



Live from the Table: HFHS Parking Garage

Proposed Ordinance to amend Article 17, District Map 7, of the 2019 Detroit City Code Chapter 50, *Zoning* by showing a PD (Planned Development) zoning classification where an R3 (Low Density Residential) zoning classification is currently shown on 26 parcels generally bounded by Pallister Avenue, the John C. Lodge Freeway Service Drive, Seward Street and Poe Street. (Henry Ford Health Systems)

Background Information on Proposed Development:

The City Planning Commission (CPC) has received a request from Henry Ford Health Systems requesting that the City of Detroit amend Article XVII, District Map No. 7 of Chapter 50 of the 2019 Detroit City Code, *Zoning*, to show a PD (Planned Development) zoning classification where an R3 (Low Density Residential) zoning classification currently exists on 26 parcels generally bounded by Pallister Avenue, the John C. Lodge Freeway Service Drive, Seward Street and Poe Street.

The subject property is currently developed with a surface parking lot with approximately 300 parking spaces. The property is located on the city's west side in City Council District 5.

Proposed Development

Henry Ford Health Systems (HFHS) proposes to build and operate a new parking structure, generally for employees who currently park in surface lots several blocks away and are shuttled to the main hospital. The proposed garage would consist of seven levels and accommodate approximately 2,000 vehicles. Previously, a garage for the hospital's shuttle busses was proposed on the northernmost portion of the site adjacent to Seward Street; but that has been eliminated from the proposal. That portion will remain a surface parking lot as shown on the submitted plans.

A landscaped setback of 14-30 feet is proposed around the new structure, similar to the existing setback of the parking lot. The proposed structure would be clad primarily with brick and

concrete panels with some metal panels on the stair towers. The brick coordinates with surrounding structures which are primarily brick, and the concrete panels echo the cladding of the adjacent apartment building to the west.

Public Hearing – June 20, 2019

On June 20, 2019 the City Planning Commission (CPC) held a 5:15 P.M. public hearing on the subject rezoning. Four members of the public spoke, all in opposition. They were generally concerned with additional air pollution, blockage of sunlight and views, increased taxes, decreased property value, security and storm water management. Questions were also raised regarding whether the parking structure could be built in another location that isn't immediately adjacent to residential dwellings.

Community Outreach

In preparation for the City Planning Commission public hearing, HFHS walked the neighborhood surrounding the proposed parking garage to discuss the project with residents. HFHS then held four public meetings throughout summer and fall of 2019 to receive feedback from neighbors and propose alterations to the project. Additional details about the meetings such as dates and locations are included in the attached memo from HFHS.

As a result of feedback received from neighbors, HFHS made several alterations to the proposal and offered additional benefits to the surrounding community:

- The northernmost portion of the garage that would house the shuttle busses was eliminated.
- The north façade was redesigned based on neighborhood feedback to include more brick and smaller openings.
- A row of trees was added between the garage and the alley.
- HFHS will partner with neighbors to beautify the alley between the proposed garage and the homes on Seward Street.
- A sunlight study was conducted to explore the amount of sunlight that would be blocked by the proposed structure.
- HFHS offered to pay the fees for the neighborhood to participate in the residential parking permit program (which would restrict or eliminate employee parking on the surrounding residential streets).
- Health and wellness classes will be offered at Lexington Village (the apartment building to the west) and open to all neighbors.
- Initially, extensive construction was thought to be required in the alley to re-route a water main. HFHS did additional research and found that the water line could be re-routed to the south, thus preventing significant disruption of traffic in the alley adjacent to the Seward Street houses. Although this was not the easiest option, as HFHS was required to get an easement from Lexington Village, they felt that it would be better for the Seward Street residents.
- A representative from the City's Office of the Assessor spoke at one of the meetings regarding property values and the numerous factors that influence them.

Generally, the nearby residents did not feel that the changes addressed their concerns and continued to oppose the project. HFHS didn't see any further opportunity for compromise or that any additional conversation would be productive. Last fall and winter, several community members appeared before Your Honorable Body during public comment to speak in opposition to the project.

CPC staff continued to meet with HFHS representatives to get a better understanding of their near and longer term development needs and to find a compromise that would resolve the parking issue without the majority of the impact affecting a few residents. HFHS provided additional context regarding recent developments such as the construction of the Cancer Center and the sale of several parking lots for development by other entities. CPC staff requested the submission of additional information to provide more context, including:

1. A **comprehensive vision and master plan** for the entire hospital campus and all properties under HFHS control in order to provide the City with documentation to evaluate the hospital's needs and corresponding requests;
2. A **parking study** establishing current and projected parking demands and exploring the means by which to address them;
3. A **traffic study** reflecting the current and projected future needs of the hospital including options such as street closures to segregate traffic and protect the surrounding neighborhood;
4. A **redesign of the proposed parking structure** to be lower in height, stepping down to meet the neighborhood. Also, to ensure ample intake capacity at the southern entrance and proper traffic flow along Pallister Avenue;
 1. **Additional engagement** with the immediately impacted community members including appropriate City agencies such as City Planning Commission and Planning and Development Department staff.

HFHS discussed each of these requests but declined to submit additional information. They concluded that the proposed parking garage is already the minimum size that would be reasonable for the project and any further decrease would render the project infeasible. Staff had hoped the submission of the requested information would fully justify the current request, while presenting the City and general public with a better understanding of the future needs and plans.

Master Plan Consistency

The subject site is located within the Rosa Parks area of Neighborhood Cluster 6 of the Detroit Master Plan of Policies. The Future Land Use map for this area shows "Institutional" & "Low-Medium Density Residential" for the subject property. The Planning & Development Department

submitted a formal Master Plan interpretation that the proposed rezoning conforms to the Future General Land Use characteristics of the area.

CONCLUSION & RECOMMENDATION

Henry Ford Hospital has been an important anchor and community institution for more than 100 years. As the flagship location of Henry Ford Health System, it both provides medical care for Detroit residents, and draws patients from the metropolitan region and beyond for innovative treatments and specialized care. As the campus continues to change and grow to meet staff and patient needs, additional parking capacity is essential.

Several developments in the last number of years, including the cancer center to the south and the sale of several surface parking lots for development have accelerated this parking deficit. Existing parking structures are nearing the end of their life expectancy and will require substantial rehabilitation or replacement in the next decade. On-street parking is a burden on the surrounding community. Constructing a new parking garage is necessary for the hospital to continue to serve its mission and to attract both employees and patients.

Although HFHS partially illustrated the immense need for a new parking structure, surrounding residents, businesses and property owners must also be considered. Balancing and evaluating these sometimes conflicting demands is difficult. Regarding the proposed parking garage, too much of the burden seemed to fall on just a few residents. CPC staff felt that despite a great deal of effort from HFHS representatives, that a satisfactory compromise couldn't be reached and that the rezoning should be denied. When the matter finally returned to the City Planning Commission, staff presented the project and recommendation to the Commission, they disagreed and concluded that the needed parking and benefit to the greater community outweighed the issues of the immediately impacted residents.

On February 20, 2020, the City Planning Commission voted to recommend approval of this rezoning request with the following condition:

1. That final site plans, elevations, lighting, landscape, and signage plans be submitted by the developer to the staff of the City Planning Commission for review and approval prior to submitting applications for applicable permits.

Discussion from the Planning and Economic Development Standing Committee:

- -Henry Ford has worked closely with CPC in creating the plan to build the proposed parking structure
- -Henry Ford has met extensively with the community members and worked to create 12 separate concessions, such as allowing residents to use the parking structure, a more visually appealing design, and added trees for residence privacy. This has pleased most of

the community, with 4 property holders being staunch opponents of Henry Ford telling them there is nothing HF can do to gain their vote of confidence.

- Larger issues stem from a lack of transparency due to certain NDA's and cannot disclose future plans until this structure is built.
 - HF has said they plan on taking other parking structures offline once this project is completed to do maintenance
- This structure does not completely get rid of HF employees using street parking, but takes that strain off a larger part of the community.

1117: Tate moved to discuss line item 1 along with 1105 am discussion

1120: Jamie Murphy CPC staff. 7 story structure with 2k parking spaces. February CPC vote HF presented a list of benefits for the community (Added trees for privacy, added bricks for looks, shade garage provides, HF pays fee for residents to join parking permits, health and wellness classes at building next to proposed garage, no work done in ally's rather through easement (?), claims property value would increase) CPC looks for more information, specifically on traffic pattern change, CPC approves with re-zoning with 6-1 vote

1126: Tate, has heard nothing but community complaints regarding the project, would like to see some community support.

1127: Todd (CPC), HF feels they were unsuccessful in trying to get the community to meet to even discuss community concerns, CPC asked for a larger scale plan to understand how the structure fits into the long term goals for HF

Marc Corriveau (HF): Met privately with Todd and discuss the broader vision for HF and wants to be as transparent with the community but certain NDA's stand in the way of full disclosure. Presented a plan as best they could with the CPC showing why the garage is necessary for today and tomorrow. Did a parking study in august and determined under current circumstances that traffic would need to be changed, primarily through signal time change, especially early in the AM (pre 7:30). HF is and remains committed to having open dialogue with the neighborhood and city throughout the process. Believes there as many as 200-300 cars currently parking in the street that the garage would mitigate. Feels that there shouldn't be a height change of the structure to conform with the community because there are already other tall structures in the immediate area, it is only in contrast with 4 nearby houses. Says HF has gone through all the hoops to try to please and talk to the community, but the community is just shutting them down and told "nothing HF does will make the community happy". Commits to the chair to continue community engagement and maintain as much as transparency as possible.

1139: Tate, thanks for communication regarding costs of parking for HF

1144 Scott Benson, address CPC about inclusion, repot says on street parking would be felt by few rather than the whole community

Murphy, CPC was trying to say that hopefully a lot of street parking would go away due to the garage, HF is valuable to the community, and a structure is proven to be beneficial to residential community, however the few houses would still be drastically affected. Feels the community has dug their heels in on no compromise, no structure wanted.

Todd, says HF will need to take some of its other structure offline for maintenance and the new structure will further assist in parking when that is done. CPC tried to explain to the community how surface parking would be made even worse when these structures are taken offline and how COVID is putting a further strain on hospital parking as well. CPC staff is concerned with future plans, wants to see a more comprehensive plans addressing immediate and future needs

Corriveau, there isn't any future reliance on the existence structures. The two current garages cost almost 1 mill to maintain. No future plans have been decided or voted on by the HF board. This garage is not the only plan to address surface parking around HF campus and CPC will provide more concrete details once those plans come to fruition. Every other plan is just conceptual until this structure is built. HF agreed to do the 9 things the community wanted but community was not satisfied. HF made the changes they could.

Todd, the immediate impacted community (4 houses in the shadow of the structure) has the most concerns while the concerns of the rest of the community has been met to an agreeable amount. Looking for physical compromises to balance all the concerns. The immediate affected continues to stall compromises between HF and the community. CPC and HF needs to provide greater information to the community. Could HF move the structure to a different part of HF campus and perhaps build and even larger structure.

Leland, communication needs to be at the forefront moving forward.

Concerns raised by Council Members:

- **Councilman Tate** stated he has heard nothing but negative feedback about this project from the community and would like to see HF gain more community support and would like to see HF provide blueprints/documents to the community moving forward
- **Councilman Leland** said communication on the part of HF is essential to moving forward