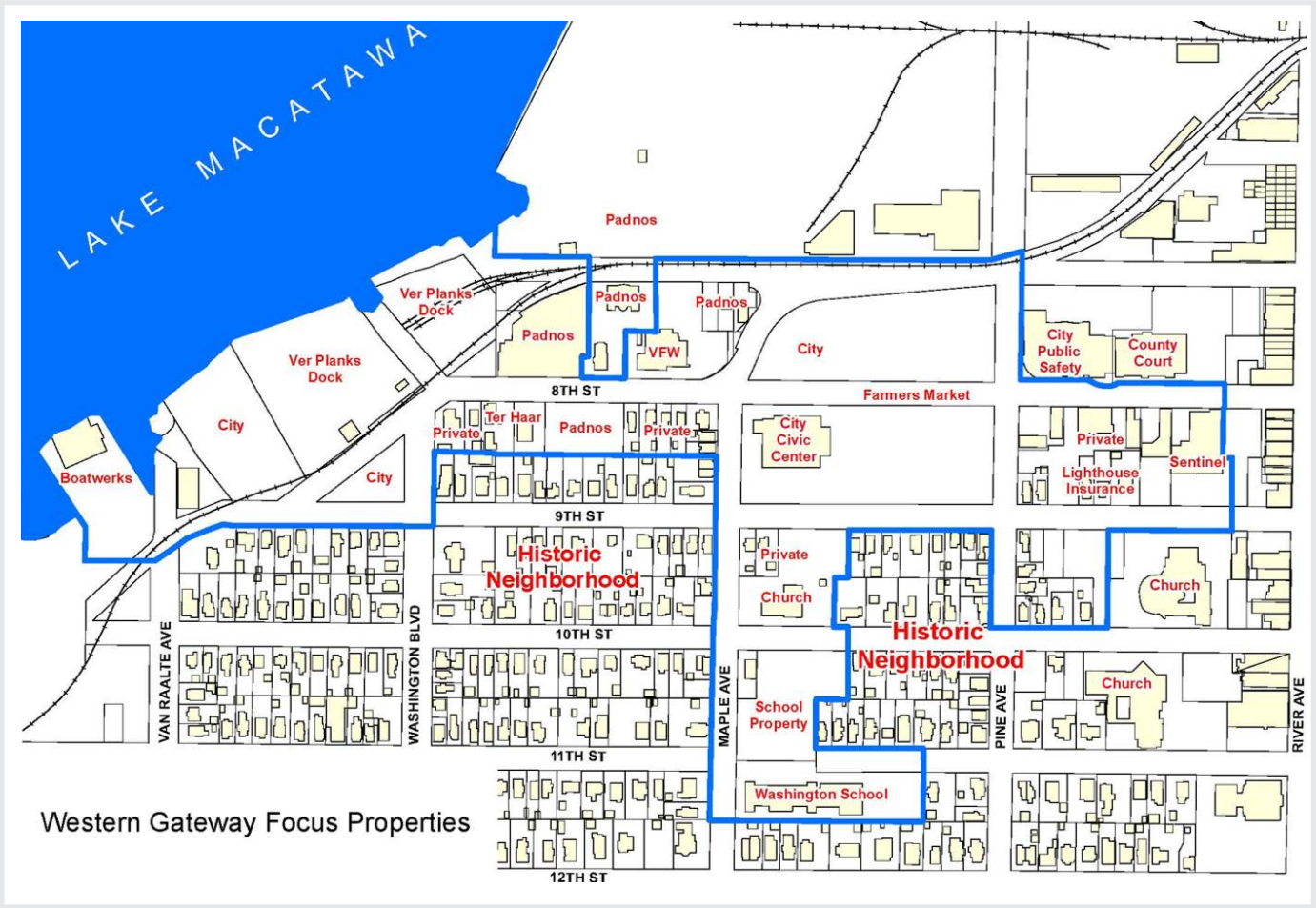
Placemaking should include a number of different perspectives and disciplines to maximize impact. Present the evidence, data, and recommendations from the various analyses mentioned above to the public and potential partners and discuss options moving forward. In this collaboration, identify roles and responsibilities of each group, a desired timeline, and plans for attracting funders and developers.

### 5. Work with partners to reach out to potential contributors, including local foundations and government agencies

The collaboration between the city, Hope College, the Downtown Development Authority (DDA), and the new coalition for the Western Gateway should lead the way into the project implementation phase. The combination of established entities and innovation collaborators will contribute to the success of the project. This is likely to involve a number of funders and regulatory entities, both from non-profit philanthropies and state government. For example:

a. Opportunities such as the Michigan Economic Development Corporation (MEDC) crowdfunding for public spaces challenge grant can be utilized in order to create a central public place in the Western Gateway.

b. At the state agency level, the Department of Transportation may be interested in supporting project elements that enhance walking and biking connections.




**A Food Innovation District Could Provide Room for New Businesses** *Source: ENP & Associates*

c. The Housing Development Authority will have a keen interest in any mixed-use development that includes housing units.

d. The Department of Agriculture and Rural Development and the Economic Development Corporation both have programs to support food-related entrepreneurs and infrastructure investment. The MDARD Value Added / Regional Food System grant may be especially appropriate for continuing work towards a food innovation district. The next application period is anticipated in the first quarter of 2015; the 2014 program information is included in the appendix for reference.

e. Environmental Quality staff support green infrastructure and low-impact development.

All of these agencies, as described in the next section, work together via an interdepartmental committee that supports placemaking projects and thus may be willing to tackle Holland's projects as a team rather than independently.

## 6. Experiment with public space improvements using a "tactical placemaking" approach

Experiments can be done to activate space and energize the public support around a project without making long-term capital investments. Spaces like the Civic Center parking lot and overlapping spaces with the Heinz Waterfront Walkway can provide ideal places to engage the public. Capitalizing on the number of existing festivals can help bring the highest amount of people through the experiments and help collect quality data for planners and possible private developers.

Throughout each of these, the Michigan Municipal League stands ready to help. It also may be advantageous to bring back one or more of the technical experts who were already engaged throughout this process.

# Why Plan for Place?

Holland is one of twelve cities participating in the PlacePlans pilot program, which began in 2012 as a collaboration between the League and Michigan State University (MSU), with funding support from the Michigan State Housing Development Authority (MSHDA). PlacePlans assists communities with their efforts to carefully invest in key public spaces that will drive additional economic development and help them attract and retain residents and businesses.

MSU and MSHDA define placemaking as the process of creating quality places where people want to live, work, play, learn, and invest. Successful placemaking is a dynamic, strategic approach to community and economic development based on an individual community's strengths. PlacePlans is a joint effort between MSU and MML to demonstrate some elements of this process, working through and supporting the leadership of local governments, non-profit organizations and businesses.

The PlacePlans process is customized to each project and community, but each involves selection of a priority site in the community, an intensive community engagement strategy and direct work with essential community stakeholders along the way. Products of the PlacePlan projects include conceptual designs, market studies, analysis of community assets and opportunities and better connections to state agency support tools. The goals are to positively impact each participating community's ability to leverage their place-based assets as economic drivers and to provide lessons large and small for other communities across Michigan. For more information about placemaking in Michigan and the PlacePlans program visit placemaking.mml.org.

**Tulip Beds in Downtown Holland**
*Photo Source: http://en.wikipedia.org/wiki/Holland,_Michigan#mediaviewer/File:Holland_MI_Tulips_02.jpg*

## Connection to Statewide Initiatives

The MIplace Partnership (www.miplace.org) is a statewide initiative to keep Michigan at the forefront of the national placemaking movement. It is based on the concept that people choose to live in places that offer the amenities, resources, social and professional networks, and opportunities to support thriving lifestyles—and that communities have the ability to foster and grow these places. The partnership helps communities create and bolster those places through education, technical assistance and implementation tools. It is led at the state agency level by MSHDA and coordinated through a public/private leadership collaborative known as the Sense of Place Council. MSU and MML, the partners on the PlacePlans program, are part of the Sense of Place Council.

In parallel to PlacePlans demonstration projects, MML developed a policy agenda, called Partnership for Place, which proposes to change the way local and state governments invest in and support quality places. It is built on the idea of a partnership between the state of Michigan and its municipalities that will support sustainable economic growth and invest in key places. The agenda focuses on four areas of action:

- **Funding for the Future**
  Making sure that appropriate funds and tools are available to operate efficiently and work regionally in order to succeed globally.
- **Michigan in Motion**
  Shifting from near-exclusive vehicular-based investment to alternative modes of transportation that will accommodate all users.
- **Place for Talent**
  Partnering with the State to attract and retain talented workers in our communities through placemaking policies.
- **Strength in Structure**
  Seeking out solutions to invest in infrastructure and development where it will produce the best results and target resources with maximum outcomes.

You can find more information about the Partnership for Place at mml.org/advocacy/partnership-for-place.html.


**Hope College Students in Downtown Holland Coffee Shop**

## Holland's Project History

Holland was selected for participation in PlacePlans through a statewide competitive selection process in fall 2013. The review panel was impressed with the City's vision for connecting the Western Gateway to the successful downtown and the potential of the lakefront. The City's capacity to implement major planning projects and support from non-governmental partners was also key to the selection process.

The initial physical scope of the project submitted by the City was determined to be too large for the time and budget available in 2013-2014. City staff expressed an interest in outside assistance identifying key projects that should be considered highest priority and case studies from other successful communities. To this end, League staff facilitated a series of conversations beginning in December 2013 to assess opportunities, which included participation from City and DDA staff, and representatives of key local consulting firms. In February 2014, the City hosted a public meeting to present concepts and gather feedback from business and property owners, residents and representatives of local institutions on where they wanted the team to devote its effort.

Most projects that the PlacePlans team has taken on are heavily focused on physical design. In the case of Holland's Western Gateway, however, our preliminary meetings and data collection suggested that diving directly into detailed design and land use recommendations would have been premature. The community, led by City and DDA staff, first wanted to examine its assumptions about what types of development are supportable in the district and determine the potential value of focusing on a theme for the Western Gateway. We heard repeatedly that business and government leaders do not want to simply replicate the success of the existing downtown, but rather find a unique niche for development that complements the existing businesses: planning for the physical design of the gateway district would be premature without understanding the opportunities and setting a vision that could guide future design work.

Given this desire for more research and strategic thinking, League staff and the local team agreed in March 2014 that the Holland PlacePlan project would focus on examining the market for new development in the district. This manifested itself in formal engagements with three consulting firms:

1. Gibbs Planning Group,
   whom the League contracted to examine the market for retail and service uses;
2. LandUse USA,
   whom the City has contracted directly to perform a target market analysis (TMA) of unmet residential demand; and
3. ENP Associates,
   whom the League brought on board to lead a conversation about the possibility of a food innovation district in the Western Gateway. This potential theme came to the forefront multiple times during preliminary project discussions and seemed a valuable option to examine given the proximity of the farmers market and the other food businesses in the immediate area.

As part of the food innovation discussions, ENP led several meetings of local food producers, distributors and buyers, as well as the regional non-profit network and relevant state agency staff. Gibbs' study focused on the downtown retailers and the DDA. Each ran approximately June through August and their final reports are attached as appendices. The LandUse USA study started later, as it was funded by a different grant, and so its final product will be appended later.

It is noteworthy that three areas of continuing uncertainty significantly impacting this Western Gateway corridor are:

- the evolving vision for the waterfront itself at the western terminus of the corridor;
- the disposition of the City's Civic Center along the central spine of the corridor; and
- the future redevelopment vision for the half-block east of the Civic Center on the south side of 8th Street.

These specific areas, along with other existing buildings and sites along the corridor, should be greatly informed by each piece of the PlacePlan work and bringing this information together in a larger community discussion should offer great insights for development and other enhancements.

“While we can’t easily, nor should we try to, change the underlying fabric of our communities, we need to acquire a deep understanding of what will make communities more competitive now and in the future, and actively seek to push them in this direction…So what does [placemaking] mean for community builders and government officials? It means that we need to forget much of what we learned in the last half of the 20th century and begin implementing new strategies and systems for everything from business attraction programs to service delivery methods.”

– Michigan Municipal League
Executive Director & CEO
Daniel P. Gilmartin

# Place Assets

## Recommendations for Action

The Placemaking approach helps communities identify and build upon their unique strengths and personalities to grow and thrive: it leverages the public spaces within the community, and the activities of people in those spaces, to build virtuous cycles of use. Whether applied to a single lot, a street, or an entire downtown or neighborhood, placemaking helps communities raise up their distinct character both to best serve their residents and to attract new residents and businesses.

Much of the community planning practice of the 20th century focused on separating potentially incompatible land uses, providing for the rapid growth in detached single-family housing stock, treating commercial real estate as a commodity to serve the global investment market's demand for standardization, and facilitating increased mobility through the personal car (to travel between these newly separated destinations). Unfortunately, the broad application of these trends ignored the human-scale interactions of traditional downtowns and neighborhoods, weakening many of our communities.

Communities must differentiate themselves to attract residents and businesses as the economy continues to globalize. Placemaking's approach of engaging around existing assets supports this goal while honoring local culture and community.


*Photo Source: Michigan Municipal League*

### The Eight Asset Areas

While each community will have a different mixture of assets and opportunities, several common elements support placemaking in a broad variety of locations. These common elements provide a sound foundation that communities can build on with their individual assets through the placemaking process.

**These common assets can be grouped into eight general areas:**

- **Physical Design and Walkability**
- **Environmental Sustainability**
- **Cultural Economic Development**
- **Entrepreneurship**
- **Welcoming to All**
- **Messaging and Technology**
- **Transportation Options**
- **Education**

## Summary of Evaluation

In support of technical analysis of downtown Holland and the Western Gateway performed by three firms (ENP Associates, Gibbs Planning Group and LandUse USA), League staff scanned the project area for opportunities in these eight asset areas.

The following pages explain each asset area's importance in building vibrant communities, call out some of the strengths and challenges of the downtown area, and identify several opportunities to leverage these assets in support of the farmers market and of the continued growth and development of downtown and the Western Gateway as a business center and destination. The recommendations span from specific to city-wide. While no single recommendation will be sufficient to transform the prospects of the area, they can help build momentum towards the successful expansion of the farmers market as well as to extend the impact of that project further throughout the city.

Many sections also include a short summary of a related project from across the state. Full details on these and other placemaking examples from communities around Michigan can be found at placemaking.mml.org.

*Tulips burst from the ground at Windmill Island Villiage in Holland Michigan. The gardens are vivid with color during the annual Tulip Time Festival.*
*Photo Source: http://www.shutterstock.com/pic-133741040.html*

# › › Physical Design and Walkability

The physical design and "walkability" of a community helps create interest, connectivity and overall "sense of place." Walkability and connectivity can afford people safe and convenient access to the places they live, work, shop, and play.

The challenge is that oftentimes our streets are designed to prioritize cars, aiming to move them through a community as quickly as possible, without appropriate consideration for pedestrians, bicyclists and other users. Market analysis continues to show that preferences are changing, and more and more people want to live in neighborhoods with walkable downtowns, access to cultural, social, and entertainment opportunities, with a variety of transportation options. Walkability not only helps to create a strong sense of place, it promotes a strong local economy and healthy lifestyle.

## Asset Analysis

The City of Holland has many initiatives focused on improving the aesthetics and walkability of the community. Holland utilizes its Downtown Strategic Plan, City Master Plan, Comprehensive Parks and Recreation Master Plan, Community Energy Plan, and others to communicate its strategic vision as well as maintaining involvement in state programs. A representative of the city is on the MEDC Redevelopment Ready Communities Advisory Council and the city has an active inspection program as part of the Michigan Vacant Property Campaign. Holland was also a repeat participant in the Promoting Active Communities program and won awards in 2012 and 2010. The city adopted a "complete streets resolution" in 2011 to support existing concepts to improve sidewalks, bike facilities, and road design.

On average, Holland has a relatively low walk score of 43 and most residents depend on personal automobiles for transportation.[1] But as one moves towards the city center, the walk score increases. On 8th Street, the heart of downtown, the walk score is a high 88 out of 100, with accessibility to most errands by foot. The nearby civic center, library, museum, and the campus of Hope College are all situated in an extremely walkable section of Holland, as is the Western Gateway.

In addition, Holland has many walkable attractions across the city. The downtown alone has 31 restaurants and over 245 other businesses including 85 retail shops. The downtown snowmelt sidewalk system is a national model that promotes walkability during the winter months to various shops and restaurants. Historic walking tours are held to showcase Holland's rich past. There are also several recreation areas, such as the Macatawa River Greenway, Lake Macatawa, and Holland State Park, the latter an asset outside the City that offers hiking and biking trails and serves as a regional draw for visitors who then frequent Downtown Holland.

## Case Study: Farmington's "Heart of Downtown"

Michigan communities across the state are improving walkability and design, especially in their downtown areas. Farmington has spent the past decade creating a stronger sense of place in its downtown and the result of this work has been positive for the community's economy. Municipal officials worked with residents to transform a downtown strip mall parking lot into a public park and pavilion. The new area now houses about 60 events throughout the year, including the farmers market, swing dancing performances, and a winter festival. With more people visiting downtown Farmington on a regular basis, retail stores and restaurants have seen more foot traffic and increased sales.[2]

The park and pavilion initiative also built momentum for the city's downtown streetscape projects. Farmington's downtown was divided by Grand River Avenue, a busy, multi-lane roadway. In an effort to reduce road congestion and improve pedestrian safety, street aesthetics, and the business environment, the city narrowed the road and improved landscaping. The improvements have resulted in additional street parking, increased foot traffic, and encouraged many downtown restaurant owners to add outdoor seating options.[3]

| Recommendations | Implementation Opportunities |
|---|---|
| • Engage residents to improve downtown and the Western Gateway | • Continue consulting residents, using the data collected through the target market analysis and commercial/retail study, to focus on the best locations for redevelopment and the physical form they would like to see<br>• Keep walkability and connectivity at the forefront when new redevelopments are being conceptualized |
| • Update and expand strategic planning around transportation | • Update "complete streets resolution" from 2011 to include clear and decisive action<br>• Revise the Bicycle and Pedestrian Transportation Plan from 2006 in order to promote more bike paths and pedestrian walkway development<br>• Implement a Safe Routes to School program that makes schools more accessible to students who walk or ride bicycles<br>• Introduce promotional efforts to encourage walking such as thematic walking routes, key connections between activity centers, expansion of snowmelt and integration of heritage and arts |
| • Identify opportunities to promote more active use of surface parking lots. | • Review off-street parking utilization; Identify any under-used parking areas that could be used for development. Use landscaping, art, and sidewalk furniture around the edges of parking lots to provide a buffer for pedestrians, or encourage temporary uses such as food trucks (particularly in underserved areas) or outdoor cafes in parking areas adjacent to sidewalks. |

1 "Living in Holland" Walk Score www.walkscore.com/MI/Holland.
2 "Heart of Downtown: Sundquist Pavilion in Riley Park,"
3 "Heart of Downtown: Sundquist Pavilion in Riley Park," Michigan Municipal League: Placemaking, 2014, accessed June 11, 2014, http://placemaking.mml.org/heart-of-downtown-sundquest-pavilion-in-riley-park/.

# › › Environmental Sustainability

Environmental sustainability initiatives are crucial for any community intending to be viable in today's economy. Placemaking is strongly connected to environmental concerns because of the critical role that Michigan's waterways, parks, and green spaces play in defining our communities. Whether through access to healthy local food, recreational trails and safe streets for walking and biking, or clean air and water, the environment is a vital part of healthy vibrant communities.

## Asset Analysis

Environmental sustainability in Holland is pursued through energy, transportation, recreation, and food consumption. The Holland Sustainability Committee has a strategic plan for more sustainable energy production and use. Natural gas will be replacing coal as the primary energy generator, wind energy accounts for 16 percent of energy, and landfill gas and biomass are being investigated. The city has also installed electric vehicle charging stations, LED lights, and a snowmelt system using waste heat. Holland is working on retrofitting homes to be more energy efficient and labeling the energy performance on city buildings.

The public transit system, the Macatawa Area Express, runs through Holland and the surrounding region. The Green Commute Week encourages Holland residents to use public transportation, bikes, and/or carpools. Holland is home to Green Transportation, an organization that promotes environmentally friendly ways to travel. There are also numerous places to bike and hike through Holland's parks, such as DeGraaf Nature Center, Macatawa Greenspace, Outdoor Discovery Center, Riley Street Trails, Sanctuary Woods Preserve, Stu Visser Trails, and Van Raalte Farm Park.

Holland is able to offer local food choices to residents. Allegan and Ottawa counties have a profitable agricultural center. The Holland Farmers Market offers an important venue for local farmers to sell produce. There are a significant number of farms and orchards that invite residents to pick their own fruit. However, there is limited direct interaction between growers and consumers.

## Case Study: Whitehall's Green Streets [4]

The city of Whitehall created Michigan's first "green road" in 2012. The key features of a "green road" are rain gardens, bioswales (a green alternative to storm sewers), and porous pavements. Whitehall used the "green road" to protect nearby White Lake from pollution and flooding from the nearby industrial property. Lake Street had been an area of concern for over 30 years because of the large industrial presence in the vicinity of White Lake. The improvements made to the street stop runoff contaminants from reaching the lake. Since the "green road" transformation, 75-95 percent of harmful materials have been prevented from damaging the lake. Whitehall's project also created a pedestrian pathway to connect to the larger White Lake Pathway.

*Whitehall's green road features bioswales and a new lakeshore pedestrian pathway that connects with the main pathway at the bridge in the background.*

The transformation of Lake Street was a private/public partnership. Whitehall received a grant from the EPA's Great Lake Restoration Initiative for 50 percent of the project cost. Alcoa Howmet, a large local business, also contributed to the cost of the project. The project had popular public support and could provide a model for other communities.

4 "Whitehall's Green Road," Michigan Municipal League: *The Review,* May/June 2014 pg. 8. Print.

## Environmental Sustainability continued...

| Recommendations | Implementation Opportunities |
|---|---|
| • Expand water quality and stormwater projects | • Continue "Project Clarity", the $12 million Lake Macatawa water quality campaign<br>• Consider opportunities for "green street" stormwater measures in the Lake Macatawa area, like the Whitehall case study described above<br>• Engage private partners, such as Heinz, to improve the environmental quality of the lakeshore<br>• Lengthen the Heinz Waterfront Walkway along the shore to the northeast and deeper into the downtown (ex. Civic Center) |
| • Incorporate green infrastructure into redevelopment and new developments in the Western Gateway | • Review the zoning and development standards for the Western Gateway against the guidelines from the Grand Rapids sustainability zoning ordinance[5]<br>• Create a reward and recognition program for businesses with the most energy efficient buildings and sustainable design |
| • Improve walkability, food access, and downtown economic activity | • Create a food innovation district in the Western Gateway<br>• Promote connectivity between downtown and Western Gateway, food producers, suppliers, and consumers<br>• Increase interaction between growers and direct consumers<br>• Incentivize grocery stores that sell local produce to open in near the city center in the walkable district |
| • Improve conservation efforts of natural greenspaces | • Encourage resident volunteer groups to take ownership of parks and trails to ensure quality stewardship in Kollen and Centennial Parks<br>• Promote tours and activities to connect these two large walkable parks |

5 "Sustainability in the Zoning Code," Michigan Green Communities. Accessed June 30, 2014, http://www.mml.org/green/pdf/GrandRapids_Zoning_Case.pdf

# › › Cultural Economic Development

Arts and culture are essential components of a thriving, knowledge-based economy. A healthy creative sector attracts and retains residents and businesses, and produces economic benefits including jobs, a stronger tax base, downtown and neighborhood revitalization, and tourism.

## Asset Analysis

Founded by Dutch settlers, Holland remains very cognizant of its historical heritage. With offerings such as the Holland Historical Trust (Museum, Cappon and Settlers houses), Windmill Island and the A.C. Van Raalte Institute within the Downtown (as well as Nelis' Dutch Village and Graasfschap Heritage Center beyond the City borders, Holland educates and engages residents in its early history. The city has made a name for itself through horticultural spectacles such as the Windmill Island Gardens and the annual Tulip Time Festival, in addition to Veldheer Tulip Gardens (north of the City). It is also home to a district-wide library, four museums, art studios, two theaters, archives, the Holland Symphony Orchestra, and the Holland Historical Trust, and National Register and locally designated historic districts and landmarks, all in addition to the cultural offerings presented by Hope College and local school districts. The City also boasts a public art inventory of well in excess of 120 pieces of art distributed throughout the downtown and city.

Remarkably, Holland has been able to hold onto a Dutch past while embracing a growing Hispanic community. Beside the Tulip Time Festival, St Patrick's Day Parade, and Civil War Muster is the Tulipanes Latino Art & Film Festival and Fiesta! Festival. The mix of American, Italian, and Latino restaurants also reflects the diversity of the city. These efforts are supported by a variety of organizations, not least of which is the City's International Relations Commission.

## Case Study: Leveraging Public Art for Community Branding

Developing effective community branding and organizing cultural events can be an effective way to increase resident quality-of-life and increase tourism. A group of city leaders and concerned residents came up with the St. Joseph, MI, Public Art project to re-energize the community. A theme is selected each year and local artists paint and decorate unique sculptures, which are placed around the downtown. Past themes include Horses on the Beach, Beach Bears, Hot Cars, Cool Beaches, and more.

The Public Art initiative has helped increase downtown storefront occupancy, tourism, downtown foot traffic, and an overall change in attitude among local residents.[6]

6 "St. Joseph Public Art," Michigan Municipal League: Placemaking, 2014, accessed June 11, 2014, http:// placemaking.mml.org/st-joseph-public-art/.

**Dutch Dancers perform in the streets of Holland at the annual Tulip Time Festival**

*Photo Source: http://greatlakesgazette.wordpress.com/2010/05/05/wooden-shoe-like-to-see-the-dutch-dancers/*

## Cultural Economic Development continued...

| Recommendations | Implementation Opportunities |
|---|---|
| • Inspire continued community partnership and public art | • Sponsor a public art project to beautify the Western Gateway district<br>• Invite artists to lead public displays in the district<br>• Continue to engage residents with theater, art, and music in walkable spaces |
| • Incorporate alternative strategies to give the Western Gateway a unique character | • Calm traffic in the area by using "emotionally intelligent" traffic calming signs made by local school kids, which has been done in Bayside, WI |
| • Ensure the creative community is involved in discussions around community planning and local policy | • Make an effort to invite local art organizations and artists to the table when engaging in community planning and discussing local issues. The creative community often has a unique way of thinking about the world and can come up with out-of-the-box solutions. |

# › › Entrepreneurship

Growing jobs by ones and twos is fundamental to creating strong local economies in the 21st century—communities must support the creation and growth of a large number of small businesses rather than relying on a small number of large firms. Local communities are fueled by small start-ups and growth on main street and economic gardening strategies aimed at developing the talent and potential that already exists right at home. Also central to success are social entrepreneurs, who act as change agents within a community, seizing opportunities others miss to create social value rather than profits. This type of entrepreneurial activity resonates especially with students and Millennials looking to apply their optimism, energy, passion and skills for a positive, tangible impact.

## Asset Analysis

Holland has consistently dedicated resources to business attraction and development. The City Manager oversees economic development that focuses on brownfield redevelopment, renewable energy, and industrial retention and growth. This effort also collaborates with the West Coast Chamber of Commerce and Lakeshore Advantage, our area-wide economic development organization and, together with Holland Charter Township, the City is pursuing a satellite SmartZone designation for an area that includes Downtown Holland. The shops downtown are organized into the Holland Principal Shopping District and many businesses are listed and promoted on the City of Holland website and through social media.

There are also business opportunities in tourism for Holland. Holland has shown significant investment in attracting tourists. The tourism website provides easy access to attractions and hotels that entrepreneurs can capitalize on.

## Case Study: Providing Spaces for New Business

In an effort to attract and support small businesses in Ferndale, MI, community leaders started a shared indoor market called Rust Belt Market. The market is a redeveloped vacant commercial building in downtown Ferndale that is now home to more than fifty small business owners. Local entrepreneurs rent an area in the large, renovated building and operate their retail stores alongside other small businesses. Rust Belt also uses the building's communal space to host concerts and community events, improving the city's social offerings and activities.[7] A facility like this could provide vendors of both produce and food products an intermediate step between a seasonal weekly farmers' market and more robust dedicated storefront operations.

7 "Rust Belt Market," Michigan Municipal League, 2013, accessed June 11, 2014, http://placemaking.mml.org/rust-belt-market/.



**Rust Belt Market, Ferndale, Michigan**

## Entrepreneurship continued...

| Recommendations | Implementation Opportunities |
|---|---|
| • Take advantage of the new state crowdfunding law (the Michigan Invests Locally Exemption, P.A. 264 of 2013) to attract and support entrepreneurs and local businesses to downtown | • Consult crowdfundingmi.com for information on "investment crowdfunding" as a powerful economic development tool for using local capital to support and grow local businesses, fund start-ups, and nurture an entrepreneurial environment<br>• Educate property and business owners on crowdfunding as a financing option, in coordination with the Holland Chamber of Commerce and Lakeshore Advantage |
| • Utilize the MEDC crowdfunding grant for public space | • Apply for a grant for a public (crowdfundingmi.com/1-2/) to give the Western Gateway a unique identity and gathering area for the public |
| • Test additional venues for expansion with nontraditional such as food trucks and sidewalk stands | • Try temporary pop-ups or food trucks to test new business ideas in the Western Gateway<br>• Revise ordinances to welcome nontraditional vendors and direct them to locations where they will complement traditional storefronts |
| • Establish a development plan and demand for new businesses | • Provide Gibbs market analysis to prospective businesses looking in and around downtown<br>• Establish a business incubator downtown in order to promote and assist new entrepreneurs<br>• Give new business access to sustainability resources in order to support smart investments |

# › › Welcoming to All

Successful 21st century communities are inclusive and welcoming to all, embracing diversity and multiculturalism as a competitive advantage. These types of communities are most attractive to new businesses, and today's fluid, mobile, and global workforce seeks out places that embrace people of all ages, religions, ethnicities, national origins, and races.

## Asset Analysis

Holland is more diverse than many of the surrounding communities. The city is 63.7 percent white with a large Hispanic population accounting for approximately 25.5 percent and 10.8 percent other. In order to be welcoming, the city provides many of its online and education services in Spanish. Newcomers can apply for citizenship with a smartphone app. There are also neighborhood organizations that fit the demographics of the community, such as Latin Americans United for Progress. The community has a multitude of social service organizations that provide assistance in many forms to City residents, such as Community Action House, Good Samaritan Ministries, Lakeshore Habitat for Humanity, Jubilee Ministries, and many others. Hollanders are also engaged in the Disability Network Lakeshore and the Center for Women in Transition.

Holland's sister city is Santiago de Queretaro, Mexico and the two engage in visits and community projects.

## Case Study: Detroit City Futbol League[8]

Since Holland has two distinct cultural groups, a program like the Detroit City Futbol League may be able to attract both groups on a consistent basis. Soccer, or futbol, is a popular sport across ethnicities. The Detroit League brought together neighborhood teams comprised of city residents to play the sport. There currently are 30 neighborhood soccer teams and over 800 actively participating residents. The teams have organized to convert vacant lots into soccer fields and coaching youth teams. This program is funded by a $20 participation fee. This allows for increased neighborhood identity and camaraderie among the city residents. The Futbol League has led to increased engagement, volunteerism, physical activity, and neighborhood identity in the city of Detroit.

8 "Detroit City Futbol League," Michigan Municipal League: Placemaking. 2014, accessed August 20, 2014. http://placemaking.mml.org/detroit-city-futbol-league/.

**Latin Americans United for Progress, Fiesta 2013**


*Photo Source: https://www.facebook.com/laupholland/photos_stream?ref=page_internal*

## Welcoming to All continued...

| Recommendations | Implementation Opportunities |
|---|---|
| • Host events or programs that bring different neighborhoods together | • Develop a recreation program similar to the Detroit Futbol League<br>• Structure volunteer projects around the needs of specific neighborhoods, such as Hispanic populations |
| • Promote Holland as an immigrant-friendly community | • Look into outreach techniques like the website, Welcome Dayton, in order to be accessible to new immigrants<br>• Join organization like Welcoming America in order to refine the environment for immigrants<br>• Participate in the National League of Cities Municipal Action for Integration program<br>• Human Rights Ordinance and other resolutions are opportunities to be open to all new residents |
| • Address food access disparities across cultural groups | • Equalize representation and access of fresh local food to Hispanic, Asian and other residents by creating a connection between food assistance programs and local food producers for people of all income levels<br>• Tailor farmers market events to welcome Hispanic and other under-represented vendors and ensure access to farmers market |

# › › Messaging and Technology

People communicate, connect, and engage differently today than they did ten years ago, or five years ago, or last year, or even last month! Next generation Internet and communication technologies are allowing people to share information in the virtual world in unprecedented ways. Communities that use cutting-edge strategies in their approach to branding, engagement, and communication with new demographics, businesses, cultural institutions, and philanthropic communities are ahead of the game.

## Asset Analysis

Holland has an extensive online presence. The city has a tourism, resident attraction, service, and downtown website that offers content to a wide range of interests. The tourism site has a trip planning interface and showcases local offerings. The attraction site has a posting board and community information. The standard city of Holland website offers a long list of resident services and online engagement. The downtown site promotes development and the number of businesses to visit. The different websites can be slightly fractured, but each provide unique and quality information and interaction.

The City of Holland also hosts an active Facebook page. The page has quality graphics, frequent posts, and engaging language. Holland City Hall even responds to questions from residents on the page. There is also a smartphone app that allows residents to report problems. The Community and Neighborhood Services link is specifically helpful to providing guidance to residents.

The Holland Board of Public Works (BPW) owns and operates a fiber optic network in the city and surrounding area—one of very few publicly owned municipal broadband systems in the state. BPW partners with several local ISPs to provide home and small business access, and offers customized service packages to larger businesses and institutional users.

*Photo Source: Michigan Municipal League*

## › › Messaging and Technology continued...

| Recommendations | Implementation Opportunities |
|---|---|
| • Facilitate publicly accessible Internet access in the downtown area to drive pedestrian traffic and encourage use of public space. | • Coordinate with BPW to deploy limited infrastructure to provide free WiFi Internet access to those in the immediate downtown area, the Western Gateway, and the lakeshore<br>• Make sure that even residents without Internet access can utilize city services |
| • Downtown businesses advertise downtown Holland as a destination through existing social media platforms. | • Coordinate promotions and programming related to the Principal Shopping District with existing social media efforts |

# › › Transportation Options

Thriving regions offer a range of transportation options, from walking and biking to buses and other modes of transit. Developing effective transportation options is a necessary tool for all communities interested in attracting and retaining residents, workers, and businesses. Research shows that people across the nation are choosing communities that offer various modes of transportation, with easy access to the places they live, work, and play. Providing multimodal transportation options can be as complex as rail systems and as simple as trails and bike paths.

## Asset Analysis

The majority of Hollanders have a commute of less than 25 minutes, but most ride transit less than once a week. The Macatawa Area Express connects the area by bus, offering numerous routes around the downtown area and Hope College. Green Commute Week is a promising program that allows residents to explore different ways to travel around Holland. Since many Hollanders use bikes for recreation, there is the capacity to change the perception of bicycles from recreational to practical. The Amtrak station is on the east side of the downtown area and close to Hope College.

Many of downtown Holland's streets are set up in one-way pairs, a pattern that supports through vehicular traffic while limiting and frustrating direct access to locations within the downtown, both for car traffic and bicycles. Converting some of these streets to two-way traffic would re-prioritize downtown access over fast through traffic.

## Case Study: Tour de Troit[9]

Tour de Troit is similar to Holland's Green Commute Week. It is a yearly event that funds the creation of bike lanes across the city. Tour de Troit started small in 2002, with only 25 riders. In 2013, there were 6,000 bicyclists in attendance. By creating a venue for people to explore bicycles as transportation, ideas can be shared. The Tour de Troit has expanded from an event to a nonprofit organization and brings people from all over the area in to participate. The event raises money to expand the green infrastructure throughout the city. Green Commute Week could grow into being even more of an attraction and build awareness for alternative forms of transportation.

9 "Tour de Troit," Michigan Municipal League: Placemaking 2014. Accessed August 21, 2014. http://placemaking.mml.org/tour-de-troit/.

**Downtown Holland**

*Photo Source: Michigan Municipal League*

## Transportation Options continued...

| Recommendations | Implementation Opportunities |
|---|---|
| • Continue building out non-motorized transportation network | • Update the Bicycle and Pedestrian Transportation Plan<br>• Update "complete streets resolution" to emphasize bike paths and pedestrian walkways<br>• Look into Safe Route to School plans for students who walk or ride bikes to school |
| • Continue to consider redesigning roads, including reducing lanes for motor vehicles | • Consider opportunities to convert 7th, 8th, and 9th or River and Pine to two-way traffic<br>• Designate lanes for bicyclists and pedestrians |
| • Review Macatawa Area Express routes for opportunities to increase transit coverage of the Western Gateway area | • Expand the possibility for easy transit east to west with connective routes<br>• Connect urban neighborhoods with the recreation on the lakeshore |
| • Make bicycle transportation more available to residents and tourists | • Offer a public bike share with locations and maps to the lakeshore, Western Gateway, and downtown<br>• Expand designated bike lanes, promote "share the lane" through signage, and improve the biking environment throughout Downtown and the City |
| • Provide mass public transportation to community events, festivals, and farmers markets | • Increase equality of access and attendance by offering a shuttle from low income neighborhoods to community events and farmers markets |

# › › Education

Education is essential in competing in a global, 21st century economy, and centers of education are vital anchor institutions within communities. From K-12 schools to community colleges, and technical schools to state universities, educational institutions bring innumerable benefits to a community. They are the hub not only for learning, but sports, entertainment, arts and culture, healthcare, and recreation, and serve as engines of economic development. Vibrant communities successfully collaborate with a full range of educational institutions to develop intellectual, human, and physical capital. Collaboration can be as simple as sharing physical facilities such as ballparks and swimming pools, or as complex as formal town-gown strategic plans.

## Asset Analysis

Holland has a relatively high level of education. Eighty-four percent of residents have a high school diploma, and 30 percent have a college degree. Holland's largest higher education asset is Hope College, which offers archives and institutes to serve greater Holland. The city is home to branches of Grand Valley State University and Davenport University, as well as Holland Public Schools, Calvary Schools, Black River Public Schools, Holland Christian Schools, and Vanderbilt Charter Academy.

There is a Community Network for Education that brings together 21 educational organizations to plan and ensure quality education. Two notable programs that are addressing systemic issues are Ready for School (preparing children and their families for learning by age 5) and Destination Education (providing support for educating all of Holland's youth beyond high school in preparation for successful careers and life-long learning). These collaborations have produced promising results for the residents of Holland. Hopefully, these partnerships will lead to increased services for Spanish-speakers and non-traditional students.

**Hope College and Holland Service Time To Serve**

## Education continued...

| Recommendations | Implementation Opportunities |
|---|---|
| • Develop metrics for success for the Community Network for Education; currently the goal is to help all students succeed—explain more of what that goal really means | • Options to improve access and quality of education to lower income and/or Hispanic populations<br>• Safe Routes to Schools – look into plans to ensure safe transportation to students who ride bicycles or walk to school |
| • Ensure accessibility of Hope College resources to Hollanders downtown | • Capitalize on the proximity of Hope College with community programming, such as lectures and performances<br>• Integrate the students into the city by offering off campus mixed-use development neighborhoods, perhaps in the Western Gateway<br>• Connect Hope College campus to the rest of the city with more than one bike/pedestrian pathway<br>• Create a program for Holland residents to audit classes at Hope College, perhaps building on or linking to the Hope Academy of Senior Professionals (HASP) |

Holland

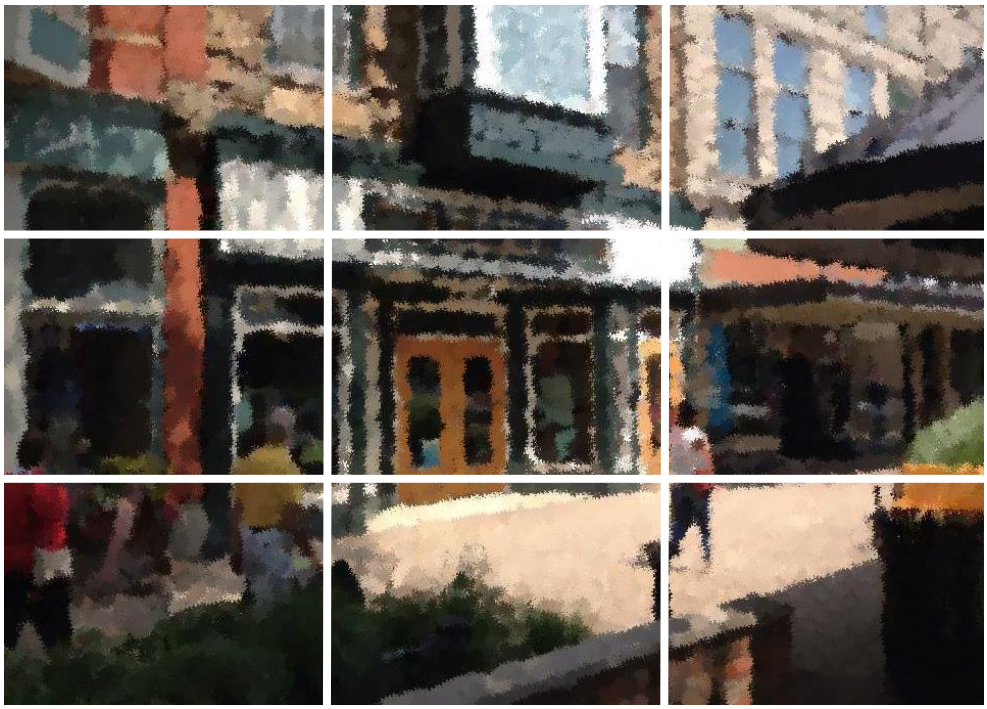
*Photo Source: Michigan Municipal League*

# Appendix

Downtown Holland

# Retail Market Analysis

Holland, Michigan



*Prepared for:*

City of Holland Downtown Development Authority

*Prepared by:*

Gibbs Planning Group

22 August 2014

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## INTRODUCTION

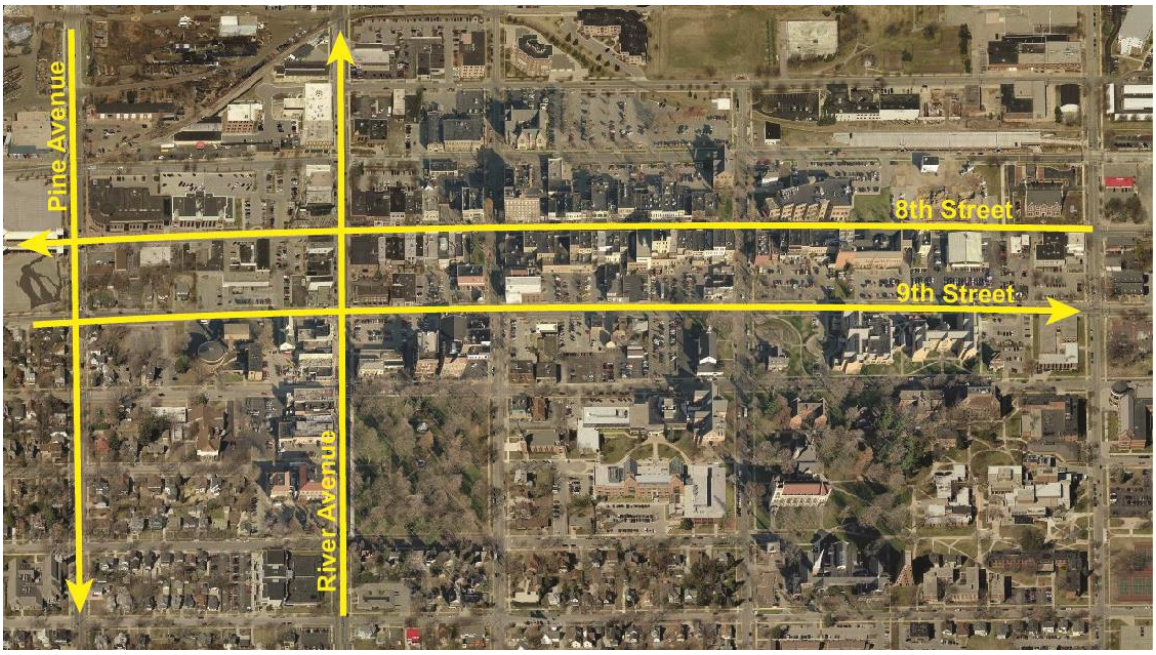



*Figure 1: Aerial photo of downtown Holland and the surrounding area.*

### Executive Summary

This study finds that downtown Holland can presently support an additional 101,600 square feet (sf) of retail and restaurant development, generating over $33.0 million in new sales. By 2019, growing retail demand will be able to support 107,600 sf of new commercial growth, generating up to $38.3 million in sales. The demand could partially be absorbed by existing businesses and/or with the opening of 30 to 40 new restaurants and stores.

Additional development in downtown Holland can provide needed goods and services for the existing surrounding consumer base of nearby residents, employees and students. Additionally, adding to the critical mass of retailers and restaurants downtown can further the broad appeal to tourists and contribute to increased expenditure within the downtown development district. The leading categories of supportable retail growth are restaurants, department store merchandise, apparel, furniture and jewelry.

As the largest city in the former Holland-Grand Haven metropolitan statistical area, Holland has long been a regional destination on the Lake Michigan coast. With expansive growth in the Grand Rapids area and an increasing frequency of workers commuting into Grand Rapids from Holland and Grand Haven, the metropolitan statistical area has been absorbed by the Grand Rapids metropolitan area, resulting in a larger region and increasing the gravitational pull that could potentially see population growth and economic development spread into the Holland area.

With history dating back to the mid-1800's, Holland's downtown has been recognized on the National Register of Historic Places since 1990. A favorable location on Lake Macatawa, which feeds into Lake Michigan, has attracted many industries to the city since its founding, providing jobs for residents and the means for local economic development. Furthermore, as a result of foresight and planning, the downtown has exceptional public spaces and parks as well as a heating system powered by the local power plant that melts the snow on downtown streets and

sidewalks. Historic charm, stable employment and exceptional infrastructure make downtown Holland a desirable location for local, regional and national retailers.

The existing conditions in downtown reflect a district with a handsome supply of pre-war buildings set in a traditional main street layout centered along 8th Street and River Avenue. Many local retailers cater to the nearby supply of residents and seasonal tourists with uniquely curated boutiques, neighborhood merchants and a diverse array of dining options. Several of the downtown buildings have seen rehabilitation and investment that has attracted several national retailers such as Chico's, Jos. A Bank, Talbots and White House Black Market. However, just beyond these densely developed blocks, several advantageously located sites are suitable for infill or redevelopment. A steadily increasing population in a fast-growing region coupled with strong tourism and events such as the famous "Tulip Time" position Holland for new commercial development to complement the existing supply of successful retailers and restaurants.

**Table 1: 2014 & 2019 Supportable Retail**

| Retail Category | Est. 2014 Supportable SF | Est. 2019 Supportable SF | Number of Stores |
|---|---|---|---|
| **Retail** | | | |
| Apparel & Shoes Stores | 9,600 sf | 10,600 sf | 3 - 5 |
| Auto Parts Stores | 1,100 sf | 1,100 sf | 1 |
| Book & Music Stores | 2,800 sf | 2,900 sf | 1 - 2 |
| Craft Beer, Spirits and Fine Wine Stores | 1,900 sf | 2,100 sf | 1 |
| Department Store Merchandise | 14,500 sf | 15,500 sf | 2 - 4 |
| Electronics & Appliance Stores | 4,000 sf | 4,200 sf | 1 - 2 |
| Furniture & Home Furnishings Stores | 9,000 sf | 9,500 sf | 1 - 2 |
| Jewelry Stores | 5,200 sf | 5,300 sf | 2 - 4 |
| Miscellaneous Store Retailers | 4,200 sf | 4,400 sf | 2 - 4 |
| Office Supplies & Gift Stores | 3,000 sf | 3,100 sf | 2 - 3 |
| Pharmacy | 3,800 sf | 4,800 sf | 1 |
| Specialty Food Stores | 3,000 sf | 3,100 sf | 1 - 2 |
| Sporting Goods Stores | 1,800 sf | 2,000 sf | 1 |
| **Retail Totals** | **63,900 sf** | **68,600 sf** | **19 - 32** |
| **Restaurants** | | | |
| Bars, Breweries & Pubs | 3,200 sf | 3,300 sf | 1 |
| Full-Service Restaurants | 14,800 sf | 15,300 sf | 2 - 3 |
| Limited-Service Restaurants | 13,300 sf | 13,900 sf | 3 - 4 |
| Special Food Services | 6,400 sf | 6,500 sf | 2- 3 |
| **Restaurant Totals** | **37,700 sf** | **39,000 sf** | **8 - 11** |
| **Retail & Restaurant Totals** | **101,600 sf** | **107,600 sf** | **27 - 43** |

This study further finds that downtown Holland has a primary trade area population of 103,790 persons, increasing under current trends to 107,310 persons by 2019. The projected annual growth rate is 0.67 percent, a stronger figure than found in the state. Median household income in the primary trade area is $51,900, which is in between the regional and state averages, and is expected to grow by 3.07 percent annually to $59,200 by 2019. Housing favors owner-occupied units, which comprise 65.9 percent of all occupied households compared to 24.1 percent renter-occupied households; the vacancy rate is 9.9 percent. The primary trade area is also home to Hope College, which boasts a growing on-campus enrollment of 3,300 students as well as Western Theological seminary and satellite campuses for Davenport University and Grand Valley State University. The primary trade area has a labor base of 45,780 employees.

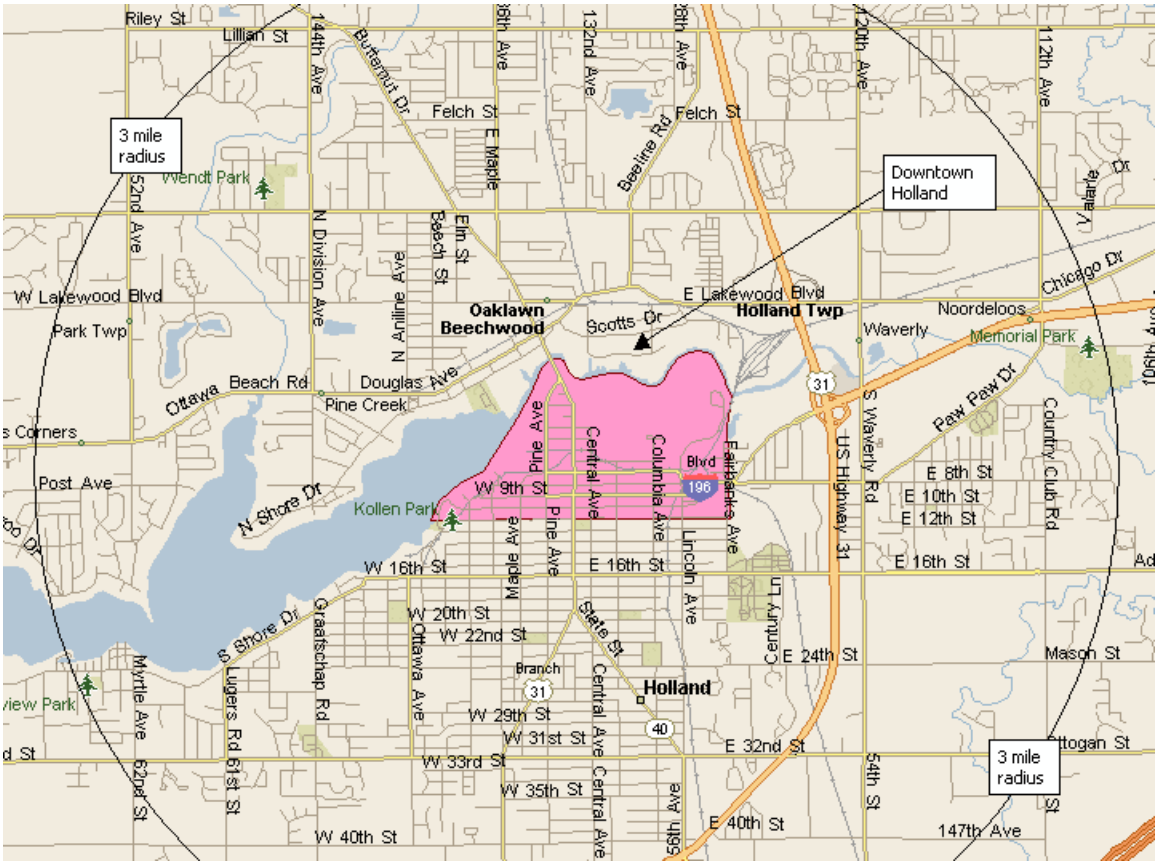



*Figure 2: Many of the area's residents live within 3 miles of downtown, including the school-year populations of Hope College, Western Theological Seminary, Davenport University and Grand Valley State University.*

## Background

Gibbs Planning Group, Inc. (GPG) has been retained by the City of Holland Downtown Development Authority to conduct a retail feasibility analysis for downtown Holland in Ottawa County, Michigan. The study area, as defined by the DDA boundaries, is located between Lake Macatawa and 11th Street (north-south) and Fairbanks Avenue and Lake Macatawa (east-west), less than one mile west of US-31 and approximately 3.5 miles north of Interstate-196. Downtown Holland is roughly 25 miles from downtown Grand Rapids.

With progressive statewide campaigns for placemaking and investment into Michigan's downtown's, there is interest in understanding the future of retail in Holland's core. The nearby campus of Hope College has seen seven straight years of enrollments over 3,200 students, with a record enrollment of 3,343 in 2012, and a vibrant downtown is viewed as an integral amenity in attracting students to the area. Likewise, despite population loss during the recession, the number of residents in Holland is growing again, creating a favorable environment for retail expansion. The City of Holland is interested in understanding the market for attracting retailers to downtown and the cultivating an appropriate tenant mix for residents, workers and students in the trade area.

GPG addressed the following issues in this study:

- What is the existing and planned retail market in the study and trade area?

- What is the primary trade area for downtown Holland?

- What are the population, demographic and lifestyle characteristics in the primary trade area, currently and projected for 2019?

- What is the current and projected growth for retail expenditures in the primary trade area, now and for the next five years?

- How much additional retail square footage is supportable in the downtown Holland study area and what retail uses should be encouraged? What sales volumes can development achieve in or near the study area?


*Figure 3: There are many towns within 15 miles of downtown Holland; downtown Grand Rapids is roughly 25 miles away.*

## Methodology

To address the above issues, GPG defined a trade area that would serve the retail in the study area based on geographic and topographic considerations, traffic access/flow in the area, relative retail strengths and weaknesses of the competition, concentrations of daytime employment and the retail gravitation in the market, as well as our experience defining trade areas for similar markets. Population, consumer expenditure and demographic characteristics of trade area residents were collected by census tracts from the U.S. Bureau of the Census, U.S. Bureau of Labor Statistics and Esri (Environmental Systems Research Institute).

Finally, based on the projected consumer expenditure capture (demand) in the primary trade area of the gross consumer expenditure by retail category, less the current existing retail sales (supply)

by retail category, GPG projects the potential net consumer expenditure (gap) available to support existing and new development. The projected net consumer expenditure capture is based on household expenditure and demographic characteristics of the primary trade area, existing and planned retail competition, traffic and retail gravitational patterns and GPG's qualitative assessment of the downtown Holland study area. Net potential captured consumer expenditure (gap) is equated to potential retail development square footage, with the help of retail sales per square foot data provided by Dollars and Cents of Shopping Centers (Urban Land Institute and International Council of Shopping Centers), qualitatively adjusted to fit the urbanism and demographics of the study area.


*Figure 4: Within the Downtown Development Authority boundaries, the principle shopping district is the retail core centered along 8th Street and River Avenue.*

For the purposes of this study, GPG has assumed the following:

- Other major community retail centers may be planned or proposed, but only the existing retail is considered for this study. The quality of the existing retail trade in the study area is projected to remain constant. Gains in future average retail sales per sf reflect higher sales per sf in newly developed retail and selected increases in sales per sf by individual retail categories.
- No major regional retail centers will be developed within the trade area of this analysis through 2019 for the purposes of this study.
- The region's economy will continue at normal or above normal ranges of employment, inflation, retail demand and growth.
- The subject site is properly zoned to support infill and redevelopment projects with current and innovative standards, and the existing infrastructure (water, sewer, arterial roadways, etc.) can support additional commercial development.
- Annual population growth for the primary trade area is estimated to be 0.67 percent throughout the five-year period of this study.
- Employment distribution is projected to remain constant, without a spike or decline in employment by NAICS categories.

- The projected lease and vacancy rate model is based on our proprietary econometric model of the relationship between changes in employment and changes in vacancy and lease rates. Data was gathered from the U.S. Census Bureau, Esri, CBRE and local brokerage services.
- Any new construction in the study area will be planned, designed, built and managed to the best practices of the American Institute of Architects, American Planning Association, American Society of Landscape Architects, Congress for the New Urbanism, International Council of Shopping Centers and The Urban Land Institute.
- Parking for new development projects or businesses will meet or exceed the industry standards. GPG has noted that the existing parking is apparently adequate for present amounts of commercial, but that management and additional capacity may be necessary for new development or if the existing vacancies become occupied or new higher sales businesses deploy in the study area.
- Visibility of any new retail is also assumed very good, with signage as required to assure easy visibility of the retailers.
- Infill or redevelopment projects in the study area will open with sustainable amounts of retail and anchor tenants, at planned intervals and per industry standards.

## Trade Area


*Figure 5: Downtown Holland is pedestrian friendly with several outdoor dining options and desirable public spaces.*

Based on GPG's site evaluation, the existing retail hubs, population clusters, highway access, and the retail gravitation in the market, as well as our experience defining trade areas for similar communities throughout the United States, it was determined that consumers in the primary trade area generate demand to support a variety of retailers. This potential will continue to increase over the next five years, sustained by an annual population growth rate of 0.67 percent and household income growth of 3.07 percent.

The primary trade area is the consumer market where the study area has a significant competitive advantage because of access, design, lack of quality competition and traffic and commute patterns. This competitive advantage equates to a potential domination of the capture of consumer expenditure by the retailers in the study area.

GPG defined a primary trade area by topography, vehicular access, strength of retail competition and residential growth patterns instead of standardized "drive-times." Consumers inside the primary trade area will account for up to 50 to 60 percent of the total sales captured by retailers in downtown Holland. Due to the strong retail gravitational pull of Grand Rapids as well as the smaller coastal downtowns of Saugatuck and Grand Haven, GPG finds that the primary trade area accounts for an area roughly defined by a 5 to 6 mile radius and inclusive of Holland, Holland Township and Zeeland. Dated retail shopping centers outside of the downtown enhance the appeal of study area retailers and restaurants creating a captive audience of nearby consumers.


*Figure 6: The downtown Holland primary trade area includes the majority of Holland, Holland Township and Zeeland.*

The following borders approximately delineate the primary trade area:

- North – Van Buren Street
- South – Interstate-196/140th Avenue
- East – Interstate-196/84th Avenue
- West – Lake Michigan

Furthermore, the total or community trade (Figure 7) area extends in all directions to include residents and workers who because of direct access and limited competition may currently or in the future contribute expenditure to downtown Holland retailers. The boundaries of the total trade area extend north MI-104/Cleveland Street, east to 24th Avenue/30th Street, and south to MI-89/124th Avenue. Residents who live in the total, but not within the primary, trade area will shop

downtown retailers frequently, but the area will not be their primary shopping destination. Consumers in the total trade area are accustomed to drive times considerably longer than more urban populations and reported expenditure captured by existing retailers confirms regular patronage from the total trade area. Residents living with the total trade are will account for 15 to 20 percent of retail sales.

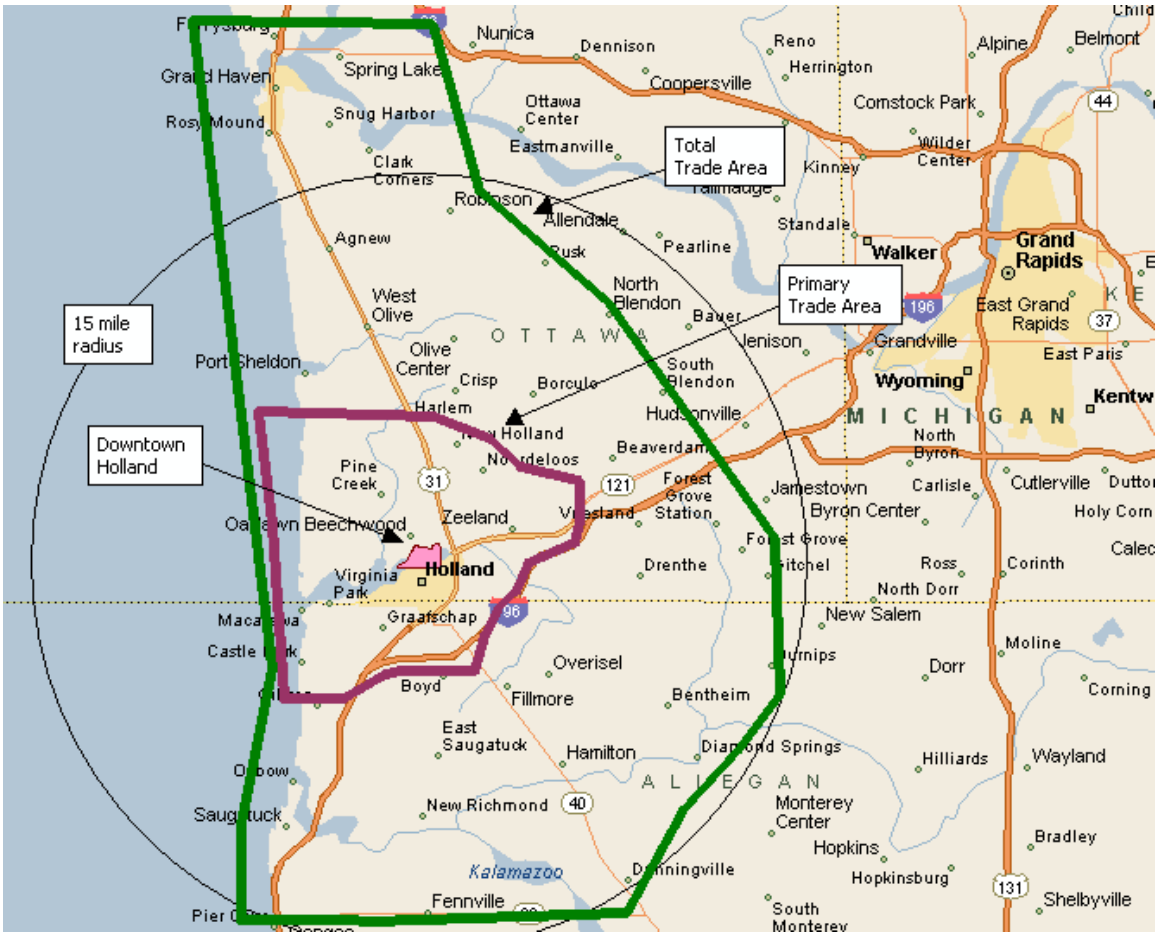



*Figure 7: The boundaries of the downtown Holland primary trade area are shown in purple, and the total trade area is shown in green. Consumers in the total but not within the primary trade area will account for 15 to 20 percent of the business generated in the study area.*

## Demographic Characteristics

Using data from Esri (Environmental Systems Research Institute) and the U.S. Census Bureau, GPG obtained the most recent population and demographic characteristics (2014), and those projected for 2019 for the defined trade areas, as well as regional (Allegan and Ottawa Counties) and statewide statistics.

The primary trade area has an estimated 2014 population of 103,790 persons, which will increase at an annual rate of 0.67 percent to 107,310 by 2019. This annual growth rate is similar to the total trade and regional areas, but contrasts the more modest growth trend in the state level of 0.10 percent. The number of households in the primary trade area is 37,920, holding 2.65 persons per household, and is projected to increase to 39,380 by 2019, a 3.86 percent total increase over the five years. Median household income is $51,900 and is expected to increase to $59,200 in 2019 at an annual rate of 2.67 percent. Average income in the trade area is $67,300,

while 30.6 percent of households earn over $75,000 per year – lower than regional statistics but higher than state statistics. Displaying higher levels of education than the region and state, 29.9 percent of residents over the age of 25 have earned a bachelor's degree or higher.

The primary trade area demonstrates a housing market characteristic of similar markets within the state. Approximately 90.1 percent of homes are occupied and the median home value is estimated to be $146,100. Of all households, 65.9 percent are owner-occupied, a number that has decreased 1.3 percent since 2010 and is expected to increase marginally to 66.1 percent by 2019. Renter-occupied households have increased from 23.2 percent in 2010 to 24.1 percent in 2014; this statistic is projected to continue to grow to 24.4 percent by 2019. The vacancy rate has slowly climbed from 9.7 percent in 2010 to 9.9 percent in 2014, but it is expected to fall back to 9.5 percent by 2019. Of the 3,900 vacant housing units, 48.6 percent are actively for sale or rent while 31.8 percent are for recreation or seasonal use. The percentage of housing units valued at over $150,000 is expected to increase 24.2 percent – coinciding with an increase in the median home value to $181,900 by 2019.

**Table 2: Demographic Comparisons**

| Characteristics | Primary Trade Area | Total Trade Area | Allegan-Ottawa Counties | Michigan |
|---|---|---|---|---|
| 2014 Population | **103,790** | 189,300 | 382,000 | 9,853,700 |
| 2019 Population | **107,310** | 196,500 | 395,600 | 9,903,000 |
| 2014-2019 Projected Annual Growth Rate | **0.67%** | 0.75% | 0.70% | 0.10% |
| Persons Per Household 2014 | **2.65** | 2.62 | 2.67 | 2.47 |
| Median Age | **35.5** | 37.8 | 36.5 | 39.7 |
| 2014 Median Household Income | **$51,900** | $53,400 | $53,600 | $47,600 |
| 2014 Average Household Income | **$67,300** | $68,700 | $67,300 | $64,300 |
| 2019 Median Household Income | **$59,200** | $61,600 | $61,200 | $55,000 |
| 2019 Average Household Income | **$75,200** | $76,700 | $74,600 | $72,300 |
| % Households w. incomes $75,000+ | **30.6%** | 32.6% | 32.2% | 28.6% |
| % Bachelor's Degree or higher | **29.9%** | 29.6% | 26.6% | 25.7 % |

***Table 2:*** *This side-by-side table compares and contrasts the primary trade area and total trade area demographic statistics with those of the Allegan and Ottawa county surrounding region and the State of Michigan.*

The total trade area demonstrates improved demographics. There are 189,300 residents increasing by 0.75 percent annually to 196,500 by 2019. This growth rate is higher than both the primary trade area and the region, and still significantly higher than the state level of 0.10 percent. The number of households is 70,700 increasing to 73,700 by 2019. Median household income in the area is $53,400 and the average household income is $68,700, both of which are more than the primary trade area and the state but similar to the regional. Median incomes are expected to increase to $61,600 by 2019 when the average income will have grown by 11.6 percent to $76,700. Educational attainment is nearly identical to the primary trade area; however, 32.6 percent of households earn more than $75,000 annually. The median age is 37.8.

## Tapestry Lifestyles

Esri has developed Tapestry Lifestyles, which is an attempt to create 65 classifications, or lifestyle segments, that help determine purchasing patterns. These segments are broken down to the U.S. Census Block Group level and used by many national retailers to help determine future potential locations. The following Table 3 details the top Tapestry Lifestyles found in the primary trade area.

**Table 3: Tapestry Lifestyles**

| Lifestyle | Trade Area Statistics | Short Description |
|---|---|---|
|  <br>Green Acres | Population<br>17,160<br><br>Median HH Income<br>**$72,000**<br><br>16.4% Primary Trade Area Households Market Share<br><br>3.2% National Market Share | *Green Acres* residents live in rural enclaves in metropolitan areas, primarily but not exclusively in older homes with acreage. Mostly married couples often with no children, the median age is 43 years. Median income is higher than the nation at $72,000 and is derived not only from wages and salaries but also from self-employment, investments, and increasingly, from retirement. Unemployment is low and labor force participation is high; 60 percent of residents are college-educated.<br><br>Centered on country living and self-reliance, *Green Acres* residents are avid do-it-yourselfers, maintaining and remodeling their homes, planting vegetable gardens and landscaping, with all the necessary tools and equipment to accomplish the jobs. Avid about the outdoors and concerned with physical fitness, hunting, fishing, motorcycling, hiking, camping, golf are common activities. In purchases for their homes and hobbies, they are cautious consumers with a focus on quality and durability. |
|  <br>Rustbelt Traditions | Population<br>10,130<br><br>Median HH Income<br>**$49,000**<br><br>10.3% Primary Trade Area Households Market Share<br><br>2.2% National Households Market Share | Members of the *Rustbelt Traditions* segment are determined, white-collar workers with a modest income - around $49,000 on average. Many do skilled work in manufacturing, health care, and retail trade. Their neighborhoods are situated on the edge of metropolitan areas, causing many households to have two or more cars. About half are married couples without children. The other half of the households is mostly single.<br><br>*Rustbelt Traditions* citizens are family-oriented and enjoy spending time at home. They stick to a budget and prefer to buy American-made goods. Households tend to have at least four televisions often tuned to AMC, ESPN, and Cartoon Network. Many spend a lot of time gaming online or frequenting family restaurants such as Applebee's or Outback Steakhouse. |

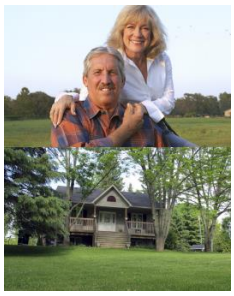
| Lifestyle | Trade Area Statistics | Short Description |
|---|---|---|
|  <br>**Midlife Constants** | Population<br>6,330<br><br>Median HH Income<br>**$48,000**<br><br>6.7% Primary Trade Area Households Market Share<br><br>2.5% National Households Market Share | *Midlife Constants* residents are seniors, at or approaching retirement, whose lifestyle is more country than urban. Although located in predominantly metropolitan areas, they live outside the central cities, in smaller communities with homes built before 1980; residents rarely move from these neighborhoods. Mostly married couples, there are some single households; average household size is 2.3. With a median income of $48,000, 42 percent of households receive social security benefits and 28 percent receive retirement income.<br><br>Traditional, not trendy, *Midlife Constants* opt for convenience and comfort. Attentive to price, but not at the expense of quality, they prefer to buy American and natural products. Often giving to charitable organizations and arts and culture, they are generous, but not spendthrifts. Having lived in the same house for many years they spend on home improvement and gardening. Leisure activities include scrapbooking, movies at home, reading, fishing, and golf. |
|  <br>**Metro Fusion** | Population<br>6,200<br><br>Median HH Income<br>**$33,000**<br><br>5.6% Primary Trade Area Households Market Share<br><br>1.4% National Households Market Share | *Metro Fusion* is a young, diverse market with 30 percent black, 34 percent Hispanic, and 20 percent foreign born. They are highly mobile and over 75 percent of households are occupied by renters. Many households have young children; a quarter are single-parent families. Over 60 percent of the homes are multiunit structures located in the urban periphery. Hard-working and dedicated to climbing the ladders of their professional and social lives, common occupations are in sales, transportation or administrative support; the median income is $33,000.<br><br>Residents in *Metro Fusion* neighborhoods take pride in their appearance and seek out the newest trends; however, they are likely to stick with the same few designer brands. Impulsive, they spend money readily on what's hot unless saving for something specific like electronics. With limited income, discount grocery stores, Kmart, and Walmart are sought after and when dining out they prefer McDonald's, Wendy's, and IHOP. |
|  <br>**Salt of the Earth** | Population<br>4,450<br><br>Median HH Income<br>**$53,000**<br><br>4.8% Primary Trade Area Market Share<br><br>2.9% National Market Share | *Salt of the Earth* residents are older people – many with grown children who have moved out. Their median age is 43.1 years and the majority has some higher education, though 42 percent have just a high school diploma. These citizens enjoy the outdoors and embrace their rural lifestyles. Though they tend not to keep up with current technology, they do so when necessary.<br><br>The free time of *Salt of the Earth* residents is constantly occupied by do-it-yourself projects and gardening. They remain loyal to traditional American brands, especially when purchasing their trucks. A rural setting requires them to purchase satellite dishes and use dial-up internet. |

***Table 3:*** *The top five Tapestry Lifestyle groups profiled above portray a mix of urban households and more rural families of varying ages and a range of income levels.*

## Tapestry Lifestyles Segmentation

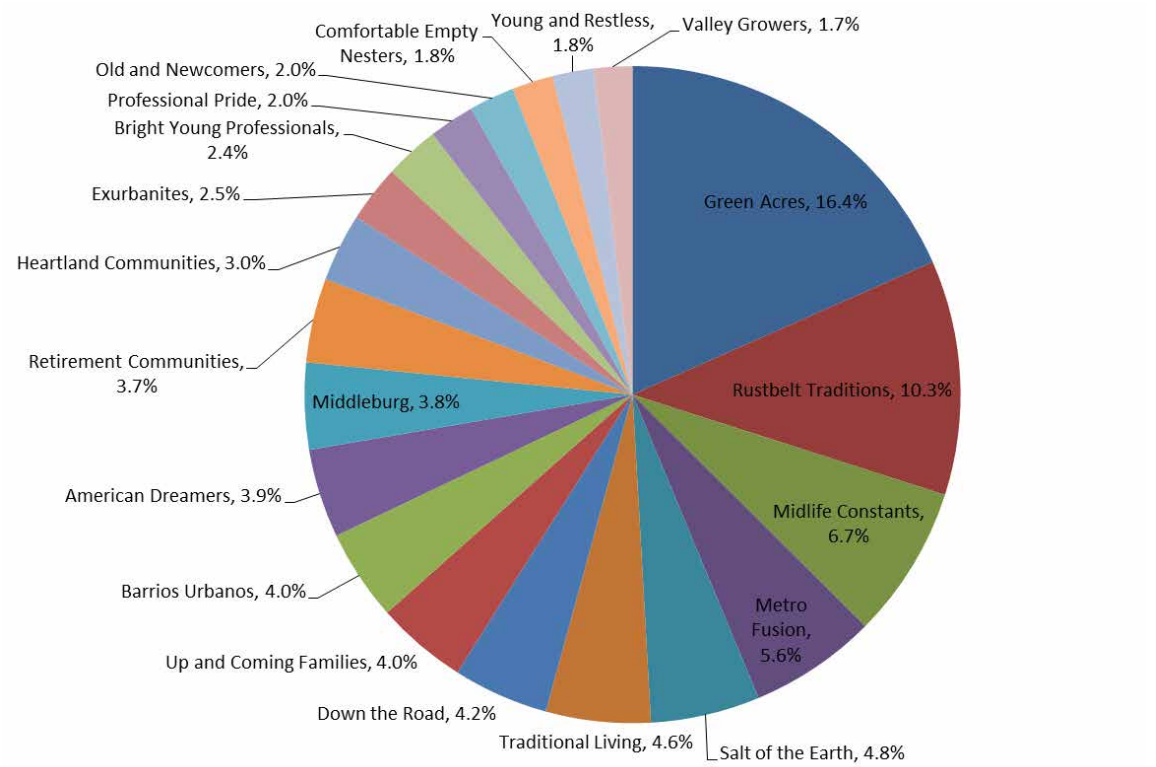



***Figure 8:*** *The relative proportions of the top twenty Tapestry Lifestyle segments found in the primary trade area.*

The trade area's most prominent lifestyle group is *"Green Acres,"* which represents 16.4 percent of households. This group is comprised of older folks without children or with grown children who have moved out of the house. Households are focused on rural living and self-reliance, enjoying home improvement projects on their older homes on lots of generally an acre or more.

Both home ownership and median home values surpass national averages as 86.7 percent of houses are owner-occupied and the median value is $197,000. Home-improvement projects are prevalent and a vast supply of tools and lawn care equipment are seen as necessary for this style of life. Houses are usually outfitted with satellite television and late model trucks and SUVs are preferred means of transportation. Household size in these neighborhoods averages 2.69 persons.

Often working in management or health care positions, unemployment is low (6 percent) and labor force participation is high (67.4 percent).The median household income is $72,000 and income is also derived from investments (30 percent of households), self-employment (15 percent of households) and some residents are beginning to receive retirement income. Over 60 percent of residents are college educated, however many express pessimistic about their economic outlook.

Active physically and socially, *Green Acres* residents belong to community-minded organizations and have many outdoor pursuits. In addition to vegetable gardens and landscaping at home, camping, hiking, fishing, hunting and golf are other means to enjoy the outdoors away from the

house. Only concerned with the latest trends in as much as it can improve their lifestyle, these are disciplined spenders, often saving up if it means a higher quality or natural product. In addition to tools, lawn equipment and purchases related to outdoor hobbies, at-home exercise machines are common.

### Employment Base

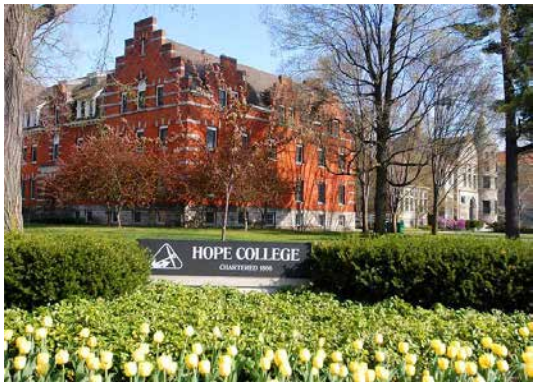




*Figure 9: There are many significant employers near downtown Holland including HJ Heinz and Hope College (Image Source: (left) theatlantic.com (right) ctcl.org).*

The employment picture found in the primary trade area reflects a concentrated services, manufacturing and retail sector foundation. With such a dominant proportion of workers employed in these sectors most other employment categories display diminished percentages.

**Table 4: Employment Comparison by Sector**

| Sector | Primary Trade Area | Total Trade Area | Allegan-Ottawa County | Michigan |
|---|---|---|---|---|
| Agriculture and Mining | **1.9%** | 3.3% | 4.1% | 1.8% |
| Construction | **5.6%** | 6.1% | 7.3% | 4.4% |
| Manufacturing | **29.4%** | 25.2% | 21.4% | 12.7% |
| Transportation | **3.4%** | 4.0% | 4.1% | 2.7% |
| Communication | **0.4%** | 0.4% | 0.4% | 0.6% |
| Utility | **0.3%** | 0.8% | 0.7% | 0.5% |
| Wholesale Trade | **4.4%** | 4.4% | 4.6% | 3.7% |
| Retail Trade | **18.2%** | 17.7% | 16.6% | 15.8% |
| Finance, Insurance & Real Estate | **4.2%** | 4.0% | 3.7% | 4.5% |
| Services | **30.1%** | 30.0% | 32.7% | 47.8% |
| Government | **2.1%** | 4.2% | 4.5% | 5.4% |
| Unclassified | **0.0%** | 0.0% | 0.0% | 0.0% |

*Table 4: Services and manufacturing comprise the bulk of primary trade area employment.*

As shown in Table 4 above, the service sector accounts for the majority of employment (30.1 percent) in the primary trade area. However, when compared with state figures, the proportion of service sector employees in the area is considered low. This is likely due to the employment characteristics of a strong skilled labor and tourism economy, which corresponds to elevated

levels of manufacturing and retail. Overall, the primary trade area economy is 52.6 percent white-collar, 32.0 percent blue-blue collar and 15.4 percent services. This mix of employment contains many sectors that are typically responsible for a significant source of daytime worker expenditure, suggesting that further commercial development may lure more daytime consumers to downtown to support new and existing retailers.

**Table 5: Drive Time and Trade Area Employment by Industry Sector**

| Employment Sector | 10-Minute Drive Time | Primary Trade Area | Total Trade Area |
|---|---|---|---|
| Agriculture & Mining | **650** | 1,050 | 3,000 |
| Construction | **2,610** | 3,030 | 5,620 |
| Manufacturing | **12,160** | 15,890 | 23,230 |
| Transportation | **1,480** | 1,840 | 3,670 |
| Communication | **230** | 240 | 370 |
| Utility | **120** | 160 | 700 |
| Wholesale Trade | **1,640** | 2,360 | 4,080 |
| Retail Trade | **9,550** | 9,850 | 16,330 |
| Home Improvement | **910** | 940 | 1,420 |
| General Merchandise Stores | **1,580** | 1,460 | 2,480 |
| Food Stores | **900** | 1,050 | 1,770 |
| Auto Dealers, Gas Stations, Auto Aftermarket | **760** | 820 | 1,420 |
| Apparel & Accessory Stores | **330** | 260 | 490 |
| Furniture & Home Furnishings | **530** | 560 | 780 |
| Eating & Drinking Places | **3,050** | 3,190 | 5,480 |
| Miscellaneous Retail | **1,490** | 1,570 | 2,490 |
| Finance, Insurance & Real Estate | **1,950** | 2,270 | 3,670 |
| Banks, Savings, & Lending Institutions | **600** | 610 | 910 |
| Securities Brokers | **170** | 170 | 230 |
| Insurance Carriers & Agents | **500** | 510 | 660 |
| Real Estate, Holding, Other Investment | **680** | 980 | 1,870 |
| Services | **14,100** | 16,300 | 27,720 |
| Hotels & Lodging | **420** | 370 | 790 |
| Automotive Services | **720** | 770 | 1,180 |
| Motion Pictures & Amusements | **500** | 550 | 1,200 |
| Health Services | **3,360** | 3,760 | 5,110 |
| Legal Services | **300** | 320 | 490 |
| Education Institutions & Libraries | **2,100** | 2,640 | 5,530 |
| Other Services | **6,700** | 7,890 | 13,420 |
| Government | **1,280** | 1,110 | 3,880 |
| Unclassified | **10** | 10 | 10 |
| **Total Employment** | **45,780** | **54,110** | **92,280** |

***Table 5:*** *Nearly all of the workers in the primary trade area are within a 10-minute drive of downtown.*

Within the service sector, other services is the leading subcategory comprising 14.6 percent of total employment, followed by health services (6.9 percent) and educational institutions and libraries (4.9 percent). The latter two subcategories can be explained by nearby Holland Hospital and Hope College. Health services and education employees are likely candidates to leave the workplace for lunch and support downtown restaurants.

As the second leading category of employment, manufacturing workers account for over 29 percent of employment within the primary trade area. This is attributed to several industries including: the world's largest pickle factory (HJ Heinz Co.), which has been in operation since 1897, as well as Herman Miller and Haworth (furniture) and Johnson Controls and LG Chemical (auto parts/lithium-ion batteries).

Daytime employment plays a large role in supporting retail. The primary trade area is estimated to have over 54,000 employees; 15,000 of them are office employees who are known to expend at much higher rates, often eating out for lunch and shopping on the way to and from work. The mix of employees throughout the ten-minute drive time is consistent with primary trade area percentages, with services, manufacturing and retail being the leaders within ten minutes at 14,100, 12,160 and 9,550 jobs respectively. Furthermore, there are approximately 5,000 employees within walking distance to downtown retail; a considerable supply of captive consumers nearest the study site. GPG estimates downtown merchants are regularly capturing expenditure from workers within ten minutes of the study site with the potential to increase sales to these daytime employees to support existing and new retailers.

**Table 6: Ten-Minute Drive-Time Worker Expenditure**

| Category | Weekly Expenditure | Annual Expenditure | % Capture | Office Worker Expenditure | Non-Office Worker Expenditure | Total Expenditure |
|---|---|---|---|---|---|---|
| | | | | 15,230 | 30,550 | |
| **Prepared Food & Beverage** | | | | | | |
| Limited & Full Service Restaurants | $44 | $2,332 | 75.0% | $26,584,800 | $19,737,465 | $46,322,265 |
| Drinking Places | $17 | $884 | 25.0% | $3,359,200 | $2,493,985 | $5,853,185 |
| **Retail Goods** | | | | | | |
| General Merchandise, Apparel, Home Furnishings, Electronics | $70 | $3,640 | 20.0% | $11,065,600 | $8,215,480 | $19,281,080 |
| Grocery | $30 | $1,560 | 15.0% | $3,556,800 | $2,640,690 | $6,197,490 |
| Convenience Items | $20 | $1,040 | 33.0% | $5,216,640 | $3,873,012 | $9,089,652 |
| **Total** | **$181** | **$9,456** | | **$49,783,040** | **$36,960,632** | **$86,743,672** |

***Table 6:*** *Employees within ten minutes of the study site expend over $86.7 million dollars annually.*

Consumer expenditure from daytime employment compliments that captured in the evenings and on weekends by households in the trade area. "*Office Worker Retail Spending in a Digital Age*", published by the International Council of Shopping Centers in 2012, provides insight into the impact of office worker employment. Weekly office worker expenditure, adjusted for 2014 dollars, is estimated at $181. Weekly non-office worker expenditure, in 2014 dollars, is estimated at 37 percent of office workers. Non-office workers are estimated to have slightly less disposable income, to have multiple work locations including at home and typically are on the road more during their workweek. Retail purchases (general merchandise, apparel, home furnishings, electronics, grocery and convenience items) make up the majority of the office worker dollars, at $120 per week. Restaurant expenditures (full service, limited service and drinking places) account for the balance at $61 per week. Annualized, each office worker expends $9,456 before, during and after work.

The annual impact of 47,580 workers within ten minutes of downtown Holland is $86.7 million. This expenditure breaks down to include $52.1 million in prepared food and beverage establishments, $6.1 in grocery purchases, $19.2 million in retail sales, and $9.0 million in

convenience items. Catering to the daytime worker crowd with fast-casual restaurants, convenient on-street parking and extended evening hours may increase the worker expenditure captured by study area retailers.

Further research, including focus groups, is recommended to fully understand the existing policies and physical conditions that are limiting daytime worker shopping and dining.

## TRADE AREA CHARACTERISTICS

*Figure 10: Holland's location along the Lake Michigan coast and ease of regional access make downtown a popular destination during the tourist season and for events such as the Tulip Time Festival (Image Source: tuliptime.com).*

### Location

The primary trade area is among several desirable coastal destinations along the eastern Lake Michigan coast. As one of the larger cities between Chicago and Traverse City, many Midwestern residents are within a few hours' drive from Holland, making it desirable for day tips or quick weekend getaways. Just 25 miles from downtown Grand Rapids, the proximity opens a large number of employment opportunities for trade area residents while providing a small-town respite for residents of the more densely developed metropolitan core. However, despite this proximity, the lack of other nearby downtowns creates a captive audience of consumers living and working in the primary trade area.

### Access

Regional linkage is strong in the primary trade area; US-31, which connects Grand Haven with South Haven, Interstate-196, which connects Holland with Grand Rapids, and MI-40 which connects Holland with Kalamazoo all run within a few miles from the study site. Furthermore, US-31 and Interstate-196 have business routes, which connect these major routes with downtown. Exceptional access translates to 45,700 worker and 82,000 residents within a 10-minute drive time of the study site.

Traffic volumes seen in Table 8 confirm the routes with the best local access: River Avenue (Business US-31) and Lakewood Boulevard north of downtown. Surprisingly, many local routes demonstrate higher traffic levels than the nearby interstate and highway; several business and local routes each carry over 25,000 cars per day. Closer to downtown, 8$^{th}$ Street averages 10,100 cars daily and River Avenue north of 8$^{th}$ Street has an average of 21,700 daily traffic.

Parking in downtown appears to be adequate. The DDA map and the master plan reveal considerable provisions for public parking in addition to many private lots. Furthermore, on-street parking is available along the primary retail streets. Should additional retailers locate to downtown Holland, updates may be necessary to the parking management plan including considerations for metered parking to ensure effective levels of parking availability nearest desired destinations. In today's busy world, the perception of a lack of parking is often reason enough for consumers to find alternative shopping destinations.

**Table 8: Traffic Counts**

| Location | Traffic Count |
|---|---|
| River Avenue & Douglas Avenue | 36,100 |
| Lakewood Boulevard & Beeline Road | 33,700 |
| US-31 & Lakewood Boulevard | 32,500 |
| Washington Avenue & 40th Street | 28,200 |
| River Avenue & 19th Street | 26,300 |
| Interstate-196 & Adams Street (16th Street) | 25,700 |
| US-31 & 32nd Street | 22,300 |
| **River Avenue & 7th Street** | **21,700** |
| 8th Street & Fairbanks Avenue | 19,500 |
| Pine Avenue & 4th Street | 19,300 |
| 18th Street & Central Avenue | 10,200 |
| **8th Street & Pine Avenue** | **10,100** |

***Table 8:*** *The traffic chart shows heavy traffic north of downtown, however a considerable number of cars travel along US-31 just east of downtown.*

## Students


***Figure 11:*** *Hope College and Western Theological Seminary are located in downtown Holland. Combined the schools bring over 3,500 students into the primary trade area. (Image Source: (left) hope.edu (right) westernsem.edu)*

Holland is fortunate to have a highly regard liberal arts college and the adjacent Western Theological Seminary in close proximity to downtown, as well two other higher learning institutions within two miles of downtown-satellite campuses of Grand Valley State University and Davenport University. Hope College and Western Theological Seminary have resident student populations mostly living in accommodations provided by the respective school or in rental

housing in the nearby vicinity. Hope College has experienced seven straight years of enrollment over 3,200 students and set a record high in 2012 with 3,343 students. Western Theological Seminary boasts a more modest enrollment of 275, while the Davenport and Grand Valley State University satellite campuses cater towards residents of the surrounding area.

Students play an important role in supporting local retailers. Seasonally, students need home furnishings and other household items as well as other items they may have forgotten to bring from home. During the school year, students are likely to shop for apparel and shoes and will frequent restaurants, cafés and drinking establishments for studying and socializing. This study estimates per capita student spending on restaurants and retail to be $4,000 per school year, with a combined economic impact of $15.2 million expenditure potential to trade area retailers. At present, it is likely that downtown's proximity to these campuses results in a significant capture of student expenditure, however focus groups should be held to better determine the spending habits of students and the desirability of new and existing retailers and restaurants.

### Tourism


*Figure 12: Sandy beaches, the Tulip Time festival and a rich Dutch history complemented by several attractions and museums draw over 2 million visitors to Holland every year. (Image Source: Holland.org)*

Holland has long been recognized as a popular vacation destination along Michigan west coast. Whether enjoying a local beach, sightseeing at a local attraction or dining out at one of the area's exceptional restaurants, the seasonal variations and captivating scenery draws visitors throughout the year. The famous Tulip Time festival in May, which attracts over a million visitors to a Holland taken over by tulips, is one of many events bolstering tourism. Information provided by the Holland Convention and Visitor Bureau estimated that Holland hosts between 2.0 and 2.5 million visitors annually. Furthermore, reported occupancy levels between 46.6 and 59.6 percent of Hollands 1,500 hotel rooms suggest that a majority of Holland tourists are day visitors or do not stay within the Holland city limits.

Tourism plays an integral role in the success of retail in Holland. Research on tourism spending suggests, "dining out" and "shopping" are popular activities for both day-trip and overnight visitors. GPG estimates that each tourist in Holland spends $120 daily, of which $50 can be attributed to purchases at retail, restaurants and grocery stores. When extrapolated to account for an average length of stay and the total number of visitors, it is estimated that tourism has a $124.7 million annual economic impact on Holland retailers, restaurants and grocery stores.

With the advantageous, central location of downtown, the potential capture of this total economic impact by retailers and restaurants contributes to a significant number of establishments being supportable in the study area. Further research into private vacation rental occupancy and seasonal residents could aid in more accurately portraying the economic effect of tourism on downtown Holland retailers and restaurants.

## Other Shopping Areas

As part of GPG's evaluation, neighborhood, community and regional shopping centers near Holland were identified and studied to assess their retail appeal, strength of tenant mix, general maintenance and accessibility. In addition to aerial imaging, GPG used information from the International Council of Shopping Centers' Global Shopping Center Directory.

The strongest competition to downtown Holland is the other downtown districts in the region including Saugatuck, Grand Haven and Grand Rapids. Saugatuck and Grand Haven compete most strongly with the tourist shoppers, while many trade area residents are likely to make the day trip to Grand Rapids' shopping districts and area malls.

Within the trade area, Westshore Mall is the only regional center and lacks a traditional department store anchor. Despite its more favorable location along US-31 and a captive audience, Holland's mall has limited appeal and could potentially lose market share should additional retailers locate to downtown. Given the demographics of the primary trade area the proximate threat to downtown retailers are the number of general merchandise, large format retailers including Walmart, Target and Meijer. Maintaining the upscale appeal of downtown while offering affordable merchandise could broaden the draw to shoppers who primarily shop at these large-format retailers.

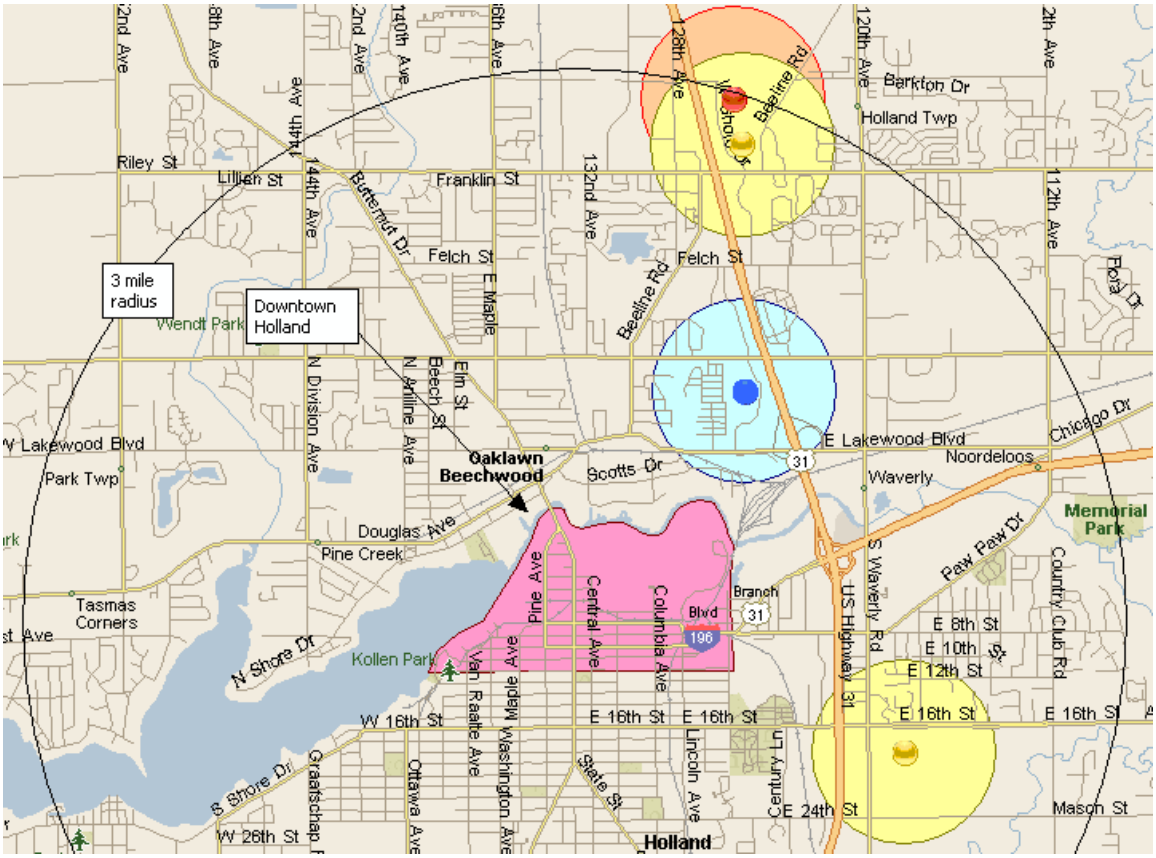



*Figure 13: There are a number of Walmart, Meijer and Target stores near the trade area.*

## Table 9: Existing Regional Malls & Other Downtowns

| Map Designation | Retail Center Name | Shopping Center Type | Size | Distance to Downtown |
|---|---|---|---|---|
| 1 | Westshore Mall | Regional Mall | 480,000 sf | 2.5 miles |
| 2 | RiverTown Crossings Mall | Regional Mall | 1,250,000 sf | 20 miles |
| 3 | Tanger Outlet Mall | Regional Mall | 370,000 sf | 22 miles |
| 4 | Rogers Plaza Town Center | Lifestyle Center | 400,000 sf | 25 miles |
| 5 | Breton Village Mall | Lifestyle Center | 173,000 sf | 33 miles |
| 6 | Woodland Mall | Regional Mall | 1,170,000 sf | 35 miles |
| A | Zeeland | Shopping District | - | 5 miles |
| B | Saugatuck/Douglas | Shopping District | - | 11 miles |
| C | Grand Haven | Shopping District | - | 20 miles |
| D | Allegan | Shopping District | - | 23 miles |
| E | Grand Rapids | Shopping District | - | 27 miles |

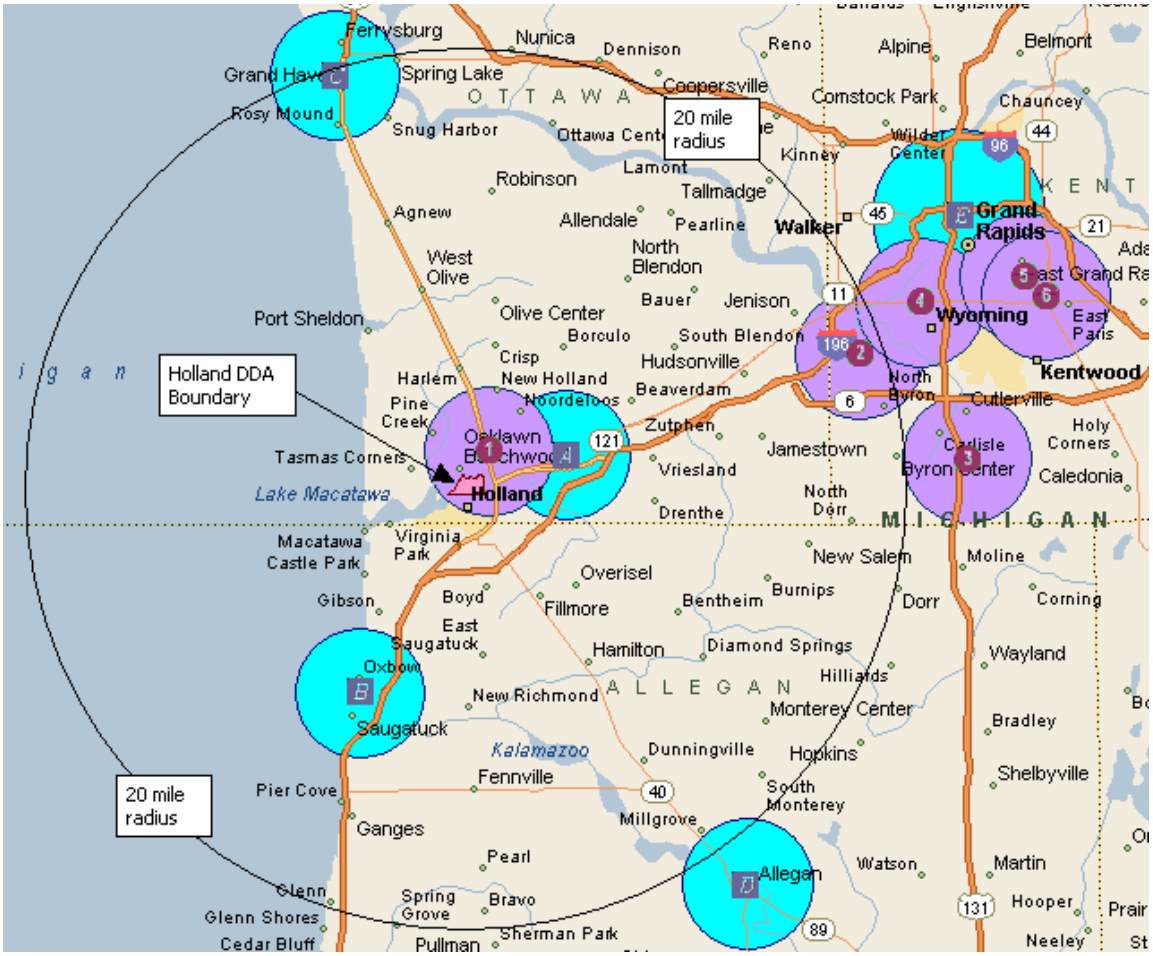



*Table 9 & Figure 14: The majority of competing retail is over 5 miles from the study site.*

## Regional Malls


*Figure 15: Westshore Mall is Holland's only regional center, but has struggled and changed owners several times. (Image Source: Westshore Mall)*

### 1. Westshore Mall

Westshore is Holland's only regional mall. Located 2.5 miles northeast of the city center, this 480,000 square foot shopping center is anchored by JCPenney, Younkers, and Dunham's Sports. Westshore was originally built in 1988 by Bramalea Centers, but has since changed owners several times due to the mall's struggle with new competition. The openings of Grand Rapids' RiverTown Crossings Mall in 1999 and Muskegon's The Lakes Mall in 2001 drew many customers from the mall and led to the closings of anchor stores such as Sears and Steve & Barry's. Pacific Western Bank purchased the mall in 2010 while it was at a 60 percent occupancy rate.

*Figure 16: RiverTown Crossing is the area's largest regional center. (Image Source: (left) Photo by Grand Rapids Press. (right) Photo by ka, inc).*

### 2. RiverTown Crossings Mall

Located about 20 miles east of Holland in Grandville, RiverTown Crossings is the largest mall in the area. The 1,250,000 square foot super-regional shopping center is anchored by Macy's, Kohl's, Younkers, JCPenney, Dick's Sporting Goods, and Sears. It also features a 20-screen Celebration! Cinema movie theatre. RiverTown has been managed and owned by General Growth Properties since its opening in 1999.

### 3. Tanger Outlet Mall

Tanger Factory Outlet Centers, Inc. is beginning the construction of an 80-store outlet mall this August. It will be built about 22 miles east of Holland and has a scheduled opening date in fall

2015. The mall is planned to have 370,000 square feet of leasable area and will feature outlets of popular stores such as J Crew, Nike, American Eagle, Ann Taylor and Chico's. Tanger Outlets has stated that the mall has enough commitments to open with an 80 percent occupancy rate.


*Figure 17: Rogers Plaza Town Center is west Michigan's oldest mall. (Image Source: mlive.com).*

### 4. Rogers Plaza Town Center

Opening in the early 1960's, Rogers Plaza Town Center (25 miles from study site) is west Michigan's oldest indoor shopping mall. Originally anchored by Montgomery Ward, Kresge's and Kroger, the mall now hosts retailers such as Citi Trends, Family Fare, Famous Footwear and MC Sports. In 2012, CBRE sold the 400,000 sf indoor center Sun Valley ltd, a San Antonio real estate investment firm that plans to improve the malls appeal.


*Figure 18: Brenton Village Mall operates as a lifestyle center due to its lack of a traditional anchor. (Image Source: Breton Village Mall).*

### 5. Breton Village Mall

Operating as an enclosed lifestyle center, Breton Village is a small shopping mall in Grand Rapids that contains a mix of high-end retailers and local boutiques. It is located about 33 miles northeast of Holland and has a gross leasable area of 173,039 square feet. The mall features stores like Jos. A. Bank, Loft, Talbots and Leigh's, as well as several restaurants.

### 6. Woodland Mall

Owned by the Pennsylvania Real Estate Investment Trust, Woodland Mall is located near Grand Rapids – about 35 miles northeast of Holland's city center. The 1,170,000 square foot super-regional mall opened in 1968, originally anchored by Sears and JCPenney. It was expanded in 1975 and Hudson's (now Macy's) became a third anchor. In 2006, PREIT acquired the mall and a 14-screen movie theatre was built, now operated by Celebration! Cinema. Barnes and Noble moved into Woodland in 2008 giving the mall its fourth anchor. The nearby Kohl's also functions as a shadow anchor.


*Figure 19: Woodland Mall has seen a movie theater and Barnes and Noble open since being acquired by Pennsylvania Real Estate Investment Trust. (Image Source: Miami in Focus).*

## Shopping Districts


*Figure 20: Zeeland and Saugatuck are the two closest downtowns to Holland. (Image Source :( left) City of Zeeland (right) Michael Delaware).*

### A. Zeeland

Zeeland has a small downtown full of restaurants and independent shops. Located just east of Holland, about 5 miles from the city center, the town invites people to “Feel the Zeel” by attending holiday events such as Pumpkinfest, Zeelmania, Zummerfest, Dogorama, and the Zeeland Zoom 5k run. Zeeland has a population of about 5,500 people that enjoy both their own city and downtown Holland as shopping destinations.

### B. Saugatuck/Douglas

The harbor villages of Saugatuck and Douglas are located 11 miles south of Holland. This pair of small towns hosts a variety of small shops and restaurants. Visitors are attracted to the area by the world famous Oval Beach and the popular Waterfront Film Festival, which took place in Saugatuck until moving to South Haven in 2013. The two cities have a combined population of over 2,000 people.

### C. Grand Haven

Situated 20 miles north of Holland, Grand Haven offers a unique shopping district with a historic downtown. The area features three blocks of heated sidewalks, providing a comfortable shopping experience year-round. The nearby Grand Haven beach has a variety of gift shops and ice cream eateries. The town attracts visitors to the city with popular events like the Coast Guard Festival in the summer and the Grand Haven ArtWalk in the fall. Locally, the town serves as a shopping destination for over 10,000 residents.


*Figure 21: Grand Haven and Allegan are over 20 miles from Holland, but have shopping districts that appeal to local residents and tourists. (Image Source: (left) Grand Haven by Michigan Main Street. (Right) Allegan by Chris Light.*

### D. Allegan

Approximately 23 miles southeast of Holland is Allegan, a city of almost 5,000 residents with a historic downtown. Allegan's downtown shopping district features a multitude of antique stores, galleries and restaurants. The town is also home to the historic Regent theatre, which first opened in 1919 and still has its original 20 by 30 foot screen. Free movie nights at the Regent, as well as many other community events, make Allegan a big draw for visitors and shoppers.


*Figure 22: Grand Rapids is a fast-growing city that appeals to a wide range of consumers. (Image Source: (left) Kevin Povenz. (Right) Meagan Francis.*

### E. Grand Rapids

Grand Rapids is located 27 miles northeast of Holland. Home to over 190,000 people, the city is always exciting and full of life. Downtown Grand Rapids is walkable and the streets are lined with unique shops, boutiques, galleries, grocery stores and furniture stores. It is considered the hub of West Michigan for business and entertainment, serving over 1 million people in the Grand Rapids metropolitan area. The city attracts visitors with art competitions, movie premieres, the Grand Rapids Symphony and the Grand Rapids Ballet Company.

Grand Rapids has six commercial districts – Riverfront, Monroe Center, East Fulton, Grandville Avenue, Arena Zone, and Avenue of the Arts. Each district offers a different assortment of stores, restaurants and hotels to choose from. Grandville Avenue is considered the contemporary hotspot for young adults, while East Fulton is more traditional and hosts cultural organizations.

Table 10: Community Centers

| Map Designation | Retail Center Name | Shopping Center Type | Size | Distance to Downtown |
|---|---|---|---|---|
| 1 | Holland Town Center | Community Center | 193,000 sf | 2.5 miles |
| 2 | Westshore Plazas | Community Center | 144,953 sf | 2.5 miles |
| 3 | North Park Plaza | Community Center | 375,000 sf | 3 miles |
| 4 | Felch Street Center | Community Center | 298,000 sf | 3 miles |
| 5 | West Shore Drive Shopping Centers | Community Center | 525,000 sf | 4.5 miles |

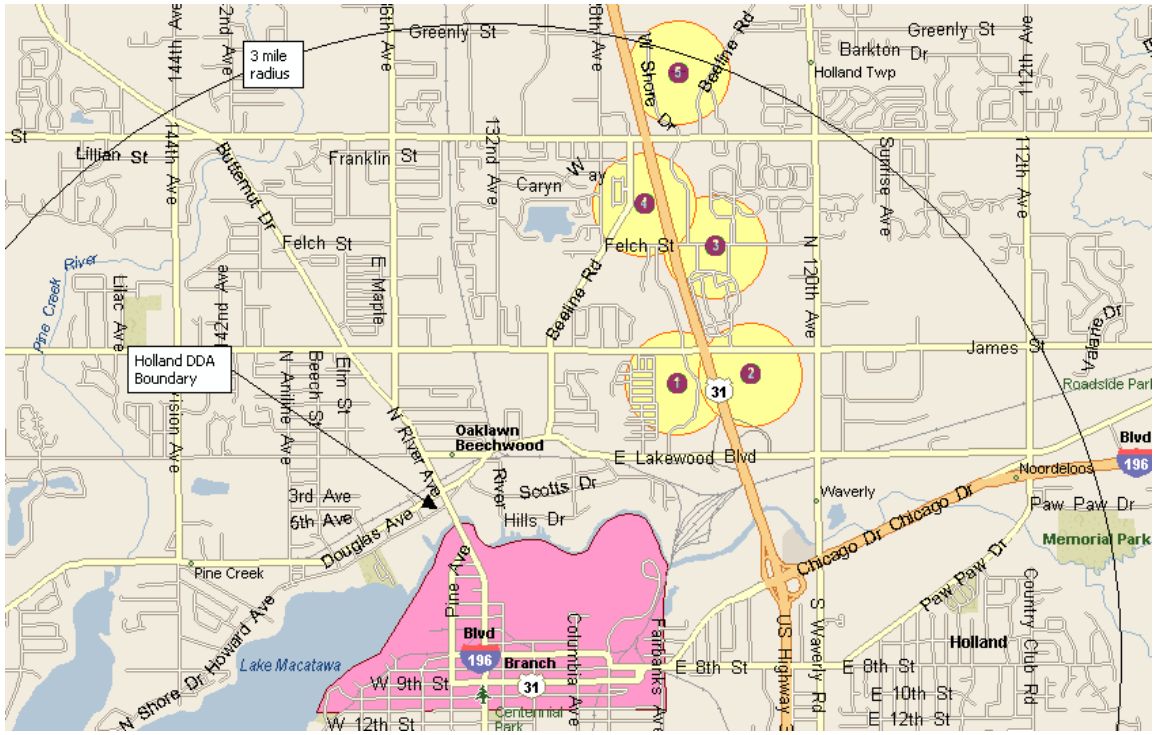



*Table 10 & Figure 23: There are five conventionally developed community shopping centers near the study site.*

## Community Centers

### 1. North Park Plaza

North Park Plaza is a large community center located across the street from Holland's Westshore Mall. The 375,321 square foot shopping center opened in 1993 and is currently owned by Tolson Enterprises. After undergoing numerous expansions, the plaza now features three anchors - Walmart, Sam's Club, and Big Lots.

### 2. Felch Street Center

Down the street from North Park Plaza, on the opposite end of Westshore Mall, is Felch Street Shopping Center. The property is managed by Geenen Dekock Properties and has 298,396 square feet of leasable area. The plaza is about three miles north of city center and is anchored by Lowe's, TJMaxx and OfficeMax.

### 3. West Shore Drive Shopping Centers

Located 1.5 miles north of Westshore Mall are a collection of shopping centers owned by Geenen Dekock Properties and J.D.S. Properties. The centers, located on both sides of West Shore Drive, have a combined gross leasable area of at least 500,000 square feet. They are anchored by Target, Meijer, Best Buy, and Michael's.

*Figure 24: There are a number of conventionally developed commercial centers within 5 miles of downtown. (Image Source: (left) West Shore Drive by Geenen Dekcok Properties. (right) Holland Town Center by SugarOak Properties).*

### 4. Holland Town Center

About 2.5 miles north of city center is Holland Town Center, a 193,775 square foot shopping center managed by SugarOak Properties. The property was built in 1988 and is anchored by an AMC Star Theatre and Planet Fitness. It also features a Gap Outlet and a Coast 3.

### 5. Westshore Plazas

Located adjacent to Westshore mall are the Westshore shopping plazas. These smaller centers were built in 1989 and are anchored by Kohl's and Hobby Lobby. They are owned by Ashley Baker Properties and have a combined gross leasable area of over 140,000 square feet.

*Figure 15: Downtown Holland has a charming building stock that would be the envy of many downtown shopping districts.*

## SUMMARY of FINDINGS

This study finds that downtown Holland is presently supportable with up to 101,600 sf of additional retail space. This new retail can potentially capture $33.0 million of expenditures in 2014, growing to 107,600 sf and $38.3 million in expenditures by 2019. This retail development could include:

- Corner Stores: One to two corner stores at 1,500 to 2,500 sf, located near streets that connect to surrounding neighborhoods.

- Convenience Centers: One to two 12,000 to 20,000 sf convenience centers located along visible and well-traveled streets. These centers can include a wide range of retailers such as apparel, auto parts, bakeries or butchers, electronics or phone stores, financial services, full-service restaurants, jewelry and office supplies.

- Neighborhood Centers: One 50,000 to 60,000 sf neighborhood center located in an underutilized or infill ready lot with excellent visibility and along a primary street. The neighborhood center could include a department store merchandise, pharmacy, specialty food, furniture and home furnishings, sporting goods or an appliance store.

These retail centers could be developed as conventional shopping centers or most likely as filled vacancies, infill or redevelopment into the current walkable downtown.

The demographics of the primary trade area show a population base of 103,790, which will increase to 107,310 by 2019, at an annual growth rate of 0.67 percent. The persons per household is 2.65, and median age is 35.5 years old. Median household incomes of $51,900 in the primary trade area is above state and similar to national averages, and a higher average household income ($67,300) suggests there are many residents within the trade area with disposable income. Educational attainment is higher than the regional and state levels as 29.9 percent of residents over the age of 25 have earned a bachelor's degree or higher.

Employment in the primary trade area favors the service sector (30.1 percent), while other strong sectors include manufacturing (29.4 percent) and retail (18.2 percent). There are over 45,700 employees within a 10-minute drive of the study site and 5,000 employees within walking distance to downtown. These daytime consumers expend over $86.7 million annually, a portion of which is currently being captured by existing retailers. Markedly more expenditure from the 10-minute drive time employees may be captured by new and existing retailers with the opening or expansion of lunch-time restaurants, extended and consistent evening hours and appropriately managed parking optimized for quick turnover.

Tapestry lifestyles in the market reflect a majority base of "Green Acres" households, representing 16.4 percent of all households. The residents, characteristic of their country living, enjoy landscaping and home improvement projects and actively pursue outdoor hobbies and exercise. With more disposable income than many of the surrounding households, they are more likely to enjoy entertainment in town and frequent family restaurants or other establishments with good standing in the community.

**Supportable 2019 Retail and Targeted Tenant Discussion**

- **29,200** sf **Restaurants:** 15,300 sf of full service restaurants could be local proprietors or national chains and different in cuisine from existing restaurants such as: . 13,900 sf of limited-service restaurants would best be fulfilled by fast-casual concepts popular with daytime worker and students. Full-service target retailers: Bonefish Grill, Burger Fi, Del Frisco Grill, El Barrio Mexican Grill, Great Lakes Shipping Company, Native Foods, Osaka Stakehouse, Shake Shack. Limited-service target retailers: Blue Bottle Coffee Company, Chipotle, Noodles and Company, Panera Bread Company, Peet's Coffee & Tea and Jersey Mike's Subs.

- **15,500** sf **Department Store Merchandise:** This category lacks sufficient demand for a full-size junior department store; however, a local or national retailer marketed to a specialty such as apparel, bedding, luggage, or kitchen goods and appliances would be an appropriate offering. Targeted retailers: Calypso St. Barth, Michael Kors, Sur La Table, Urban Outfitters.

- **10,600** sf **Apparel & Shoe Stores:** A mix of boutiques each specializing in women's, children or men's fashion would be favorable. There are a number of successful shoe's stores in the study site catering to athletics, fashion and comfort that may consider expansion or an additional fashion or lifestyle shoe store would be appropriate. Apparel target retailers: Francesca's, Free People, Fresh Produce, J. Crew, J.L. McLaughlin's, Lucy, Kate Spade, Lucky Brand Jeans, Madewell, North Face Soma, Swim 'n Sport. Shoe target retailers: Aldo, Clark's, Converse, Footprints.

- **9,700** sf **Food Services & Specialty Food:** The category breaks out to 6,600 sf of food services such as a local bakery, butcher, or some form of catering business. The specialty food segment supportable of 3,100 sf could be uniquely themed around a category such as fruit, candy, oils and spices, or desserts. Target retailers: It'Sugar, Just Baked, Rocky Mountain Chocolate Factory, Spice Merchants, Spice & Tea Exchange

- **9,500** sf **Furniture & Home Furnishings:** The demand in this category is split into 5,500 sf of furniture. A local furniture maker would be an attractive destination for day trip tourists and residents looking for a unique set of furniture, while 4,000 sf of home furnishings could present an opportunity for local candle shop, linens, kitchenware's or rugs. Alternatively, the demand could be combined to attract a national retailer. Target retailers: Klingman's, ORG West Michigan, Pier One, Stone's Throw, West Elm.

- **5,300** sf **Jewelry Stores:** A combination of national and local jewelers would be most attractive to residents. Target retailers: Fossil, Kendra Scott, Oakley, Pandora.

- **4,800** sf **Pharmacy:** A traditional pharmacy, apothecary or personal care would be a service to residents and students. Alternatively, this demand could be combined with other categories to attract a national pharmacy like CVS or Walgreens into the downtown. Target retailers: Aveda, Bath & Body Works, Kiehl's, Mac Cosmetics.

- **4,400** sf **Miscellaneous Store Retailers:** Consumer demand in this category could include a cigar shop, fitness gym or a pet store. Target retailers: Orange Theory, Core Power Yoga, Smokey's Cigars, The Posh Pet.

- **4,200** sf **Electronics & Appliance Stores**: This demand could be met by a phone store and/or an appliance store. Target retailers: Bekin's, Sprint, Maytag, Verizon.

- **3,300** sf **Bars, Breweries and Pubs:** With two breweries already in downtown, a sports bar, cocktail lounge or nightlife destination may be the most complementary offering. Target retailers: Bar Louie, Buffalo Wild Wings, Hop Cat.

- **3,100** sf **Office Supplies & Gift Stores:** An office supply store should be well connected with the downtown offices. Alternatively, a gift store offering unique goods would be sought after by residents and tourists passing through the study site. Target retailers: Office Max Express, Paper Source, Papyrus, Swoozies.

- **2,900** sf **Book & Music Stores:** With bookstores already downtown, this may offer the opportunity for one of the retailers to expand their presence or for a specialty retailer focusing on vinyl records, book making or scrap booking. Target retailers: Corner Record Shop, Hollander's, Pages in Time.

- **2,100** sf **Craft Beer, Spirits & Fine Wine:** Alcoholic beverage demand may be met by a corner store or conversely as a retail outlet for local breweries, wineries or distilleries.

- **2,000** sf **Sporting Goods Stores:** The size of this demand would be sufficient for a merchant dealing in fishing, hunting, cycling or yoga. Alternatively, a potential retailer could work with the athletic programs at the nearby colleges to supply equipment to the various sports teams. Target retailers: Field & Stream, Orvis, Timbuktu, Trek.

- **1,200** sf **Auto Parts Stores:** The demand is less than required for a full-sized auto parts store, but could be met by a specialty store.

A detailed examination of the supportable sf of retail uses is found in the following Table 11:

**Table 11: 2014 & 2019 Supportable Retail Table**
**Downtown Holland Primary Trade Area**

| Retail Category | 2014 Gross Demand | 2014 Estimated Sales | 2014 Estimated Sales/SF | 2014 Suportable Retail SF | 2019 Estimated Sales | 2019 Estimated Sales/SF | 2019 Suportable Retail SF |
|---|---|---|---|---|---|---|---|
| **Retailers** | | | | | | | |
| Apparel Stores | $52,779,870 | $2,253,524 | $310 | 7,269 | $2,766,330 | $340 | 8,136 |
| Auto Parts Stores | $15,042,228 | $256,523 | $235 | 1,092 | $299,522 | $260 | 1,152 |
| Book & Music Stores | $10,304,357 | $627,495 | $225 | 2,789 | $730,415 | $248 | 2,945 |
| Craft Beer, Spirits & Fine Wine Stores | $17,533,668 | $560,581 | $295 | 1,900 | $668,021 | $322 | 2,075 |
| Department Store Merchandise | $78,128,044 | $4,699,734 | $325 | 14,461 | $5,470,730 | $354 | 15,454 |
| Electronics & Appliance Stores | $31,560,007 | $1,240,377 | $312 | 3,976 | $1,427,803 | $340 | 4,199 |
| Furniture Stores | $16,985,898 | $1,400,590 | $268 | 5,226 | $1,632,936 | $296 | 5,517 |
| Home Furnishings Stores | $13,512,113 | $1,072,856 | $287 | 3,738 | $1,261,996 | $318 | 3,969 |
| Jewelry Stores | $13,289,396 | $1,787,156 | $345 | 5,180 | $2,023,152 | $380 | 5,324 |
| Miscellaneous Store Retailers | $18,064,390 | $1,170,129 | $278 | 4,209 | $1,342,716 | $306 | 4,388 |
| Office Supplies & Gift Stores | $15,989,425 | $865,175 | $285 | 3,036 | $981,556 | $315 | 3,116 |
| Pharmacy | $81,893,230 | $1,226,933 | $320 | 3,834 | $1,669,112 | $350 | 4,769 |
| Shoe Stores | $11,248,161 | $723,379 | $305 | 2,372 | $826,409 | $338 | 2,445 |
| Specialty Food Stores | $10,561,357 | $950,667 | $315 | 3,018 | $1,074,575 | $345 | 3,115 |
| Sporting Goods Stores | $22,816,816 | $502,750 | $275 | 1,828 | $611,133 | $305 | 2,004 |
| **Retailer Totals** | **$409,708,961** | **$19,337,870** | **$292** | **63,928** | **$22,786,406** | **$321** | **68,607** |
| **Restaurants** | | | | | | | |
| Bars, Breweries & Pubs | $18,491,303 | $1,188,169 | $368 | 3,229 | $1,330,893 | $406 | 3,278 |
| Full-Service Restaurants | $83,694,205 | $5,536,811 | $375 | 14,765 | $6,321,519 | $412 | 15,343 |
| Limited-Service Eating Places | $86,479,541 | $4,853,172 | $365 | 13,296 | $5,545,140 | $400 | 13,863 |
| Special Food Services | $22,291,086 | $2,148,840 | $333 | 6,453 | $2,414,891 | $368 | 6,562 |
| **Restaurant Totals** | **$210,956,135** | **$13,726,992** | **$360** | **37,743** | **$15,612,442** | **$397** | **39,047** |
| **Retail & Restaurantt Totals** | **$620,665,096** | **$33,064,862** | **$306** | **101,671** | **$38,398,848** | **$337** | **107,654** |

***Table 10:*** *Sales stated in constant 2014 dollars.*

### Retail Category Definitions

Retail categories in the Supportable Retail Table correspond to the North American Industry Classification System (NAICS), the standard used by Federal statistical agencies in classifying business establishments for the purpose of collecting, analyzing, and publishing statistical data related to the U.S. business economy. The following NAICS codes and definitions are provided by the U.S. Census Bureau:

#### Retail

**Auto Supply Stores** (4411): establishments known as automotive supply stores primarily engaged in retailing new, used, and/or rebuilt automotive parts and accessories, automotive supply stores that are primarily engaged in both retailing automotive parts and

accessories and repairing automobiles; establishments primarily engaged in retailing and installing automotive accessories; and establishments primarily engaged in retailing new and/or used tires and tubes or retailing new tires in combination with automotive repair services.

**Furniture Stores** (4421): establishments primarily engaged in retailing new furniture, such as household furniture (e.g., baby furniture box springs and mattresses) and outdoor furniture; office furniture (except those sold in combination with office supplies and equipment); and/or furniture sold in combination with major appliances, home electronics, home furnishings and/or floor coverings.

**Home Furnishings Stores** (4422): establishments primarily engaged in retailing new home furnishings (except furniture).

**Electronics and Appliance Stores** (4431)**:** establishments primarily engaged in retailing the following new products: household-type appliances (refrigerator, dishwasher, oven), cameras, computers/software, televisions and other electronic goods.

**Hardware Stores** (4441): establishments primarily engaged in retailing new building materials and supplies (lumber, plumbing, electrical, tools, housewares, hardware, paint, and wallpaper).

**Lawn and Garden Supply Stores** (4442): establishments primarily engaged in retailing new lawn and garden equipment and supplies. (Nursery, farm and garden products, outdoor power equipment).

**Grocery Stores** (4451): establishments primarily engaged in retailing a general line of food products (canned/frozen food, fruits and vegetables, meat, fish, poultry, milk, bread, eggs, soda).

**Specialty Food Stores** (4452)**:** establishments primarily engaged in retailing specialized lines of food (meat, fish/seafood, fruits/vegetables, baked goods, candy, nuts, confections, popcorn, ice cream, items not made on the premises).

**Beer, Wine, and Liquor Stores** (4453): establishments primarily engaged in retailing packaged alcoholic beverages, such as ale, beer, wine and liquor.

**Health & Personal Care Stores** (4461): establishments primarily engaged in retailing health and personal care products (pharmacies/drug stores, first aid, beauty products, household supplies, candy, prepackaged snacks, optical goods, vitamins/supplements).

**Clothing stores** (4481): men's and boys' clothing stores; women's and girls' clothing stores; children's and infants' clothing stores; family clothing stores; clothing accessories stores.

**Shoe Stores** (4482): Shoes (men's, women's, child/infant, athletic).

**Jewelry Stores** (4483): Jewelry, luggage, and leather goods (silverware, watches, clocks, handbags, briefcases, belts, gloves).

**Sporting Goods Stores** (4511): establishments primarily engaged in retailing new sporting goods (fitness equipment, bikes, camping, uniforms and footwear).

**Book & Music Stores** (4512): establishments primarily engaged in retailing new books, newspapers, magazines, and prerecorded audio and video media.

**Department Stores** (4521): establishments known as department stores primarily engaged in retailing a wide range of the following new products with no one merchandise line predominating: apparel; furniture; appliances and home furnishings; and selected additional items, such as paint, hardware, toiletries, cosmetics, photographic equipment, jewelry, toys and sporting goods. Merchandise lines are normally arranged in separate departments.

**General Merchandise Stores** (4529): establishments primarily engaged in retailing new goods in general merchandise stores (except department stores) (warehouse clubs, supercenters, apparel, auto parts, dry goods, hardware, groceries, housewares, no line predominating).

**Florists** (4531): establishments known as florists primarily engaged in retailing cut flowers, floral arrangements, and potted plants purchased from others. These establishments usually prepare the arrangements they sell.

**Office Supplies & Gift Stores** (4532): establishments primarily engaged in one or more of the following: (1) retailing new stationery, school supplies, and office supplies; (2) retailing a combination of new office equipment, furniture, and supplies; (3) retailing new office equipment, furniture, and supplies in combination with retailing new computers; and (4) retailing new gifts, novelty merchandise, souvenirs, greeting cards, seasonal and holiday decorations and curios.

**Miscellaneous Retailers** (4539)**:** establishments primarily engaged in retailing new miscellaneous specialty store merchandise (except motor vehicle and parts dealers; furniture and home furnishings stores; consumer-type electronics and appliance stores; building material and garden equipment and supplies dealers; food and beverage stores; health and personal care stores; gasoline stations; clothing and clothing accessories stores; sporting goods, hobby, book, and music stores; general merchandise stores; florists; office supplies, stationery, and gift stores; and used merchandise stores). Pet supplies, art dealers, manufactured home dealers, tobacco/cigar stores,

**Restaurants**

**Full-Service Restaurants** (7221): establishments primarily engaged in providing food services to patrons who order and are served while seated (i.e., waiter/waitress service) and pay after eating. Establishments that provide these types of food services to patrons with any combination of other services, such as carryout services are classified in this industry.

**Limited-Service Restaurants** (7222): establishments primarily engaged in providing food services where patrons generally order or select items and pay before eating. Most establishments do not have waiter/waitress service, but some provide limited service,

such as cooking to order (i.e., per special request), bringing food to seated customers, or providing off-site delivery (cafeterias, snack/ juice bar, ice cream/soft serve shops, cookie shops, popcorn shops, donut shops, coffee shops, bagel shops).

Special Food Services (7223): establishments primarily engaged in providing one of the following food services (2) a location designated by the customer; or (3) from motorized vehicles or non-motorized carts.

- Food Service Contractors: Establishments may be engaged in providing food services at institutional, governmental, commercial, or industrial locations of others based (cafeteria, restaurant, and fast food eating-place) on contractual arrangements with these types of organizations for a specified period of time. Management staff is always provided by the food services contractor.
- Caterers: providing single event-based food services. These establishments generally have equipment and vehicles to transport meals and snacks to events and/or prepare food at an off-premise site. Banquet halls with catering staff are included in this industry. Examples of events catered by establishments in this industry are graduation parties, wedding receptions, business or retirement luncheons and trade shows.
- Mobile Food Services: establishments primarily engaged in preparing and serving meals and snacks for immediate consumption from motorized vehicles or non-motorized carts. The establishment is the central location from which the caterer route is serviced, not each vehicle, or cart. Included in this industry are establishments primarily engaged in providing food services from vehicles, such as hot dog carts and ice cream trucks.

Drinking Places (Alcoholic Beverages) (7224): establishments primarily engaged in preparing and serving alcoholic beverages for immediate consumption (bars, taverns, nightclubs).

Shopping Center Definitions

This study utilizes the shopping centers typologies defined by the International Council of Shopping Centers (ICSC) as follows:

- Convenience Centers: Convenience centers are 30,000 sf or less, unanchored, and generally will service a trade area of up to one mile. These centers include banking, carryout foods, florists, mail centers, small restaurants, small food markets, and professional services such as real estate and financial consulting. The centers typically include six to eight businesses.

- Neighborhood Centers: Neighborhood centers are anchored with a full-sized supermarket and typically range from 60,000 to 100,000 sf. They service a trade area of two to three miles and can include apparel, banks, carryout food, hardware, mail centers, restaurants, sporting goods and professional services such as financial consulting and real estate.

- Community Centers: Community centers typically range from 150,000 to 300,000 sf and are almost always anchored with a full-sized department store. They also include junior anchor retailers selling books, crafts, shoes, and sporting goods. Community centers often include large home improvement stores and medium-sized discount

apparel stores. Their service area is typically five to seven miles in suburban locations.

- **Lifestyle Centers:** Lifestyle centers average 150,000 to 200,000 sf and feature popular apparel, book, and home furnishing stores, as well as cinemas and a wide selection of themed restaurants. The centers are frequently planned as walkable areas with main streets. Recently, lifestyle centers have included large anchors such as department stores, public libraries, and supermarkets. These centers typically have a trade area of four to six miles when developed in suburban settings. Lifestyle centers that include civic, employment, and residential buildings along with the retail land use are defined as 'town centers.'

- **Regional Centers:** Regional centers average trade areas of eight to 12 miles and are anchored with multiple department stores. The centers can range from 800,000 to 1,500,000 sf, and often include cinemas along with 200,000 sf of national brand fashion.

### Rationale

The rationale for the findings in this study follows:

- **Captive consumer market:** Residents in the primary trade area likely work in close proximity to downtown and many pass through the study site daily. The demands of daily life suggest many consumer purchases are made on the way to and from work. Should more retailers carrying a variety of goods at competitive prices deploy in the study site, a larger percentage of trade area resident may make downtown their primary shopping destination.

- **Strong daytime employment base:** As one of the larger cities in the region, there are over 45,000 employees within a 10-minute drive of the study area and approximately 5,000 within walking distance of downtown. These daytime consumers expend $86.7 million annually in the local economy and supplement the residential consumer base.

- **Strong tourism:** Holland has a desirable location along Michigan's west coast with easy access to the population centers of Chicago and Detroit. A number of festivals, local attractions and sandy beaches attract over 2 million visitors annually. The combination of day-trip and over-night tourists has an estimated $124.7 million economic impact on trade area retailers and restaurants.

- **Underserving retail:** Despite a regional mall, a number of shopping centers and other shopping districts, the existing retail within the trade area is underserving the current population represented by an overall retail gap of $251.3 million. This suggest that there is room for retail expansion within the trade area. At present, consumers are driving a considerable distance for desirable shopping and dining and they would likely chose downtown retailers should additional commercial development add to the critical mass of preferred restaurants and retailers in the study site.

### Limits of Study

The findings of this study represent GPG's best estimates for the amounts and types of retail projects that should be supportable in the study area. Every reasonable effort has been made to

ensure that the data contained in this study reflect the most accurate and timely information possible and are believed to be reliable. This study is based on estimates, assumptions, and other information developed by GPG independent research effort, general knowledge of the industry, and consultations with the client and its representatives. This study is designed as objective third party research and GPG does not recommend that any or all of the supportable retail be developed in the study area.

No responsibility is assumed for inaccuracies in reporting by the client, its agent and representatives or in any other data source used in preparing or presenting this study. This report is based on information that was current as of August 20, 2014 and GPG has not undertaken any update of its research effort since such date.

This report may contain prospective financial information, estimates, or opinions that represent GPG's view of reasonable expectations at a particular time, but such information, estimates, or opinions are not offered as predictions or assurances that a particular level of income or profit will be achieved, that particular events will occur, or that a particular price will be offered or accepted.

The actual amounts of supportable retail could be significantly higher or lower depending on multiple market and not market variables including the type, design and quality of the new development. It is plausible that a walkable town center, with well-designed buildings and public realm, could draw visitors from beyond this study's estimated trade area boundaries and considerably outperform the site's location and limited market potential. This would require an extraordinary development team and retailer mix unique to the market, including anchor retailers. On the other hand, a poorly implemented commercial center or badly managed businesses could underperform the location.

Actual results achieved during the period covered by our prospective financial analysis may vary from those described in our report, and the variations may be material. Therefore, no warranty or representation is made by GPG that any of the projected values or results contained in this study will be achieved.

This study should not be the sole basis for programming, planning, designing, financing, or development of any commercial center. This study is for the use of *The City of Holland* for general planning purposes only, and is void for other site locations or developers.

-- END OF ANALYSIS -

*Gibbs Planning Group*

# Business Summary

Holland Primary Trade Area
Area: 95.56 square miles

Latitude: 42.79957873
Longitude: -86.1213774

| Data for all businesses in area | |
|---|---|
| Total Businesses: | 6,343 |
| Total Employees: | 55,505 |
| Total Residential Population: | 103,790 |
| Employee/Residential Population Ratio: | 0.53:1 |

| | | | Employees | |
|---|---|---|---|---|
| **by SIC Codes** | **Number** | **Percent** | **Number** | **Percent** |
| Agriculture & Mining | 201 | 3.2% | 1,060 | 1.9% |
| Construction | 526 | 8.3% | 3,056 | 5.5% |
| Manufacturing | 404 | 6.4% | 15,990 | 28.8% |
| Transportation | 155 | 2.4% | 1,851 | 3.3% |
| Communication | 36 | 0.6% | 241 | 0.4% |
| Utility | 21 | 0.3% | 158 | 0.3% |
| Wholesale Trade | 289 | 4.6% | 2,387 | 4.3% |
| Retail Trade Summary | 914 | 14.4% | 10,353 | 18.7% |
| Home Improvement | 68 | 1.1% | 970 | 1.7% |
| General Merchandise Stores | 20 | 0.3% | 1,614 | 2.9% |
| Food Stores | 70 | 1.1% | 1,056 | 1.9% |
| Auto Dealers, Gas Stations, Auto Aftermarket | 113 | 1.8% | 831 | 1.5% |
| Apparel & Accessory Stores | 60 | 0.9% | 336 | 0.6% |
| Furniture & Home Furnishings | 81 | 1.3% | 580 | 1.0% |
| Eating & Drinking Places | 218 | 3.4% | 3,326 | 6.0% |
| Miscellaneous Retail | 284 | 4.5% | 1,640 | 3.0% |
| Finance, Insurance, Real Estate Summary | 455 | 7.2% | 2,326 | 4.2% |
| Banks, Savings & Lending Institutions | 76 | 1.2% | 645 | 1.2% |
| Securities Brokers | 43 | 0.7% | 170 | 0.3% |
| Insurance Carriers & Agents | 75 | 1.2% | 520 | 0.9% |
| Real Estate, Holding, Other Investment Offices | 261 | 4.1% | 991 | 1.8% |
| Services Summary | 2,784 | 43.9% | 16,611 | 29.9% |
| Hotels & Lodging | 36 | 0.6% | 440 | 0.8% |
| Automotive Services | 155 | 2.4% | 785 | 1.4% |
| Motion Pictures & Amusements | 108 | 1.7% | 577 | 1.0% |
| Health Services | 294 | 4.6% | 3,787 | 6.8% |
| Legal Services | 63 | 1.0% | 326 | 0.6% |
| Education Institutions & Libraries | 100 | 1.6% | 2,647 | 4.8% |
| Other Services | 2,028 | 32.0% | 8,049 | 14.5% |
| Government | 46 | 0.7% | 1,464 | 2.6% |
| Unclassified Establishments | 512 | 8.1% | 9 | 0.0% |
| Totals | 6,343 | 100.0% | 55,505 | 100.0% |

**Source:** Copyright 2014 Dun & Bradstreet, Inc. All rights reserved. Esri Total Residential Population forecasts for 2014.

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# Business Summary

Holland Primary Trade Area
Area: 95.56 square miles

Latitude: 42.79957873
Longitude: -86.1213774

| by NAICS Codes | Businesses Number | Businesses Percent | Employees Number | Employees Percent |
|---|---|---|---|---|
| Agriculture, Forestry, Fishing & Hunting | 102 | 1.6% | 657 | 1.2% |
| Mining | 3 | 0.0% | 20 | 0.0% |
| Utilities | 10 | 0.2% | 116 | 0.2% |
| Construction | 537 | 8.5% | 3,083 | 5.6% |
| Manufacturing | 407 | 6.4% | 15,931 | 28.7% |
| Wholesale Trade | 287 | 4.5% | 2,373 | 4.3% |
| Retail Trade | 688 | 10.8% | 6,973 | 12.6% |
| Motor Vehicle & Parts Dealers | 91 | 1.4% | 649 | 1.2% |
| Furniture & Home Furnishings Stores | 41 | 0.6% | 312 | 0.6% |
| Electronics & Appliance Stores | 38 | 0.6% | 256 | 0.5% |
| Bldg Material & Garden Equipment & Supplies Dealers | 66 | 1.0% | 960 | 1.7% |
| Food & Beverage Stores | 73 | 1.2% | 1,099 | 2.0% |
| Health & Personal Care Stores | 41 | 0.6% | 536 | 1.0% |
| Gasoline Stations | 23 | 0.4% | 186 | 0.3% |
| Clothing & Clothing Accessories Stores | 69 | 1.1% | 370 | 0.7% |
| Sport Goods, Hobby, Book, & Music Stores | 60 | 0.9% | 362 | 0.7% |
| General Merchandise Stores | 20 | 0.3% | 1,614 | 2.9% |
| Miscellaneous Store Retailers | 145 | 2.3% | 552 | 1.0% |
| Nonstore Retailers | 21 | 0.3% | 76 | 0.1% |
| Transportation & Warehousing | 139 | 2.2% | 1,559 | 2.8% |
| Information | 83 | 1.3% | 672 | 1.2% |
| Finance & Insurance | 242 | 3.8% | 1,426 | 2.6% |
| Central Bank/Credit Intermediation & Related Activities | 84 | 1.3% | 658 | 1.2% |
| Securities, Commodity Contracts & Other Financial | 75 | 1.2% | 236 | 0.4% |
| Insurance Carriers & Related Activities; Funds, Trusts & | 83 | 1.3% | 532 | 1.0% |
| Real Estate, Rental & Leasing | 236 | 3.7% | 1,291 | 2.3% |
| Professional, Scientific & Tech Services | 672 | 10.6% | 2,549 | 4.6% |
| Legal Services | 65 | 1.0% | 362 | 0.7% |
| Management of Companies & Enterprises | 18 | 0.3% | 37 | 0.1% |
| Administrative & Support & Waste Management & Remediation | 703 | 11.1% | 2,406 | 4.3% |
| Educational Services | 114 | 1.8% | 2,626 | 4.7% |
| Health Care & Social Assistance | 499 | 7.9% | 5,233 | 9.4% |
| Arts, Entertainment & Recreation | 100 | 1.6% | 541 | 1.0% |
| Accommodation & Food Services | 255 | 4.0% | 3,743 | 6.7% |
| Accommodation | 34 | 0.5% | 408 | 0.7% |
| Food Services & Drinking Places | 221 | 3.5% | 3,335 | 6.0% |
| Other Services (except Public Administration) | 690 | 10.9% | 2,759 | 5.0% |
| Automotive Repair & Maintenance | 134 | 2.1% | 612 | 1.1% |
| Public Administration | 47 | 0.7% | 1,501 | 2.7% |
| Unclassified Establishments | 512 | 8.1% | 9 | 0.0% |
| Total | 6,343 | 100.0% | 55,505 | 100.0% |

**Source:** Copyright 2014 Dun & Bradstreet, Inc. All rights reserved. Esri Total Residential Population forecasts for 2014.

## Appendix B: Primary Trade Area Community Profile

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# Community Profile

Holland Primary Trade Area
Area: 95.56 square miles

Latitude: 42.79957873
Longitude: -86.1213774

| | |
|---|---|
| **Population Summary** | |
| 2000 Total Population | 97,259 |
| 2010 Total Population | 102,546 |
| 2014 Total Population | 103,790 |
| 2014 Group Quarters | 3,393 |
| 2019 Total Population | 107,307 |
| 2014-2019 Annual Rate | 0.67% |
| **Household Summary** | |
| 2000 Households | 33,678 |
| 2000 Average Household Size | 2.77 |
| 2010 Households | 37,125 |
| 2010 Average Household Size | 2.67 |
| 2014 Households | 37,918 |
| 2014 Average Household Size | 2.65 |
| 2019 Households | 39,383 |
| 2019 Average Household Size | 2.64 |
| 2014-2019 Annual Rate | 0.76% |
| 2010 Families | 26,493 |
| 2010 Average Family Size | 3.16 |
| 2014 Families | 26,840 |
| 2014 Average Family Size | 3.15 |
| 2019 Families | 27,711 |
| 2019 Average Family Size | 3.15 |
| 2014-2019 Annual Rate | 0.64% |
| **Housing Unit Summary** | |
| 2000 Housing Units | 36,057 |
| Owner Occupied Housing Units | 70.6% |
| Renter Occupied Housing Units | 22.8% |
| Vacant Housing Units | 6.6% |
| 2010 Housing Units | 41,093 |
| Owner Occupied Housing Units | 67.2% |
| Renter Occupied Housing Units | 23.2% |
| Vacant Housing Units | 9.7% |
| 2014 Housing Units | 42,101 |
| Owner Occupied Housing Units | 65.9% |
| Renter Occupied Housing Units | 24.1% |
| Vacant Housing Units | 9.9% |
| 2019 Housing Units | 43,537 |
| Owner Occupied Housing Units | 66.1% |
| Renter Occupied Housing Units | 24.4% |
| Vacant Housing Units | 9.5% |
| **Median Household Income** | |
| 2014 | $51,864 |
| 2019 | $59,175 |
| **Median Home Value** | |
| 2014 | $146,102 |
| 2019 | $181,969 |
| **Per Capita Income** | |
| 2014 | $25,027 |
| 2019 | $28,033 |
| **Median Age** | |
| 2010 | 34.9 |
| 2014 | 35.5 |
| 2019 | 36.2 |

**Data Note:** Household population includes persons not residing in group quarters. Average Household Size is the household population divided by total households. Persons in families include the householder and persons related to the householder by birth, marriage, or adoption. Per Capita Income represents the income received by all persons aged 15 years and over divided by the total population.
**Source:** U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2014 and 2019. Esri converted Census 2000 data into 2010 geography.

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# Community Profile

Holland Primary Trade Area
Area: 95.56 square miles

Latitude: 42.79957873
Longitude: -86.1213774

| | |
|---|---|
| **2014 Households by Income** | |
| Household Income Base | 37,918 |
| <$15,000 | 9.6% |
| $15,000 - $24,999 | 9.7% |
| $25,000 - $34,999 | 11.0% |
| $35,000 - $49,999 | 17.3% |
| $50,000 - $74,999 | 21.8% |
| $75,000 - $99,999 | 15.0% |
| $100,000 - $149,999 | 9.5% |
| $150,000 - $199,999 | 3.4% |
| $200,000+ | 2.7% |
| Average Household Income | $67,331 |
| **2019 Households by Income** | |
| Household Income Base | 39,383 |
| <$15,000 | 8.5% |
| $15,000 - $24,999 | 6.9% |
| $25,000 - $34,999 | 8.9% |
| $35,000 - $49,999 | 15.5% |
| $50,000 - $74,999 | 21.8% |
| $75,000 - $99,999 | 18.1% |
| $100,000 - $149,999 | 12.8% |
| $150,000 - $199,999 | 4.1% |
| $200,000+ | 3.5% |
| Average Household Income | $75,227 |
| **2014 Owner Occupied Housing Units by Value** | |
| Total | 27,752 |
| <$50,000 | 3.7% |
| $50,000 - $99,999 | 14.7% |
| $100,000 - $149,999 | 34.2% |
| $150,000 - $199,999 | 26.5% |
| $200,000 - $249,999 | 9.8% |
| $250,000 - $299,999 | 4.6% |
| $300,000 - $399,999 | 4.3% |
| $400,000 - $499,999 | 0.7% |
| $500,000 - $749,999 | 1.0% |
| $750,000 - $999,999 | 0.2% |
| $1,000,000 + | 0.2% |
| Average Home Value | $164,576 |
| **2019 Owner Occupied Housing Units by Value** | |
| Total | 28,779 |
| <$50,000 | 1.3% |
| $50,000 - $99,999 | 4.9% |
| $100,000 - $149,999 | 22.4% |
| $150,000 - $199,999 | 33.6% |
| $200,000 - $249,999 | 17.7% |
| $250,000 - $299,999 | 8.7% |
| $300,000 - $399,999 | 7.2% |
| $400,000 - $499,999 | 1.7% |
| $500,000 - $749,999 | 2.0% |
| $750,000 - $999,999 | 0.4% |
| $1,000,000 + | 0.2% |
| Average Home Value | $205,704 |

**Data Note:** Income represents the preceding year, expressed in current dollars. Household income includes wage and salary earnings, interest dividends, net rents, pensions, SSI and welfare payments, child support, and alimony.
**Source:** U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2014 and 2019. Esri converted Census 2000 data into 2010 geography.

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## Community Profile

Holland Primary Trade Area
Area: 95.56 square miles

Latitude: 42.79957873
Longitude: -86.1213774

| | |
|---|---|
| **2010 Population by Age** | |
| Total | 102,550 |
| 0 - 4 | 7.2% |
| 5 - 9 | 7.4% |
| 10 - 14 | 7.6% |
| 15 - 24 | 15.2% |
| 25 - 34 | 12.7% |
| 35 - 44 | 12.9% |
| 45 - 54 | 13.7% |
| 55 - 64 | 10.7% |
| 65 - 74 | 6.4% |
| 75 - 84 | 4.1% |
| 85 + | 2.2% |
| 18 + | 73.2% |
| **2014 Population by Age** | |
| Total | 103,790 |
| 0 - 4 | 6.9% |
| 5 - 9 | 7.0% |
| 10 - 14 | 7.3% |
| 15 - 24 | 15.6% |
| 25 - 34 | 12.5% |
| 35 - 44 | 12.3% |
| 45 - 54 | 13.2% |
| 55 - 64 | 11.6% |
| 65 - 74 | 7.3% |
| 75 - 84 | 3.9% |
| 85 + | 2.3% |
| 18 + | 74.4% |
| **2019 Population by Age** | |
| Total | 107,306 |
| 0 - 4 | 7.1% |
| 5 - 9 | 6.8% |
| 10 - 14 | 7.0% |
| 15 - 24 | 14.9% |
| 25 - 34 | 12.7% |
| 35 - 44 | 12.0% |
| 45 - 54 | 12.3% |
| 55 - 64 | 12.2% |
| 65 - 74 | 8.3% |
| 75 - 84 | 4.4% |
| 85 + | 2.2% |
| 18 + | 75.0% |
| **2010 Population by Sex** | |
| Males | 50,026 |
| Females | 52,520 |
| **2014 Population by Sex** | |
| Males | 50,782 |
| Females | 53,008 |
| **2019 Population by Sex** | |
| Males | 52,653 |
| Females | 54,654 |

**Source:** U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2014 and 2019. Esri converted Census 2000 data into 2010 geography.

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# Community Profile

Holland Primary Trade Area
Area: 95.56 square miles

Latitude: 42.79957873
Longitude: -86.1213774

| | |
|---|---|
| **2010 Population by Race/Ethnicity** | |
| Total | 102,546 |
| White Alone | 81.9% |
| Black Alone | 2.4% |
| American Indian Alone | 0.5% |
| Asian Alone | 4.9% |
| Pacific Islander Alone | 0.0% |
| Some Other Race Alone | 7.5% |
| Two or More Races | 2.9% |
| Hispanic Origin | 17.9% |
| Diversity Index | 52.4 |
| **2014 Population by Race/Ethnicity** | |
| Total | 103,791 |
| White Alone | 80.5% |
| Black Alone | 2.5% |
| American Indian Alone | 0.5% |
| Asian Alone | 5.3% |
| Pacific Islander Alone | 0.1% |
| Some Other Race Alone | 8.0% |
| Two or More Races | 3.1% |
| Hispanic Origin | 19.0% |
| Diversity Index | 54.9 |
| **2019 Population by Race/Ethnicity** | |
| Total | 107,307 |
| White Alone | 79.0% |
| Black Alone | 2.8% |
| American Indian Alone | 0.5% |
| Asian Alone | 5.9% |
| Pacific Islander Alone | 0.1% |
| Some Other Race Alone | 8.4% |
| Two or More Races | 3.4% |
| Hispanic Origin | 20.4% |
| Diversity Index | 57.5 |
| **2010 Population by Relationship and Household Type** | |
| Total | 102,546 |
| In Households | 96.7% |
| In Family Households | 83.7% |
| Householder | 25.8% |
| Spouse | 20.7% |
| Child | 32.5% |
| Other relative | 2.7% |
| Nonrelative | 2.0% |
| In Nonfamily Households | 13.0% |
| In Group Quarters | 3.3% |
| Institutionalized Population | 0.5% |
| Noninstitutionalized Population | 2.8% |

**Data Note:** Persons of Hispanic Origin may be of any race. The Diversity Index measures the probability that two people from the same area will be from different race/ethnic groups.
**Source:** U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2014 and 2019. Esri converted Census 2000 data into 2010 geography.

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# Community Profile

Holland Primary Trade Area
Area: 95.56 square miles

Latitude: 42.79957873
Longitude: -86.1213774

| | |
|---|---|
| **2014 Population 25+ by Educational Attainment** | |
| Total | 65,447 |
| Less than 9th Grade | 5.3% |
| 9th - 12th Grade, No Diploma | 7.3% |
| High School Graduate | 25.3% |
| GED/Alternative Credential | 4.7% |
| Some College, No Degree | 20.6% |
| Associate Degree | 6.9% |
| Bachelor's Degree | 18.8% |
| Graduate/Professional Degree | 11.1% |
| **2014 Population 15+ by Marital Status** | |
| Total | 81,680 |
| Never Married | 28.8% |
| Married | 58.1% |
| Widowed | 4.8% |
| Divorced | 8.3% |
| **2014 Civilian Population 16+ in Labor Force** | |
| Civilian Employed | 92.7% |
| Civilian Unemployed | 7.3% |
| **2014 Employed Population 16+ by Industry** | |
| Total | 49,766 |
| Agriculture/Mining | 2.0% |
| Construction | 4.3% |
| Manufacturing | 29.1% |
| Wholesale Trade | 2.6% |
| Retail Trade | 8.9% |
| Transportation/Utilities | 4.3% |
| Information | 1.1% |
| Finance/Insurance/Real Estate | 4.3% |
| Services | 42.1% |
| Public Administration | 1.3% |
| **2014 Employed Population 16+ by Occupation** | |
| Total | 49,766 |
| White Collar | 52.6% |
| Management/Business/Financial | 12.5% |
| Professional | 19.2% |
| Sales | 8.9% |
| Administrative Support | 12.0% |
| Services | 15.4% |
| Blue Collar | 32.0% |
| Farming/Forestry/Fishing | 1.4% |
| Construction/Extraction | 3.4% |
| Installation/Maintenance/Repair | 2.7% |
| Production | 18.0% |
| Transportation/Material Moving | 6.5% |

**Source:** U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2014 and 2019. Esri converted Census 2000 data into 2010 geography.

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# Community Profile

Holland Primary Trade Area
Area: 95.56 square miles

Latitude: 42.79957873
Longitude: -86.1213774

| | |
|---|---|
| **2010 Households by Type** | |
| Total | 37,124 |
| Households with 1 Person | 23.5% |
| Households with 2+ People | 76.5% |
| Family Households | 71.4% |
| Husband-wife Families | 57.1% |
| With Related Children | 26.2% |
| Other Family (No Spouse Present) | 14.2% |
| Other Family with Male Householder | 4.1% |
| With Related Children | 2.8% |
| Other Family with Female Householder | 10.1% |
| With Related Children | 7.3% |
| Nonfamily Households | 5.1% |
| | |
| All Households with Children | 36.7% |
| | |
| Multigenerational Households | 3.1% |
| Unmarried Partner Households | 5.8% |
| Male-female | 5.3% |
| Same-sex | 0.4% |
| **2010 Households by Size** | |
| Total | 37,126 |
| 1 Person Household | 23.5% |
| 2 Person Household | 34.1% |
| 3 Person Household | 14.7% |
| 4 Person Household | 14.8% |
| 5 Person Household | 8.2% |
| 6 Person Household | 3.1% |
| 7 + Person Household | 1.6% |
| **2010 Households by Tenure and Mortgage Status** | |
| Total | 37,125 |
| Owner Occupied | 74.3% |
| Owned with a Mortgage/Loan | 51.5% |
| Owned Free and Clear | 22.8% |
| Renter Occupied | 25.7% |

**Data Note:** Households with children include any households with people under age 18, related or not. Multigenerational households are families with 3 or more parent-child relationships. Unmarried partner households are usually classified as nonfamily households unless there is another member of the household related to the householder. Multigenerational and unmarried partner households are reported only to the tract level. Esri estimated block group data, which is used to estimate polygons or non-standard geography.
**Source:** U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2014 and 2019. Esri converted Census 2000 data into 2010 geography.

## Appendix C: Primary Trade Area Housing Profile

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# Housing Profile

Holland Primary Trade Area
Area: 95.56 square miles

Latitude: 42.79957873
Longitude: -86.1213774

| Population | | Households | |
|---|---|---|---|
| 2010 Total Population | 102,546 | 2014 Median Household Income | $51,864 |
| 2014 Total Population | 103,790 | 2019 Median Household Income | $59,175 |
| 2019 Total Population | 107,307 | 2014-2019 Annual Rate | 2.67% |
| 2014-2019 Annual Rate | 0.67% | | |

| | Census 2010 | | 2014 | | 2019 | |
|---|---|---|---|---|---|---|
| **Housing Units by Occupancy Status and Tenure** | **Number** | **Percent** | **Number** | **Percent** | **Number** | **Percent** |
| Total Housing Units | 41,093 | 100.0% | 42,101 | 100.0% | 43,537 | 100.0% |
| Occupied | 37,125 | 90.3% | 37,918 | 90.1% | 39,383 | 90.5% |
| Owner | 27,596 | 67.2% | 27,752 | 65.9% | 28,779 | 66.1% |
| Renter | 9,529 | 23.2% | 10,166 | 24.1% | 10,604 | 24.4% |
| Vacant | 3,968 | 9.7% | 4,183 | 9.9% | 4,154 | 9.5% |

| | 2014 | | 2019 | |
|---|---|---|---|---|
| **Owner Occupied Housing Units by Value** | **Number** | **Percent** | **Number** | **Percent** |
| Total | 27,752 | 100.0% | 28,780 | 100.0% |
| <$50,000 | 1,037 | 3.7% | 361 | 1.3% |
| $50,000-$99,999 | 4,087 | 14.7% | 1,408 | 4.9% |
| $100,000-$149,999 | 9,492 | 34.2% | 6,433 | 22.4% |
| $150,000-$199,999 | 7,347 | 26.5% | 9,678 | 33.6% |
| $200,000-$249,999 | 2,723 | 9.8% | 5,096 | 17.7% |
| $250,000-$299,999 | 1,284 | 4.6% | 2,514 | 8.7% |
| $300,000-$399,999 | 1,201 | 4.3% | 2,060 | 7.2% |
| $400,000-$499,999 | 190 | 0.7% | 491 | 1.7% |
| $500,000-$749,999 | 287 | 1.0% | 565 | 2.0% |
| $750,000-$999,999 | 49 | 0.2% | 114 | 0.4% |
| $1,000,000+ | 55 | 0.2% | 60 | 0.2% |
| | | | | |
| Median Value | $146,102 | | $181,969 | |
| Average Value | $164,576 | | $205,704 | |

**Data Note:** Persons of Hispanic Origin may be of any race.
**Source:** U.S. Census Bureau, Census 2010 Summary File 1.

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# Housing Profile

Holland Primary Trade Area
Area: 95.56 square miles

Latitude: 42.79957873
Longitude: -86.1213774

| Census 2010 Owner Occupied Housing Units by Mortgage Status | Number | Percent |
|---|---|---|
| Total | 27,596 | 100.0% |
| Owned with a Mortgage/Loan | 19,117 | 69.3% |
| Owned Free and Clear | 8,479 | 30.7% |

| Census 2010 Vacant Housing Units by Status | Number | Percent |
|---|---|---|
| Total | 3,968 | 100.0% |
| For Rent | 1,223 | 30.8% |
| Rented- Not Occupied | 50 | 1.3% |
| For Sale Only | 705 | 17.8% |
| Sold - Not Occupied | 140 | 3.5% |
| Seasonal/Recreational/Occasional Use | 1,262 | 31.8% |
| For Migrant Workers | 6 | 0.2% |
| Other Vacant | 589 | 14.8% |

| Census 2010 Occupied Housing Units by Age of Householder and Home Ownership | | Owner Occupied Units | |
|---|---|---|---|
| | Occupied Units | Number | % of Occupied |
| Total | 37,125 | 27,596 | 74.3% |
| 15-24 | 1,744 | 462 | 26.5% |
| 25-34 | 6,028 | 3,570 | 59.2% |
| 35-44 | 7,046 | 5,225 | 74.2% |
| 45-54 | 7,800 | 6,281 | 80.5% |
| 55-64 | 6,246 | 5,411 | 86.6% |
| 65-74 | 3,874 | 3,428 | 88.5% |
| 75-84 | 2,755 | 2,248 | 81.6% |
| 85+ | 1,632 | 971 | 59.5% |

| Census 2010 Occupied Housing Units by Race/Ethnicity of Householder and Home Ownership | | Owner Occupied Units | |
|---|---|---|---|
| | Occupied Units | Number | % of Occupied |
| Total | 37,125 | 27,597 | 74.3% |
| White Alone | 32,375 | 25,014 | 77.3% |
| Black/African American | 731 | 215 | 29.4% |
| American Indian/Alaska | 146 | 77 | 52.7% |
| Asian Alone | 1,348 | 916 | 68.0% |
| Pacific Islander Alone | 9 | 4 | 44.4% |
| Other Race Alone | 2,045 | 1,134 | 55.5% |
| Two or More Races | 471 | 237 | 50.3% |
| | | | |
| Hispanic Origin | 4,686 | 2,649 | 56.5% |

| Census 2010 Occupied Housing Units by Size and Home Ownership | | Owner Occupied Units | |
|---|---|---|---|
| | Occupied Units | Number | % of Occupied |
| Total | 37,124 | 27,596 | 74.3% |
| 1-Person | 8,739 | 5,266 | 60.3% |
| 2-Person | 12,643 | 10,203 | 80.7% |
| 3-Person | 5,464 | 4,044 | 74.0% |
| 4-Person | 5,484 | 4,341 | 79.2% |
| 5-Person | 3,039 | 2,395 | 78.8% |
| 6-Person | 1,146 | 886 | 77.3% |
| 7+ Person | 609 | 461 | 75.7% |

**Data Note:** Persons of Hispanic Origin may be of any race.
**Source:** U.S. Census Bureau, Census 2010 Summary File 1.

## Appendix D: Primary Trade Area Dominant Tapestry Map

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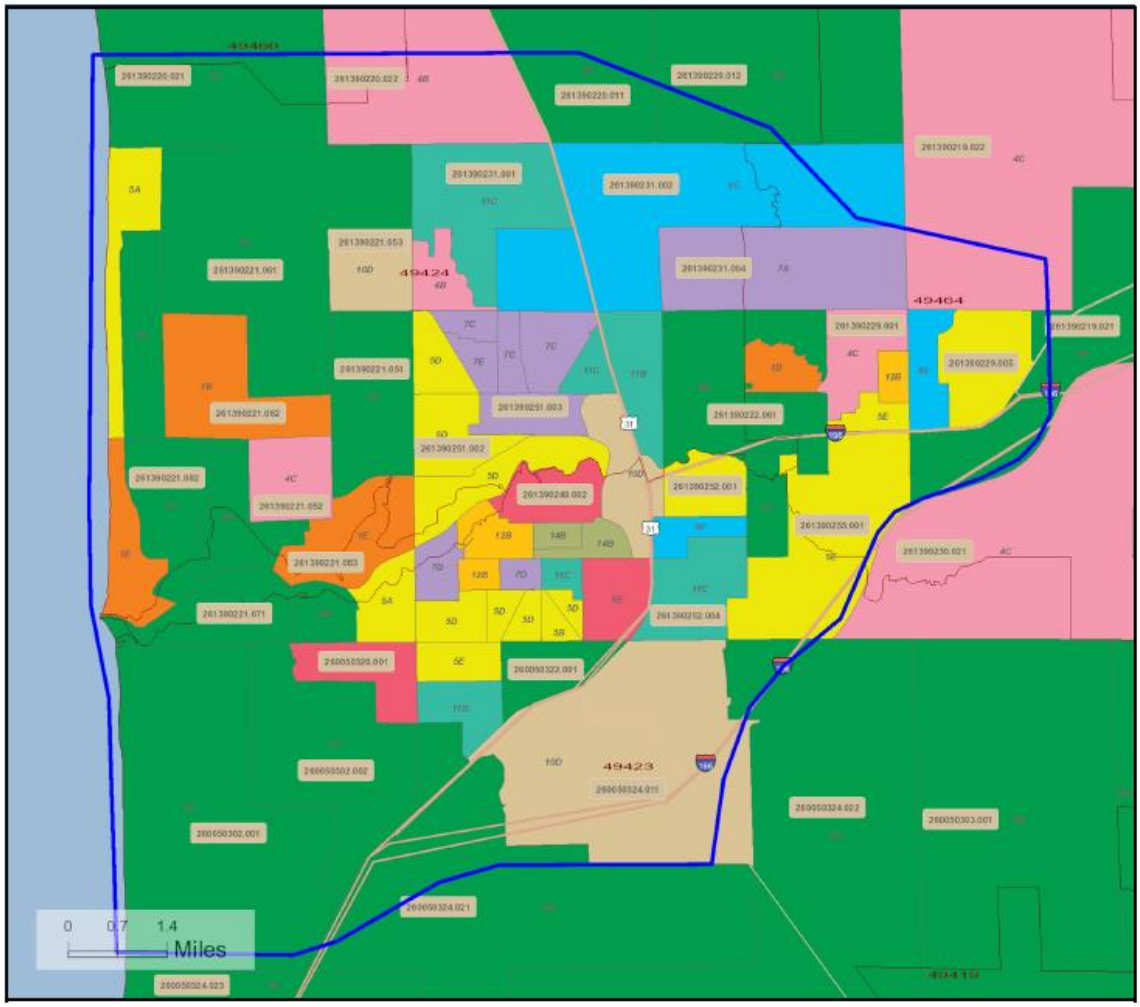
### Dominant Tapestry Map

Holland Primary Trade Area
Area: 95.56 square miles




Tapestry LifeMode

- L1: Affluent Estates
- L2: Upscale Avenues
- L3: Uptown Individuals
- L4: Family Landscapes
- L5: GenXurban
- L6: Cozy Country
- L7: Ethnic Enclaves
- L8: Middle Ground
- L9: Senior Styles
- L10: Rustic Outposts
- L11: Midtown Singles
- L12: Hometown
- L13: Next Wave
- L14: Scholars and Patriots

**Source:** Esri

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# Dominant Tapestry Map

Holland Primary Trade Area
Area: 95.56 square miles

## Tapestry Segmentation

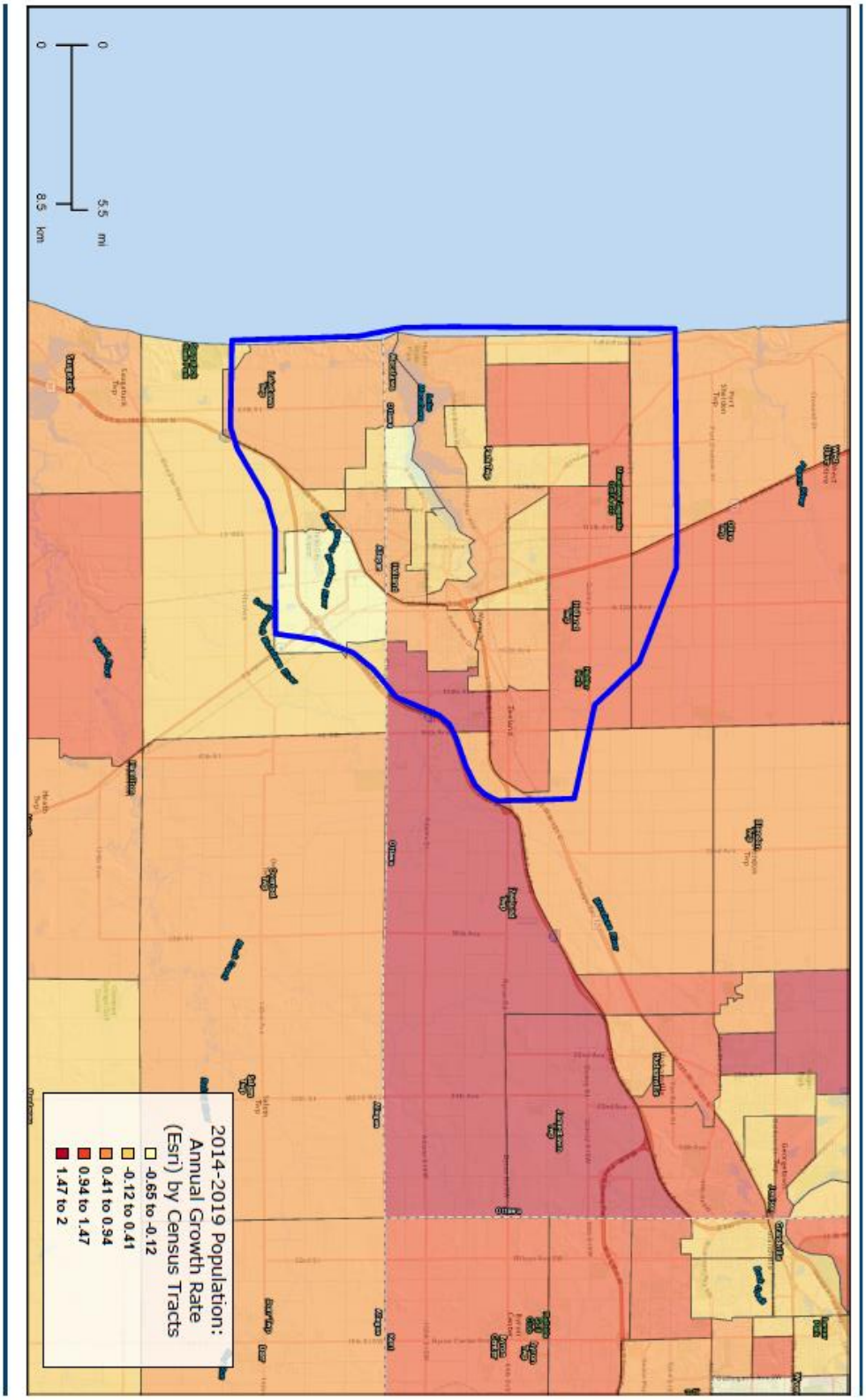
Tapestry Segmentation represents the fifth generation of market segmentation systems that began 30 years ago. The 67-segment Tapestry Segmentation system classifies U.S. neighborhoods based on their socioeconomic and demographic composition. Each segment is identified by its two-digit Segment Code. Match the two-digit segment labels on the map to the list below. Click each segment below for a detailed description.

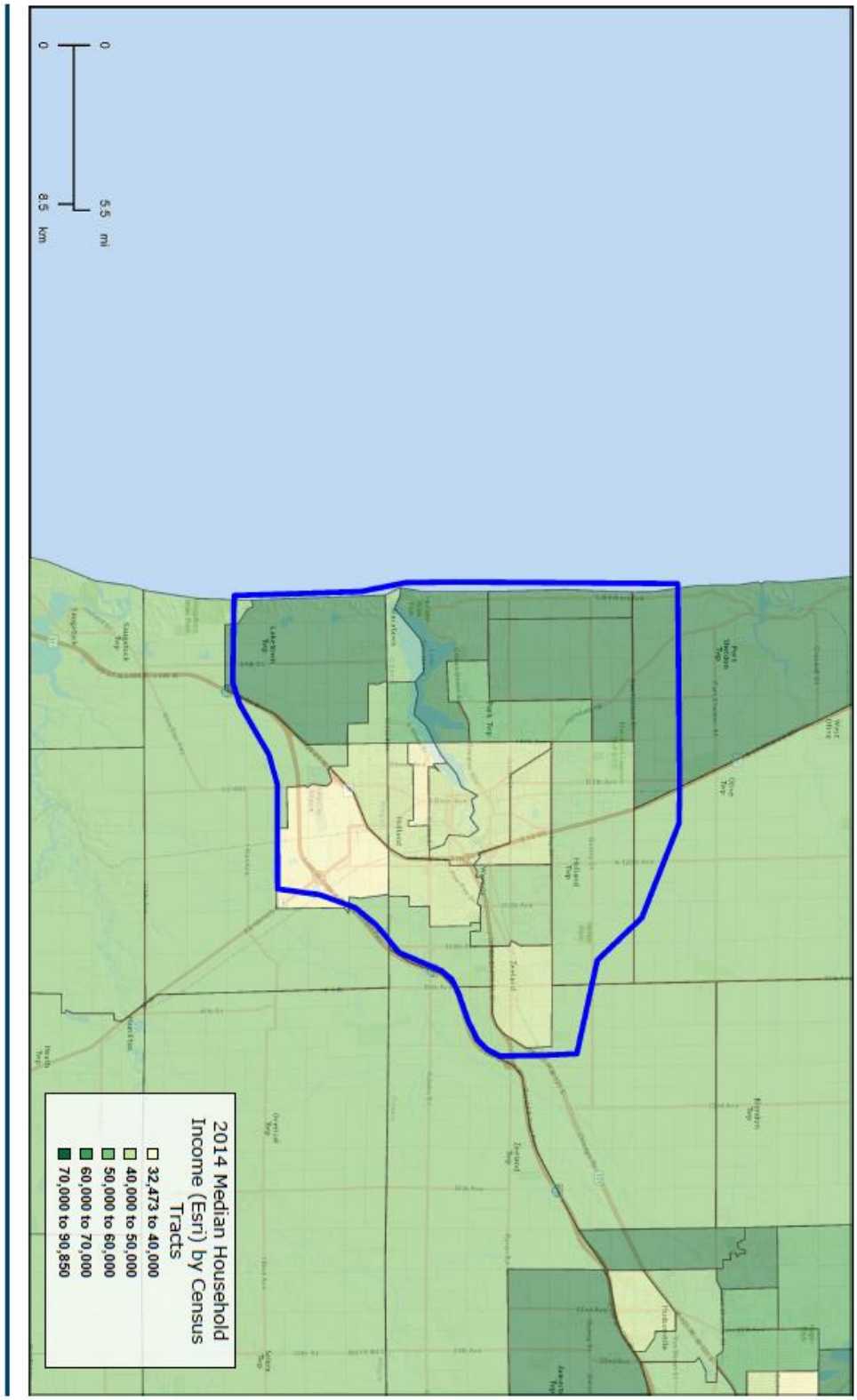
Segment 1A (Top Tier)
Segment 1B (Professional Pride)
Segment 1C (Boomburbs)
Segment 1D (Savvy Suburbanites)
Segment 1E (Exurbanites)
Segment 2A (Urban Chic)
Segment 2B (Pleasantville)
Segment 2C (Pacific Heights)
Segment 2D (Enterprising Professionals)
Segment 3A (Laptops and Lattes)
Segment 3B (Metro Renters)
Segment 3C (Trendsetters)
Segment 4A (Soccer Moms)
Segment 4B (Home Improvement)
Segment 4C (Middleburg)
Segment 5A (Comfortable Empty Nesters)
Segment 5B (In Style)
Segment 5C (Parks and Rec)
Segment 5D (Rustbelt Traditions)
Segment 5E (Midlife Constants)
Segment 6A (Green Acres)
Segment 6B (Salt of the Earth)
Segment 6C (The Great Outdoors)
Segment 6D (Prairie Living)
Segment 6E (Rural Resort Dwellers)
Segment 6F (Heartland Communities)
Segment 7A (Up and Coming Families)
Segment 7B (Urban Villages)
Segment 7C (American Dreamers)
Segment 7D (Barrios Urbanos)
Segment 7E (Valley Growers)
Segment 7F (Southwestern Families)
Segment 8A (City Lights)
Segment 8B (Emerald City)
Segment 8C (Bright Young Professionals)
Segment 8D (Downtown Melting Pot)
Segment 8E (Front Porches)
Segment 8F (Old and Newcomers)
Segment 8G (Hardscrabble Road)
Segment 9A (Silver & Gold)
Segment 9B (Golden Years)
Segment 9C (The Elders)
Segment 9D (Senior Escapes)
Segment 9E (Retirement Communities)
Segment 9F (Social Security Set)
Segment 10A (Southern Satellites)
Segment 10B (Rooted Rural)
Segment 10C (Diners & Miners)
Segment 10D (Down the Road)
Segment 10E (Rural Bypasses)
Segment 11A (City Strivers)
Segment 11B (Young and Restless)
Segment 11C (Metro Fusion)
Segment 11D (Set to Impress)
Segment 11E (City Commons)
Segment 12A (Family Foundations)
Segment 12B (Traditional Living)
Segment 12C (Small Town Simplicity)
Segment 12D (Modest Income Homes)
Segment 13A (International Marketplace)
Segment 13B (Las Casas)
Segment 13C (NeWest Residents)
Segment 13D (Fresh Ambitions)
Segment 13E (High Rise Renters)
Segment 14A (Military Proximity)
Segment 14B (College Towns)
Segment 14C (Dorms to Diplomas)
Segment 15 (Unclassified)

**Source:** Esri

# Appendix E: 2014-2019 Annual Population Growth Rate

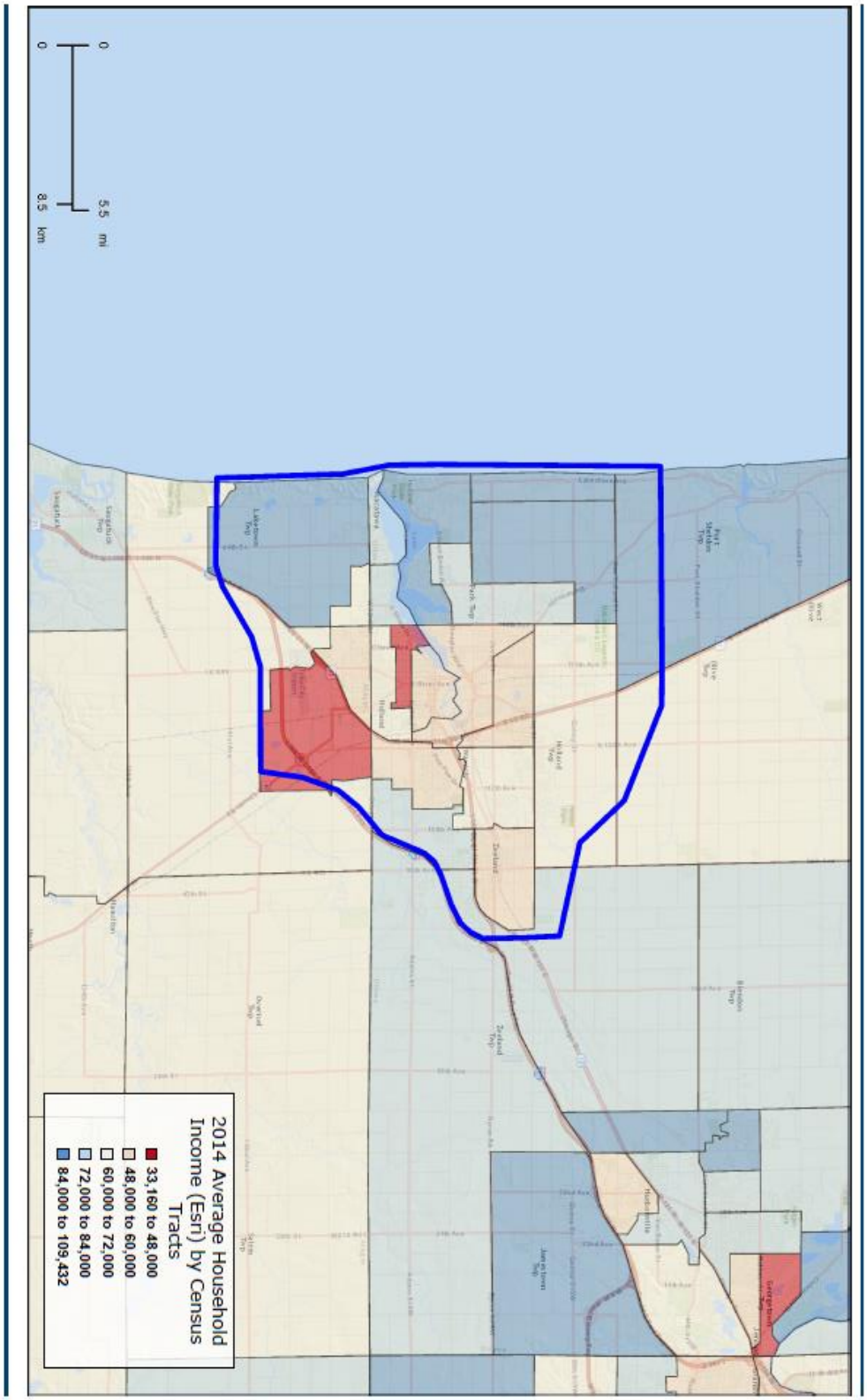
2014-2019 Population: Annual Growth Rate (Esri) by Census Tracts

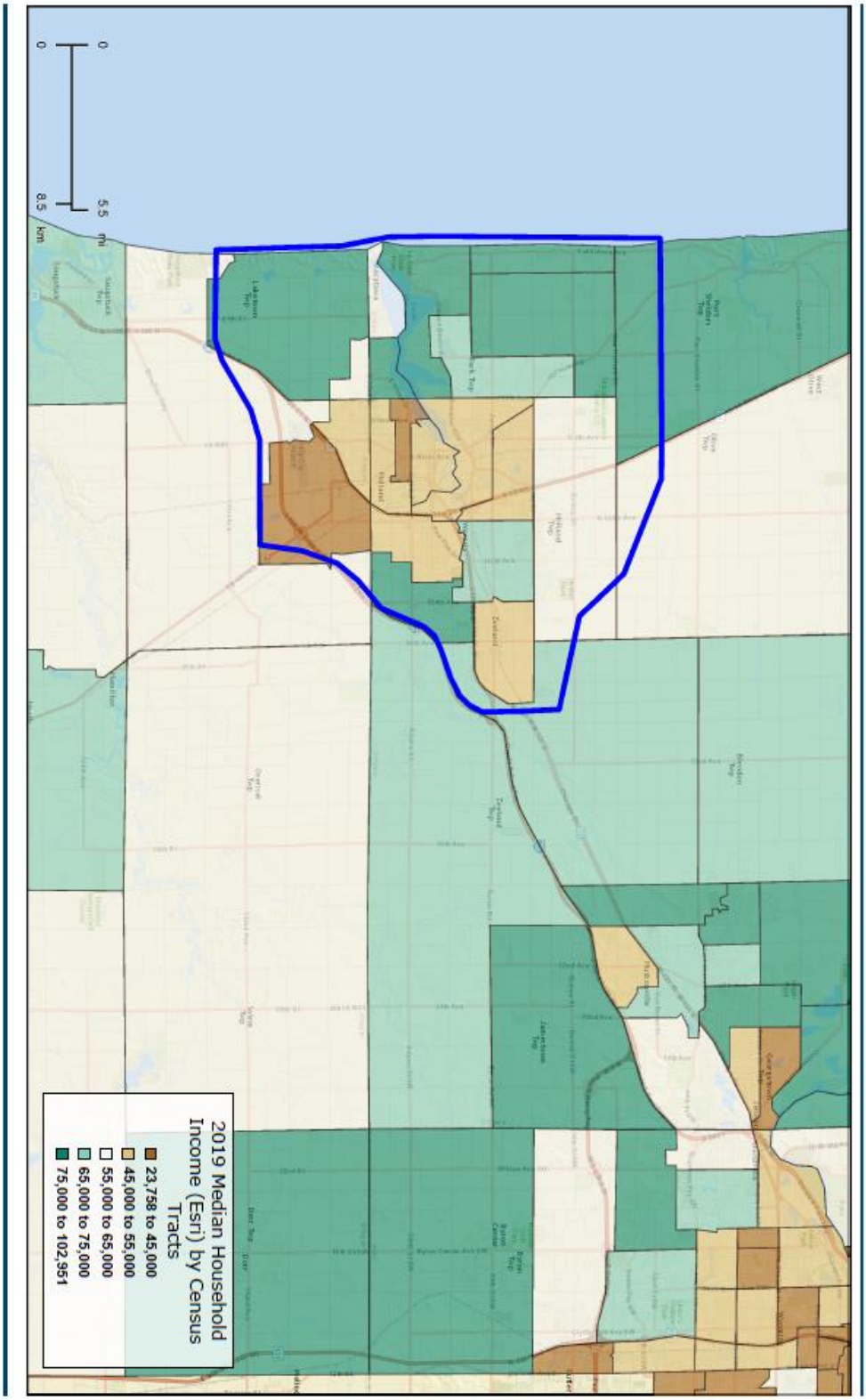



Gibbs Planning Group
Appendix F: 2014 Median Household Income
2014 Median Household Income (Esri) by Census Tracts
2014 Median Household Income (Esri) by Census Tracts
32,473 to 40,000
40,000 to 50,000
50,000 to 60,000
60,000 to 70,000
70,000 to 90,850
0
5.5 mi
0
8.5 km

# Appendix G: 2014 Average Household Income

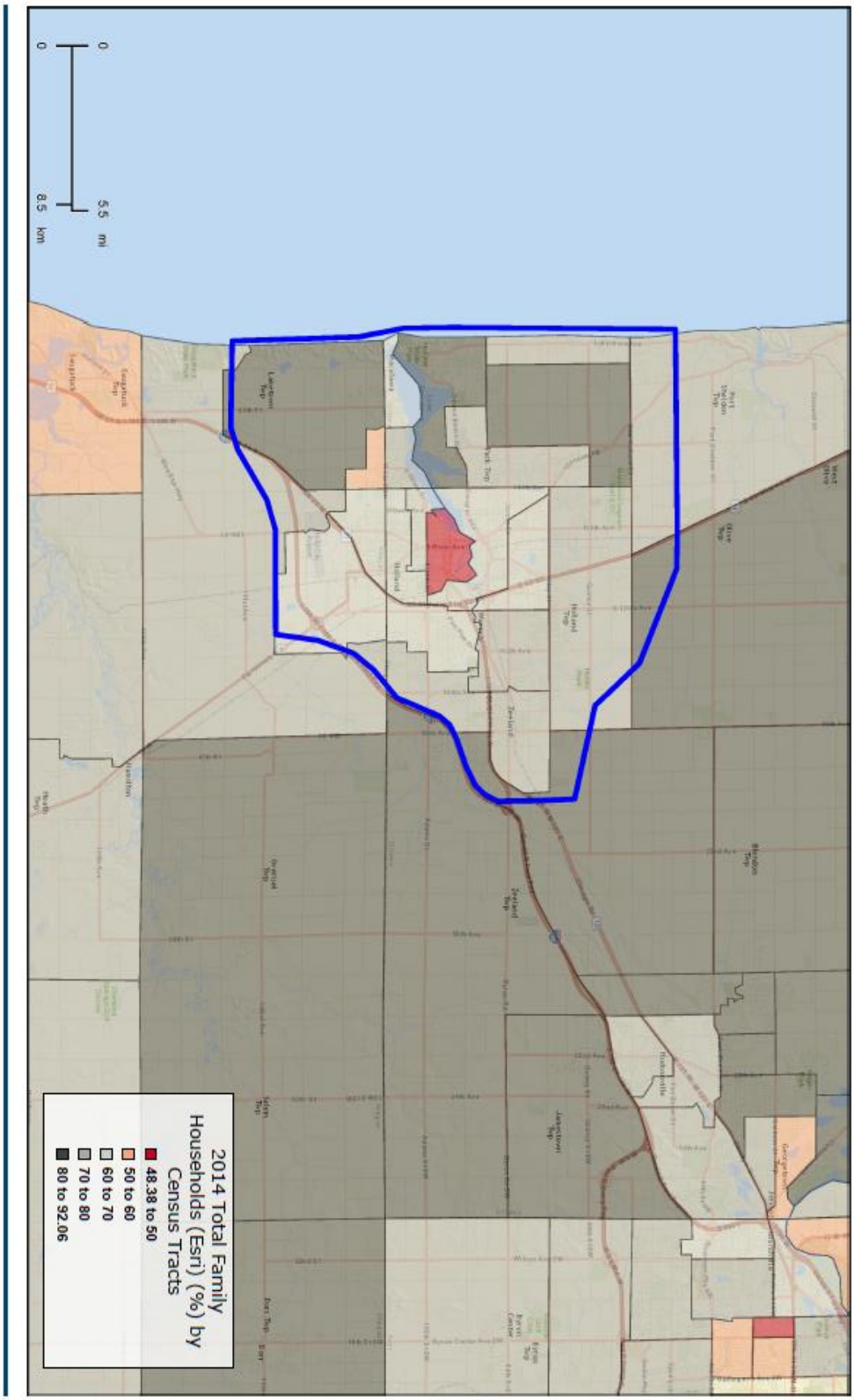
2014 Average Household Income (Esri) by Census Tracts




Gibbs Planning Group
Appendix H: 2019 Median Household Income
2019 Median Household Income (Esri) by Census Tracts
2019 Median Household Income (Esri) by Census Tracts
23,758 to 45,000
45,000 to 55,000
55,000 to 65,000
65,000 to 75,000
75,000 to 102,951
0
5.5 mi
0
8.5 km

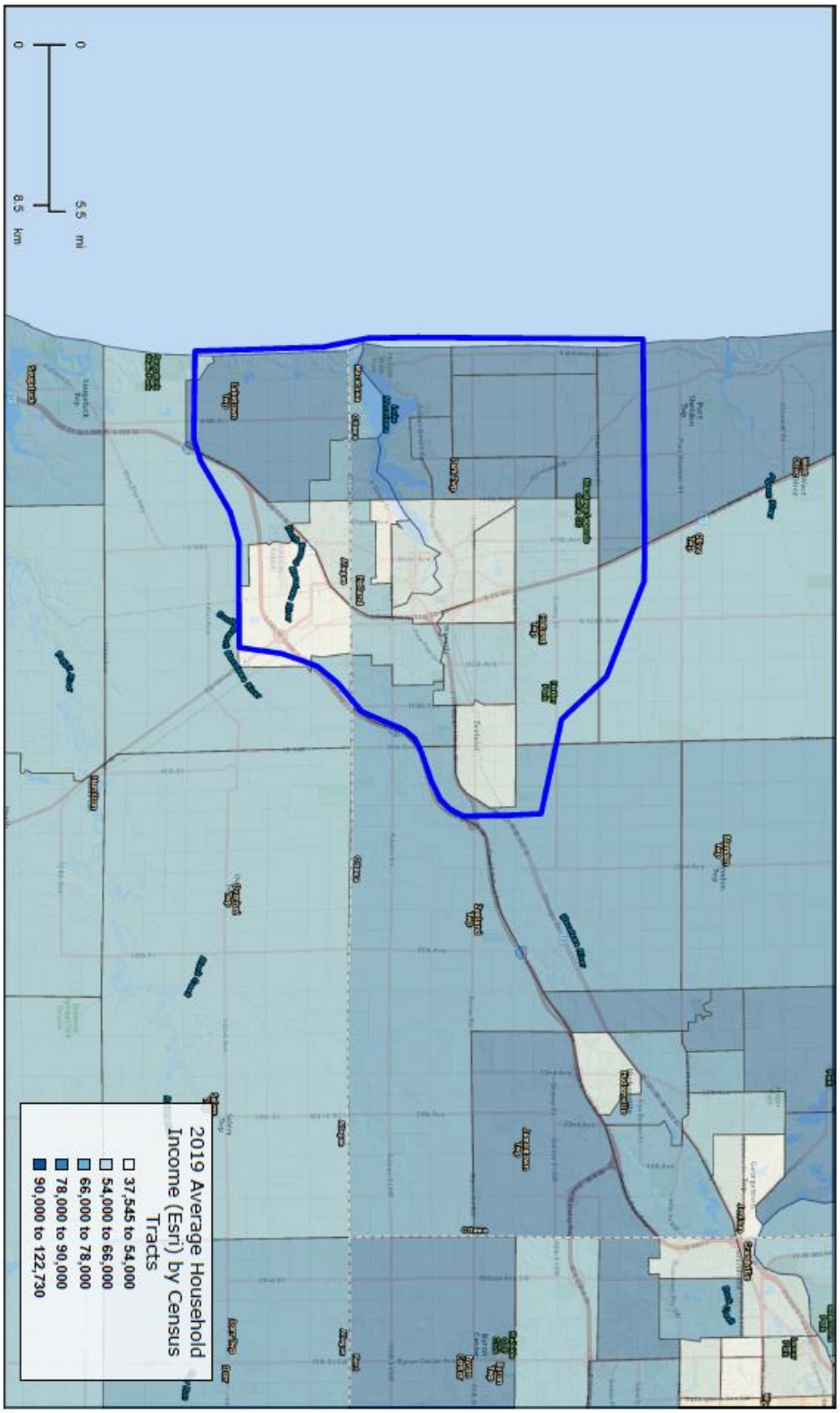
# Appendix J: Percent of Family Households

2014 Total Family Households (Esri) (%) by Census Tracts



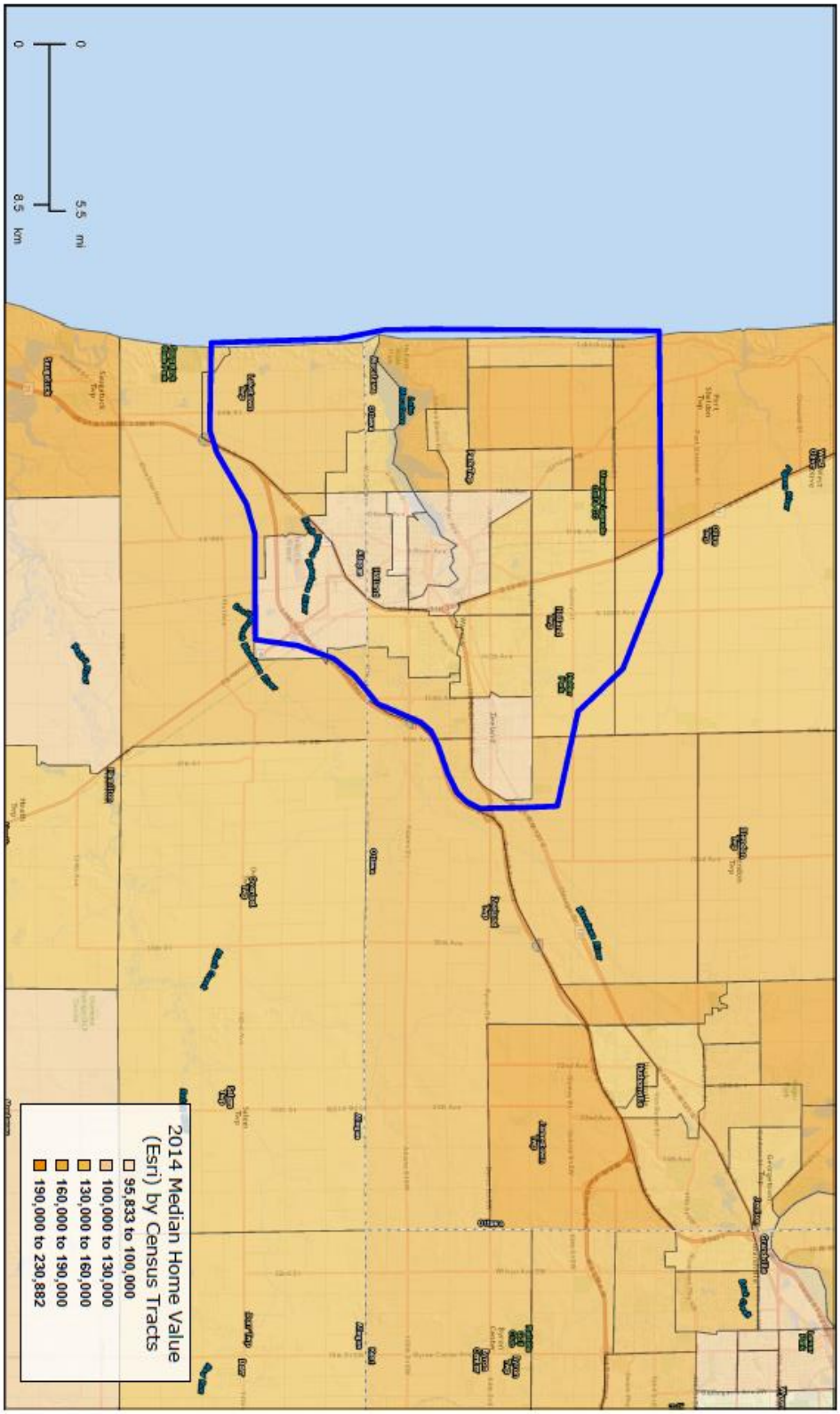
# Appendix I: 2019 Average Household Income

2019 Average Household Income (Esri) by Census Tracts



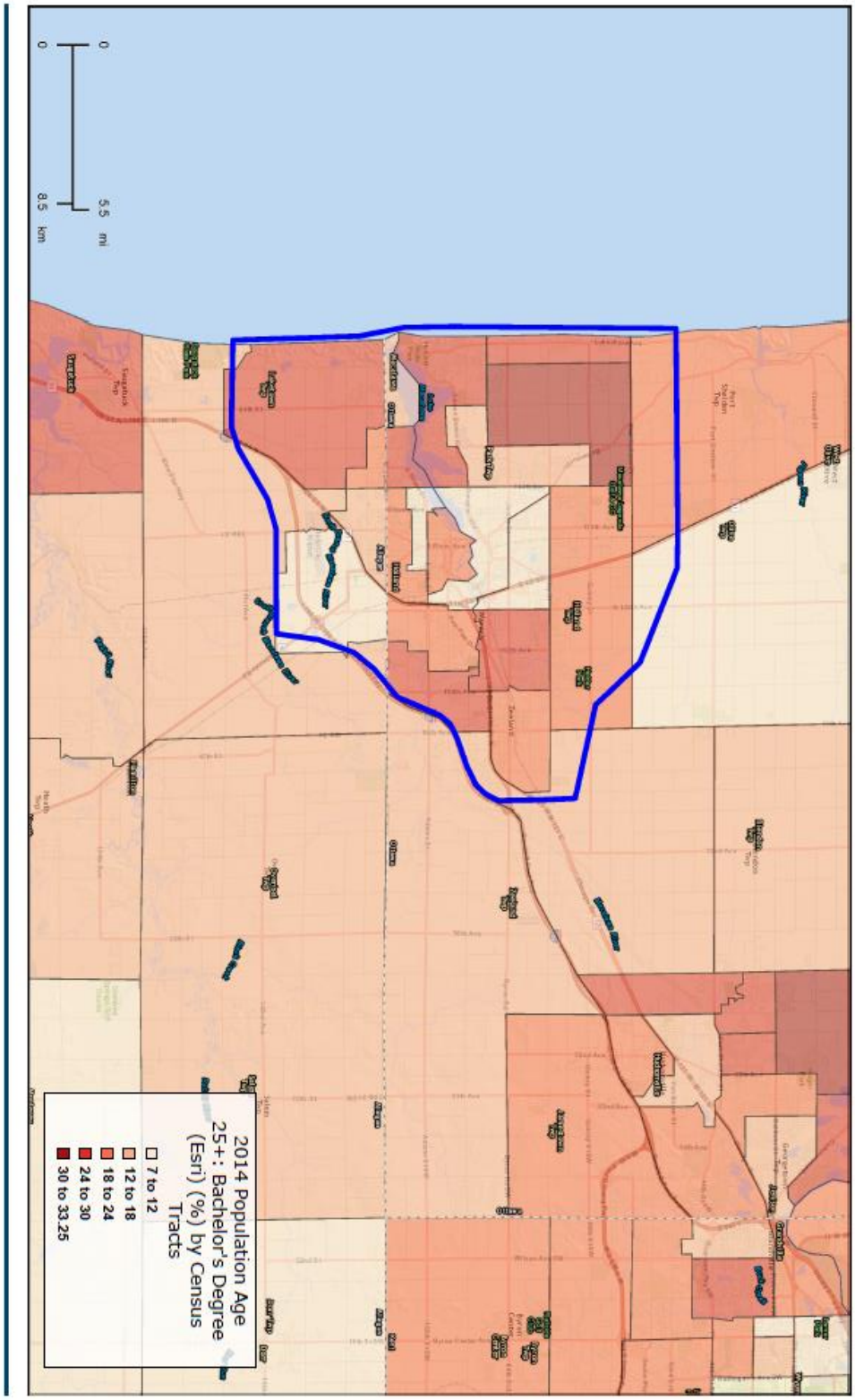
# Appendix K: 2014 Median Home Value

2014 Median Home Value (Esri) by Census Tracts



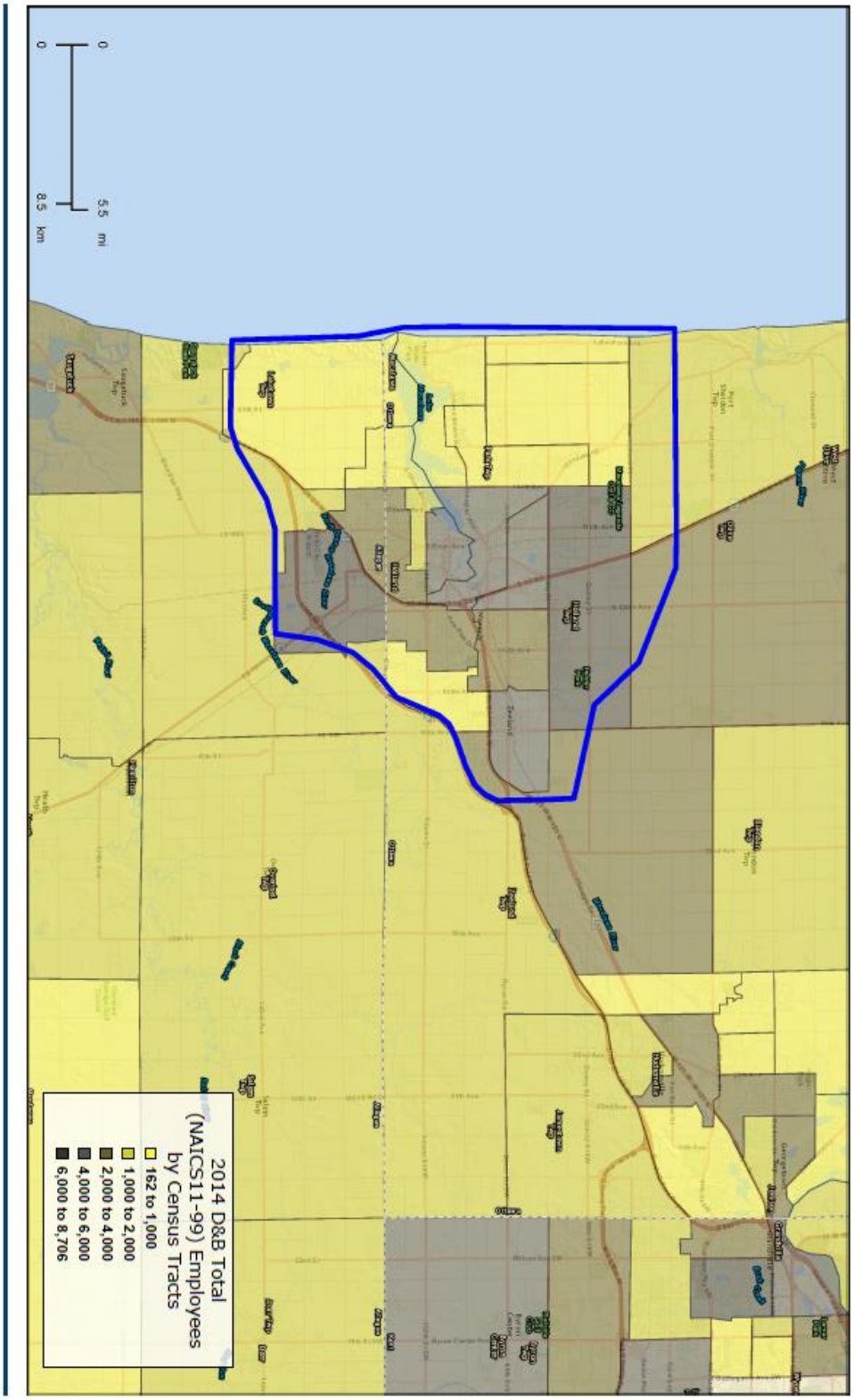
# Appendix L: 2014 Population 25+ with Bachelor's Degree

2014 Population Age 25+: Bachelor's Degree (Esri) (%) by Census Tracts



# Appendix M: Total Number of Employees

2014 D&B Total (NAICS11-99) Employees by Census Tracts



# Appendix B: ENP Associates Local Food Innovation Opportunities report

City of Holland PlacePlan

# City of Holland Local Food Innovation & Opportunities

Assessment & Recommendations

8/29/2014
ENP & Associates
Funded by the Michigan Municipal League as part of Western Gateway PlacePlan

# Table of Contents

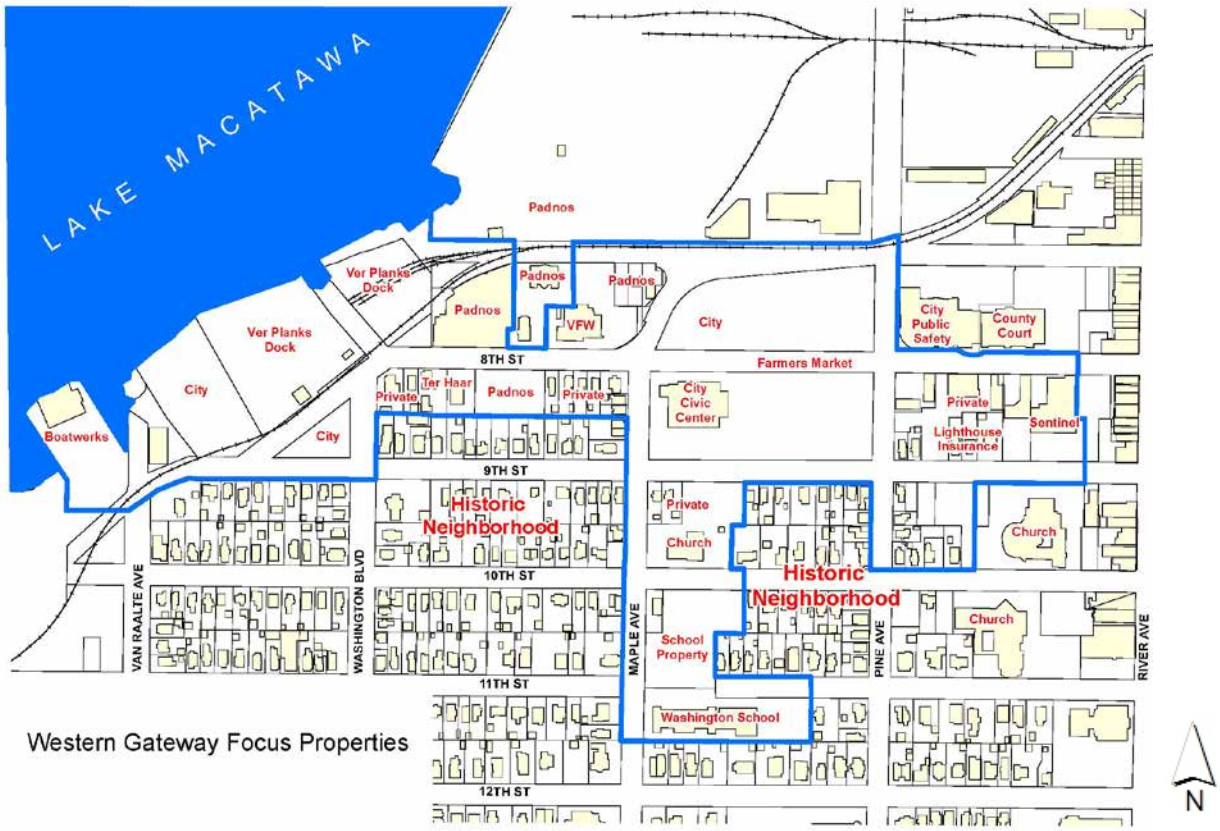


# Table of Figures

# 1 INTRODUCTION

In 2014, the City of Holland, Michigan, began an update to its Downtown Strategic Plan, and with expert technical assistance from the Michigan Municipal League (MML), started to develop an updated vision for the Western Gateway of the City Holland. As part of the MML PlacePlan program, this Gateway focus project is intended to be a transformative strategic project to drive downtown development. In early discussions, a variety of participants asked if and how local food could be part of the Western Gateway and Downtown, as well as part of other plans, programs and policies for the City of Holland and the region. The Western Gateway is the western area of Downtown linking the core of Downtown to the Lake Macatawa waterfront, shown in the map on this page. This area contains the Holland Farmers Market and seemed to have potential to be a food innovation district. On a broader scale, the City had questions about if and how local food could become a focus for economic development. Finally, City staff had felt energy and activity around local food within the Gateway, Downtown, and broader community, but did not have a clear understanding of who was active and in what areas they were working, and where the needs and opportunities could be found.

*Figure 1: Western Gateway Area in City of Holland*



The following report is the culmination of a three-month process undertaken in the summer of 2014 by ENP & Associates, a planning consulting firm with a specialty in food systems planning. City of Holland staff, Michigan Municipal League staff and a steering committee of local restaurateurs, farmers, processors, food activists, public health and government officials provided guidance. The steps of the process were:

- *An assessment of Holland's existing food system, including assets of the food system in the two counties surrounding Holland (Ottawa and Allegan Counties) and the opportunities within the City of Holland itself.* Data from the U.S.D.A. 2012 Agricultural Census for the two counties was analyzed, as well as demographic and food insecurity data from the U.S. Census Bureau for the City and surrounding areas. Maps of food businesses on a regional scale and in and near the Farmers Market were developed. The Food Innovation District Development Worksheet from the guide "Food Innovation Districts: An Economic Gardening Tool" was used to frame data analysis and discussion.

- *The convening of the local food system community in Holland to discuss local food and possibilities for healthy places, food access and economic prosperity in Holland and the surrounding area, including a possible food innovation district near the Holland Farmer's Market.* A meeting was held at Holland City Hall on August 7th with 35-40 people in attendance representing restaurants, farmers, small processors, food activists, the Ottawa County Food Policy Council, Hope College and other institutions, the City, and food banks from around the region.

- *Preparation of recommendations based on the local food assets and opportunities coordinated with the input from participants at the convening meeting on August 7th.* The recommendations are the second to last section of this report, intended as a menu of options for the City of Holland and others to pursue. The final section contains a blueprint for a Food Innovation District in the Western Gateway as potential home for these activities.

The report has the following sections: Holland Local Food System Data: Assets & Opportunities; Holland Local Food System Discussions: Current & Potential; and Holland Local Food System Program Recommendations and Food Innovation District Recommendations.

# 2 HOLLAND LOCAL FOOD SYSTEM DATA: ASSETS & OPPORTUNITIES

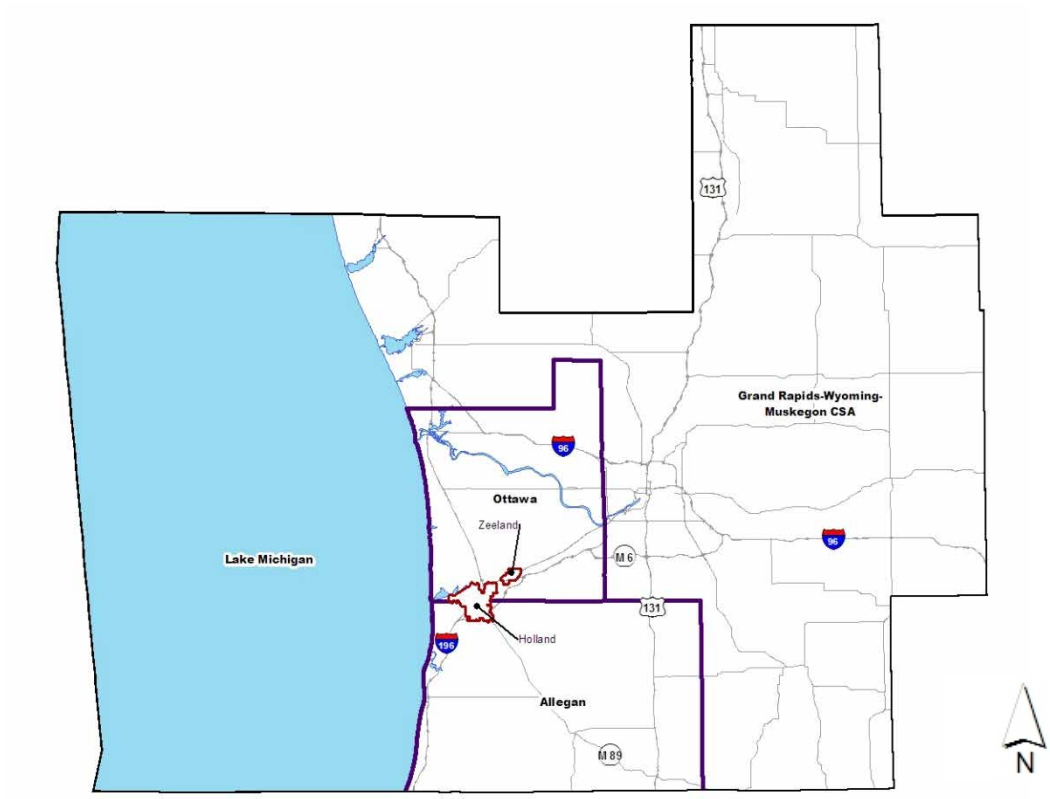
This section is a summary of a broad brush data overview undertaken for this process. The purpose was to assess the assets and opportunities for local food in the City of Holland and the surrounding region. The analysis is based on data from the U.S. Census and the U.S. Department of Agriculture as well as internet resources. The data was augmented by input from City of Holland staff. The analysis is preliminary and further fine-grain research will be necessary in the future.

Four data sets were examined. Demographic data from the U.S. Census were analyzed to determine the size and type of markets for local food. The U.S. Agricultural Census for Ottawa and Allegan Counties were reviewed to see if the region had the agricultural economy to supply local food markets. Further data on food insecurity and consumption was examined to find rough market numbers. Finally, food businesses, from food distributors to specialty stores, were mapped to see where food based businesses are clustered. Each section has a recap of the assets and opportunities indicated by the data.

## 2.1 DEMOGRAPHICS

The City of Holland is located in an area of small cities and towns with farm land and lakes in between. As shown on the map below, Holland is part of a wider region, designated by the U.S. Census as the Grand Rapids-Muskegon-Holland Combined Statistical Area. The 2010 U.S. Census population estimate for the Grand Rapids-Muskegon-Holland Combined Statistical Area was 1,330,384, the two county area was 375,209 and the City of Holland was 33,501. The age

*Figure 2: City of Holland Location Map*



distribution is close between the City and the two counties – Persons under 5 ranging from 6.3-7.4%, Persons under 18 from 24-25.4%, and persons over 65 from 14.2-12.5%.

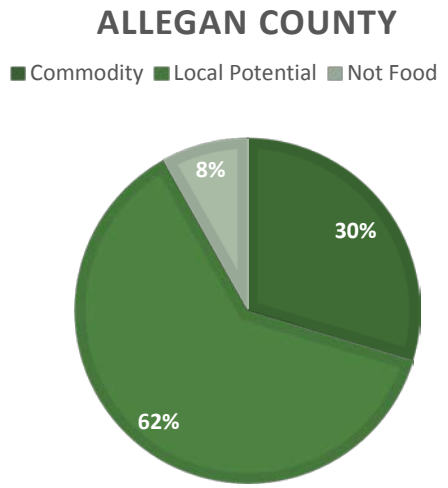
The City was more diverse than the counties in terms of race and those born in other countries. In 2010, an estimated 22% of the City population was Latino or Hispanic. The surrounding counties have smaller Latino populations by percentage (6.9% in Allegan and 9% in Ottawa). Over 11% of the City's population 2008-2012 were estimated to be foreign-born. The City has a lower median household income than the counties ($42,138 compared to $51,030 for Allegan and $55,760 for Ottawa). The City had 20.5% of the population living below the poverty level where the poverty rate was 13.1% and 10.5% in Allegan and Ottawa, respectively.

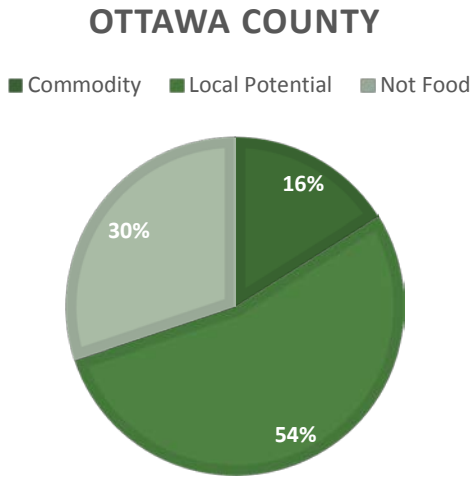
| | |
|---|---|
| **Asset** | The City and the surrounding region have stable populations with diversity of ages. |
| **Opportunity** | The need for accessible, affordable and culturally appropriate food for ethnic minorities and populations in poverty are often not met by the traditional food system. In other Michigan communities, local food efforts have been able to assist these groups through various programs, ranging from Double Up Food Bucks at farmers markets to community gardening. |

## 2.2 Ottawa & Allegan Counties agricultural sector

Ottawa and Allegan Counties have dynamic agricultural economies. Data from the 2012 U.S. Agricultural Census for Allegan and Ottawa counties were analyzed, in comparison with figures for the State of Michigan overall. The median acreage of farms (45 for Allegan and 40 for Ottawa) was lower than the median for the State (60 acres), but the average market value of agricultural products sold per farm and the net cash income average per farm is greater than the state's average. The two county area has a profitable agricultural sector. The counties production make up a third or more of the sales in Michigan in poultry and eggs (59%), berries (39%), nursery and sod (33%), and hogs and pigs (33%). More importantly, as shown below in the pie charts, over half of the agricultural sales in each county has the potential to be sold for local food consumption.

*Figure 3: Local Food Potential for Allegan & Ottawa Counties from 2012 U.S. Agricultural Census*



The sectors with potential as local food – such as fruits and vegetables, milk and meat – accounted for $774,807,000 in sales in 2012 in the two counties. The Journal of Extension estimated that Michigan communities have the potential to capture 51.4% of agricultural production in a local food system. Using that percentage, $398,250,798 in 2012 agricultural sales in Ottawa and Allegan Counties could have been part of the local food system. However, sales direct for human consumption – the only measure from the US Agricultural Survey that indicates local food sales – was only $4,966,000 or 8% of total sales. While this figure is a rough estimate, the two county area has a potential supply of $393,284,798 in local food sales.

| | |
|---|---|
| **Asset** | The Holland region has an agricultural base that can provide products to a local food market. However, the economic success of the farms and the low percentage of overall money coming in from food sold directly for human consumption indicates that these farms are selling to a global food chain. |
| **Opportunity** | There most likely is an untapped local food demand. Reorientation of successful farmers in the global food chain to a local food system is often difficult. Usually, the best route is to nurture by providing education and internships while supporting new farmers who are interested in growing for a local market. Eighth Day Farm CSA is a local example. Michigan State Extension can provide resources and training. |

## 2.3 Food consumption & insecurity in Ottawa & Allegan Counties

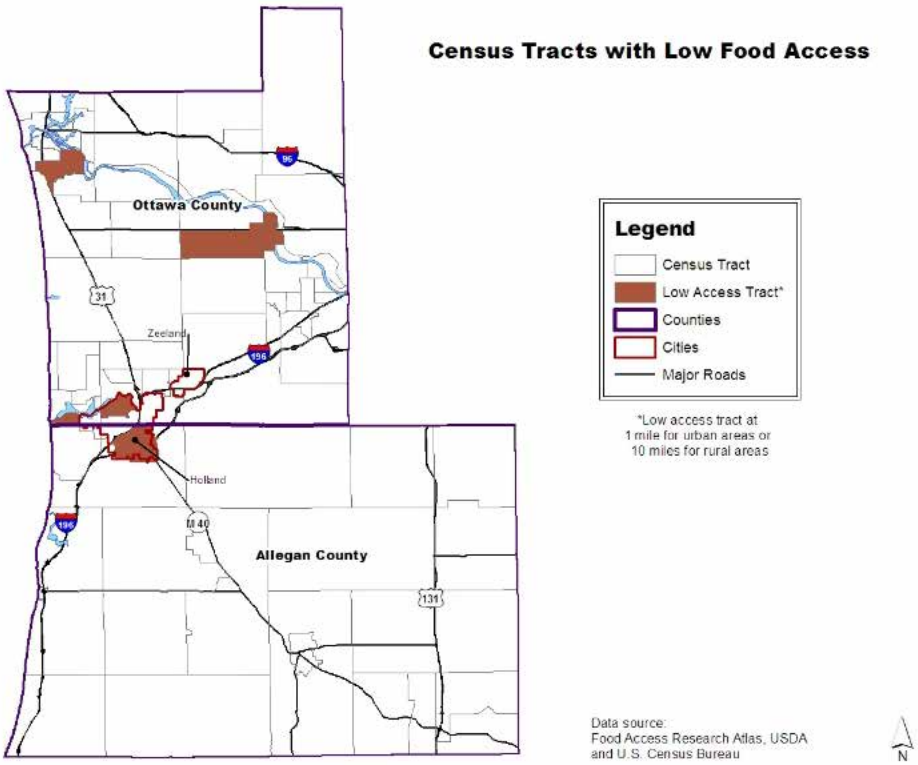
The City of Holland has market potential for local food. Holland citizens are estimated to spend roughly $38 million in grocery stores annually, over $440 million in the two-county area and $1.5 billion in the Grand Rapids-Muskegon-Holland Consolidated Statistical Area[1].

According to www.city-data.com, there are 35 grocery stores, food stores than that sell fresh produce and meat as well as dry goods, in Ottawa County for a ratio of 1.35 for every 10,000 people. That ratio is less than the Michigan average of 2.34. Data from the USDA's Food Access Research Atlas, seen on the map on the following page, shows that multiple census tracts in the two counties are food deserts (no food store within 1 mile in an urban area and 10 miles in rural areas), including the census tract in which the Western Gateway is located. Food insecurity has been growing in Ottawa County. One out of 10 residents in Ottawa County or 12,998 households qualified for federal food assistance in December 2011, almost a 60% increase since 2009. Almost one in three Ottawa County residents worried about running out of money for food or clothing in 2012.[2] Allegan has a higher food insecurity rate than Ottawa, 11.2% of households as compared to 10.6%. Food insecurity is a growing problem in the region.

According to the 2011 Ottawa County Food Policy Council Food Insecurity Needs Assessment, transportation barriers pose a significant problem for those without a car, nearby family members or friends, or who live in a very rural location.

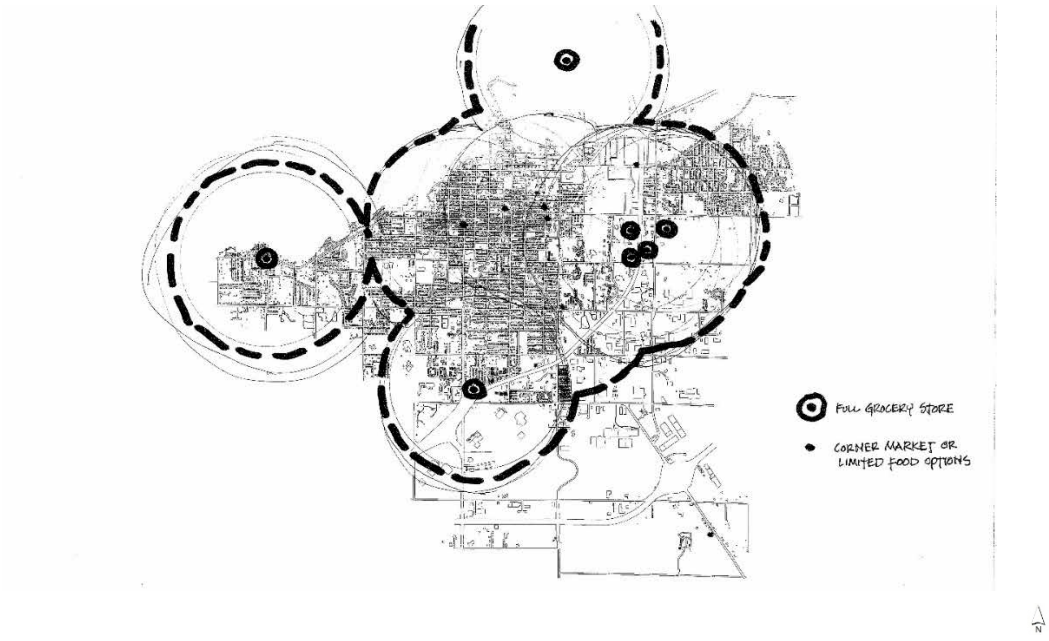
[1] Figure found by multiplying 2010 US Census population estimates by $1,175.77 (estimate from U.S. Census Economic Snapshot for grocery stores (NAICS 4451) of per capita sales for grocery stores in 2007 of $1,118 adjusted to 2010 US dollars of $1,175.77)
[2] United Way's 2012 Community Assessment for Ottawa County accessed at http://issuu.com/qonverge/docs/assessmentfinal2012?e=1282582/2724653

*Figure 4: Allegan & Ottawa Counties 2010 Low Food Access Census Tracts*




The map below, provided by City of Holland staff, shows that all of Holland is within a one-mile walking radius of a food store. The areas of the center of the City have access only to corner market or limited food options. Often, these smaller stores do not carry fresh produce, meat or dairy products.

*Figure 5: City of Holland 2014 Food Store Locations with 1-Mile Radius*



Meanwhile, health assessments indicated the region's population needs to increase consumption of fruits and vegetables. In 2011, eighty-three percent of adults in Ottawa County consumed less than five servings of fruits or vegetables a day. Over 62% Ottawa County adults were considered to be either overweight or obese.[3] Meanwhile, 78.5% of adults in Allegan County consumed less than five servings of fruits or vegetables a day.[4] Food resource clients have a greater need for fresh food than what is available, according to the 2011 Ottawa County Food Policy Council Food Insecurity Needs Assessment.

| | |
|---|---|
| **Asset** | The two-county area has almost half a billion dollars estimated demand for purchase of food to be consumed at home. Many areas, including the Western Gateway, do not currently have a full service grocery store within accessible walking distance in urban areas or driving distance in rural places. |
| **Opportunity** | The estimated market does not include increased demand for fruits and vegetables if diets change to be healthier, and probably underrepresents the demand by food insecure households. While a local food system should aim to compete with the global food system, local food production has an opportunity to provide fresh produce and to meet underserved markets, like food insecure households. |

## 2.4 Food Businesses in Holland Area

The maps on the following page shows food businesses in and around Holland. The businesses were found by selecting food businesses from the Chamber of Commerce Directory, the Downtown Development Authority Directory, and member of the economic development entity for Holland and then supplemented by a follow up search on superpages.com. Due to time and budget constraints, the listing for restaurants was limited to the first 100 listings generated by superpages.com and the food distributors included all businesses listed within 10 miles of the City of Holland. Corporate cafeterias were added per recommendation of City of Holland staff. Data on growers was not available through superpages.com.

Institutions in Holland and the adjacent municipalities were added since they have the potential as major food purchasers to influence the local food market. We recognize that the data may not capture all the active businesses or institutions and should be used as a starting point.

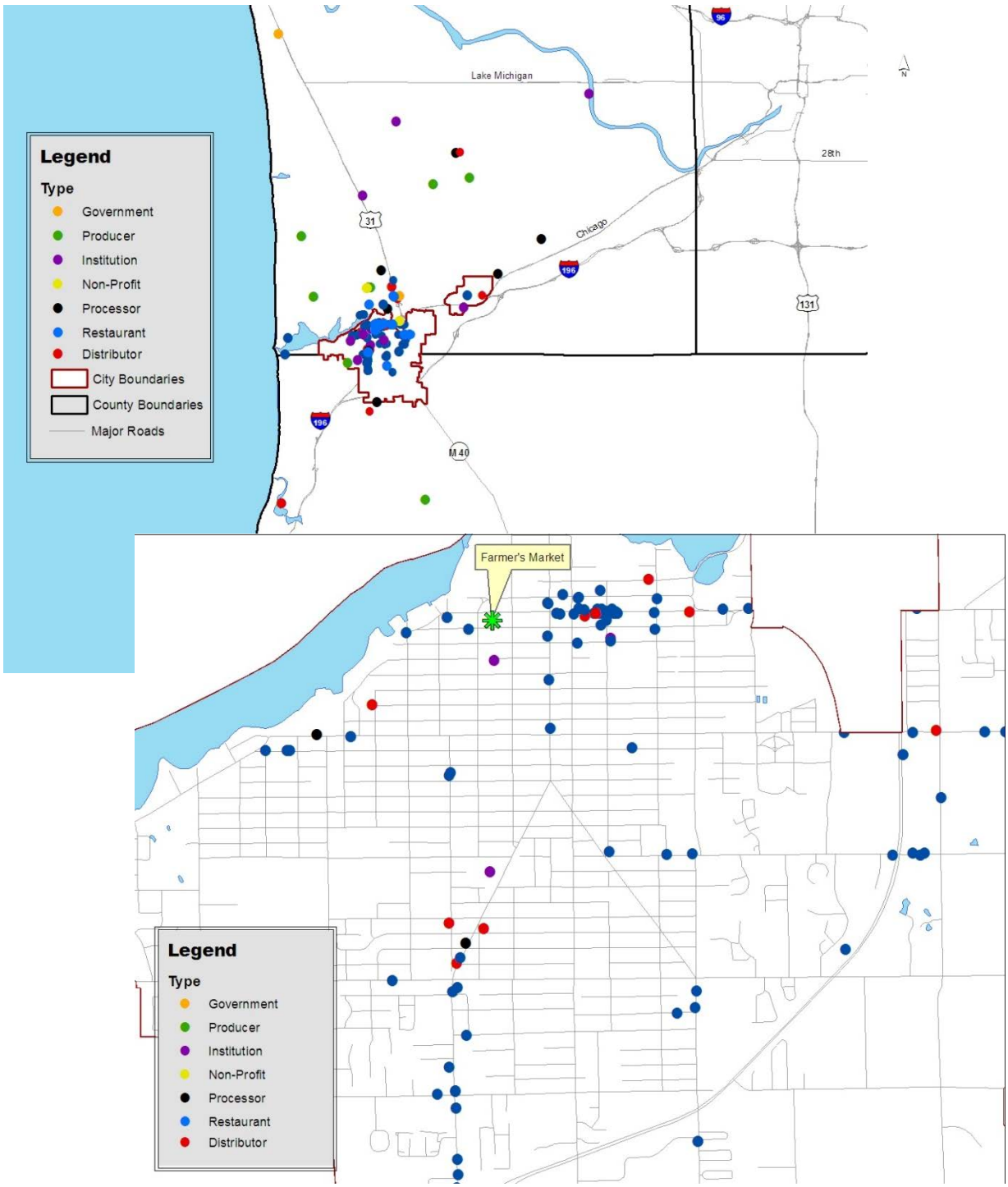
| | |
|---|---|
| **Asset** | The Holland area has growers, processors and distributors as well as restaurants and institutions. |
| **Opportunity** | Small and medium scale producers, processors and distributors are missing in the local food system. Overall, distributors and processors are large-scale, global food businesses, such as Boar's Head, Heinz and Gordon Food Service or small-distributors that sell a niche product aimed at the tourist trade or a select market. While the existing businesses may not directly participate or market to a local food |

[3] 2011 Ottawa County Behavioral Risk Factor Survey accessed at http://www.miottawa.org/Health/OCHD/pdf/data/2011_BRFS.pdf
[4] Allegan County Health Issues accessed at https://www.allegancounty.org/docs/HD/ED/HDED_HealthyPeople2020_HealthIssues.pdf

system, they are resources for knowledge and mentoring. Also, larger food businesses have shared storage space with smaller, emerging businesses.

The cluster of restaurants and institutions are another potential market for local food. Institutions will often purchase local food as part of sustainability or health programs or goals. Many restaurants have set themselves apart from their competition by using local foods.

*Figure 6: Food Businesses by Type in Holland Region 2014*



## 2.5 CONCLUSIONS

Based on a cursory analysis of limited data, the region of Holland seems to have both the market and agricultural base to grow a stronger local food system. Potential markets for local food products are ethnic minorities, particularly the Latino population; those living in poverty; areas without a full-service grocery store; local restaurants, particularly downtown; and local institutions. The restaurants, institutions and areas without a full service grocery store are clustered in and around the Western Gateway area, creating a compelling case to look further at the area as a potential food innovation district.

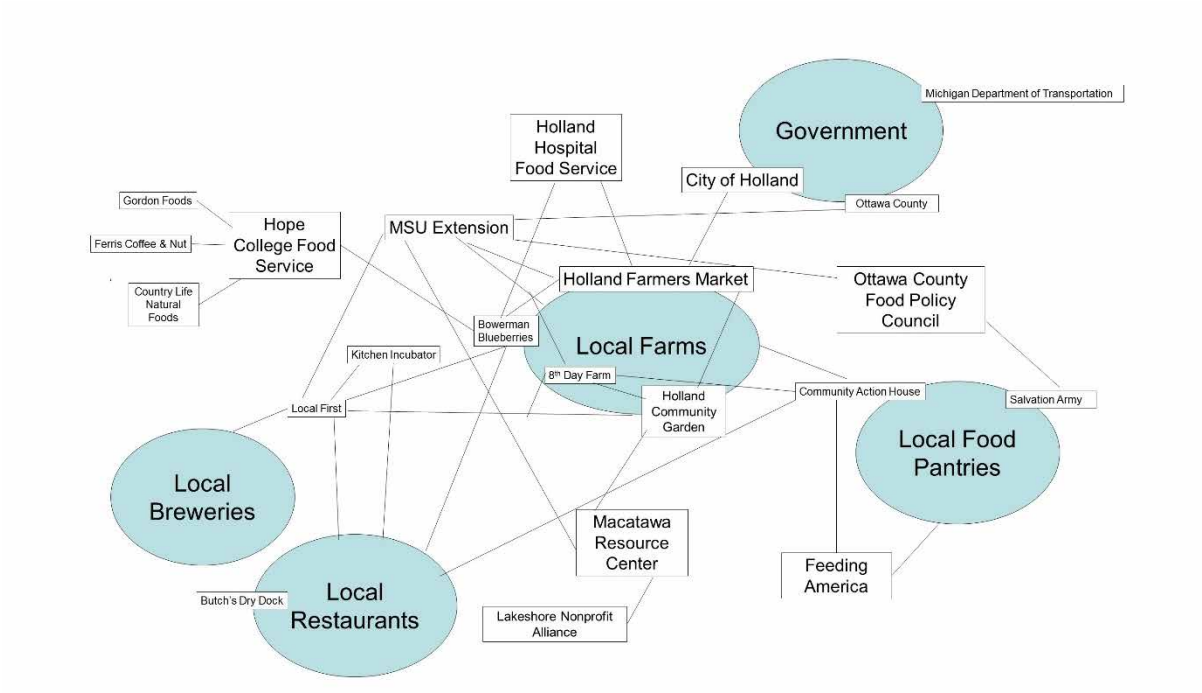
# 3 HOLLAND LOCAL FOOD SYSTEM DISCUSSIONS: CURRENT & POTENTIAL

The following section summarizes the results of the convening of the local food system community on August 7, 2014 as well as potential next steps to continue the discussion.

## 3.1 AUGUST 7TH MEETING SUMMARY

On August 7, 2014, the City of Holland, with a steering committee, hosted a meeting of 35-40 restaurateurs, farmers, small processors, food activists, members of the Ottawa County Food Policy Council, government representatives, staff from Hope College and other institutions, and food bank representatives from around the region. Upon entering, attendees were asked to map their relationships in terms of food to one another and other places or entities in Holland. The graphic below shows the interconnections, with local farms and the Holland Farmers Market with the most interconnections.

*Figure 7: Holland Food Relationship Web from August 7, 2014*




A short presentation followed with an overview of much of the data presented in the first part of the report. Participants were then asked to break into groups based on what role they played in the food system: demand (purchasers of food such as restaurants, institutions and distributors), supply (growers and processors), and general policy (education, government, community development and food access). All three groups were asked the following questions: Who is active in the local food system? What are the assets in Holland? What are the challenges? A summary of comments is found in the appendix.

In discussing who was engaged in the local food system, all three group mentioned food banks. The demand and general groups both cited distributors and processors, while demand and supply groups said underserved populations. The supply group commented that Latinos are underrepresented

among growers and shoppers at the Holland Farmers Market. Both the general and supply group added other entities. The general group mentioned all aspects of the food system while the supply side comments listed nonprofits and other food producers.

When asked about assets, all three groups listed the Holland Farmers Market. The supply group specifically mentions the Double-Up Food Bucks program. MSU Extension, government, tourism and the community culture were seen as assets by both the demand and general groups as assets. The demand group cited growers as an asset while the supply side said processors, underserved populations, education and Zeeland Farm Services. The supply side group mentioned the food hub project by the Macatawa Resource Center as an asset and wanted to participate if possible. Food banks, the Ottawa Food Policy Council, transportation and Holland Light Board were mentioned by the general group.

All groups said smaller markets were a challenge for the local food system in Holland with comments on how many small markets leads to less business, the need for more producers of certain products, the scale of markets and price point as a challenge from the demand side. The supply side found local restaurants to be a challenge questioning their commitment to the food system while the demand group had concerns about transportation of food and increased labor to access or prepare local food. Both demand and supply groups said money for advertising was a challenge. The general and demand groups mentioned the lack of local produce year-round as a challenge as well as education. The supply group mentioned the following challenges: better coordination of where vendors can take surplus food at the end of the Holland Farmers Market, issues with FarmLink around profit-sharing and promotion, and the high cost of land acquisition, especially for minority growers. The supply group also found Townships' government preference for commercial over agricultural land use to be a challenge while the general group found how government policy rewards large, but not small growers difficult. The general group said the lack of a strong network of supplier of local food was a challenge.

## 3.2 August 7th Meeting Analysis

What participants talked about the most and what they talked about the least are indicators of potential energy to push a local food system and/or create a food innovation district. In the relationship web, most of the relationships linked to local farms and the Holland Farmers Market, despite the fact that food growers were not the dominant group at the meeting. The Farmers Market was seen as asset in all of the small group discussions. Growers were noted as an asset by the food purchasers.

Reflecting the attendance of a number of food assistance organizations, the food relationship web and the discussion, especially in the general group, documented food assistance relationships and issues. While their numbers in the crowd would bring out those aspects of the conversation, their commitment and energy should continue to be a key part of future steps. Also, many of the state and federal grants available to promote local food have objectives of lessening food insecurity.

Conspicuous by their absence from the small group discussions were restaurants and institutional buyers. About the same amount of representatives of these groups attended as food growers, but institutional buyers were not mentioned at all and restaurants as a challenge to a local food system. The public school districts, Holland Public Schools and West Ottawa Schools, were not mentioned or represented. In the food relationship map, both restaurants and institutional buyers, like Hope College and Holland Hospital, have relationships with local farms and companies. In order to tap

these potential markets, local food growers and food distributors or processors will need to build relationships with chefs and food service managers. While the clusters of institutions and restaurants around the Western Gateway indicates these entities potential markets for businesses within a food innovation district there, much work remains to be done.

## 3.3 Next Steps

The City of Holland has committed to holding a meeting in fall of 2014 to build upon the work and energy in the Holland Community around the local food system. Planning and implementation of that meeting should have the following components:

- Share this report: The City of Holland promised to share this report with the participants of the August 7th meeting, as well as other members of the community. It should be made available digitally.

- Reconvene the Steering Committee: The steering committee involved in this process should meet at least 6-8 weeks prior to the next meeting to discuss how to improve and build upon the August 7th meeting, how to share the information in this report, and the content, time and place of the next meeting. The Committee should begin to consider on-going roles, defining goals and next steps, and identifying champions for the variety of possibilities identified through this effort.

- Reach out to those not at the August 7th Meeting: Participants in the meeting identified economic development organizations such as Lakeshore Advantage, the large food processors and mainline grocery stores, and ethnic and other small markets as groups that should be encouraged to join the conversation. We recommend not only sending invitations to these groups but also conducting informal interviews about whether and how they would like to contribute. They may have the same hesitancy to attend a public meeting about local food as a real estate developer would about sustainable development.

  In addition, we recommend reaching out to other groups. First, more growers reflecting the agricultural diversity of the region need to be part of the discussion. We recommend talking to vendors at the Holland Farmers Market about how best to involve them. Second, the involvement of the academic community in Holland should be extended both faculty and students while continuing to work with the food service of the universities. Faculty and students can contribute research, time and energy to the Holland local food system. In addition, food service directors and/or staff from the local school districts should be contacted. The Convention and Visitor's Bureau (CVB) should be engaged from the perspective of agri-tourism and culinary tourism. Last, the philanthropic and religious communities of Holland should be invited. If local food aligns with their values, all of these groups can contribute to a local food system in Holland.

- Show off the great food of Holland: We recommend that meeting be centered on a meal featuring food grown in surrounding region and prepared by local businesses. We recommend the additional expense and logistics for two reasons. First, the meal can show what is possible to create from local food. Second, eating is a communal act and the informal conversation that happens during a meal starts and strengthens relationships, a key component in a healthy local food system.

- Decide priorities: The following sections of this report has a list of potential programs for the local food community in Holland, as well as a preliminary plan for a Food Innovation District in the Western Gateway Area. Using the Michigan Good Food Charter as a framework, we recommend the group be asked to decide what priorities, and therefore programs, should be pursued by the group in the next six months.

- Small group activity with different types of people working on decided priorities: In the meeting held on August 7, we asked participants to break into small groups with others who played the same role in the food system. In the next meeting, we suggest asking people from different components of the food system to work together on one of the priorities decided in the first part of the meeting. Each group should be challenged to write down realistic action steps that can be completed within 1-month, 6-month, 1-year and 5-year time frames.

We also recommend the following steps to extend and strengthen the local food discussion in Holland, while connecting individuals working on priorities or programs to concrete resources:

- Find individual to learn and share knowledge about local food: A wealth of information is available through listservs, webinars and on-line resources in regard to local food. We recommend an individual dedicate time to joining these information networks and then sharing the information with the greater community. The sharing could mean forwarding grant opportunities from the Michigan Department of Agriculture and Rural Development to local growers or hosting a viewing of a webinars on institutional purchasing of local foods from Winrock International. Potential organizations that could contribute would be Michigan State Extension staff or volunteers from the Ottawa Food Policy Council.

- Find a non-profit partner to champion local food within the City of Holland: Successful local food movements usually have a supportive municipal government with a non-profit that leads the effort. City staff have stated that they would like to contribute to local food in Holland but, as most municipalities, do not have the resources to lead the charge. Even local food efforts in Seattle, Washington and Toronto, Ontario that began as municipal programs, now have non-profit partners that raise funds, access grants, create businesses and house activities that municipal government could not. Ottawa County Food Policy Council or Eighth Day Farm may be able to fill this role.

- Send a representatives of Holland to state meetings about local food: Statewide meetings of Michigan governments, businesses and non-profits working to create a strong local food system meet throughout the year. On October 28, 2014, the Michigan Good Summit will be held in Lansing. Also, the Michigan Food Hub Innovation and Learning Network meets quarterly around the state. In autumn 2014, a meeting of the network is planned for Ann Arbor.

- Hold a Holland Local Food Summit: Food summits are day long events with trainings, speakers and opportunities for the community to learn more about local food and how to become involved. Events such as these are important to galvanize activists, bring new people in and celebrate successes.

- Coordinate with other local food movements in the region: Both Muskegon and Grand Rapids have active local food movements. We recommend finding a way to learn from their lessons as well to coordinate resources. Michigan State Extension could help with coordination and communication.

## 3.4 Conclusions

A broad brush data overview of the region of Holland indicates the potential market and supply to grow a stronger local food system. That analysis points to ethnic minorities (particularly the Latino population), those living in poverty, residents without access to a full-service grocery store, local restaurants, and local institutions (hospitals, universities and school districts) as possible starting points for local food. Other local food efforts have successfully harnessed these opportunities.

However, the relationships and understanding of the local food system in Holland shown in the activities at the August 7th meeting indicate local food growers, the Holland Farmers Market and food banks as assets of the local food system, but not local restaurants or institutions. The results of the meeting should not eliminate certain programs, such as a farm to school efforts or local food purchasing for restaurants and institutions, but lead to different questions and steps going forward. The following sections outline recommendations for programs and a food innovation district to further the local food system in Holland.

# 4 HOLLAND LOCAL FOOD SYSTEM PROGRAM RECOMMENDATIONS

The following programs have potential with local food in Holland. They are possible starting points rooted in the data assessment, the conversations on August 7th or both. Each program contributes to a goal of the Michigan Good Food Charter, a guiding document for policy and resource distribution in Michigan.

Two programs mention a food hub. As defined by the USDA Regional Food Hub Resource Guide, a food hub is a business or organization that actively manages the aggregation, distribution, and marketing of source-identified food products primarily from local and regional producers to strengthen their ability to satisfy wholesale, retail, and institutional demand. Food hubs vary in size and scale from a local food co-op to a large warehouse. Programs and priorities will decide what type of food hub should be pursued, if any. Two food hubs catering to different markets or addressing different issues may become a reality in the Holland region.

In the next six months, the local food community should prioritize which programs they will take on. The programs in the following section are briefly described along with related Michigan Good Food Charter goals, first steps and potential partners.

## 4.1 LOCAL FOOD GROWERS SUPPORT

As found in the local food assessment, Holland is in a vibrant agricultural economy, but over 90% of sales from those farms do not go to direct human consumption. The majority of growers likely sell their crops to the global food system. The Michigan Good Food Charter and other statewide entities working to increase local food production have found that farmers who want to sell to the local food market need help with education, certifications, financing, land acquisition, relationship building and marketing.

| | |
|---|---|
| Michigan Good Food Charter Goal: | Michigan farmers will profitably supply 20 percent of all Michigan institutional, retailer and consumer food purchases and be able to pay fair wages to their workers. |
| First Steps: | • Survey growers at the Holland Farmers Market to find out who is interested in expanding to local food markets and what assistance would be helpful.<br>• Explore whether small urban growers, especially community gardens, are interested in selling under a single brand at the Holland Farmers Market, as has been done in Detroit and Flint.<br>• Offer educational options in next six months based on results |
| Possible Partners: | Michigan State Extension, Holland Farmers Market, Eighth Day Farm |

## 4.2 FOOD ACCESS & LOCAL FOOD HUB

The Ottawa Food Policy Council has focused on food access, which is growing in the region. Health assessments indicated that Ottawa and Allegan County residents across the board do not consume enough fruits and vegetables, especially those relying on food assistance. More information from food assistance entities is needed on the type and packaging of food they need to serve their clients.

The data and conversations at the August 7th meeting bring up the question as to whether the food needs of Latino community are being met. If not, local food may be able to play a role. Participants in the meeting noted that few Latino shoppers and vendors are at the Holland Farmers' Market. Reasons could range from their needs are met elsewhere, the products sold at the market are not culturally appropriate, time of the market, transportation issues or they may not feel welcome where local food is sold.

Macatawa Resource Center is exploring the feasibility of a food hub as part of their center. The resource center is connected to both the Latino and food assistance communities. Their food hub could serve as a food warehouse for gleaning with cold and dry storage as well as job training, such as Forgotten Harvest's facility in Oak Park, Michigan. In addition, if there are gaps for the food needs of the Latino population, the food hub could serve as a food business incubator for that community.

| | |
|---|---|
| Michigan Good Food Charter Goal: | Eighty percent of Michigan residents (twice the current level) will have easy access to affordable, fresh, healthy food, 20 percent of which is from Michigan sources. |
| First Steps: | • Discuss needs with food assistance community<br>• Discern through discussion with Latino community if access gaps exist<br>• Bring Macatawa Resource Center together with growers and the food assistance community to define opportunities within a food hub |
| Possible Partners: | Macatawa Resource Center, Ottawa County Food Policy Center, local food banks |

## 4.3 Institutional Buying and Local Food Hub

The purchasing power of institutions can tip the balance for a local food system. However, individual farmers often have difficulty meeting the volume, frequency and packaging needs of university, hospital and other large-scale food services. Institutional buyers at the August 7th meeting cited the potential of additional time and money needed to purchase local food as a barrier. Further exploration is warranted as to whether local growers can increase their supply to institutions, perhaps through a food hub.

| | |
|---|---|
| Michigan Good Food Charter Goal: | Michigan institutions will source 20 percent of their food products from Michigan growers, producers and processors. |
| First Steps: | • Ask institutions to discuss with growers and a potential food hub, like the Macatawa Center, what their needs are for food ordering and delivery<br>• Access support organizations, like Cultivate Michigan, to provide assistance |
| Possible Partners: | Hope College, Holland Hospital, Grand Valley State – Holland Campus, Michigan State Extension, Bowerman Blueberries, Macatawa Center |

## 4.4 Farm to School Programs

Education and exposure to local foods at a young age is essential to growing a healthy food system. A quick web search does not show any such programs in Holland nor did the public schools participate in the August 7th meeting. For the next round of discussions, the schools should be invited to participate.

| | |
|---|---|
| Michigan Good Food Charter Goal: | Michigan Nutrition Standards will be met by 100 percent of school meals and 75 percent of schools selling food outside school meal programs. Michigan schools will incorporate food and agriculture into the pre-K through 12th grade curriculum for all Michigan students and youth will have access to food and agriculture entrepreneurial opportunities. |
| First Steps: | • Invite public school food service directors and curriculum development staff to next meetings<br>• Interview school food service directors and curriculum development to determine if and how farm to school can be strengthened in Holland |
| Possible Partners: | Holland Public Schools, West Ottawa Schools, Michigan State Extension |

## 4.5 Restaurant Sourcing

The number and concentration of restaurants in Holland creates a market for local food. However, the additional food cost or time (planning, preparation or delivery) can cause hesitation in a very competitive industry.

| | |
|---|---|
| Michigan Good Food Charter Goal: | Michigan farmers will profitably supply 20 percent of all Michigan institutional, retailer and consumer food purchases and be able to pay fair wages to their workers. |
| First Steps: | • Continue events featuring local chefs and local food<br>• Connect local restaurants with local growers to cater events, such as a Food Summit<br>• Engage restaurant owners and chefs to discuss frequency, packaging and price they need from food vendors |
| Possible Partners: | Butch's Dry Dock, Downtown Development Authority, Holland Farmers Market |

## 4.6 Food Tourism

The agriculture in the surrounding region brought together with the vibrant restaurant scene in Holland can add another layer to the tourism industry. Agritourism – interesting events on farms ranging from corn mazes to wedding receptions – have helped farmers to supplement their incomes. The Traverse City region is drawing visitors from across the country to restaurants and culinary events.

| | |
|---|---|
| Michigan Good Food Charter Goal: | Michigan farmers will profitably supply 20 percent of all Michigan institutional, retailer and consumer food purchases and be able to pay fair wages to their workers. |
| First Steps: | • Work with local townships to update zoning to allow tourist events on farms<br>• Promote tourism to local farms and markets through social media channels<br>• Continue and create events that feature local food, such as a Harvest Festival |
| Possible Partners: | Holland Convention and Visitors Bureau, Downtown Development Authority, Holland Farmers Market, |

## 4.7 CONCLUSIONS

Each of the above programs has potential to support the development of a local food system as an economic generator and community benefit in Holland. The next section examines how a Food Innovation District in the Western Gateway could be a home to one or all of the programs described above.

# 5 FOOD INNOVATION DISTRICT RECOMMENDATIONS

The Western Gateway has potential to become a food innovation district, which is geographic concentration of food-oriented businesses, services, and community activities that local governments support. It has the three essential elements of a food innovation district: a producer oriented component (the Holland Farmers Market), a community-oriented component (the Civic Center) and a place-oriented component (events). The area also has a diversity of land uses and zoning that can facilitate all components of a local food system: a recycling facility in the northwest corner with industrial zoning, a concentration of civic uses in the center, border with an active downtown, and a corridor of neighborhood commercial. The vacant areas, including the large parking lots, provide redevelopment opportunities to increase the amount and frequency of local food based businesses in this area. This section lays out a land use plan for a food innovation district within the Western Gateway as well as next steps to move creation of the district forward.

A food innovation district in this location will take between two to ten years to develop and should be part of larger plans for the surrounding area such as any downtown plans and the upcoming planning effort for the civic center. In the next two years, policy changes, such as zoning and programming, should be put in place to enable the district to develop with an expectation of build out within a decade.

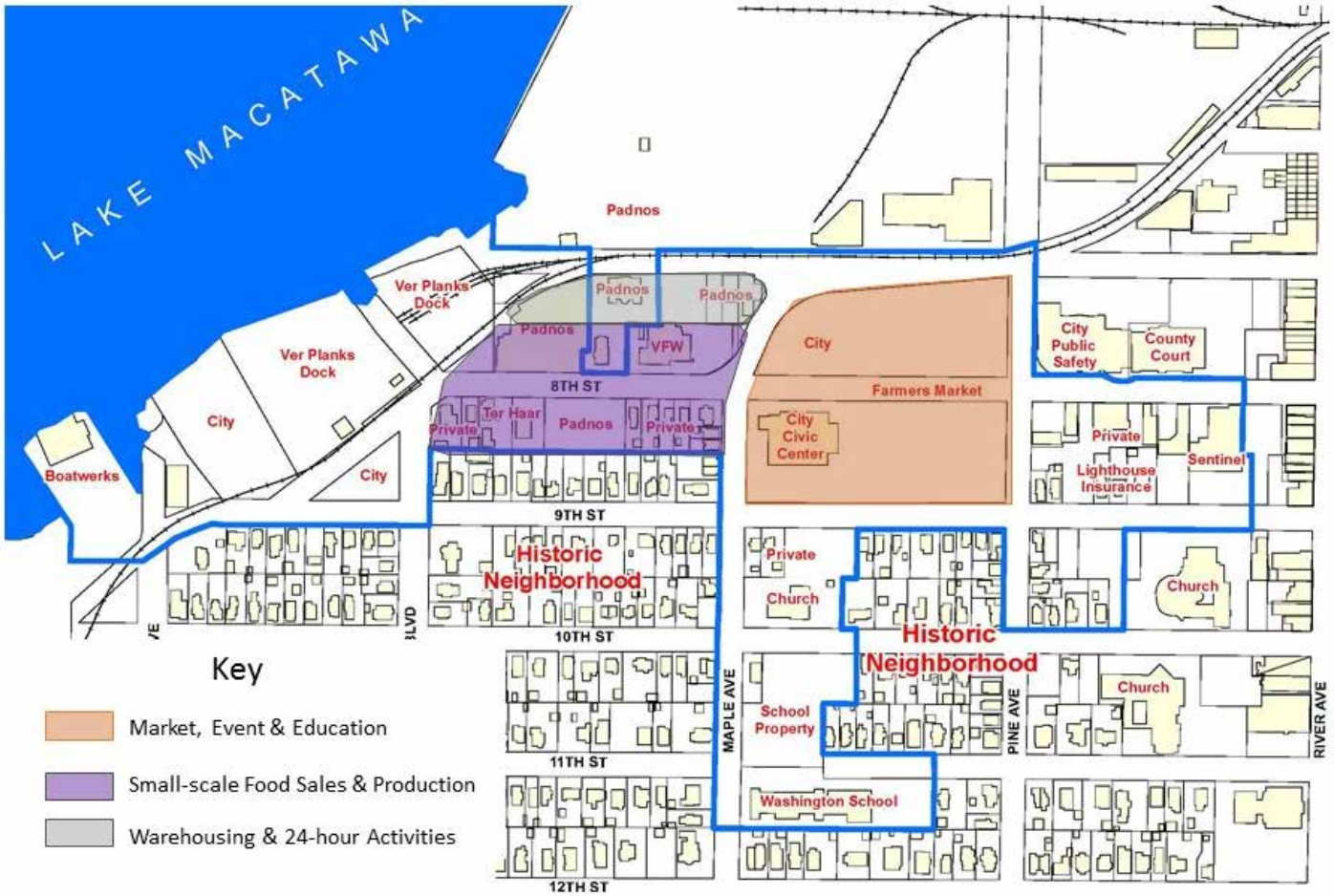
As seen on the map on the following page, the district is located in central northern portion of the Western Gateway. The district is located on these five blocks to build on existing assets like the farmers market and civic center, while concentrating activities near the appropriate transportation network, such the highway access via Pine and the pedestrian corridor envisioned for Eighth Street. The volume and frequency of pedestrian and vehicle traffic that is part of vibrant food innovation district would likely not be compatible in the surrounding neighborhoods. While the waterfront properties owned by Ver Planks Dock could be incorporated into the FID, these properties were not included since the current industrial use would lend this area to be a food-waste or indoor agriculture/aquaculture space but these types of uses would not facilitate a view shed of Lake Macatawa.

The district has three distinct areas, each hosting a different scale of business within the local food system. The Market, Event and Education area would continue to house the farmers market but also food-based education and incubation. In the Small-Scale Food Retail and Production area, entrepreneurs who need their own facility could find smaller spaces with less expensive rent than downtown to produce and sell food. As food-based uses ramp up to uses with truck traffic, space could be found for them in the area for warehousing and 24-hour activity.

Grant funding from the U.S. Department of Agriculture and the Michigan Department of Agriculture and Rural Development are available for farmer market and food hub development. Both a year-round market and a food hub are essential components of the propose FID. The Center for Regional Food Systems at Michigan State, Michigan State Extension and the Wallace Center at Winrock International offer education, training and grant opportunities that could be utilized in the development of an FID in this location.

The following land use plan maps out a Food Innovation District (FID) within the Western Gateway with three distinct areas, shown by the orange, gray and purple area. The FID borders and land use locations were determined by the transportation network, location of existing food based entities, adjacent land uses and urban design considerations. Land uses and urban design considerations for each area are described in detail in the following pages.

*Figure 8: Western Gateway Food Innovation District Land Use Map*



## 5.1 Market, Event and Education

*Potential Programs: Local Food Growers Support, Farm to School Programs, Restaurant Sourcing, Food Tourism*

The intent of this area is to be the public face of local food in Holland. Land uses would include an indoor and outdoor farmers market, classrooms, community event space, community gardens, demonstration kitchens and a commercial kitchen for business incubation. The space would nurture small scale growers and beginning food businesses with retail stalls and access to storage and food processing equipment as well as small business counseling. It would have indoor and outdoor event space designed to welcome pedestrians while providing parking and loading areas accessible on market days. The design of the district should also lead visitors down Eighth Street from downtown to the waterfront with clear pedestrian walkways, community gardens grabbing visual interest and a view shed of Lake Macatawa.

Currently, the farmers market is open two days a week, mid-May to the end of November. More activity in this area on regular basis is needed to bring downtown workers and visitors as well as nearby residents. Without frequent activity, the parking areas surrounding the market and civic center create an unwelcoming environment for pedestrians coming from the downtown or the surrounding areas. An expanded farmers market with an indoor market, as well as education and small business incubation, could bring vibrancy to this area of Holland.

Grand Rapids and Flint, Michigan have both opened new farmers markets in 2014. Each were specifically located to revitalize areas of those cities: the downtown in Flint and a former warehousing district in Grand Rapids. Both have demonstration kitchens, education programs, event space and commercial kitchen space for rent. They each offer exercise classes and programs similar to what goes in a civic center as well as the farmers markets. Grand Rapids has an indoor market hall open seven days a week. Flint has an indoor market open Tuesdays, Thursdays and Saturdays year round. The outdoor farmers markets in each location are open seasonally on Tuesdays, Thursdays and Saturdays. Both markets also have a distinct sense of place integrated into the urban fabric of the surrounding areas. The buildings are the dominant feature, not the parking lots.

As part of any plans for the civic center and the Farmers Market, the Flint and Grand Rapids markets – how they were planned, designed and now are operated – should be used as case studies. An urban design team with experience in the design of public farmers markets should be used for the final design supplemented by further market analysis to define what type and scale of indoor market would be successful. The existing PUD zoning could be updated or amended based on final designs. Planning and redevelopment of this area would likely take up to five years.

In the meanwhile, more vibrancy can be brought to the area through increased events and market days. Food trucks could substitute for indoor market space during parts of the year. Increasing market days to three times a week would bring visitors on a more consistent basis. Additional events featuring local food on non-market days would also help.

## 5.2 Small-Scale Food Sales and Production

*Potential Programs: Food Access and Local Food Hub, Institutional Buying and Local Food Hub*

The corridor on Eighth Street, between Maple Avenue and Washington Boulevard, is designed to be a place for small-scale food sales and production. Examples could include a retail bakery, a small pack

and wash or pack and freeze facility, caterers, a small food hub (less than 50,000 square feet) and niche or craft food production. The existing buildings could be adaptively re-used by food businesses that are just starting out or leaving an incubator.

Rather than limit zoning to food-based uses, we recommend the City and DDA actively recruit food based businesses to this area. The current neighborhood commercial zoning on the southern block and industrial on the northern side do not need to be changed but the City should consider performance standards and urban design regulations to ensure compatibility with the nearby neighborhood and a pleasant pedestrian environment. Performance standards would center on limiting odors, noise and hours of operation so the nearby homes are not affected by a nuisances. Urban design regulations should allow parking in side and rear yards only, minimum and maximum front yard setbacks to continue the street wall formed by the existing buildings and main entrances and clear windows facing the street. The DDA could use resources to maintain consistent streetscape landscaping and possibly assist in the construction of shared parking or loading drives. The first small-scale businesses could move in within a year with a goal of the entire corridor being lined with food businesses within 10 years.

## 5.3 Warehousing and 24-hour Activities

*Potential Programs: Food Access and Local Food Hub, Institutional Buying and Local Food Hub*

This area, bordered by the railroad tracks to the north and Maple Avenue to the east, is intended for more intensive food businesses with truck traffic and the potential for round the clock activity. Uses would include commercial bakeries, breweries, distilleries, food processors, warehousing, indoor food production including aquaculture and food hubs with heavy volumes of traffic. Businesses from Eighth Street could expand their production in this space or other food businesses could locate here. Due to its location away from residential areas and the pedestrian connection between downtown and the waterfront, neither performance nor urban design standards are needed to the same degree as other areas in the FID.

Again, the zoning, industrial in this case, could remain the same. The City and DDA, as well as other economic development actors in the region, should actively recruit appropriate food businesses to this area if land becomes available. The distance to the highway via Pine to the north may be a disincentive for this location. Other industrial areas closer to the highway exits may also be appropriate, such as the BPW Power and Sanitary Facilities when it goes off-line.

A large food hub servicing institutional buyers or food access agencies would be most appropriate in this area. The nature of a food hub catering to these markets requires truck loading and storage, 24-hour activity and processing and packaging on a larger scale than is compatible with an area abutting a neighborhood.

## 5.4 Next Steps

As the local food community decides on programs and priorities, the City of Holland should begin plans and policy changes to facilitate a home for those efforts in the Western Gateway area. Initial steps include:

- Securing time and funding for an urban design plan for the market, event and education area

- Exploring a market analysis to determine what type and scope of indoor food market will thrive in this location
- Adding additional market days or events to the Farmers Market schedule
- Assisting with those developing food hubs with letters of support and in finding a location
- Examining zoning in the FID and creating a list of amendments, if needed
- Adding infrastructure and streetscape projects to the DDA TIF plan and/or the City's Capital Improvement Plan, as appropriate

# 6 APPENDIX

**Holland Local Food Innovations Oppportunities Meeting**
**Local Food System Discussion Results**

| Item | WHO? | | | ASSETS? | | | GAP/CHALLENGES? | | | Notes |
|---|---|---|---|---|---|---|---|---|---|---|
| | Demand | Supply | General | Demand | Supply | General | Demand | Supply | General | |
| example | X | X | | | X | | | | X | "X" designates it was mentioned. Put additional notes from items here |
| Distributors | X | | X | | | | | | X | General- Sysco, Gordon, Cherry Capital, VanEerden; Challenge: No strong network of suppliers |
| Processors | X | | X | | X | | | | | |
| Grocery Chains | X | | | | | | | | | |
| Food Banks | X | X | X | | | X | | X | | General- CAH, Salvation Army, Forgotten Harvest, Heights of Hope, FEED America, Asset:retail to consumer (Feed America); Challenge: Better coordination of extra food from market vendors- where to take it |
| Underserved Pop. | X | X | | | X | | | | X | Latino, Asian, restaurants, institutions, lower income; Supply- Latino underrepresented among growers and consumers at Farmers Market, Barry has tried ethnic foods but needs input on demand- **STAR** connection to buyers of specialty products |
| Ottawa Co Food Policy Council (OCFPC) | | | X | | | X | | | | Non-Profit Synergies |
| Growers | | | X | X | | | | | | |
| Consumers | | | X | | | | | | | |
| Zeeland Farm Services | | | X | | X | | | | | Heinz, Large Food Manufacturers request local foods |
| Ferris Coffee | | | X | | | | | | | |
| Country Life | | | X | | | | | | | |
| Farmers Market | | | X | X | X | X | | X | | Supply Asset- Double-Up Bucks, non-produce growers part of programs, reach fixed income populations; Supply- Don't screw up market parking |
| Warehousing | | | X | | | | | | X | **STAR**- General 'who' page |
| Waste/ Compost | | | X | | | | | | X | Organicycle, Chef/Arrowwaste, Spurt; Challeng: Food Recylcing Rules |
| Fishermen | | X | | | | | | | | |
| Bread Producers | | X | | | | | | | | |
| Farm Link | | X | | | | | | X | | Supply Challenge-Issues with profit-sharing, organization, Promotion |
| Community Action House | | X | | | | | | | | |

**Holland Local Food Innovations Oppportunities Meeting**
**Local Food System Discussion Results**

| | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| Fishers of Men | | X | | | | | | | | |
| Hungry for Christ | | X | | | | | | | | Supply- Many religious organizations collect and distribute |
| Emulate Detroit Urban growers | | X | | | | | | | | Collect and distribute on behalf of small growers |
| Education | | X | | | X | | X | | X | Consumer preparation, uses of products, farm work, production, demo kitchens at farmers market |
| Connection to Animal Operations | | | | | X | | | | | Improve and Maintain |
| Diversity of Products | | | | | X | | | | | |
| Macata Resource Centers | | X | | | X | | | | | Food Hub- want to connect to this project |
| Cost of Land | | | | | | | | X | | Obstacle, especially for minority growers |
| Smaller Markets | | | | | | X | X | X | X | **General Asset**- Small markets, GVSU Programs; **Supply Challenge**-More small markets=less business, small business financing, Chicken, Epicurean, Honey, Syrup producers needed; **General Challenge**- Scale of markets; **Demand Challenge**- Pricepoint |
| Advertising Money | | | | | | | X | X | | |
| Local Restaurants | | | | | | | | X | | Commitment to food system |
| MSU Extension | | | | X | | X | | | | |
| Government | | | | X | | X | | X | X | **General Asset**- Community commitment in zoning, municipal policies; **Supply Challenge**- Townships not supportive of agriculture- prefer commercial development; **General Challenge**- who's the leader and what's the plan? Policies reward large, not small growers |
| Tourism | | | | X | | X | | | | Event Driven |
| Community Culture | | | | X | | X | | | | Location, Desire to buy local, experience; Proximity to Farmland, Giving Mindset |
| Seasons/Climate | | | | | | | X | | X | Access to MI fruits and veggies in winter; not able to grow 4 seasons, climate change, Water Quality and Quantity |
| Transportation | | | | | | X | X | | | |

| | | | | |
|---|---|---|---|---|
| Labor Intensive | | | X | |
| Holland Board of Light | | X | | |

# VALUE ADDED/REGIONAL FOOD SYSTEMS GRANT APPLICATION PROPOSAL (FY 14)

Requested funding: $

To: Michigan Department of Agriculture &Rural Development
Attn: Nancy Nyquist, Office of Agriculture Development
525 West Allegan Street
Constitution Hall
P.O. Box 30017
Lansing, Michigan 48909
**Mda-grants@michigan.gov**

**Applications must be submitted electronically to:**
**Mda-grants@michigan.gov**

From: Organization Name (here)
Project Manager
Address
Phone Number
Fax Number
Employer Identification Number (EIN)
E-mail address

**Cover Page:** (does not count toward 10 page limit) - Include your employer identification number. If you are not already registered with the State of Michigan as a vendor, please go to this website for directions on how to register for a Vendor Identification Number.
http://www.michigan.gov/budget/0,1607,7-157-13404_37161-179392--,00.html.

Cover page must include the Primary Project manager contact information including a phone number and email address. This person is responsible for signing the grant agreement and will serve as the main point of contact for all project inquiries.

**Application Categories to Be Completed:**

**Project Title:** Must capture the primary focus of the project, and match the title on the provided budget form.

**Requested Value Added/Regional Food Systems Grant Program Funding and Matching Funds:** Indicate the dollar amount (use whole dollar amounts only, do not use cents) requested from MDARD.

**Executive Summary:** Should not exceed 200 words and must include the following:

- Project description
- Goals to be accomplished
- Stages of work and resources required
- Expected timeframe for completing all tasks and results

This summary of the proposed project must also be suitable for dissemination to the public.

**Are you applying for a Food System Grant or a Value Added Grant?** Please indicate what grant you are applying for and see related criteria. **If you are currently a MDARD Value Added Grantee, you are not eligible to receive grant dollars under this grant program for this grant cycle.**

**Background Statement:** Provide a brief history of the entity. Describe past, current, and/or future events, conditions, or actions taken that justify the need for the project. Correlate the background and purpose of the activity to support your particular project issue. Please include why this project/proposal important to the agriculture industry and other entities that are in support of this project. All applicants must also indicate (federal, state, local) all other funding sources that are being applied to this project.

**Work Plan:** Provide a timeline and a planned scope of work, including anticipated stages (benchmarks) and the resources required to complete each activity. Identify who will do the work, whether collaborative arrangements or subcontractors will be used, the resource commitments of the collaborators, and the role(s) and responsibilities of each collaborator or project partner. Indicate in-kind and volunteer work, and whether matching or other funding is being provided. Include appropriate timelines for the project and expected date of completion. All projects must be completed by July 31, 2015.

**Expected Outcomes and Project Evaluation**: Describe what is to be accomplished (goal), the expected results, and how success will be measured at the completion of the project be providing will be considered important background information.

> **Goal:** The objective you are seeking (realistic results that you hope to achieve during the project process).
>
> **Target:** The specific number, percentage, dollar amount, etc. that you are hoping to achieve. (Examples: 10% increase in sales within one year; 250 growers participating by the projects end).

**Benchmark:** The baseline number, dollar amount, etc. that you are measuring from (if known). (Examples: 2010 sales in this market were $1.5 million).
**Performance Measure:** How you will measure whether the goals and target are achieved. If using a survey or a questionnaire to measure performance, provide information about the nature of the questions and the population to be surveyed. If a draft is available, include a copy. (Examples: sales figures will be collected from retailers; follow up surveys will be sent to participating growers to measure certifications achieved).
**Monitoring:** Include how performance toward meeting the outcomes will be monitored. If expected measurable outcomes will be monitored after the grant period ends, describe how monitoring will continue once the grant funding has been exhausted.

**Beneficiaries:** Identify the geographic area, agricultural products, individuals, organizations, and/or entities that will benefit from this project. Indicate how they will benefit. Why is this project important to them?

**Budget Narrative:** Provide justification for your budget proposal that is outlined in the provided Budget Form. A completed budget form must accompany your application. Please include sources and amounts of match dollars and any in-kind funding. The budget narrative must include the following categories (if applicable to project) and a budget narrative that provides justification for such budget categories and items:

**Personnel/Contractual:** List the individual and/or contractor's name and title and the general categories of services the person/contractor cost will cover (e.g., project manager). Show annual/hourly rates and estimated number of hours to be spent on the project by each project participant. In the budget narrative:

A. Indicate the duties of each individual and correlate those duties to the purpose/goals of the project.
B. For contractors, indicate if the expense represents a flat fee for services or an hourly rate. Provide justification for how and why the contractor was selected vs. the organization's own staff/personnel. List the general categories of services the contract covers (e.g., professional services, travel, lodging, administrative expenses, etc.).
C. Proof must be provided of the customary charges for such services rendered, based on the individual's qualifications.

**Travel:** Itemize the details and purpose of each trip and the anticipated travel expenses. List each expense separately including: (1) the name of each person traveling, (2) purpose and date(s), (3) number and duration of trips, (4) destination(s), (6) number of miles, and (7) lodging and meals (as applicable). Mileage rates include gas costs and therefore MDARD will not recognize additional gas expenses as allowable. Include specific details about the travel expenses in the budget narrative.

**Equipment:** Indicate anticipated purchases of equipment. List separately each item of equipment, its cost and use. Equipment means any tangible, non-expendable, personal

property, including exempt property charged directly to the grant. In the budget narrative, provide the basis of the cost estimate (e.g. price analyses, vendor quotes) for each piece of equipment and its correlation to the purpose/goals of the project to justify your need for the equipment to be purchased.

**Supplies:** Provide an estimate of projected supply expenditures. Applicants must list each item separately, its cost and use. Supplies means any tangible, personal property other than equipment (as defined above), excluding debt instruments and inventions. In the budget narrative, provide the basis of the cost estimate (e.g. price analyses, vendor quotes) for each supply item being requested and its correlation to the purpose/goals of the project to justify your need for the supplies to be purchased.

**Other:** Provide in sufficient detail an itemized list of projected expenditures, their cost and use. Other items mean any item not fitting into the personnel, contractual, equipment, travel, and supplies categories explained above (e.g., rentals). In the budget narrative, provide the basis of the cost estimate (e.g. price analysis, vendor quotes) for each item being requested and its correlation to the purpose/goals of the project to justify your need.

Indirect costs are **not** allowable under this grant program. Indirect costs are defined as the expenses of doing business that are not readily identified within the project, but are necessary for the general operation of the organization and the implementation proposal related activities. These costs benefit more than one cost objective and cannot be readily identified with a particular final cost objective without effort disproportionate to the results achieved.

**Supplemental Questions for Current Food System Grantees:**

If you are a current MDARD food system grantee this section must explain how this project is building on your success. Your proposal must be for programmatic/implementation activities. Please answer the following questions when applicable:

1. Why is this proposal new or innovative? How are you building on your success?
2. What kind of demand are you experiencing for your products and services? Sales numbers?
3. What are the financial goals of your organization for the next five years?
4. What percentage of your producers is small or midsized?
5. Who are your current or intended customers?
6. What percentage of your product(s) is currently sourced from Michigan or other local businesses? What percentage increase do you anticipate with these grant dollars?
7. How many new direct jobs were created by your previous project? How many jobs will be created by this new proposal?
8. Are you equipped to accept Supplemental Nutrition Assistance Program (SNAP, federal food assistance) benefits?

# 2013 Value Added/Regional Food System
# Grant Proposal Evaluation Sheet

**Name of Community:** _____

**MDARD Project Number:**_____ **Amount of Grant Request:**_____

**Name of Reviewer:**_____

**PROPOSAL GRADING CRITERIA**
Please rate the following areas using the following 5 point scale: Low: 1-2 Average: 3-4 High: 5

| **1. Project Purpose** | **Maximum Points Possible** | **Points Received** |
|---|---|---|
| How well does the applicant define the need for and the purpose of the project? | **10** | |
| | | |
| Rate the level of the project's timeliness and importance. | **5** | |
| **2. Potential Impact** | | |
| How effective will the project be at enhancing the utilization of Michigan grown products? | **10** | |
| Rate the positive impact this project will have for the food and agribusiness sector in their community/region. | **5** | |
| Assess the ability of the project to have an impact within the next five years. | **5** | |
| | | |
| **3. Expected Measurable Outcomes** | | |
| Do the measurable outcomes support the project's purpose? Are the outcomes meaningful and realistic? | **10** | |
| | | |
| How effective is the method of evaluation of the project? | **5** | |
| **4. Work Plan** | | |
| How well do the activities relate to the objectives and goals? | **5** | |
| How well do the activities match the needs or problems that are being addressed? | **5** | |
| | | |
| **5. Budget** | | |
| Rate the reasonableness of the requested budget and individual line items. | **10** | |
| Rate the expected benefits commensurate with the total investment. | **5** | |
| Is there at least a 10% cash match? | **5** | |
| **6. Sustainability** | | |
| Rate the level of lasting benefits after the end of the project. | **10** | |
| Is the project sustainable after the grant dollars? | **5** | |
| **7. Additional Information** | | |
| Rate the level of support this project demonstrates; is the community actively involved or have they pledged their support of the project's goals? | **5** | |

| | | |
|---|---|---|
| | | |
| | | |
| **SUB-TOTAL** | **100** | |
| **BONUS: Does the project create or retain jobs or create additional community investment?** | **5** | |
| | | |
| **TOTAL** | **Possible 105** | |

**STRENGTHS / WEAKNESSES**
What are some of the strengths and/or weaknesses of this proposal?

_____
_____
_____
_____
_____

**COMMENTS**
Please provide any additional comments, questions, or concerns you have regarding this project.

_____
_____
_____
_____
_____
_____