



MEMORANDUM

TO: City Planning Commission

FROM: Matthew Kowalski, City Planner and Julia Shake, City Planner

DATE: June 4, 2024

SUBJECT: PUD Pre-Petition Conference – 3551 Packard Road PUD

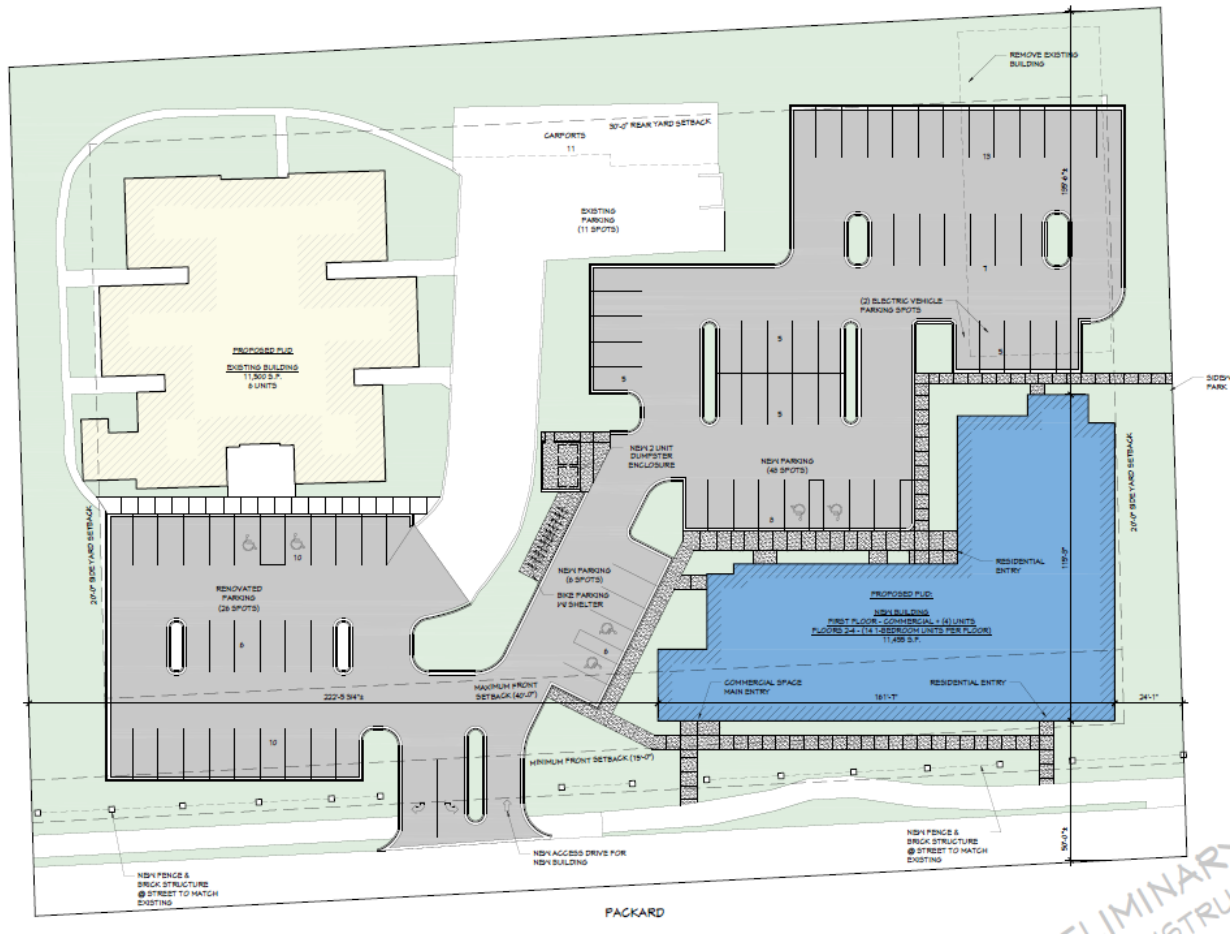
A pre-petition conference is a required step to applying and receiving approval for a new PUD (Planned Unit Development) Zoning District or amending existing PUD Supplemental Regulations. This PUD conference discusses the request to designate 3551 Packard Road as a PUD. The parcel is currently zoned R4A (Multiple-Family Dwelling District).

Background

The proposed project site is a 121,342 square foot parcel on the north side of Packard Road, between Brandywine Drive and Burton Road. Currently containing a two-story residence, carport, and garage, the site is planned for rezoning from R4A (Multiple-Family) to Planned Unit Development (PUD) for a multi-family mixed-use building. Surrounding uses include single-family residential (zoned R1C, Single-Family) to the north, a DTE substation (zoned R4A, Multiple-Family) to the east, small offices and an office park (zoned O, Office) to the south, and a church to the west (zoned R4A, Multiple-Family).

The proposed 4-story building would include one-bedroom affordable housing apartments targeted to senior and first floor commercial space. Specifically, it would feature:

- 49 one-bedroom units of 650 square feet each
- 15% barrier-free units
- 4000 square feet of commercial space on the ground floor
- 80 new parking spaces, including 2 electric vehicle spaces (type unspecified)
- Bicycle parking (type unspecified)



Of the 49 units in the apartment development, 12 will target families at or below 30% of the area median income (“AMI”), 5 at or below 40% AMI, 9 units at or below 60% AMI, and the remaining 23 units will be at or below 80% AMI.

Petitioner Justification for PUD Zoning

In their PUD application, the petitioner states that the purpose and additional benefit for the City of the proposed PUD is:

“To expand the supply of Affordable Housing in Ann Arbor.”

In their PUD Application, the petitioner justifies the need for using a PUD and not another zoning designation in that:

“Existing Zoning does not support proposed density nor use.”

The petitioner, in their application, states that the proposed PUD is consistent with the Comprehensive Plan in that:

“The proposed plan creates a different housing type & density in relation to adjacent uses. The proposed development enhances the walkability of the existing neighborhood. The [project] proposes affordable housing.”

Staff Analysis

The project site is adjacent to multi-family residential zoning, and the 2009 Comprehensive Plan's Land Use Element recommends multi-family development for this area. Based on this existing context and the Plan's guidance, staff suggest comparing a potential PUD against the R4E (Multiple-Family Dwelling) District as an alternate existing zoning district for this development. This is the only R zone which would accommodate the proposed density; however, it would not allow for ground-floor commercial uses. This project could fit in Commercial zoning, but this would not guarantee housing, especially affordable housing. If developed under the R4E Zoning, affordable housing would not be required as part of this proposed project because the proposed density of 42 dwelling units/acre does not exceed the residential density recommendation of the Comprehensive Plan.

A PUD offers the petitioner more flexibility on uses while providing for long-term protection of the affordable housing through supplemental regulations. Staff have some questions about commercial uses at this location, yet conclude that the amount of retail (~4,000 square feet) provided may be appropriate for a small business providing services to the residents of the PUD, residents in the adjacent neighborhoods and workers in nearby office buildings. The PUD supplemental regulations would allow a restriction on the amount of commercial space. A standard commercial district would allow all commercial uses with no restrictions and no required provision of housing.

Increasing housing supply - especially designated affordable housing - is a priority for the city and is an explicit purpose of PUD Districts (5.13.9 UDC). The provision of 49 dedicated affordable housing units and the designation of the units per different income levels is a public benefit consistent with the PUD standard below.

Staff request clarity on several areas of the proposed plan:

- The use of the existing residential structure should be clarified to ensure future uses are included in the PUD regulations. The current use of the structure is multi-family with six units.
- The amount of parking provided on the site appears high for the proposed use. Including the existing parking, there will be 91 parking spaces on site for a total of 55 residential units (including the existing 6 units) and 4,000 square feet of retail space. Planning staff would prefer a reduction of parking, or possibly deferred parking which could be installed if/when needed in the future. The EV parking shown on the plan does not meet current code requirements; the petitioner should explain this decision.
- A reduction of parking on site could provide more useable open space. This open space could be located near the new building's commercial space for outdoor dining, or provide an outdoor gathering area for the residential tenants with a patio or other amenity space.
- Further refinement of proposed sustainability elements are requested. There are no distinct elements noted in the initial memo.

Staff is supportive of the PUD request, however encourage further explanation from the applicant on the items noted above, along with their plan to meet the Standards for PUD Zoning District review (provided below).

PUD Process

As provided in Section 5.29.11 of the Unified Development Code, the PUD process involves five steps: citizen participation, a pre-application conference with staff, a pre-petition conference with

Planning Commission, PUD zoning district review and PUD site plan review. Staff began working with the applicant several months ago and continue to guide them through the application preparation, submittal, review, and approval process. At pre-petition conferences with the Planning Commission, applicants present the proposed conceptual plan and development program. The Planning Commission may offer *“their comments regarding the appropriateness of the proposed land uses, the proposal’s conformance with adopted master plan and policies, and the beneficial effects to be achieved”* (5.29.11.C.3).

F. Standards for PUD Zoning District Review⁹⁹

The Planning Commission shall recommend approval, approval with conditions, or denial, and City Council shall approve or deny the proposed PUD zoning district based on the following standards:

1. The use(s), physical characteristics, design features, or amenities proposed shall have a beneficial effect for the City, in terms of public health, safety, welfare, aesthetics, or convenience, or any combination of those impacts, on present and potential surrounding land uses. The beneficial effects for the City that warrant the zoning include, but are not limited to, features such as:
 - a. Innovation in land use and variety in design, layout and type of Structures that furthers the stated design goals and physical character of adopted land use plans and policies.
 - b. Economy and efficiency of land use, natural resources, energy, and provision of public services and utilities.
 - c. Provision of Open Space.
 - d. Preservation and protection of Natural Features that exceeds the requirements of this chapter, especially for those features prioritized in this chapter as being of highest concern, or that preserves existing conditions instead of merely providing mitigation.
 - e. Employment and shopping opportunities particularly suited to the needs of the residents of the City.
 - f. Expansion of the supply of Affordable Housing Dwelling Units.
 - g. The use and reuse of existing Sites and Buildings that contributes to the desired character and form of an established neighborhood.

UDC section 5.29.11.F

Attachments: PUD Pre-Petition Conference Application Form
 Site Plan
 Narrative Statement