

EASTERN MARKET ZONING UPDATE AND MASTER PLAN AMEMDMENT

CORE MARKET AND
GREATER EASTERN MARKET (GEM)

Public Meeting #2 November 11, 2020

WWW.DETROITMI.GOV/EASTERNMARKET



What is Zoning?

ZONING is how cities divide up land by zones to regulate the uses that can take place on a property





"R" ZONES



Retail

"B" ZONES



Business

"B" ZONES



Industrial

"M" ZONES

Cities use ZONES to designate a type and use of an area of land



On a Zoning Map a residential zone is listed here as R1, for example, this zone specifies a particular area of land where people will live and build their homes

.....MKT would be <u>a new zone</u> created just for the area of Eastern Market that we are here to discuss today

		Residential				Residential Business				SS	Industrial							
Use Category	Specific Land Use	R 1	R 2	R 3	R 4	R 5	R 6	B 1	B 2	B 3	B 4	B 5	B 6	M 1	M 2	M 3	M 4	M 5
Sec. 61-12-24. Hospital. (Ord. No. 11-05, §1, 5-28-05; Ord. No. 23-14, §1, 07-24-14)	Hospital or Hospice				С	R	R	R	R		R	R						

LAND USE PERMISSIBILITY TERMS







(R) By-right.

(C) Conditional:

Requires a Public Hearing

(BLANK) Prohibited.

Detroit Administration of Zoning

City Planning Commission (CPC)

- Zoning text amendments
- Rezonings

Buildings & Safety Engineering Environment Department (BSEED)

- Conditional land use public hearings
- Permit review and approval
- Code enforcement

Board of Zoning Appeals (BZA)

- Dimensional variance zoning code appeals
- Non-conforming uses
- Hardship relief cases

Planning & Development Department (P&DD)

- Neighborhood plans and Master Plan
- Historic review
- Concept plan review

WHY SHOULD I CARE? (How Zoning can HELP me)



Zoning regulates what is and is not permitted on land and it can:

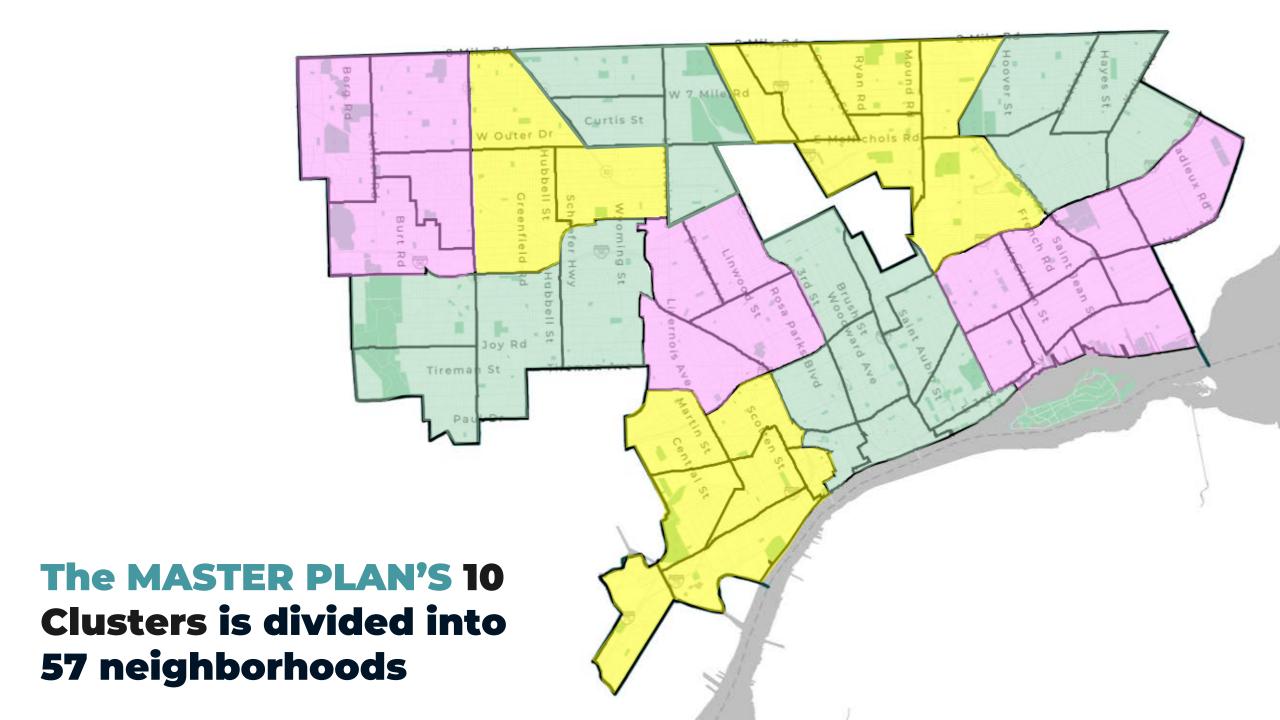
- Preserve your area's unique character to achieve the community's vision for the future
- Delineates parks, recreational and open space
- Prevent incompatible uses in a neighborhood
- ADJUSTMENTS OF INTENSITY AND DIMENSIONAL STANDARDS ARE ALLOWED UP TO 10% BY BSEED WITHOUT A PUBLIC HEARING
- VARIANCES OF DEVELOPMENT, INTENSITY, AND DIMENSIONAL STANDARDS GO TO THE BZA, WHICH TRIGGER A NOTICE FOR A PUBLIC HEARING.

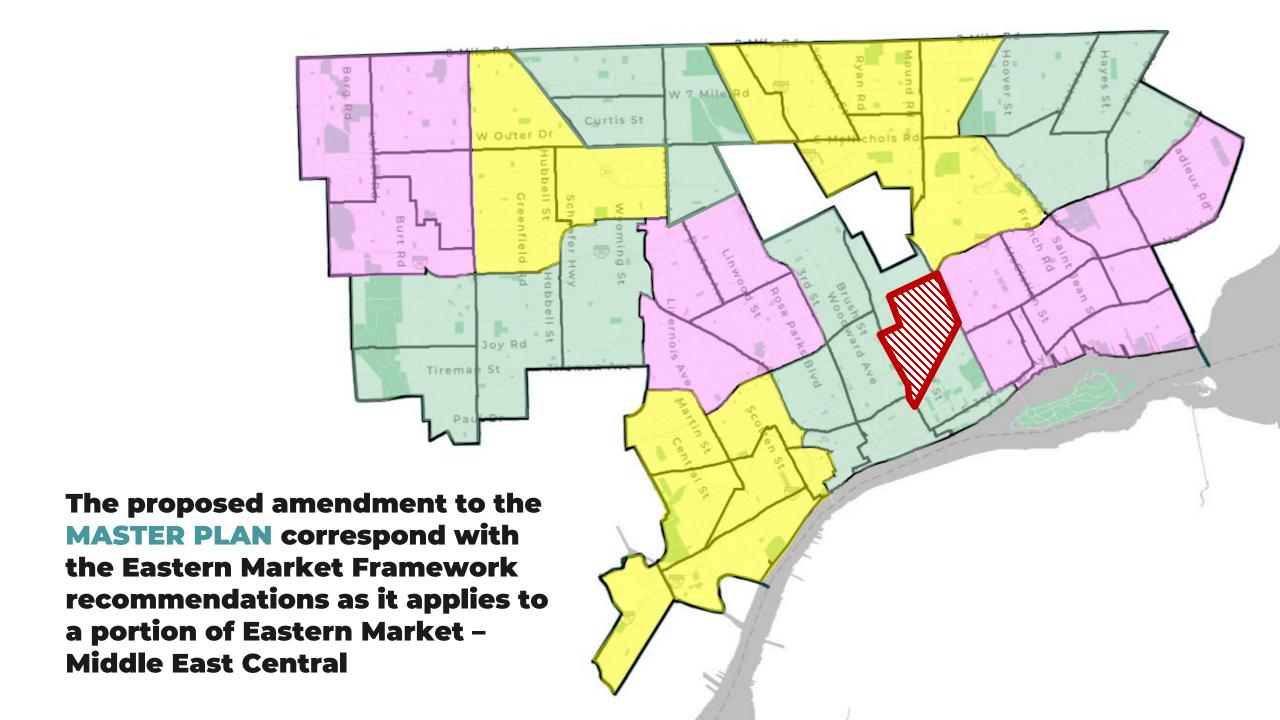
What is the Master Plan of Policies?

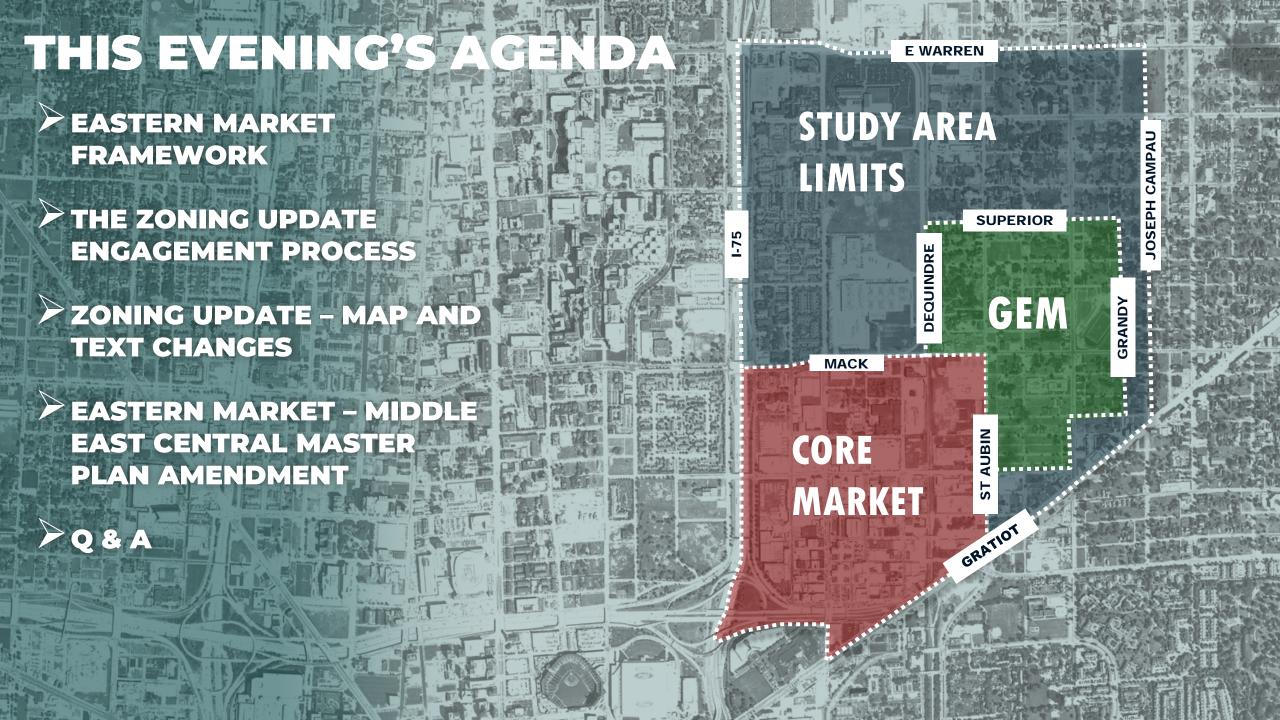
The Master Plan of Policies:

- Sets forth a COMPREHENSIVE LONG-RANGE STRATEGY for the City of Detroit
- Is intended to be both LONG-RANGE &
 VISIONARY that provides guidance for actions
- The plan is DESIGNED TO CHANGE in response to new information and changing circumstances









NEIGHBORHOOD FRAMEWORK

- The FRAMEWORK began in January 2018 and was completed in November 2019
- PENGAGEMENT included 7 Roundtable Discussions (20-70 participants each); 5 Public Meetings (collectively over 700 in attendance). Numerous community stakeholder meetings as needed in various formats.
- THREE GOALS AND OBJECTIVES JOBS For Detroiters, IMPROVE QUALITY OF LIFE, KEEP THE AUTHENTICITY AND FUNCTION of the Market
- Implementing the framework means
 UPDATING THE ZONING ORDINANCE AND
 AMENDING THE MASTER PLAN OF POLICIES



IMPLEMENTATION

CONTINUED ENGAGEMENT THROUGH FRAMEWORK IMPLEMENTATION

- Riopelle streetscape 2018/ 2019 opened spring 2020
- ✓ HDAB Local Historic District protecting the market sheds with a local historic preservation district Fall 2020
- ✓ Future Food Business Development and release of RFP's for opportunity sites Grobbel Fall 2020
- ☐ Dequindre Cut Extension as part of the Joe Louis Greenway
- Zoning Update and Master Plan Amendment – TODAY and ONGOING



ZONING UPDATE ENGAGEMENT THUS FAR...

Due to the COVID Pandemic, we were are only able to offer virtual (ZOOM) meetings through Governor Whitmer's Executive Order and now under the Michigan Open Meetings Act, as amended by the legislature..

2 Focus Group Meetings (20-30 Participants each)

1 Public Meeting (over 50 in attendance)

Zoning Designation
Land-Use Planning (Neighborhood Planning and Core Market)
Setbacks and Screening
Future Development
Community Engagement
Historic Preservation with Height Limit Areas

Numerous community, individual, proprietor, and developer stakeholder zoom conferences and calls with the joint effort of PDD, CPC, and partners DEGC and Eastern Market Partnership.

Project Kick-off~ January 6, 2020 | Update and Amendment Completion ~ TBD

Why are we proposing a new Special District for Market and Distribution zoning district?

Eastern Market is unique to the metro region. We are proposing to create a new zoning classification tailored to the Eastern Market area – called SD-MKT for Market and Distribution

- ☐ MKT will restrict Heavy Industrial Uses from establishing in Eastern Market and the GEM
- ☐ MKT will prioritize food production over all other non-residential uses
- ☐ MKT provides for ample setbacks from residential properties in the GEM
- □ MKT will allow more mixed use development, while adding an additional layer of review for some non-food production uses, such as new construction and larger non-food production uses

GEM, CORE MARKET, GRATIOT CORRIDOR CURRENT ZONING



B4 - General Business

B6 – General Services

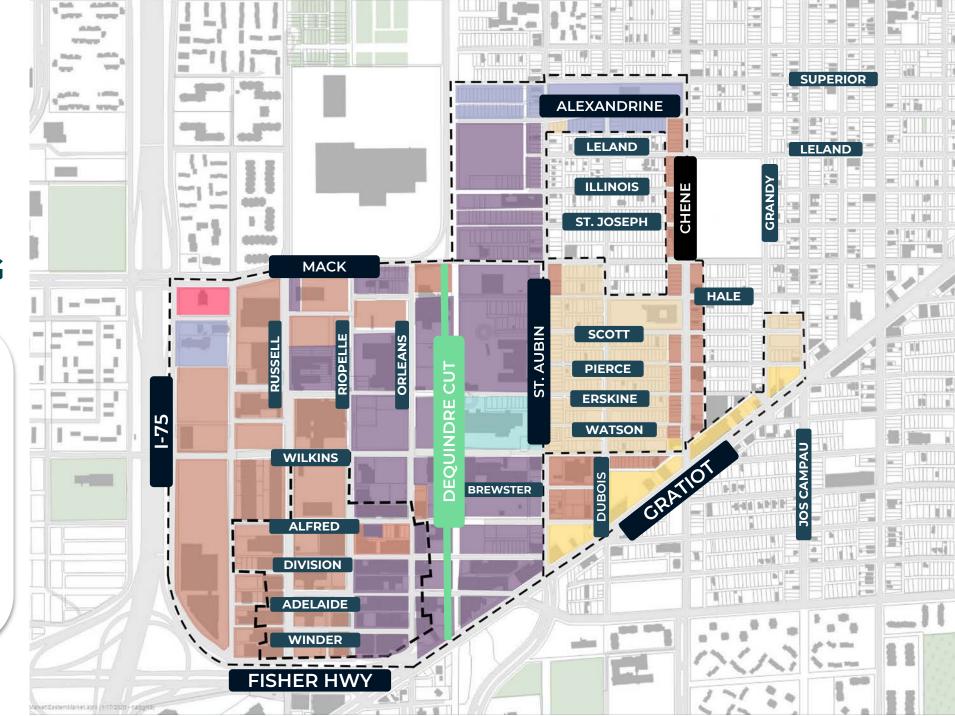
R1 - Single-Family Residential

R2 – Two-Family Residential

R3 – Low-Density Residential

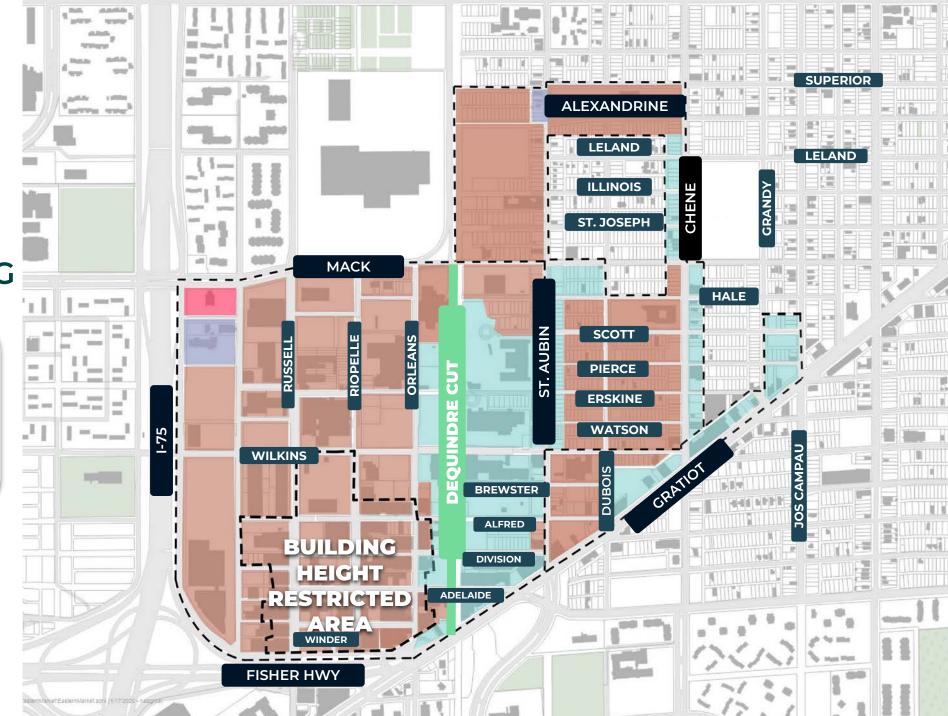
PD - Planned Development

SD2 – Special District



GEM, CORE MARKET, GRATIOT CORRIDOR PROPOSED ZONING





EASTERN MARKET ZONING UPDATES

Changes to support the desired character of Eastern Market

MAP CHANGE

- Core Market Update commercial areas (business and manufacturing) under market specific MKT zone, replacing B6.
- Core Market Designate SD2 for mixed use development along the Dequindre Cut to Gratiot and the East side of Chene
- GEM Update residential parcels to MKT zone. Designate SD2 for live/ work and workforce housing development.
- Gratiot Corridor Updated to SD2 for mixed use development

TEXT CHANGE

- Define a market specific zoning district, MKT, for market and distribution.
- Existing uses shall be incorporated into the MKT zone from B6, except for noxious uses other than slaughterhouses and carbon ice manufacturing
- Use groups will be updated to remove uses no longer applicable or desired

TEXT CHANGE

- Incorporate property lot-line build standards
- Promote preservation and adaptive reuse of heritage and existing structures in the proposed height limit area
- Incorporate setback and screening MINIMUM requirements of food businesses from residential areas

PROPOSED MAP AND TEXT AMENDMENTS, AND USE PERMISSIBILITY TABLE ARE POSTED ON THE PDD WEBSITE

M3 TO MKT LIGHT-INDUSTRIAL USE

Industrial Land Use	М3	MKT
Contractor yard	R	
High/medium-impact manufacturing or processing	R	R*
High-impact manufacturing or processing	С	C*
Low/medium-impact manufacturing	R	R* _
Low-impact manufacturing or processing	R	R
Machine shop	С	
Outdoor storage facility	С	
Tank storage of bulk oil or gasoline	R	
Trucking Terminal and transfer building	R	
Trucking Terminal and transfer building for food	R	С
Warehouse for food	R	R
Warehouse for non-food	R	С

MKT eliminates
heavy industrial
but allows a
handful of lessintensive food
production uses

R - BY-RIGHT USE

C - CONDITIONAL USE (Hearing Required)

* - ONLY SELECT LESS INTENSIVE FOOD-RELATED USES

COMMERCIAL / INDUSTRIAL LAND USE

Commercial / Industrial Land Use		MKT
Contractor yard	R	
High-impact manufacturing or processing		C*
High/medium-impact manufacturing or processing		R*
Low/medium-impact manufacturing		R*
Low-impact manufacturing or processing (bakery, creamery, bottling, food processing)	R	R
Slaughter house under 15,000 SF	С	С
Slaughter house over 15,000 SF	С	
Plumbing, HVAC, Furniture Repair, Carpenter shops	R	
Trucking Terminal and transfer building	R	
Trucking Terminal and transfer building for food	R	R
Warehouse for food	R	R
Warehouse for non-food	R	С

MKT will now allow a handful of less-intensive food production uses, most of which operate in the market today

HIGH-MEDIUM-LOW IMPACT USE LIMITATIONS

High-impact manufacturing or processing*
High/medium-impact manufacturing or processing*
Low/medium-impact manufacturing or processing*

* ONLY SELECT LESS INTENSIVE FOOD-RELATED USES



*MKT will ONLY allow the following

- ✓ Carbonic Ice manufacture (Dry Ice)
- ✓ Meat Products Manufacturing or Processing
- ✓ Canning Factories (excluding fish products)
- ✓ Brewing or Distilling of Liquors
- ✓ Brewing of 20,000 or More Barrels of Beer Or Malt Beverage Per Year
- ✓ Coffee Roasting
- ✓ Dog or Cat Food Cannery or Manufacture (excluding rendering or the use of fish)

HIGH-MEDIUM-LOW IMPACT USE LIMITATIONS

High-impact manufacturing or processing*
High/medium-impact manufacturing or processing*
Low/medium-impact manufacturing or processing*

* ONLY SELECT LESS INTENSIVE FOOD-RELATED USES



Full List of Uses Not Permitted in MKT Here

*MKT <u>WILL NOT</u> allow ANY other uses listed under these classifications, including, but not limited to, the following:

- X Starch Manufacturing
- X Glucose Manufacturing
- X Sugar Refining
- X Carbonated Gas Manufacturing
- X Automotive, agricultural or heavy machinery manufacturing
- X Tires, turpentine, engines, glass, and concrete pipe manufacture
- X Concrete Batching Plant
- X Roofing Materials Manufacture
- X Plating or anodizing
- X Die Casting
- X Plastic Products Manufacture
- X Canvas Goods Manufacture
- X Glass Laminating
- X Plastic Products Forming or Molding

HIGH-MEDIUM-LOW IMPACT USE LIMITATIONS

High-impact manufacturing or processing*
High/medium-impact manufacturing or processing*
Low/medium-impact manufacturing or processing*

* ONLY SELECT LESS INTENSIVE FOOD-RELATED USES



Full List of Uses Not Permitted in MKT Here

*MKT <u>WILL NOT</u> allow ANY other uses listed under these classifications, including, but not limited to, the following:

- X Standard ufacturing
- X Gluc ufacturing
- X Sugar
- X Carbona Manufa
- X Automotive Uturz vy machinery n
- X Tires, turpenting glass, and concrete pipers
- X Concrete Batck
- X Roofing Mate ____ re
- X Plating or a g
- X Die Casti
- X Plastic S Manufact
- X Cany as Manufacture
- X Gla nating
- X Places Forming or Morang



Residential and Commercial Land Uses	В6	MKT
Residential w/ permitted commercial	С	С
Loft	С	R
Bar	C/R	С
Alcohol sales (Party Store)	С	С
Hotel	C/R	С
Office, new construction	R	С
Office, rehab adding <200% 1st floor area	R	R
Restaurant, without drive-through	R	R
Restaurant, with drive-through	R	
Stores	R	R*
Used auto sales	R	
Used tire sales	С	

MKT allows more mixed uses, while adding an additional layer for some nonfood production uses

Henry the Hatter, Eastern Market, Detroi



*MKT by-right, not limited to

- √ Renovation for residential (lofts)
- ✓ Office in a renovated building of any size + expansion of 200% of ground floor area
- ✓ All retail shops up to 15K SF in size
- √ Food related maker space of any size
- ✓ Restaurants
- ✓ Art gallery or museum
- ✓ Cooking, dance, art schools or studios
- ✓ Animal Grooming, Barber or Beauty Shop, Nail Salons above 1st Floor

*MKT conditional, not limited to



- √ Hotel or youth hostel
- ✓ New construction office (not including 200% expansion of ground floor area of existing structures)
- ✓ Non-food related services, such as veterinary clinic, fitness club, medical clinic
- ✓ Parking structure only with ground floor retail

Residential and Commercial Land Uses	B4	SD2
Residential w/ permitted commercial	С	R
Loft	С	R
Bar	С	R
Clothing, jewelry and candy manufacturing	С	R
Hotel	С	С
Low-impact manufacturing or processing		R
Party store	С	С
Restaurant, carry-out or fast-food without drive-through	R	R
Restaurant, standard, without drive-through	R	R
Trestaurant, standard, with lout drive-timough	11	11
Plumbing, HVAC, Furniture Repair, Carpenter shops	R	C*
Used auto sales	С	

SD2 Allows easier mixed, residential, and maker uses

R - BY-RIGHT USE

C - CONDITIONAL USE (Hearing Required)



COMPARISON OF CURRENT TO PROPOSED HEIGHTS

• B4: 35', ~ 3 stories

• B6: 80', ~ 7 stories

• M3: 80', ~ 7 stories

- SD2: 60' for mixed use buildings, 50 for single-use buildings, ~5 and 4 stories
- MKT: 80', ~ 7 stories, except for area around sheds (55'), and in the GEM area, where the height limit is 50'.

Height Limit Area - 55' ~ 4 stories



MAXIMUM BUILDING HEIGHTS TO PROTECT SHEDS



PROTOTYPICAL VERTICAL EXPANSION BLOCK IN HEIGHT LIMIT AREA - UTILE

How will zoning updates support the outcomes of the Framework?

PROVIDE JOBS AND FOOD BUSINESS DEVELOPMENT

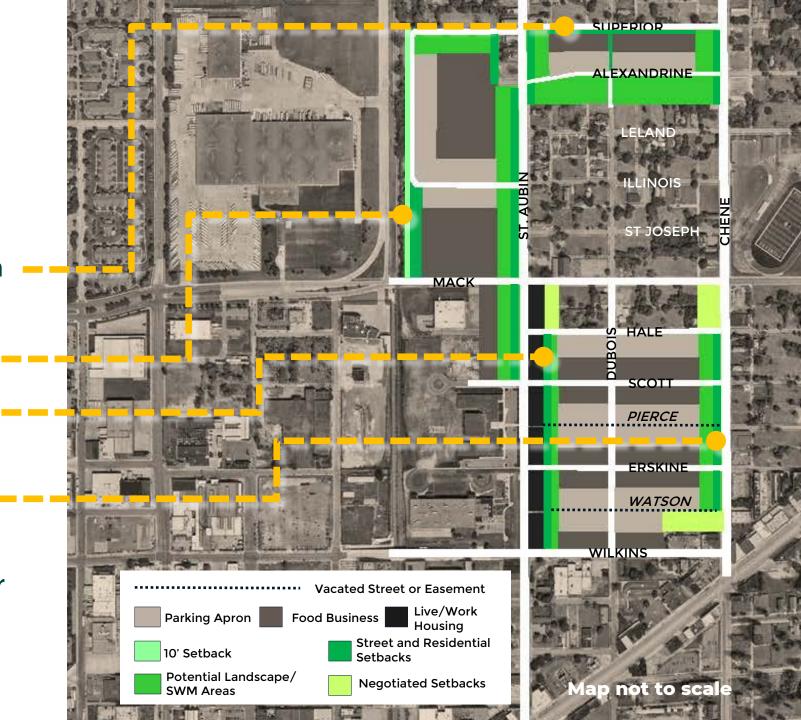


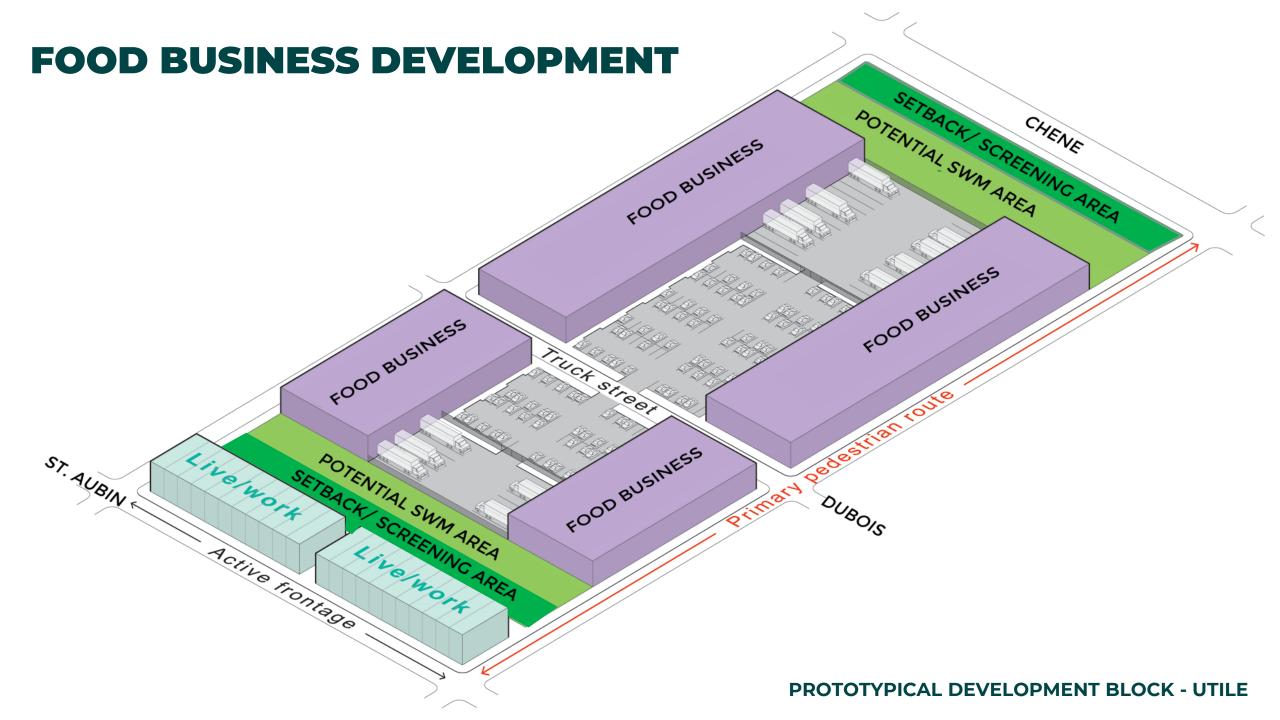
SETBACKS AND SCREENING

In setback area, new developments must have a minimum side setback (shown in dark green) of:

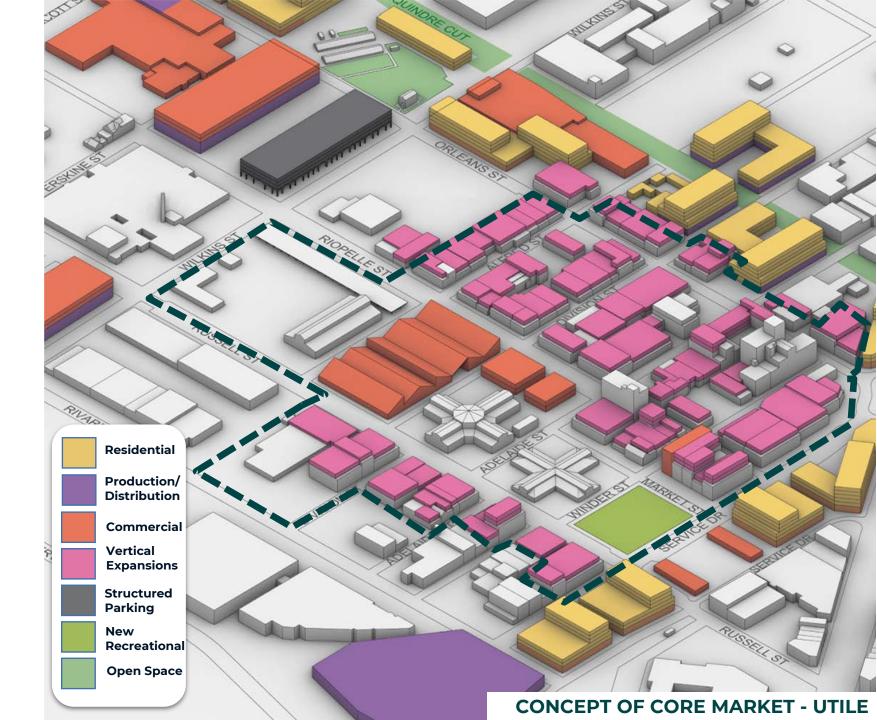
- 25' off Superior Street between St. Aubin and Chene
- 10' from the Dequindre Cut
- 50' from residential and SD2 zoning
- 40' from streets

In the setback area, **vegetation** must be planted near the street or R2 and SD2 zoning that will be **10' tall** and **75% opaque**

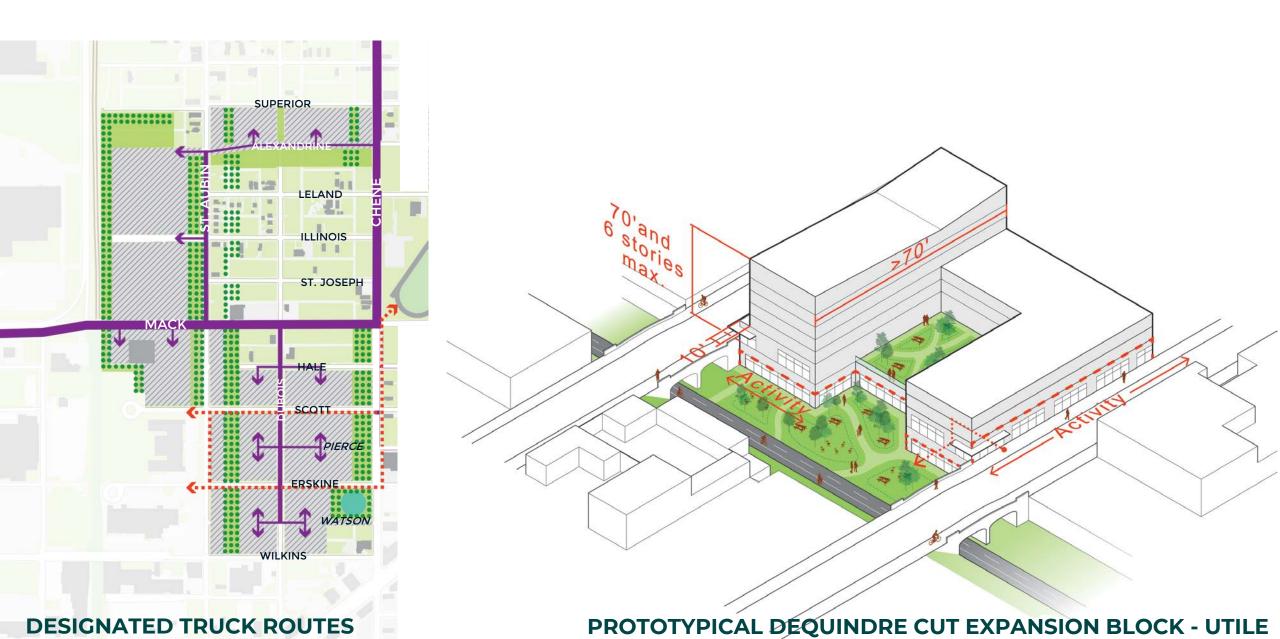




PRESERVE AUTHENTICITY AND PROVIDE SUSTAINABLE DEVELOPMENT



INTEGRATING DEVELOPMENT AND COMMUNITY





CONTINUED ENGAGEMENT

COMMUNITY ENGAGEMENT FOR PROPOSED DEVELOPMENT TO HIGHLIGHT:

- Development Team
- Use Of The Development
- Number Of Jobs To Be Created, Anticipated Pay, Job Application Process
- Traffic Plan And Truck Counts
- Noise, Smell Mitigation
- Construction Timeline
- Other Development Specifics, Concerns

A Summary of Zoning Updates

- ✓ Commitment for public engagement for all developments involving public lands by the city, DEGC, and the Eastern Market Partnership
- ✓ Requirement that proposed development adhere to recommended setbacks according on the framework and as approved by PDD
- ✓ Increase the maximum height of structures within the Core Market height limit area to 55' to accommodate 4-story structures
- ✓ Allowing office in existing buildings and potential expansion of building on a by-right basis
- ✓ Food businesses with extensive truck operations must present a truck traffic analysis as part of the city review process and community engagement process
- ✓ Designation of high-impact uses of meat processing and carbonic ice manufacture to as conditional uses in MKT
- ✓ Limit slaughterhouses to 15k square feet maximum facilities

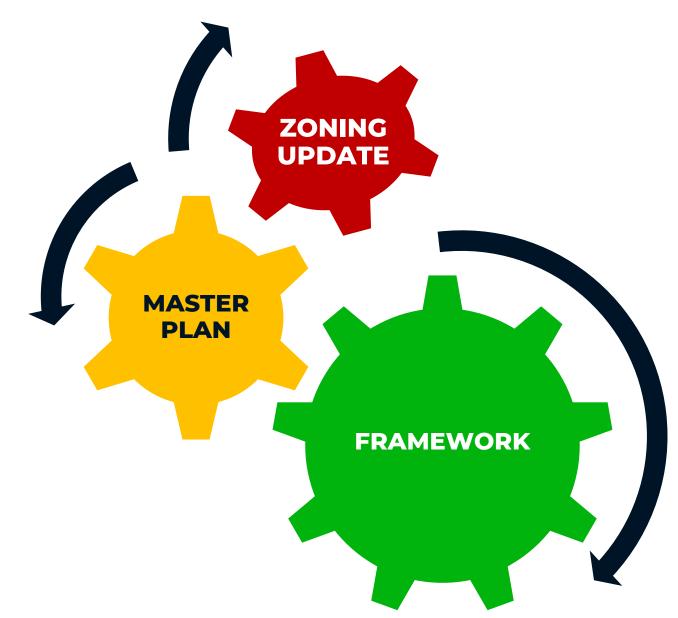
A Summary of Zoning Updates

- ✓ Established the 50' height limit in the GEM area equivalent to 2 typical high-bay industrial stories or 4 general use stories
- ✓ Established a 25' setback along Superior Street (south)
- ✓ Established an SD2 designation for east side of Chene from Gratiot up to the DEPSA Field that can allow for more mixed-use commercial growth
- ✓ Extended SD2 to Gratiot along the Dequindre Cut that can accommodate more potential mixed-use residential growth
- ✓ Updated permissibility of several institutional and commercial uses after further stakeholder discussions
- ✓ Poultry slaughter with retail sales is limited to 5,000 square feet

How do we propose to amend the MASTER PLAN OF POLICIES for Eastern Market – Middle **East Central?**

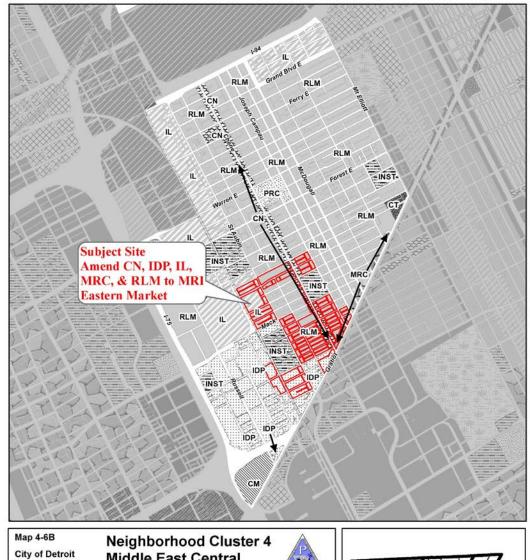
USE FRAMEWORK RECOMMENDATIONS

- ☐ Framework
 recommendations for
 land-use are the basis
 for the proposed Master
 Plan amendment
- ☐ The Master Plan would be amended to accommodate food industrial development and mixed-use residential development
- Helps to provide certainty for business development and the jobs that would come with it



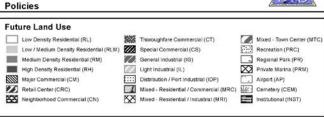
MASTER PLAN MAP AMENDMENT

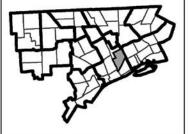




Middle East Central Master Plan of

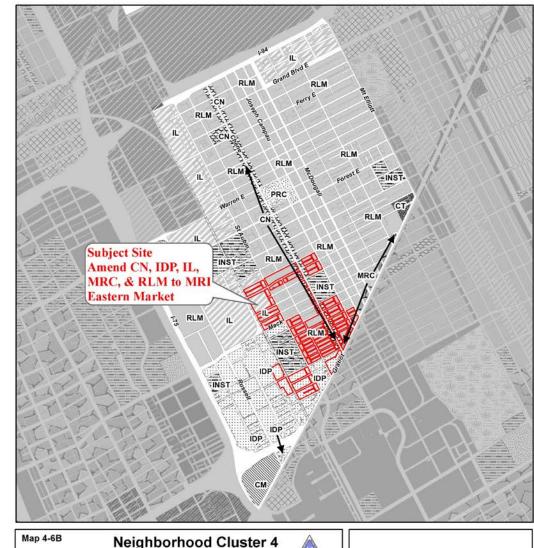






MASTER PLAN MAP AMENDMENT

- ☐ Amend the current Neighborhood Commercial (CN), Distribution Port Industrial (IDP), Light Industrial (IL), Mixed Residential Commercial (MRC), and Low/ Medium Residential (RLM) to *Mixed-Residential Industrial (MRI)*
- ☐ The amended map would allow for future residential growth to grow the neighborhood; as well as food industrial growth to help sustain it.
- □ Commercial corridors that can serve residents in any future development would remain as an opportunity in this area



Map 4-6B
City of Detroit Master Plan of Policies

Neighborhood Clust Middle East Central

Future Land Use







MASTER PLAN TEXT AMENDMENT

☐ The proposed Table 2-5 in the Master Plan of Policies explains all how the current land-uses are to be distributed in areas designated as MKT and SD2 in the proposed zoning update that will correspond to the amended Master Plan and the Framework recommendations

MASTER PLAN FUTURE GENERAL LAND USE DESIGNATIONS																						
			RESIDENTIAL				RETAIL AND LOCAL SERVICES					INDUSTRIAL			MIXED USE			PARKS AND OPEN SPACE			OTHER I	
			Low Density Residential	Low/Medium Residential	Medium Density Residential	High Density Residential	Major Commercial	Retail Center	Neighborhood Commercial	Thoroughfare commercial	Special Commercial	General Industrial	Light Industrial	Distribution/Port Industrial	Mixed Residential/ Commercial	Mixed Residential/ Industrial	Mixed-Town Centers	Regional Parks	Recreation	Private Marinas	Airport	Comotony
PECIAL PURPOSE AND OVERLAY ZONING DISTRICTS (Cont.)			RL	RLM	RM	RH	СМ	CRC	CN	CT	cs	9	=	IDP	MRC	MRI	MTC	PR	PRC	PMR	AP	CEM
	SD1	Special Development District, Small-Scale Mixed-Use				x							x		x	x	×					
	SD2	Special Development District, Mixed-Use				×	x	x			x		x		x	×	x				x	
	MKT	Market and Distribution											x	x		x						
	SD3	Development Technology Research											x	x		x					x	

MASTER PLAN TEXT AMENDMENT

The goals for future growth and development in Eastern Market are based on the recommendations of the Eastern Market Neighborhood Framework and Stormwater Master Plan; and the need identify opportunities for food business relocation or expansion due to the Food Safety and Modernization Act of 2011.

Lists 3 overall goals:

- ✓ CREATE JOBS FOR DETROITERS
- ✓ IMPROVE THE QUALITY OF LIFE FOR RESIDENTS
- ✓ KEEP THE AUTHENTICITY AND FUNCTION OF EASTERN MARKET

MASTER PLAN TEXT AMENDMENT

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

MASTER• PLAN• OF•POLICIES

Cluster 4

MASTER • PLAN• OF • POLICIES

Middle East Central

Policy 9.1: <u>DevelopEncourage</u> a greenway along Chene (former Bloody Creek), connecting northbound extension of the Dequindre Cut Greenway to connect to the planned Joe Louis Greenway to further connect residential areas to the Riverfront, commercial corridors and recreational

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 10.2Policy 10.2: Support the use of stromwater mitigation to separate residential form non- residential uses.

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

History, Legacies and Preservation

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

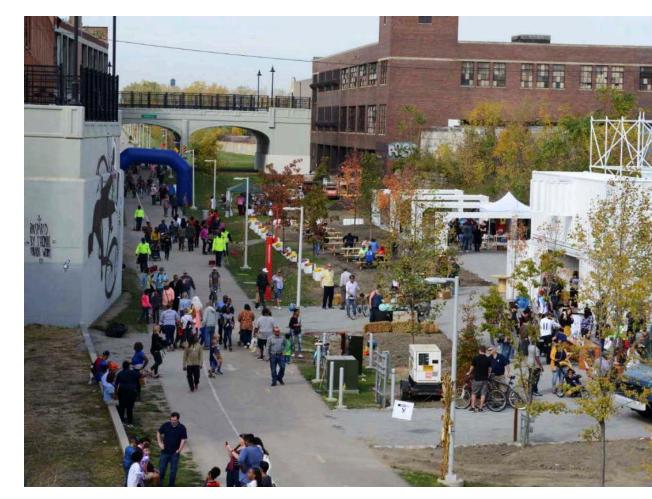
GOAL 11: Maintain integrity of historic areas

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

<u>Feb. 26, 2020</u> <u>4-22</u>

MASTER PLAN POLICY INITIATIVES

- □ Support as policy the City of Detroit in its effort to become the center of Food Production and distribution in the Great Lakes Region and expand job opportunities
- Support as policy development of the Joe Louis Greenway and the expected connection to the Dequindre Cut
- ☐ Support as policy quality of life for the protection of neighborhoods with screening and setbacks based on the standards of the Eastern Market Neighborhood Framework



infrastructure (GSI)



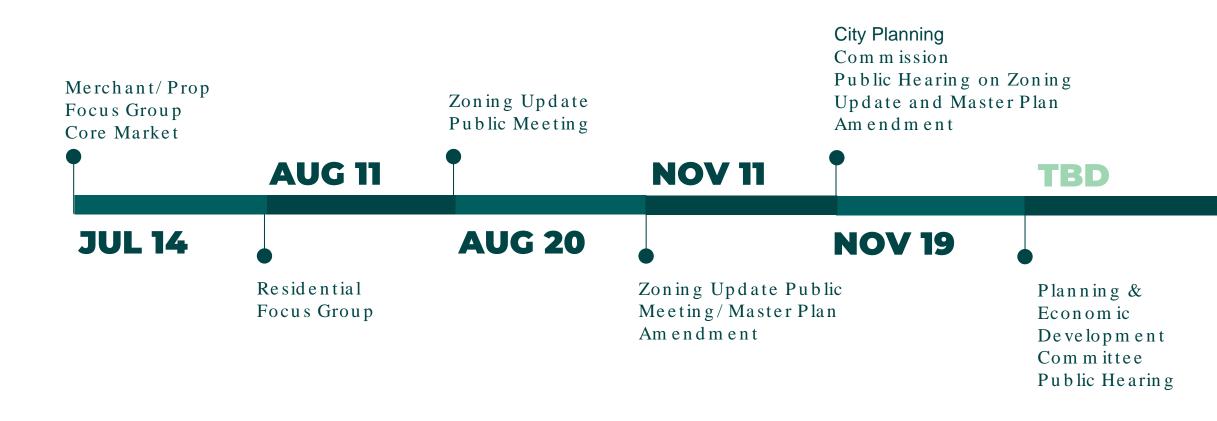
WHAT DOES **THIS** MEAN FOR YOU?

Zoning update that allows for sustainable O1job creating development without displacement. A neighborhood that keeps its identity, historic 02 character, and authenticity through height limits.

03

Screening and separation of land uses through setbacks.

PROPOSED SCHEDULE



ZONING UPDATES AND MASTER PLAN AMENDMENTS

Changes to support the desired character of Eastern Market

CHECK OUT THE WEBSITE

Proposed map and text updates and amendments, use permissibility table, and proposed Master Plan Amendments are posted on:

WWW.DETROITMI.GOV/EASTERNMARKET

Sections ZONING UPDATE and MASTER PLAN OF POLICIES AMENDMENT

FUTURE MAP NOTICE

- The notices for the Zoning Update Public Hearing with CPC with this map was mailed for a hearing on November 19, 2020 at 5pm.
- This map was sent to all residents and property owners within the impacted area and 300'
- Areas hatched are areas affected.
 Blank areas no map changes

Meeting Access information can be found at - www.detroitmi.gov/easternmarket under both Zoning Update and Master Plan of Policies Amendment.





