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July 5, 2022

HONORABLE CITY COUNCIL

RE: Request of the Planning and Development Department to amend the Master Plan of Policies, by amending the Future General Land Use Map of the Middle East Central Neighborhood area of Cluster 4. The proposed map changes are for the area generally bounded by Superior Street, Jos. Campau Street, Gratiot Avenue, and Orleans Street; and, to amend the goals and policies of the subject neighborhood to support the proposed map changes (**RECOMMEND APPROVAL**)

The requisite statutory public hearing was held on this matter before the City Planning Commission (CPC) on November 19, 2020 to consider the request of the Planning and Development Department (PDD) and the Eastern Market Partnership to amend the Detroit Master Plan of Policies for the area generally bounded by Superior Street, Jos Campau Street, Gratiot Avenue, and Orleans Street.

The subject site is located in Neighborhood Cluster 4, the Middle East Central Neighborhood Area of the Master Plan of Policies. The current future general land use designations are Low/Medium Density Residential (RLM), Light Commercial (CN), and Industrial Port/Distribution (IDP). The proposed future general land use designation is Mixed-Residential/Industrial (MRI). The MRI designation will accommodate new mixed-use development, food-related production facilities, and housing opportunities in the Eastern Market and the Greater Eastern Market (GEM) area, as well as to implement the Eastern Market Neighborhood Framework and the Stormwater Management Network Plan.

This proposal is directly correlated to the proposed new MKT (Market and Distribution District) zoning classification and rezoning. The proposed Master Plan (MP) amendment is an outcome of the framework plan.

The purpose of this proposed Master Plan change is to set forth the comprehensive long-range strategy and vision for this particular area and give guidance for actions. This allows for greater predictability for what will happen. While the Master Plan amendment will set forth the broad vision for the area, the newly proposed MKT district provides the specific regulations for all land that the zoning is applied to. So this proposed MP amendment will allow for the application of the MKT district.

Attached, you will find the PDD letter detailing the recommended map and policy changes to the Master Plan of Policies.

PROPOSAL

In 2011, the Food Security and Modernization Act was enacted. Due to this act, many existing Eastern Market businesses are now out of compliance with food safety and production standards and many existing businesses are unable to modernize or expand at existing sites.

A 2019 Eastern Market Framework Study was conducted through a partnership of the Planning and Development Department, Detroit Economic Growth Corporation, Nature Conservancy, and Eastern Market Partnership and eventually, the City Planning Commission. The framework plan put forth recommendations regarding land use, storm water management, design guidelines, and historic preservation for the study area.

Additionally, as a result of the framework study, the area just east of Eastern Market has been identified as a location in which these food production businesses can expand or relocate. The study team identified this area because of its proximity to Eastern Market, ease of access, and established freight routes. The goal is to accommodate food related businesses to help ensure Detroit's historical role as a center of the food industry in the region and preserve a source of significant employment within the City.

For these reasons, PDD has proposed the Master Plan be revised to facilitate the land use changes required to accommodate the expansion of food related industries and to support the development of mixed-use housing and workforce housing in the area. The proposed amendment to the Future General Land Use map will designate the area east of the Eastern Market to Mixed Residential – Industrial (MRI) to support new residential development and the expansion of food related production, storage, and distribution uses. The rezoning proposal of the same area is advancing concurrently with the Master Plan recommendations.

These land use changes will support existing and relocated food related businesses and encourage the attraction of new food related industries, while supporting new policies to attract new housing and to preserve existing residential. The neighborhood framework plan for the Eastern Market produced a vision with three goals for the area and are as follows:

- A. Create jobs for Detroiters
- B. Improve the quality of life for residents
- C. Keep the authenticity and function of Eastern Market

COMMUNITY ENGAGEMENT & PUBLIC HEARING RESULTS

A series of meetings were held for the Eastern Market Framework Study that presented the overall goals and objectives of the project and engaged citizens in the area. Since the study concluded, virtual public community meetings and stake holder focus groups were held specifically to present the proposed Master Plan and Zoning Ordinance recommendations. The proposed amendments were also sent to adjacent municipalities as required by the Planning Enabling Act. Many individual meetings have been held to engage stakeholders for input. Due to public input, there have been several changes to the proposed zoning recommendations.

With regard to the meetings that CPC staff has attended, most objections from residents and business owners have been addressed and generally accommodated. However, during a November 11th virtual public meeting, there were objections to the proposal raised by certain community members that had not previously been aware of the project. Staff have since met with those stakeholders and there seems to generally be support for this effort.

It should also be noted that the public hearings for this initiative have been widely publicized through several means including a mailing that was sent to over 1,200 stakeholders in the subject area, email blasts to multiple citywide lists, physical signs posted throughout the subject area, and a press release distributed to media outlets to inform a broad constituency of the public hearings.

At the public hearings, most comments were generally supportive of the master plan amendment seemingly because it is the more general vision for the area, while other critiques were made towards the zoning district. Most of those critiques have since been resolved in the last year or more that this matter has been evolving.

CONCLUSION AND RECOMMENDATION

After hearing from dozens of stakeholders including, business owners, residents, developers and community groups, the City Planning Commission took action on this request on May 6, 2021. The City Planning Commission recommends approval of this matter to Your Honorable Body. This amendment to the Master Plan of Policies should be attributed to the both the Planning and Development Department and the City Planning Commission and be taken up prior to the related Zoning text and map amendments. An updated resolution adopting the proposed amendment is attached for Your consideration.

Attachment:
PDD Master Plan Letter and Amendments
Resolution

Respectfully submitted,



Marcell R. Todd, Jr., Director
Kimani Jeffrey, City Planner

cc: Antoine Bryant, Director, P&DD
Katy Trudeau, Director, P&DD
Karen Gage, P&DD
Bruce Goldman, Law Department
Donald Rencher, Group Executive for Housing Planning and Development

**A Resolution Supporting
the Updating of the Master Plan of Policies**

By Council Member: _____

WHEREAS, a master plan is a planning document use to establish a vision and set goals for the long-term conservation, growth and development of a given community or municipality; and

WHEREAS, a master plan can lay the foundation for consistent decision making and predictability in development, while maximizing area resources and preserving the unique features and character; and

WHEREAS, a master plan can also influence social policies and serve to guide economic development; and

WHEREAS, a master plan is a living document that is updated via amendment or may be comprehensively revised every 10 to 20 years in response to changing factors or to cast a new direction: and

WHEREAS, the development of the current Detroit Master Plan of Policies began in 2003 and was adopted in 2009; and

WHEREAS, the City of Detroit has undergone a great deal of physical, social and economic change over the last two decades including the largest municipal bankruptcy in the nation; and

WHEREAS, the City is still charting the course of its resurgence post-bankruptcy; and

WHEREAS, the Detroit Future City Strategic Framework was released in 2012 and the Planning and Development Department (P&DD) has initiated a number of planning studies across the City; and

WHEREAS, the Detroit City Planning Commission has held the statutory public hearing for the proposed amendment and recommends approval; and

WHEREAS, the Detroit City Council believes the time is of the essence to update the Master Plan of Policies.

NOW THEREFORE, BE IT RESOLVED, that the Detroit City Council urges the Administration to capitalize upon the products of recent past studies, assess the City's current conditions and begin to proactively engage in regular and intentional efforts to update the City's Master Plan of Policies.

BE IT FINALLY RESOLVED, that a copy of this resolution be sent to Mayor Mike Duggan, P&DD, HRD, and the CPC.

Analysis

A portion of the area now designated as Distribution / Port Industrial (IDP) will be changed to Mixed Residential / Industrial (MRI). The areas currently designated as Light Industrial (IL) that will be changed to MRI do not require the existing industrial designation, nor are the industrial zoning districts consistent with that Future General Land Use. The highlighted areas that are currently designated as Low/Medium Density Residential (RLM) are predominantly vacant, containing scattered homes. For consistency, those areas designated for Neighborhood Commercial (CN) and Mixed Residential Commercial (MRC) will also be changed to the MRI mixed use district, as it allows for both the proposed SD2 and B6 zoning districts.

All of the aforementioned changes are required to encourage new mixed use development near the Dequindre Cut Greenway, support the development of food-related production near the Eastern Market Core, encourage new workforce housing to support the food production industries, and stormwater management development.

Recommended Master Plan Amendment

The Planning and Development Department requests this proposed amendment to the Master Plan of Policies to accommodate new mixed use development near the Eastern Market Core. This amendment will allow for the rezoning of property to accommodate new food-related production facilities and housing opportunities. The Planning and Development Department therefore requests that the proposed Future Land Use map in the Master Plan of Policies be changed for the area generally bounded by Superior Street, Jos. Campau Street, Gratiot Avenue, and Orelans Street from Neighborhood Commercial (CN), Distribution / Port Industrial (IDP), Light Industrial (IL), Mixed-Residential Commercial (MRC), & Low / Medium Density Residential (RLM) to Mixed - Residential / Industrial (MRI).

Respectfully submitted,



Karen Gage, Director
Office of Zoning Innovation
Planning and Development Department

Attachments

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

Middle East Central

Middle East Central is generally bounded by the Ford Freeway (I-94) to the north, Gratiot to the south, Mt. Elliott to the east, and the Chrysler Freeway (I-375) to the west. The Eastern Market is in the area's southwest corner.

From 2000 to 2010, Middle East Central lost almost thirty percent of its population, far exceeding the citywide average. Vacant housing units and vacant land are at levels above the citywide average, creating considerable opportunity for reinvestment. Almost seventy percent of the housing units are renter occupied.

The Eastern Market is a strong economic anchor within this community, however, the 2011 Food Security and Modernization Act renders many existing Eastern Market food industrial businesses out of compliance with food safety and production standards. Businesses within the Eastern Market are ready to modernize or expand, but are unable to do so in place. A neighborhood framework plan involving stakeholder and community engagement was completed in 2019 that identified a new location for food production business seeking close proximity of Eastern Market, with easy access established freight routes.

In order to accommodate the development of food production facilities, land use changes are required to transform some vacant land into a food production hub. These land use changes will support the relocation of food related businesses and encourage the attraction of new food related industries, while supporting new policies to attract new housing and preserving existing residential. The neighborhood framework plan for the Eastern Market developed a vision with three goals for the area:

- A. Create jobs for Detroiters
- B. Improve the quality of life for residents
- C. Keep the authenticity and function of Eastern Market

The 2019 framework plan informed the following Master Plan recommendations for the area, including recommendations regarding land use, storm water management, design guidelines, and historic preservation.

□ Neighborhoods and Housing

Issue: There is multi-family housing south of Forest, along the Chrysler Freeway. Vacant lots and a declining housing stock characterize the residential area east of St. Aubin.

GOAL 1: Rebuild neighborhoods

Policy 1.1: East of St. Aubin, demolish vacant and/or dangerous structures and encourage the development of live-work/ workforce housing along St. Aubin and Chene to support the food industry and other businesses.

Policy 1.2: Leverage select city-owned parcels for residential development and neighborhood scale agricultural uses where appropriate.

Policy 1.3: Support and preserve existing residential areas by utilizing stormwater management features to separate residential uses from non-residential uses in the area.

GOAL 2: Increase residential density

Policy 2.1: Develop Gratiot with mixed-use development including high-density residential.

Policy 2.2: Develop urban infill, high-density mixed-used residential along the Dequindre Cut, south of Mack.

□ Retail and Local Services

Issue: Although it includes many vacant and underutilized sites, Gratiot is the area's most stable commercial thoroughfare. The Eastern Market, in the southwest corner, provides both wholesale and retail meats and produce. Much of the Chene commercial thoroughfare is vacant.

GOAL 3: Increase the vitality of commercial thoroughfares

Policy 3.1: Encourage high-density mixed-used development along Gratiot.

GOAL 4: Increase the vitality of neighborhood commercial areas

Policy 4.1: In conjunction with residential redevelopment, develop neighborhood commercial nodes along Chene, with a compatible mix of locally serving, small-scale businesses and medium density residential uses.

Policy 4.2: West of St. Aubin, South of Mack, encourage mixed-use residential and urban infill development to complement commercial food industry uses.

Policy 4.3: Leverage select city-owned parcels for residential and commercial development where appropriate.

GOAL 5: Reinforce the Eastern Market as a regional attraction for retail and wholesale meats and produce

Policy 5.1: Enhance the character and image of existing and new development in the Eastern Market Area with signage, landscaping and façade improvements.

Policy 5.2: Encourage more efficient handling of goods within the Eastern Market area through signage and designated areas for truck parking and loading.

Policy 5.3: Support the expansion of Eastern Market’s footprint in order to accommodate growth for existing businesses located in the Eastern Market Core that area unable to grow in place.

□ Industrial Centers

Issues: This area includes many under-utilized industrial sites. Small-scale industrial sites are scattered throughout the area west of St. Aubin, often conflicting with residential areas.

GOAL 6: Expand the availability of industrial areas for food production

Policy 6.1: West of Grandy Street, expand food related industrial areas into marginal residential pockets.

GOAL 7: Reduce conflicts between industrial and residential areas

Policy 7.1: Establish and enforce designated truck routes to and from the Ford and Chrysler Freeways.

Policy 7.2: Provide setback areas between food production and industrial uses and residential areas east through the use of vegetative screening and stormwater features.

□ Parks, Recreation and Open Space

Issues: There are few well maintained green spaces or recreational areas for neighborhood residents.

GOAL 8: Increase open space and recreational opportunities

Policy 8.1: North of Gratiot and east of St. Aubin, strategically acquire property to be utilized for the development of food production uses that will provide green stormwater infrastructure and improved open space in conjunction with new food production development.

Policy 8.2: Where possible, utilize vegetative screening and stormwater management features as accessible open space and linear parks. Fencing of these features is discouraged.

Policy 8.3: Encourage the planting of street trees and linear tree groves to enhance the tree canopy of the area west of the Dequindre Cut.

Policy 8.4: Support the use of vacant residential land for agricultural uses, north of Warren.

GOAL 9: Increase access to open space and recreational areas

Policy 9.1: Encourage a northbound extension of the Dequindre Cut Greenway to connect to the planned Joe Louis Greenway to further connect residential areas to the Riverfront

Policy 9.2: Develop greenway setback areas along the Dequindre Cut Greenway, St. Aubin Street, Chene Street, and Grandy Street to screen

warehouse and production developments from residential areas and provide areas for on-site stormwater management.

Policy 9.3: Encourage the development of publicly accessible open space/ greenways as part of the stormwater mitigation efforts in the area

□ **Environment and Energy**

Issue: The area is the site of various food processing industries. Many of the facilities are pollution sources impacting adjacent residential areas.

GOAL 10: Improve environmental quality

Policy 10.1: Attract industries that emphasize pollution minimizing technology and research. Support the modernization of existing businesses to reduce environmental emissions.

Policy 10.2: Support the use of stormwater mitigation to separate residential from non- residential uses.

Policy 10.3: Concentrate environmental cleanup and enforcement along the St. Aubin corridor to maximize development potential and minimize pollution.

□ **History, Legacies and Preservation**

Issue: The market core is home to many structures with historic significance. These include the sheds and surrounding structures.

GOAL 11: Maintain integrity of historic areas

Policy 11.1: Encourage the construction of new structures that visually reinforce historic areas of the Eastern Market Core.

Policy 11.2: Limit the height of new buildings or vertical additions to existing buildings to 45 feet within the market core area.

Policy 11.3: Do not remove historically significant structures within this area or any existing structures surrounding the Eastern Market sheds that structurally intact.