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June 14, 2024

HONORABLE CITY COUNCIL

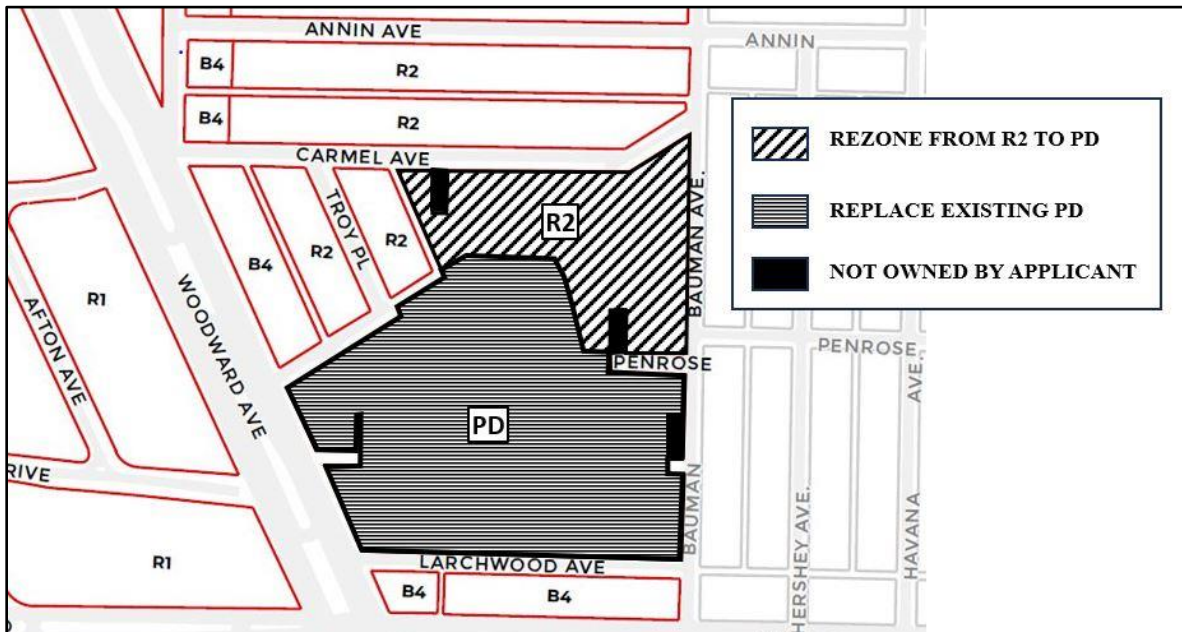
RE: The request of Perfecting Church to establish plans, terms, and conditions of a PD (Planned Development) zoning classification, the authorization for which has lapsed and to show a PD zoning classification where a R2 (Two-Family Residential District) zoning classification is shown on land adjacent to the church complex near the intersection of Woodward Avenue and West Seven Mile Road (RECOMMEND APPROVAL)

Perfecting Church is requesting to amend Article XVII, Section 50-17-64, Map No. 62 of the 2019 Detroit City Code, Chapter 50, Zoning for the following:

- to establish plans, terms, and conditions of a PD originally established by Ord. No. 40-04 for the approximately 12-acre site at 19150 Woodward located near the northeast corner of West Seven Mile and Woodward Avenue, and
- to rezone from R2 to PD approximately 4.51 acres, commonly known as 1001 Carmel and adjacent to the church complex, generally bounded by Carmel Avenue on the north, Bauman Avenue on the east, and Penrose Avenue on the south.

The location of the two requests is shown on the map below.

Map of Proposed PD Amendment

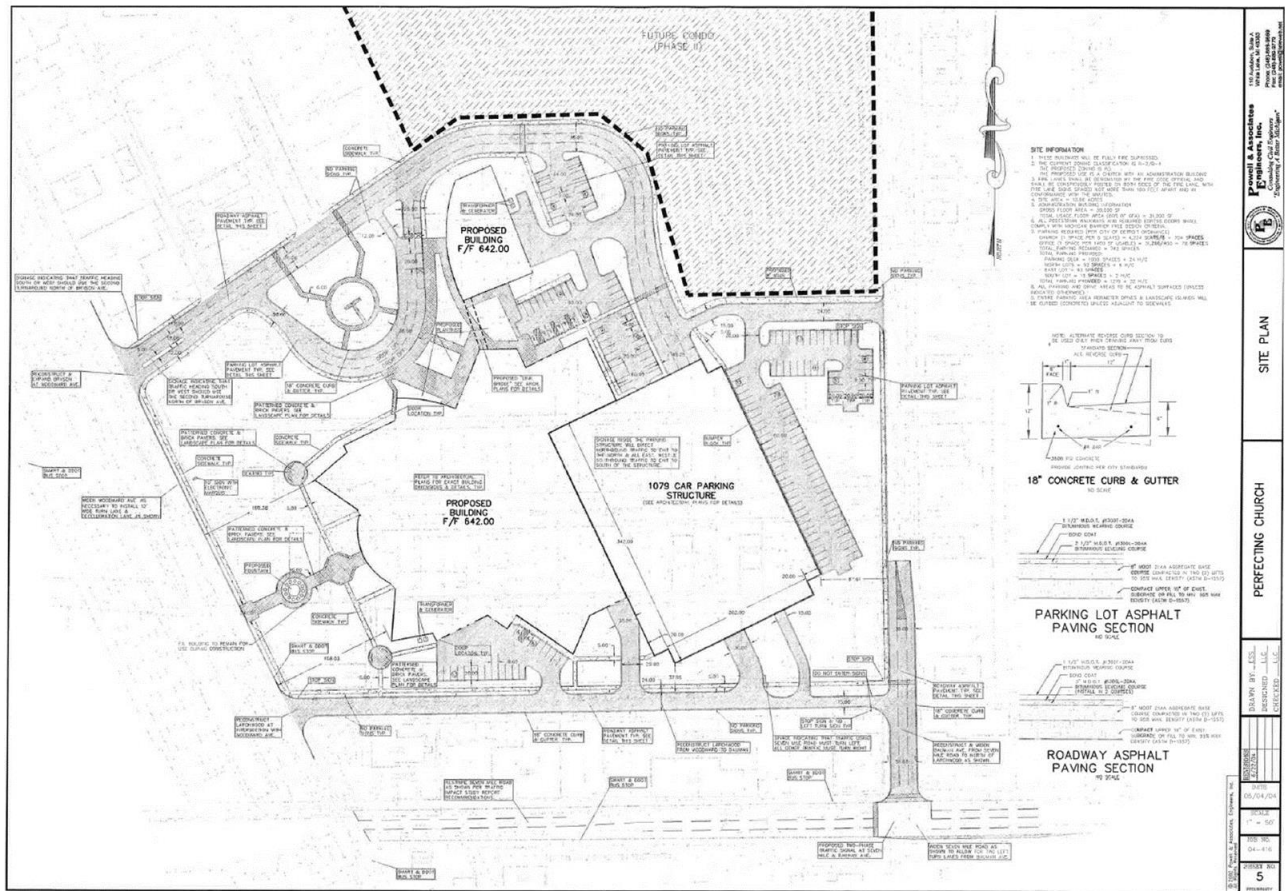


BACKGROUND

In 2004, the City Council approved Perfecting Church’s request for a PD rezoning for the 12-acre site established by Ordinance No. 40-04. This approval at the time included the following:

- A new 3-story church containing 158,550 square feet and 4,236 seats, including a coffee shop, bookstore, nursery, etc.
- A chapel with 470 seats
- A fellowship hall
- A separate administration building, with 35,790 square feet, connected to the church by a 2nd floor skywalk, including offices, TV studio, etc.
- A 4-story parking structure with 1,079 spaces
- A surface parking lot with 80 spaces

The plan also included a conceptual 2nd phase to build townhouses northeast of the church on the aforementioned R2 land. Below is an image of the originally approved site plan.



After the initial rezoning, several streets were vacated to assemble the subject 12-acre parcel. In August 2005, the first building permit for the project was issued. A representative for the project indicates that in 2006 the church received a \$49 million construction loan and construction began. However, in 2008, with the downturn in the national economy, the bank “called the loan” and as a result, the church was forced to pay the loan off and mothball the structure which was partially completed. Over the years, the HVAC system has run to keep the interior of the church maintained and protected.

NEW PROPOSAL

Perfecting Church is proposing to finish the church complex with modifications to the originally approved plans. The current proposal includes many of the same features with some changes summarized below:

- Finish the new 3-story church containing 158,550 square feet and 4,236 seats to include coffee shop, bookstore, nursery, etc.; the chapel with 470 seats, and the fellowship hall
- A new school academy including a high school is included
- A new outdoor amphitheater at the front of the church
- New community gardens for church members and adjacent community
- The building would be re clad with new materials including brick, stone, and metal panels
- The originally proposed separate administration building would be eliminated – the office area is now proposed as part of the main building on level 3
- The 4-story parking structure would be eliminated – there is now proposed surface parking for 659 cars

On the 16 acre-site, there are 4 vacant parcels not owned by the church – one lot within the original PD at 908 Balmoral (privately held) and three lots within the newly proposed PD at 1025 Carmel (DLBA held), 1045 Carmel (privately held), and 938 Penrose (privately held). The developer indicates the church is currently in negotiations with the DLBA and with a realtor regarding the privately owned lots. Below is an image of the new site plan for the project.

2023 Perfecting Church Woodward Campus Proposed Site Plans



Over the past year, the City Administration and Law Department have been requesting the church to complete the project. Representatives of the church indicate the current phase will cost \$21 million dollars, bringing the total investment to \$43 million dollars. To complete all aspects of the new plan will cost another \$13 million dollars. The Church has provided a loan commitment letter to the City.

PUBLIC HEARING, COMMUNITY ENGAGEMENT, AND FOLLOW-UP

September 7th Public Hearing

On September 7, 2023, the City Planning Commission (CPC) held a public hearing to consider the subject request. However, at the hearing, it was stated that a second hearing would be needed to expand the PD to include the adjacent 4.51 acres.

At the September 7th hearing, one member of the public asked about the plans for the portion of Penrose Street, west of Bauman Street, which dead-ends at the church and is currently blocked off by concrete barriers. *The applicant stated that those barriers would be removed, and the entire exterior of the site would have new landscaping.*

Below is a summary of questions and comments from the CPC and follow-up responses:

- The Commission asked when exactly the PD lapsed. *Staff clarified at the 2nd public hearing that PDs in general lapse after 3 years if not completed, unless an extension is granted. In this case, work was ongoing off and on at the site. It appears permits were last issued to the church in 2015. A lapse in this case was never officially declared until the subject PD review and as determined by the Law Department.*
- The Commission asked when it would receive the Planning and Development Department's (P&DD) review of the Master Plan. *P&DD's analysis was submitted after the first public hearing which is provided later in this report.*
- There were general inquiries about the amount of hard surface in the proposed plan, some of the architectural details, and scale of the crosses on the top of the building.
- One Commissioner asked about the potential traffic impact and encouraged the applicant to conduct a traffic impact assessment. *The architect for the project stated they have done multiple traffic assessments related to the project.*
- One Commissioner asked what efforts, if any, the applicant had taken to engage the community on their current plans for the site. *It was reported a community meeting had not yet been held.*

October 18th Community Meeting

After the September 7th public hearing, on October 18, 2023, the developer held a community meeting at the nearby Arab American and Chaldean Council (ACC) building. The community groups and organizations that were invited were Grixdale, State Fair, Detroit Golf Club, Palmer Woods, Sherwood Forest, University District and Green Acres. The developer indicates there were 47 attendees and the community members expressed support for the project. The only concern raised at the meeting was increased traffic on Bauman Street running along the east side of the church.

December 7th Public Hearing

On December 7, 2023, the CPC held a second public hearing including rezoning the adjacent 4.51 acres from R2 to PD. At the hearing, the developer also presented the newly completed landscaping plan.

One resident spoke at the hearing asking if the church had reached an agreement with the DLBA regarding the lots it didn't own. *The developer stated it is still engaging with the DLBA to purchase the property.*

Below is a summary of questions and comments from the CPC and follow-up responses:

- The Commissioner asked about the parcels not owned by the applicant. *CPC staff clarified the taxpayers for those parcels were notified about the public hearing(s) and no responses were received. The petitioner indicated they are in discussion with the DLBA and with a real estate agent to purchase the four lots.*
- One Commissioner asked whether the barriers were removed from Penrose as discussed at the first hearing. *The applicant indicated the barriers have not yet been removed, but would be removed once the construction resumed.*
- One Commissioner asked if the traffic study had been completed. *The project architect responded they are conducting a traffic study that has not yet been completed for the area which includes the new Amazon facility to the north. In order to limit cars cutting through the neighborhood, the developer is proposing to prohibit cars from turning left when exiting the church onto Bauman Street.*
- The Commission asked the planned completion date. *The applicant stated it plans to complete phase one by April 2025 which includes opening the church, parking, and landscaping (parts of the church interior would not be completed for phase one).*
- There was a question about parking and circulation, including where vehicles would exit the site. *The applicant stated the majority of cars exiting the site would be on Larchwood on the south side, Woodward on the west side and Bauman on the east side. The developer noted there was one concern at the community meeting regarding traffic on Bauman. It was clarified that there is a proposed drive near Bryson and Troy at the northwest side of the campus, but that is being evaluated as part of the traffic analysis.*
- The Commission asked whether the adjacent community be impacted during construction. *The applicant indicated during construction they plan to have gates only at Woodward and Larchwood.*
- The Commission asked for updates on the proposed landscaping plan, including fencing. *It was clarified decorative fence is proposed rather than chain link fencing. CPC staff indicated it is still reviewing the final landscaping plan with the developer and P&DD.*
- The Commission asked about the amount of surface parking, including stormwater management. *The applicant indicated parking lot landscaping will help mitigate stormwater, and there is a retention basin proposed.*
- The Commission asked about reasons for the delay in construction, total investment, etc. which are covered earlier in this report.

PLANNING CONSIDERATIONS

Current and Proposed Zoning

Below is a summary of the R2 and PD zoning classifications.

R2 Two-Family Residential District: the R2 District is designed to protect and enhance those areas developed or likely to develop with single- or two-family dwellings. The district regulations are designed to promote a suitable environment for homes and for activities connected with family life. The only principal uses permitted by right are single- and two-family dwellings. Additional uses are conditional.

PD Planned Development District: the PD district will permit planned developments throughout the City and will be particularly useful in urban renewal areas. Such planned developments shall be substantially in accord with the goals and objectives of the Master Plan, by having a major land use that corresponds to the most general category of land use, which are Residential, Public/Civic/Institutional, Retail/Service/Commercial, Manufacturing and Industrial, and Other, proposed in the Master Plan for the area involved. Such planned developments shall provide a desirable environment for the uses proposed and shall not be out of harmony with their general surroundings. The regulations of the district are designed to accomplish this by permitting flexibility in overall development while ensuring adequate safeguards and standards for public health, safety, convenience, and general welfare and, where applicable, encouraging historic preservation.

Surrounding Zoning and Land Use

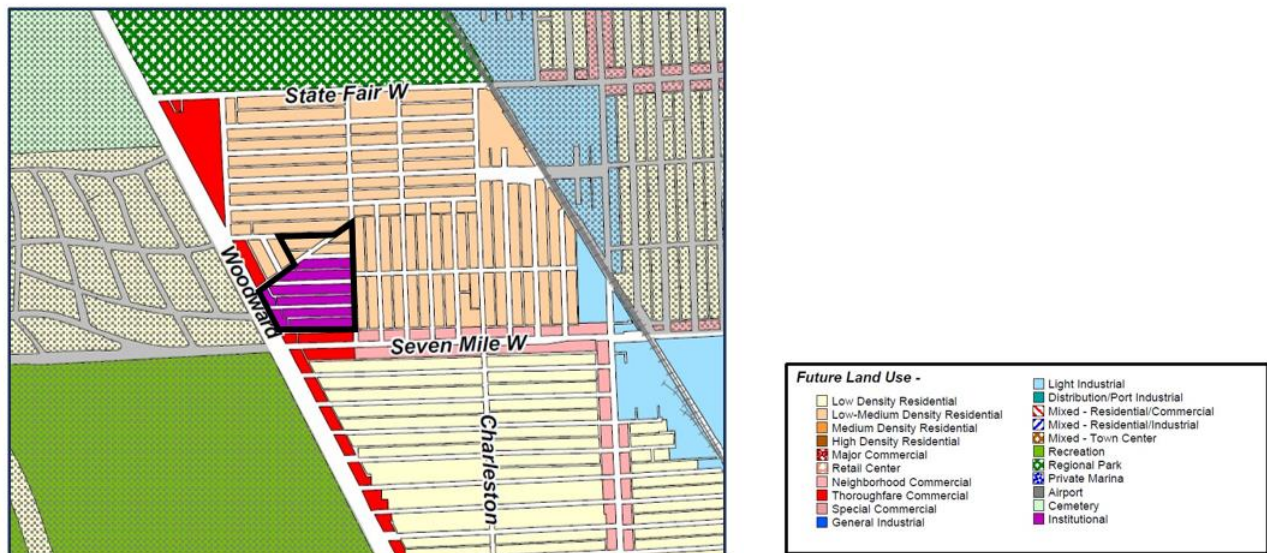
The zoning classification and land uses for nearby properties are as follows:

- North:** R2 - residential and vacant land
- East:** R2 - residential and vacant land
- South:** B4 (General Business District) - commercial and vacant commercial
- West:** R1 (Single-Family Residential) - across Woodward, residential and vacant land

Master Plan Consistency

The subject site is located within Neighborhood Cluster 1, State Fair Subsector. The Future Land Use map for this area shows Institutional (INST), where the already constructed church building stands, and Low/Medium Density Residential (RLM) for the proposed parking area. P&DD reviewed the proposed rezoning and deemed it to be generally consistent with the Master Plan’s RLM designation. P&DD also noted that the expansion of the church complex will move the parking lots closer to residential homes, but that most of the properties around the expanded PD are vacant and therefore the expected impact is minimal. Below is an image of the current Master Plan map for the area.

Master Plan map for the Area



Site and Landscaping Plan

The site plan and landscaping plan for the project was reviewed by CPC staff in consultation with the P&DD Design Review team. The sections of the Zoning Ordinance which could guide the site and landscaping plans for the development are Section 50-14-341 (Right-of-way screening), Section

50-14-342 (Residential screening), Section 50-14-343 (Interior landscaping), and Section 50-14-368 (Fences and walls). In response to the submitted plans, P&DD suggested changes to the plans to better comply with the minimum standards of the Zoning Ordinance, including:

- Meeting the right-of-way screening minimum height of 30 inches (Sec. 50-14-341)
- Providing a 5-foot landscape buffer between the sidewalk and proposed fencing (Sec. 50-14-341)
- Providing a decorative fencing rather than chain-link around the property (Sec. 50-14-368)

Parking Plan

The applicant is proposing to provide 659 off-street parking spaces with 32 ADA accessible spaces. Section 50-14-44 of the Zoning Ordinance lists the off-street parking Schedule for Religious Institutions as 1 space per 6 seats in main worship area or auditorium or 1 per 100 square feet in largest assembly area without fixed seats, whichever is greater. The applicant is proposing a 4,236-seat church and is required to provide 706 parking spaces - the applicant is proposing to provide 94% of the required parking and is deficient 47 spaces.

Zoning Ordinance Review Criteria

Section 50-3-96 of the Detroit Zoning Ordinance lists eight approval criteria on which zoning map amendments for PD's must be based. Following are the relevant criteria with the CPC's analysis for consideration:

- That no other zoning district classification would be more appropriate. Due to the unique scale, impact, and history of the proposed development, there is no other zoning district classification that can be considered to be more appropriate for the Perfecting Church Woodward Campus.
- Whether uses and structures that are planned for the PD District comply with all applicable site design standards and use regulations which are specified in Article XI, Division 2, of this chapter. CPC staff and P&DD's Design Review Team has reviewed the site and landscaping plans for the site and provided comments and recommendations for improvements to the plan.

Section 50-3-70 of the Zoning Ordinance lists eight approval criteria on which zoning map amendments must be based. Following are the relevant criteria with the CPC's analysis for consideration:

- Whether the proposed amendment corrects an error or meets the challenge of some changing condition, trend or fact. The approval and expansion of the PD would allow for the applicant to complete the construction of the Perfecting Church and remove the blighting impact that the site has been for a number of years.

Lastly, Section 50-11-15 of the Zoning Ordinance lists design criteria for the evaluation of Planned Developments. Following are the relevant criteria with the CPC's analysis for consideration:

- Scale, form, massing and density should be appropriate to the nature of the project and relate well to surrounding development. The scale and form of this development is slightly changed from what was previously approved by City Council in 2004 – there is the elimination of the 4-story parking deck and separate administrative building, but an expansion of surface parking.
- Rights-of-way, easements, and dedications. Where appropriate, adequate rights-of-way, easements and dedications should be provided for trafficways, utilities and community

facilities. In 2005, the applicant vacated nine streets and alleys that were previously located on the subject site.

- Screening. Appropriate buffering and screening of service, loading, refuse collection, mechanical and electrical equipment and of parking areas should be provided. The applicant has proposed right-of-way screening, interior landscaping, residential screening, and fences to screen the site from surrounding uses.
- Urban design. Urban design elements of form and character, especially in intensely developed areas, should be carefully considered. Such elements include, but are not limited to: richness and interest of public areas through the provision of storefronts, window displays, landscaping, and artwork; color, texture and quality of structural materials; enclosure of public spaces; variations in scale; squares, plazas and/or "vest pocket parks" where appropriate; continuity of experience, visual activity and interest; articulation and highlighting of important visual features; and preservation and enhancement of important views and vistas. The applicant is proposing to include a sign wall, fountain, amphitheater, covered patio, and community garden as community gathering spaces within the footprint of the campus.

CONCLUSION AND RECOMMENDATION

In conclusion, based on the public hearings, above analysis, and review of approval criteria listed in the Zoning Ordinance, the CPC voted at its meeting on December 7, 2023, to recommend **APPROVAL** of the request with the following conditions:

1. The site plan be revised to provide right-of-way screening, landscaping, and fencing that is acceptable to CPC staff in coordination with P&DD to reflect the intent of Section 50-14-341 (Right-of-way screening), Section 50-14-342 (Residential screening), and Section 50-14-368 (Fences and walls) of the Detroit Zoning Ordinance.
2. That all development must be in accordance with the site plans, elevations, landscape, lighting, and signage plans in the drawings dated December 7, 2023 and prepared by DLZ Corporation.
3. That any parcels not owned by the developer including 1025 Carmel, 1045 Carmel, 938 Penrose, and 908 Balmoral Streets, but included in the re-established and expanded PD would be treated as R2 unless and until these lots are acquired by the developer and are incorporated into the religious institution complex development as either additional parking, access or landscaping.
4. That the developer submit results of its traffic impact study to CPC staff for analysis and consideration of site plan alteration prior to applying for issuance of any applicable permits.
5. That the final site, landscape, signage, elevations and stormwater plans be submitted by the developer to CPC staff for review and approval prior to application for issuance of applicable permits.

The approved-as-to-form Ordinance is attached for Your consideration.

Respectfully submitted,

Donovan Smith, CHAIRPERSON



Marcell R. Todd, Jr., Director
Christopher J. Gulock, AICP, City Planner
M. Rory Bolger, FAICP, City Planner

Attachment: Rezoning Ordinance
Updated District Map 62
Notice of Public Hearing
2023 Perfecting Church Site and Landscaping Plans
Master Plan Interpretation

cc: Antoine Bryant, Director, P&DD
Karen Gage, P&DD
Greg Moots, P&DD
Dave Bell, Director, BSEED
Conrad Mallett, Corporation Counsel