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# City of Detroit

CITY PLANNING COMMISSION  
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June 7, 2019

## HONORABLE CITY COUNCIL

**RE:** Request of Thomas Group Consulting and Parkstone Development Partners to amend Article XVII, District Map No. 63 of the 1984 Detroit City Code, Chapter 61, Zoning, by showing a B1 (Restricted Business District) zoning classification and a B4 (General Business District) zoning classification where an R6 (High Density Residential District) zoning classification currently exists on one (1) parcel commonly identified as 18520 West Seven Mile Road, generally bounded by Vassar Avenue to the north, Glastonbury Avenue to the east, W. Seven Mile Road to the south and Greenview Avenue to the west. **(RECOMMEND APPROVAL)**

## NATURE OF REQUEST AND PROJECT PROPOSAL

The City Planning Commission (CPC) has completed its review and deliberations on the request of Thomas Group Consulting and Parkstone Development Partners. Consistent with the analysis and findings provided below, the Commission recommends approval of the request to show a B1 (Restricted Business District) zoning classification and a B4 (General Business District) zoning classification where an R6 (High Density Residential District) zoning classification currently exists on one (1) parcel commonly identified as 18520 West Seven Mile Road, generally bounded by Vassar Avenue to the north, Glastonbury Avenue to the east, W. Seven Mile Road to the south and Greenview Avenue to the west.

## BACKGROUND

The subject property is located in Council District 1 and measures approximately thirteen (13) acres in area. Formerly known as the Arnold Home, the corner stone of that facility was laid in September 1931. Designed and built by Weston and Ellington the facility was opened to both men and women as a retirement facility in December of 1931. The first phase consisted of four wings, two stories high with beds for 115 patients, a dining hall, hospital facilities, and gathering rooms. Two more floors were added in 1938, completing the Greek revival façade, and bringing the capacity up to 235 patients.

By the 50th anniversary of the home in 1949, the Arnold Home had grown from a home for the infirm into a thriving community of retirees. Separate quarters for the hospital's nurses and executives were dedicated in 1952, and a 110-bed addition was completed in 1958, bringing the total number of residents to 395.

In July of 2004, the Arnold Home announced that it would be closing due to financial troubles. The 185 residents were relocated to other facilities, and 300 staff members were laid off. The home was vacated two months later. At the time, it was Michigan's oldest nursing home.

After several false starts, demolition of the Arnold Home started in May of 2013. The bulk of the structure was gone by August. The cost was covered by HUD grants that were originally intended for home demolition, but were re-routed for commercial buildings.

Since the most recent Wayne County Treasurer tax foreclosure in 2011 the subject property has gone through four title changes. The parcel commonly identified as 18520 W. Seven Mile Road is currently under the sole ownership of Davison Plaza Shopping Center Inc.

The subject property is located in Census Tract 5407. Based on the most recent census data the total population for the area is 3,753. There are approximately 1,197 households with an average of 3 persons per household. As of the 2010 census there were 1,458 residential units with 82% of those units being occupied.

***Proposed Development***

The proposed map amendments are being requested to allow for the establishment of a “Store of a generally recognized retail nature whose primary business is the sale of new merchandise” along the W. Seven Mile Road frontage and to allow for the establishment of a “governmental service agency” on the balance of the site located at 18520 W. Seven Mile Road. The initial phase of the development is anticipated to consist of one strip retail development along the W. Seven Mile Road frontage and one Department of Health and Human Services office facility on the northern portion of the site. Data collected by the Michigan Secretary of State office shows that a substantial number of residents who utilize the current W. Grand Boulevard DHHS facility located at 3040 W. Grand Boulevard in the former GM Headquarters building reside in the 48219 zip code.

Additional phases which would include the complete build-out of the W. Seven Mile Road commercial frontage as well as the addition of a second office building on the balance of the site are anticipated based on the demand for the services.

Pending the passage of the concurrently proposed text amendment, both the general retail and governmental service agency uses would be permitted by-right in the B1 and B4 zoning classifications respectively. It is the developer’s intent to break ground in either September or October of 2019.

**SURROUNDING LAND USE AND ZONING**

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

- North: R1; Single-family Residential along Vassar Avenue.
- East: R1 & B4; Single-family Resident along Glastonbury Avenue / Best Offer Auto used auto sales lot.
- South: B4; BP Gas Station / Greenview Auto Works / Five Star Hand Car Wash / Best Offer Auto secondary location.
- West: R1; Single-family Residential along Greeview Avenue.

**CITY PLANNING COMMISSION PUBLIC HEARING & OTHER COMMUNITY MEETINGS**

On April 4, 2019, the City Planning Commission held a public hearing on this request. There were three members of the public in attendance to address the rezoning request. Those in attendance spoke in support of the proposed rezoning.

## **PUBLIC HEARING RESULTS**

CPC staff along with the petitioner and Ms. Latrice McClendon the District Manager for City Council District 1 presented before the executive board of the O'Hair Park Community Association on Tuesday, March 19, 2019. There were approximately 24 residents in attendance. The community members present were overwhelmingly in support of the proposed text amendment and the rezoning.

Points of concern which were raised primarily revolved around the need for a traffic study and additional points of ingress and egress to the facility. One recommendation was a point of ingress and egress to be added on Greeview Avenue at Cambridge Avenue. Additionally, a point of ingress and egress was recommended for Vassar Avenue at the northern-most portion of the site.

## **MASTER PLAN CONFORMANCE**

The subject site is located within the Evergreen area of Neighborhood Cluster 8 of the Detroit Master Plan of Policies. The Future Land Use map for this area shows "Institutional" for the subject property. The Planning and Development Department (P&DD) has submitted a report dated April 2, 2019 which states in part:

*"The proposed development conforms to the Future General Land Use characteristics of the area."*

## **ANALYSIS**

The proposed zoning classification of B1 and B4 would permit the requested uses of general retail and governmental service agency on a by-right basis. The proposed B1 zoning classification would permit 36 by-right residential, public, civic, institutional, retail, service, commercial and other uses. The proposed B4 zoning classification would permit 74 by-right public, civic, institutional, retail, service, commercial, manufacturing, industrial and other uses, compared to the 34 permitted by right uses in the existing R6 zoning classification. The most intensive uses in the B4 zoning classification includes "Motor vehicle services" inclusive of repair and steam cleaning. Again, the B4 zoning classification is directed to the W. Seven Mile Road frontage which is presently developed with several automotive related uses. However, staff will note that many automotive related uses would not be able to achieve licensure, given the Mayor's moratorium which is scheduled to remain in effect until April 1, 2020.

The following analysis details how the proposed rezoning either meets or fails to meet the eight approval criteria of Section 61-3-80 of the Zoning Ordinance, which must be considered in making recommendations and decisions on standard rezoning requests.

- (1) *Whether the proposed amendment corrects an error or meets the challenge of some changing condition, trend or fact;*

Several areas of the City of Detroit are undergoing substantial reinvestment, inclusive of W. Seven Mile Road in northwest Detroit. With the demolition of the former Arnold Home site in 2013, the property has sat vacant and unimproved for over a decade. The proposed investment in this property will reinstitute the envisioned institutional use of the property while providing commercial and retail offerings along the W. Seven Mile Road corridor.

- (2) *Whether the proposed amendment is consistent with the Master Plan and the stated purposes of this Zoning Ordinance;*

The proposed rezoning of B1 and B4 respectively are consistent with the Master Plan of Policies as reflected in Planning and Development's April 2, 2019 report.

- (3) *Whether the proposed amendment will protect the health, safety, and general welfare of the public;*

The proposed rezonings are designed to keep density levels low in what is a traditionally low-density residential neighborhood. The intended use of governmental service agencies by way of the Department of Health and Human Services which is seeking to relocate their Senior services hub to a community which largely utilizes those services is consistent with zoning and the Master Plan of Policies.

- (4) *Whether the City and other service providers will be able to provide adequate public facilities and services to the subject property, while maintaining adequate levels of service to existing development;*

The physical characteristics of the subject property will change significantly as a result of the proposed rezoning. Preliminary site plans have been presented which show the layout of the proposed development. Given that the subject property is within a traditional street grid, disruption to city services is not anticipated.

- (5) *Whether the proposed rezoning will have significant adverse impacts on the natural environment, including air, water, soil, wildlife, and vegetation and with respect to anticipated changes in noise and regarding storm water management;*

There are no concerns regarding any of these aspects.

- (6) *Whether the proposed amendment will have significant adverse impacts on other property that is in the vicinity of the subject tract;*

The vast majority of the uses in the immediate area are either residential or commercial in nature. However, there is a densely populated residential neighborhood to the north of the subject property. Given the spacing, setback, landscaping and screening requirements for the proposed use, staff is of the opinion that no significant adverse impacts will occur as a direct result of the proposed rezoning.

- (7) *The suitability of the subject property for the existing zoning classification and proposed zoning classification; and*

As noted previously, the existing R6 zoning classification is not conducive for the proposed uses which are commercial and institutional in nature. Before making the recommendation to pursue a B1 and B4 zoning classification, respectively, CPC staff evaluated all zoning classifications and determined that the B1 and B4 zoning classification would allow for the proposed use and maintain the character of the neighborhood along the W. Seven Mile Road frontage, Greenview Avenue and Glastonbury Avenue, respectively.

- (8) *Whether the proposed rezoning will create an illegal "spot zone."*

Given the commercial nature of the corridor in which this rezoning has been requested along with the proposed rezoning's consistency with the Master Plan of Policies, CPC has concluded that the proposed rezoning would not constitute an illegal "spot zone."

***Suitability of the Property***

One of the aforementioned criteria for rezoning states, “The suitability of the subject property for the existing zoning classification and proposed zoning classification.” Zoning Map No. 63 generally shows a mix of R1 and B4 zoning to the north, south, east and west of the subject property. This section of the Evergreen subsector is primarily developed with residential and commercial uses. The existing residential properties along Greenview Avenue and Glastonbury Avenue were primarily built between 1942 and 1948. As previously stated, the B4 zoning classification allows for a variety of commercial offerings and supportive services for traditional residential neighborhoods. The proposed B1 zoning classification would allow for the implementation of institutional and limited commercial uses without introducing deleterious effects into a primarily residential neighborhood.

In general, the CPC looks favorably on the rezoning of the subject parcel to accommodate the expansion of commercial and retail services.

***Land Use***

The CPC is of the opinion that a B1 and B4 zoning classification is an appropriate designation consistent with the characteristics of the adjacent properties, which will allow for the establishment of commercial, retail and institutional related uses.

***Significant Impact on Other Property***

The CPC is of the opinion that the rezoning of this property from a commercial stand-point might add to the sustainability of the surrounding community by allowing the establishment of an economically viable, tax revenue generating development.

**RECOMMENDATION**

On April 11, 2019 the City Planning Commission voted to recommend approval of the request of Thomas Group Consulting and Parkstone Development Partners. Consistent with the analysis and findings provided above, the CPC recommends approval of the request to show a B1 (Restricted Business District) zoning classification and a B4 (General Business District) zoning classification where an R6 (High Density Residential District) zoning classification currently exists on one (1) parcel commonly identified as 18520 West Seven Mile Road, generally bounded by Vassar Avenue to the north, Glastonbury Avenue to the east, W. Seven Mile Road to the south and Greenview Avenue to the west.

Respectfully submitted,

ALTON JAMES,  
CHAIRPERSON



Marcell R. Todd, Jr, Director  
George A. Etheridge, Staff

Attachments:  
Zoning Map No. 63  
Ordinance

Alton James  
Chairperson  
Lauren Hood, MCD  
Vice Chair/Secretary

# City of Detroit

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Gregory Pawlowski  
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Angy Webb

## **NOTICE OF PUBLIC HEARING**

A public hearing will be held by the Detroit City Planning Commission in the Committee of the Whole Room, 13th Floor, Coleman A. Young Municipal Center, 2 Woodward Avenue, Detroit, Michigan 48226, on

### **THURSDAY, APRIL 4, 2019 AT 6:15 PM**

to consider the request of the Thomas Group Consulting and Parkstone Development Partners to amend Article XVII, District Map No. 63 of the 1984 Detroit City Code, Chapter 61, Zoning, by showing a B4 (General Business District) and B1 (Restricted Business District) zoning classification where an R6 (High Density Residential District) zoning classification currently exists on one (1) parcel, commonly identified as 18520 W. Seven Mile Road.

The location of the proposed rezoning is specifically indicated as the shaded area on the accompanying map.

The proposed map amendment is being requested to allow for the establishment of a “Store of a generally recognized retail nature whose primary business is the sale of new merchandise” along the W. Seven Mile Road frontage, and a “Governmental service agency” on the balance of the parcel at 18520 W. Seven Mile Road. The proposed retail and commercial uses would be permitted on a by-right basis in the proposed B1 and B4 zoning classifications pending the approval of a text amendment to allow governmental service agencies in the B1 zoning classification.

The pertinent zoning district classifications are described as follows:

#### **R6 – High Density Residential District**

The district is designed as a high-density multiple-dwellings district to be used primarily in areas adjacent to the Central business district, the New Center Area, the Cultural Center, the waterfront, certain large city parks, and other areas which have a high concentration of persons and land values. This district will permit a range of living accommodations, from the low-density dwelling up to very high-density dwellings, including institutions and residentially related uses, and will permit certain specified service and convenience-type commercial uses of a character unlikely to develop excessive traffic but which will serve the residents of the immediate area. Single-family detached and two-family dwellings will not be permitted in this district by-right but may be allowed as Conditional Uses.

#### **B1 – Restricted Business District**

The B1 District is designed to provide an adequately controlled transition in land use from residential to business and commercial uses and is mapped accordingly. Permitted uses are limited to those which are desirable and can be fitted into such a transitional pattern of land

use. Front, side, and rear setbacks are required of all permitted residential and commercial uses. To protect housing adjacent or across an alley, a lot line wall is required of nonresidential uses where adjacent to, or across an alley from, residential property.

#### **B4 – General Business District**

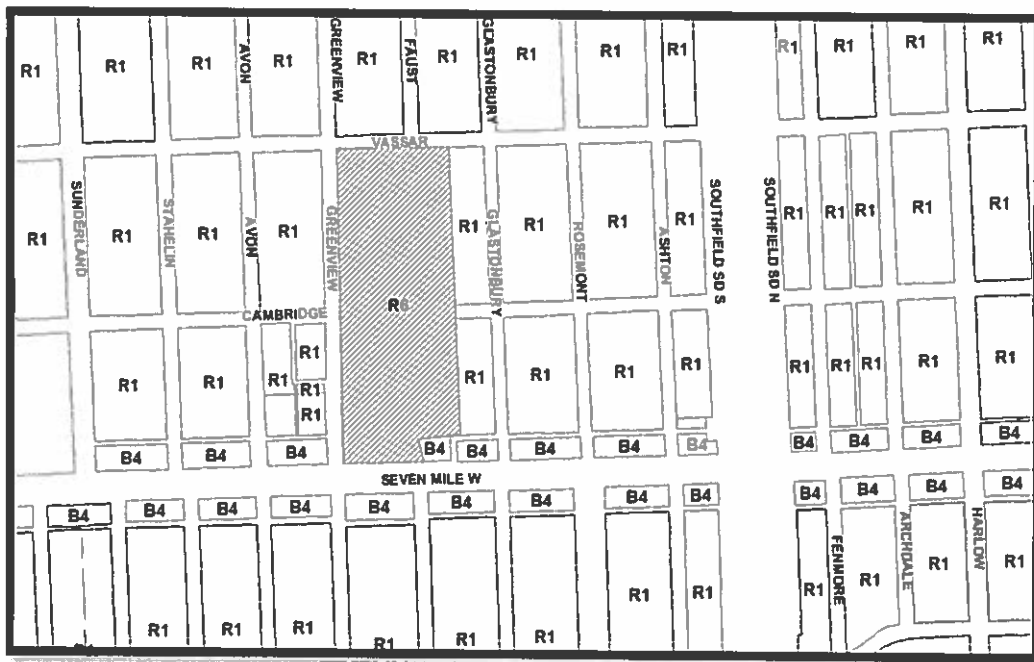
The B4 General Business District provides for business and commercial uses of a thoroughfare-oriented nature. In addition to these uses, other businesses, which may benefit by drawing part of their clientele from passing traffic are permitted. Additional uses, which may be successfully blended with permitted by-right uses, are conditional.

A Zoning Ordinance map amendment requires approval of the City Council after a public hearing and after receipt of a report and recommendation by the City Planning Commission. This Zoning Ordinance map amendment request is being considered consistent with the provisions of Article III, Division 3 of Chapter 61 of the 1984 Detroit City Code, the Detroit Zoning Ordinance.

You may present your views on this proposal by attending this hearing, by authorizing others to represent you, or by writing to this office prior to the hearing; 2 Woodward Avenue, Room 208, Detroit, Michigan 48226 (FAX: 313-224-4336). Because it is possible that some who are affected by this proposal may not have been notified, it is suggested that you kindly inform your neighbors so that they too may express their positions if they so desire.

With advance notice of seven calendar days, the City of Detroit will provide interpreter services at public meetings, including language translation and reasonable ADA accommodations. Please contact the *Civil Rights, Inclusion and Opportunity Department* at 313-224-4950, through the TTY number 711, or email [crio@detroitmi.gov](mailto:crio@detroitmi.gov) to schedule these services.

For further information on this proposal or the public hearing, please call (313) 224-6225.



## **Proposed Rezoning from R6 to B1 and B4**

XXX	XXX	XXX
72	63	64
74	65	66

OAKLAND COUNTY

EIGHT MILE ROAD



SUNDERLAND AVENUE

72

GREENFIELD AVENUE

64

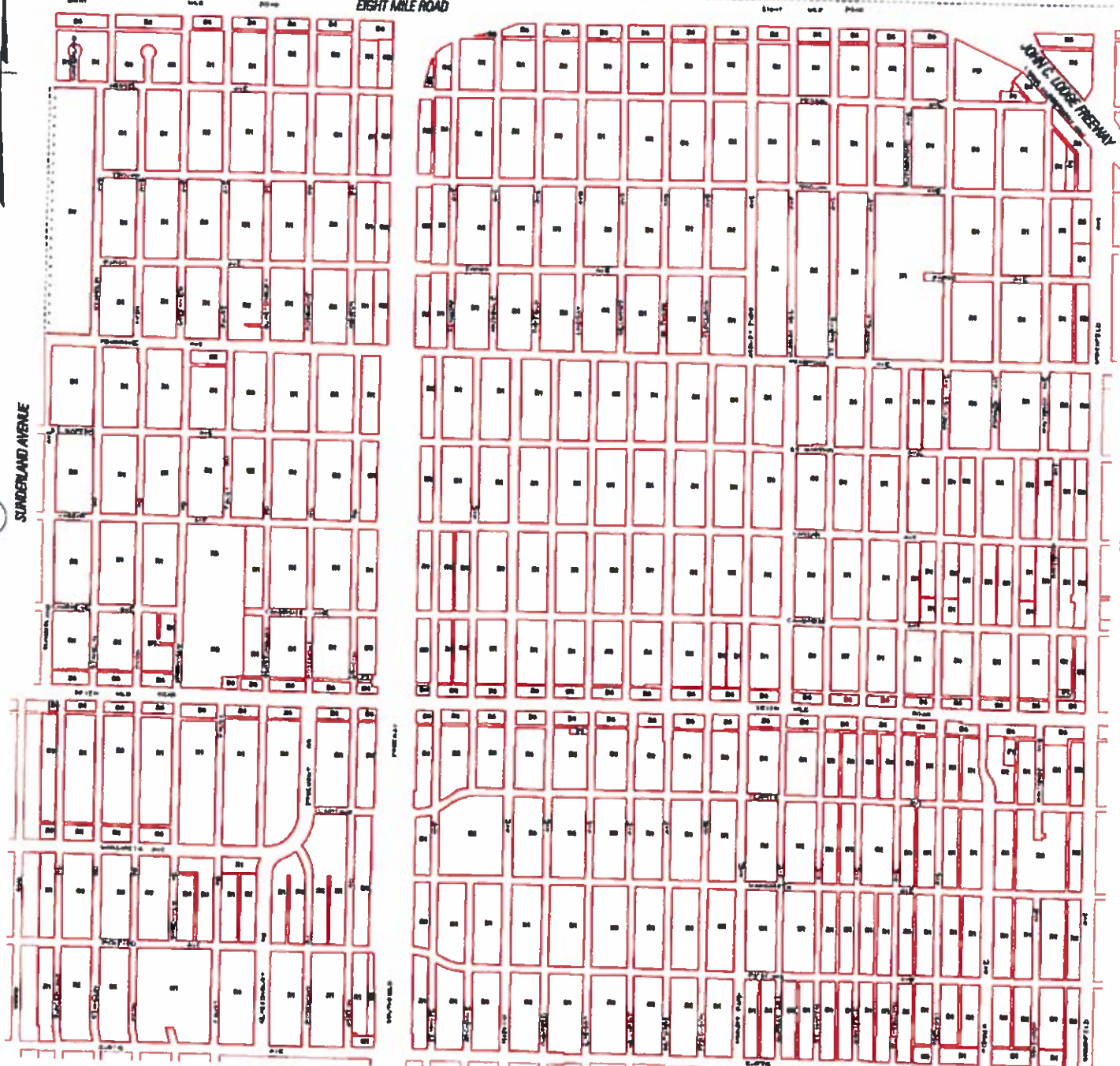
JOHN C. LODGE FREEWAY

CURTIS AVENUE

65

63 (7-20-2007)

63







TO: Mr. Marcell Todd, Legislative Policy Division  
FROM: Esther Yang, Planning and Development  
RE: Master Plan Interpretation for Rezoning at 18520 W. Seven Mile Road  
DATE: April 2, 2019  
CC: Maurice Cox, Director, Planning and Development

RE: **Master Plan Interpretation to amend Article XVII, District Map No. 63 of the 1984 Detroit City Code, Chapter 61, Zoning, by showing a B1 (Restricted Business District) and B4 (General Business District) zoning classification where an R6 (High Density Residential) currently exists. Subject site is located on 18520 W. Seven Mile Road**

Pursuant to the City of Detroit's City Charter (Sections 6-202 and 6-204), the Planning and Development Department's (P&DD) Planning Division submits the following review of the proposed rezoning.

**Petitioner:** Thomas Group Consulting and Parkstone Development Partners

**Location and Project Proposal:** Subject site is located at 18520 W. Seven Mile Road. The proposed rezoning to a B4 (General Business District) will support the establishment of a retail business along W. Seven Mile Road. Additionally, the proposed rezoning to a B1 (Restricted Business District) will support the creation and operation of a new government service agency, the Michigan Department of Health and Human Services.

**Existing Site Information:** The existing site was the former location of the Arnold Home, a senior living community that was demolished in 2013. The site currently sits vacant and is approximately 13 acres and consumes a quadrant of approximately 4 neighborhood blocks.

**Surrounding Site Information:** The subject site is surrounded on the west, north, and east sides by residential neighborhoods; the southern side of the subject site fronts W. Seven Mile Road and is adjacent to a mixture of commercial/retail businesses, auto yard, a church, and a sprinkling of community interest establishments

#### **Interpretation**

##### **Impact on Surrounding Land Use**

The proposed use on the subject site will re-occupy/redevelop a large area of unproductive property and potentially attract more foot and/or commuter consumer traffic for adjacent existing businesses. Proposed business uses and rezoning on subject site could also attract and diversify business types and more small-scaled neighborhood-friendly retail to balance out the dominance of auto-related business that dominate the immediate adjacent blocks

##### **Impact on Transportation**

Subject site is serviced by a DDOT bus line and has the potential to attract ridership of individuals seeking retail destinations and services at the Michigan Department of Health and Human Services



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### **Master Plan Interpretation**

The subject site area is designated **Institutional (INST)**. Institutional status applies to areas of approximately 10 acres or more with educational, religious, health or public uses, including: churches, libraries, museums, public or private schools, hospitals, or government building, structure or land used for public purposes.

The following policies of the Evergreen neighborhood describe the following recommendations:

- Policy 1.1 – Use code enforcement as a tool to maintain the stability of the area north of Seven Mile and southeast of Seven Mile and Evergreen
- Policy 3.1 – Target McNichols and Seven Mile with business improvement and retention programs
- Policy 5.1 – Encourage code enforcement, the removal of abrasive commercial uses, and physical improvements along Seven Mile and McNichols

**The proposed development conforms to the Future General Land Use characteristics of the area.**

### **Attachments**

Future General Land Use Map: Neighborhood Cluster 8, Evergreen, Map 8-2B

## SUMMARY

An ordinance to amend Chapter 61 of the 1984 Detroit City Code, '*Zoning*,' commonly known as the Detroit Zoning Ordinance, by amending Article XVII, District Map No. 63 to show a B1 (Restricted Business District) zoning classification and a B4 (General Business District) zoning classification where an R6 (High Density Residential District) zoning classification currently exists on one (1) parcel commonly identified as 18520 West Seven Mile Road, generally bounded by Vassar Avenue to the north, Glastonbury Avenue to the east, W. Seven Mile Road to the south and Greenview Avenue to the west.

1 BY COUNCIL MEMBER \_\_\_\_\_:

2 AN ORDINANCE to amend Chapter 61 of the 1984 Detroit City Code, 'Zoning,'  
3 commonly known as the Detroit Zoning Ordinance, by amending Article XVII, District Map No.  
4 63 to show a B1 (Restricted Business District) zoning classification and a B4 (General Business  
5 District) zoning classification where an R6 (High Density Residential District) zoning  
6 classification currently exists on one (1) parcel commonly identified as 18520 West Seven Mile  
7 Road, generally bounded by Vassar Avenue to the north, Glastonbury Avenue to the east, W.  
8 Seven Mile Road to the south and Greenview Avenue to the west.

9 IT IS HEREBY ORDAINED BY THE PEOPLE OF THE CITY OF DETROIT  
10 THAT:

11 Section 1. Article XVII, Chapter 61 of the 1984 Detroit City Code, 'Zoning,' commonly  
12 known as the Detroit Zoning Ordinance, is amended as follows:

13 District Map No. 63 to show a B1 (Restricted Business District) zoning classification and  
14 a B4 (General Business District) zoning classification where an R6 (High Density Residential  
15 District) zoning classification currently exists on one (1) parcel commonly identified as 18520  
16 West Seven Mile Road, generally bounded by Vassar Avenue to the north, Glastonbury Avenue  
17 to the east, W. Seven Mile Road to the south and Greenview Avenue to the west, identified more  
18 specifically as:

19 Land situated in the City of Detroit, County of Wayne, State of Michigan. as  
20 follows:

21 N SEVEN MILE RD W ALL THAT PT OF S E 1/4 SEC 2 T I S R 10 E DESC  
22 AS FOLS BEG AT A PTE IN W LINE MILLDALE SUB DIST N OD 01M W  
23 60 FT FROM S W COR SD SUB TH S 88D 50M W 305.93 FT TH N OD 13M

1           10S E 1230.30 FT TH N 88D 59M E 300 .85 FT TH S 0D 01M E 1229.53 FT TO  
2           P O B ALSO 240 THRU 265 AND VAC CAMBRIDGE AVE & VAC FAUST  
3           AVE ADJ SD LOTS ALSO N 83 FT OF 271 THRU 268 N 83 FT OF W 5 FT  
4           267 AND VAC ALLEY & VAC FAUST AVE ADJ MILLDALE SUB L39 P62  
5           PLATS, W C R 22/353 12.93 ACRES.

6           **Section 2.** All ordinances or parts of ordinances in conflict with this ordinance  
7 are repealed.

8           **Section 3.** This ordinance is declared necessary for the preservation of the public peace,  
9 health, safety, and welfare of the people of the City of Detroit.

10           **Section 4.** This ordinance shall become effective on the eighth (8<sup>th</sup>) day after publication  
11 in accordance with MCL 125.3401(6) and Section 4-118, paragraph 3, of the 2012 Detroit City  
12 Charter.

Approved as to Form:

  
Lawrence Garcia  
Lawrence Garcia  
Corporation Counsel