

# Planning and Development Services Staff Report

## For Planning Commission Meeting of March 3, 2026

**Subject:** 359 and 371 S. Wagner Rezoning for City Council Approval  
File No. REZ25-0006

### Proposed City Planning Commission Motion

The Ann Arbor City Planning Commission recommends that the Mayor and City Council approve the rezoning of 359 and 371 S. Wagner Road from R1-D (Single-Family) to R2A (Two-Family).

### Staff Recommendation

Staff recommend approval of the proposed R2A zoning because the 2009 Land Use Element Goal C is to provide a range of housing options (size, price, design, accessibility, etc.) that meets the existing and anticipated needs of all City residents. The proposed location is near the major thoroughfare, Jackson Ave, with bus route 30, is serviced by existing infrastructure, and is close to commercial buildings.

### Location

The subject properties are two abutting parcels located on the east side of S Wagner Road. The sites are close to Dolph Nature Area. Across S. Wagner Road is Scio Township with a suburban commercial area. These parcels are in Ward 5. See the reference map on the next page.



Figure 1 Existing Conditions, with subject parcels outlined in red

### **Current Zoning**

- Proposal to rezone two parcels, totaling 0.28 acres from R1D Single-Family Dwelling District to R2A Two-Family Dwelling District. 359 S. Wagner has a single-family home on the property, and 371 S. Wagner is a vacant parcel.
- Parcels surrounding this location in the neighborhood are R1D Single-Family zoning. Across, on the west side of S. Wagner, is Scio Township property with primarily commercial uses. East of the property is Dolph Nature Area, under the zone, PL Public Land.

### **Detailed Description of Petition**

The applicant is proposing to construct two duplexes, one on each parcel. This would require the demolition of the single-family structure at 359 S. Wagner, and the construction of a new building at 371 S. Wagner. The requirement for an area plan, which normally accompany a rezoning petition, can be waived per 5.29.7A nor is a site plan required per Table 5.29-1 of the Unified Development Code. Although a site plan is not required, development of the parcels will have to follow the dimensional standards for zone R2A, which are very similar to R1D. The comparison between the zones can be seen in the table below.

These two properties are both directly accessible by S. Wagner Road. The applicant also owns 363 and 367 S. Wagner Road, directly east of the subject parcels. Both of those parcels are zoned R1D and are vacant. While they are not a part of this rezoning request, it is worth noting that a future rezoning of those properties would require access by public or private road. To rezone those parcels, access needs to be extended to them. One way to do so is to create a 30-foot easement that connects the 359 and 371 properties to S. to the 363 and 367 properties. Under current UDC standards in 5.21.4, the 30 feet easement can only be extended to single-family homes. If the applicant wants to build two-family homes, they will need to consider a private road option.

The applicant has spoken with the Office of Sustainability and Innovation and discussed options for how to make the units energy efficient.

As a Type 1 development, a postcard was sent to properties within 1,000 feet of this site notifying them of a Citizen Participation Meeting. A virtual meeting was held on February 19, 2026. There were approximately 7 people in attendance. A meeting summary has been uploaded to the project file in STREAM.

### **Comprehensive Plan**

These two parcels are designated as PL (public land) in the 2009 Land Use Element. At this time, Parks & Recreation staff are not interested in a full or partial acquisition of 359 and 371 S. Wagner Road, as it does not align with any system-wide prioritization or analysis for parkland acquisitions, nor addresses a longstanding improvement to public

access for Dolph Nature Area, nor bolsters long-term stewardship priorities. The surrounding uses in this area are planned for single and two-family residential in the 2009 Plan.

The Comprehensive Land Use Plan, 2050 designates these parcels as residential which would permit up to three units per parcel. This plan has not yet been adopted but provides guidance on preferred housing density in that land use category.

### **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 Section 5.29.9. To assist the Planning Commission and City Council with their decision, applicants provide a rezoning petition (attached) with justifications in support of the request. The petition addresses:

1. The extent to which the rezoning is necessary.
2. How the rezoning will affect the public welfare and property rights of persons located in the vicinity.
3. How the rezoning will be advantageous to the City.
4. How this particular location will meet the convenience and service requirements of potential users and occupants.
5. Any changed or changing conditions in any particular area, or in the City generally, which may have bearing on the request.
6. Other circumstances and factors which further justify the request.

Staff Comments – The petition for rezoning (attached) requests the proposed rezoning for increased density on these sites and argues that this is an appropriate location for higher-density housing because it aligns with the goals of the current Land Use Element and the draft Comprehensive Land Use Plan. The modest increase in density would not disrupt the neighborhood.

The R2A zoning supports the density proposed. A location near a major transit corridor and existing commercial buildings is appropriate for higher-density housing, and the development is appropriate is low impact to its neighbors. Staff agree with the applicant that adding these units would meet City housing goals.

### **Planning Summary**

The rezoning of this parcel from R1D to R2A zoning is supported by City Planning Staff. The project complements nearby uses and aligns with the City's policy goals by introducing housing near major thoroughfares with nearby existing transit lines and existing utility infrastructure.

Given that Parks & Recreation has no plans to pursue acquisition of these parcels to expand Dolph Nature Area, deviating from the 2009 Land Use Element recommendation for PL zoning designation is necessary and the requested R2A designation is appropriate. It is also in keeping with the recommendation of the pending Comprehensive Plan Use Plan 2050 recommendation for up to 3 dwelling units per lot.

*Table 1: Surrounding Land Use and Zoning*

	<b>Land Use</b>	<b>Zoning</b>
<b>North</b>	Residential	R1D (Single-Family District)
<b>East &amp; South</b>	Public	PL (Public Land)
<b>West</b>	Township land, zoned I-1 with the Jackson Road overlay	Industrial, commercial uses

*Table 2: Comparison Chart of Requirements*

	<b>Existing</b>	<b>Required / Permitted</b>
<b>Zoning</b>	R1-D (Single Family)	R2A (Two-Family)
<b>Min Lot Area</b>	5,000 sq ft	5,000 sq ft
<b>Min Width</b>	40 ft	40 ft
<b>Lot Area/Dwelling Unit</b>	5,000 sq ft	2,500 sq ft
<b>Height</b>	30 ft	30 ft
<b>Setbacks</b>	Front – 25 feet min Side – min total of two sides 6 ft Rear – 20 ft min	Front – 25 ft min Side – 5 ft min Rear – 30 ft min

**Staff Comments**

Parks and Recreation – Parks & Recreation has confirmed no interested in the acquisition of 359 and 371 S. Wagner Road.

Engineering – The proposed zoning is appropriate for the existing utility infrastructure.

Prepared by Michelle Bennett, City Planner  
Reviewed by Brett Lenart, Planning Manager

Attachments: Rezoning Application  
Zoning/Parcel Maps  
Aerial Photo  
Additional Project Files (STREAM file REZ25-0006)

Cc:  
Petitioner/Owner: Martin Skura

Petitioner's Representative:  
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Systems Planning: File No. REZ25-0006