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Director

City of Detroit

CITY PLANNING COMMISSION
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June 28, 2019

HONORABLE CITY COUNCIL

RE: Request of Fusco Shaffer & Pappas Architects on behalf of the Pope Francis Center to amend Article XVII, District Map 13, of the 1984 Detroit City Code Chapter 61, 'Zoning' by showing a PD (Planned Development) zoning classification where R3 (Low Density Residential) and B6 (General Services) zoning classifications are currently shown on one parcel commonly identified as 3769 East Canfield.
(RECOMMEND APPROVAL)

BACKGROUND AND PROPOSAL

The City Planning Commission (CPC) has received a request from Fusco Shaffer & Pappas Architects requesting that the City of Detroit amend Article XVII, District Map No. 13 of Chapter 61 of the 1984 Detroit City Code, 'Zoning,' to show a PD (Planned Development) zoning classification where R3 (Low Density Residential) and B6 (General Services) zoning classifications currently exist on one parcel commonly identified as 3769 East Canfield, generally bounded by Garfield Street to the north, Mt. Elliott Street to the east, East Canfield Street to the south and Ellery Street to the west.

The subject property is currently vacant land. Historically, this site was developed with a mixture of uses including a school and housing; however, the buildings were demolished over 20 years ago. The property is located on the east side in City Council District 5.

Proposed Development

The Pope Francis Center proposes to build and operate a bridge housing facility to serve Detroit's homeless community at this site. The purpose of bridge housing is to give people a place to live for 90-120 days to get off the street and transition to permanent housing. The proposed development would include 40 studio apartment units, a cafeteria, gymnasium, library, classrooms and a health clinic. An outdoor secure shelter area will also be included for those who wish to remain outdoors. Certain portions of the building such as the clinic and the gymnasium will be open for community use.

The Pope Francis Center currently operates a facility serving the homeless in downtown Detroit at 438 St. Antoine (southeast corner at Larned). Services provided include meals, laundry facilities and showers, but no overnight shelter. Additionally, people can access medical care, legal advice and housing providers. The new facility will be an expansion of their services and the downtown location will continue to operate.

Community Outreach

Pope Francis has held a stakeholder meeting and two community meetings to inform the community about the project, gather opinions and address concerns. The District 5 Neighborhood Manager assisted the applicant in contacting nearby residents, businesses and churches. Initial contact was made by door-knocking in the neighborhood; follow-up was by postcard, email and door hangers. The final meeting was held on May 20, 2019 at St. Elizabeth Catholic Church which is 3-4 blocks from the proposed project. About 40 area residents attended and asked questions regarding operation of the facility, security and construction timeline. One suggestion was a board of community members to give ongoing suggestions and address any concerns. The applicant was receptive to this idea and offered to appoint a community member to the board of directors.

CPC MEETINGS

Public Hearing – June 6

On June 6, 2019 the City Planning Commission (CPC) held a 6:15 P.M. public hearing on the subject rezoning. Fifty-eight notices were mailed to surrounding occupants and property owners; six notices were returned as undeliverable. Nine members of the public spoke at the hearing, five were in opposition and four in support.

Points in support:	Assistance for the chronically homeless is needed The site has been vacant for over 20 years No residents or businesses will be displaced The size is manageable—only 40 residents on site Portions of the facility will be open for community use Contaminated soil at the site will be remediated
Points in opposition:	The neighborhood has been neglected and this will bring hope Community has been ravaged & has many similar uses in area This project won't end homelessness The development doesn't consider community Would prefer housing at the site

Planning Commissioners expressed concerns regarding community outreach and the extent of similar uses in the immediate area. The applicant agreed to do additional outreach and obtain letters in support of the project.

Recommendation & Action – June 20

Additional information was provided about the community engagement process, other similar uses in the area and letters of support from the community. The City Planning Commission voted 5-2 to recommend approval of the rezoning. Although public comment was not taken on the item (as it was not a public hearing), a number of individuals spoke during general public comment at the end of the meeting. Fourteen people spoke in opposition to the proposal, including several members of the group Grassroots Detroiters. Their major concerns were:

- That they were excluded from the community engagement
- The environmental contamination at the site and the effect of disturbing the soil
- Recent increase in crime and a potential additional increase as a result of this project
- Too many homeless shelters and similar uses in the area—specifically the new NSO facility at Mack & Gratiot and Team Wellness which recently moved to Mt. Elliott & Mack
- The project won't benefit the community

PLANNING CONSIDERATIONS

Surrounding Zoning and Land Use

The zoning classification and land uses surrounding the subject area are as follows:

North: B6 (General Services) and R3 (Low Density Residential) – Auto Repair Garage, Food Processing Facility, Single-Family House (at the corner of Mt. Elliott, DLBA-owned)
East: R3 (Low Density Residential) – Single-Family House, Greater St. Peter’s AME Zion Church, Vacant Land
South: R2 (Two-Family Residential) and R3 (Low Density Residential) – Vacant Single-Family House, Vacant Land
West: R2 (Two Family Residential) – Vacant Land (DLBA-owned)

Approval Criteria

This proposal appears to meet the eight approval criteria for a map amendment listed in Section 61-3-80 of the zoning ordinance, specifically:

- *The amendment will not have adverse impacts on property in the vicinity.* The proposed site plan provides adequate landscape buffering for adjacent property. Access to the medical clinic and the gymnasium will be a benefit to the community.
- *The suitability of the subject property for the existing and proposed zoning classifications.* The existing B6 zoning district allows fairly intense uses by-right such as Minor Auto Repair, Car Wash and Used Auto Sales Lot which would not be appropriate directly adjacent to residentially-zoned property. This rezoning corrects this issue and allows a specific mix of uses that will be compatible with surrounding uses and zoning.
- *Whether the proposed amendment corrects an error or meets the challenge of some changing condition, trend or fact.* It’s unclear why this site was initially zoned B6 as schools and dwellings are not permitted. Rezoning the site for the proposed uses will enable the development of the underutilized site and address an anomaly in the pattern of zoning.

As a PD district, this proposal is also subject to the approval criteria in Section 61-3-96, specifically:

- *Whether the subject site covers a minimum of 2 acres and is capable of being planned and developed as one integral unit.* Yes, the site is 5.92 acres and the proposal is a single, cohesive development.
- *That no other zoning district classification would be more appropriate.* The unique mixture of uses included in this proposal, especially the outdoor shelter area, is not allowed in a single zoning district.
- *That the development will result in a recognizable and substantial benefit to the ultimate users of the project and to the City, where such benefits would otherwise be unfeasible or unlikely to be achieved.* The Pope Francis Center did extensive research into the best practices and design of facilities that serve the homeless including tours of facilities in 9 cities. The resulting design is distinctive and merits the flexibility of a PD district.
- *That the proposed type and density of use shall not result in an unreasonable increase in traffic or the use of public services, facilities and utilities, that the natural features of the subject site have the capacity to accommodate the intended development, and that the development shall not place an unreasonable burden upon surrounding land or land owners.* The site is large enough to accommodate the proposed uses and traffic without negative effects on adjacent properties. Substantial setbacks and landscaping are proposed adjacent to the residentially-zoned areas to the south and west.

Master Plan Consistency

The subject site is located within the Middle East Central area of Neighborhood Cluster 4 of the Detroit Master Plan of Policies. The Future Land Use map for this area shows “Institutional” for the subject property. The Planning & Development Department has determined that the proposed map amendment conforms to the master plan.

RECOMMENDATION

On June 20, 2019, the City Planning Commission voted to recommend approval of the rezoning request to amend Article XVII, District Map No. 13 of Chapter 61 of the 1984 Detroit City Code, 'Zoning,' to show a PD (Planned Development) zoning classification where R3 (Low Density Residential) and B6 (General Services) zoning classifications currently exist on one parcel commonly identified as 3769 East Canfield, generally bounded by Garfield Street to the north, Mt. Elliott Street to the east, East Canfield Street to the south and Ellery Street to the west. The ordinance establishing the map amendment has been reviewed and approved as to form by the Law Department and is attached for your consideration.

Respectfully submitted,

ALTON JAMES, CHAIRPERSON



Marcell R. Todd, Jr., Director
Jamie J. Murphy, Staff

Attachments: Rezoning Ordinance
PDD Master Plan Interpretation
District Map 13
CPC Public Hearing Notice

cc: Maurice Cox, Director PDD
Esther Yang, PDD
Karen Gage, PDD
Matt Walters, Mayor's Office
David Bell, Director, BSEED
James Foster, BSEED
Lawrence Garcia, Corporation Counsel

SUMMARY

An ordinance to amend Chapter 61 of the 1984 Detroit City Code, '*Zoning*,' commonly known as the Detroit Zoning Ordinance, by amending Article XVII, District Map No. 13 to show a PD (Planned Development District) zoning classification where R3 (Low Density Residential District) and B6 (General Services District) zoning classifications are currently shown on one parcel commonly identified as 3769 East Canfield Street, generally bounded by Garfield Street to the north, Mt. Elliott Street to the east, Canfield Street to the south, and Ellery Street to the west.

1 BY COUNCIL MEMBER _____:

2 AN ORDINANCE to amend Chapter 61 of the 1984 Detroit City Code, 'Zoning,'
3 commonly known as the Detroit Zoning Ordinance, by amending Article XVII, District Map
4 No. 13 to show a PD (Planned Development District) zoning classification where R3 (Low
5 Density Residential District) and B6 (General Services District) zoning classifications are
6 currently shown on one parcel commonly identified as 3769 East Canfield Street, generally
7 bounded by Garfield Street to the north, Mt. Elliott Street to the east, Canfield Street to the south,
8 and Ellery Street to the west.

9 IT IS HEREBY ORDAINED BY THE PEOPLE OF THE CITY OF DETROIT THAT:

10 Section 1. Article XVII, Chapter 61 of the 1984 Detroit City Code, 'Zoning,' commonly
11 known as the Detroit Zoning Ordinance, is amended as follows:

12 A. District Map No. 13 is amended to show a PD (Planned Development District)
13 zoning classification where R3 (Low Density Residential District) and B6 (General Services
14 District) zoning classifications are currently shown on one parcel commonly identified as 3769
15 East Canfield Street, generally bounded by Garfield Street to the north, Mt. Elliott Street to the
16 east, Canfield Street to the south, and Ellery Street to the west, identified more specifically as:

17 LOTS 1 THRU 8, FISCHER & BERNARTS SUB L8 P48 PLATS, W.C.R.

18 LOTS 12 THRU 23, TRAUGOTT SCHMIDTS SUB L19 P43 PLATS, W.C.R.

19 LOTS 1 THRU 9, LAMBERTS SUB L19 P65 PLATS, W.C.R.

20 THE SOUTH 181.9 FT OF N 236.2 FT OF O L 21 EXC N 10 FT OF W 18 FT

21 THEREOF LEIB FARM L45 P664 DEEDS, W.C.R.

22 LOTS 1 THRU 9, SCHWARTZS SUB L16 P64 PLATS, W.C.R.

23 LOTS 1 THRU 8, GUTOWS SUB L19 P64 PLATS, W.C.R.

1 ALL VACATED ALLEYS BOUNDED BY ELLERY, MT ELLIOTT, CANFIELD &
2 GARFIELD

3 B. All development within the PD (Planned Development District) zoning
4 classification for the land herein described shall be in accordance with the site plans, elevations,
5 and other components of the development proposals for the 'Bridge Housing Pope Francis
6 Center' project, as drawn by Fusco, Shaffer & Pappas, Inc., dated April 22, 2019, and shall be
7 subject to the following conditions:

8 1. The applicant must work with the adjacent community to minimize disruption to
9 the neighborhood during construction and to address any impacts on an ongoing
10 basis.


11 2. All final site plans, elevations, lighting, landscape, and signage plans are subject to
12 review and approval by the City Planning Commission staff prior to submitting any
13 applications for applicable building or construction permits.

14 **Section 2.** All ordinances or parts of ordinances in conflict with this ordinance
15 are repealed.

16 **Section 3.** This ordinance is declared necessary for the preservation of the public peace,
17 health, safety, and welfare of the people of the City of Detroit.

18 **Section 4.** This ordinance shall become effective on the eighth (8th) day after publication
19 in accordance with Section 401(6) of Public Act 110 of 2006, as amended, M.C.L. 125.3401(6)
20 and Section 4-118, paragraph 3 of the 2012 Detroit City Charter.

Approved as to Form:


Lawrence T. Garcia
Corporation Council



TO: Mr. Marcell Todd, Legislative Policy Division
FROM: Esther Yang, Planning and Development
RE: Master Plan Interpretation for **Rezoning**
DATE: June 12, 2019
CC: Maurice Cox, Director, Planning and Development (PDD)
Karen Gage, Director, PDD Zoning and Innovation
Greg Moots, PDD Zoning and Innovation
Kevin Schronce, PDD Central Region

RE: **Master Plan of Policies review of request to modify the existing B6 (General Services District) and R3 (Low Density Residential District) zoning classification to PD (Planned Development) for the property commonly known as 3769 E. Canfield, generally bounded by E. Canfield, Ellery, Garfield, and Mount Elliott**

Dear Mr. Todd:

Pursuant to the City of Detroit's City Charter (Sections 6-202 and 6-204), the Planning and Development Department's (P&DD) Planning Division submits the following review of the proposed Rezoning.

The proposed map amendment is at the request of Fusco, Shaffer & Pappas Inc. on behalf of Pope Francis Center to develop a facility to serve the homeless, consisting of residential units with a cafeteria, gymnasium, and library.

Location

The subject site is located at 3769 E. Canfield, bounded by E. Canfield Street, Ellery Street, Garfield Street, and Mount Elliott Avenue.

Existing Site Information

The subject site is currently empty.

Surrounding Site Information

There are trucking-related uses to the north, homes and vacant lots to the south and east, and vacant residential lots to the west. The Future General Land Use designation is Medium Density Residential to the east, Institutional and Low / Medium Density Residential / Commercial to the north, and Low / Medium Density Residential / Commercial to the west and south. The broader area is characterized by mostly vacant residential lots.

Project Proposal

Proposed is a 2 story tall building containing 40 apartments with amenities and support services, including a health clinic. This facility will be used for assisting the homeless population.



Interpretation

Impact on Surrounding Land Use

The anticipated impact on the surrounding uses is minimal, as the uses are either commercial or vacant. There should not be excessive noise or other impacts from the proposal. The land to the east, north and south is zoned R3, to the north is B6.

Impact on Transportation

Given the current under-utilization of the streets surrounding the site and the fact that Mt. Elliott Street is designated as a "Major Street", as is East Forest Avenue (1 block to the north), the development is not anticipated to create significant negative traffic impacts. . Buses runs on Mt. Elliot Street and East Forest Avenue.

Master Plan Interpretation

The subject site area is designated **Institutional (INST)**. Institutional status applies to areas of approximately 10 acres or more with educational, religious, health or public uses, including: churches, libraries, museums, public or private schools, hospitals, or government building, Institutional structure or land used for public purposes. The proposed development also meets Goal 8, "Increase support services for the City's homeless population", of Citywide Health and Human Services policies.

The proposed use is an institutional one, as it serves the homeless population.

The proposed development and rezoning conforms to the Future General Land Use characteristics of the area.

The institutional nature of the proposed development that the PD zoning will facilitate follows the Future General Land Use designation of the area, and thus this rezoning conforms to the policies of the City's Master Plan.

Respectfully Submitted,

A handwritten signature in black ink, appearing to read 'Esther Yang', written in a cursive style.

Esther Yang
Planning and Development Department

Attachments

Future General Land Use Map: Map 4-6B, Neighborhood Cluster 4, Middle East Central.

Alton James
Chairperson

Vice Chair/Secretary

City of Detroit

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NOTICE OF PUBLIC HEARING

A public hearing will be held by the City Planning Commission in the Committee of the Whole Room, 13th Floor of the Coleman A. Young Municipal Center, 2 Woodward Avenue, Detroit, Michigan 48226 on

THURSDAY, JUNE 6, 2019 AT 6:15 PM

to consider the proposal of Fusco, Shaffer & Pappas to amend Article XVII, District Map No. 13 of the 1984 Detroit City Code, Chapter 61, Zoning, by showing a PD (Planned Development) zoning classification where R3 (Low Density Residential) and B6 (General Services) zoning classifications currently exist on one parcel commonly identified as 3769 East Canfield Street. The location of the proposed rezoning is specifically indicated on the accompanying map.

The change is being proposed to allow for the construction of a new building to provide services to the homeless community. Specifically, the building is proposed to include 40 studio apartments, cafeteria, gymnasium, library, classrooms, health clinic and outdoor shelter space.

The pertinent zoning district classifications are described as follows:

R3 – LOW DENSITY RESIDENTIAL DISTRICT

This district is designed as a low-density multi-family district. The regulations are designed to promote and encourage town and terrace house development, courts, and garden apartments. It is intended that this district be used primarily on local thoroughfares thereby encouraging a suitable environment for family life. Among others, uses permitted by right include single and two-family dwellings, town houses, multi-family dwellings, and community facilities necessary to serve a residential district.

B6 – GENERAL SERVICES DISTRICT

This district provides for wholesaling, transport, food services, and similar activities essential to the commerce and health of the City. Office, retail, service, and other uses normally desiring to locate in this type of district are also permitted.

PD – PLANNED DEVELOPMENT DISTRICT

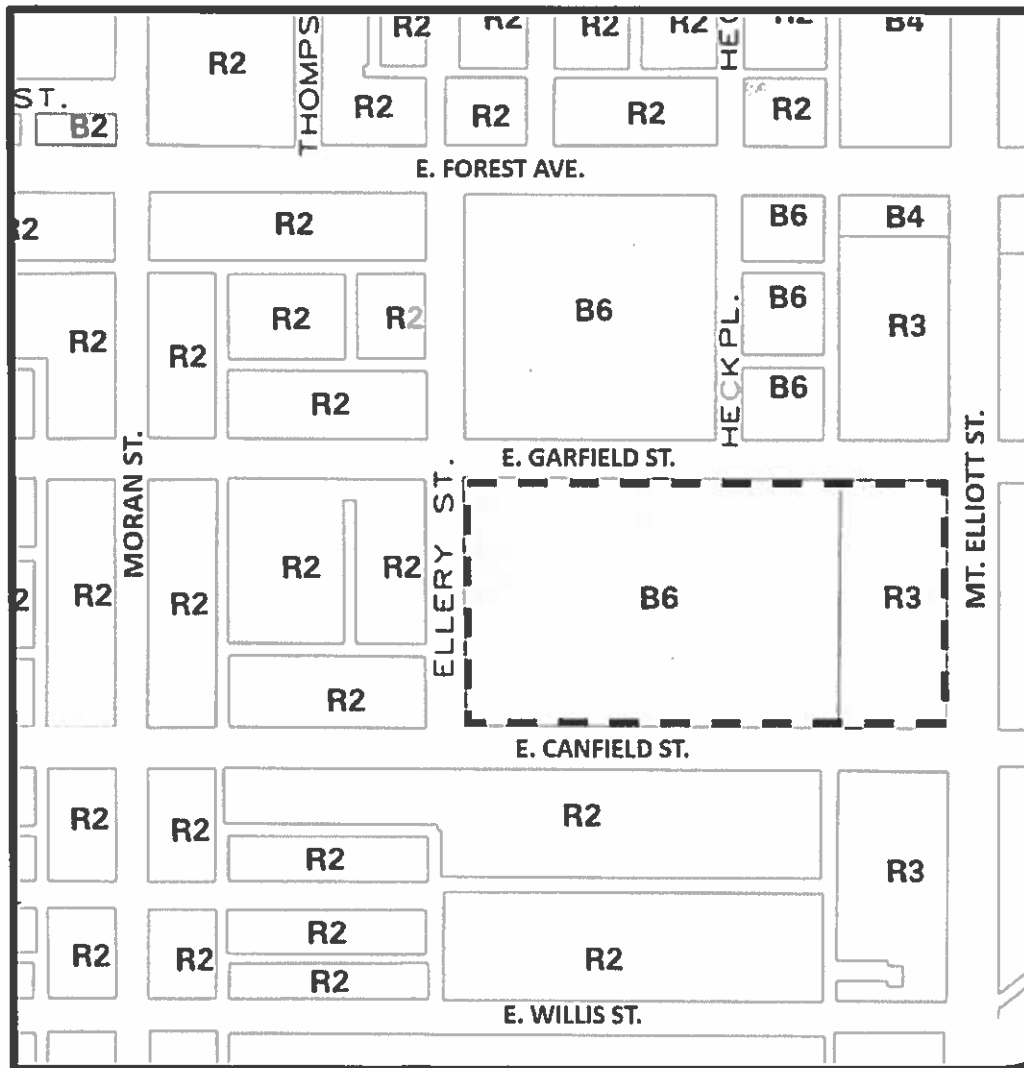
This district will permit planned developments throughout the City and will be particularly useful in urban renewal areas. Such planned developments shall be substantially in accord with the goals and objectives of the Master Plan, by having a major land use that corresponds to the most general category of land use, which are Residential, Public/Civic/Institutional, Retail/Service/Commercial, Manufacturing and Industrial, and Other, proposed in the Master Plan for the area involved. Such planned developments shall provide a desirable environment for the uses proposed and shall not be out of harmony with their general surroundings. The regulations of the district are designed to accomplish this by permitting flexibility in overall development while ensuring adequate safeguards and standards for public health, safety, convenience, and general welfare and, where applicable, encouraging historic preservation.

A Zoning Ordinance map amendment requires approval of the City Council after a public hearing and after receipt of a report and recommendation by the City Planning Commission. This Zoning Ordinance map amendment request is being considered consistent with the provisions of Article III, Division 3 of Chapter 61 of the 1984 Detroit City Code, the Detroit Zoning Ordinance.

You may present your views on this proposal by attending this hearing, by authorizing others to represent you, or by writing to this office prior to the hearing: Two Woodward Avenue, Room 208, Detroit, Michigan 48226 (email: cpc@detroitmi.gov). Because it is possible that some who are affected by this proposal may not have been notified, it is suggested that you kindly inform your neighbors so that they too may express their positions if they so desire.

With advance notice of seven calendar days, the City of Detroit will provide interpreter services at public meetings, including language translation and reasonable ADA accommodations. Please contact the Civil Rights, Inclusion and Opportunity Department at (313)224-4950, through the TTY number 711, or email crio@detroitmi.gov to schedule these services.

For additional information concerning this proposal or the scheduled hearing, please call 313-224-6225.



Proposed Rezoning from R3 & B6 to PD