

PLANNING AND DEVELOPMENT SERVICES STAFF REPORT

For Planning Commission Meeting of September 1, 2020

**SUBJECT: Lockwood of Ann Arbor PUD Zoning District and PUD Site Plan for City Council Approval
(2195 East Ellsworth)
File No. SP20-010 & Z20-027**

PROPOSED CITY PLANNING COMMISSION MOTION

The Ann Arbor City Planning Commission hereby recommends that the Mayor and City Council approve Lockwood of Ann Arbor Development Planned Unit Development (PUD) Zoning District and Supplemental Regulations, PUD Site Plan, and Development Agreement

STAFF RECOMMENDATION:

Staff recommends that the Lockwood of Ann Arbor PUD Site Plan, Zoning District and Supplemental Regulations be **postponed** in order to allow petitioner additional time to address outstanding staff comments regarding the landscape and tree mitigation plans.

LOCATION:

The site is located on the south side of East Ellsworth, east of Stone School Road and adjacent to Forest Hills Co-operative.

SUMMARY:

A proposal to rezone a 7.92 acre vacant site from R1C (Single-Family Residential District) to PUD (Planned Unit Development), and to construct a three-story, 168,130 square foot residential building with a 154 space surface parking lot. The site plan proposes 154 independent senior apartments, 89 one-bedroom units and 65 two-bedroom units in a single building. The building will also contain a commercial kitchen and dining area, small barber shop, activity room, movie room, fitness room and small clinic. All facilities are for use only by the Lockwood residents and their guests.

REZONING PETITION:

Current Zoning – The site is currently zoned R1C which allows a maximum of 25 single-family homes based on the alternatives’ analysis presented.

Proposed Zoning -- The proposed Supplemental Regulations allow the following uses and configuration of the site:

- Three stories of residential use and a maximum of 154 units, a minimum of 40% of the units must be designated for households with income no higher than 50% of the Area Median Income (\$35,500 for an individual).
- One vehicle parking space per unit, a total of 154 vehicle parking spaces.
- A maximum floor area of 170,000 square feet.
- Accessory uses for residents including: Commercial kitchen and dining area, barber shop, clinic, fitness room, and shuttle bus.

SITE PLAN PETITION:

Existing Conditions – The site is currently occupied by one single-family home.

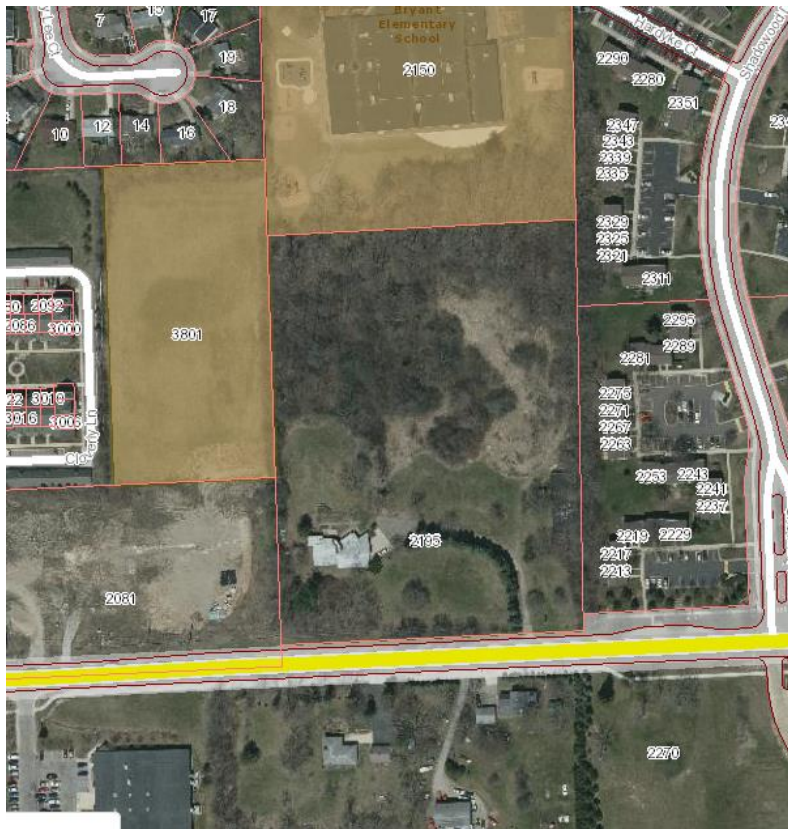


Figure 1: Existing Conditions (2018)

Site Layout – The proposed site plan and additional color renderings show a X-shaped building in the center of the site with parking proposed along the northern, western and eastern property line. The Ann Arbor Public School System (AAPS) own the land on both the northern and western boundaries of the site and the eastern boundary is Forest Hills Cooperative residential community.

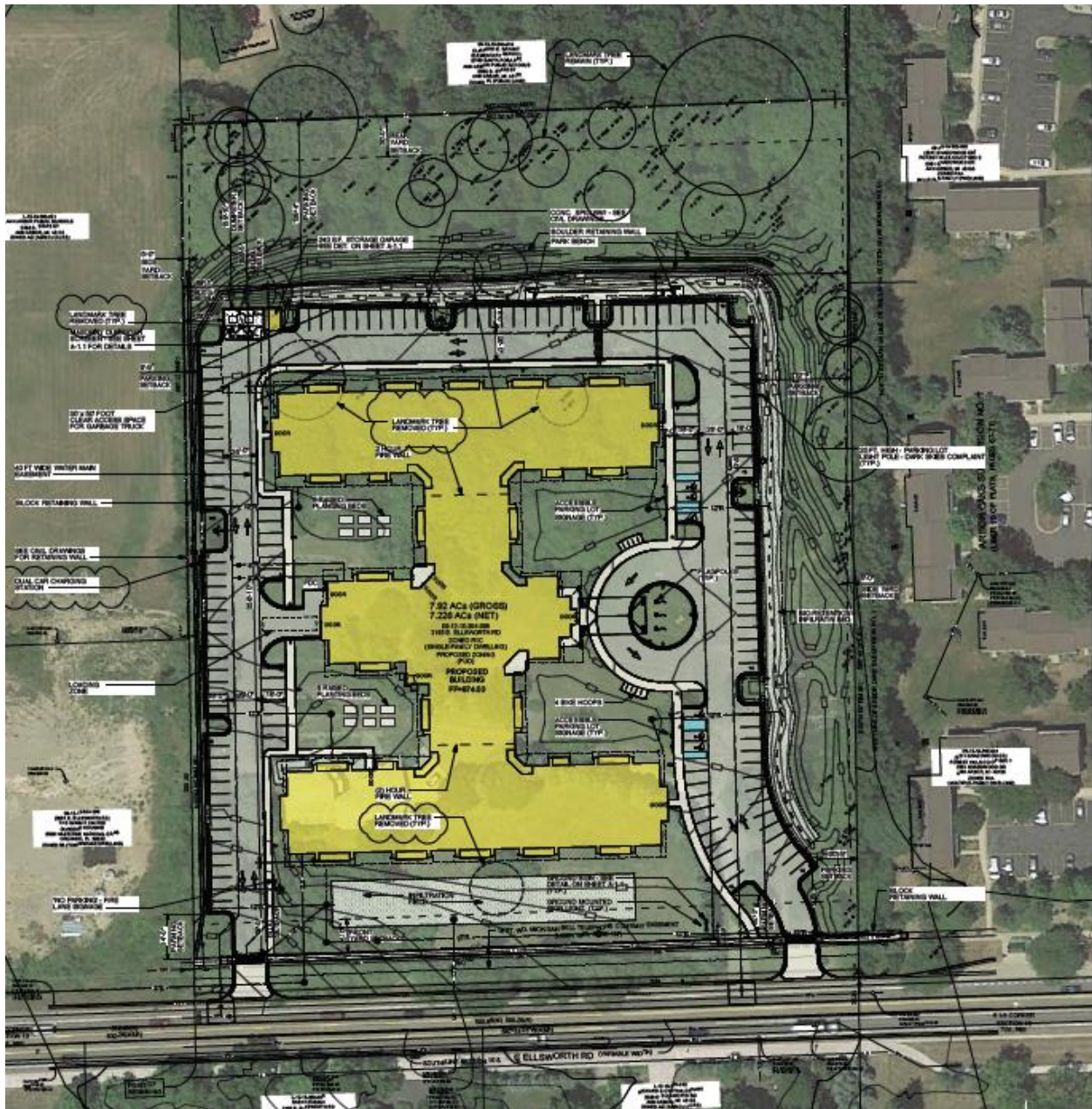


Figure 2: Proposed Layout

Access and Parking – The site has two access driveways off East Ellsworth leading to the parking lot which includes a small covered drop off area. Parking is provided in a 154 space parking lot. The uses proposed in the building require 231 spaces (1 ½ spaces per unit) according to the parking requirements for multiple-family structures. The PUD zoning allows the modification of to reduce the parking required. Also included in the parking provided will be spaces dedicated to electric vehicle charging where the petitioner pledges to install conduit for future installation of EV charging stations. The site plan depicts 16 bicycle parking Class C spaces near the main entrance and 16 internal Class A bicycle parking locations.

Currently no sidewalk exists along East Ellsworth at this location. The petitioner will install 500 feet of public sidewalk along the frontage of the subject parcel as required by code. The petitioner has been working with AAPS to provide a pedestrian linkage and/or some paths in the northern area of the site.

Traffic Study – A traffic study has been prepared for the proposed development and has been reviewed by city traffic engineering staff. The traffic study used data specific to senior adult housing of similar nature. The study concluded that any additional trips generated by the proposed use will not have an impact on existing traffic on East Ellsworth. This analysis was confirmed by the City's Traffic Engineer.

Natural Features – There are 31 landmark trees located on the site along with numerous additional trees of smaller sizes, including invasive species. Ten landmark trees will be removed for construction. Mitigation is proposed per City Code; however the final calculations are still being verified.

Landscaping, Screening, Buffers – A 15 foot wide conflicting land use buffer (CLUB) is required for the east, west and south sides of the parcel. This requirement is being met with an increase in the number of evergreen trees along the east boundary adjacent to the residential use. All parking lot landscape islands and bio-retention areas are proposed as required by code.

Storm Water Management – Management of a 100-year storm event volume is proposed via the use of infiltration basins primarily in the northwest corner of the site. Bioretention basins are planned in parking lot landscape islands. All storm water in these basins will infiltrate, and as a result, will not increase off storm water flow off-site.

Building Design and Materials – The site plan indicates a three-story building with a peaked roof measuring a total of 42.5 feet in height to the mid-point of the gable roof. The two-story base of the building will be composed of brick with stone accents, the third floor is composed of vinyl siding. A covered drop-off area is proposed for the east side of the building

Site Amenities – With the reduction of parking requested, the petitioner can dedicate significantly more area to open space that would otherwise be used by parking lots. Within this open space area there are proposed paths, gardening beds for residents, a small outdoor patio adjacent to the dining room and a sidewalk with benches along the northern edge of the parking lot overlooking the adjacent open space. A shuttle bus is also provided for residents. This shuttle provides scheduled trips to stores, doctor visits, local attractions and special field trips.

The site provides for 61.72% open space, this includes sidewalks and paths, but not any parking areas or building area.

Park Contribution – As a public benefit, the petitioner is working with the AAPS to coordinate some joint use of the open space on the subject site that is adjacent to the school athletic fields and playgrounds. Conversations with the AAPS are ongoing.

SITE PLAN DATA ANALYSIS:

	REQUIRED	PROPOSED
Zoning District	R1C (Single-Family)	PUD
Lot Area	7.92 acres (344,832 sq ft)	7.92 acres (344,832 sq ft)
Density	7,200 sf per parcel or 21 single-family parcels	154 units
Setback: Front (East Ellsworth)	25 ft	69 ft
Setback: Side (East)	5 ft	145 ft 5 in
Setback: Side (West)	5 ft	64 ft 1 in
Setback: Rear (South)	30 ft	199 ft 5 in
Height	30 ft	42.7 ft MAX (to the midpoint of gable)
Open Space	N/A	224,518 sf or 61.7%
Land Uses	Residential	Residential
Vehicle Parking	1 space per unit	154 spaces
Bicycle Parking	N/A	16 Class A spaces (inside building); 16 Class C

LAND USE ANALYSIS (SURROUNDING LAND USES AND ZONING):

	LAND USE	ZONING
NORTH	Public School	PL (Public Land)
EAST	Multiple-family residential	R4A (Multiple-Family Residential)
SOUTH	Residential	TWP (Township)
WEST	Vacant	TWP (Township) and R3 (Multiple-Family)

CITIZEN PARTICIPATION:

The applicant held a meeting for citizens regarding the proposed rezoning and site plan on July 25, 2019 and provided a summary report as required. There were a total of 14 people that attended the meeting in addition to the project team. The petitioner held a PUD pre-petition conference with Planning Commission on November 7, 2019.

CITY MASTER PLAN:

Seven documents constitute the elements of the City Master Plan:

1. Sustainability Framework (2013)
2. Land Use Element (2009)
3. Downtown Plan (2009)
4. Transportation Plan Update (2009)
5. Non-motorized Transportation Plan (2007) and Update (2013)
6. Parks and Recreation Open Space Plan (2016-2020)

7. Natural Features Master Plan (2004)

The project location is part of a site-specific recommendation in the South Area Plan. The Site recommendation also includes the adjacent land currently owned by the AAPS.

Site 9: This 20 acres is located on the east of Stone School Road, north of Ellsworth Road. Approximately eight acres adjacent to Bryant School is recommended for neighborhood parkland, playground addition to Bryant School, and a possible expansion to the Bryant Community Center. The remainder of the area is recommended for single-family attached and detached use. Due to proximity to the approach to Ann Arbor Airport, noise buffering should be considered in new residential construction. The Ellsworth and Stone School intersection could develop as a gateway intersection with careful attention to the northeast corner.

Chapter Five (Land Use) of the Master Plan: Land Use Element identifies key issues the City wishes to address with new development. Affordable housing is a prominent goal of the City identified in different studies and plans. Lockwood will dedicate a minimum of 42% of units affordable for senior citizens. Diversity of housing types, mixed uses and land use balance are additional goals that are achieved by the housing type proposed. The site is also located on a transit route with new sidewalk to be installed leading to the bus stops along on East Ellsworth. The new sidewalk will also help the existing residential neighborhood have safer more convenient access to bus transportation.

Chapter Five (Land Use) also describes Land Use Goals, Objectives and Action Statements the Lockwood of Ann Arbor petition addresses several of the objectives/goals identified:

To ensure that development projects are designed and constructed in a way that preserves or enhances the integrity of natural systems.

Establish strong open space linkages with new development

Locate higher residential densities near mass transit routes and in proximity to commercial, employment and activity centers

Improve the safety, accessibility and desirability of walking, biking or using mass transit.

Encourage affordable housing units to be constructed as part of new development projects.

REZONING ANALYSIS:

Changes to the text or map of the Unified Development Code (Chapter 55 of the Ann Arbor City Code) may be made pursuant to Sections 5.29.9. and 5.29.10. To assist the Planning Commission and City Council with their decision, applicants provide a petition with justifications in support of the request. The petition addresses:

- The current zoning and history of the site.
- The objective, purpose, and beneficial effect of the PUD for the city.
- Why this beneficial effect cannot be achieved under any other zoning.

- Why the uses proposed will not have a detrimental effect on public utilities and surrounding properties.
- How the proposed PUD is consistent with the Master Plan Land Use Element recommendation
- Vehicular and pedestrian circulation.
- Disturbances to natural or historical features and why this disturbance is necessary.
- Proposed modifications to the City Code.

As condensed into the Supplemental Regulations, the PUD zoning petition says the district provides:

- New housing for the City, which addresses numerous housing goals of the Master plan including: A diverse housing type(s), housing for independent seniors, a minimum of 40% (15% Required) of total units designated for affordable housing for 99 years for households at or below 50% of Area Median Income (60% Area Median Income specified in city code).
- Economical land use by reducing parking areas based on parking counts of similar facilities and demonstrated need of residents. This results in significantly less impervious surface, increased stormwater infiltration, and increased open space for residents and neighbors.
- Improvements to transportation options and pedestrian safety through the installation of new public sidewalks on site.
- Significant excess natural area open space adjacent to the school facilities and playgrounds.

SERVICE UNIT COMMENTS:

Urban Forestry and Natural Resources Planning Coordinator – Petitioner has been working with staff to finalize the landscaping and mitigation plan. Due to the large number of existing and proposed trees on the site, the natural features review is ongoing.

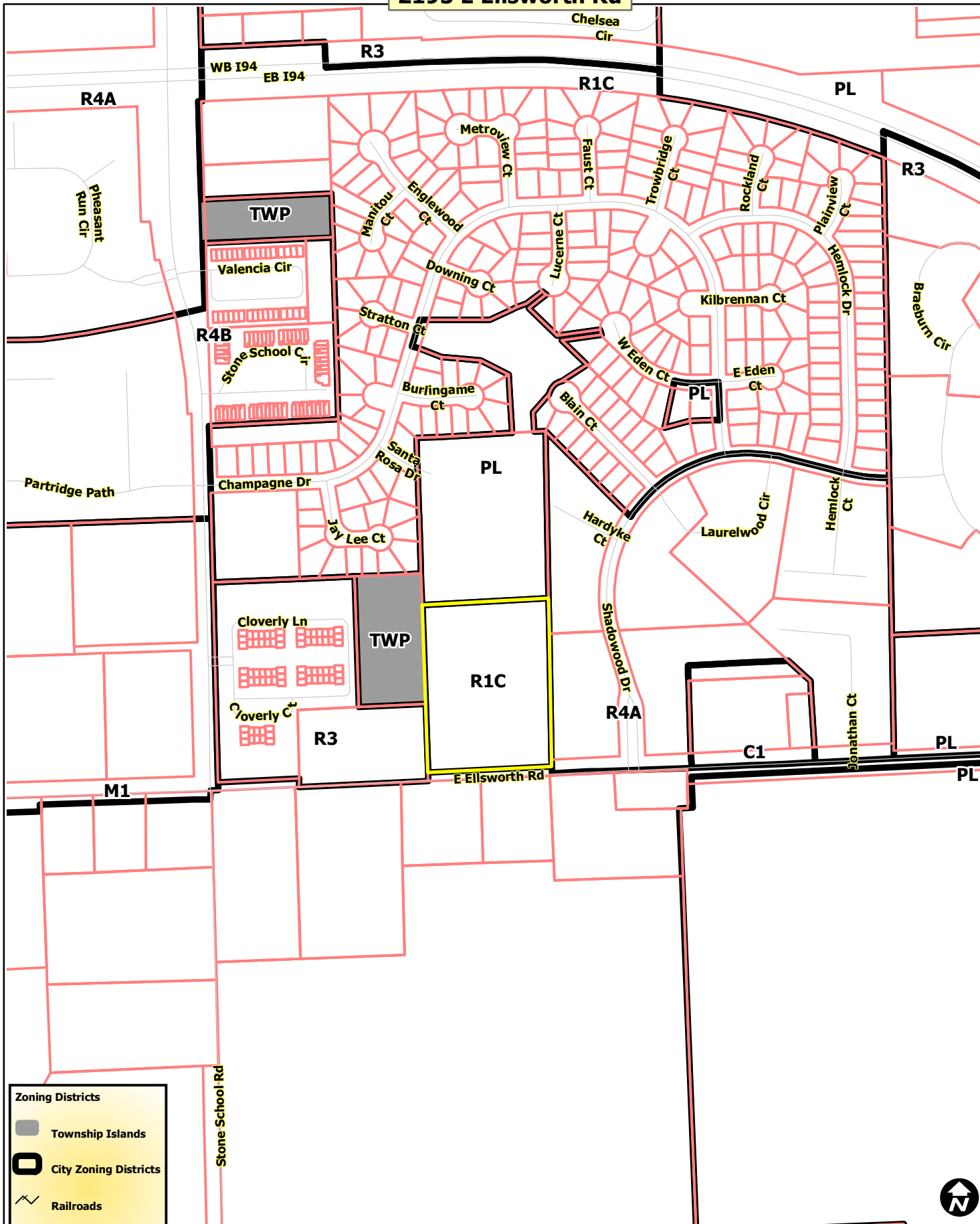
Parks – Parks has requested the voluntary parks contribution of \$96,250. The petitioner has indicated a desire to allow the proposed plan with the AAPS to meet the intent of the requested contribution. Additional information has been requested and will be used in future discussion with Parks.

Planning – The rezoning of this parcel from R1C to PUD zoning accomplishes many goals identified in the City’s Master Plan and supporting documents. The existing land use recommendation designates the site as part of a site specific recommendation(below) and for attached single-family residential use. While this proposed use does not meet this site-specific land use recommendation or the single-family attached land use designation, the PUD petition does accomplish several Goals, Objectives, and Action Statements City’s Master Plan:

- A reduction of impervious surface
- Diverse housing type
- Affordable housing
- Increased pedestrian connectivity
- Increased pedestrian safety

- c: Steve Gabrys, Lockwood Companies, LLC (Owner)
- Joe Maynard, Washtenaw Engineering, LLC (Project Engineer)
- Jordan London, Edmund London & Associates
- Systems Planning
- Project No. SP20-010, Z20-027

2195 E Ellsworth Rd



Zoning Districts

-  Township Islands
-  City Zoning Districts
-  Railroads
-  Huron River
-  Tax Parcels



Map date: 6/24/2019
 Any aerial imagery is circa 2018 unless otherwise noted
 Terms of use: www.a2gov.org/terms



2195 E Ellsworth Rd



- Railroads
- Huron River
- Tax Parcels



Map date: 6/24/2019
Any aerial imagery is circa 2018
unless otherwise noted
Terms of use: www.a2gov.org/terms