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TO: City Planning Commission

FROM: Eric Fazzini, Staff

RE: Request of James Pappas of Fusco, Shaffer, & Pappas Architects to modify the plans for the existing PD (Planned Development) zoning classification for the multi-block area generally bounded by Santa Maria Street to the north, the rear lot lines of parcels along Biltmore Street to the east, the rear alley along the north side of West McNichols Road to the south, and the rear alley of Lindsay Street to the west.

DATE: June 3, 2024

On June 6, 2024, the City Planning Commission (CPC) will hold a 5:15 p.m. public hearing on this PD modification request. The location of the PD is indicated as the shaded area on the below map.



REQUEST

The request would amend Article XVII, Section 50-17-67, District Map No. 65 of the 2019 Detroit City Code, Chapter 50, Zoning, by modifying the existing PD created by Ordinance No. 29-06, last amended by Ordinance No. 15-16. The proposed PD modification is being requested to allow for the development of 96 garden style apartments (Multiple-family dwellings) completed over two phases.

PROPOSAL

The proposed conceptual plan is provided at the end of this report and as an attachment (Proposed Plan Set, sheet A.S.101). Also provided is the conceptual plan previously approved in 2016 as a part of a PD modification request (Ordinance No. 15). Referring to these two conceptual plans together provides a clear understanding of the major changes proposed to the site layout and buildings. The applicant has also submitted a Proposed Project Narrative with additional information that is attached. Below is a summary of the proposal and its relationship to the 2016 PD modification approval. The project would be developed over two phases, with the west half being phase one. If approved, phase two could be constructed without additional consideration by CPC or City Council.

Middle of PD between Lindsay Ave and Biltmore Ave (Phases 1 and 2)

As with previous plans, the middle core PD block between the city streets to remain would mirror each other at its west and east perimeter frontages. Along the west frontage (east side of Lindsay Avenue) would be four, two-story multi-family buildings with eight units each (9 two-bedroom units, 7 three-bedroom units). This area would be constructed as part of phase one. Along the east frontage (east side of Biltmore Avenue) would be the same proposal constructed as part of phase two. The goal for the city being to create a continuous street wall along both sides of Lindsay Avenue and Biltmore Avenue is something that goes back to the city's 2016 review and approval of plans and is something that this proposal generally maintains with different buildings.

In the middle of the block, to the rear of the buildings and frontages described above, are large parking areas, bio-retention areas, and play areas that are divided equally to be constructed as part of each phase. Additionally proposed for phase one is a one-story community center building located along Santa Maria Avenue in the direction of the church to the north. This community center building is not something that was proposed or approved as a part of previous plans, and would be considered a permissible accessory or incidental use to the dwellings. A conceptual community center floor plan has been submitted that indicates a proposed community room with kitchen, fitness center, laundry, office, and other areas. It is somewhat common for community center buildings like this to be developed alongside housing developments.

West frontage of Lindsay Ave (Phase 1):

As with previous plans, the west and ends of the development bookends (half blocks) of the PD development would mirror each other as far as site and building improvements.

Proposed along the west frontage of Lindsay Avenue would be two, two-story multi-family buildings with eight one-bedroom units each (16 one-bedroom units total). The buildings would be located at the north and south ends of the block, separated by a 20-space parking lot with perimeter walkways, dumpster enclosures, and bio-retention to be shared between the two buildings. For this same area of the PD, the 2016 PD modification approval included five, single-story duplex buildings with single-bay garages and shared driveways.

East frontage of Biltmore Ave (Phase 2):

Proposed along the east frontage of Biltmore Avenue would be two, two-story multi-family buildings with eight one-bedroom units each (16 one-bedroom units total). The buildings would be located at

the north and south ends of the block, separated by a 20-space parking lot with perimeter walkways, dumpster enclosures, and bio-retention to be shared between the two buildings. For this same area of the PD, the 2016 PD modification approval included five, single-story duplex buildings with single-bay garages and shared driveways.

BACKGROUND

2006 Ordinance No. 29

The property was originally requested to be rezoned to R3 in 2005 when Fellowship Chapel Church began the pursuit of their vision to redevelop the area around its new church at 7707 West Outer Drive. The original 2005 proposal was for a total of 132 units of market rate housing. The middle two PD blocks were considered for eight 12-unit buildings (96 units total). The west and east ends of the PD area were considered for 18 townhouses each (36 units total). A year later in 2006, the R3 rezoning request was amended to PD and approved by City Council. The 2006 PD approval retained the design of eight 12-unit multi-family buildings in the middle of the PD, but the townhouses approved for the west and east ends (18 units each, 36 total) were replaced with single family dwellings (12 units each, 24 total), a reduction of 12 units for a total of 120 units of housing approved with the PD. This 2006 approval was not developed due in large part to the economy at the time.

2016 Ordinance No. 15

In 2015, the development returned to the city, with Norstar as the developer, seeking a PD modification to reestablish the project. At that time, the project design, characterized as suburban, was objected to by the Housing and Revitalization Department (HRD), the Planning and Development Department (P&DD), and CPC staff. After several meetings between the developer and city staff, an agreement was reached to revise the project design to pursue a more urban design that was ultimately presented and recommended for approval by CPC. In 2016, the City Council approved the PD modification (Ord. No. 15-16) that amended the PD originally approved in 2006 (Ord. No. 29-06) with four conditions of approval.

Summary of 2016 Approval (refer to 2016 Conceptual Site Plan)

Please see the attached 2016 PD Modification Plan Set to view the plans approved in 2016.

- Total of 160 units of senior housing (2006: 120 units of market rate)
- Middle of PD between Lindsay Ave and Biltmore Ave:
 - Two, 70-unit apartment buildings (3 stories each)
 - Recreation area with plaza and gazebo
 - Retention pond with two fountains along Santa Marie Ave
 - 105-space parking lot with drop off areas at each building rear
 - Gilcrest Dr vacated for area to be included in development
 - Five-foot high perimeter security fence, gated access from Santa Maria Ave
- West frontage of Lindsay Ave:
 - Five, single-story duplex buildings with single-bay garages and driveways
 - Five-foot high perimeter security fence, enclosed rear yards
- East frontage of Biltmore Ave:
 - Five, single-story duplex buildings with single-bay garages and shared driveways
 - Five-foot high perimeter security fence, enclosed shared rear yard

2016 Staff Report Analysis

“The proposed modification would increase the number of units from the previously approved 120 units (2006 PD) to 160 units. Correspondingly, the project density moves from 15.5 units per acre to 22.7 for the central core and decreases by 1.8 along the sides. Despite what may appear to be an

intensification of use, the opposite is true since this would now be a senior housing project rather than market rate. This can be seen in the resultant change to the parking requirement, which was 180 spaces for the previous project, but as a senior housing project the parking requirement is reduced to 120 spaces. The developer proposes to provide 125 spaces, five spaces in excess of the requirement.

Were the previous pattern of single family detached development to be continued it would yield 66 units of housing across the subject property and require 132 parking spaces. The proposed use will provide greater open space, a consolidation of the majority of the surface parking and more pedestrian movement than vehicular traffic in general. While staff is happy to see the proposed pond and trusts that code requirements will be met, we are also mindful of public safety. Staff has reviewed the approval and design criteria and including the Master Plan explanation provided in the report finds the project proposal compliant.”

2016 Conditions of Approval (Ord. No. 15-16)

1. That the developer utilize more durable materials such as Hardie panel as opposed to EIFS particularly in higher traffic areas like the ground floor within budget or where feasible;
2. That in addition to meeting applicable code requirements relative to the proposed pond the developer to seek to further insure public safety through appropriate measures;
3. That the developer maintain the property in a neat and orderly fashion, managing dust and collecting and disposing of debris and rubbish, throughout all phases of construction from site preparation through occupancy of the last dwelling;
4. That the developer submit final site plans and elevations, landscaping, lighting, and signage plans to the City Planning Commission for review and approval prior to applying for applicable required permits.

PLANNING CONSIDERATIONS

Surrounding Zoning and Land Use

The zoning classifications and land uses surrounding the subject area are as follows.

North: R1; Institutional (Fellowship Chapel)
West: R1; Single family dwellings and vacant land
East: R1; Single family dwellings and vacant land
South: B2; Commercial

Master Plan Consistency (P&DD)

Impact on Surrounding Land Use

The previously approved plans contained significantly more units. The requested modifications will reduce the impact on the surroundings from what was previously approved.

Impact on Transportation

As the number of units has decreased, a reduction in traffic is anticipated impact. A bus route exists on W. McNichols just to the south. Access would be from Santa Maria and from the existing north-south streets.

Master Plan Interpretation

The area to be rezoned is in the Greenfield neighborhood. The area is designated Low Density Residential (RL). Such areas “... should have an overall density of up to 8 dwelling units per net residential acre. The areas are often characterized by single family homes with front yard setbacks

and driveways with garage or off street parking.” The rezoning is generally **consistent** with the RL designation.

COMMUNITY FEEDBACK

April 24 Informational Community Meeting

A community meeting was held on the evening of April 24, 2024, at Fellowship Chapel Church. The applicant’s Information Community Meeting Summary states the following regarding notification outreach for this meeting:

“Vista Print, a third party mailing service was used to mail meeting notification post cards to residents within the immediate project area. Letters were mailed directly to local block clubs and neighborhood churches. Flyers were distributed to local businesses. Personal phone calls were placed to neighboring community groups and where possible.”

“The CDC staff engaged in door knocking activities after the meeting in an effort to ensure the adjacent businesses and property owners were aware of the agency’s development plans and to solicit feedback and input.”

The Information Community Meeting Summary provides a summary of the project presentation and discussion that occurred at this meeting, below is an excerpt from this summary.

“During the meeting representatives from Amandla CDC, the Michaels Group and Fusco Shaffer and Pappas Inc. facilitated a detailed project overview including the proposed site plan which also includes, renderings of the building elevations for the various building types as well as floor plans for each unit type. It also included the same for the proposed community building. Project renderings were also strategically placed throughout the room for attendees to view. The presentation provided details such as the proposed project budget and timeline. The presentation also included information and backgrounds on the CDC, the development entity as well as the design team. It included examples of successful similar projects that each group has recently completed as a demonstration of their experience. This was followed by the question-and-answer period. During this time, residents were encouraged to write down questions and leave them with the development team to be analyzed for any possible concerns that may need to be addressed. Attendees were provided with a copy of the one-page project summary sheet for their reference and to share with others. In addition, attendees were asked to complete an evaluation of the presentation in an effort to the internal team make any improvements on any future meetings.”

CONCLUSION AND APPROVAL CRITERIA

Staff may be prepared to provide a recommendation at the conclusion of the scheduled public hearing.

As stated in ZO Section 50-3-97, previously approved PD site plans, elevations, and other development proposals, including proposed uses, may be amended, pursuant to the same procedure and subject to the same limitations and requirements by which said plans and proposals were initially approved.

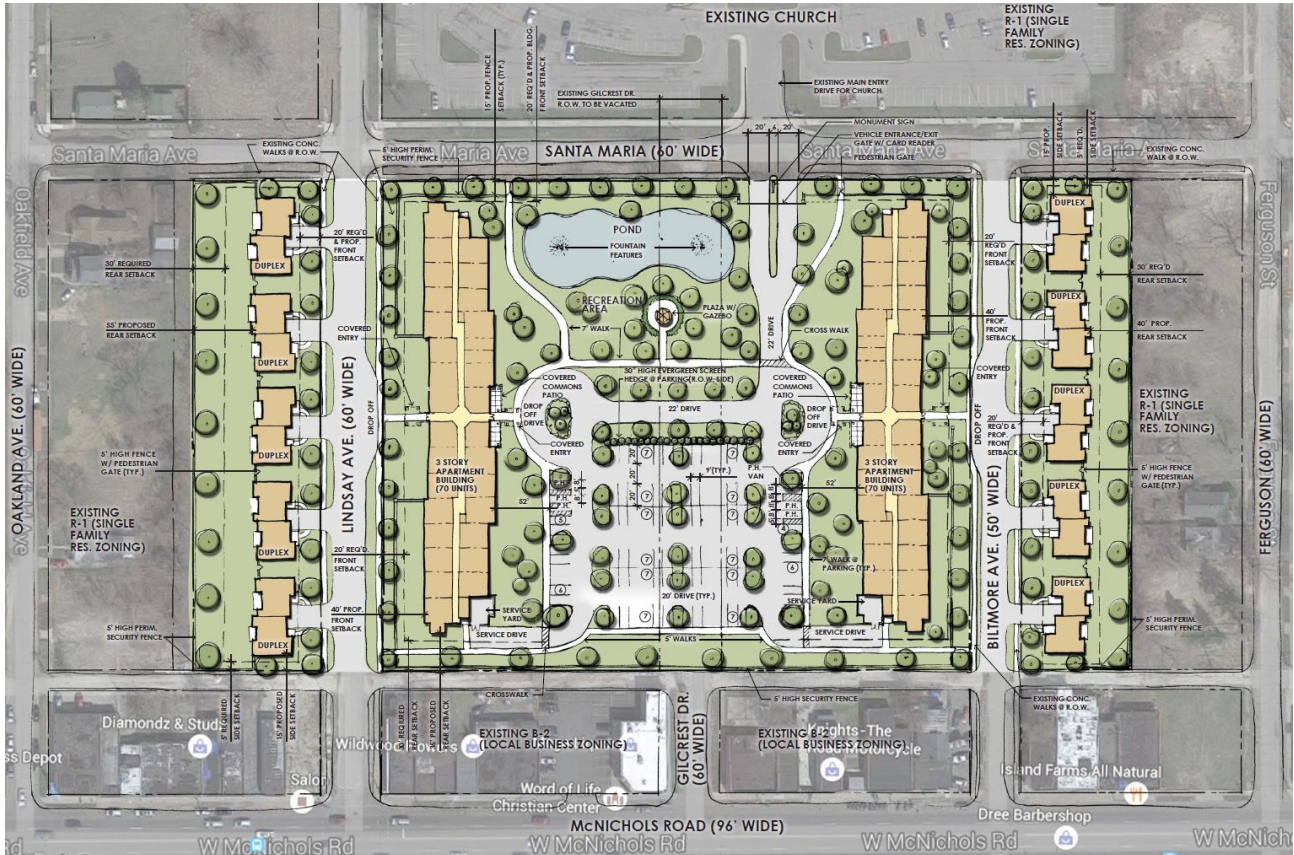
Sec. 50-3-96 – PD Approval Criteria

In addition to the approval criteria for zoning chapter map amendments that are set forth in Section 50-3-70 of this Code, approvals of planned developments shall be based on consideration of the following criteria:

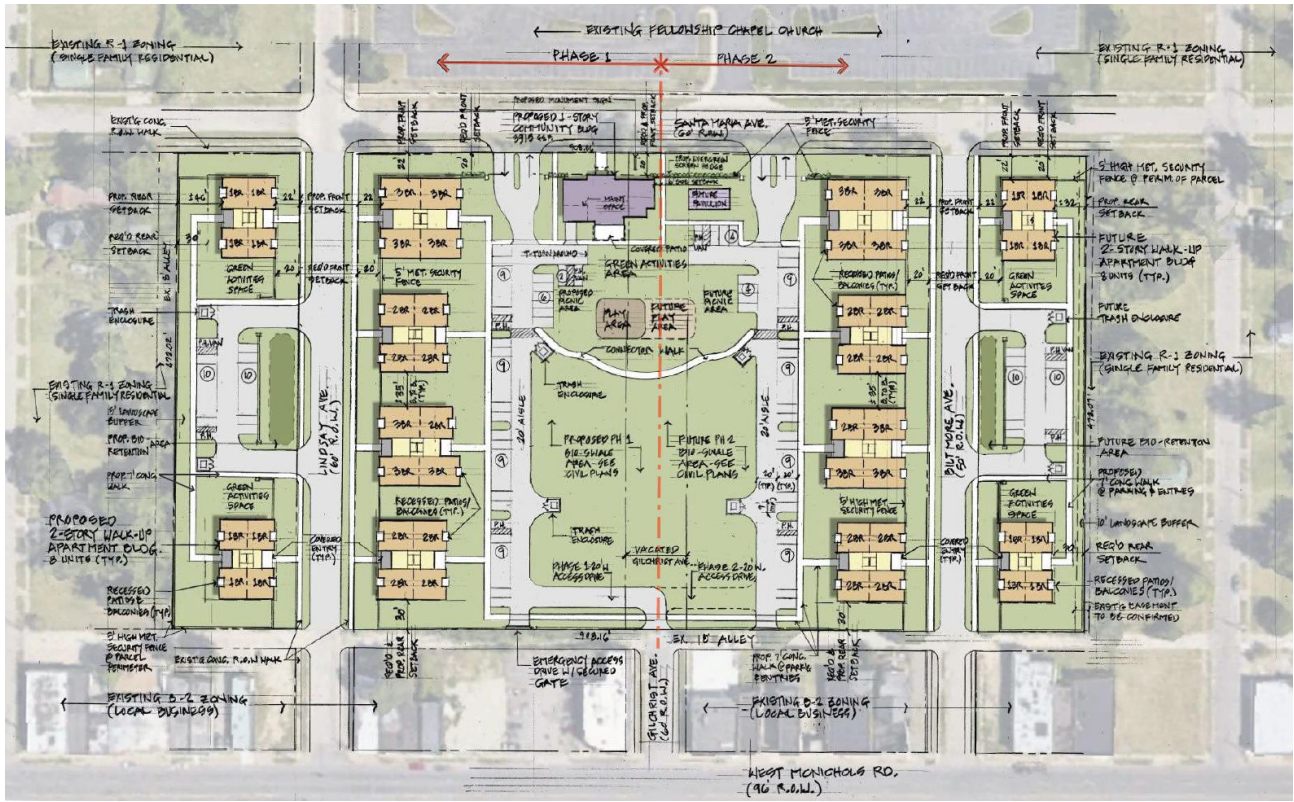
- 1) Whether the subject site:
 - a. Covers a minimum of two acres of contiguous land under the control of own owner or group of owners, except, that upon determining that an adequate development can be accomplished on a parcel of lesser size, the City Planning Commission may waive this requirement; and
 - b. Is capable of being planned and developed as one integral unit, except in unusual circumstances.
- 2) That no other zoning district classification would be more appropriate.
- 3) 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 benefits can be accomplished through a higher quality unified design that would be required by the typical regulations of this chapter. These benefits shall be demonstrated in terms of preservation of natural features, unique architecture, extensive landscaping, special sensitivity to land uses in the immediate vicinity, particularly well-designed access and circulation systems, and/or integration of various site features into a unified development.
- 4) Whether the location of the proposed Planned Development District is appropriate.
- 5) Whether the proposed planned development substantially responds to the intent of Section 503 of the Michigan Zoning Enabling Act, being MCL 125.3503, to:
 - a. Permit flexibility in the regulation of land development.
 - b. Encourage innovation in land use and variety in design, layout, and type of structures constructed.
 - c. Achieve economy and efficiency in the use of land, natural resources, energy, and the providing of public services and utilities, encourage useful open space; and
 - d. Provide better housing, employment, and shopping opportunities that are particularly suited to the needs of the residents.
- 6) 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 landowners.
- 7) That the proposed planned development is consistent with the Master Plan, as determined by the Planning and Development Department.
- 8) 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.

Attachments: Public Hearing Notice
2016 PD Modification Plan Set
Informational Community Meeting (April 24)
Proposed Project Narrative
Proposed Plan Set (dated 05.17.24)
PDD Master Plan Interpretation

cc: Antoine Bryant, Director, P&DD
 Karen Gage, P&DD
 Greg Moots, P&DD
 David Bell, Director, BSEED
 Conrad L. Mallett, Corporation Counsel
 Bruce Goldman, Law
 Office of Angela Whitfield-Calloway, City Council Member, District 2



2016 PD Modification Plan Set – Approved Conceptual Plan



Proposed Conceptual Plan (2024 Plan Set)