



# It Ain't Easy Being Affordable, Equitable and Sustainable

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City of Ann Arbor Planning Department - MTPA Conference

7-27-2023



# Discussion Agenda

## 1. Context

- Evolution of Planning and Zoning in Ann Arbor
- Impacts on equity
- Greenbelt
- A2D2 Plan
- A2Zero

## 2. Zoning Changes

- UDC adoption
- ADUs
- Review thresholds and lots
- TC1
- Electric Vehicle Parking
- Minimum parking regulation

## 3. Current Work

- Premiums
- Comprehensive Plan

## 4. Lessons Learned



# 1 - Context

- **Late 1800s:** Ann Arbor prohibits slaughter of animals in the City.
- **Morality protections:** Close gambling halls; Prohibit the sale, circulation, and printing of obscene, immoral, indecent, or scandalous papers and prints; Houses of prostitution closed. (Saloons ok)
- **1899-1919:** University of Michigan enrollment triples; campus construction boom.
- **1906:** First apartment house.
- **1922:** Olmsted Brothers recommend rigid zoning. West side designated for factories and worker housing. Suburban and country homes are located east of Washtenaw and south of Geddes.
- **1922:** Staebler Filling Station.

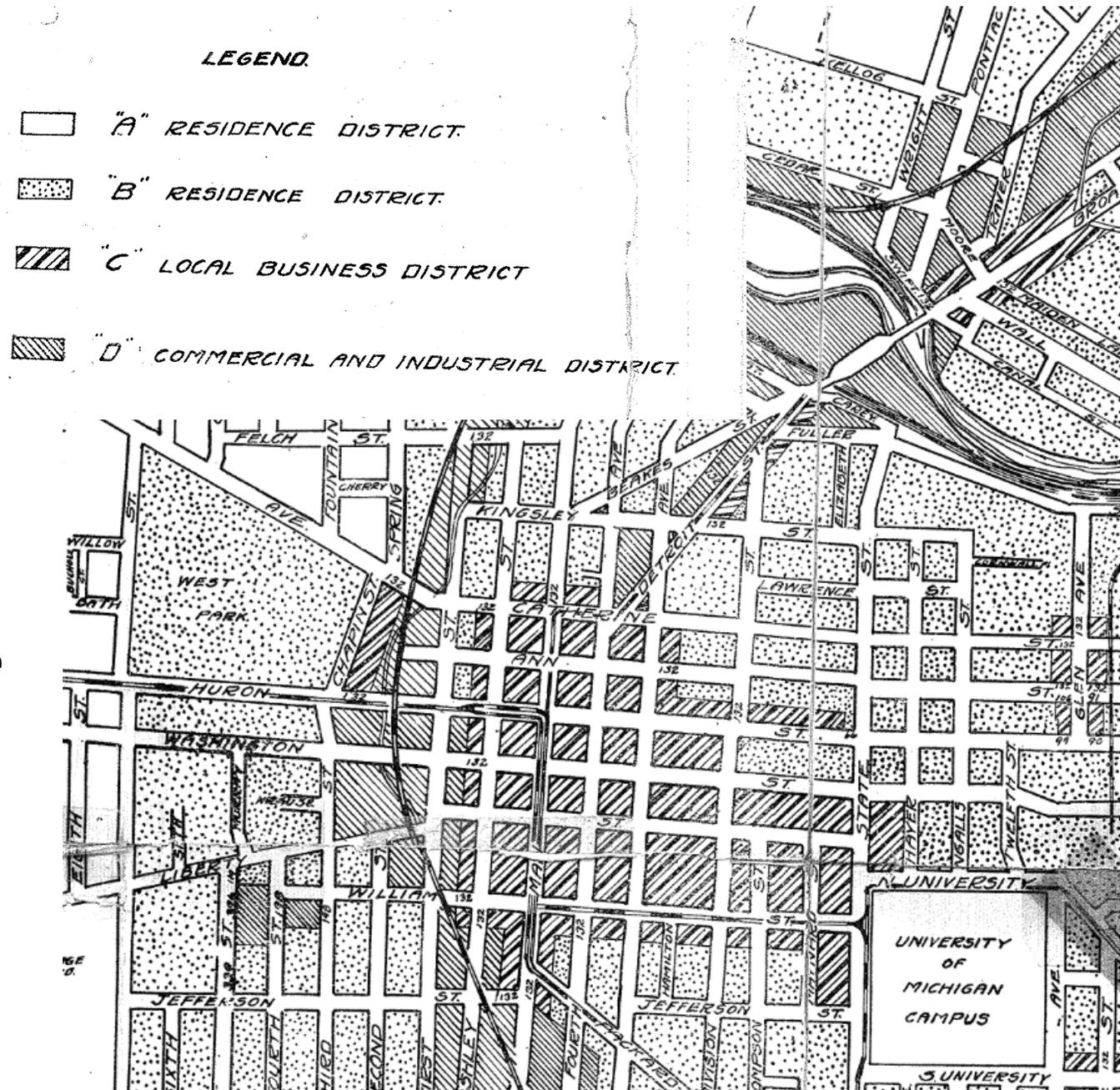
# Planning Origins in Ann Arbor



# First Ann Arbor Zoning Ordinance

September 4, 1923:

*“An Ordinance regulating, restricting and districting the location of residences, trades, industries, businesses and the location of buildings designed for specified uses, and establishing the boundaries of district for the said purposes; providing for and establishing set back lines and providing for the violation of said ordinance.”*





# How did our Zoning Evolve?

Zoning Year	1923	1940	1957	1967	1980	2022
Number of Zoning Districts	4	6	16	28	33	34
Pages	7	23	67	225	202	319
Number of Character Districts						9
Number of Overlay Districts						1



# How did our Zoning Evolve?

## **Cost:**

- Paving
- Landscaping
- Stormwater
- Off-street Parking
- Bicycle Parking
- Added processes
- Utility Costs
- Natural Features Mitigation

## **Land scarcity:**

- Historic Preservation
- Open Space Requirements
- Wetlands
- Floodplains
- Lot Size/Density regulations

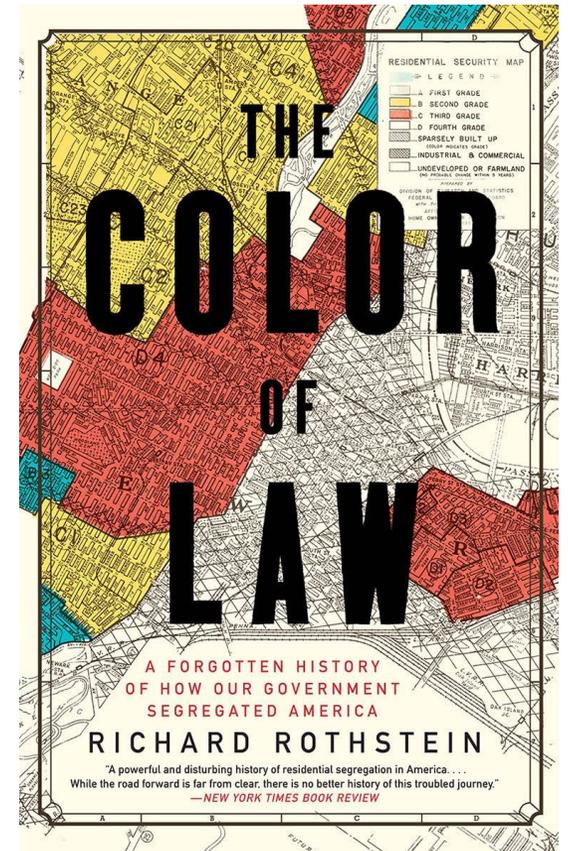
## **Result:**

- High Costs
- Limited supply
- Access



# How did our Zoning Evolve?

- **Baltimore** – Banned Black families from purchasing homes on predominately white blocks, and vice versa
- **Atlanta** – R-1 White District, R-2 Black District
- **Indianapolis + New Orleans** – Black families can only move to predominately white areas with written majority consent of neighbors
- **Richmond** – Banned interracial marriage, then banned living on a street where you couldn't marry the majority of residents
- “...in any housing developments which are to succeed...racial divisions...have to be taken into account...” -Frederick Law Olmsted, Jr.





# Exclusionary Zoning in Ann Arbor

## 1957 Zoning Ordinance

*"(15) Family: A group of one or more persons immediately related by blood, marriage, or adoption, together with not more than three (3) additional persons not related by blood, marriage or adoption, and excluding servants living together as a single housekeeping unit in a dwelling unit or apartment unit."*

## R2A Two Family Zoning District

- From 1963-1984, min lot area and lot area per dwelling increased 42%
- Recent changes to both requirements

## R4C Multiple Family Zoning District

- From 1963-1984, min lot area increased 112%
- Min lot area per dwelling increased 81% - 262% (depending on unit size)

**(15) Family: A group of one or more persons immediately related by blood, marriage, or adoption, together with not more than three (3) additional persons not related by blood, marriage or adoption, and excluding servants, living together as a single housekeeping unit in a dwelling unit or apartment unit.**



# 1960s-70s: Model Cities / Packard-Beakes Bypass



Voters Monday turned down a \$935,000 bond issue to complete the project. The better-than-11,000-vote margin was enough to convince the administration there is no hope of proceeding with the project. The final vote was 19,524 against the bond issue and 8,260 for it.



## City Council's Iron-Triangle To Choke Black Community Packard-Beakes Bypass Approved



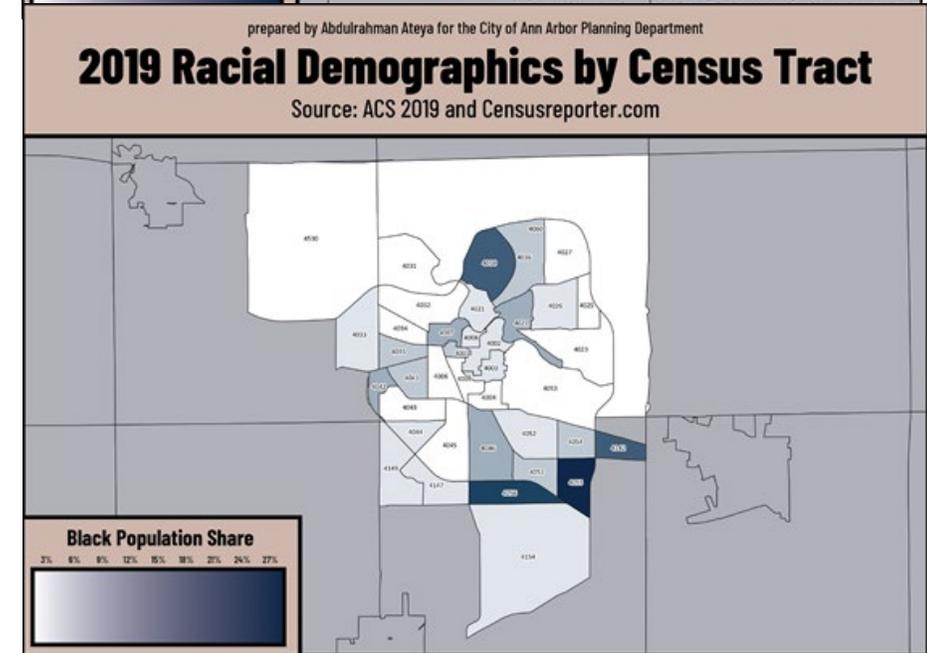
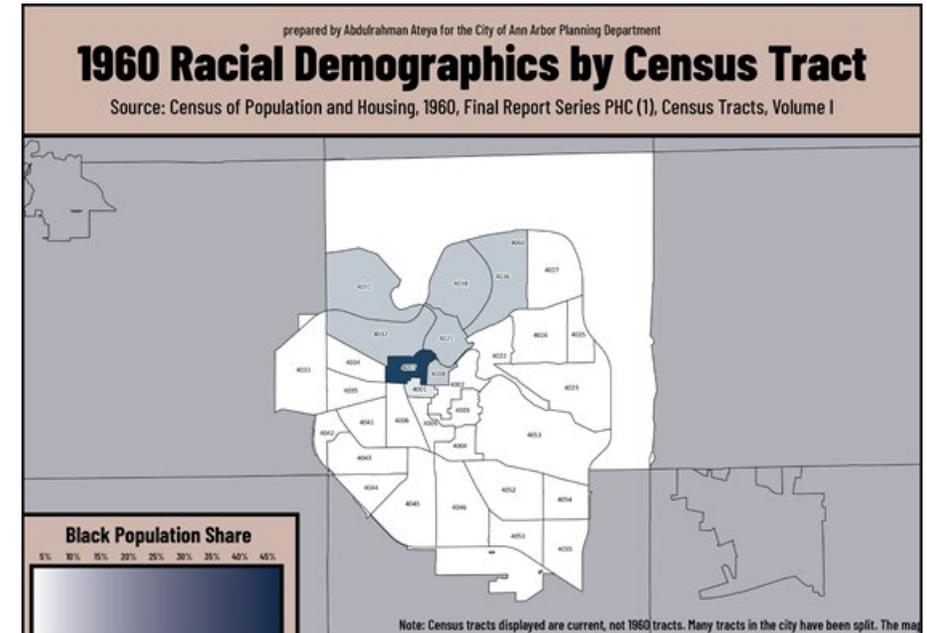
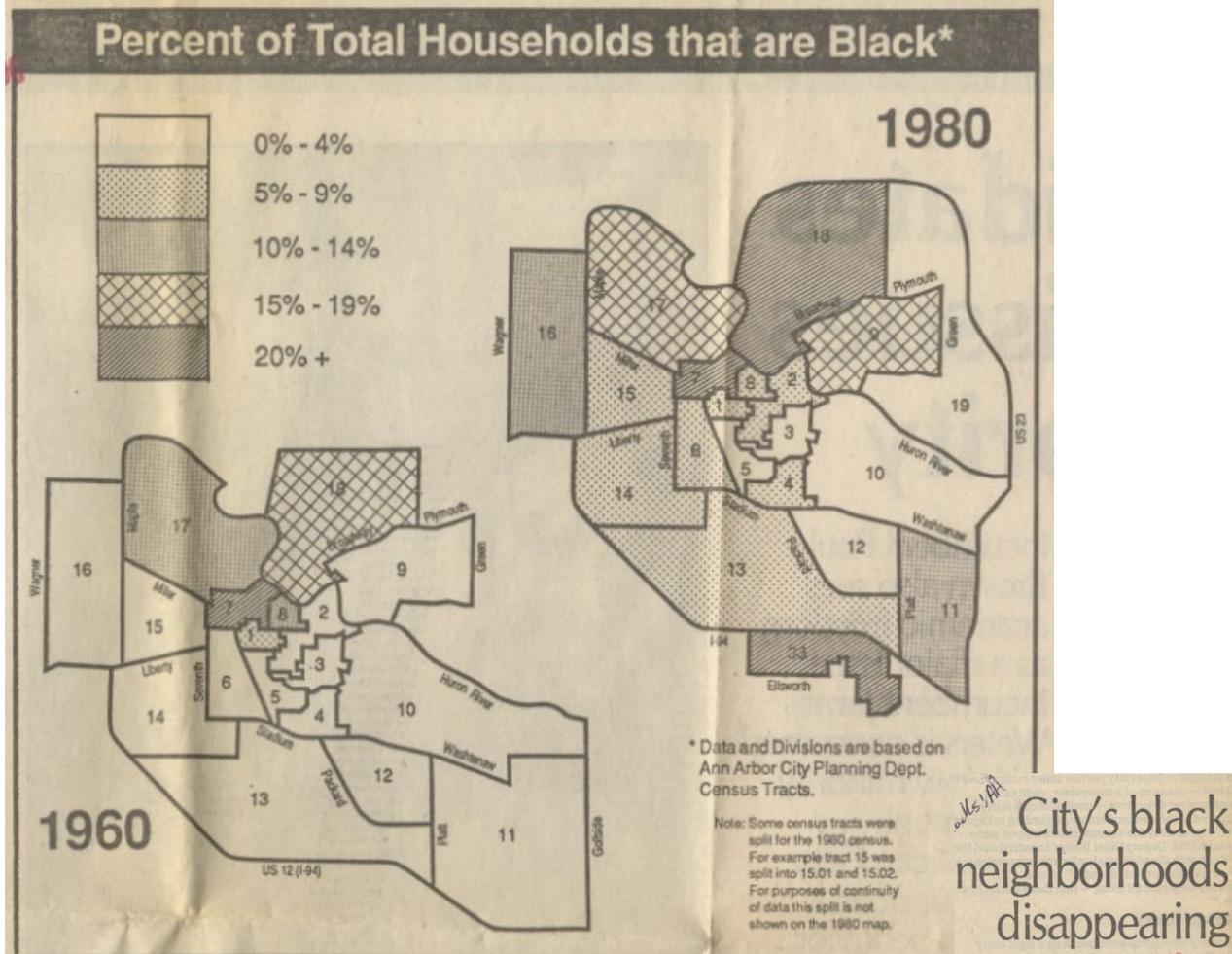
BROADWAY BRIDE - 1990 PROJECTION: 43,000 CARS/DAY!

Photo: Merril Lempke

PASSED BY THE TRIBAL COUNCIL FEB. 15, 1971  
 On January 31st, the Ann Arbor city council approved the Packard-Beakes Bypass, a thoroughfare system which will a high-speed blacktop scar across the heart of Ann Arbor's black community. This road caters to the automobile, a soon-to-be extinct transportation system and is a boon only to the Ann Arbor business interests. Packard-Beakes was supported by A2 mayor Robert Harris who showed again his willingness to turn his back on the community who elected him and instead to serve the ruling interests of this city. It demonstrates the blatant disregard for community self-determination, especially in the community is black, poor, or young! Mayor Harris, the Tribal Council is hip to your ruse!

All Power to the People!  
 -Ann Arbor Tribal Council

# Black Residents in Ann Arbor

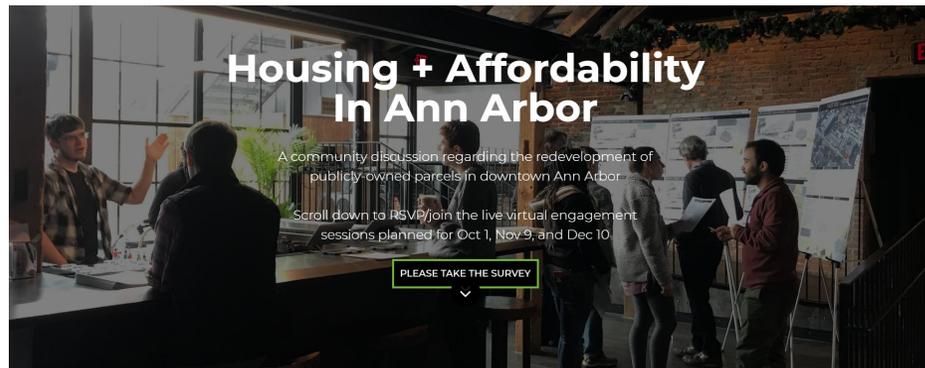


# Equity Analysis



The imbalance in income, education and opportunity between the jurisdictions along with the segregation that goes with it will hamper the regional economic growth potential of the area. Regions that experience strong and more stable growth are typically more equitable, have less segregation and better balanced workforce skills within them.

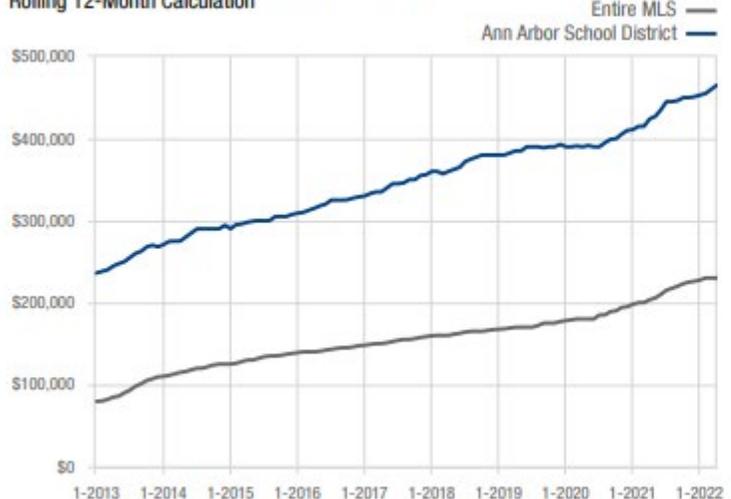
## Housing Affordability and Economic Equity - Analysis Washtenaw County, Michigan



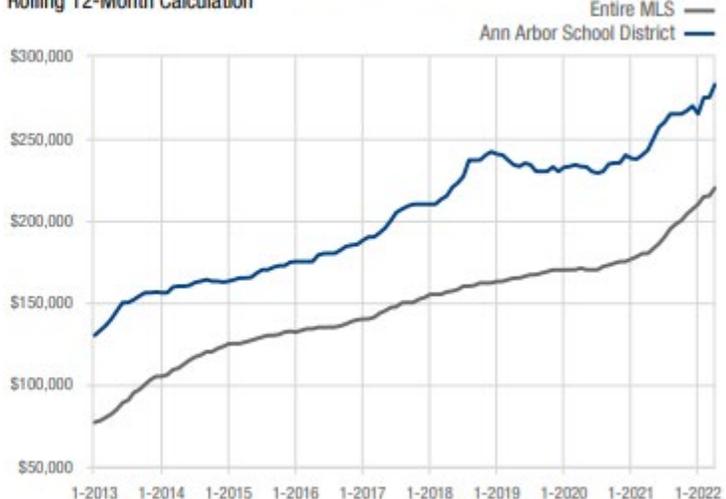
# Affordability: After Equity Analysis



**Median Sales Price - Single Family**  
Rolling 12-Month Calculation



**Median Sales Price - Townhouse/Condo**  
Rolling 12-Month Calculation

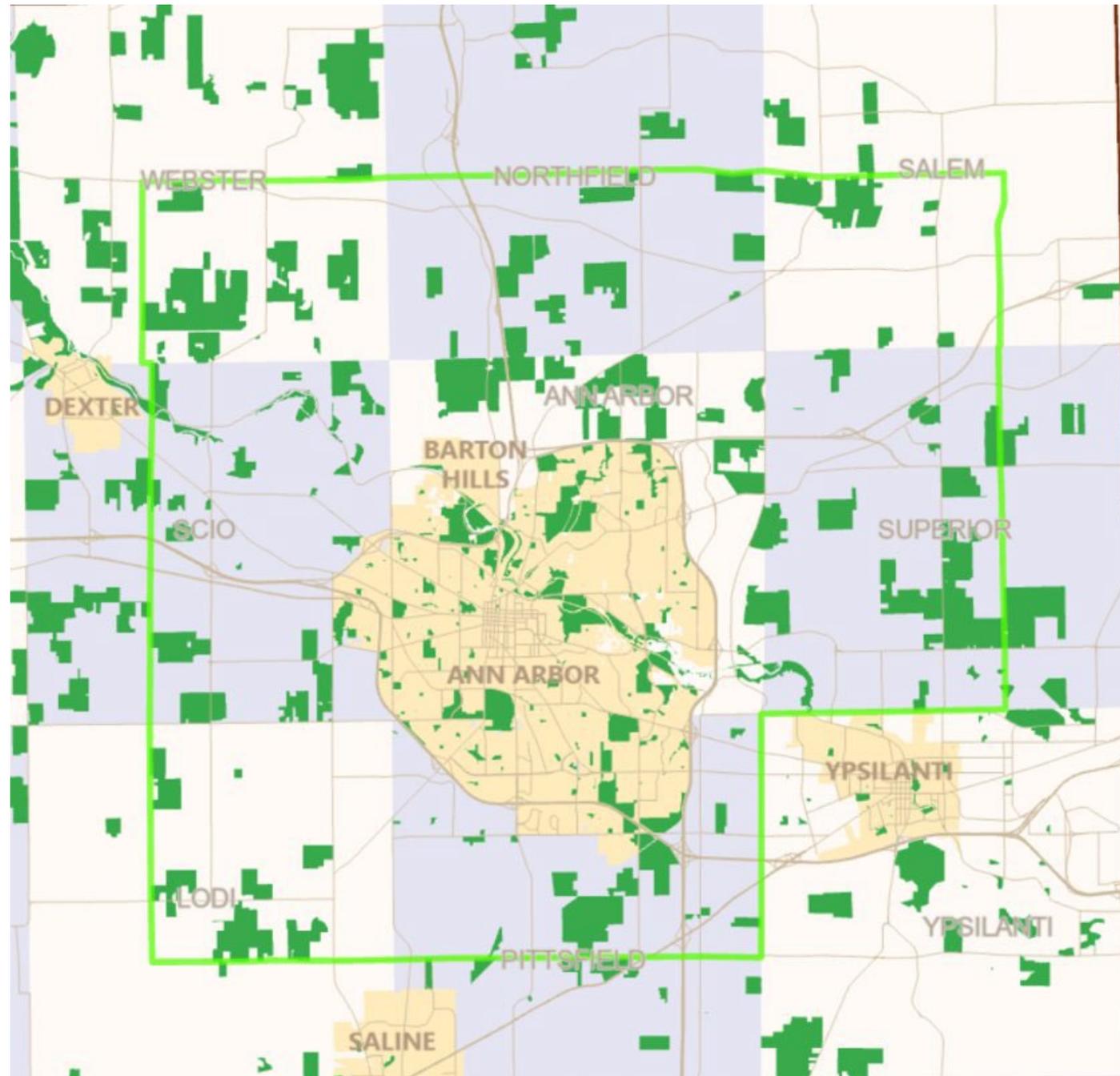


A rolling 12-month calculation represents the current month and the 11 months prior in a single data point. If no activity occurred during a month, the line extends to the next available data point.

# Greenbelt

An innovative program to **preserve land** and **establish public recreation areas** that has protected thousands of acres of farmland and open space around the city of Ann Arbor.

The program is supported through millions in grants, landowner donations, and other locally funded programs.



That vision was of a City surrounded by the farmland that characterizes Michigan's agricultural heritage and supports the local food economy – preserved forever.



It was a vision of natural green infrastructure that safeguards drinking water — preserved forever.



It was a vision of natural open spaces that offer scenic views, recreation and biodiversity – preserved forever.



# Open Space and Parkland Preservation Millage

2003-2033

0.5 mill/30-year levy

Revenue: Approx. \$1.8M/year

## 1/3<sup>rd</sup> **Parkland** Acquisition

Approx. \$600K/year

Recommendations made by Park Advisory  
Commission

## 2/3<sup>rd</sup> **Greenbelt** Acquisition

Approx. \$1.2M/year

Recommendations made by Greenbelt Advisory  
Commission

# Greenbelt: Purchase of Development Rights

- Voluntary program which pays owners of agricultural property to place a deed restriction on their land using a conservation easement.
- The easement limits future development, preserving agricultural value and open space value.
- The owner may still sell or bequeath their land on the open market as farmland and stays in private ownership.
- Easements are monitored annually.





# Greenbelt: Buy-Protect-Sell

- Newest program – launched 2023.
- The City of Ann Arbor’s Greenbelt Program invites farmers to submit a proposal to buy protected farmland that is being sold at a reduced price via the Buy-Protect-Sell initiative.
- The goal is to connect land-insecure farmers with affordable farmland buying opportunities in strategic areas around Ann Arbor.

# Greenbelt



- The program has completed **85 acquisitions**, including **68 working farms** and **8 farms sourcing to local markets**.
- **7 new farmers** secured more affordable land through the program.
- **\$38M** in external funding support.
- **18.3%** of the available agricultural land in the Greenbelt has been protected
- Protected over **28 miles** of river, stream and waterway frontage **connected to Ann Arbor drinking water (79%)** from Huron River watershed.
- Assisted establishment of **11 new public nature preserves** totaling **722 acres** with over **6.25 miles of hiking trails**.
- **1,534 acres of woodlands** preserved.
- **1,755 acres of wetlands** preserved.
- **302K metric tons of CO2** stored - equivalent to 751,000,000 miles driven by an average gasoline-powered vehicle.



# A2D2: Six Years of Downtown

**Six years between 2003-2009 Ann Arbor heavily involved in planning work downtown:**

- Exploration and taskforces
- Consultant recommendations
- Implementation



# A2D2: Recommendations

## **Recommendations:**

- Character Overlay Zoning
- Comprehensive Parking Strategy
- Urban Design Guidelines
- Streamline Development Process
- Clarify Historic Preservation Criteria



# A2D2: Takeaways

- Regarded as a success, "did what it was supposed to do": updated plan for downtown, and immediately implemented recommendations.
- Expanded downtown premiums and streamlined base zoning.
- Ann Arbor grew with residential and denser development downtown as a result.

# A2Zero



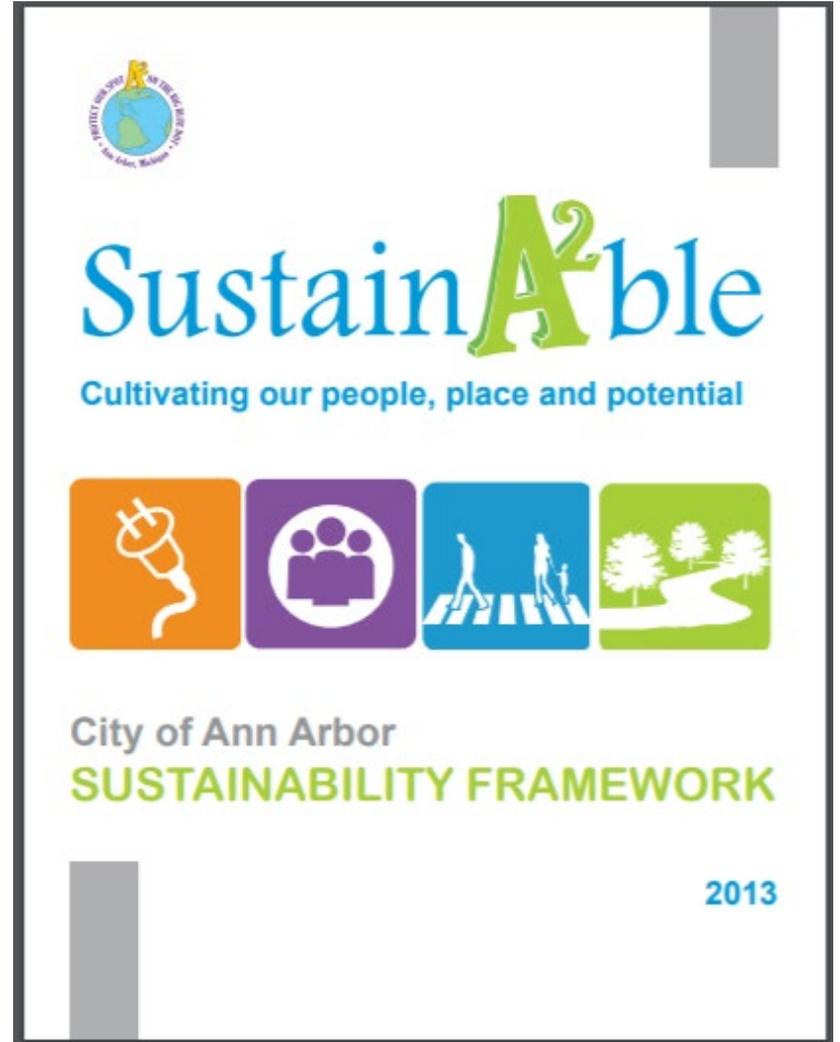
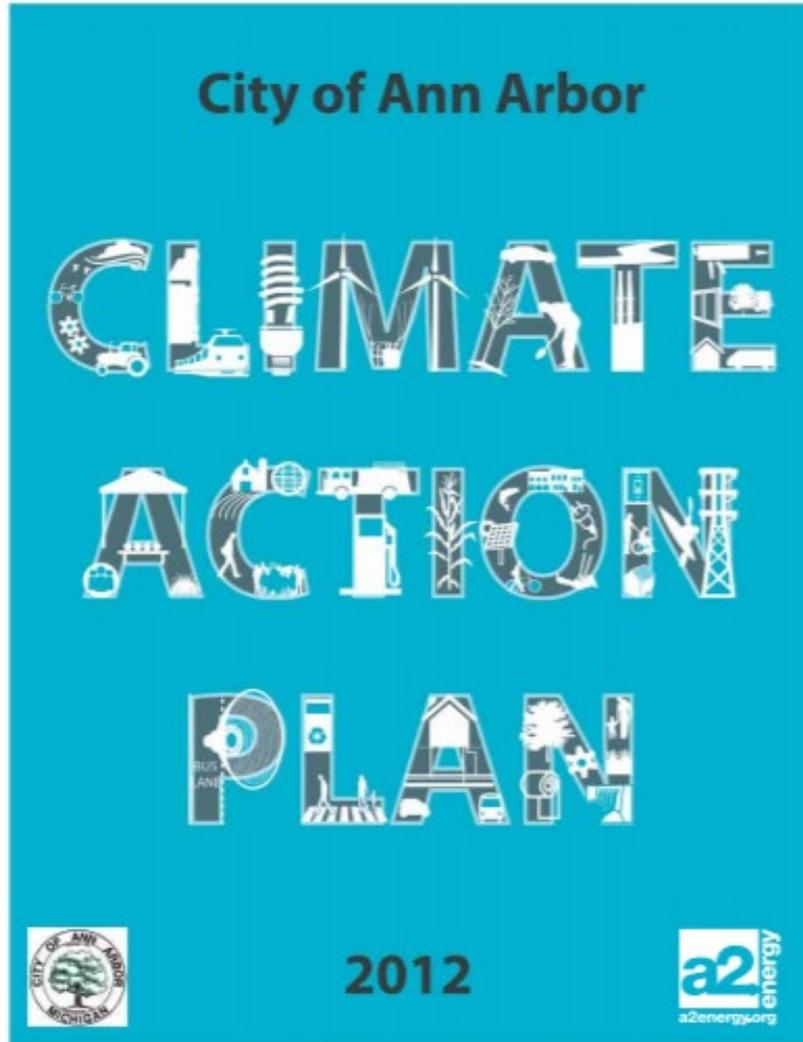
- Average air temperature in A2 has already increased nearly 1°F since the 1900s and is expected to rise 3–7°F more by 2050.
- We are projected to have 12–36 more days per year above 90°F by 2050 and 30–42 more by end of the century.



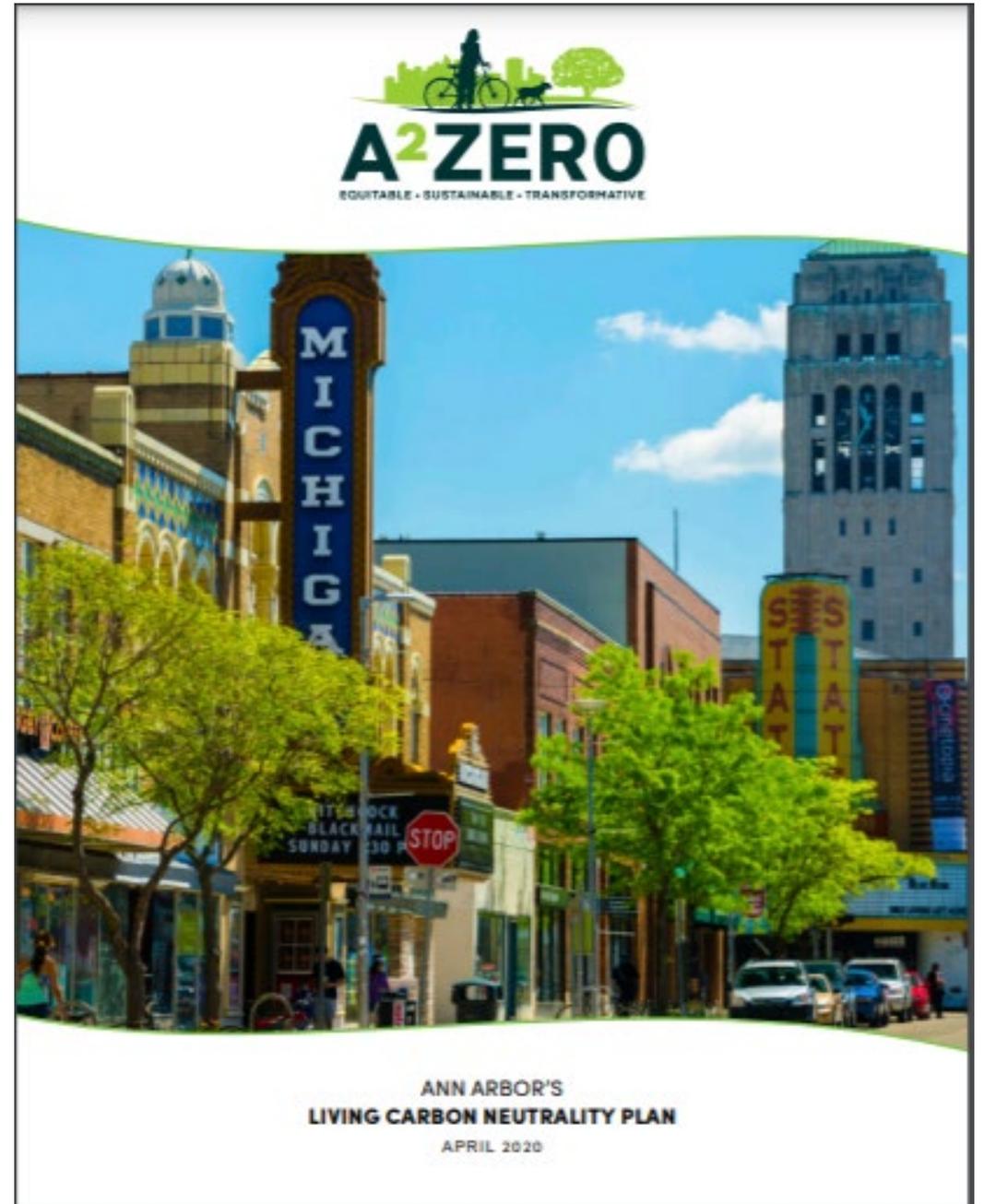
- Average annual precipitation has increased 44% since the 1950s and continues to rise.
- The total amount of rain falling during extreme events has increased by 37% since 1981.



# A2Zero



# A2Zero





# 2 - Zoning Changes



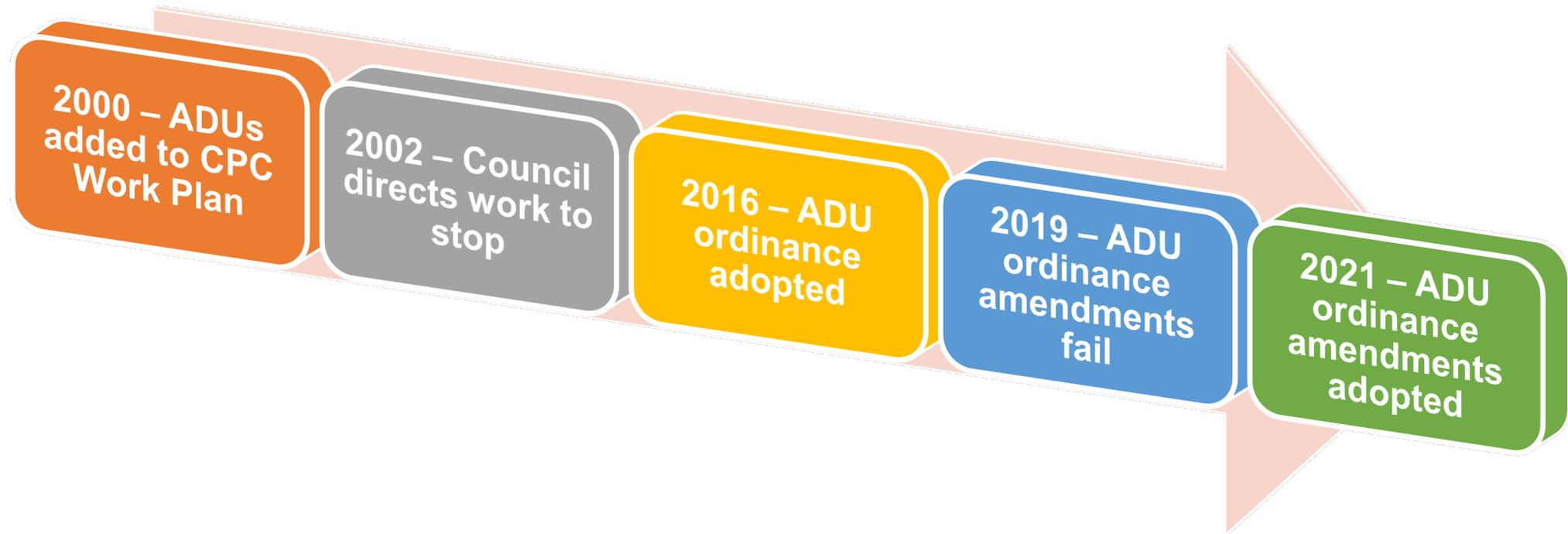
# UDC Adoption

- Consolidated ~10 chapters into single review document
- Increased usability but, preserved 1960s era foundation
- Clean sheet vs. incremental change



# Accessory Dwelling Units (ADUs)

A shared goal that can still take time...





# Review Thresholds and Lots

- **Site Plan Review**

- In response to City Council Direction, adjusted authorities for site plan approval.
- Site plan exemption extended from 2 units to maximum of 4 units
- “By-right” site plans determined by Planning Commission, rather than City Council.

- **Minimum Lot Sizes**





# TC1: Intent Statement

## 5.12.9 TC1 Transit Corridor

### A. General Intent Statement

This district is intended along existing transit corridors with regular fixed service provided by the Ann Arbor Area Transportation Authority primarily on established commercial and office sites, often with deep front setbacks, vast surface Parking Lots and lower Floor Area Ratios than the previous zoning designation allowed. This district has been created to facilitate, encourage, and support redevelopment and infill development to realize mixed use developments and achieve mixed use corridors that support and sustain transit service as well as encourage affordable housing, enable more housing choices, more sustainable forms of development, with reduced resource and energy needs. Pedestrian-friendly designs are critically important in this district as all transit users of any mode begin and end their trips as pedestrians. Application of this district will further the goals expressed in all elements of the City's master plan, particularly the Sustainability Framework, the Land Use Element, the Climate Action Plan, and the Comprehensive Transportation Plan.



# TC1: History

- **2017-2018** – council members raise interest in realizing vision of corridor density outside of downtown.
- **2019** – new zoning district created to require mixed uses in sufficient density to support transit and support housing choice; public conversations around new zone.
- **2020** – election changes in effect, covid.
- **2021** – TC1 zone is created by council in July; State/Eisenhower parcels rezoned in November.
- **2022** – Stadium Blvd parcels rezoned in July.
- **2023** – zone modifications and Plymouth/Washtenaw rezoning.



# TC1: Features

## Basics

- Taller buildings (2-story min)
- Encourage infill
- Expand housing
- Limit parking
- Locate along transit corridors
- Street-facing entrances

## Working on now

- Auto-related uses
- Setbacks / ROW constraints
- How to apply to extra large sites (curb cuts, block dimensions...)
- Rezoning Plymouth and Washtenaw Corridors at direction of Council

# Electric Vehicle Parking

- 2021: City Council approved a new requirement for Electric Vehicle Parking Infrastructure to add to Chapter 55, the Unified Development Code.
- Requires new Site Plans for City Council to provide EV parking infrastructure.
- Three types of infrastructure: EV Installed, EV Ready, EV Capable
- The Amendments will gradually result in a significant increase in EV charging spaces being created throughout the city over time.

## C. Class Standards

### 1. EV-C (Electric Vehicle Capable)

EV-C are Parking Spaces having a capped cable/raceway connecting the Parking Space to an installed electric panel with a dedicated branch circuit(s) to easily install the infrastructure and equipment needed for a future Electric Vehicle Charging Station. The dedicated branch circuit panel space shall be stenciled or marked legibly with the following text: *Future Electric Vehicle Charging Circuit*. See Figure EV-C

### 2. EV-R (Electric Vehicle Ready)

EV-R are Parking Spaces that are ready for installation of an Electric Vehicle Charging Station except for the EVCS itself. EV-R Parking Spaces shall have a junction box, terminated in an approved method, for a direct-buried cable or raceway to an electrical panel with a dedicated branch circuit(s) to power a Charging Station. The junction box shall be clearly marked and labeled with the following text: *EV Ready Circuit*. See Figure EV-R.

### 3. EV-I (Electric Vehicle Installed)

EV-I are Parking Spaces with an operational Electric Vehicle Charging Station. See Figure EV-I.

## D. Renewable Electrical Supply Recommended

Typical Electric Vehicles as described and defined here are three times more efficient than the most efficient petroleum-based combustion vehicles. They produce no tailpipe emissions and have more than 50% lower greenhouse gas emissions assuming 2019 DTE upstream emissions associated with the production of electricity. In order for Electric Vehicles to provide the maximum environmental and, in most cases, financial benefits, to their owners and in support of the City of Ann Arbor's carbon neutrality goals, it is recommended that Electric Vehicle Charging Stations be powered by a renewable energy source. Options can be on-site solar power generation or subscribing with a utility or a third party for renewable energy.

# Minimum Parking Regulations

- 2022: Elimination of all minimum vehicle parking regulations across the City.
- Existing maximum parking dimensions maintained, expanded in the TC1
- Happening in context of new EV Parking Space requirements
- Not allowed as a principal use except in “P” and downtown (“D1” and “D2”)

## 5.19.2 Required Parking

### A. General

1. Each land use listed in Table 5.19-1 shall provide an amount of off-street parking compliant with this section, unless the requirements are modified by another provision of this section or chapter, in which case the modifications shall apply.
2. No Lot zoned other than “P” shall have parking as its Principal Use, excepting Lots containing approved Parking Lots or Parking Structures in the D1 or D2 districts.

### B. Calculating Required Parking

1. The Floor Area above grade within a Principal Building, Accessory Building or Accessory Structure used for vehicle or bicycle parking shall not be included in any required parking calculation.
2. Any fraction of a Parking Space shall be considered a full space.
3. A higher class of Parking Space may be used to provide bicycle or Electric Vehicle parking facilities when more than one class is required by this section.

### C. Parking Requirements

Parking requirements for permitted land uses are provided in Table 5.19-1.

TABLE 5.19-1 REQUIRED PARKING								
USE <i>See Sec. 5.19.3 for Uses in D1, D2, TC1 Districts</i>	MAXIMUM VEHICLE PARKING SPACES (NONE IF BLANK)	MINIMUM BICYCLE PARKING SPACES SPACES	CLASS			MINIMUM EV PARKING SPACES CLASS		
			A	B	C	EV-C	EV-I	
RESIDENTIAL USES (NUMBER OF SPACES/DWELLING UNIT, UNLESS OTHERWISE NOTED)		% OF SPACES PROVIDED						
Household Living								
Adult Foster Care		None	None			None		
Dwelling, Assisted Living		1 / 5	50%		50%	40%	10%	
Dwelling, Multi-Family (5 units or more)		1 / 5	50%		50%	90%	10%	
Dwelling, Single-Family, Two-Family, Multi-Family (3 or 4 units)		None				See Section 5.19.10.A.1		
Dwelling, Townhouse		1 / 5	50%		50%	100%		
Group Living								
Emergency Shelter		None				30%	5%	
Fraternities, sororities, student cooperatives		1 / 2 beds	50%	50%		90%	10%	
Group Housing, Guest House		1 / 5 beds	50%	50%		90%	10%	



# 3 - Current Work



# Downtown Zoning Premiums

- **1966** – First Premium Ordinance – Plazas and Arcades earned additional sf bonuses.
- **1994** – First Residential Use Premium – 1 sf bonus for each sf of multi-family housing.
- **2009** – “A2D2” Ordinance Amendments – Residential Premium reduced from 1:1, to 1: .75 sf of bonus area; Affordable Housing Premium Established – 3,000 sf bonus area for each affordable dwelling.
- **2019** – Affordable Residential Unit Premium replaces former Residential Premium and Affordable Housing Premium – More FAR granted as % of affordable dwellings provided.
  - ½ of required dwellings must be provided on site; remaining ½ can be provided on site or via payment in lieu

# PROPERTY ELIGIBLE FOR PREMIUMS

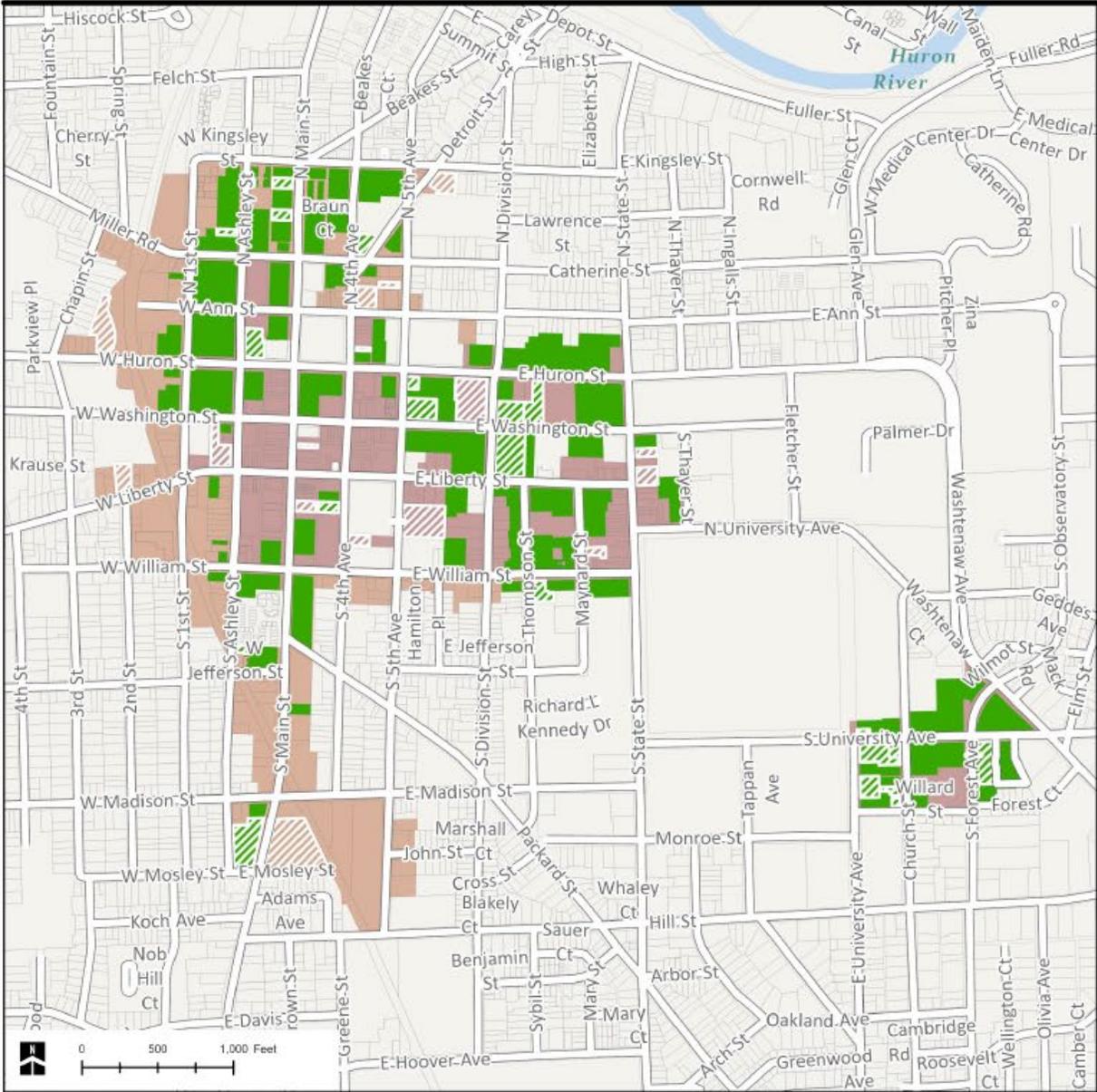
## Parcels

- Eligible for Density Premiums
- Developed in the Last 15 Years\*

## City Zoning Districts

- D1-Downtown Core
- D2-Downtown Interface

\*The development sites and parcels shown on this map are based on a preliminary list of projects that the City has approved from 2008 to the present. The map may not identify all of the parcels associated with a given project, and some projects may not be shown.



# Comp Plan

CITY OF ANN ARBOR  
NATURAL FEATURES MASTER PLAN  
JUNE 2004



Natural Features Plan June 2004

Ann Arbor  
Downtown Plan



May, 2009

CITY OF ANN ARBOR  
MASTER PLAN  
Land Use Element



November 5, 2009

Prepared by the Ann Arbor City Planning and Development Services Unit and the City of Ann Arbor Planning Commission



# SustainA<sup>2</sup>ble

Cultivating our people, place and potential



City of Ann Arbor  
SUSTAINABILITY FRAMEWORK

2013

CITY OF ANN ARBOR



## SOUTH STATE STREET CORRIDOR PLAN

An element of the City of Ann Arbor Master Plan: Land Use Element

Adopted by the City Planning Commission on May 21, 2013  
Adopted by the City Council on July 15, 2013



The Treeline  
Allen Creek Urban Trail



MASTER PLAN  
12.18.2017



ANN ARBOR  
MOVING TOGETHER  
TOWARDS VISION ZERO



## City of Ann Arbor Comprehensive Transportation Plan

JUNE 2021



City of Ann Arbor  
Parks and Recreation  
Open Space Plan 2023-2027



www.a2gov.org/prosplan



Parks & Recreation  
CITY OF ANN ARBOR



# 4 - Lessons Learned



# Lessons Learned

- Sustainable vs. Affordable
- Affordability + Equity relationship
- Well-meaning local policy can cause large-scale inequality
- Overhauls vs. Incrementalism
- Politics, money and staff capacity
- Don't sweat the small stuff – move toward large goals
- Although, sometimes the small stuff can take a long time (ADUs)



Q + A

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