

Ann Arbor Comprehensive Plan

Planning Commission

01.23.2025

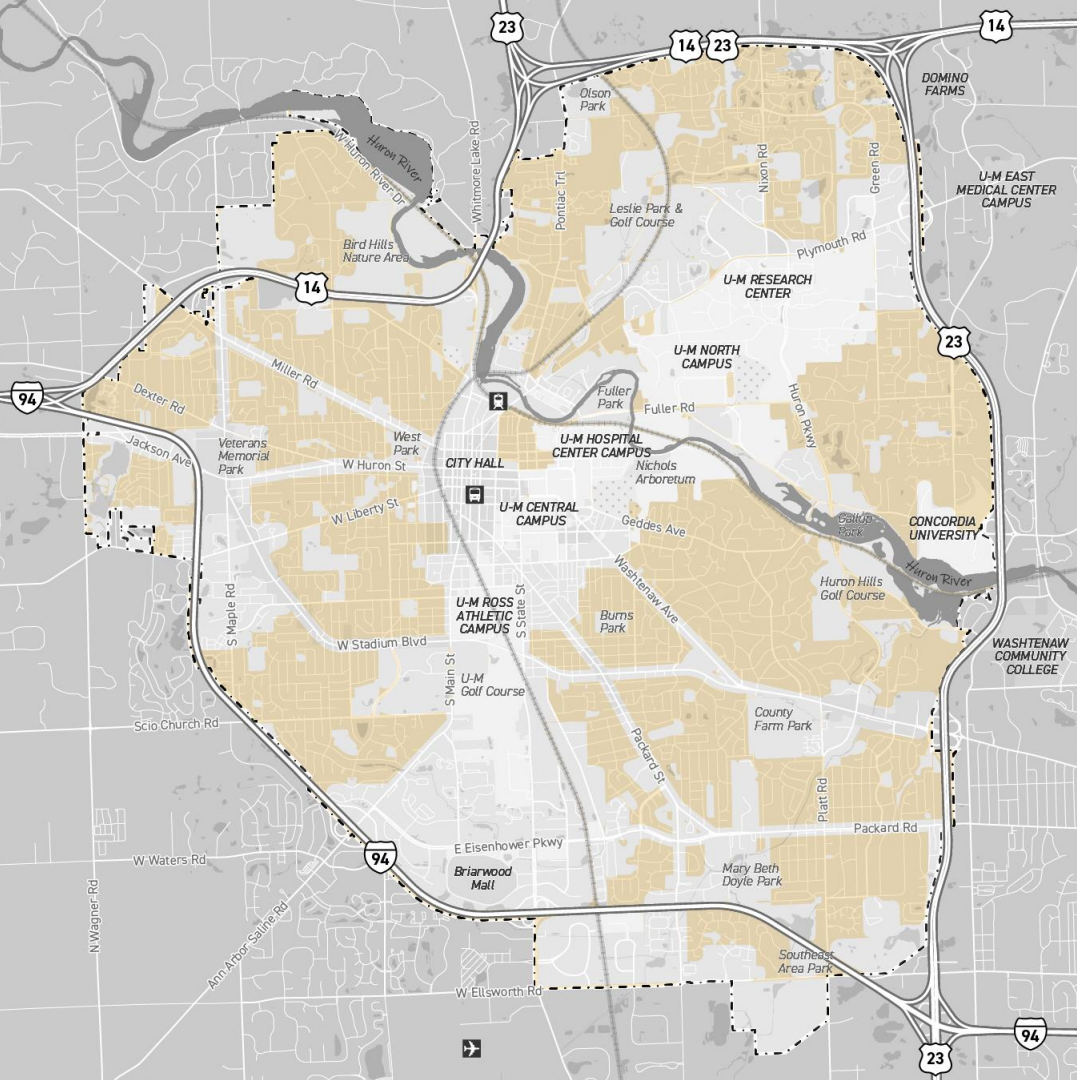
Agenda

- We're beginning to draft the document
- Looking for direction from both the Planning Commission and City Council on a few areas that will guide details of the plan
- Questions that will guide City Staff and the Consultant Team to create the policy document that you desire

Background

- During community engagement, the majority of people welcome increased density, but what that means to individuals can diverge
- Like an investment portfolio for the City, diversification of the tax base provides improved community stability and resiliency
- Ideally, the City is a place where businesses of varying types and sizes, can form, grow, and thrive; And a wide range of people can live, work, and thrive, regardless of vocation.
- The City's role in achieving these outcomes are modest. We have the potential to over-regulate as well as the potential to miss opportunities for influence.

Low Rise Residential



The geography of Low Rise Residential districts are consistent with the existing single/two family districts but allow for more flexibility and housing opportunities.

Single & Two Family zoning districts (R1 & R2) account for 36% of all land within the City (55% of all land not zoned public or twp).

Residential development is allowed on 95% of the land zoned for development.*

Legend

Low Rise Residential

* Land zoned for residential development excludes public land, townships, industrial districts

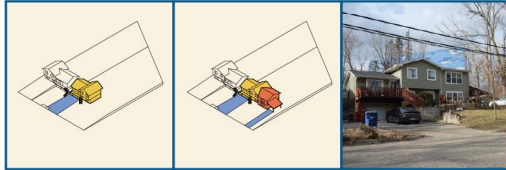
What we heard

From public input across various platforms

- Would like to see a diversity of housing types (missing middle) in neighborhoods of up to 4 units
- Scale is one of the most important factors in housing type
- Some residents don't want any change within single family districts

Attached Accessory Dwelling Unit (ADU)

Increase in units: +1



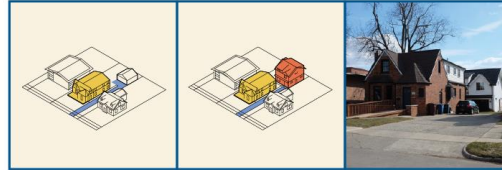
Previous:
1 Single Family Home

Existing:
1 Single Family Home + 1 ADU

Address:
1643 Traver Road

Detached Accessory Dwelling Unit (ADU) in Rear

Increase in units: +1



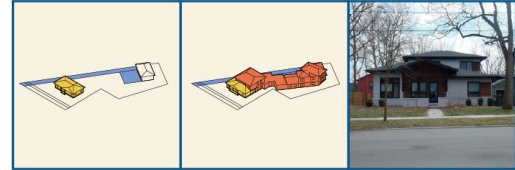
Previous:
1 Single Family Home

Existing:
1 Single Family Home + 1 ADU

Address:
309 Potter Avenue

Attached New Home in Rear

Increase in units: +1



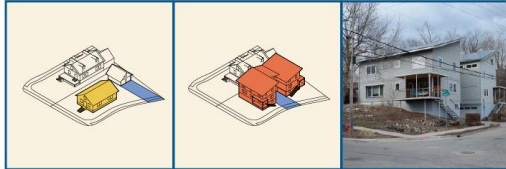
Previous:
1 Single Family Home

Existing:
2 Single Family Homes

Address:
613 & 615 Felch Street

Duplex on a Former Single Family Lot

Increase in units: +1



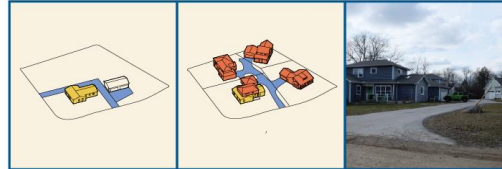
Previous:
1 Single Family Home

Existing:
1 Duplex

Address:
801 & 803 Wildt Street

Subdivided Single Family Lot

Increase in units: +3



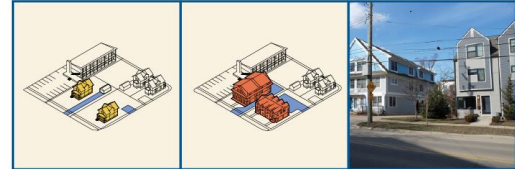
Previous:
1 Single Family Home

Existing:
4 Single Family Homes

Address:
609-15 Ironwood Drive

Triplex & Quadplex

Increase in units: +5



Previous:
2 Single Family Homes

Existing:
1 Triplex & 1 Quadplex

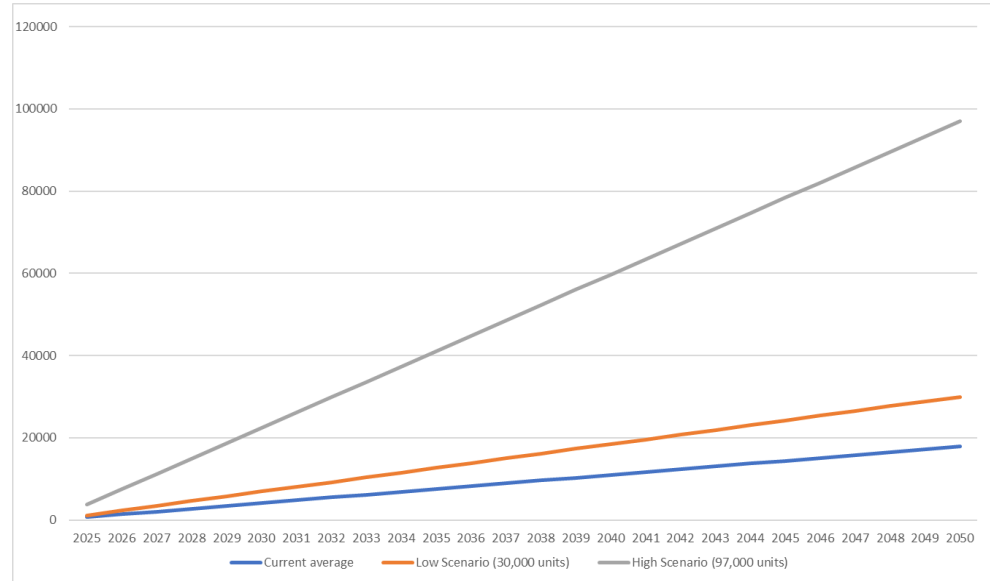
Address:
133, 139-45 Hill Street

Housing Snapshot

- Current housing units: 53,637
- Housing Trends: 680 new homes per year on average or ~18,000 housing units by 2050
- State's housing plan 5-year targets
 - Rental targets: 2,184
 - Owner target: 302
- City approved or constructed 5,300 units between 2018-2024

Potential

- Net new housing units potential ranges from 30,000 to 97,000 units (43% to 140% increase)



Low Rise Residential

- Provides “Missing Middle” housing and limited neighborhood commercial uses
- Reduces number of residential zones
- Densifies and add flexibility for increased unit types and quantity
- Can be regulated by number of units, form, or dimensional standards



Detached Houses



Townhouse/Rowhouse



Quadplex/Miniplex



Neighborhood Commercial

Project Example – Davis Row

Davis Row – 303 W. Davis

- 4 homes
- 27 feet high



Project Example – City Place

City Place – 415 S. Fifth

- 12 homes per building
- 30 feet high
- All 6-bedroom homes



Project Example - Lockwood

Lockwood of Ann Arbor – 2195 E. Ellsworth

- 43 feet high
- ~100 square foot building footprint



Tremmel/Rosewood/
Harpst block



Granger/Lincoln/
Brookln block



Abbott/Virginia/
Charlton block



Project Example – The George

The George – 2502 Packard

- 49 feet high
- ~130,000 square foot building footprint



Devonshire/Belmont
block



Covington/
Weldon/
Barrington block



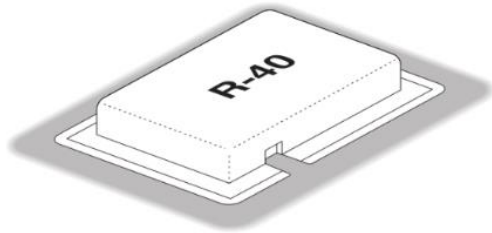
Gott/Summit/Miner
/Hiscock block



Methods to Regulate Building Mass/Form

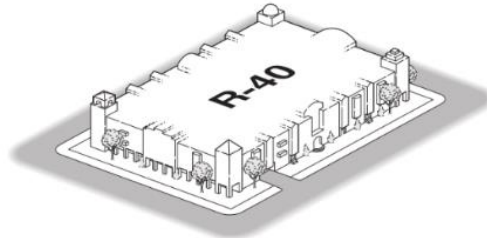
Conventional Zoning

Density use, FAR (floor area ratio), setbacks, parking requirements, maximum building heights specified



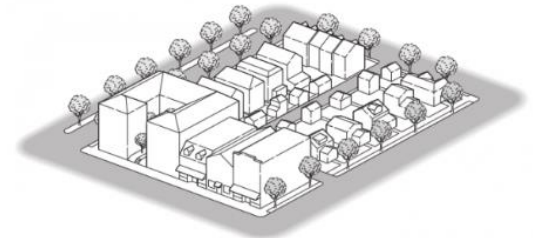
Zoning Design Guidelines

Conventional zoning requirements, plus frequency of openings and surface articulation specified



Form-Based Codes

Street and building types (or mix of types), build-to lines, number of floors, and percentage of built site frontage specified.



Other potential regulatory tools: Maximum lot coverage; Permit/use type contextual requirements (e.g. some uses can be closer to lot lines than others); Placement requirements (e.g. garages must be in rear); maximum building width/depth/diagonal)

Questions

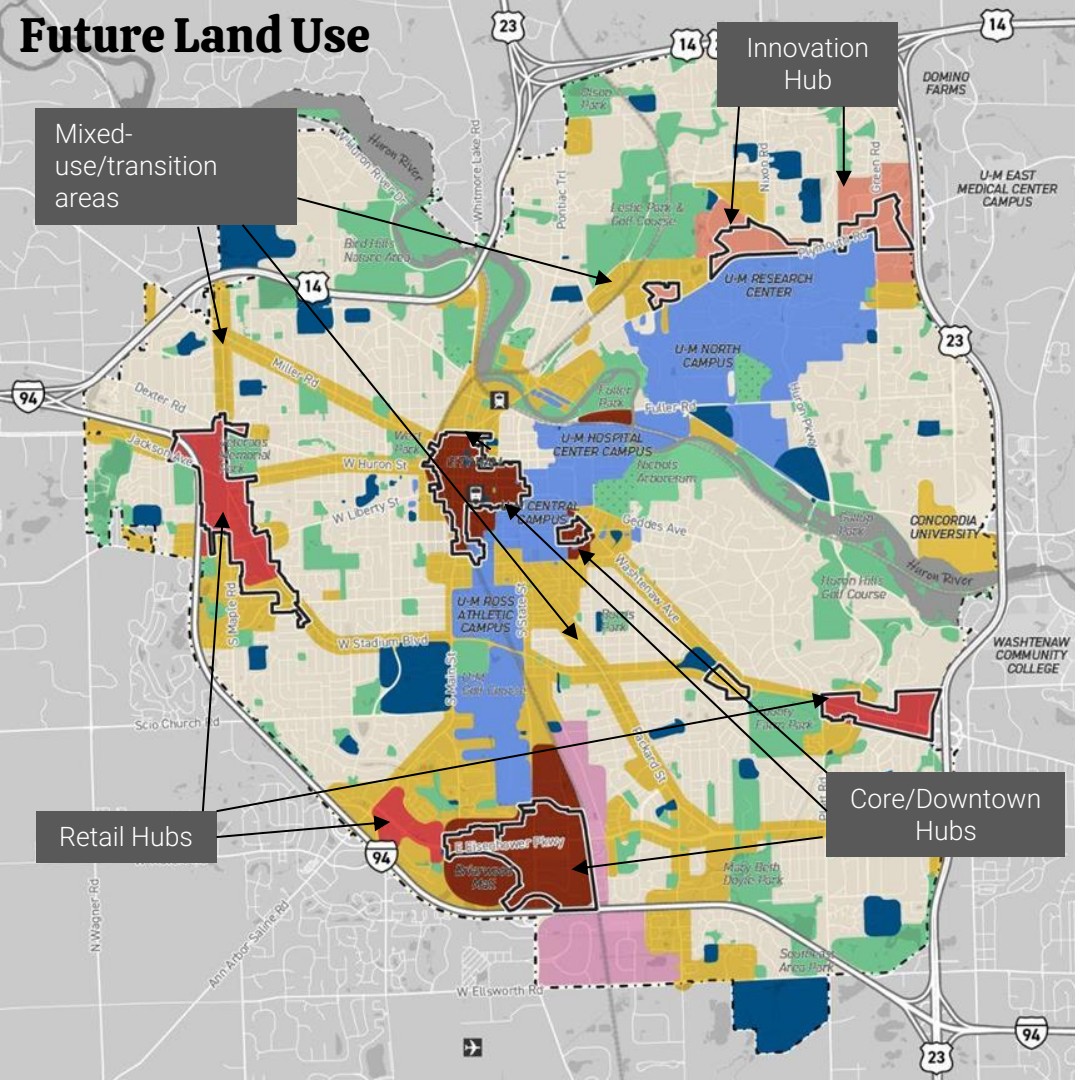
- Should low-rise residential replace R1 & R2? What does low-rise residential mean to us?
- When we talk about missing middle housing, what are the project examples shown that do/don't fall into this category?



- Do you envision that mass/scale apart from height that should be regulated by unit count or other form-based standards?

Mixed-Use Areas (Hubs and Corridors)

Future Land Use



Proposed

- Flexible/plentiful development opportunity along corridors
- Distinct Character Mixed-Use Hubs:
 - Innovation Hub/Character Area proposed near North Campus
 - Core Hub/Character Area – S. State/ Eisenhower Parkway
 - Retail Mixed-Use Hub (interchange retail)

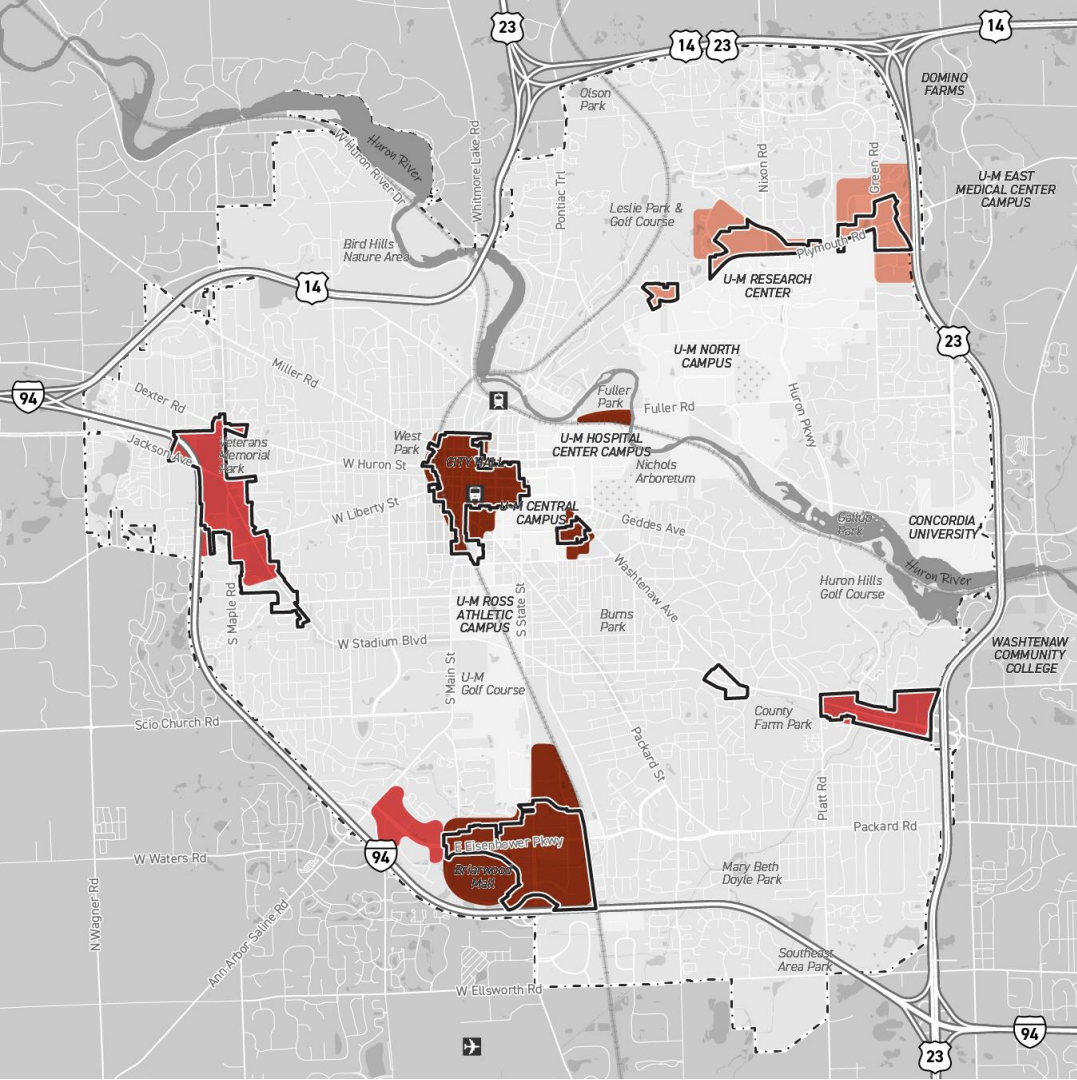
Legend

- TC1 & Downtown Zoning
- Low-Rise Residential
- Employment - Non Residential
- Mixed-Use Transit/Transition
- Mixed-Use Hub:**
 - Innovation
 - Retail
 - Core
- Public:**
 - City/County/School District
 - University of Michigan
 - Parks/Open Space

Mixed-Use Transition District

- **4-7 story** buildings allowed
- Height limit increases the further you are from Low-Rise Residential
- Allows for neighborhood scale buildings and mixed-use style buildings
- Focused on larger corridors and areas adjacent to Mixed Use Hubs





Mixed-Use Hubs could provide more flexibility to help these areas evolve/invest more quickly

Why?

In the last four years, TC1 was established, amended, and applied to over a square mile of land in the City. In that time, there have been no approved development proposals in the same period in that zone.

The proposed Future Land Use Map would expand mixed-use development areas to **1,378 acres** but adds flexibility based on assets/factors:

- 716 acres** Core (Downtown, Briarwood, State/Eisenhower)
- 307 acres** Innovation (Plymouth Road)
- 355 acres** Retail (Regional shopping centers near highway)



Mixed-Use Hub Districts



Core (State/Eisenhower)

Employment concentration; large parking areas; complex site ownership



INNOVATION (Plymouth Road)

Proximity to North Campus, focus of UM entrepreneurial support; UM new approach to business



RETAIL (Washtenaw)

Large, consolidated ownership, long-term leases

The goal is for them evolve into walkable, mixed-use places, but may need distinct strategies to evolve over time (20-30 years).

Mixed-Use Hub Districts

What's in Common?

- Height/Scale/Mass Potential
- Multitude of permitted uses to enable flexibility/evolution

What's Distinct?

- Residential permitted use in all three areas; Limited as a percentage of land use in Innovation and Retail Districts – Residential may otherwise dominate market and land use
- Greater flexibility of development in Retail hubs (e.g. Consider allowing single story infill development to a greater degree than other hubs/corridors)

Mixed-Use Hub (Core)

- **What: Mixed-use downtown-style** (residential, commercial, office/lab)
- **Goal:** Downtown development and redevelopment of suburban commercial areas (Briarwood, State/Eisenhower)

Question:

Do you see a distinction between the character and land use designation of downtown vs. State/Eisenhower?



State/Eisenhower



Shopping Center Redevelopment

Economic Development Resolutions

Establish an **Office of Economic Development**, tasked with “implementation of policy directives to guide the organization’s approach to land development;”

Establish new processes to **support housing**;

Establish new processes to **support sustainability**;

Support **placemaking** and **tax base improvement**.

“Our economy is dangerously dependent on the fortunes of the university...There should be a lot of startups coming out of the University that should be able to set up shop here.”



Emerging opportunities with U-M investment

University of Michigan has changed course on how it invests in innovation and entrepreneurship.

- 2021-2024: the university averages 23 startups per year
- 2024: 28 startups launched, \$514m in venture capital raised
- Combination of biopharma, med devices, physical nonlife science products, and digital
- These types of businesses likely need to be near campus (Plymouth Road).
- Without space inside the city, these companies may need to move to the townships or out of the county.

Mixed-Use Hub Districts (Innovation)

- **What: Mixed-use with employment and research focus** (office, lab/life science, commercial, limited residential)
- **Goal:** Transition from suburban office park to more mixed-use urban form over time along Plymouth Road

Question:

Should this area be designated to maximize business/entrepreneurial development over other potential land uses (e.g. solely residential/retail/etc.)



Plymouth Road



Innovation District

Regional Retail Centers

- Ann Arbor’s retail centers are major contributors to the tax base
- Strip shopping centers can offer more affordable space for small businesses but do not meet desired land use patterns
- TC-1 has stopped unwanted development but has not generated desired change

CITY OF ANN ARBOR		
MAJOR TAXPAYERS		
<u>Taxpayer</u>	<u>Product/Service</u>	2023 <u>Taxable Valuation</u>
Detroit Edison	Utility	\$79,839,600
CCSHP Ann Arbor I & II, LLC	Apartments	56,181,169
GEDR Landmark LLC 1300 S. University	Apartments	49,896,108
Brixmor Arborland LLC	Shopping Center	44,733,809
BVK HSRE Ann Arbor, LLC	Apartments	43,865,000
CPI Foundry, LLC	Apartments	41,202,600
Briarwood Shopping Complex*	Shopping Mall	40,794,100
The Standard at Ann Arbor, LLC	Apartments	36,233,200
Northstar Fund IV LLC	Apartments	31,709,308
MI-UM Holdings, LLC	Apartments	30,501,800
TOTAL		<u>\$454,956,694</u>
2023 Taxable Value		\$7,506,560,375
Top 10 Taxpayers as a % of Total Taxable Value		6.06%
<i>*Appeal pending with the Michigan Tax Tribunal</i>		
<i>Source: City of Ann Arbor</i>		

Challenges to Redevelopment

- Difficult to redevelop if they are not already vacant
- Leases need to be bought out and some like grocery stores can be 20-40 years with auto renewal
- Large, underutilized parking lots present opportunities for infill and out-parcel development, may be hindered by current regulatory requirements (e.g. maximum surface parking area, two-story minimum)
- Mixed-use walkable developments were permitted but never realized both pre and post TC-1
- Development costs are at a high

Mixed-Use Hub Districts (Retail)

- **What: Mixed-use with retail focus**
(active ground floor commercial, plus residential, limited office)
- **Goal:** Transition regionally serving, highway accessible retail destinations into walkable, mixed-use hubs over time with flexibility to support existing businesses

Question:

Should we explore a land use category that provides a wider range of development potential to provide more flexibility/incremental investment in retail centers?



Washtenaw



Shopping Center Redevelopment (retail-centric)

Thank you

Impacts on tax revenue and fiscal health, and on the values of equity, affordability, and sustainability

From Economic Development plan: “Ann Arbor would benefit more in terms of tax base improvements, reductions in vehicle miles traveled, and placemaking if more large employers located within the city boundaries.”

Impact on Affordability and Equity

If the city loses its non-residential tax base, the burden falls even more on residential properties, further impacting housing affordability while also potentially increasing city services and infrastructure spending.

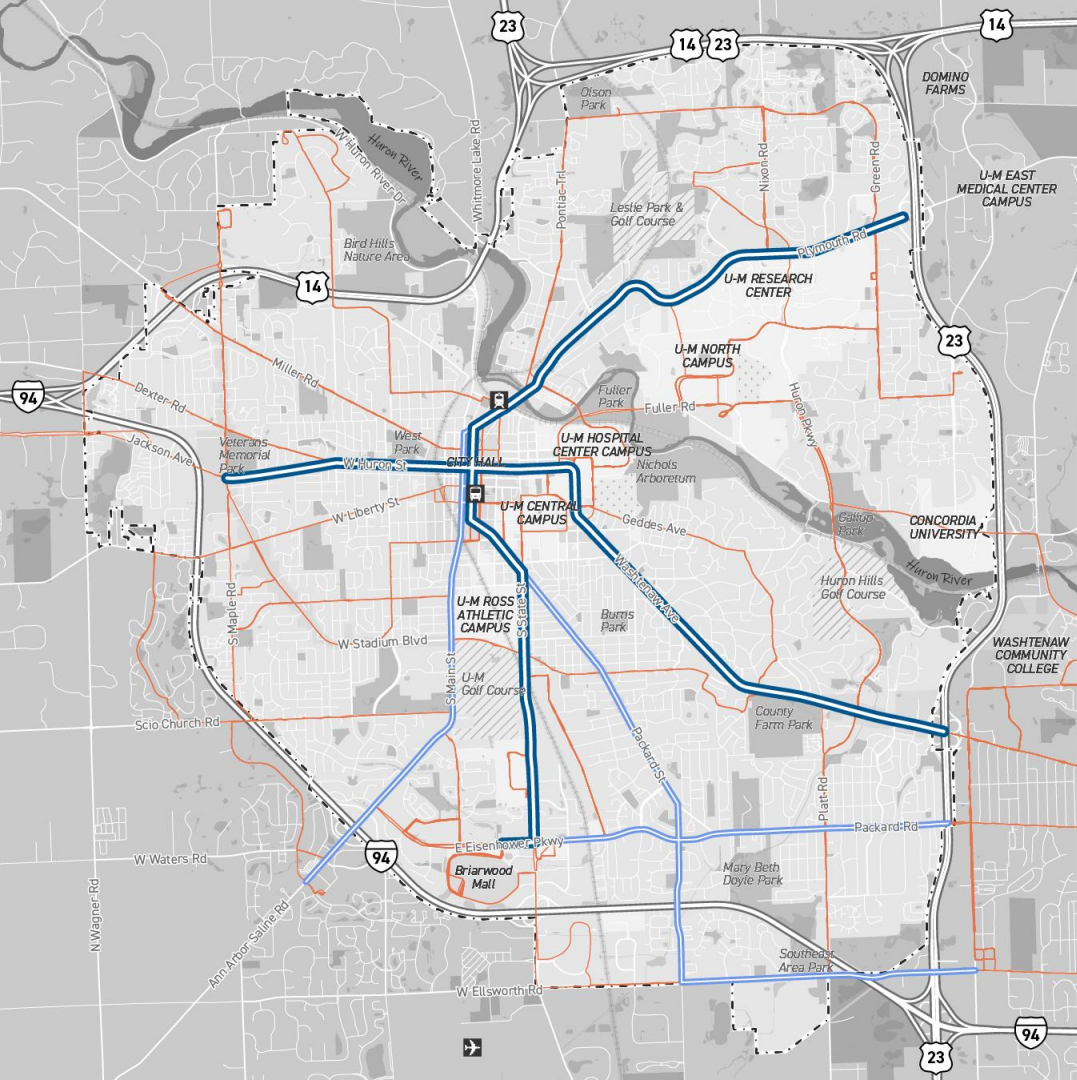
Impact on Sustainability and Equity

Reducing the amount of commuting through a combination of housing and job location can be impactful. Do we risk a reverse commute as jobs are forced out of the city and lose ground on the goal of reducing VMT?

Impact on Equity and Sustainability

What kinds of jobs will the city have? What about jobs that don't require advanced degrees but pay well? What about circular economy jobs as called for in A2Zero?

Bottom line: City needs to protect and grow the value of the non-residential base



Existing plans call for higher density focused on existing/planned transit corridors

The Ride 2045 Long Range Plan and Moving Together Plan both identify density adjacent to transit routes as key land use recommendations.

Residential upzoning will occur on Washtenaw, Stadium, Packard, Huron, and Miller

Legend

- Bus Rapid Transit (Proposed by AAATA)
- Priority Bus Service (Proposed by AAATA)
- Existing Bus Routes

What have other cities done to add density within single family districts?

Minneapolis, MN (population: 429,954)

- 3 residential units
- Building form controls such as minimum lot area, maximum building height, and lot coverage requirements

Portland, OR (population: 652,503)

- 4 residential units - 6 if they are affordable. Two ADU's allowed on single plots
- Building form controls such as height restrictions and setbacks

Seattle, WA (population: 737,015)

- 4 residential units - 6 units within a quarter-mile walk of major transit or if two units are affordable.
- Site controls such as minimum open space requirements, setbacks, and floor area ratios
- 3 stories for market-rate development, 4 stories for development with income-restricted affordable homes

Austin, TX (population: 974,447)

- 3 units allowed - attached or detached units in any combination.
- The International Residential Code (IRC) applies to single-detached units, two-attached units, or townhouse configurations that do not exceed three stories.

City's Impact on Development

Comprehensive Plan Resolution

Carefully considers and implements those portions of the **A2Zero Living Carbon Neutrality Plan** applicable to land use and development activity in the City.

In the context of a largely developed city, make recommendations for adding new homes and **densification in single-family zoned areas**, and other areas and zoning districts.

Develop recommendations and policies that promote **fewer zoning districts** or categories, that contain **more flexibility for re-use and adaptability** over time.

A proposed land use framework that seeks to **emphasize values over specified land use** limitations where possible.

Recommendations and policies that **undue and/or seek to repair past land use policies and regulations that resulted in exclusion of people** based on race, income or other characteristics and other inequities.



How the City influences development

The Comp Plan is a guiding document - future land use is aspirational and provides a vision

What it does: plans for growth and development through land use and infrastructure, providing guidance for zoning and public investment

20+ Existing Land Use Districts reduced to 5 in proposed approach

Zoning is a regulatory ordinance - a legal framework for implementing land use vision

What it does: controls height, area, bulk, location and use of buildings and premises; zoning districts relate to land use categories

34 Existing Zoning Districts to be streamlined in updated zoning code

Public investment in infrastructure will also be required

Water service, stormwater, electrical transmission, public safety, public transit, etc and the staffing required to accommodate growth

Economic Development

Employment Zone Supports Sustainability

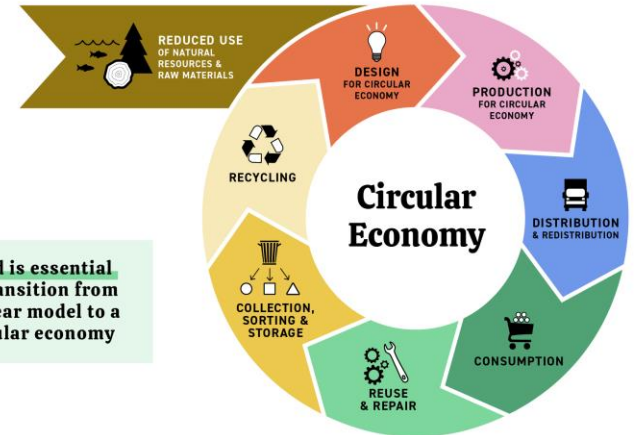


A2Zero calls for a circular economy which requires land for industrial-size facilities and activities

These types of businesses cannot compete for land value in zones where housing is permitted:

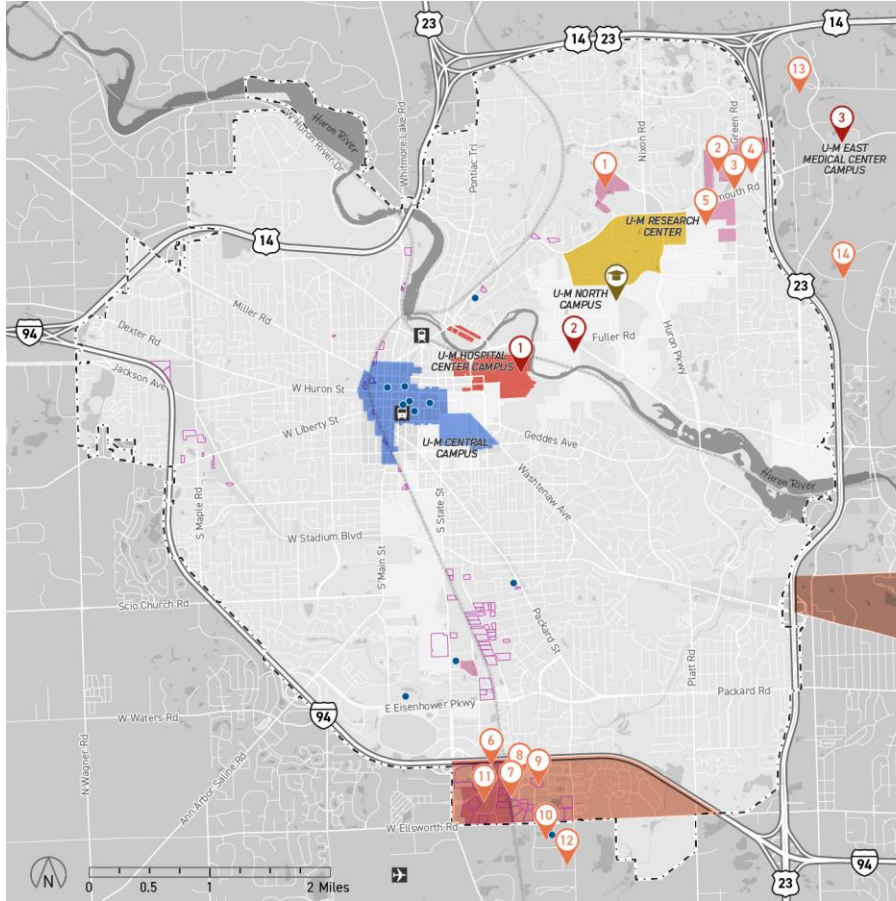
- Returnable container plant
- Material repair
- Material recycling
- Storage for thrift stores

Linear Economy



Land is essential to transition from a linear model to a circular economy

Areas for Potential High Wage Job Growth



Future Jobs

source: City of Ann Arbor GIS, Washtenaw County GIS, University of Michigan Campus Plan 2050, DDA, Assessors Office

Legend

- Smart Zone Incentive District
- Incubators, Accelerators, Coworking Spaces
- Future UM Innovation District (In Active Planning)
- 📍 University of Michigan School of Engineering
- University of Michigan Hospital Center Campus + Medical Area
- 📍 Hospitals
 - 1 University of Michigan Hospital Center Campus
 - 2 Lieutenant Colonel Charles S. Kettles VA Medical Center
 - 3 University of Michigan East Medical Center Campus
- Opportunity Zones
- 📍 Noted Engineering and Tech Companies
 - 1 Google
 - 2 Toyota Research Institute
 - 3 Foresee
 - 4 Siemens
 - 5 MCity Test Lab
 - 6 AAPharmasyn Chemistry
 - 7 Mercedes-Benz Research and Development
 - 8 Zomedica
 - 9 Bio-Rad Laboratories
 - 10 Cayman Chemical
 - 11 Sartorius
 - 12 Treetown Tech
 - 13 Domino Farms
 - 14 Toyota North American Research & Development
- Land Zoned for Research
- Parcels with Industrial Buildings (by Use Code)

Employment Non-Residential

Encourages the development of flexible building types for a variety of non-residential uses that would become employment anchors, such as light industrial, manufacturing, warehousing or research and development space.

WHY?

- Will lose competition on a land value basis with multi-family development
- Messy uses require land
- City is too reliant on residential tax base
- Balanced approach with housing: reduces industrial land from 728 acres to 384 acres in proposed district (2% of land)
- 4th most economically dependent on anchor institutions in the country, more than 3 times the national average.



Light Industrial/Production



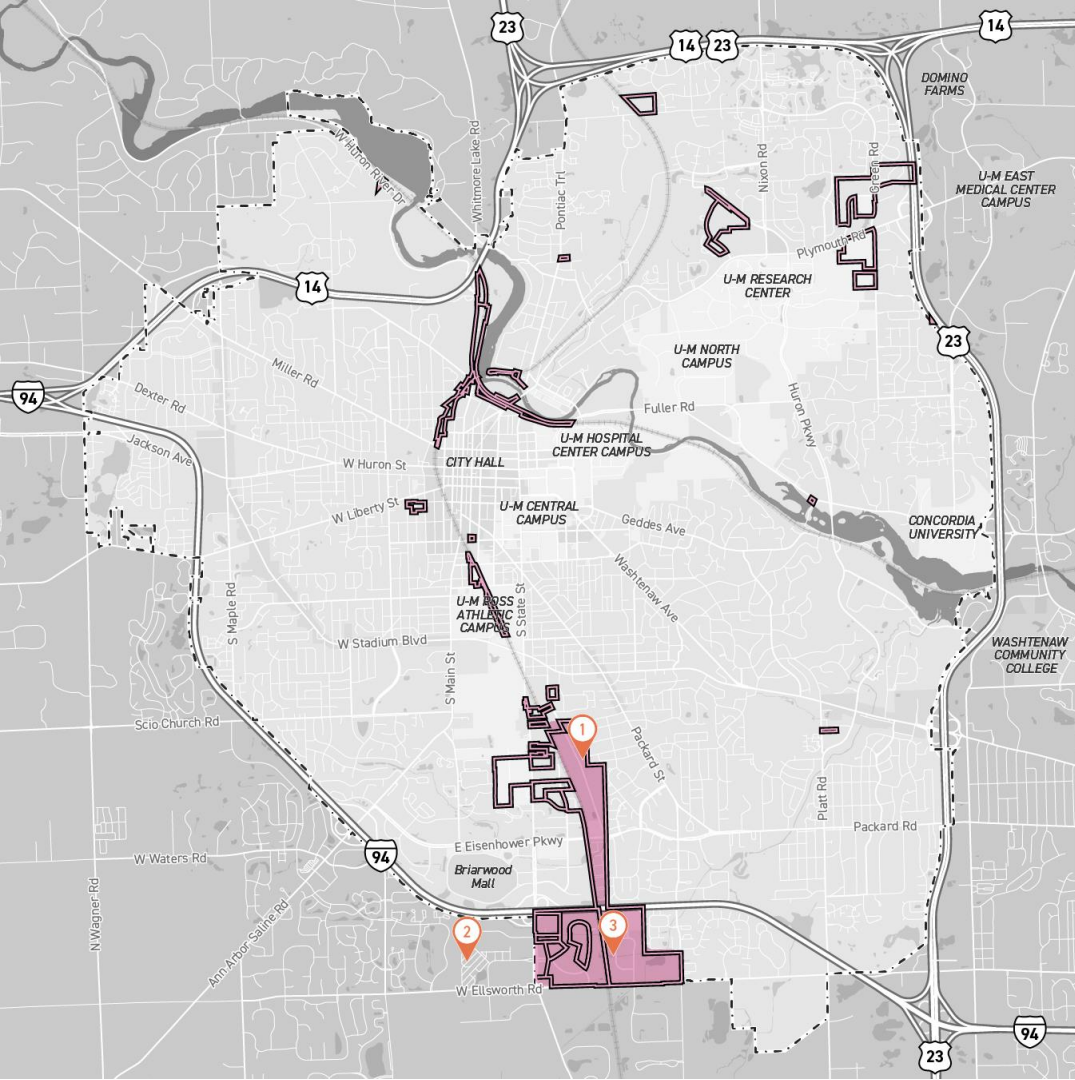
Flex Tech



Legacy Industrial Building

The proposed future land use actually reduces industrial zones by half

S. Industrial and Research Park are concentrated areas of employment, separate from the rest of city with a different urban form.



Legend

- 1 Jack's Hardware New Location
- 2 Zingerman's Bakehouse/Candy/Creamery/Coffee
- 3 Zingerman's Mail Order
- Existing Industrial / Research (M1, M1A, M2, RE, ORL)
- Proposed Employment Non-Residential