

PLANNING AND DEVELOPMENT SERVICES STAFF REPORT

For Planning Commission Meeting of November 19, 2024

**SUBJECT: 1146 South Maple Road Planned Unit Development (PUD) Zoning District, Supplemental Regulations, and Site Plan
Project No. SP24-0010**

PROPOSED CITY PLANNING COMMISSION MOTION

The Ann Arbor City Planning Commission recommends that the Mayor and City Council approve the 1146 South Maple Road Planned Unit Development Zoning District and Supplemental Regulations, subject to necessary revisions as directed by the City Planning Commission.

PROPOSED CITY PLANNING COMMISSION MOTION

The Ann Arbor City Planning Commission recommends that the Mayor and City Council approve the 1146 South Maple Road Planned Unit Development Site Plan.

STAFF RECOMMENDATION:

Staff recommends **approval** of the 1146 South Maple Road PUD Zoning District and Supplemental Regulations. The proposal meets the standards of approval for beneficial effects and provides unique benefits which could not be achieved through other zoning classifications.

Staff recommends **approval** of the 1146 South Maple Road Site Plan because the plan meets the dimensional standards of the PUD zoning designation.

LOCATION:

The proposed project site is a 1.15-acre parcel on the west side of South Maple Road, between Liberty Road and Pauline Boulevard.

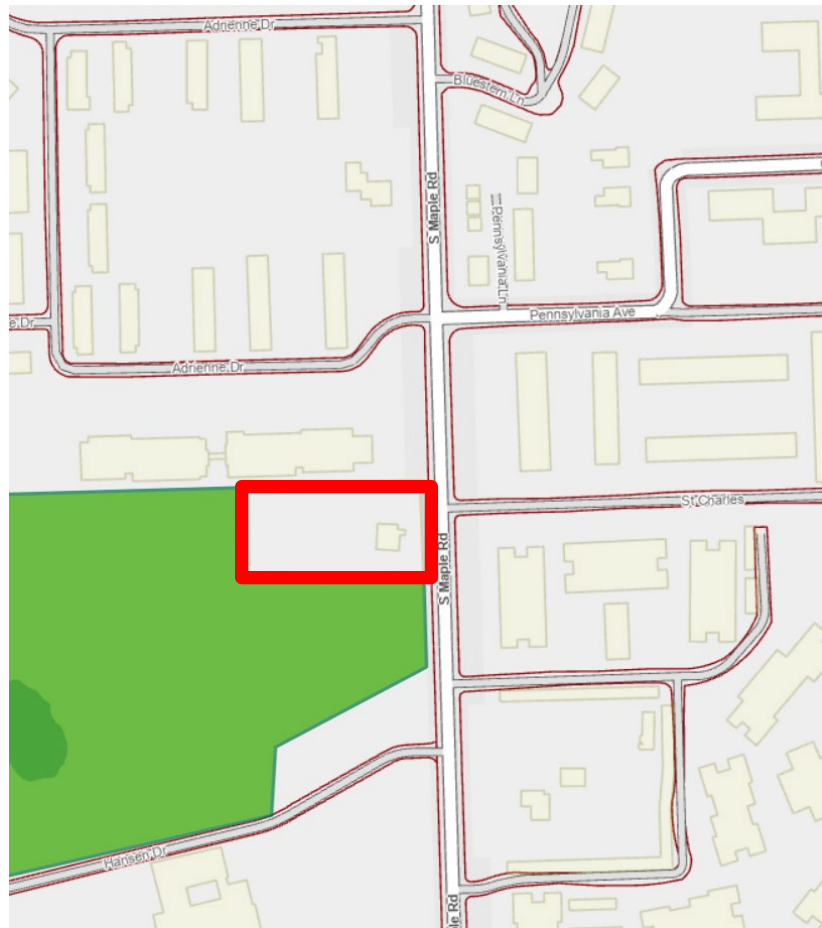


Figure 1: Location Map

SUMMARY:

The proposed project has three parts:

- 1) Annexation from Scio Township, approved by City Council November 7, 2024
- 2) PUD Zoning District and Supplemental Regulations – A petition to rezone 1.15 acres from TWP (Township) to PUD (Planned Unit Development) and adopt Supplemental Regulations to allow an affordable housing multiple-family building, including sustainability features
- 3) Site Plan – A site plan to develop a 4-story building with elevator access to upper floors and common interior hallways, and feature:
 - 39 affordable housing one-bedroom units of 652 sq ft each
 - 20 parking spaces (18 electric vehicle capable, 2 electric vehicle installed)
 - 10 bicycle parking spaces (6 Type A, 4 Type B)
 - Total of 37,451 sq ft of floor area
 - Note: The proposed project is applying for Low-income Housing Tax Credits

EXISTING CONDITIONS:

The proposed project site is a 1.15-acre parcel on the west side of South Maple Road, between Liberty Road and Pauline Boulevard. Currently containing a single-family home in Scio

Township, the site is planned for annexation into Ann Arbor and rezoning to Planned Unit Development (PUD) for a multi-family residential building. Surrounding uses include multi-family residential to the north and east, and Hansen Nature Area city park to the south and west.

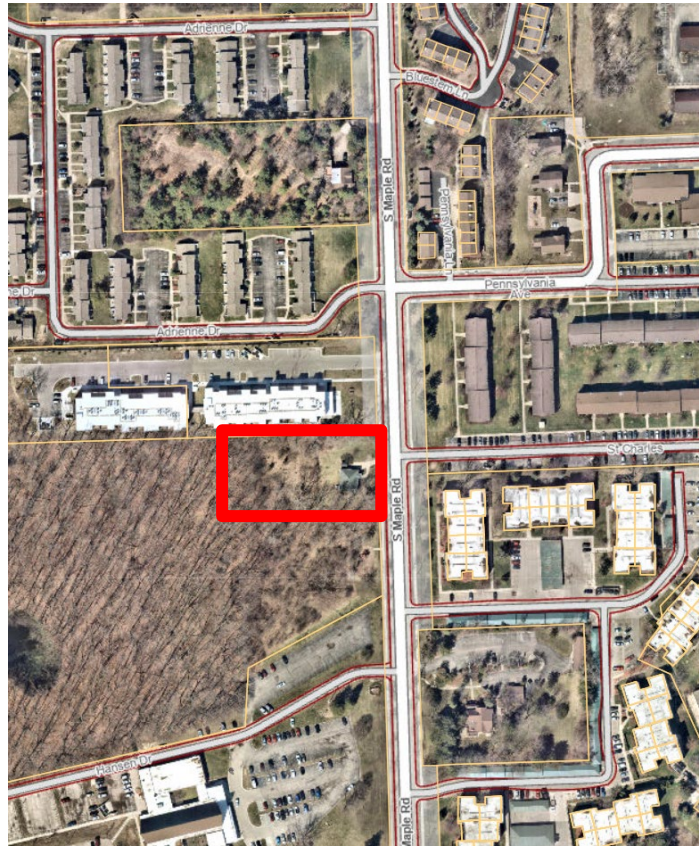


Figure 2: Existing Conditions (2023 Aerial Photo)

CITY COMPREHENSIVE PLAN:

Seven documents constitute the current Comprehensive Plan and are listed below. Taken together, the Comprehensive Plan seeks to guide the City towards a more dense, sustainable, safe and inclusive community.

- Land Use Element (2009)
- State Street Corridor Plan (2013)
- Downtown Plan (2009)
- Parks and Recreation Open Space Plan (2016)
- Natural Features Master Plan (2004)
- Treeline Allen Creek Urban Trail Master Plan (2021)
- Comprehensive Transportation Plan (2021)

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.

PUD ZONING PETITION:

Current Zoning – The lot that makes up the 1146 South Maple Road site is currently zoned TWP (Township).

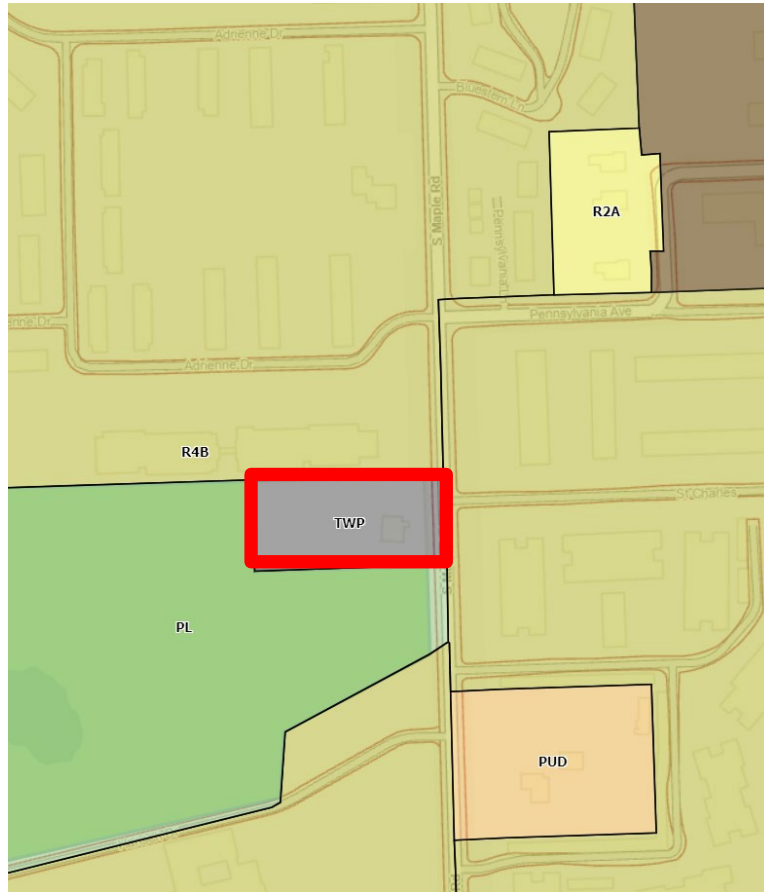


Figure 3: Current Zoning

Standards for PUD Zoning District Review – Section 5.29.11 provides the applicability, process, submittal requirements, procedures and approval for PUD Zoning District and PUD Site Plans. Per Section 5.29.11.F, there are eight standards for PUD zoning district approval which are summarized below:

1. *The PUD has a beneficial effect for the City on present and potential surrounding land uses. Examples are provided. (Section 5.29.11.F.1)*
2. *This beneficial effect could not be achieved under any other zoning classification and is not required to be provided by existing standards. (Section 5.29.11.F.2)*
3. *The uses do not negatively impact public utilities or surrounding properties. (Section 5.29.11.F.3)*
4. *The uses are consistent with the comprehensive plan and policies, or adequate justification has been presented. (Section 5.29.11.F.4)*
5. *When residential uses are proposed and the proposed density exceeds the comprehensive plan recommendation or the underlying zoning designation density, 15% of the residential units must be affordable housing dwelling units, provided on-site or payment in lieu or combination. Note the Planning Commission and City Council may*

deny payment of an affordable housing contribution in lieu at their sole discretion. (Section 5.29.11.F.5)

6. *Supplemental Regulations include certain elements. (Section 5.29.11.F.6)*
7. *Vehicle and pedestrian transportation within and to the district is provided that also supports alternative methods of transportation. (Section 5.29.11.F.7)*
8. *Disturbance to natural features and/or historically significant architectural features is limited to the minimum necessary. (Section 5.29.11.F.8)*

Overview of Proposed PUD Benefits – Please see the attached November 19, 2024 Draft Supplemental Regulations, Section 1 for the purported beneficial effects of the proposed 1146 South Maple Road PUD Zoning District and Section 4 for the regulations.

A table summarizing the Purpose Statement for the Planned Unit Development zone, and applicant and staff reflections is below.

Review of conformity with PUD Purpose Statement	
Purpose Statement	Staff Comments
<p><i>It is the purpose of the City Council in adopting these regulations to provide for the development of the Property (defined below) with a multiple-family residential use in an efficient and sustainable manner to further the overarching goals of the City to encourage more dense development with a particular emphasis on more housing overall and a wider range of housing types, and more sustainable developments, living arrangements that enable less or no reliance on personal vehicles, and reduced vehicle miles traveled.</i></p> <p><i>These regulations seek to promote development of underutilized parcels with permanent affordable housing near centers of employment, education, and recreation. Furthermore, these regulations provide for the Property to be used in a manner that is compatible with the surrounding uses and properties, and will arrange the Property in an innovative and efficient manner that advances the City's land use plans and policies, and which revitalizes the neighborhood and the City as a whole.</i></p>	<p>Staff find that the proposed PUD zoning district and corresponding project fulfill the intent statement for PUDs generally.</p>

The below table presents a summarized version of the staff comments for each of the PUD Standards for Review.

Overview of Proposed Beneficial Effects	
Standards for Review	Staff Comments
1. PUD has a beneficial effect for the City on present and potential surrounding land uses: <ul style="list-style-type: none"> • innovation in land use and design • efficiency of land use, natural features, and energy • open space • preservation of natural features • employment and shopping • expansion of affordable housing • contributes to desired character of an established neighborhood (Section 5.29.11.F.1)	The proposed PUD meets the standards for beneficial effects, including 100% affordable housing and adherence to green building standards.
2. Beneficial effect could not be achieved under any other zoning classification and is not required to be provided by existing standards. (Section 5.29.11.F.2)	Staff find that beneficial effect(s) could not be achieved through other zoning classifications (See below for detailed alternative zoning analysis).
3. Uses do not negatively impact public utilities or surrounding properties. (Section 5.29.11.F.3)	Staff find that the proposed use does not negatively impact public utilities or surrounding properties.
4. Uses are consistent with the comprehensive plan and policies, or adequate justification has been presented. (Section 5.29.11.F.4)	Staff find that the proposed use is consistent with the comprehensive plan as well as with neighboring uses.
5. Proposed residential uses exceeding the comprehensive plan recommendation or the underlying zoning designation density require 15% of the residential units to be affordable and provided on-site, or via payment in lieu or combination. (Section 5.29.11.F.5)	N/A
6. Supplemental Regulations provide analysis and justification sufficient to determine purported benefit/s, including how special it will be and performance standards. (Section 5.29.11.F.6)	The Supplemental Regulations provide sufficient justification and performance standards to monitor purported benefits.
7. Vehicle and pedestrian transportation within and to the district is provided that also supports alternative methods of transportation. (Section 5.29.11.F.7)	Staff find that the amount of vehicular parking provided has been reduced significantly to at or near the minimums necessary for affordable housing funding requirements. Bicycle and EV parking are also provided as required.
8. Disturbance to natural features and/or historically significant architectural features is limited to the minimum necessary. (Section 5.29.11.F.8)	Staff find that disturbances to natural features, including the adjacent park and wetland, have been limited to the minimum necessary with required mitigation measures in place.

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:

“Given the dire need for affordable housing in Ann Arbor and broader Washtenaw County, the developer believes the PUD designation will be pivotal in addressing the creation of this new housing.”

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

"...the PUD designation will allow the development team to flexibly respond to the density requirements necessary to create a sustainable low-income housing development, while also making best use of the existing site features and acreage."

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

"There are four single-family homes fronting on Maple Road, leaving a long, narrow portion at the rear that could potentially be divided and developed. Multiple-family uses exist across Maple Road, and Hansen Park is immediately south of this site. I-94 is the western boundary, while the Pinelake Village Cooperative is to the north. It is recommended that a high density, single-family subdivision be created. Single-family development at this location will serve to provide diversity in the area and offer additional housing options. A secondary recommendation would be the expansion of the Pinelake Village Cooperative housing development onto this site. Higher density multiple family uses of this nature are appropriate if affordable housing is being provided. This would serve as an additional opportunity to provide affordable housing in the neighborhood. The woodlands on the western portion of the site should be protected and appropriate buffering from I-94 should be included in the site design. The Parks and Recreation Department requests the provision of an access easement through the site to Hansen Park."

ALTERNATIVE ZONING 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.

The Unified Development Code describes the R4E district as:

"intended to permit high-density, Multiple-Family development along signature transit corridors, as identified in the City's Master Plan, with nearby access to public land, schools, shops, and Personal Services outside the DDA boundary. The elements of land use planning and Site design should ensure that the impact of such intensity of land use on adjacent property and on the community as a whole is minimized."

Zoning Comparison Analysis Table

	EXISTING		PROPOSED	
ZONING	N/A	R4E	PUD	
RESIDENTIAL UNITS	1		39	
TOTAL FLOOR AREA	1,330 sf		37,451 sf	
LOT AREA/DWELLING UNIT	50,257 sf	580 sf	1,157 sf	
ACTIVE OPEN SPACE PER DWELLING UNIT	n/a	150 sf	504 sf	
BUILDING HEIGHT	n/a	None	48 ft 4 stories	
LOT SIZE	50,257 sf	14,000 sf	45,142 sf	*
LOT WIDTH	155 ft	120 ft	154.97 ft	
OPEN SPACE	n/a	40%	42%	
FRONT SETBACK	39 ft	15 ft	28.00 ft	
REAR SETBACK	208 ft	30 ft	90.28 ft	
SIDE SETBACK	44 ft	28 ft	13.53 ft	**
OFF STREET PARKING	REQUIRED		PROVIDED	
PARKING	0		20	
BICYCLE PARKING RESIDENTIAL 1/5 UNITS 50%A 50%C	4A/4C		6A/4B	
LOADING SPACES	0		0	
EV PARKING:				
90%EVC	18		18	
10%EVI	2		2	
1 HP VAN EVI	1		1	
* EXCLUDES ROW				
**SIDE SETBACK IS 10' PLUS 3" FOR EVERY FOOT OVER 35 FT BUILDING HEIGHT PLUS 1.5" FOR EVERY FOOT OVER 50 FT OF BUILDING LENGTH. BUILDING LENGTH IS 168 FT.				

Applying the R4E standards presents some challenges for achieving the petitioners desired project layout. While the project could meet the standard 10-foot side setback on the north side of the proposed project, the building's length and height trigger additional setback provisions requiring 28 feet on the sides. Meeting this on the north side of the proposed building and within R4E would likely necessitate modifying the proposed site plan, either by decreasing the building footprint and therefore unit count, or eliminating on-site parking south of the proposed building. A significant detail is that the adjacent property to the north is also an Avalon Housing property where Hickory Way Phase I and II are located; these buildings will have a common owner and manager.

A PUD offers the petitioner more flexibility on setbacks. Reducing the side setback to 10 feet within a PUD would allow retaining the parking required by the Michigan State Housing Development Authority and flexibility for additional units, which would be difficult to include at this scale without the reduced side setback.

Increasing affordable housing availability is a priority for the city and is also an explicit purpose of PUD District (5.13.9 UDC).

SITE PLAN PETITION:

Avalon Housing proposes to develop and own the parcel, purchasing it from the City of Ann Arbor after site plan approval and funding. The proposed 4-story building would include elevator access to upper floors and common interior hallways, and feature:

- 39 one-bedroom units of 652 sq ft each
- 20 parking spaces (18 electric vehicle capable, 2 electric vehicle installed)
- 10 bicycle parking spaces (6 Type A, 4 Type B)
- Total of 37,451 sq ft of floor area

The proposed affordable housing development would target low-income tenants earning up to 60% of Area Median Income. Up to 35% of units would be designated as supportive housing for formerly unhoused residents. All units are planned to meet affordability standards.



Figure 4: South Elevation

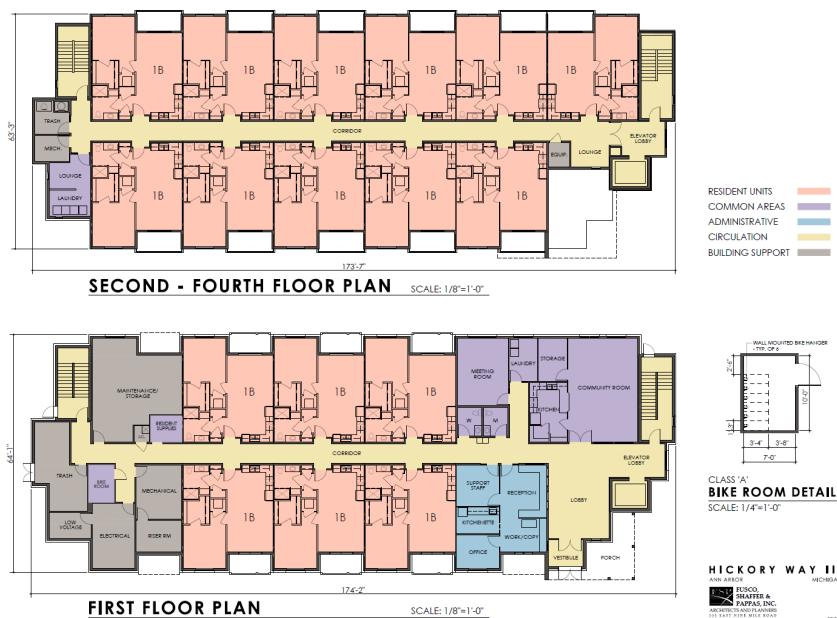


Figure 5: Proposed first and second floor plans

1146 South Maple Road Development Details	
Lot Area	1.15 acres
Floor Area	37,451 square feet
Dwelling Units	39
Building Height	48 feet, 4 stories
Setbacks	28 feet, front 90.28 feet, rear 13.53 feet, side
Open Space	47%
Parking – Vehicles	20 spaces (includes 2 EV chargers installed)
Parking – Bicycles	6 Class A 4 Class B
Landscape Plan	As required
Stormwater Management	As required

CITIZEN PARTICIPATION:

A citizens participation meeting was held on April 3, 2024. There were 17 virtual attendees, including the development team. The applicant's report of the meeting can be found on the Stream system at stream.a2gov.org for plan number SP24-0010, file name: 1146-Maple-Rd-Citizen Participation Summary.pdf

Prepared by Julia Shake, Associate Planner

Reviewed by Matt Kowalski, Principal Planner and Hank Kelley, Deputy Planning Manager

Attachments: Site Plan
 Zoning Map
 Aerial Map
 Draft Supplemental Regulations (November 19, 2024)
 Project File [SP24-0010](https://stream.a2gov.org)

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