

# City of Detroit

**Alton James**  
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**Marcell R. Todd, Jr.**  
Director

**CITY PLANNING COMMISSION**  
208 Coleman A. Young Municipal Center  
Detroit, Michigan 48226  
Phone: (313) 224-6225 Fax: (313) 224-4336  
e-mail: [cpc@detroitmi.gov](mailto:cpc@detroitmi.gov)

**Brenda Goss Andrews**  
**Damion W. Ellis**  
**David Esparza, AIA, LEED**  
**Gregory Pawlowski**  
**Frederick E. Russell, Jr.**  
**Angy Webb**  
**Henry Williams**

**TO:** City Planning Commission

**FROM:** Kimani Jeffrey, Staff

**RE:** The request of the Planning and Development Department and the Eastern Market Partnership to amend Chapter 50 of the 2019 Detroit City Code, Zoning, to eliminate the current SD3 Special Development District, Technology and Research regulations and create a Market and Distribution District zoning classification, to set building height limits to preserve the historic character of the area, define screening and setback requirements, provide for site plan review processes, and in general, to set forth provisions to implement the Eastern Market Neighborhood Framework and Stormwater Management Network Plan.

In addition is the request of the Planning and Development Department and the Eastern Market Partnership, to amend Chapter 50 of the 2019 Detroit City Code, Zoning, by amending Article XVII, *Zoning District Maps*, Section 50-17-5, *District Map 4* and Section 50-17-13 *District Map No. 12*, of the Detroit Zoning Ordinance to show an SD2 (Special Development District, Mixed-Use) or Market and Distribution District zoning classification where the R2 (Two-Family Residential District), R3 (Low Density Residential District), B4 (General Business District), B6 (General Services District), M3 (General Industrial District), and M4 (Intensive Industrial District) zoning classifications are currently shown on the area bounded by Superior Street, Joseph Campau Street, Gratiot Avenue and the I-75 Chrysler Freeway.

**DATE:** November 16, 2020

This request is complimentary to a proposed Master Plan amendment for the identical subject area. A public hearing will be held on November 19, 2020 at 6:30PM to consider the request of the Planning and Development Department (PDD) and Eastern Market Partnership (EMP) to amend Chapter 50 of the 2019 Detroit City Code, Zoning to accomplish the following:

- Eliminate the current SD3 Special Development District, Technology and Research regulations
- Create a MKT Market and Distribution District zoning classification
- Set building height limits to preserve the historic character of Eastern Market
- Define screening and setback requirements
- Provide for site plan review processes

- Set forth provisions to implement the Eastern Market Neighborhood Framework and Stormwater Management Network Plan
- Show an SD2 (Special Development District, Mixed-Use) or MKT Market and Distribution District zoning classification where the R2 (Two-Family Residential District), R3 (Low Density Residential District), B4 (General Business District), B6 (General Services District), M3 (General Industrial District), and M4 (Intensive Industrial District) zoning classifications are currently shown for the area bounded by Superior Street, Joseph Campau Street, Gratiot Avenue and the I-75 Chrysler Freeway.

## GEM, CORE MARKET, GRATIOT CORRIDOR PROPOSED ZONING

- MKT – Market & Distribution
- SD2 – Special District
- PD – Planned Development
- B4 – General Business
- R3 – Low-Density Residential

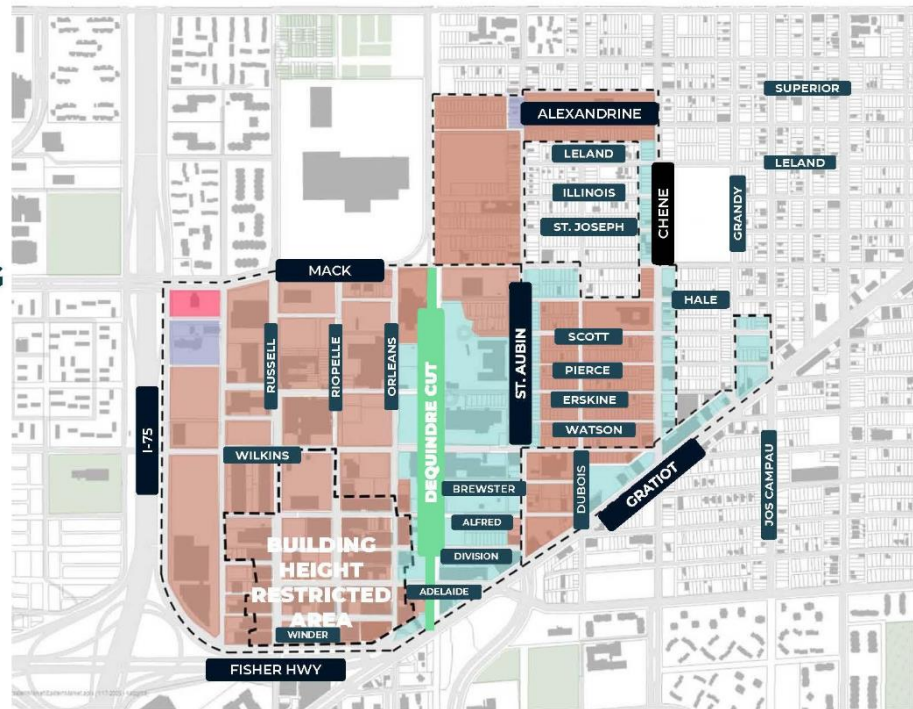


Image from PDD Eastern Market presentation

## BACKGROUND

In 2011, the <sup>1</sup>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. 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, easy access, and established freight routes. The goal is to accommodate food related businesses to help ensure

<sup>1</sup> The Food Safety Modernization Act (FSMA) was signed into law by President Barack Obama on January 4, 2011. The FSMA has given the Food and Drug Administration (FDA) new authorities to regulate the way foods are grown, harvested and processed. The law grants the FDA a number of new powers, including mandatory recall authority, which the agency has sought for many years. The FSMA requires the FDA to undertake more than a dozen rulemakings and issue at least 10 guidance documents, as well as a host of reports, plans, strategies, standards, notices, and other tasks.

Detroit remains 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 amended 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. A proposal for a Master Plan amendment of the same area will be advancing concurrently with the rezoning request.

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 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

## **PLANNING CONSIDERATIONS**

### ***Surrounding Zoning and Land Use***

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

- North:** R3 & PD; residential apartments and homes, Forest Park Pepsi plant,
- South:** B2 & B4; Commercial and retail development; some underutilized parcels
- East:** R2 & B4; Residential; Detroit Edison Public School Academy field
- West:** I-75 Chrysler Freeway

### ***Zoning***

The proposed zoning districts for the subject area are the SD2 Special Development District, Mixed-Use, and the Market and Distribution District. The proposed districts would be replace the R2, R3, B4, B6, M4 and M5 zoning districts. The map above shows where the new zoning classifications are proposed.

The SD2 Special Development District, Mixed-Use “is designed to encourage a complementary mixture of more intensive pedestrian and transit-oriented uses that may be compatible with a neighborhood center or with a location along major or secondary thoroughfares. Parking requirements are reduced in certain circumstances to promote use of transit and non-motorized transportation; shared parking and a district approach to parking are encouraged to lessen demand for off-street parking spaces. Certain establishments that serve alcohol for consumption on the premises are permitted without a spacing requirement in order to attract increased pedestrian traffic to the area.”

The proposed Market and Distribution District “is designed to encourage food-related uses such as production, processing and wholesaling, as well as transport, and similar activities essential to the commerce and health of the City. Limited supporting uses such as office, retail, service, and other uses normally desiring to locate in this type of district are also permitted. Within the greater Eastern Market Area, the focus is on the expansion of existing and the attraction of new

food-related industries outside the historic Market core. Provisions are made for greenway setbacks along certain streets to be used for vegetative screening of warehouse and production uses from residential uses, as accessible open space, and to provide areas for on-site stormwater management. To avoid visually dominating existing buildings of historical character, building heights are limited around the historic Market core. To avoid potentially overwhelming existing residential properties, building heights are also limited in areas likely to see large amounts of new construction.”

A full analysis of the proposed district will be shared in CPC staff’s second report and touched upon at the November 19, 2020 public hearing.

### ***Master Plan Consistency***

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.

If adopted, a newly created Market and Distribution zoning district will be added to the Master Plan-Zoning Table which identifies the correlation between Master Plan designations and zoning districts. The new MKT district will become consistent with the MRI designation.

### **COMMUNITY OUTREACH**

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, two virtual public meetings have been held specifically to present the proposed Master Plan and Zoning Ordinance recommendations. The proposed amendments were also sent to adjacent municipalities several months ago 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; and, some of these changes may require additional amendments to the Master Plan.

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 11<sup>th</sup> virtual public meeting, there were objections to the proposal raised by certain community members that had not previously been aware of the project. CPC staff has a meeting with some of these residents this week and will be able to report out to the Commission on their issues at the public hearing. CPC staff anticipates that more engagement will take place to respond to these issues.

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 that were sent to multiple citywide lists, a project website was used to notify the public, physical signs posted throughout the subject area, a press release was distributed to

media outlets to inform of the public hearings to be held on November 19<sup>th</sup>, as well as other means.

Attachment: Ordinance

cc: Katy Trudeau, Interim Director PDD  
Karen Gage, PDD  
Greg Moots, PDD  
Ester Yang, PDD  
David Bell, Director, BSEED  
Arthur Jemison, Group Executive for Housing Planning and Development  
Lawrence Garcia, Corporation Counsel



## SUBJECT MAP AMENDMENT AREA