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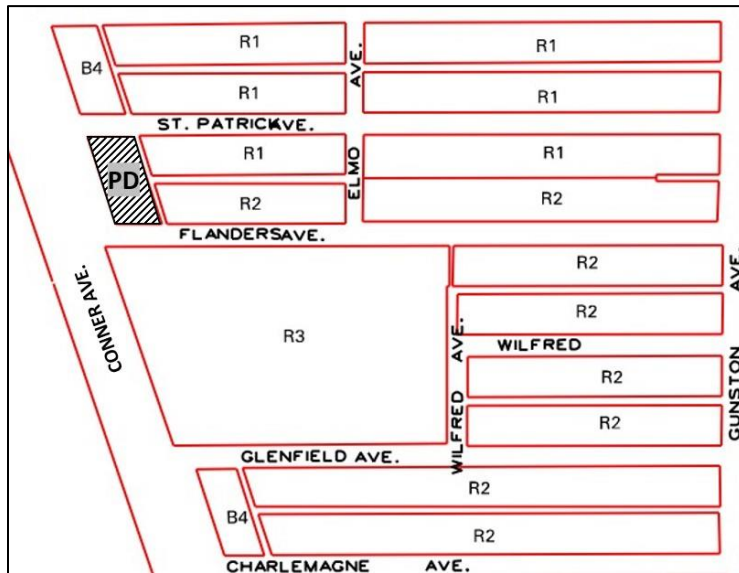
February 8, 2024

HONORABLE CITY COUNCIL

RE: Proposed map amendment to Chapter 50, Zoning, Article XVII, Section 50-17-28, Map No. 26, to show an R2 (Two-Family Residential District) zoning classification where a PD (Planned Development District) zoning classification is currently shown at 11500, 11510, 11530, 11534, and 11542 Conner Avenue between Flanders and St. Patrick Avenues (RECOMMEND APPROVAL)

NATURE OF THE REQUEST

The City Planning Commission (CPC) itself is proposing the rezoning of five contiguous parcels on Zoning District Map No. 26—11500, 11510, 11530, 11534, and 11542 Conner Avenue between Flanders and St. Patrick Avenues—to be rezoned from the PD (Planned Development District) zoning classification to the R2 (Two-Family Residential District) zoning classification.



BACKGROUND

During the pandemic, CPC staff identified and visited some 403 locations in the city of Detroit that are zoned in the Planned Development (PD District) classification. Because the authorizations for those PDs have a limited “shelf life,” among other factors, staff is identifying those locations that do not comport with the current Chapter 50 of the 2019 Detroit City Code, *Zoning*, and for which a rezoning may be needed either to the zoning district

classification that preceded the PD or to a more appropriate zoning district classification.

This proposed rezoning of five lots on Conner Avenue, Map No. 26, is the second in a series of rezonings resulting from the CPC’s “PD Project;” the Salvation Army property in Southwest Detroit and 2640 Michigan Avenue on Map No. 44 was the first.

Atypical PDs

The five PD properties on Conner Avenue opposite City Airport present a somewhat different scenario than the Map 44 Salvation Army properties since they came to be PDs through the “back door.”

Between 1947 and 1966, the Zoning Ordinance was amended numerous times to rezone land to what was then labeled an RMA District—Multiple Residential, Approval. These RMA Districts were established in areas that were largely characterized by single- and two-family dwellings and required special review and approval by the then City Plan Commission. In 1968, when the Zoning Ordinance underwent its first major rewrite since the original 1941 ordinance, any land that was identified as RMA was reclassified as PD (Planned Development). However, unlike today’s PD districts, which are generated pursuant to a development plan and an approved site plan, these “RMA PDs” provide no guidance as to the parameters of development, much less a binding site plan.

Law Department Direction

The Law Department has provided advice on how to proceed with “No-plan” PDs, such as the one on Conner Avenue.

... “All PD Districts that are not associated with any development regulations should be either (1) modified to adopt development regulations that are relevant to existing or proposed development projects located in the PD District, or (2) eliminated and rezoned to the most appropriate non-PD zoning classification.” (7/20/2020)

Zoning history of subject block

Map No. 26 has been amended several times, affecting the zoning of the subject block:

- 11500-11542 Conner were zoned R2 (Two-Family Residential District) from 1941 to 1954. (Ord. No. 171-D).
- In 1954, Council rezoned the properties from R2 to RMA (Multiple Residential, Approval). (Ord. No. 916-E);
 - RMA was apparently unique among zoning districts to require greater review and approval of a proposal by the then City Plan Commission.
 - The applicant wanted to “...erect a multiple-dwelling structure thereon to alleviate an acute need for housing for transient patrons of the Detroit City Airport, located across Conner from said property.” (JCC 8/24/1954, Pg. 2040).
- The City Plan Commission recommended denial; Map No. 26 was rezoned notwithstanding, 10/28/1954.
- The properties became PD in 1968—but without a development plan (Ord. No. 390-G).

SURROUNDING ZONING AND LAND USE

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

North: B4 (General Business), vacant land.

East: R1 (Single-Family Residential) on St. Patrick, houses;
R2 on Flanders, houses.

South: R3 (Low-Density Residential), vacant land—former De LaSalle high school site.

West: M2 (Restricted Industrial), City Airport.

OUTREACH AND PUBLIC HEARING RESULTS

On June 15, 2023, the CPC held the statutorily mandated public hearing to consider the rezoning of the block in question from PD to R2. No one spoke at the public hearing—either in person or remotely—in support or opposition to the rezoning.

Prior to the hearing, CPC staff had reached out to all taxpayers of record and been in direct contact with two private parties who owned three of the five lots, neither of whom objected to the rezoning. The city, itself, is taxpayer of record for one lot; one out-of-state taxpayer of record never responded to staff outreach or the notice of public hearing.

MASTER PLAN CONSISTENCY

The Conner block in question is located within Neighborhood Cluster 2, Conner Subsector. The Future Land Use map for this area shows “Low-Density Residential.” The Planning & Development Department submitted a report, dated June 15, 2023, indicating that the proposed rezoning would be consistent with the Master Plan.

ZONING ORDINANCE APPROVAL CRITERIA

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:

- Whether the proposed amendment corrects an error or meets the challenge of some changing condition, trend, or fact. *While the rezoning of these five properties to the Planned Development zoning classification was not done in error in 1968, the current requirement that PDs be guided by an adopted development plan and site plan has never been met.*
- Whether the proposed amendment will have significant adverse impacts on other property that is in the vicinity of the subject tract. *No significant impact on nearby property is anticipated; the proposed rezoning will allow for use of the land in a manner consistent with nearby development. The proposed R2 zoning classification is the same as was originally in force between 1940 and 1954.*
- Whether the proposed rezoning will create an illegal “spot zone.” *The proposed R2 zoning classification is already widespread throughout this area and is found immediately adjacent to the Conner Avenue lots on Flanders Avenue; it would not create an illegal spot zone.*

RECOMMENDATION

At its June 29, 2023 meeting, the City Planning Commission (CPC) voted to recommend approval of the rezoning of the five contiguous properties on Conner Avenue identified on Map No. 26 of Chapter 50, Article XVII, Section 50-17-28 from PD (Planned Development District) to R2 (Two-Family Residential District)--11500, 11510, 11530, 11534, and 11542 Conner Avenue between Flanders and St. Patrick Avenues.

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



Marcell R. Todd, Jr, Director
M. Rory Bolger, City Planner

Attachments

- Ordinance
- P&DD Master Plan Interpretation
- Updated Map No. 26

- cc: Antoine Bryant
Gregory Moots
David Bell
Conrad Mallett
Daniel Arking

SUMMARY

This ordinance amends Chapter 50 of the 2019 Detroit City Code, *Zoning*, by amending Article XVII, *Zoning District Maps*, Section 50-17-28, *District Map No. 26*, to revise the zoning classification for the five lots commonly known as 11500, 11510, 11530, 11534, and 11542 Conner Avenue, generally located on the east side of Conner Avenue between Flanders and St. Patrick Avenues, from the existing PD Planned Development District zoning classification to the R2 Two-Family Residential District zoning classification and to repeal any development regulations for the existing PD Planned Development District zoning district.

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 50-17-28, *District Map No. 26*, to revise
4 the zoning classification for the five lots commonly known as 11500, 11510, 11530, 11534, and
5 11542 Conner Avenue, generally located on the east side of Conner Avenue between Flanders and
6 St. Patrick Avenues, from the existing PD Planned Development District zoning classification to
7 the R2 Two-Family Residential District zoning classification and to repeal any development
8 regulations for the existing PD Planned Development District zoning district.

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, is amended by amending Article
12 XVII, Section 50-17-28 as follows:

13 **CHAPTER 50. ZONING.**

14 **ARTICLE XVII. ZONING DISTRICT MAPS.**

15 **Sec. 50-17-28. District Map No. 26.**

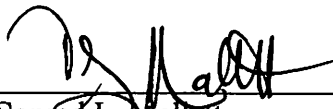
16 For the five lots commonly known as 11500, 11510, 11530, 11534, and 11542 Conner
17 Avenue, generally located on the east side of Conner Avenue between Flanders and St. Patrick
18 Avenues, and identified more specifically as: E Conner Lots 1-5, Amended Plat of Drennans and
19 Seldons La Salle College View Subdivision, L51 P85 Plats, W C R 21/785, the existing PD
20 Planned Development District zoning classification is revised to the R2 Two-Family Residential
21 District zoning classification and any development regulations for the existing PD Planned
22 Development District zoning district are repealed.

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

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

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

Approved as to Form:



Conrad L. Mallett
Corporation Counsel



**PLANNING AND
DEVELOPMENT DEPARTMENT**

Coleman A. Young Municipal Center
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TO: Mr. Marcell Todd, Director, City Planning Commission
FROM: Greg Moots, Planning and Development
RE: Master Plan Interpretation for **Rezoning**
DATE: June 15, 2023

RE: **Master Plan of Policies review of the request to show an R2 (Two-family residential District) zoning classification where a PD (Planned Development District) is currently shown on the area generally bounded by St. Patrick Ave., Elmo Ave., Flanders Ave., and Conner Street.**

Dear Mr. Todd:

Pursuant to the City of Detroit's City Charter (Sections 6-202 and 6-204), the Planning and Development Department (P&DD) submits the following review of the proposed rezoning. The proposed map amendment is at the request of the Detroit City Planning Commission.

Location

The five subject parcels (11500, 11510, 11530, 11534, and 11542 Conner Street) are bounded by St. Patrick Avenue to the north, the alley east of and parallel to Conner Street to the east, Flanders Avenue to the south, and Conner Street to the west.

Existing Site Information

The area is approximately 0.6 acres in size and is occupied three homes and vacant land.

Surrounding Site Information

North: B4 – Parking lot
East: R1 and R2 – Single family residential
South: R3 – Vacant land
West: M2 – Coleman A. Young Airport

Project Proposal

The rezoning is being requested to revert a never-developed PD to its previous R2 zoning classification. This classification permits the development of one and two-family homes.

Interpretation

Impact on Surrounding Land Use

The rezoning of the site to its historical zoning should have no impact on the surrounding area, as the permissible residential development matches that of the rest of the block. If new residential is developed, it should not add traffic or other problems to the area.

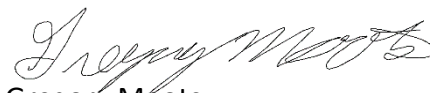
Impact on Transportation

Under the R2 zoning, a maximum of ten units could be developed. This should not add a significant amount of traffic to the area, as Conner Avenue is designated as a “major street” and has capacity for the few potential cars. Bus routes run to the south on Gratiot Avenue and to the east on Gunston Street.

Master Plan Interpretation

The site is designated Low Density Residential (RL) in the Master Plan’s Conner neighborhood. These “... areas should have an overall density up to 8 dwelling units per net residential acre. The areas are often characterized by single family homes with front yard set backs and driveways with garage or off street parking.”. The proposed rezoning is **consistent** with the Master Plan designation.

Respectfully Submitted,



Gregory Moots

Planning and Development Department

Attachments

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

CC: Karen Gage
Antoine Bryant, Director



Map 2-2B
City of Detroit
Master Plan of
Policies

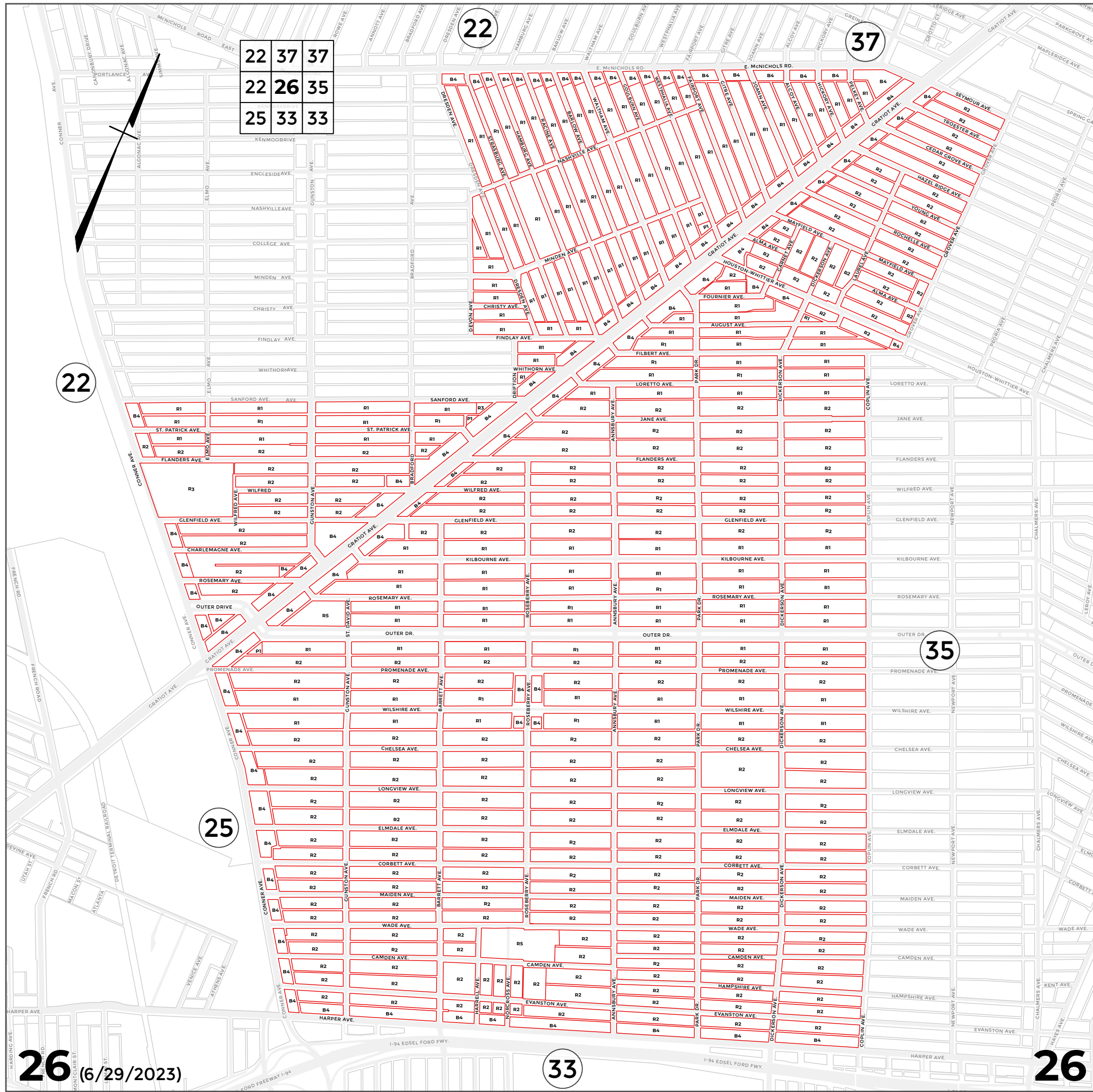
Neighborhood Cluster 2
Conner



Future Land Use

- | | | |
|--|--|---------------------------|
| Low Density Residential (RL) | Thoroughfare Commercial (CT) | Mixed - Town Center (MTC) |
| Low / Medium Density Residential (RLM) | Special Commercial (CS) | Recreation (PRC) |
| Medium Density Residential (RM) | General Industrial (IG) | Regional Park (PR) |
| High Density Residential (RH) | Light Industrial (IL) | Private Marina (PRM) |
| Major Commercial (CM) | Distribution / Port Industrial (IDP) | Airport (AP) |
| Retail Center (CRC) | Mixed - Residential / Commercial (MRC) | Cemetery (CEM) |
| Neighborhood Commercial (CN) | Mixed - Residential / Industrial (MRI) | Institutional (INST) |





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26 (6/29/2023)

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