

Donovan Smith
Chairperson
Melanie Markowicz
Vice Chair/Secretary
Marcell R. Todd, Jr.
Director

City of Detroit
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

Kenneth R. Daniels
David Esparza, AIA, LEED
Ritchie Harrison
Lauren Hood, MCD
Gwen Lewis
Frederick E. Russell, Jr.
Rachel M. Udabe

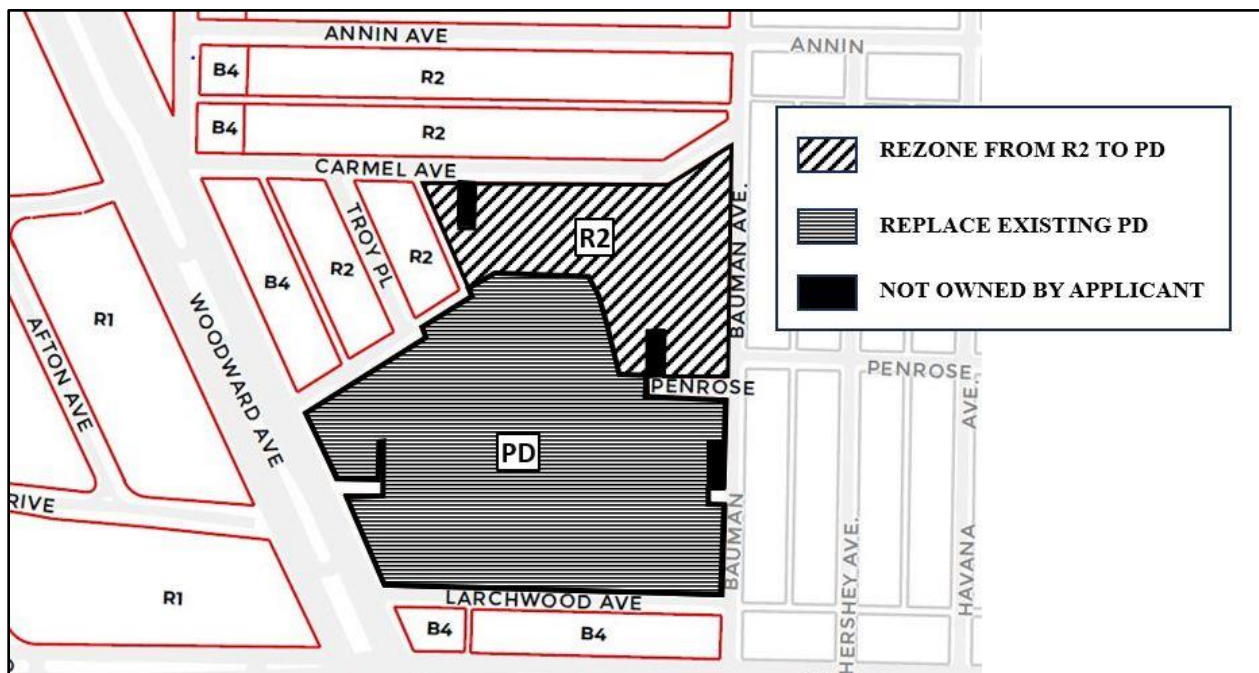
TO: City Planning Commission

FROM: M. Rory Bolger, City Planner
Roland Amarteifio, City Planner

RE: **Proposed map amendment to Chapter 50, Zoning, Article XVII, Section 50-17-64, Map No. 62, to replace the existing PD (Planned Development) zoning classification at 19150 Woodward Avenue, the authorization for which has lapsed, with a new PD and site plan, and to show a PD zoning classification where a R2 (Two-Family Residential District) is currently shown on approximately 4.51 acres commonly known as 1001 Carmel Street. (DEPARTMENTAL REPORT - SAME DAY ACTION REQUESTED)**

DATE: December 5, 2023

On Thursday, December 7, 2023 at 5:15 PM, the City Planning Commission (CPC) will hold a public hearing to consider the request of Perfecting Church to re-establish a PD (Planned Development District) zoning classification where a prior PD district lapsed on approximately 12 acres, and rezone to a PD zoning classification approximately 4.51 acres of land currently zoned as a R2 (Two-Family Residential District) zoning classification. The entire site is generally bounded by Carmel Avenue on the north, Bauman Avenue on the east, Larchwood Avenue on the south, and Woodward Avenue on the west. The location of the subject site and the surrounding zoning are depicted on the accompanying map below:



Existing Zoning Map showing subject site and surrounding area

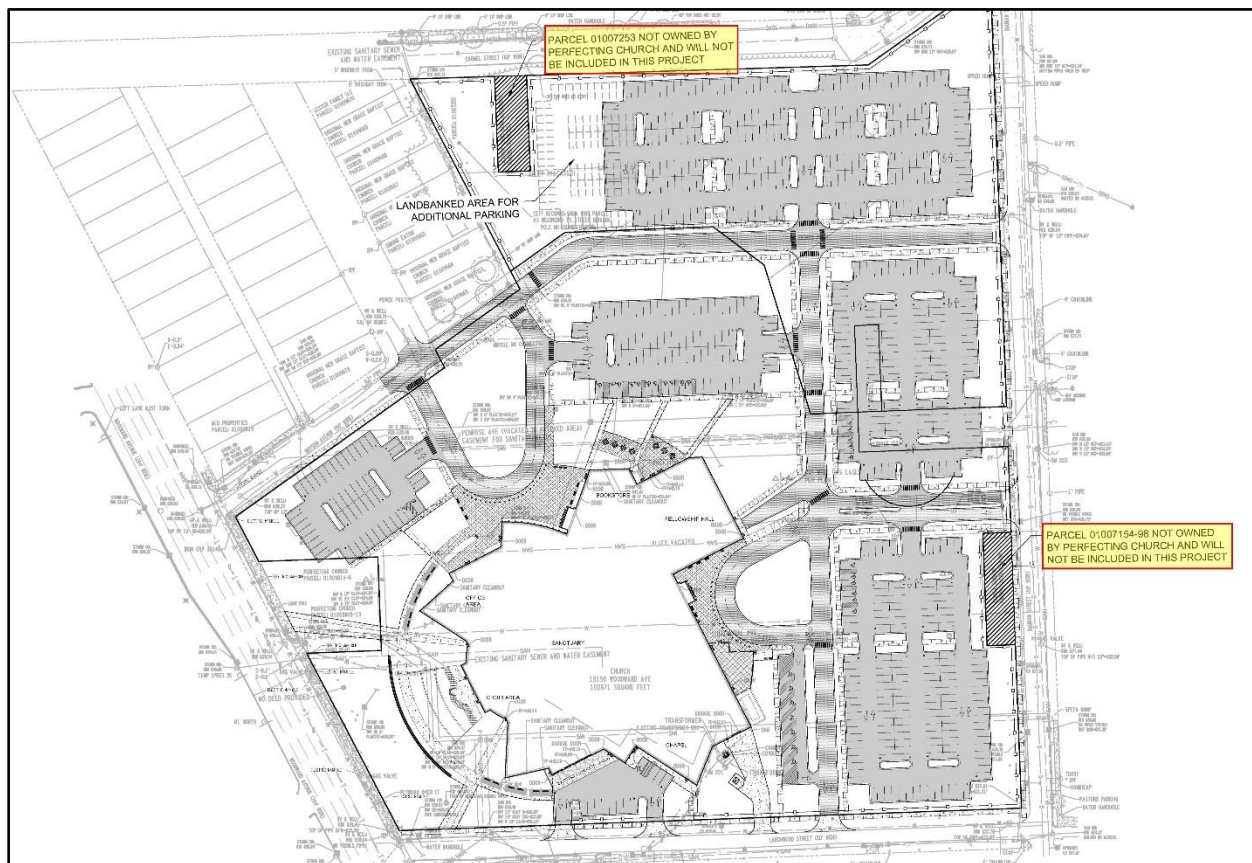
BACKGROUND AND PROPOSAL

On September 7, 2023, the CPC held a 5:15 PM public hearing at the request of Perfecting Church to consider the establishment of a new PD zoning classification at the approximately 12-acre subject site to replace the original PD, the authorization for which has lapsed. During the hearing, CPC staff noted that the site of the new proposed Perfecting Church Woodward Campus Development extended beyond the bounds of the original PD and therefore a new hearing would be required in order to properly consider an expansion of the PD.

The lapsed PD at 19150 Woodward Avenue was created by Ordinance #40-04 of 2004; the new proposed PD would amend Article XVII, Section 50-17-64, District Map No. 62, Chapter 50 of the 2019 Detroit City Code, *Zoning* includes the 16-acre subject property--Perfecting Church Woodward Campus.

2023 Proposed Perfecting Church Woodward Campus PD

The proposed establishment of a new PD zoning district classification is being requested to finalize the development of a church with a 4,200-seat sanctuary. The building will also feature a fellowship hall, chapel, lecture hall, choir area, office area, nursery, bookstore, academy, administrative offices, and ancillary facilities. Below is a copy of the proposed site plan.



2023 Perfecting Church Woodward Campus Proposed Site Plan—19150 Woodward and 1001 Carmel

2004 Perfecting Church PD

As described in the *Journal of City Council* (October 6, 2004, Pages 3257-3261), the original Planned Development that was approved through Ordinance #40-04 for the Perfecting Church site related only to the first phase of an envisioned three phase-development. The 2004 PD authorized the following:

- A new 3-story Church containing 158,550 square feet and 4,236 seats
- Administrative offices
- A Chapel with 470 seats
- Administration building, with 35,790 square feet, connected to church by 2nd floor skywalk
- A 4-story parking structure, with 1,079 spaces
- A surface parking lot with 80 spaces

The first building permit for the project was issued pursuant to the PD on August 11, 2005. Over the years, considerable work has been done at the site, but the project stands today uncompleted.

September 7th Public Hearing Results

On September 7, 2023, the CPC held a public hearing to consider the proposed re-establishment of a PD zoning district classification whose authorization has lapsed. At the public hearing, one member of the public spoke and asked about the plans for Penrose Street, because the street dead ends into the site and has concrete barriers. The applicant stated that those barriers would be removed, and the entire exterior of the site would have new landscaping put in place.

During the public hearing, Commissioners provided feedback on the rezoning request. Outstanding questions and comments are as follows:

- Commissioner Lewis asked about when exactly the PD lapsed and when would the Commission hear from the Planning and Development Department (PDD) about the Master Plan Designation.
- Vice Chair Markowicz asked about the number of hard surfaces in the current plan and some of the architectural details and scale of the crosses on the top of the building.
- Commissioner Udabe asked about the potential traffic impact and encouraged the applicant to conduct a traffic impact assessment. Commissioner Udabe also asked that a representative from Perfecting Church attend the next public hearing to provide more information about the church and what has occurred over the last 20 years.
- Commissioner Harrison asked what efforts, if any, that the applicant has taken to engage the community on their current plans for the site.

PLANNING CONSIDERATIONS

Current and Proposed Zoning

R2 – Two-Family Residential District

The R2 Two-Family Residential District is designed to protect and enhance those areas developed or likely to develop with single or two-family dwellings. The district regulations are designed to promote a suitable environment for homes and for activities connected with family life. The only principal uses permitted by right are single- and two-family dwellings. Additional uses are conditional.

PD – Planned Development District

The PD 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.

Surrounding Zoning and Land Use

The zoning classification and land uses for nearby properties are as follows:

North: R2 - *Occupied Residential/Vacant Land*

East: R2 - *Vacant Land/Residential/Religious Institution*

South: B4 (General Business District) - *Commercial/Vacant Commercial*

West: R1 (Single-Family Residential) - *Occupied Residential/Vacant Land*

Master Plan Consistency

The subject site is located within Neighborhood Cluster 1, State Fair Subsector. The Future Land Use map for this area shows Institutional (INST), where the already constructed church building stands, and Low/Medium Density Residential (RLM) for the proposed Carmel Street parking area. PDD reviewed the proposed rezoning and deemed it to be generally consistent with the Master Plan's RLM designation. PDD also noted that the expansion of the church complex will move the parking lots closer to residential homes, but that most of the properties around the expanded PD are vacant and therefore expected impact is minimal.

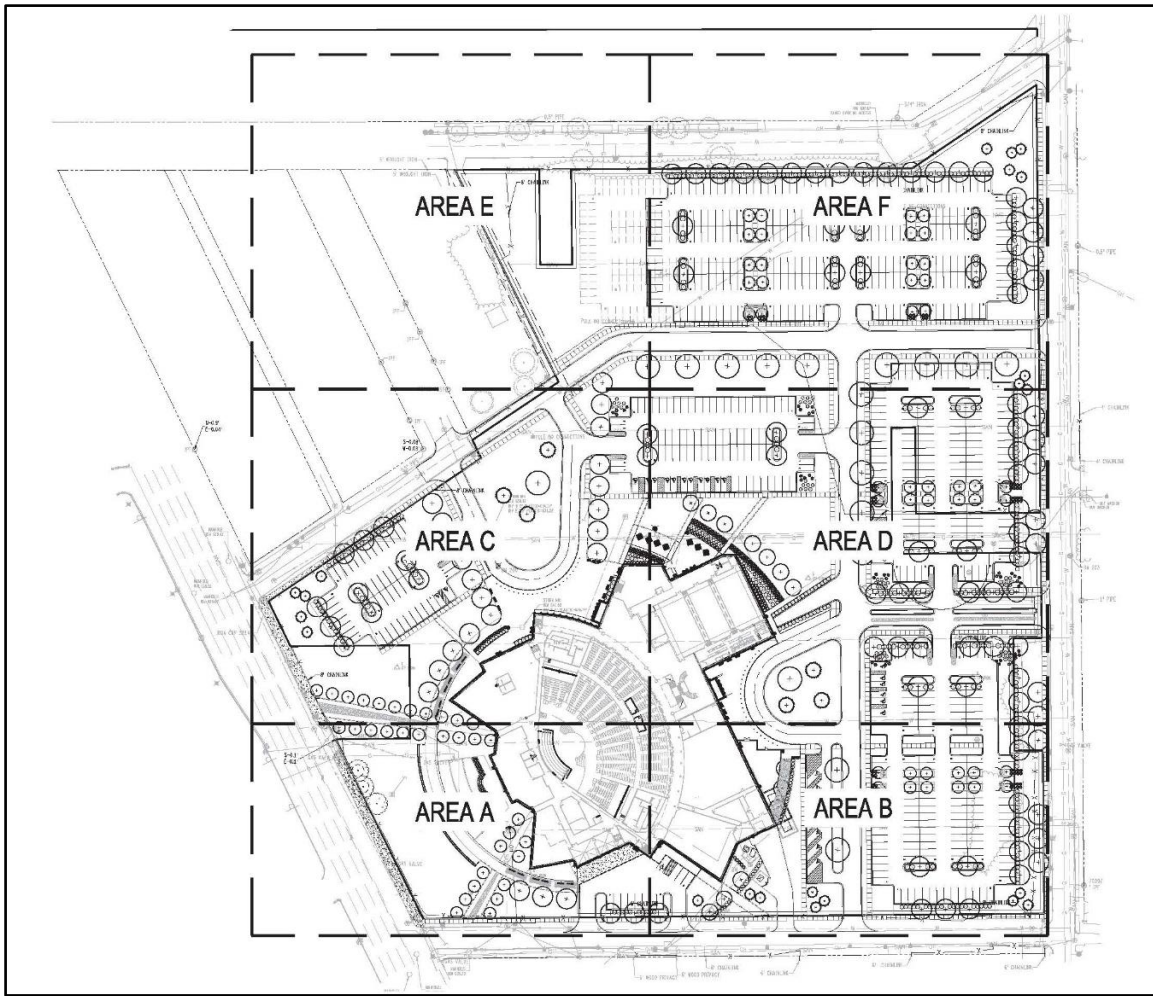
Site and Landscaping Plan

The applicant has provided a revised site plan and new landscaping plan from what was shown at the September 7 public hearing that demonstrates the changes that are proposed to be made to the site. The site plan shows two parcels that are not owned by the applicant and not a part of the plan for the proposed development. The applicant made efforts to contact and acquire the site but was unable to do so at this time.

The site plan and landscaping plan were reviewed by the PDD Design Review team who provided recommendation. The sections of the Zoning Ordinance which are applicable to the site and landscaping plans for the development are Section 50-14-341 (Right-of-way screening), Section 50-14-342 (Residential screening), Section 50-14-343 (Interior landscaping), and Section 50-14-368 (Fences and walls). In response to the submitted plans, PDD provided comments and suggested changes to the plans to better comply with the minimum standards of the Zoning Ordinance. These comments include:

- Meeting the Right-of-way screening minimum height of 30" (Sec. 50-14-341)
- Providing a five-foot landscape buffer between the sidewalk and proposed fencing (Sec. 50-14-341)
- Providing a decorative fencing rather than chain-link around the property (Sec. 50-14-368)

Because Carmel Street is only 60ft in width, and because the parking area faces dwellings on the other side of the street, the Zoning Ordinance ordinarily requires an opaque wall as screening; the current plans indicate an 8-foot-high chain link fence. Below is a copy of the proposed landscaping plan.



Perfecting Church Woodward Campus Landscaping Plan—19150 Woodward

Parking Plan

The applicant is proposing to provide 659 off-street parking spaces with 32 ADA accessible spaces. Section 50-14-44 (Religious Institution) of the Zoning Ordinance lists the off-street parking Schedule for Religious Institutions as 1 space per 6 seats in main worship area or auditorium or 1 per 100 square feet in largest assembly area without fixed seats, whichever is greater. The applicant is proposing a 4,200-seat church and is required to provide 700 parking spaces. The applicant is proposing to provide 94% of the required parking and is deficient 41 spaces.

As shown on the map above, all of the parking spaces would be surface level parking and use the majority of developable land along Bauman Street between Carmel and Larchwood Street. The use of a surface parking only is a departure from the 2004 approved PD plan which included a 4-story parking structure with 1,079 spaces.

Community Engagement

On October 18, 2023, the applicant hosted a community engagement meeting at the Arab American and Chaldean Council (ACC) Building at 55 West Seven Mile Road. During the meeting, the project team presented the plans and all the community members in attendance expressed their support for the project as reported by the applicant. There were approximately 47 attendees, including Department of Neighborhoods District 2 Manager Kimberly Tandy. The community groups and organizations that were invited were Grixdale, State Fair, Detroit Golf Club, Palmer Woods, Sherwood Forest, University District and Green Acres.

STAFF ANALYSIS

Section 50-3-96 of the Detroit Zoning Ordinance lists eight approval criteria on which zoning map amendments for PD's must be based. Following are the relevant criteria with CPC staff's analysis in italics for consideration:

- That no other zoning district classification would be more appropriate. *Due to the unique scale, impact, and history of the proposed development there is no other zoning district classification that can be considered to be more appropriate for the Perfecting Church Woodward Campus.*
- Whether uses and structures that are planned for the Planned Development District comply with all applicable site design standards and use regulations which are specified in Article XI, Division 2, of this chapter. *PDD's Design Review Team has reviewed the site and landscaping plans for the site and provided comments and recommendations for improvements to the plan. These recommendations are stated throughout the report.*

Section 50-3-70 of the Detroit Zoning Ordinance lists eight approval criteria on which zoning map amendments must be based. Following are the relevant criteria with CPC staff's analysis in italics for consideration:

- Whether the proposed amendment corrects an error or meets the challenge of some changing condition, trend or fact. *The re-establishment and expansion of the PD would allow for the applicant to complete the construction of the Perfecting Church Woodward Campus and remove the blighting impact that the site has been for a number of years.*

PD District Design Criteria

In addition to the approval criteria for map amendments, Section 50-11-15 of the Zoning Ordinance lists design criteria for the evaluation of Planned Developments. Following are the relevant criteria with CPC staff's analysis in italics for consideration:

- Scale, form, massing, and density. Scale, form, massing and density should be appropriate to the nature of the project and relate well to surrounding development. *The scale and form of this development is an intensification of what was previously approved by CPC and City Council in 2004. This is particularly due to the change from a four-story parking garage to surface parking. The building itself is similar to what was previously approved.*
- Rights-of-way, easements, and dedications. Where appropriate, adequate rights-of-way, easements and dedications should be provided for trafficways, utilities and community facilities. *In 2005, the applicant vacated nine streets and alleys that were previously located on the subject site. These vacations included Bryson Street, Wildwood Avenue, Penrose Street, and Balmoral Street.*
- Screening. Appropriate buffering and screening of service, loading, refuse collection, mechanical and electrical equipment and of parking areas should be provided. *The applicant has proposed right-of-way screening, interior landscaping, and residential screening, and fences to screen the site from surrounding uses.*
- Urban design. Urban design elements of form and character, especially in intensely developed areas, should be carefully considered. Such elements include, but are not limited to: richness and interest of public areas through the provision of storefronts, window displays, landscaping, and artwork; color, texture and quality of structural materials; enclosure of public spaces; variations in scale; squares, plazas and/or "vest pocket parks" where appropriate; continuity of experience, visual activity and interest; articulation and highlighting of important visual features; and preservation and enhancement of important views and vistas. *The applicant is proposing to include a*

sign wall, fountain, amphitheater, covered patio, and community garden as community gathering spaces within the footprint of the campus.

PRELIMINARY CONCLUSION

In this report, CPC Staff highlights numerous changes in the Woodward Campus site plan since the September 2023 public hearing. However, we note and concur with the findings of PDD that the revised site plan remains deficient regarding opaque screening of the parking along Carmel Street, the minimum height of vegetative right-of-way screening, and the absence of a landscaped buffer between the parking area and sidewalk; we also note a minimal deficiency in the amount of off-street parking.

The PD zoning classification permits “flexibility in the regulation of land development”. The City Council with recommendation from the CPC, determine where such flexibility is justified and appropriate. Staff will provide final findings and a recommendation subsequent to the public hearing on December 7, 2023.

Attachment: Notice of Public Hearing
Application for Zoning Change
2023 Perfecting Church Site and Landscaping Plans
2004 Perfecting Church PD Recommendation Report
Master Plan Interpretation

cc: Antoine Bryant, Director, PDD
Greg Moots, PDD
Russell Baltimore, PDD
Dave Bell, Director, BSEED
Conrad Mallett, Corporation Counsel
Jason Harrison, Law Department
Bruce Goldman, Law Department
Daniel Arking, Law Department