

# Memorandum

To: Planning Commission

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Date: April 14, 2026

Subject: UDC Background and Response to Planning Commission Questions

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## Introduction

To inform the first steps toward implementation of the City of Ann Arbor’s Comprehensive Land Use Plan – 2050 (the “Plan”), adopted on March 16, 2026, the following information is provided.

## Background/Inputs

### Plan Implementation Matrix Priorities

The implementation chapter of the Plan is summarized in Table 1.

*Table 1: Implementation Matrix Actions*

	Housing	Economy	Infrastructure
Goals	4	3	9
Recommendations	11	7	12
Actions	39	19	44
<i>Ongoing</i>	<i>10</i>	<i>6</i>	<i>19</i>
<i>1-3 Years</i>	<i>14</i>	<i>3</i>	<i>5</i>
<i>4-9 Years</i>	<i>14</i>	<i>9</i>	<i>19</i>
<i>7- 9 Years</i>	<i>1</i>	<i>1</i>	<i>1</i>

Attachment A to this document provides all the implementation actions, categorized by the priorities above. The Plan does not individually break down each component zoning action for each land use category in the implementation matrix.

### Planning Commission Discussion of March 17, 2026

At this March meeting, the Planning Commission discussed and considered a memorandum from Commissioner Adams. No actions were taken during this discussion; however, numerous concepts were discussed.

## Moratoriums

Moratoriums have been utilized by the City of Ann Arbor four times over the past 15 years. When utilized, moratoriums typically include several components, such as:

- The basis or reasoning for a moratorium to address a concern of public health, safety, or welfare of City residents.
- A plan identifying the actions the City will take during the moratorium to resolve the concern(s).
- Clarity about what types of applications are subject to/exempt from a moratorium.
- A timeframe or duration, which is often 180 days.
- A process identified for an aggrieved property owner or petitioner to demonstrate to the City that the resolution would have the effect of removing any viable economic use of a property.

As moratoriums can result in limitations on properties in the City, additional discussion and/or advice may be provided should the City desire to pursue such an action.

## Hub Prioritization

The adopted Future Land Use Map identifies nine distinct Hub land use areas. These areas in total cover approximately 1,600 individual parcels and overlay 33 existing zoning districts, ranging from AG to M1. About half of the parcels are currently zoned D1, D2, or TC1. Attachment B provides a map highlighting the Hub areas that corresponds to the information in Table 2.

*Table 2: Hub Areas*

Hub Area	Total Acres	Total Parcels	Current Number of D1, D2, TC1 Zoned Parcels	Number of Existing Zoning Districts
1 – Eisenhower/S. State	556	152	72	33
2 – W. Stadium/Maple	311	331	167	30
3 – Plymouth/US 23	216	96	18	8
4 - Downtown	191	831	510	33
5 – Washtenaw/US 23	128	93	40	11
6 – Plymouth/Nixon	123	60	17	7
7 – S. University	25	82	38	11
8 – Washtenaw/E. Stadium	25	25	16	4
9 – Plymouth/Upland	22	16	9	16

## Past Zoning Amendment Examples

### *TC1- District Establishment*

The establishment of the Transit Corridor District was first conceptualized in 2017 and progressed to a pre-COVID presentation to the Planning Commission in 2019. The idea was reinitiated by City Council's direction in November of 2020. Subsequent to this resolution the ordinance progressed through the following steps:

1. February 2021 CPC Work Session.
2. February 2021 – Transportation Commission.
3. February 2021 – ORC Committee.
4. March 2021 – CPC Works Session.
5. March 2021 – ORC Committee.
6. April 2021 (two regular meetings) – CPC Public Hearing and Ordinance consideration.
7. June 2021 – City Council First Reading.
8. July 2021 – City Council Public Hearing and Adoption.

No dedicated engagement beyond public board and commission meetings.  
Eight months duration.

### *TC1 – Rezoning Corridors*

The process to rezone four corridors to the newly established TC1 District occurred after.

#### *S. State/E. Eisenhower Parkway*

1. July 2021 – ORC Committee.
2. September 2021 – ORC Committee.
3. October 2021 – Letters to all property owners identified for rezoning.
4. November 2021 – Informational webinar for proposed rezoning.
5. February 2022 – CPC public hearing and ordinance.
6. March 2022 – City Council first reading.
7. April 2022 – City Council public hearing and adoption.

No meetings beyond Planning Commission and City Council meetings occurred in support of this effort. Five months duration.

#### *Stadium/Maple*

1. March 2022 – ORC Committee.
2. April 2022 – ORC Committee.
3. May 2022 – Letters to all property owners identified for rezoning.

4. June 2022 – Two Informational Meetings – In person at Westgate Library, Webinar.
5. June 2022 – ORC Committee.
6. August 2022 – Planning Commission public hearing and ordinance action.
7. October 2022 – City Council 1<sup>st</sup> reading.
8. November 2022 – City Council public hearing and adoption.

Additional engagement included one open house and one webinar (same content). Eight months duration.

### Washtenaw and Plymouth

1. September 2023 – Letters to property owners proposed for rezoning.
2. October 2023 – In person Plymouth Road Area Rezoning Meeting.
3. November 2023 – Planning Commission public hearing and ordinance action (Plymouth); in person Washtenaw information meeting.
4. December 2023 – City Council first reading (Plymouth).
5. January 2024 – City Council public hearing and adoption (Plymouth).
6. June 2024 – Planning Commission public hearing and ordinance.
7. August 2024 – City Council first reading (Washtenaw).
8. September 2024 – City Council second reading (Washtenaw).

Additional engagement included one area-specific meeting for each corridor. 12 months duration.

### Zoning Ordinance Reorganization (ZORO)

1. October 2009 – Contract for work approved.
2. July 2010 - Diagnosis and annotated outline.
3. 2016 – Review draft published.
4. 2017 – Revised draft published.
5. July 2018 – Adoption of UDC.

Engagement over this project period included focus groups, technical working groups, office hours, in addition to numerous Planning Commission meetings, ORC meetings, and reviews by other agencies. 8.75 years duration.

### Commissioner Request for Information

At the meeting on March 17<sup>th</sup>, and via subsequent email, staff asked Commissioners if there is any specific information that would be helpful to move forward on implementation, and the following requests were made:

### *Staff Recommendation*

This memo identifies numerous options for the Planning Commission to consider, as well as a staff recommendation.

### *Infrastructure Capacity*

The City is undertaking a series of infrastructure studies that are considering both distribution, supply, and treatment capacities of water, sanitary sewer, and stormwater systems. These studies are anticipated to reach substantial progress or conclusion in June of 2026.

For implementation of the Comprehensive Plan, this means that there may be geographic limitations on where increased development potential is well suited or only suited after targeted capacity improvements. This may result in a collaborative process by which the Planning Commission considers and prioritizes geographies for further analysis by applicable infrastructure teams. The feedback from this analysis can then be used by staff, Planning Commission, and the City Council to calibrate future rezonings.

### *Active Development Activity*

Based on analysis generated this month, there are eight active rezoning cases. Of these cases (excluding combined annexation/rezoning requests), one is located in the Residential category, four in the Transition category, and one in the Hub category.

The following active site plan cases are in process:

- 11 active site plans in Hub areas (263,532 square feet of non-residential, 1,231 proposed residential units)
- 12 active site plans in Transition areas (52,790 square feet of non-residential, 1,339 proposed residential units)

### *Community Case Studies*

The information below is based on internet research and/or interviews with planning staff from the respective cities.

#### *Minneapolis, MN (pop. 429,954)*

- **Time to Complete:** The City adopted *Minneapolis 2040* in about 3 years and completed a Zoning Ordinance rewrite about 4 years after. Due to a lawsuit, rezoning for some portions of the City were paused until it was settled.
- **Major Accomplishments:** During the rewrite, the code was update to eliminate parking minimums, permit up to 3 units in formerly single-family zones, add new

[built form regulations](#) (through overlays), and add inclusionary zoning provisions. During this time, they did not complete major revisions to the site plan review process or to design standards.

- **Infrastructure:** As a city that has shrunk over time, infrastructure capacity was not a major determinant in upzoning.
- **Approach:** Minneapolis started by separating uses and building bulk standards, added 13 built form overlays that apply to every city parcel, and then tackled the remaining sections of code. The hybrid code presented challenges to staff who administered two codes at one time.
- **Engagement:** Engagement was done primarily through the comprehensive planning process but progress on the Zoning Ordinance was shared publicly.

*Table 3: Minneapolis Zoning Summary*

<b>FLUM Categories</b>	<b>Zones</b>	<b>Overlays</b>
12	15	24

Charlottesville, VA (pop. 46,553)

- **Time to Complete:** The City adopted its new Zoning Ordinance two years after the adoption of its Comprehensive Land Use Plan.
- **Major Accomplishments:** During the rewrite, the code was updated to eliminate parking minimums, permit up to 3 units in formerly single-family zones, add inclusionary zoning provisions, simplify mixed-use areas, and include form requirements to regulate residential in mixed-use areas. During this time, they did not complete major revisions to the environmental requirements or subdivision regulations.
- **Infrastructure:** Infrastructure capacity was not initially a major determinant of upzoning. The city was sued for inadequate infrastructure studies and is now modeling growth scenarios as a result.
- **Approach:** The City was partly able to complete the Zoning Ordinance rewrite quickly because the original budget and scope included the Comprehensive Plan and the Zoning Ordinance. They saved time not re-bidding the project and because the team rewriting the Zoning Ordinance was engaged from the beginning. While they did not draft language prior, they were able to anticipate, research, and steer the plan with zoning in mind.
- **Engagement:** The City ran a “break the code” event with groups they commonly work with. When the code was largely drafted, the groups were invited to apply the new code to a development they were familiar with to test the code and share their experience and barriers they faced.

Table 4: Charlottesville Zoning Summary

FLUM Categories	Zones	Overlays
15	18	5

Grand Rapids, MI (pop. 198,735 )

- **Time to Complete:** The process has just begun and is scheduled for 2.5 years to update the Zoning Ordinance (Summer 2027).
- **Major Accomplishments:** N/A. They are hoping to increase housing diversity, integrate sustainable practices, support compact centers of mixed-use, coordinate land use and public transit, increase density of and access to jobs.
- **Infrastructure:** The City’s Master Plan does not discuss infrastructure as a constraint. It calls for identifying improvements in the Subarea Plans.
- **Approach:** The City is working on a “Directions Report” that will guide the process (1 year). Then they will draft the code (6 months), conduct a public review (6 months), and then enter the adoption process.
- **Engagement:** The RFP states the continuation of the Community Connectors Program; participants representative of the City per the Census were trained and paid by the project to leverage their social capital to engage the public. For the ZO Update, Planning staff envisions a similar program. The connectors (21) will coordinate meeting logistics and invite participants. The City anticipates each connector will host one meeting, with the potential to host a second meeting if needed.

Table 6: Grand Rapids Zoning Summary

FLUM Categories	Zones	Overlays
10	14 (+5 special districts)	6

Austin, TX (pop. 961,855)

- **Time to Complete:** The City adopted its Comprehensive Land Use Plan in 2012, started the Zoning Ordinance rewrite in 2014. By 2019, they stopped the rewrite due to a lawsuit. It was never adopted. In 2023, Austin adopted the HOMES amendments Phase 1 and then HOMES Phase 2 in 2024.
- **Major Accomplishments:** HOMES Phase 1 and 2 permit up to three residential units per parcel, remove restrictions on number of unrelated adults living in a housing unit, permits smaller lots for single family homes, etc.
- **Infrastructure:** Utility infrastructure capacity was not a major determinant of upzoning.

- **Approach:** Implementation of the 2012 Comp Plan ended around 2017. New goals were introduced during the City’s Manager’s Strategic Plan for staff to focus on. After Covid, new planning staff were directed to make housing amendments. HOMES Phase 1 & 2 were completed primarily by an internal team.
- **Engagement:** N/A

Table 6: Austin Zoning Summary

<b>FLUM Categories</b>	<b>Zones</b>	<b>Overlays</b>
31	43	22

Kalamazoo, MI – awaiting response

*ORC vs. CPC Roles*

Should the Commission desire to repurpose the ORC meeting calendar for additional work sessions for Comprehensive Plan implementation, it would include the fourth Tuesday of each month. These additional meetings would need to be Work Sessions as another group utilizes the Council Chambers for many of these evenings.

*Standards for Updated UDC*

These are known requests to be applied to updated UDC for greater usability:

- All draft and final products will comply with Web Content Accessibility Guidelines (WCAG) 2.1 Level AA.
- Proposed project schedule will be developed and adopted that identifies tasks, estimated timeframes, and clear delineation of consultant and staff responsibilities, deliverables, and resources/inputs necessary to complete the work.
- Wide use of graphical representations, maps, tables, and charts.

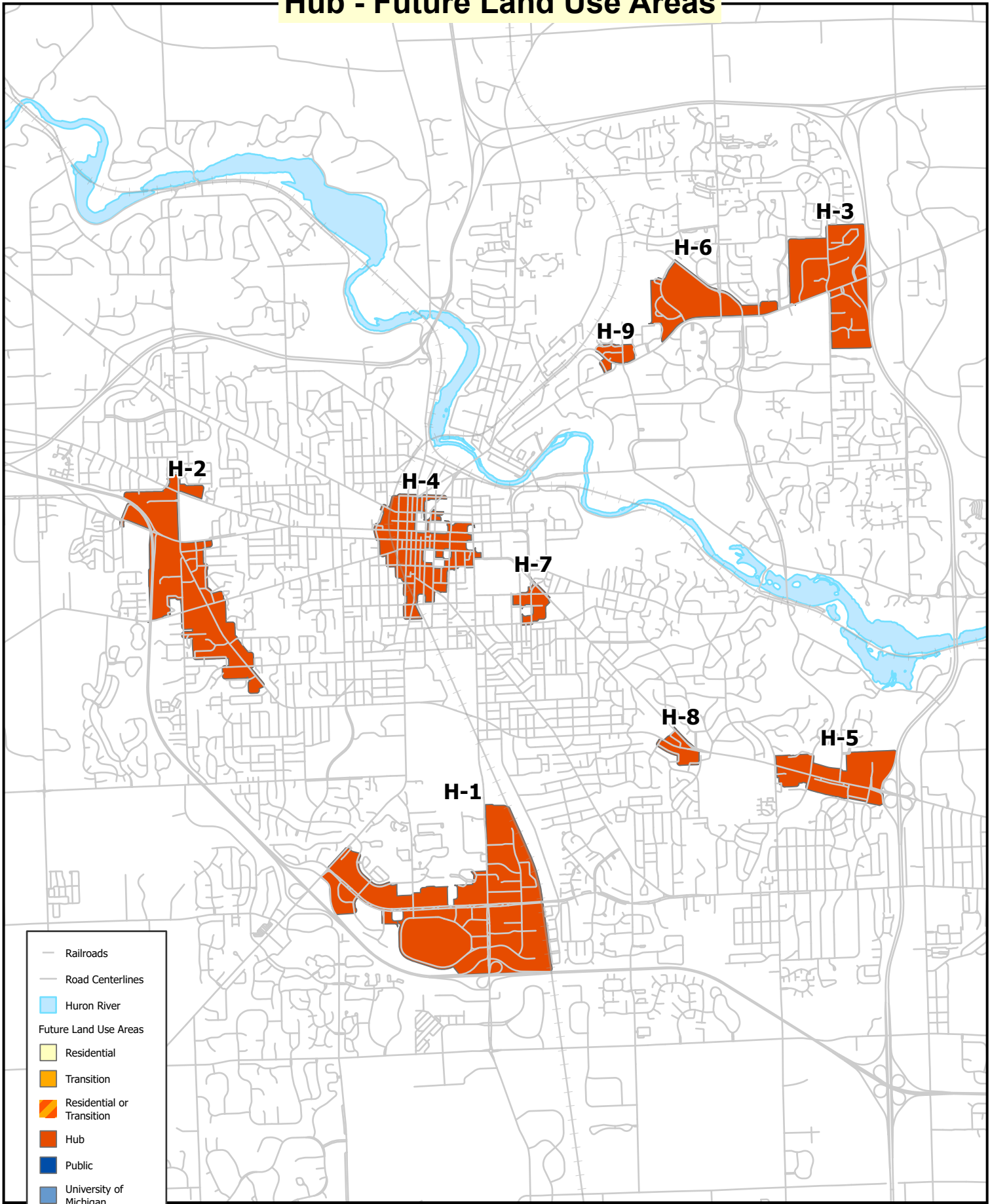
# Attachment A

INFRASTRUCTURE & SERVICES				
GOAL	RECOMMENDATION / ACTION	Timeframe	Lead Organization/Unit	Partners
<b>8</b>	<b>Increase community resilience to support disaster preparedness, climate change readiness, and community health and well-being</b>			
8.1	<b>Strengthen social resilience through education, access, and connections</b>			
	<i>Develop programming to strengthen community capacity and civic engagement, such as city meetings, events, programs like A2Zero Ambassadors, Citizen Pruners, Community Academy, and park stewardship initiatives</i>	4-6 Years	Various city depts	
	<i>Engage property owners to increase education and resources for disaster preparedness and recovery and support the Hazard Mitigation Plan</i>	Ongoing	Emergency management	OSI
8.2	<b>Strengthen physical resilience by investing in the infrastructure and facilities needed to prepare for and recover from disaster</b>			
	<i>Ensure that resilience hubs, essential facilities, and infrastructure are designed and upgraded to withstand and adapt to future climate risks</i>	Ongoing	Systems Planning, Engineering	OSI, Fleet & Facilities
<b>9</b>	<b>Invest in a mutually-supportive street, transportation, and land use system that prioritizes safe and equitable access</b>			
9.1	<b>Develop a context-based street typology decision-making process to design streets appropriately for the expected land use and level of density</b>			
	<i>Build upon the city's multi-lane studies to analyze how to best coordinate land use for future development</i>	4-6 Years	Planning	Transportation
	<i>Develop and amend ordinances to require context-appropriate sidewalks, with amenities in areas slated for growth</i>	4-6 Years	Transportation	Planning
	<i>Create shared streets in strategic high-pedestrian areas</i>	4-6 Years	Transportation	DDA, Planning
9.2	<b>Align transit service and land development</b>			
	<i>Support implementation of bus rapid transit (BRT) and high frequency lines as proposed by AAATA</i>	4-6 Years	Transportation	AAATA, Planning
	<i>Establish zoning framework to support high-density development around planned transit hubs and high-frequency lines</i>	4-6 Years	Planning Services	AAATA, Transportation
	<i>Prioritize multimodal access to transit hubs and bus stops</i>	4-6 Years	Transportation	AAATA, Planning
	<i>Prioritize ROW realignment to accommodate dedicated transit lanes</i>	Ongoing	Transportation, Engineering	AAATA
9.3	<b>Support a shift in transportation modes, away from vehicular use, through infrastructure investments and updated transportation policies</b>			
	<i>Consider pricing policies to align parking supply and demand relative to costs</i>	4-6 Years	DDA, City Administration	Transportation
	<i>Partner with AAPS to prioritize non-motorized walkability and connectivity to public schools</i>	4-9 Years	Transportation	AAPS
<b>10</b>	<b>Balance development with protection and integration of critical natural features to foster a healthy, biodiverse ecosystem</b>			
10.1	<b>Protect, enhance and manage critical natural features or open space that provide ecological benefits</b>			
	<i>Support denser, compact development and maintain 2025 regulations that mitigate the impacts on critical natural features, including landmark trees, woodlands, steep slopes, endangered species habitats, and waterways</i>	Ongoing	Planning, Systems Planning	Forestry, Natural Areas Preservation, Environmental Services
	<i>Encourage community greening and sustainability practices to strengthen natural features on private land through education on land management.</i>	4-6 Years	Systems Planning	OSI
	<i>Consider updating regulations and processes to reflect current ecological understanding:</i>			
	<i>Incentivize quality, rather than quantity, in open space requirements within the zoning code to protect critical natural features or open space that provide ecological benefits, and minimizes lawn areas</i>	1-3 Years	Planning, Systems Planning	
	<i>Develop and adopt incentives that result in early consideration of natural features in the development process and achieve the preservation of significant areas or restoration of degraded natural features within development sites</i>	4-6 Years	Planning, Systems Planning	
	<i>Develop performance metrics that assess ecological function rather than dimensional standards</i>	4-6 Years	Systems Planning	Planning
	<i>Work with regional partners to create cohesive ecological corridors that extend beyond city boundaries</i>	4-9 Years	Systems Planning, Parks	Planning
10.2	<b>Encourage tree cover and landscaping to help mitigate the urban heat island effect</b>			
	<i>Target tree plantings in areas with limited tree coverage</i>	Ongoing	OSI	Forestry
	<i>Update landmark trees definition</i>	1-3 Years	Systems Planning	Planning
10.3	<b>Reduce stormwater runoff volume and flood occurrences with a focus on deploying green infrastructure and managing stormwater where it falls</b>			
	<i>Review stormwater requirements in light of changing precipitation patterns</i>	1-3 Years	Systems Planning	Planning

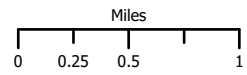
# Attachment A

	<i>Evaluate current flooding ordinances and update to reflect increased precipitation experiences as caused by climate change</i>	7-9 Years	Systems Planning	Planning
	<i>Identify opportunities for nature-based solutions in public projects and rights-of-way</i>	Ongoing	Engineering	Systems Planning, WCWRC
	<i>Explore regional coordination opportunities for watershed management</i>	Ongoing	Systems Planning	WCWRC, HRWC
<b>11</b>	<b>Promote carbon neutrality through efficient energy and resource use, and ultimately transition to zero carbon sources like renewable energy</b>			
<b>11.1</b>	<b>Support the transition to clean energy through land and investment</b>			
	<i>Identify priority developments so Sustainable Energy Utility planning can be coordinated on the same timeline to reduce construction disruption of streets and rights-of-way</i>	1-6 Years	OSI, Planning, Engineering, Systems Planning	
	<i>Provide guidance for private development as to how they integrate into the City's SEU plans and where private development needs to carry the responsibility of clean energy on their own developments</i>	4-6 Years	OSI, Planning	All departments reviewing site plans
	<i>Coordinate commercial and residential developments with district energy systems to improve energy efficiency</i>	4-9 Years	OSI, Planning	All departments reviewing site plans
	<i>Designate buildings and locations critical for resilience where microgrids could be implemented to ensure 100% continuous energy operations.</i>	4-6 Years	OSI	All departments reviewing site plans
<b>11.2</b>	<b>Reduce energy use and carbon emissions of buildings</b>			
	<i>Provide training and education for developers and contractors who are unfamiliar or new to high-performance buildings</i>	1-3 Years	OSI	Building
	<i>Incentivize high-performance (zero-emission) buildings, full electrification, and energy reduction measures</i>	4-6 Years	Planning, OSI	Building
	<i>Reduce energy use intensity of existing buildings through increase in weatherization programs</i>	Ongoing	OCED	OSI
	<i>Provide deeper knowledge to residents and building owners on the benefits of building electrification for those buildings with HVAC systems that are nearing end-of-life and easy for conversion</i>	Ongoing	OSI	
	<i>Minimize landfill waste by encouraging recycling and composting in households, institutions, and constructions projects</i>	Ongoing	Solid Waste	
<b>12</b>	<b>Plan for and invest in city services and infrastructure that can accommodate expected growth</b>			
<b>12.1</b>	<b>Coordinate and align infrastructure investment with land use and growth</b>			
	<i>Promote development that incorporates shared waste management functions to streamline collection, manage waste more efficiently, and reduce landfill waste as the city densifies</i>	4-6 Years	Solid Waste	Planning
	<i>Coordinate street repairs and major construction projects inline with Ann Arbor utility planning to integrate potential geothermal/district energy networks</i>	4-6 Years	Engineering, Systems Planning	OSI
	<i>Align implementation of the Future Land Use Map with investments in water/sewer conveyance and treatment capacity to support more growth of the City</i>	Ongoing	Systems Planning, Planning	WTP, WRRF
	<i>Work with energy utilities to bury energy distribution during street reconstruction and coordinate on geothermal network deployment</i>	Ongoing	Engineering, Systems Planning	OSI
	<i>Support additional street construction in large-scale development proposals to enhance citywide connectivity</i>	Ongoing	Engineering, Systems Planning, Planning	Transportation
	<i>Support the electrification of vehicle networks, building electric charging infrastructure at public facilities and encouraging construction of charging stations on private properties</i>	Ongoing	OSI, Public Works, Planning	OSI, Engineering (ROW)
<b>12.2</b>	<b>Coordinate city services to accommodate growth</b>			
	<i>Encourage recycling and composting in households, institutions, and construction projects</i>	Ongoing	Solid Waste	OSI
	<i>Allocate resources to ensure that solid waste services have the necessary staff capacity, equipment, and vehicles to accommodate additional density and diverse building types</i>	Ongoing	Solid Waste	
	<i>Allocate resources to ensure that basic safety services are provided to accomodate a growing population and new building types while maintaining appropriate response times</i>	Ongoing	Police, Fire	
	<i>Maintain ongoing coordination with regional institutions and service providers to accommodate city growth</i>	Ongoing	Various city depts	AAPS, Ann Arbor District Library, U-M, Washtenaw County

# Hub - Future Land Use Areas



- Railroads
- Road Centerlines
- Huron River
- Future Land Use Areas
  - Residential
  - Transition
  - Residential or Transition
  - Hub
  - Public
  - University of Michigan
  - Parks, Open Space, Recreation



Map date 3/30/2026  
Any aerial imagery is circa 2025 unless otherwise noted  
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