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May 19, 2021

HONORABLE CITY COUNCIL

RE: Proposed map amendment to Chapter 50, Zoning, Article XVII, Section 50-16-3, Zoning District Map No. 2, for the rezoning of land in Greektown and Bricktown, from the B4 (General Business District), B6 (General Services District), PD (Planned Development District), and SD5 (Special Development District, Casinos) to the B5 (Major Business District) zoning district classification (RECOMMEND APPROVAL)

NATURE OF THE REQUEST

In the course of the City Planning Commission’s recent review and recommendation to Your Honorable Body to rezone property in the Harmonie Park/Paradise Valley area of downtown (Ord. No. 2021-10), it was apparent that the zoning district classifications for an important portion of the east side of the Central Business District were inconsistent with the Detroit Master Plan’s future general land use vision for the area.

The Zoning Ordinance organizes the city into 78 distinct maps; zoning Map No. 2 depicts the east side of downtown. In addition to the just-rezoned Harmonie Park/Paradise Valley area, Map No. 2 also includes the neighborhoods commonly known as Greektown and Bricktown. Detroit’s Master Plan identifies the future general land use for the bulk of this area as “Special Commercial (CS).”

While much of Greektown and Bricktown are currently zoned B4 (General Business District) and B6 (General Services District), the Master Plan identifies several zoning district classifications, not including B4 and B6, as appropriate for a “Special Commercial” designation: PD—Planned Development; PCA—Public Center Adjacent/ Restricted Central Business District; B5—Major Business; SD2—Special Development District, Mixed-Use; and SD5—Special Development District, Casinos. This proposed rezoning comes to City Council to fix the disconnect between Master Plan and the Zoning Ordinance.

SCOPE OF THE REZONING

The attached ordinance, approved as to form by the Corporation Counsel, would rezone 24 blocks or portions of blocks in Greektown and Bricktown as follows and as indicated on the attached map:

- Ten blocks or portions of blocks are rezoned from B4 to B5;
- Ten blocks or portions of blocks are rezoned from B6 to B5;
- One fragment of a block is rezoned from PD (Planned Development District) to B5;
- Three blocks or portions of blocks are rezoned from SD5 (Special Development District, Casinos) to B5.

ANALYSIS

The **B6 General Services District**, which governs all or portions of ten blocks in Greektown/Bricktown, is a carry-over from earlier decades when the eastern part of downtown had more of a heavy commercial or light manufacturing character. Typical of a B6 District is the Union Produce Terminal on West Fort Street and the Eastern Market—the city’s largest concentration of B6-zoned property, recently proposed to be reclassified as an MKT (Market) zoning district. The B6 District discourages residential use of the land and expects a lot of heavy truck traffic, whereas the B5 District allows a variety of higher density residential development.

B6 also allows commercial uses whose placement in the Central Business District (CBD) is unlikely to be the highest and best use of limited downtown property—slaughter houses, trucking terminals and open truck parking, truck/trailer rental lots, wholesale produce/fruit markets, used car lots, banks with drive-up/drive-through facilities.

The **B4 General Business District** zoning classification appears on ten blocks or portions of blocks in Greektown/ Bricktown. While it is a zoning classification appropriate for business strips such as on Van Dyke, Telegraph Road, Gratiot Avenue, and Plymouth Road, the character of downtown is decidedly distinct from a commercial corridor outside the Central Business District.

Changing the zoning classification from B4 to B5 would prohibit new single-or two-family dwelling and 15 uses classified as “retail, service and commercial”: drive-up/drive-through features for banks, customer service centers, retail stores and stand-alone, carry-out restaurants; amusement parks; bed and breakfast inns; go-cart tracks; marinas; miniature golf courses; used car lots; storage lots for used cars; major motor vehicle services; motorcycle sales/rental/service; outdoor commercial recreation; pawnshops; rebound tumbling centers; trailer coach/boat sales/rental/service; and, utility trailers sales/rental/service. The proposed B5 zoning district classification would permit and encourage residential development and many of the same commercial uses as allowed in the B4 District.

One difference between B5 and B4 or B6, however, is the maximum permissible height specification. Buildings on land zoned B4 can rise to a **height** of 35 feet, with extra height allowable up to a maximum of 70 feet where fronting on wide thoroughfares. (For each foot in excess of 80 feet in right-of-way width, one extra foot in height can be added to the 35-foot building height limit, not to exceed 70 feet. Buildings, proposed for heights greater than that permitted by formula, require a variance from the Board of Zoning Appeals, as was needed for the recently approved 16-story mixed-use development, “The Exchange,” proposed at Gratiot and Brush.)

The B6 District allows buildings up to 80 feet in height. Maximum permissible height in the B5 District depends on the “cubical content” formula in the Zoning Ordinance. Essentially, a

building in B5 can reach a height equal to three times the width of the widest street abutting the subject property. This would facilitate high-rise development without need for a height variance from the Board of Zoning Appeals. Brush Street has a width of 48 feet; E. Fort, E. Lafayette, Macomb, Monroe, and St. Antoine are 50 feet wide; Beaubien (north of E. Lafayette), E. Congress, E. Larned, and Randolph are 60 feet wide; Beaubien (south of E. Lafayette) is 115 feet; and Gratiot is generally 120 feet wide.

The **PD Planned Development District**, unlike other zoning district classifications, includes a 3-year “shelf life” for development to occur. One property that was originally part of the Greektown temporary casino rezoning is no longer under control of the casino and is proposed for rezoning to B5. It is one of the “lapsed PDs” that the City Planning Commission will be examining for rezoning in the forthcoming year and be referring to Council for amendment.

The **SD5 Special Development District, Casinos** designation is only appropriate for land actually associated with a licensed casino. Three properties that were originally part of the Greektown Casino vision are no longer under control of the casino and are proposed for rezoning to B5.

PUBLIC HEARINGS

At the City Planning Commission’s regular meeting of February 18, 2021, a virtual public hearing was held related to the broader rezoning initiative for the Greektown and Bricktown area. This public hearing addressed the proposed rezoning to B5 where the existing B4 and B6 classifications were inconsistent with the City’s Master Plan vision for the area. The hearing also included three properties zoned SD5 (Special Development District, Casinos) and one zoned PD (Planned Development) where properties were no longer under the control of, or identified for, a casino-related use.

The hearing reviewed the pertinent Master Plan considerations and presented a Power Point identifying the land in question and the variety of uses currently active. It was noted that, with the exception of the county jail on land zoned B6, no existing use would be rendered nonconforming by the proposed rezoning to B5. The hearing was “attended” by 45 people. One hearing attendee, Melanie Markowicz, the director of the Greektown Neighborhood Partnership, elected to provide spoken comment at the hearing, voicing strong support for the rezoning initiative and informed the Commission of the organization’s board and membership support of the proposed rezoning.

A second virtual public hearing was held at the CPC’s regular meeting of March 18, 2021, at which time the director of the Greektown Neighborhood Partnership repeated the group’s support of the effort.

ENGAGEMENT

Prior to the public hearings, CPC staff had conferred with key stakeholders: the Greektown Neighborhood Partnership, Bedrock Properties, and Greektown Casino. All parties were supportive of the rezoning, some indicating the wish it had been proposed years earlier, finding it consistent with the Greektown Partnership’s own vision and plan for the area.

RECOMMENDATION

At its meeting of March 18, 2021, the City Planning Commission found the proposed map amendment to be consistent with the approval criteria (Sec. 50-3-70 of the 2019 Detroit City Code) and voted to recommend the following to Your Honorable Body:

- That B4 properties be rezoned to B5—blocks/portions (10):
 - Gratiot, Beaubien, Clinton
 - Gratiot, St. Antoine, Clinton, Raynor
 - Gratiot, Brush, Macomb, Randolph
 - Gratiot/Clinton, Beaubien, Macomb, Brush
 - Clinton, property line 1st west of St. Antoine, Macomb, Beaubien
 - Macomb, Brush, Monroe, Randolph
 - Monroe, Chrysler, E. Lafayette, St. Antoine
 - E. Lafayette, Brush, E. Fort, Randolph
 - E. Fort, Brush, E. Congress, Randolph
 - Church property on west side of Chrysler between E. Lafayette, E. Congress (641 Chrysler)

- That B6 properties be rezoned to B5—blocks/portions (10):
 - Gratiot, Raynor, Clinton, Beaubien
 - Macomb, Beaubien, Monroe, Brush
 - e/w alley 1st south of Macomb, St. Antoine, Monroe, Beaubien
 - Monroe, Beaubien, E. Lafayette, Brush (excluding 457 E. Lafayette)
 - E. Lafayette, Beaubien, e/w alley 1st north of E. Fort, property line 1st east of Brush
 - e/w alley 1st south of E Lafayette, property line 1st west of Beaubien, E. Fort, Brush
 - E. Fort, Beaubien, E. Congress, Brush
 - Bricktown People Mover Station on east side of Beaubien between E. Lafayette and E. Congress (541 E. Fort)
 - E. Congress, Beaubien, E. Larned, Brush
 - E. Congress, St. Antoine, E. Larned, Beaubien

- PD property be rezoned to B5—block fragment (1):
 - Northwest corner of Beaubien at E. Lafayette (457 E. Lafayette)

- That SD5 properties be rezoned to B5—blocks/fragments (3):
 - Monroe, Brush, E. Lafayette, Randolph
 - E. Lafayette, property line 1st west of Beaubien, e/w alley 1st north of E. Fort, Brush
 - e/w alley 1st south of E. Lafayette, Beaubien, E. Fort, property line 1st east of Brush

NEXT STEPS

This proposed map amendment to Chapter 50 of the 2019 Detroit City Code, *Zoning*, has been reviewed and approved by the Law Department and is ready for consideration by the Planning and Economic Development standing committee. Upon the committee's review and referral to the formal session, the ordinance can be introduced and scheduled for the Charter-mandated public hearing.

Respectfully submitted,

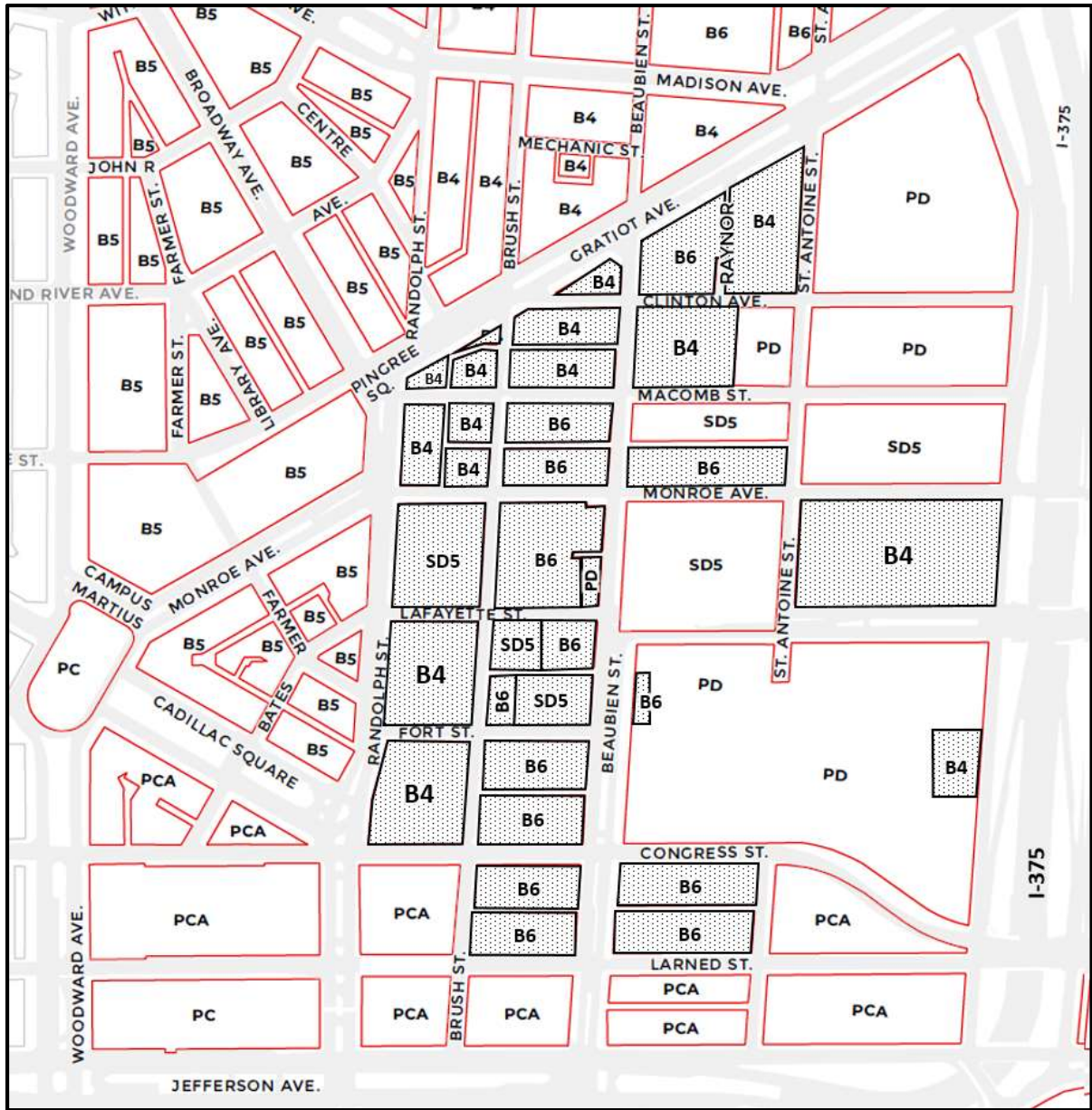
LAUREN HOOD, Chairperson

A handwritten signature in cursive script that reads "Marcell R. Todd, Jr.".

Marcell R. Todd, Jr, Director

M. Rory Bolger, Staff

Attachments



All properties showing a dotted pattern are proposed to be rezoned to B5.

SUMMARY

This ordinance amends Chapter 50 of the 2019 Detroit City Code, *Zoning*, by amending Article XVII, *Zoning District Maps*, Section 50-17-3, *District Map No. 2*, to revise the zoning classifications for certain properties generally bounded by Gratiot Avenue to the north, the I-375/Chrysler Freeway Service Drive to the east, East Larned Street to the south, and Randolph Street to the west from a combination of the B4 General Business District, B6 General Services District, PD Planned Development District, and SD5 Special Development District, Casinos zoning classifications to the B5 Major Business District zoning classification.

1 **BY COUNCIL MEMBER _____:**

2 **AN ORDINANCE** to amend Chapter 50 of the 2019 Detroit City Code, *Zoning*, by
3 amending Article XVII, *Zoning District Maps*, Section 50-17-3, *District Map No. 2*, to revise the
4 zoning classifications for certain properties generally bounded by Gratiot Avenue to the north,
5 the I-375/Chrysler Freeway Service Drive to the east, East Larned Street to the south, and
6 Randolph Street to the west from a combination of the B4 General Business District, B6 General
7 Services District, PD Planned Development District, and SD5 Special Development District,
8 Casinos zoning classifications to the B5 Major Business District zoning classification.

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

11 **Section 1.** Chapter 50 of the 2019 Detroit City Code, *Zoning*, is amended as follows:

12 **CHAPTER 50. ZONING**

13 **ARTICLE XVII. ZONING DISTRICT MAPS**

14 **Section 50-17-3. District Map No. 2.**

15 (a) For the properties bounded by Gratiot Avenue to the north, Beaubien Street to the
16 east, and Clinton Avenue to the south, the existing B4 General Business District zoning
17 classification is revised to the B5 Major Business District zoning classification.

18 (b) For the properties bounded by Gratiot Avenue to the north, St. Antoine Street to
19 the east, Clinton Avenue to the south, and Raynor Street to the west, the existing B4 General
20 Business District zoning classification is revised to the B5 Major Business District zoning
21 classification.

22 (c) For the properties bounded by Gratiot Avenue to the north, Brush Street to the
23 east, Macomb Street to the south, and Randolph Street to the west, the existing B4 General

1 Business District zoning classification is revised to the B5 Major Business District zoning
2 classification.

3 (d) For the properties bounded by Gratiot Avenue and Clinton Avenue to the north,
4 Beaubien Street to the east, Macomb Street to the south, and Brush Street to the west, the
5 existing B4 General Business District zoning classification is revised to the B5 Major Business
6 District zoning classification.

7 (e) For the properties bounded by Clinton Avenue to north, the property line first
8 west of St. Antoine Street to the east, Macomb Street to the south, and Beaubien Street to the
9 west, the existing B4 General Business District zoning classification is revised to the B5 Major
10 Business District zoning classification.

11 (f) For the properties bounded by Macomb Street to the north, Brush Street to the
12 east, Monroe Avenue to the south, and Randolph Street to the west, the existing B4 General
13 Business District zoning classification is revised to the B5 Major Business District zoning
14 classification.

15 (g) For the properties bounded by Monroe Avenue to the north, the I-375/Chrysler
16 Freeway Service Drive to the east, East Lafayette Street to the south, and St. Antoine Street to
17 the west, the existing B4 General Business District zoning classification is revised to the B5
18 Major Business District zoning classification.

19 (h) For the properties bounded by East Lafayette Street to the north, Brush Street to
20 the east, East Fort Street to the south, and Randolph Street to the west, the existing B4 General
21 Business District zoning classification is revised to the B5 Major Business District zoning
22 classification.

1 (i) For the properties bounded by East Fort Street to the north, Brush Street to the
2 east, East Congress Street to the south, and Randolph Street to the west, the existing B4 General
3 Business District zoning classification is revised to the B5 Major Business District zoning
4 classification.

5 (j) For the property located at 641 Chrysler Freeway Service Drive, between East
6 Lafayette Street to the north and East Congress Street to the south, the existing B4 General
7 Business District zoning classification is revised to the B5 Major Business District zoning
8 classification.

9 (k) For the properties bounded by Gratiot Avenue to the north, Raynor Street to the
10 east, Clinton Avenue to the south, and Beaubien Street to the west, the existing B6 General
11 Services District zoning classification is revised to the B5 Major Business District zoning
12 classification.

13 (l) For the properties bounded by Macomb Street to the north, Beaubien Street to the
14 east, Monroe Avenue to the south, and Brush Street to the west, the existing B6 General Services
15 District zoning classification is revised to the B5 Major Business District zoning classification.

16 (m) For the properties bounded by the east/west alley first south of Macomb Street to
17 the north, St. Antoine Street to the east, Monroe Avenue to the south, and Beaubien Street to the
18 west, the existing B6 General Services District zoning classification is revised to the B5 Major
19 Business District zoning classification.

20 (n) For the properties bounded by Monroe Avenue to the north, Beaubien Street to
21 the east, East Lafayette Street to the south, and Brush Street to the west, but excluding the
22 property located at 457 East Lafayette Street, the existing B6 General Services District zoning
23 classification is revised to the B5 Major Business District zoning classification.

1 (o) For the properties bounded by East Lafayette Street to the north, Beaubien Street
2 to the east, the east/west alley first north of East Fort Street to the south, and the property line
3 first east of Brush Street to the west, the existing B6 General Services District zoning
4 classification is revised to the B5 Major Business District zoning classification.

5 (p) For the properties bounded by the east/west alley first south of East Lafayette
6 Street to the north, the property line first west of Beaubien Street to the east, East Fort Street to
7 the south, and Brush Street to the west, the existing B6 General Services District zoning
8 classification is revised to the B5 Major Business District zoning classification.

9 (q) For the properties bounded by East Fort Street to the north, Beaubien Street to the
10 east, East Congress Street to the south, and Brush Street to the west, the existing B6 General
11 Services District zoning classification is revised to the B5 Major Business District zoning
12 classification.

13 (r) For the property located at 541 East Fort Street, between East Lafayette Street to
14 the north and East Congress Street to the south, the existing B6 General Services District zoning
15 classification is revised to the B5 Major Business District zoning classification.

16 (s) For the properties bounded by East Congress Street to the north, Beaubien Street
17 to the east, East Larned Street to the south, and Brush Street to the west, the existing B6 General
18 Services District zoning classification is revised to the B5 Major Business District zoning
19 classification.

20 (t) For the properties bounded by East Congress Street to the north, St. Antoine
21 Street to the east, East Larned Street to the south, and Beaubien Street to the west, the existing
22 B6 General Services District zoning classification is revised to the B5 Major Business District
23 zoning classification.

1 (u) For the properties bounded by Monroe Avenue to the north, Brush Street to the
2 east, East Lafayette Street to the south, and Randolph Street to the west, the regulations for
3 development of the existing SD5 General Services District zoning classification are repealed and
4 such zoning classification is revised to the B5 Major Business District zoning classification.

5 (v) For the properties bounded by East Lafayette Street to the north, the property line
6 first west of Beaubien Street to the east, the east/west alley first north of East Fort Street to the
7 south, and Brush Street to the west, the regulations for development of the existing SD5 General
8 Services District zoning classification are repealed and such zoning classification is revised to
9 the B5 Major Business District zoning classification.

10 (w) For the properties bounded by the east/west alley first south of East Lafayette
11 Street to the north, Beaubien Street to the east, East Fort Street to the south, and the property line
12 first east of Brush Street to the west, the regulations for development of the existing SD5 General
13 Services District zoning classification are repealed and such zoning classification is revised to
14 the B5 Major Business District zoning classification.

15 (x) For the property located at 457 East Lafayette Street, at the northwest corner of
16 the intersection of Beaubien Street to the east and East Lafayette Street to the south, the
17 regulations for development of the existing PD Planned Development District zoning
18 classification are repealed and such zoning classification is revised to the B5 Major Business
19 District zoning classification.

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

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

1 **Section 4.** This ordinance shall become effective on the eighth (8th) day after publication
2 in accordance with Section 401(6) of Public Act 110 of 2006, as amended, M.C.L. 125.3401(6)
3 and Section 4-118, paragraph 3, of the 2012 Detroit City Charter.

Approved as to Form:



Lawrence T. García,
Corporation Counsel