



MEMORANDUM

Report Date: August 28th, 2025
To: City of Madison Heights City Council
Meeting Date: September 8th, 2025
From: Matt Lonnerstater, AICP – City Planner
Subject: Ordinance 2205 - Rezoning Request PRZN 25-01 through 25-06 – City-Initiated
Rezonings of Certain Qualified Properties:

PRZN 25-01 – 555 E. 13 Mile Road [R-1 to R-MN]
PRZN 25-02 – 1434 E. 13 Mile Road [R-2 to R-MF]
PRZN 25-03 – 30801 Dequindre Road [R-2 to MUI-2]
PRZN 25-04 – 1042 E. 12 Mile Road [R-3 to R-MN]
~~PRZN 25-05 – 500 W. Gardenia Avenue [R-3 to R-MN]~~
PRZN 25-06 – Eastern 130 ft. of 30728 John R Road [R-2 to B-1]

**PLANNING COMMISSION RECOMMENDATION: APPROVE PRZN 25-01 through 25-04 and 25-06;
WITHDRAW PRZN 25-05**

Introduction

The City of Madison Heights is initiating a proactive rezoning of certain qualified properties to the R-MN (Residential Mixed-Neighborhood), R-MF (Residential Multi-Family), MUI-2 (Mixed-Use Innovation 2), or B-1 (Neighborhood Business) district. These rezonings, if approved, aim to better-align the zoning of these properties with existing land use patterns, the City's Master Plan, and adjacent street networks. Further, this rezoning process will have the effect of *increasing* building expansion and development potential while simultaneously ensuring that all existing uses are permitted to continue. Properties included in this proactive rezoning process share the following characteristics:

- Currently zoned One-Family Residential (R-1, R-2, or R-3).
- Located on a moderate to high-traffic street identified as either an “arterial” or “collector” street in the Madison Heights Master Plan.
- Currently improved with a religious institution, private club, or lodge.

Planning Commission Action and Findings.

Per the Zoning Ordinance adopted in 2024, Rezoning requests begin at the Planning Commission for a public hearing, with a recommendation made to City Council for final action. A public hearing was held at the **August 19th, 2025 Planning Commission meeting**. Several members of the public spoke regarding the request and had concerns pertaining to PRZN # 25-05. Following the public hearing, the Planning Commission approved the following motion pertaining to the city-initiated rezonings:

MOTION BY COMMISSIONER FOX, SECONDED BY GRAETTINGER, THAT THE PLANNING COMMISSION HEREBY RECOMMENDS THAT CITY COUNCIL APPROVE THE FOLLOWING CITY-INITIATED REZONING REQUESTS:

1. *PRZN 25-01 – 555 E. 13 Mile Road (TM# 44-25-01-376-010) from R-1 to R-MN, Residential Mixed-Neighborhood.*
2. *PRZN 25-02 – 1434 E. 13 Mile Road (TM# 44-25-12-204-038) from R-2 to R-MF, Multi-Family Residential.*
3. *PRZN 25-03 – 30801 Dequindre Road (TM# 44-25-12-226-009) from R-2 to MUI-2, Mixed-Use Innovation 2.*
4. *PRZN 25-04 – 1042 E. 12 Mile Road (TM# 44-25-13-130-024) from R-3 to R-MN, Residential Mixed-Neighborhood.*
5. *PRZN 25-06 – the eastern 130 feet of 30728 John R Road (TM# 44-25-12-101-057) from R-2 to B-1, Neighborhood Business.*

THIS RECOMMENDATION OF APPROVAL IS MADE AFTER THE REQUIRED PUBLIC HEARING BASED UPON THE FINDING THAT THE CITY-INITIATED REZONINGS SATISFACTORILY ADDRESS THE REZONING REVIEW STANDARDS CONTAINED IN SECTION 15.06 OF THE ZONING ORDINANCE, AS FOLLOWS:

1. *The city-initiated rezonings allow for zoning districts, their respective permitted uses and site development regulations that are more compatible with surrounding uses and zoning than the current zoning designations.*
2. *The city-initiated rezonings are consistent with the goals, policies, and objectives of the Master Plan pertaining to housing and commercial & industrial development.*
3. *The boundaries of the proposed zoning districts are reasonable in relation to surrounding zoning districts, and construction on site will be able to meet dimensional regulations for the pertinent zoning districts.*
4. *The rezonings will not create isolated or incompatible zoning districts within their respective neighborhoods and will not result in exclusionary zoning.*
5. *The rezonings result in zoning designations that are more compatible with adjacent street systems than the current designations.*

It is further recommended that city-initiated request PRZN 25-05– to rezone 500 W. Gardenia Avenue (TM# 44-25-14-276-005) from R-3 to R-MN, Residential Mixed-Neighborhood - be withdrawn so that the future land use designation can be further evaluated as part of the 5-year Master Plan update.

Voting Yea: Pro Tem Bliss, Commissioner Fox, Vice Chair Graettinger, Commissioner Sylvester, Chair Champagne.

Motion carries

Background

Madison Heights adopted a new Zoning Ordinance in 2024 which replaced an outdated ordinance that had been in effect for nearly fifty years. The previous Zoning Ordinance (pre-2024) only permitted religious institutions such as churches, synagogues, mosques, temples, etc. in the one-family residential and office zoning districts. The new Zoning Ordinance permits religious institutions, private clubs, and lodges in a greater number of zoning districts including, in some capacity, residential, office, business, and mixed-use districts. While many properties improved with religious institutions or clubs were rezoned as part of the 2024 Zoning Ordinance adoption, several properties on higher-traffic streets still retain one of the lower-density one-family residential zoning designations; these zoning designations are out of character with the street system and nearby land use and development patterns and potentially reduce opportunities for future expansion projects or redevelopment.

The individual properties selected for proactive rezoning are highlighted on the following pages.

Staff Discussion and Policy Analysis

Staff believes that the proactive rezoning of these sites will benefit property owners by increasing development potential on their parcels while simultaneously maintaining their ability to continue operation as religions or assembly uses. Further, these rezonings aim to align the zoning designations and permitted uses on the subject parcels with existing development and transportation patterns. Further rezonings to the R-MN district would permit new “missing-middle” housing types such as duplexes, triplexes, quadplexes, and townhomes that were severely restricted in the previous Zoning Ordinance.

Stacked Duplex



Stacked Quadplex



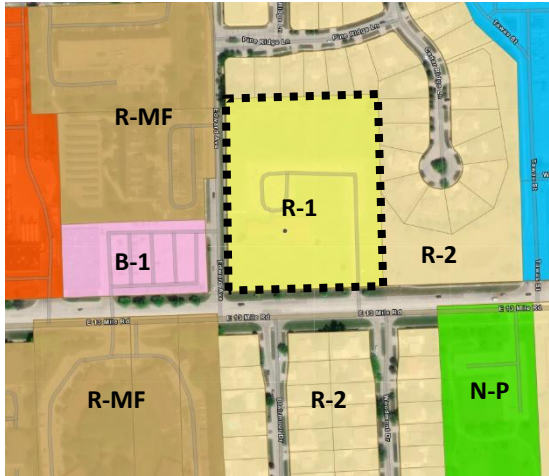
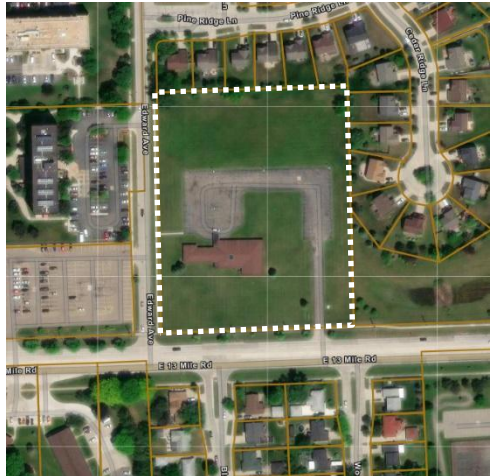
Letter to Property Owners and Office Hours

Several weeks prior to the public hearing, staff sent out informational letters to all affected property owners along with a public response form. We have received several response forms and emails back, which are provided within the agenda packet. Additionally, staff held a drop-in-style office hours event on Friday, July 18th, which was lightly attended. As required by law, staff mailed out the Planning Commission public hearing notice to the affected property owners and property owners/tenants within 300 feet of the subject sites and placed the notice in the Madison Park News.

Master Plan Considerations

As part of the ongoing Master Plan update, staff will analyze the Future Land Use map to ensure that future land use designations of the impacted parcels align with these rezonings, if approved.

PRZN 25-01 – 555 E. 13 MILE ROAD

Madison Heights Church of Nazarene: 555 E. 13 Mile Road	
<p>ZONING</p> 	<p>AERIAL</p> 
<p>Current Zoning: R-1, One-Family Residential</p> <p>Proposed Zoning District: R-MN, Mixed Neighborhood</p> <p>Size: 5 Acres</p> <p>Future Land Use: Single-Family</p> <p>Status: Active Church</p>	<p>Adjacent Land Uses:</p> <p>North: Single-Family Residential</p> <p>East: Single-Family Residential</p> <p>South: Single-Family Residential</p> <p>West: Medical Office</p>



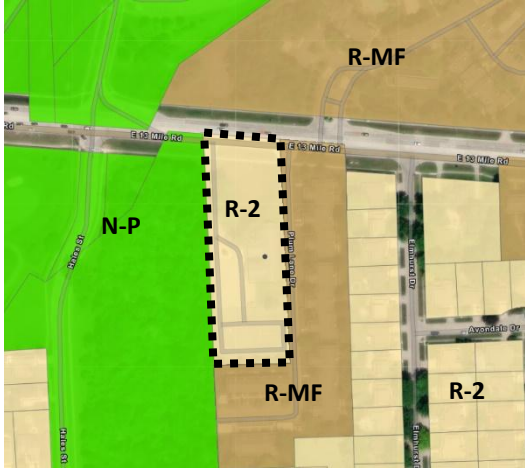


Planning Commission Recommendation: Approve

Discussion: Under its current zoning designation (R-1), this property is restricted to those uses permitted in the one-family residential districts (primarily single-family homes). The R-1 district has a minimum lot size of one (1) acre, meaning that the property could theoretically only accommodate a total of five (5) single-family detached homes on very large lots. Per the Master Plan, the Future Land Use category for this property is single-family. This portion of E. 13 Mile Road is primarily improved with single-family and multi-family residential uses, with the exception of the Meijer and Sam's Club properties and the Red Oaks Water Park and golf course. **Staff recommends that the site be rezoned to Residential Mixed-Neighborhood (R-MN)** (allowing duplex, multiplex and townhome developments) to keep with the residential character of East 13 Mile while allowing for additional density appropriate along 13 Mile Road.

Non-Conformity Consideration: Religious Institutions would continue to be permitted as a Special Land Use under the R-MN district. The existing building appears to meet dimensional standards of R-MN.

Master Plan Consideration: If the site is rezoned to R-MN, the Future Land Use map should be amended as part of the ongoing Master Plan update.

PRZN 25-02 – 1434 E. 13 MILE ROAD

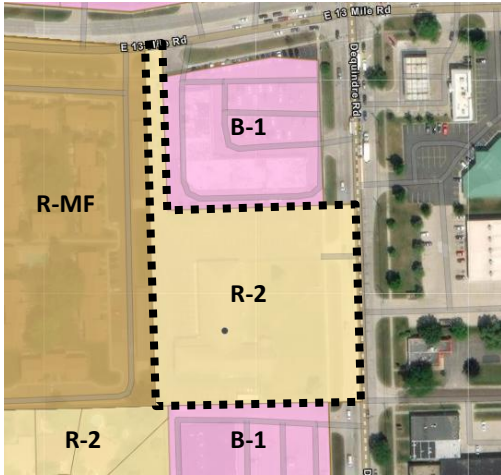


St. Patrick Episcopal Church: 1434 E. 13 Mile Road	
<p>ZONING</p> 	<p>AERIAL</p> 
<p>Current Zoning: R-2, One-Family Residential</p> <p>Proposed Zoning District: R-MF, Multi-Family</p> <p>Size: 2 Acres</p> <p>Future Land Use: Multiple-Family</p> <p>Status: Active Church</p>	<p>Adjacent Land Uses:</p> <p>North: Multiple-Family Residential</p> <p>East: Attached Single-Family Residential</p> <p>South: Attached Single-Family Residential</p> <p>West: Red Oaks Nature Center</p>
	

Planning Commission Recommendation: Approve

Discussion: Under its current zoning designation (R-2), this property is restricted to those uses permitted in the one-family residential districts (primarily single-family homes). The R-2 district has a minimum lot size of 7,200 square feet, meaning that the property could theoretically accommodate about twelve (12) single-family detached homes. However, a new private street would likely need to be created to get to this density. Per the Master Plan, the Future Land Use category for this property is multi-family. The property abuts multiple-family residential uses, including townhomes and multi-family buildings, to the north, south, and east and recreational uses to the west. **Staff recommends that the site be rezoned to Multi-Family Residential (R-MF)** as it would be consistent with the Future Land Use map and adjacent land uses.

Non-Conformity Consideration: Religious Institutions would continue to be permitted as a Special Land Use under the R-MF districts. The existing building appears to meet dimensional standards of the R-MF district.

PRZN 25-03 – 30801 DEQUINDRE ROAD

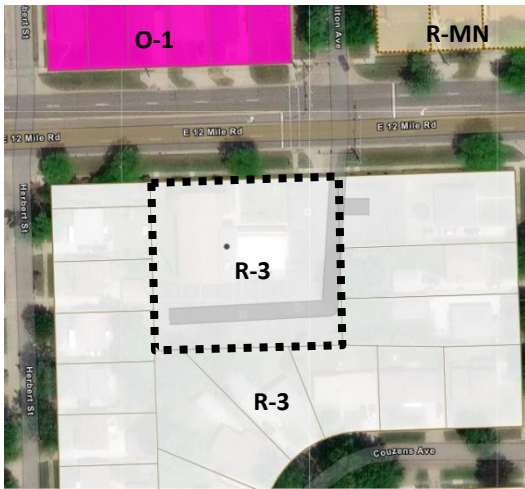
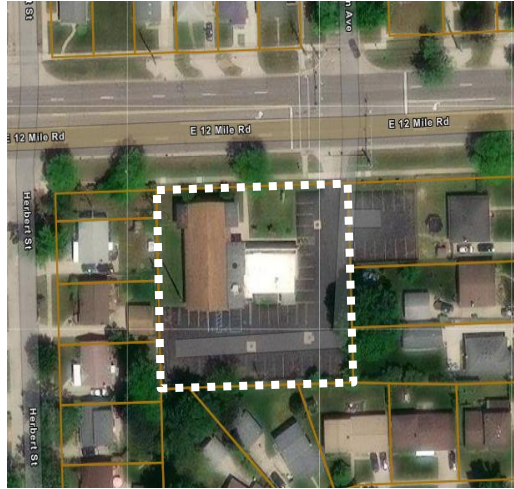
Arabic Evangelical Alliance Church: 30801 Dequindre Road	
<p>ZONING</p> 	<p>AERIAL</p> 
<p>Current Zoning: R-2, One-Family Residential</p> <p>Proposed Zoning: MUI-2, Mixed Use Innovation 2</p> <p>Size: 3 Acres</p> <p>Future Land Use: Commercial</p> <p>Status: Active Church</p>	<p>Adjacent Land Uses:</p> <p>North: Commercial</p> <p>East: Commercial (Warren)</p> <p>South: Commercial</p> <p>West: Multi-Family</p>
	

Planning Commission Recommendation: Approve

Discussion: Under its current zoning designation (R-2), this property is restricted to those uses permitted in the one-family residential districts (primarily single-family homes). The R-2 district has a minimum lot size of 7,200 square feet, meaning that the property could theoretically accommodate about eighteen (18) single-family detached homes. However, a new private street would likely need to be created to get to this density. Per the Master Plan, the Future Land Use category for this property is Commercial. The property abuts commercial/retail properties to the north, south, and east and multi-family residential property to the west. **Staff recommends that the site be rezoned to Mixed-Use Innovation 2 (MUI-2)** as it would be consistent with the Commercial future land use designation and land uses while continuing to allow for religious institutions and clubs.

Non-Conformity Consideration: Religious Institutions would be permitted by right within the MUI-2 district. The existing building appears to meet dimensional standards of the MUI-2 district.

PRZN 25-04 – 1042 E. 12 MILE ROAD

Gospel Life Church: 1042 E. 12 Mile Road	
<p>ZONING</p> 	<p>AERIAL</p> 
<p>Current Zoning: R-3, One-Family Residential</p> <p>Proposed Zoning District: R-MN, Mixed Neighb.</p> <p>Size: 0.7 Acres</p> <p>Future Land Use: Single-Family</p> <p>Status: Active Church</p>	<p>Adjacent Land Uses:</p> <p>North: Single-Family Residential</p> <p>East: Single-Family Residential</p> <p>South: Single-Family Residential</p> <p>West: Single-Family Residential</p>



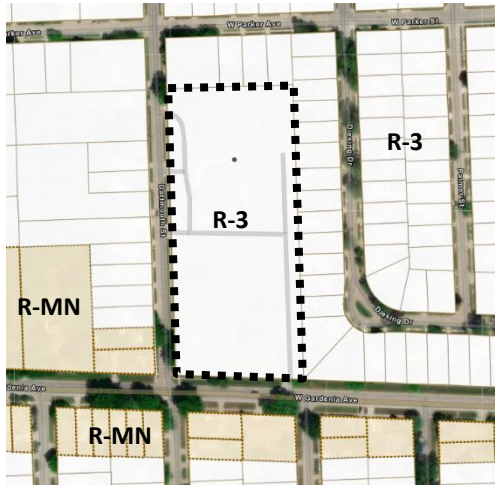

Planning Commission Recommendation: Approve

Discussion: Under its current zoning designation (R-3), this property is restricted to uses permitted in the one-family residential districts (primarily single-family homes). The R-3 district has a minimum lot size of 5,000 square feet, meaning that the property could theoretically accommodate about six (6) single-family detached homes. Per the Master Plan, the Future Land Use category for this property is Single-Family Residential. The property abuts single-family uses to the north, south, east and west. **Staff recommends that the site be rezoned to Residential Mixed-Neighborhood (R-MN)** to allow for slightly higher residential density that would still be compatible with adjacent single-family residential uses. Staff notes that a portion of the church parking lot is on the adjacent single-family parcel to the east, which is also owned by the church. This adjacent parcel is not included within this rezoning request.

Non-Conformity Consideration: Religious Institutions of all sizes would continue to be permitted as a Special Land Use under the R-MN districts. The existing building appears to have a non-conforming front-yard setback under the current R-MN zoning district. However, a rezoning to R-MN would likely not create an additional non-conformity.

Master Plan Consideration: If the site is rezoned to R-MN, the Future Land Use map should be amended as part of the ongoing Master Plan update.

PRZN 25-05 – 500 W. GARDENIA AVENUE [WITHDRAWN]

Korean First Central United: 500 W. Gardenia Avenue	
<p>ZONING</p> 	<p>AERIAL</p> 
<p>Current Zoning: R-3, One-Family Residential</p> <p>Proposed Zoning District: R-MN, Mixed Neighb.</p> <p>Size: 4.75 Acres</p> <p>Future Land Use: Single-Family</p> <p>Status: Active Church</p>	<p>Adjacent Land Uses:</p> <p>North: Single-Family Residential</p> <p>East: Single-Family Residential</p> <p>South: Single-Family Residential</p> <p>West: Single-Family Residential</p>



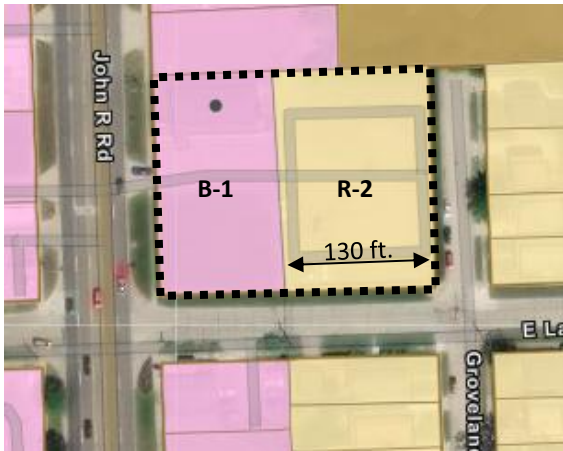

Planning Commission Recommendation: Withdraw

Discussion: Gardenia is listed as a “collector” street and serves as an important east-west connector into/from Royal Oak. Under its current zoning designation (R-3), the property is restricted to those uses permitted in the one-family residential districts (primarily single-family homes). Per the Master Plan, the Future Land Use category for this property is Single-Family Residential. The property abuts single-family uses to the north, south, east and west. Properties along Gardenia were rezoned to Residential Mixed-Neighborhood (R-MN) as part of the 2024 zoning update, which allows for single-family, duplex, triplex, quadplex, and townhome-style development. Staff recommended that the site be rezoned to Residential Mixed-Neighborhood to allow for missing-middle housing (duplexes, triplexes, townhouses, etc.) consistent with the R-MN district along Gardenia. However, the Planning Commission had concerns about the R-MN district extending deep into the existing single-family residential neighborhood, and recommended that the case be withdrawn for further analysis as part of the Master Plan update.

Non-Conformity Consideration: Religious Institutions of all sizes would continue to be permitted as a Special Land Use under the R-MN district. The existing building appears to meet dimensional standards.

Master Plan Consideration: If the site is rezoned to R-MN, the Future Land Use map should be amended as part of the ongoing Master Plan update.

PRZN 25-06 – EASTERN 130 FEET OF 30728 JOHN R ROAD

Vacant [Former Red Oaks Church]: 30728 John R Road	
<p>ZONING</p> 	<p>AERIAL</p> 
<p>Current Zoning: West side: B-1, Neighborhood Business. East side: R-2, One-Family Residential</p> <p>Proposed Zoning District: B-1, Neighb. Business</p> <p>Size: 1.06 acres</p> <p>Future Land Use: Multi-Family</p> <p>Status: Vacant church</p>	<p>Adjacent Land Uses:</p> <p>North: Commercial</p> <p>East: Single-Family Residential</p> <p>South: Commercial/Single-Family Residential</p> <p>West: Commercial</p>



Planning Commission Recommendation: Approve

Discussion: The property is currently split-zoned B-1, Neighborhood Business and R-2, One-Family Residential. The R-2 portion at the rear of the site is improved with a parking lot. The Madison Heights Zoning Ordinance advises against split-zoning as it creates confusion with regards to permitted uses and dimensional standards. To encourage reuse or redevelopment of the vacant building, **staff recommends that the eastern 130 feet of the site be rezoned to B-1, Neighborhood Business**, which would eliminate the split-zoning and allow for a cohesive zoning district on the parcel. Any future redevelopment of the site would need to incorporate screening/landscaping along residential property lines.

Non-Conformity Consideration: Small religious institutions, clubs and lodges with a capacity of 75 persons or less would continue to be permitted as a Special Land Use under the B-1 district. However, larger facilities (76 or more persons) would not be permitted.

Master Plan Consideration: If the site is rezoned to B-1, the Future Land Use map should be amended as part of the ongoing Master Plan update.

Map Amendment (Rezoning) Review Standards

Section 15.07 of the new Zoning Ordinance contains standards that the Planning Commission and City Council shall consider when reviewing and acting upon a rezoning request:

- (1) Compatibility of the site's physical, geological, hydrological and other environmental features with the uses permitted in the proposed zoning district.*
- (2) Compatibility of all the potential uses allowed in the proposed zoning district with surrounding uses and zoning in terms of land suitability, impacts on the environment, density, nature of use, traffic impacts, aesthetics, infrastructure and potential influence on property values.*
- (3) Consistency with the goals, policies, and objectives of the Master Plan (including the Future Land Use Plan), and any sub-area or corridor plans. If conditions have changed since such plans were adopted, consistency with recent development trends in the area shall be considered.*
- (4) The boundaries of the requested zoning district will be reasonable in relationship to surrounding zoning districts, and construction on the site will be able to meet the dimensional regulations for the requested zoning district.*
- (5) The requested zoning district is considered to be more appropriate from the city's perspective than another zoning district.*
- (6) If a rezoning is requested to allow for a specific use, rezoning the land is considered to be more appropriate than amending the list of permitted or special land uses in the current zoning district to allow the use.*
- (7) The requested rezoning will not create an isolated or incompatible zone in the neighborhood.*
- (8) The capability of the street system to safely and efficiently accommodate the expected traffic generated by uses permitted in the requested zoning district.*
- (9) That the amendment will not be expected to result in exclusionary zoning.*

Next Step

Based on the recommendation of approval from the Planning Commission and their pertinent findings, staff recommends that City Council conduct its first reading of Ordinance #2205 (PRZN 25-01, 25-02, 25-03, 25-04, and 25-06) and schedule the second and final reading for the September 29th, 2025 City Council Meeting. Note that per the Planning Commission's recommendation, this Ordinance does not include case PRZN 25-05 (500 W. Gardenia). An additional public hearing is not required.

Attachments

- Madison Heights Religious Institutions – Proactive Rezoning Map
- Compiled maps
- Section 3.06 – Permitted Use Table
- Section 4.01 and 4.02 – Schedule of Regulations
- Section 15.07 – Zoning Ordinance Amendments (Map and Text)
- Letter to property owners dated July 3rd, 2025
- Public hearing notice
- Received public response forms and emails

Template Motion for Second Reading and Ordinance Adoption | Findings and City Council Action

Template motions for Ordinance approval, including findings of fact, are provided below. For the sake of efficiency, the template motion is for approval of all six rezoning cases. However, City Council may make separate motions for each individual rezoning case using the template below, if desired.

MOTION BY _____, SECONDED BY _____ THAT CITY COUNCIL HEREBY **ADOPT** ORDINANCE # 2205, THEREBY APPROVING THE FOLLOWING CITY-INITIATED REZONING REQUESTS:

1. PRZN 25-01 – 555 E. 13 Mile Road (TM# 44-25-01-376-010) from R-1 to R-MN, Residential Mixed-Neighborhood.
2. PRZN 25-02 – 1434 E. 13 Mile Road (TM# 44-25-12-204-038) from R-2 to R-MF, Multi-Family Residential.
3. PRZN 25-03 – 30801 Dequindre Road (TM# 44-25-12-226-009) from R-2 to MUI-2, Mixed-Use Innovation 2.
4. PRZN 25-04 – 1042 E. 12 Mile Road (TM# 44-25-13-130-024) from R-3 to R-MN, Residential Mixed-Neighborhood.
5. PRZN 25-06 – the eastern 130 feet of 30728 John R Road (TM# 44-25-12-101-057) from R-2 to B-1, Neighborhood Business.

THIS APPROVAL IS MADE AFTER THE REQUIRED PUBLIC HEARING, HELD AT THE PLANNING COMMISSION MEETING ON AUGUST 19th, 2025, BASED UPON THE FINDING THAT THE CITY-INITIATED REZONINGS SATISFACTORILY ADDRESS THE REZONING REVIEW STANDARDS CONTAINED IN SECTION 15.06 OF THE ZONING ORDINANCE, AS FOLLOWS:

1. The city-initiated rezonings allow for zoning districts, their respective permitted uses and site development regulations that are more compatible with surrounding uses and zoning than the current zoning designations.
2. The city-initiated rezonings are consistent with the goals, policies, and objectives of the Master Plan pertaining to housing and commercial & industrial development.
3. The boundaries of the proposed zoning districts are reasonable in relation to surrounding zoning districts, and construction on site will be able to meet dimensional regulations for the pertinent zoning districts.
4. The rezonings will not create isolated or incompatible zoning districts within their respective neighborhoods and will not result in exclusionary zoning.
5. The rezonings result in zoning designations that are more compatible with adjacent street systems than the current designations.

It is further moved that city-initiated request PRZN 25-05– to rezone 500 W. Gardenia Avenue (TM# 44-25-14-276-005) from R-3 to R-MN, Residential Mixed-Neighborhood - be withdrawn so that the future land use designation can be further evaluated as part of the 5-year Master Plan update.