

City of Detroit

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May 15, 2025

HONORABLE CITY COUNCIL

RE: The request of Fusco, Shaffer & Pappas, Inc, on behalf of the Church of the Messiah Housing Corp. in conjunction with the Detroit City Planning Commission as co-competitioner to rezone the properties located at 2124 Field Street, 2138 Field Street, 2148 Field Street, 2158 Field Street, 2166 Field Street, 2172 Field Street, and 2184 Field Street where an R2 (Two-Family Residential) zoning classification is shown to an R5 (Medium Density Residential) zoning classification. (RECOMMEND APPROVAL – INTRODUCTION OF ORDINANCE AND SETTING OF A PUBLIC HEARING)

The City Planning Commission (CPC) has received a request from Fusco, Shaffer & Pappas, Inc, on behalf of the Church of the Messiah Housing Corp. in conjunction with the Detroit City Planning Commission as co-competitioner to amend Article XVII, Section 50-17-31, District Map No. 29 of the 2019 Detroit City Code, Chapter 50, Zoning, to show an R5 (Medium Density Residential) where an R2 (Two-Family Residential) zoning classification is shown at 2124 Field Street, 2138 Field Street, 2148 Field Street, 2158 Field Street, 2166 Field Street, 2172 Field Street, and 2184 Field Street. The subject properties are generally bound by E. Vernor Highway to the north, Field Street to the west, Kercheval Street to the south, and Sheridan Street to the east.

BACKGROUND AND REQUEST

Church of the Messiah Housing Corp (CMHC) is a 501(c)(3) nonprofit organization based in Detroit. Established in 1978, CMHC was founded to address the shortage and deterioration of housing, primarily in the Islandview Village community. Since its inception, CMHC has developed the following affordable housing projects:

- Mustard Tree Apartments
- St. Paul Manor
- Kingston Arms
- El Tovar
- Field St. III Townhouse Construction
- Bridgeview I Townhouse Construction
- Bridgeview II Townhouse Construction

Initially, CMHC managed all its affordable housing projects in-house, however, in recent years, it has transitioned to a partnership with Continental Management LLC, a Detroit based company, for property management.

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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 at the date and time listed below. Both in-person and virtual attendance are options to participate. Pursuant to public health guidelines and limited room capacity, if anyone has cold, flu, COVID symptoms or other contagious condition, virtual attendance is strongly encouraged. To attend the meeting virtually, please use the link toward the end of this notice.

THURSDAY, MARCH 20, 2025, AT 5:15PM

The public hearing is set in order to consider the request of Fusco, Shaffer & Pappas, Inc, on behalf of the Church of the Messiah Housing Corp.in conjunction with the Detroit City Planning Commission as co-petitioner to amend Article XVII, Section 50-17-31, District Map No. 29 of the 2019 Detroit City Code, Chapter 50, Zoning, to show an R5 (Medium Density Residential) where an R2 (Two-Family Residential) zoning classification is shown at 2124 Field Street, 2138 Field Street, 2148 Field Street, 2158 Field Street, 2166 Field Street, 2172 Field Street, and 2184 Field Street. The subject properties are generally bounded by E. Vernor Hywy, to the north, Field Street to the west, Kercheval Street to the south, and Sheridan Street to the east. The proposed rezoning is indicated as the shaded area on the accompanying map.

The proposed map amendment is being requested to permit the currently vacant parcels to be developed with a 29 unit 3-story apartment building designated for affordable family housing. The existing R2 zoning classification does not allow for this type of use within this zoning district.

R2 – Two-Family Residential

This district is designed to protect and enhance areas developed or likely to be developed with single- or two-family dwelling units. This district promotes a suitable environment for homes and for activities with family life.

R5– Medium Density Residential

This district is intended to accommodate a range of residential developments, from single-family detached homes to medium-density multifamily dwellings. The district primarily supports rental apartment buildings while allowing certain non-residential uses that can be appropriately integrated into the community.

Zoning Ordinance amendments require approval by the City Council following a separate public hearing conducted by the Council. The Council considers the matter upon receipt of a report and recommendation from the City Planning Commission. This Zoning Ordinance map amendment request is being considered consistent with the provisions of Article III, Divisions 2, 3 and 4 of Chapter 50 of the 2019 Detroit City Code, the Detroit Zoning Ordinance.

All interested persons are invited to be present and be heard as to their views. Persons making oral presentations are encouraged to submit written copies, for the record, to the City Planning Commission via U.S. Mail at the above address or e-mail at cpc@detroitmi.gov. Public comment/testimony may be given at the appropriate times when called for during the meeting.

If you desire to speak and are attending the meeting online, press the “raise your hand” icon at the bottom of the screen or press ALT-Y for a PC or OPT-Y for a MAC to raise your hand virtually. If attending by phone press *-9 to raise your hand.

If interpretation or translation services are needed, including for the hearing impaired, call the Department of Civil Rights, Inclusion & Opportunity at (313) 224-4950. For further information on this proposal or the public hearing, please call (313) 224-6225.

To participate virtually in the CPC meeting, please use the following options:

Online:

<https://cityofdetroit.zoom.us/j/96355593579?pwd=TTloMzN5M3pmU1RKNXp1MjJlczN3UT09>

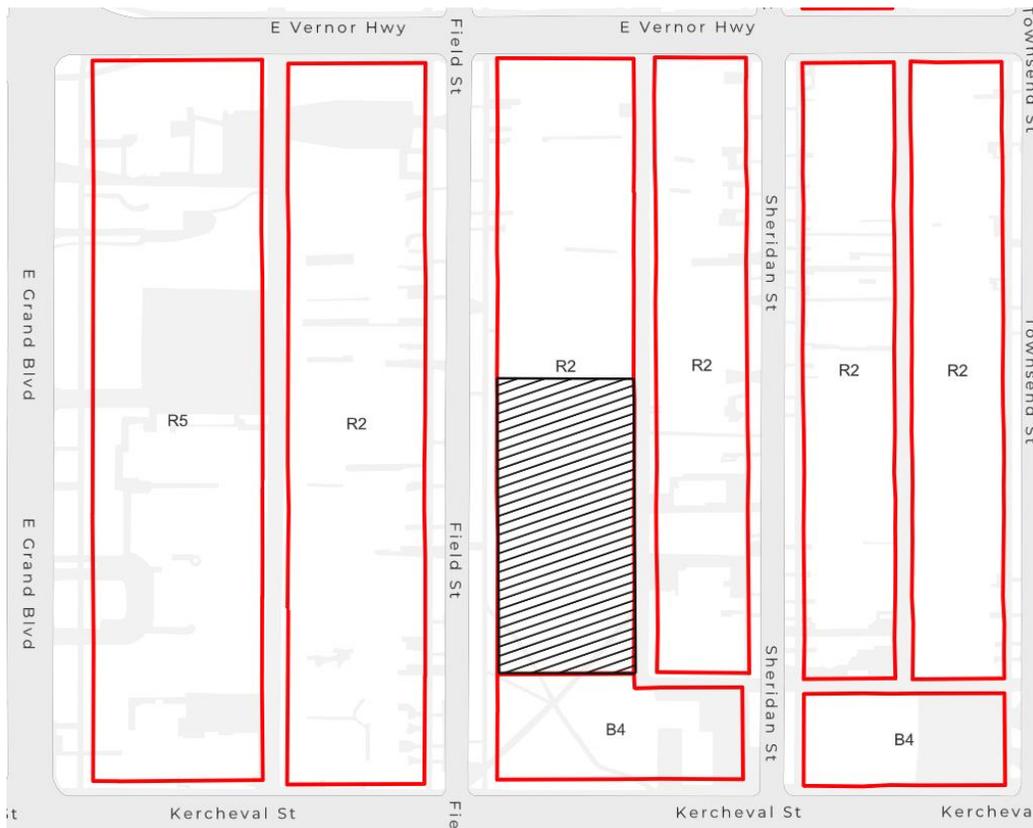
Or iPhone one-tap:

US: +12678310333,96355593579# or +13017158592,96355593579#

Or by Telephone:

Dial (for higher quality, dial a number based on your current location):

US: +1 267 831 0333 or +1 301 715 8592 or +1 312 626 6799 or +1 213 338 8477 or +1 253 215 8782 or +1 346 248 7799 Webinar ID: 963 5559 3579



Highlighted area is proposed to be rezoned from R2 to R5

SUMMARY

This ordinance amends Chapter 50 of the 2019 Detroit City Code, *Zoning*, by amending Article XVII, *Zoning District Maps*, Section 50-17-31, *District Map No. 29*, to revise the zoning classification for seven parcels generally bound by East Vernor Highway to the north, Field Street to the west, Kercheval Street to the south, and Sheridan Street to the east, commonly known as 2124, 2138, 2148, 2158, 2166, 2172, and 2184 Field Street from the R2 District (Two-Family Residential) zoning classification to the R5 District (Medium Density Residential) zoning classification.

1 E FIELD 6 LINDEN PARK SUB L16 P5 PLATS, W C R 17/41 50 X 150;
2 E FIELD 7 LINDEN PARK SUB L16 P5 PLATS, W C R 17/41 50 X 150;
3 E FIELD 8 LINDEN PARK SUB L16 P5 PLATS, W C R 17/41 50 X 150; and
4 E FIELD S 25 FT OF 9 LINDEN PARK SUB L16 P5 PLATS, W C R 17/41 25 X 150
5 the existing R2 Two-Family Residential District zoning classification, respectively, is revised to
6 the R5 Medium Density Residential zoning classification.

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

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

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

Approved as to Form:



Conrad L. Mallett
Corporation Counsel

In 2023, the Detroit Land Bank Authority (DLBA) issued a request for proposals (RFP) for the development of affordable housing on its parcels along Field Street where CMHC was awarded the RFP in late 2024.

In 2025, CMHC onboarded several partners for their proposed development known as Belleview Village including:

- Capital Area Housing Partnership; Co-Developer
- Ethos Development Partners; Housing Consultant
- Fusco, Shaffer & Pappas, Inc; Architect



Existing site as viewed from the corner of Field Street and Kercheval Avenue (looking northeast).



Existing site as viewed from an aerial perspective.

Belleview Village is a multi-site affordable housing development in the Islandview Village neighborhood. The name pays homage to both the Islandview neighborhood and Belle Isle due to their close locations to the site. The development consists of three sites: Parcels A, B, and C. However, the primary focus of this rezoning request is Parcel A, a 0.77-acre site on the east side of Field Street, north of Kercheval, where a 29-unit apartment building is proposed. Rezoning is required because the current R2 zoning classification does not permit multifamily developments exceeding eight units. The proposed building will include 29 affordable rental units, with a mix of:

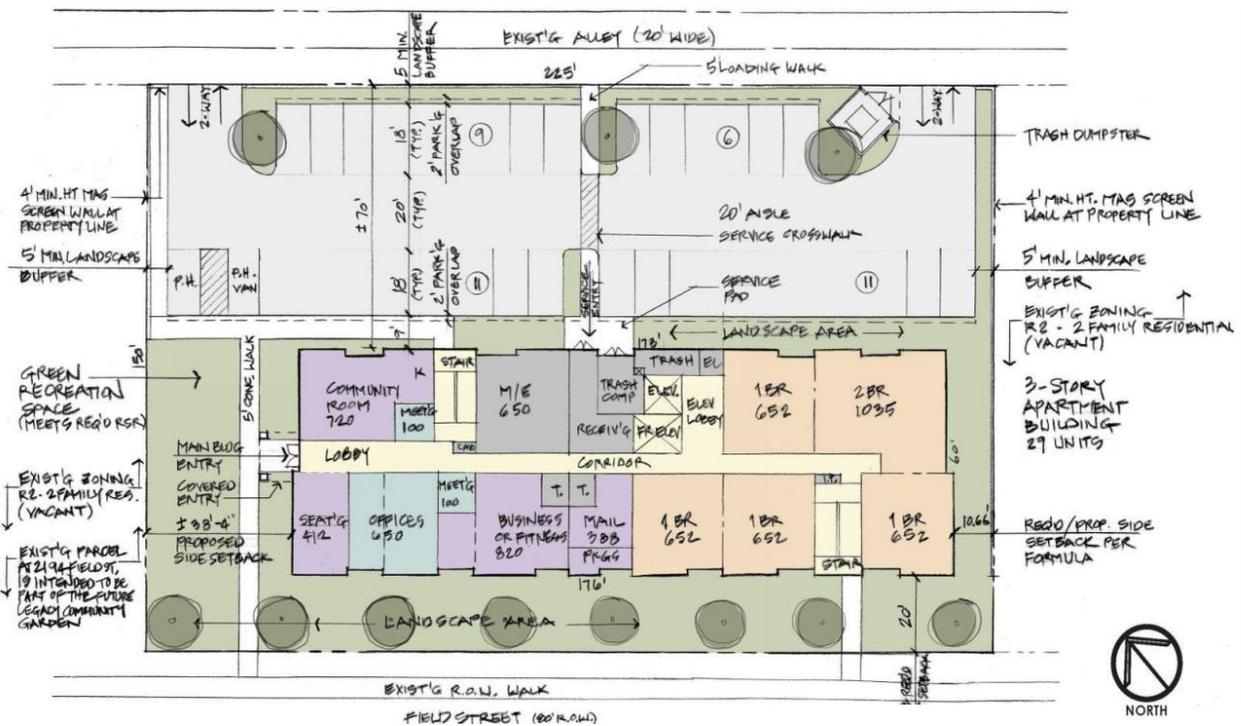
- 4 studios
- 20 one-bedroom, one-bath units
- 5 two-bedroom, one-bath units

Parcel A will include 37 on-site parking spaces located in the rear yard. Due to the site being within 0.5 miles of a high frequency transit corridor, the site meets the 0.75 spaces per unit requirement (50-14-34). Additionally, parking and trash collection will be accessed exclusively from the public alley.

A recreational green space would be located at the north end of the building, near the main entrance, adjacent to the Legacy Community Garden, a small onsite garden for residents within the neighborhood.



Conceptual front elevation of Parcel A (facing Field St).



Conceptual site plan of the proposed rezoning site.

Rent for all Bellevue locations are expected to be affordable for households earning less than 60% of the Area Median Income (AMI) adjusted for family size. Additionally, 25% of the units will be designated for Permanent Supportive Housing, and the project will apply for eight Project-Based Vouchers to support households earning below 30% AMI. Additionally, 15% of units will be barrier free to assist with accessibility.

The petitioner has conducted Phase 1 and Phase 2 environmental assessments for all three parcels performed by the Manick and Smith Group (MSG). Phase 1 results, provided to the development team in January of 2025, found that Parcel A was formerly developed with residential homes from the late 1800s- the mid-1970s. Given the era of construction, it is uncertain whether asbestos and

lead-based materials from demolished structures were properly removed. However, during MSG’s site reconnaissance an unnatural mound was observed suggesting that demolition debris may have been buried on-site or that backfill material of unknown origin was used for grading. As a result, a Phase 2 environmental assessment was recommended. The Phase 2 assessment was completed in April of 2025 with results concluding no further action was needed until LIHTC credits are awarded.

The City Planning Commission is serving as a co-petitioner for the rezoning by adding two parcels located at 2138 Field and 2124 Field south of the proposed building. These parcels are not owned by the primary petitioner. Specifically:

- 2138 Field and 2124 Field are owned by Zuhause LLC.

Zuhause LLC was notified about the proposed rezoning and the public hearing at the City Planning Commission scheduled for March 20th. This rezoning request encompasses a majority of the block face to ensure consistency and avoid spot zoning. As of May 15, 2025, CPC staff have not received a response from Zuhause LLC regarding the rezoning.

The subject properties are generally bound by E. Vernor Highway to the north, Field Street to the west, Kercheval Street to the south, and Sheridan Street to the east. The location of the proposed rezoning is indicated on the zoning map below:



COMMUNITY OUTREACH AND PUBLIC HEARING RESULTS

On March 20, 2025, the City Planning Commission held a public hearing regarding the petitioner’s request. Prior to the hearing initial engagement for this project began in mid-2023 when discussions between the CMHC and Field Street Block Club Association began. These conversations were

initiated in response to the DLBA approaching Church of the Messiah and encouraging them to apply for their RFP for the development of affordable housing.

Both CMHC and Field Street Block Club Association prioritized community collaboration to ensure that the development aligned with neighborhood needs while preserving the area's character. After multiple meetings, Field Street Block Club Association expressed its full support for the project.

On February 25, 2025, the petitioner hosted a hybrid community engagement session via Zoom and in person at Church of the Messiah Housing Corp. Thirteen individuals attended, during which the petitioner presented the project's vision, emphasized the need for affordable housing, and facilitated a discussion for community feedback. Of those in attendance, two individuals provided comments: one voiced strong support for the project, citing Detroit's need for affordable housing, while the other expressed concerns, believing the neighborhood already had sufficient affordable housing.

Following the meeting, the presentation and related materials were shared with a community listserv of over 200 individuals through the CMHC's 5-Alive community stakeholder group. Recipients were also given access to a QR code to submit feedback or letters of support for the project.

At the March 20th hearing, four individuals gave public comment on the item where one individual spoke in opposition to the proposed rezoning and the later three spoke in support. The public commenter in opposition cited a lack of involvement and engagement with the community regarding the proposed development where they asked for more engagement. Supporters highlighted both adequate community engagement and confidence in the project, citing CMHC's strong track record in affordable housing development.

In total, CPC staff have received 11 letters of support. At this time no letters of concern have been received. During the hearing, the Commission made the following requests:

- The Commission requested that the petitioner consult with BSEED to determine whether any requirements, specifically a maintenance agreement between the developer and the City regarding the alley, need to be addressed before the item proceeds to Detroit City Council.
 - *Staff found that DPW no longer requires a maintenance agreement if the alley is restored to city specifications. This requirement would instead be addressed during site plan review. Once a building permit application is submitted, the site plan review process will cover this and related matters.*
- The Commission asked for further engagement with the community prior to the item coming before Detroit City Council.
 - *The petitioner agreed to further their engagement with the community where a community meeting will be held on May 28, 2025, with the Charlevoix Village Association.*

PLANNING CONSIDERATIONS

Surrounding Zoning and Land Use

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

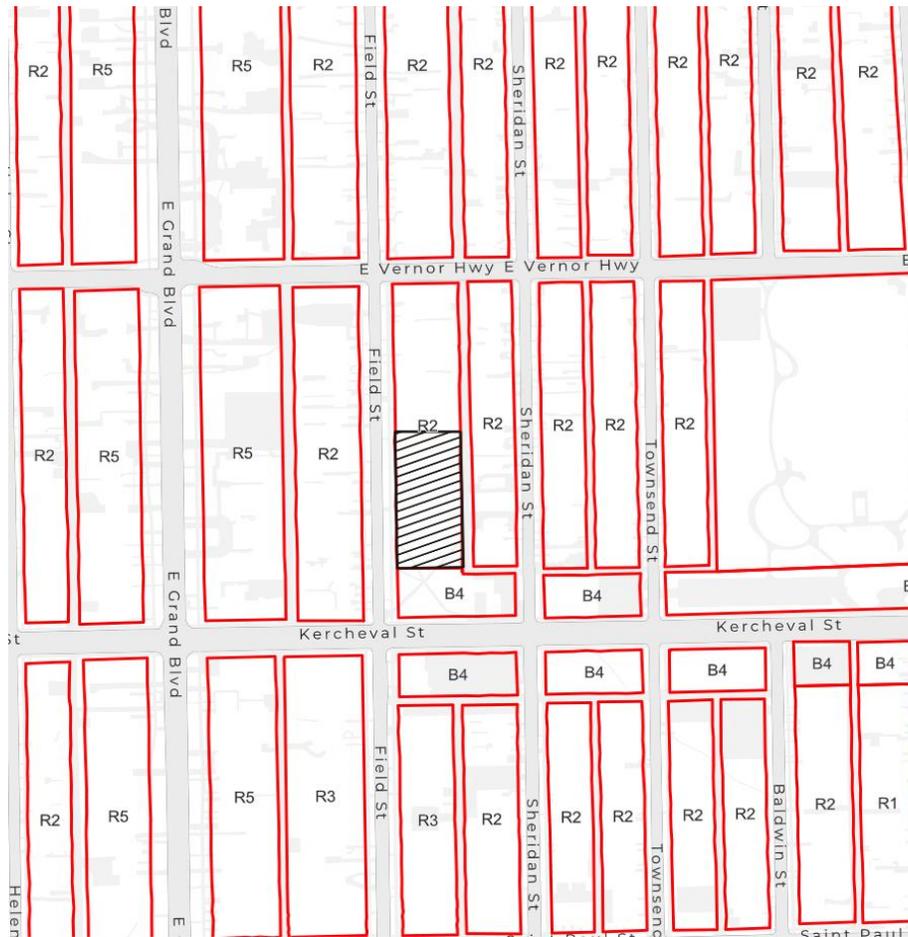
North: R2; residential vacant land

East: R2; developed as single-family homes across the alleyway

South: B4; commercial vacant land

West: R2; developed as single-family homes and multifamily homes

The parcels located to the north, east, and west of the subject parcel are zoned R2 Two-Family Residential. The surrounding area is primarily residential with a few blocks on Kercheval designated as B4 General Business, and R5 Medium Density Residential along East Grand Boulevard.



Zoning Ordinance Criteria

Section 50-3-70 of the 2019 Detroit City Code lists eight approval criteria on which zoning map amendments must be based. The following are the relevant criteria with CPC staff analysis.

- *Whether the proposed amendment is consistent with the Master Plan and the stated purposes of this chapter.* The Master Plan designates the site as "Low/Medium Residential." The rezoning to an R5 (Medium Density Residential) classification aligns with this designation, allowing for residential uses suited for the area.
- *Whether the proposed amendment will protect the health, safety, and general welfare of the public.* The proposed rezoning would support the general welfare of the public by allowing the proposed 29 unit 3-story apartment building designated for affordable family housing. The site will provide affordable housing for low-income Detroiters which can benefit overall residential public health, safety, and wellbeing.
- *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 stormwater management. It is not anticipated that the proposed rezoning will have significant adverse impacts on the natural environment.

- *The suitability of the subject property for the existing zoning classification and proposed zoning classification.* The proposed rezoning is suitable for the subject property and is consistent with the adjacent properties and others in the immediate vicinity.
- *Whether the proposed rezoning will create an illegal spot zone.* The proposed rezoning will not create a spot zone. Aligning with the Master Plan, the proposed upzoning will not be introducing an incompatible or disruptive land use.

Master Plan Consistency

The proposed rezoning site is designated as Low-Medium Density Residential (RLM) in the current Master Plan. The Planning and Development Department provided a Master Plan Interpretation, stating that the rezoning is ***generally consistent*** with the Master Plan.

RECOMMENDATION

Based on the above analysis and consistent with the approval criteria in Section 50-3-70 of the Zoning Ordinance, the CPC voted at its meeting on March 20th, 2025, to recommend APPROVAL of the rezoning request. The approved-as-to-form Ordinance is attached for Your consideration.

Respectfully submitted,

Donovan Smith, CHAIRPERSON



Marcell R. Todd, Jr., Director
Dolores Perales, City Planner

Attachments: Public Hearing Notice
Updated Zoning Map 29
Proposed Ordinance
PDD Master Plan Interpretation
Letters of Support
Site Plan
Engagement Session Packet
DLBA Sale of Property

cc: Dara O'Byrne, Deputy Director, P&DD
Karen Gage, P&DD
Greg Moots, P&DD