

Ann Arbor Downtown Zoning Evaluation

Options Workbook

ENP & Associates in cooperation with the City of Ann Arbor

September, 2013



Photo Courtesy of Andrew Horne, February 9, 2013

Introduction

Thank you for participating in the evaluation of the Ann Arbor Downtown Zoning! This workbook has four sections:

- Ann Street site adjacent to City Hall
- North side of E. Huron Street between Division and State.
- South side of William Street between Main and Fourth
- Evaluation of premiums

In each section, alternatives are presented to address the specific priority issue. The last page of each section contains questions for you. Your input is invaluable.

When answering questions, keep in mind the Guiding Values for the Downtown from the 2009 Downtown Master Plan:

Neighborhood, Community and Regional Focus

Downtown will continue to accommodate and foster central business, government, shopping, cultural and entertainment functions within a reasonably compact, walkable area. Downtown's role as an activity center for surrounding neighborhoods, and as the social, cultural, and urban business center of the community and the region, will be strengthened.

Diversity of Use

Diversity of use is the key to unlocking downtown's potential as a focus of economic and social activity. A balanced mix of office, retail, housing, cultural, and entertainment uses will be promoted in order to draw people downtown in sufficient numbers to create a lively atmosphere and a profitable business setting. Emphasis will be placed on creating a critical mass of activity within a concentrated Core area.

Diversity of Users

Downtown will be accessible to everyone. Special efforts will be made to accommodate use and enjoyment by people of all ages and abilities.

Balance

New downtown development will be encouraged; but at the same time, existing assets and valued downtown characteristics will be conserved and strengthened. This balance between conservation and change will be fostered by emphasizing the use of incentives and guidelines.

Image and Identity

The preservation and rehabilitation of historic buildings will be encouraged to establish a positive image and marketable identity for downtown. Natural assets (including downtown's topography and its proximity to the Huron River), streetscape improvements, and open spaces will also be used to advantage in creating a clear development structure and a quality visual environment. Traditional land uses (including government functions and the Farmers Market) will be retained.

Pedestrian Orientation

Strong emphasis will be placed on downtown's quality as a place for people on foot by maintaining its sense of pedestrian scale; promoting an active street life; and providing a comfortable and convenient walking environment. Safety and security for downtown workers, residents, shoppers, and visitors will be maintained and enhanced.

Quality

A high level of quality will be encouraged in the design and maintenance of buildings, streetscapes, and public spaces.

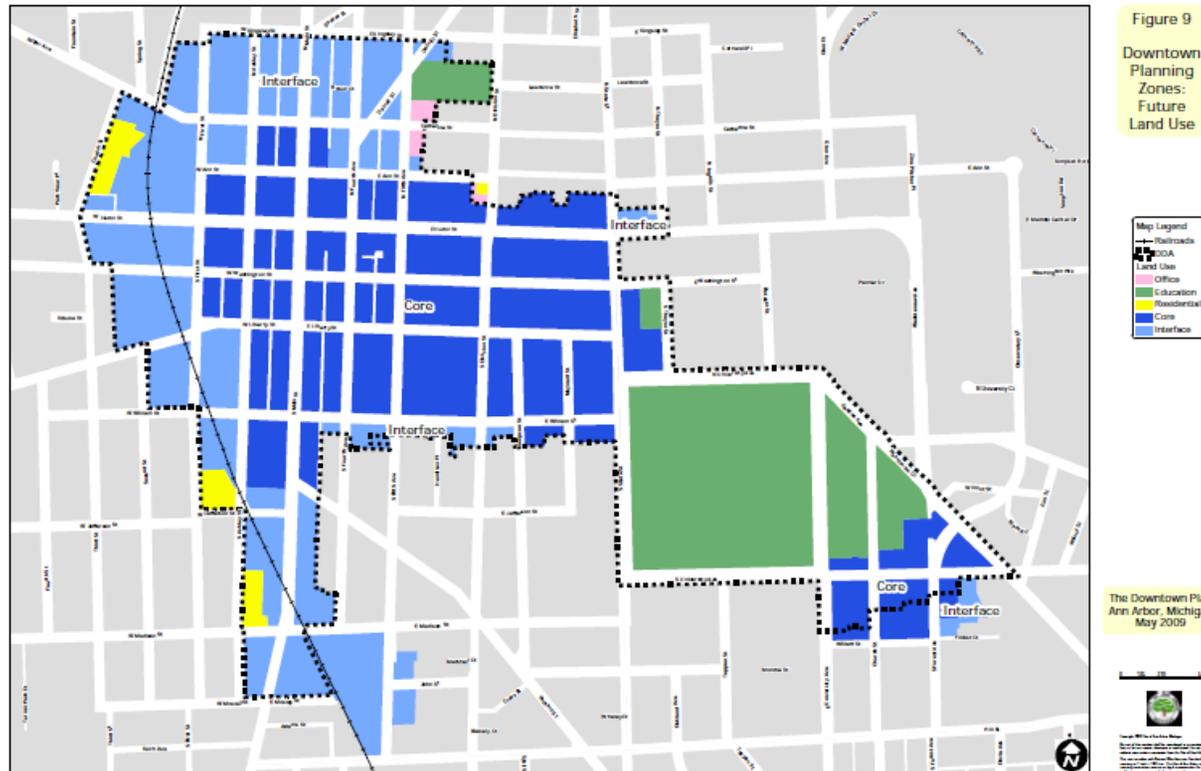
Infrastructure Capacity

Future growth and development will be phased to ensure that infrastructure demands to water, sanitary, storm water, open space and motorized and non-motorized transportation systems do not outstrip available capacities. At the same time, maintaining and investing in these infrastructure systems is essential to downtown's ongoing stability and vitality.

Sustainability

The downtown should be developed and maintained such that it continues to provide for future generations a viable economy, a "green" and energy-efficient built environment and transportation network, and social and cultural opportunities.

The map below is the land use vision for the Downtown, established through community engagement and adopted by the City in 2009.



This workbook, the presentation, and an online version of the questions can be found on the Ann Arbor Downtown Zoning Evaluation website:
<http://www.a2gov.org/downtownzoning>. *Workbooks will be collected at the end of this meeting, or online!*

Ann Street Site Options

Description (owned by U of M Credit Union)



The site (shown in the photograph above to the left) if built out to its full potential under premiums (shown in model on right), may not meet the intent of downtown zoning to preserve and protect historic resources, namely the historic buildings and homes to the north).

The site is surrounded by: City Hall to the west; multi-family residences to the north and east; and office and commercial uses along Huron to the south. The existing zoning for the entire block is **DI** (maximum FAR = 400%, or 700-900% with premiums), in the E Huron 2 character district, which has a **maximum height of 180 feet**.

Ann Street Site Options

Option	Potential Impacts
 <p>Rezoned to D2</p> <p>Max. building height: 60 feet Max. FAR: 400% (with premiums) No conference center use No change to required setbacks</p>	<p>Reduces allowable building height to approximately five stories, compared to approximately 17 stories in D1/East Huron 2.</p> <p>Reduces shading impacts on adjacent residences.</p> <p>Requires premiums to maximize floor area.</p> <p>Would not allow buildings as tall as City Hall.</p> <p>Significantly reduces development potential.</p> <p>Allows a building up to 60 ft. in height to be constructed adjacent to a historic district (east property line).</p>
 <p>Leave D1 but eliminate premiums</p> <p>Max. FAR: 400%. Max. building height: 180 ft. Buildings greater than 4 stories will cover less than the entire site area.</p>	<p>Effectively lowers the development potential & property values by up to 55%.</p> <p>Provides for the flexibility of a tall building on a smaller footprint.</p> <p>Does not require inclusion of premiums to maximize allowable floor area.</p> <p>Reduces the likelihood of a building taller than 5 stories, due to construction costs.</p>
<p>Rezoned to Office</p> <p>Building size set by setbacks and height Max. building height: 55 ft. Setbacks: 15ft. front</p>	<p>Limits site to a similar height/scale to the residences to the north and east.</p> <p>Significantly reduces the development potential and value of the property.</p> <p>Significantly reduces density from 700% FAR to 75%</p> <p>Does not allow a mixture of uses that would be compatible with the adjacent commercial and office uses.</p> <p>Not consistent with the intent of the character district, and the downtown plan for that area.*</p>

Ann Street Site Options

Questions

Do you think each alternative would result in buildings that better fit the context of the surrounding area?

	Yes	No	Not Sure	Comments
<i>Leave D1 (as is)</i>				
<i>Rezone to D2</i>				
<i>D1 without premiums</i>				
<i>Rezone to office</i>				

What impact do you think each alternative would have on the downtown as a whole (thinking about residents, businesses, and visitors)?

	Positive	Neutral	Negative	Not Sure	Comments
<i>Leave D1 (as is)</i>					
<i>Rezone to D2</i>					
<i>D1 without premiums</i>					
<i>Rezone to office</i>					

Ann Street Site Options

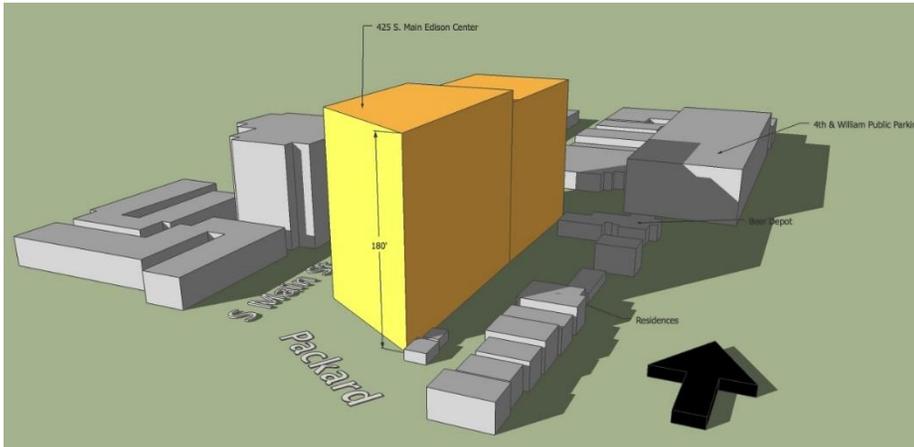
How would you rate the alternatives for the Ann Street Site (please check any that apply)?

	<i>Do not support</i>	<i>Not my preferred alternative, but I can live with it</i>	<i>Support</i>	<i>Comments</i>
<i>Leave D1 (as is)</i>				
<i>Rezone to D2</i>				
<i>D1 without premiums</i>				
<i>Rezone to office</i>				

Comments or Questions

William Street

Description (owned by Rand Construction, long term lease to Edison)



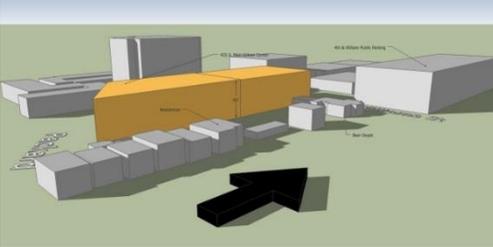
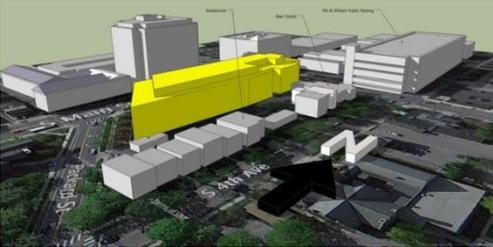
The site (shown in the photograph above left) if built out to its full potential under premiums (shown in the model above right), may not meet the intent of downtown zoning to preserve and protect historic resources at the east corner. Similar concerns about massing were expressed during the Connecting William Street process.

The site is surrounded by: single- and multiple-family residences; older, two-story multiple-family dwellings; an electrical substation and a small commercial building to the east across a public alley; mixed commercial/office/residential buildings to the west; a multiple-family apartment tower to the south; and a public parking garage to the north. The existing zoning is *DI (maximum FAR = 400%, or 700-900% with premiums)* and is in the *Main Street Character District* with a *maximum height of 180 feet*. The parcel has frontage on a *primary street (north and west)* and a *secondary street (south)*.

The site is located at a key corner of the downtown: Main Street and William Street.

Although the parking lot is area available for building currently, the scenario should take into account the possibility that the entire site could be redeveloped.

William Street

Option	Potential Impacts
 <p data-bbox="264 427 449 456">Rezone to D2</p> <p data-bbox="107 480 590 610">Max. building height: 60 feet Max. FAR: 400% (with premiums) No conference center use No change to required setbacks</p>	<p data-bbox="632 248 1864 310">Reduces allowable building height to approximately five stories, compared to approximately 17 stories in D1/Main Street.</p> <p data-bbox="632 334 1205 363">Reduces shading impacts on adjacent residences.</p> <p data-bbox="632 383 1314 412">Eliminates “core” designation of key corner in downtown.</p> <p data-bbox="632 431 1677 461">Would not allow buildings as tall as Ashley Mews or the 4th & William parking structure.</p> <p data-bbox="632 480 1157 509">Significantly reduced development potential.</p>
 <p data-bbox="121 909 590 938">Leave D1 but eliminate premiums</p> <p data-bbox="107 963 600 1091">Max. FAR: 400%. Max. building height: 180 ft. Buildings greater than 4 stories will cover less than the entire site area.</p>	<p data-bbox="632 748 1367 777">Provides the flexibility of a tall building on a smaller footprint.</p> <p data-bbox="632 797 1499 826">Does not require inclusion of premiums to maximize allowable floor area.</p> <p data-bbox="632 846 936 875">Allows same mix of uses.</p> <p data-bbox="632 894 1545 924">Effectively lowers the development potential & property values by up to 55%.</p> <p data-bbox="632 943 1619 972">Reduces the likelihood of a building greater than 5 stories, due to construction costs.</p>
<p data-bbox="111 1107 604 1182">Leave D1 and add requirements for setbacks, diagonals & setbacks</p> <p data-bbox="107 1206 537 1336">Max. FAR: 900% with premiums. Max. building height: 180 ft. Building further away from adjacent houses</p>	<p data-bbox="632 1099 1367 1128">Less reduction in development potential than first two options.</p> <p data-bbox="632 1148 1205 1177">Reduces shading impacts on adjacent residences.</p> <p data-bbox="632 1196 1360 1226">Impacts rest of Main Street character district, not just this site.</p> <p data-bbox="632 1245 1367 1274">Provides the flexibility of a tall building on a smaller footprint.</p> <p data-bbox="632 1294 1392 1323">Provides additional guidance for design and massing of building.</p>

William Street

Questions

Do you think each alternative would result in buildings that better fit the context of the surrounding area?

	Yes	No	Not Sure	Comments
Leave D1 (as is)				
Rezone to D2				
D1 without premiums				
D1 with requirements for setbacks, diagonals, and stepbacks				

What impact do you think each alternative would have on the downtown as a whole (thinking about residents, businesses, and visitors)?

	Positive	Neutral	Negative	Not Sure	Comments
Leave D1 (as is)					
Rezone to D2					
D1 without premiums					
D1 with requirements for setbacks, diagonals, and stepbacks					

Huron Street

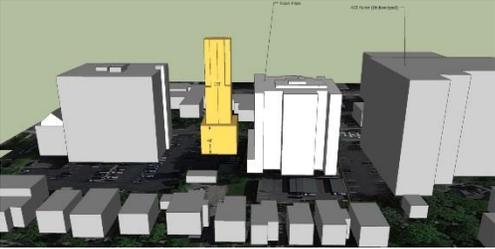
Huron Street Description (owned by Dahlmann, owners of the Campus Inn)



The site (shown in the photograph above left), if built out to its full potential under premiums (see model above right), may not meet the intent of downtown zoning to preserve and protect historic resources, specifically the neighborhood to the north.

The site is surrounded by: Campus Inn to the east; Sloan Plaza to the west; single and multi-family residences to the north; and commercial uses to the south. The existing zoning is ***D1 (maximum FAR = 400%, or 700-900% with premiums)*** and is in the ***East Huron 1 Character District*** with a ***maximum height of 150 feet and a required setback of 30 feet from the adjacent residentially zoned property.*** The parcel has frontage on a ***secondary street.***

Huron Street

Option	Potential Impacts
 <p>Rezone to D2</p> <p>Max. building height: 60 feet Max. FAR: 400% (with premiums) No conference center use No change to required setbacks</p>	<p>Reduces allowable building height to approximately five stories, compared to approximately 14 stories in D1/East Huron 1.</p> <p>Reduces shading impacts on adjacent residences.</p> <p>Would not allow buildings as tall as those on either side or across the street.</p> <p>Significantly reduces development potential.</p>
 <p>Leave D1 but eliminate premiums</p> <p>Max. FAR: 400%. Max. building height: 150 ft. Buildings greater than 4 stories will cover less than the entire site area.</p>	<p>Provides the flexibility of a tall building on a smaller footprint.</p> <p>Does not require inclusion of premiums to maximize allowable floor area.</p> <p>Effectively lowers the development potential & property values by up to 55%.</p> <p>Reduces the likelihood of a building greater than 5 stories, due to construction costs.</p>
<p>Leave D1 with requirements for setbacks, diagonals & setbacks</p> <p>Max. FAR: 900% with premiums. Max. building height: 150 ft. Building further away from adjacent houses</p>	<p>Less reduction in development potential.</p> <p>Reduces shading impacts on adjacent residences.</p> <p>Impacts rest of character district, not just this site.</p> <p>Provides the flexibility of a tall building on a smaller footprint.</p> <p>Provides additional guidance on design and massing of building.</p>
<p>Rezone to a hybrid "D1.5" district</p>	<p>Recognizes established development pattern on the block.</p>

Huron Street

Option	Potential Impacts
Max. FAR: 200%-400%, 700%-900% with premiums Max. building height: <150 feet, but >60 feet Increased setback possible	Development could be consistent with Sloan Plaza & Campus Inn. Increases complexity of ordinance.

Huron Street

Questions

Do you think each alternative would result in buildings that better fit the context of the surrounding area?

	Yes	No	Not Sure	Comments
Leave D1 (as is)				
Rezone to D2				
D1 without premiums				
D1 with requirements for setbacks, diagonals and step-backs				
Rezone to a hybrid "D1.5" district				

What impact do you think each alternative would have on the downtown as a whole (thinking about homes, businesses, and visitors)?

	Positive	Neutral	Negative	Not Sure	Comments
Leave D1 (as is)					
Rezone to D2					
D1 without premiums					
D1 with requirements for setbacks, diagonals and step-backs					
Rezone to a hybrid "D1.5" district					

Huron Street

How would you rate the alternatives for the Huron Street Site (please check any that apply)?

	<i>Do not support</i>	<i>Not my preferred alternative, but I can live with it</i>	<i>Support</i>	<i>Comments</i>
<i>Leave D1 (as is)</i>				
<i>Rezone to D2</i>				
<i>D1 without premiums</i>				
<i>D1 with requirements for setbacks, diagonals and step-backs</i>				
<i>Rezone to a hybrid "D1.5" district</i>				

Comments or Questions

Premiums

Description

The downtown zoning adopted in 2009 provides for “premiums” or bonus floor area. Premiums provide an incentive for a developer to incorporate certain public benefits into the project, such as residential use or green building technologies, which might not currently be supported by the market. Premiums are allowed on property zoned D1 & D2 if the property is located entirely outside the historic district and/or the floodplain.

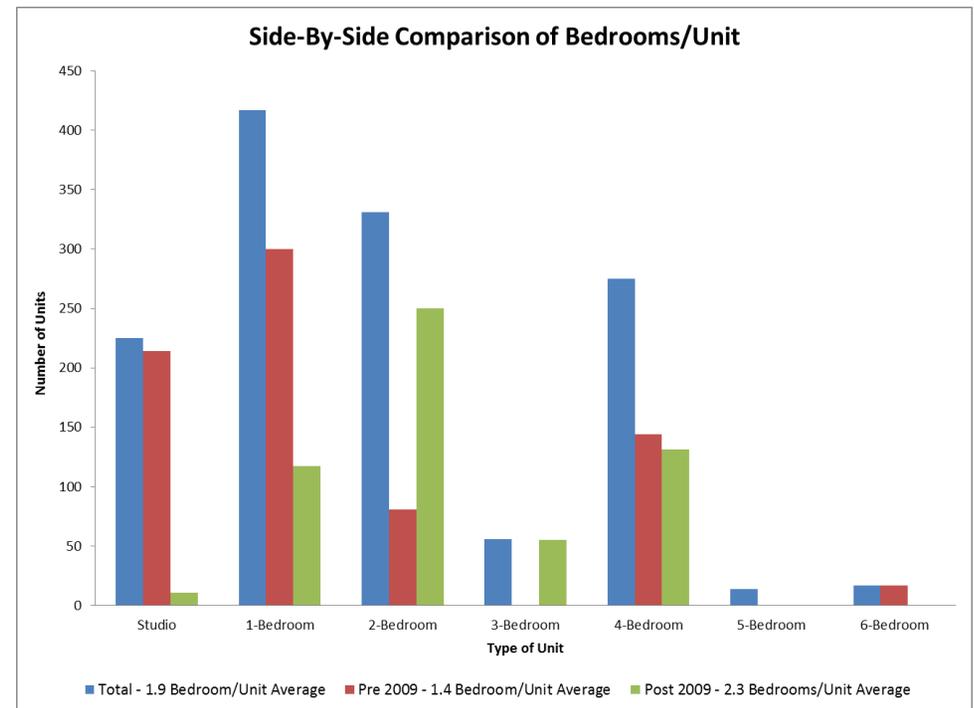
Premiums are available for:

- Residential Use (D1 & D2): 0.75 square feet for every 1 square foot used for multiple-family dwellings
- Affordable Housing (D1 & D2): 3,000 square feet for every 1 affordable housing dwelling unit on-site. Allows FAR to go up to 900% in the D1.
- Green Building (D1 & D2): On a scale
 - LEED Silver: 50% of lot area
 - LEED Gold: 150% of lot area
 - LEED Platinum: 250% of lot area
- Historic Preservation (D1 & D2): Preserve a historic resource=50% of lot area (excluding lot area of historic resource)
- Pedestrian Amenity/Open Space (D1): 10 square feet for every 1 square foot of pedestrian amenity, with maximum of 8,000 additional square feet
- Public Parking (D1): Up to 200% of lot area not counted toward FAR of usable floor area for above grade parking available to the public.

Nine projects have been approved and/or built under the downtown zoning enacted in 2009. Five projects used residential premiums (Zaragon West, 413 E. Huron, The Varsity, 618 South Main, 624 Church). One project (624 Church) used LEED Silver premiums.

4 projects did not use premiums. They were either expansions/additions (Zingerman’s, UM Credit Union, Downtown Home & Garden) or a one-unit residential project.

The projects with residential apartments approved under the 2009-adopted zoning have changed the downtown mix of apartments, increasing the number of 2-bedroom, 3-bedroom and 4-bedroom units. The buildings with 5 and 6-bedroom units were approved just before the zoning changes.



Premiums

Option	Potential Impacts
<i>Limit the type of residential dwelling unit that qualifies for premiums to 2 bedrooms or less</i>	Encourages development of smaller dwelling units in new projects Limits certain types of dwelling units that may be desired by the market
<i>Eliminate residential premiums except for affordable housing</i>	Incentivizes housing units currently not being provided by the market. Affordable housing units are not guaranteed.
Other options with affordable housing premium:	Residential diversity aside from income not incentivized.
<i>Eliminate 900% FAR (has not been used)</i>	Eliminates a premium that has been successful in stimulating residential development in the downtown.
<i>Eliminate 900% FAR (has not been used)</i>	Impacts the desirability of parking, energy efficient building, historic preservation and pedestrian amenities premiums. 400 FAR not financially feasible for vertical residential construction, unless property values drop. Affordable housing units may be grouped together, not as part of the residential throughout downtown.
<i>Require conformance to design guidelines to qualify for premiums (like the minimum LEED energy points)</i>	Requires more and earlier involvement of the Design Review Board in the process. Requires additional processes and training to ensure the Design Review Board is providing clear direction to a developer. Does not directly address the size and shape of the buildings, which is handled in the character area massing (zoning) requirements.
	Adds time to site plan review and approval process
<i>Other premiums (energy efficiency other than LEED and protection of urban forest/landmark trees) that could be included or made requirements</i>	Assists in the implementation of City’s energy efficiency goals. Provides incentives for continued urban forest cover and landmark trees. Requires selection of energy efficiency standards, which currently are evolving. Tree protection may not be guaranteed.
<i>Make premiums discretionary (not by-right)</i>	Allows case-by-case determination of “community benefits” associated with receipt of FAR as premiums may increase, similar to the PUD process. Reduces certainty for potential developers for calculating the economics of a project using premiums.
	May constrain the ability of a developer to obtain financing for a proposed development, similar to the PUD process (pre-2009) which was a deterrent to downtown investment.

Premiums

Option	Potential Impacts
<i>Eliminate premiums</i>	<p>Removes a tool for increasing the density of the downtown consistent with the Downtown Plan recommendations.</p> <p>Requires re-evaluation of Downtown Plan's zoning recommendations Requires adjustment of land values, which have been established based on allowable zoning</p> <p>Encourages development of less expensive buildings with no variety in height and bulk possible.</p>

Premiums

Questions

What impact do you think each alternative would have on residents in or near downtown?

	<i>Improve the quality of life</i>	<i>It will not change anything</i>	<i>Degrade the quality of life</i>	<i>Not sure</i>	<i>Comments</i>
<i>Leave as is</i>					
<i>Limit residential that qualifies for premiums (2 bedrooms or less)</i>					
<i>Eliminate residential premiums except for affordable housing</i>					
<i>Require conformance to design guidelines to qualify for premiums</i>					
<i>Other premiums (energy efficiency and protection of urban forest/landmark trees)</i>					
<i>Make premiums discretionary</i>					
<i>Eliminate premiums</i>					

Premiums

What impact do you think each alternative would have on the downtown as a whole (thinking of residents, businesses and visitors), both now and in the future?

	<i>Positive</i>	<i>Negative</i>	<i>Not Sure</i>	<i>Comments</i>
<i>Leave as is</i>				
<i>Limit residential that qualifies for premiums (2 bedrooms or less)</i>				
<i>Eliminate residential premiums except for affordable housing</i>				
<i>Require conformance to design guidelines to qualify for premiums</i>				
<i>Other premiums (energy efficiency and protection of urban forest/landmark trees)</i>				
<i>Make premiums discretionary</i>				
<i>Eliminate premiums</i>				

Premiums

How would you rate the alternatives for premiums (please check any that apply)?

	<i>Do not support</i>	<i>Not my preferred alternative, but I can live with it</i>	<i>Support</i>	<i>Comments</i>
<i>Leave as is</i>				
<i>Limit residential that qualifies for premiums (2 bedrooms or less)</i>				
<i>Eliminate residential premiums except for affordable housing</i>				
<i>Require conformance to design guidelines to qualify for premiums</i>				
<i>Other premiums (energy efficiency and protection of urban forest/landmark trees)</i>				
<i>Make premiums discretionary</i>				
<i>Eliminate premiums</i>				

Comments or Questions
