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Date: September 12, 2018

Rev.: December 13, 2018

**Planned Unit Development (PUD)  
Eligibility Review  
For  
City of Northville, Michigan**

<b>Applicant:</b>	Hunter Pasteur Northville LLC 32300 Northwestern Highway, Suite 230 Farmington Hills, MI 48334
<b>Project Name:</b>	The Downs Planned Unit Development (PUD)
<b>Plan Date:</b>	August 13, 2018
<b>Latest Revision:</b>	November 27, 2018
<b>Location:</b>	Vacant parcels on the south side of Cady St. (between S. Center and Griswold), the Northville Downs racetrack property south of Cady St. (between S. Center St. and River St.), and two areas on the west side of S. Center St.
<b>Zoning:</b>	CBD – Central Business District CSO – Cady Street Overlay District RTD – Racetrack District R-2 – Second Density Residential District
<b>Action Requested:</b>	PUD Eligibility
<b>Required Information:</b>	As noted within this review

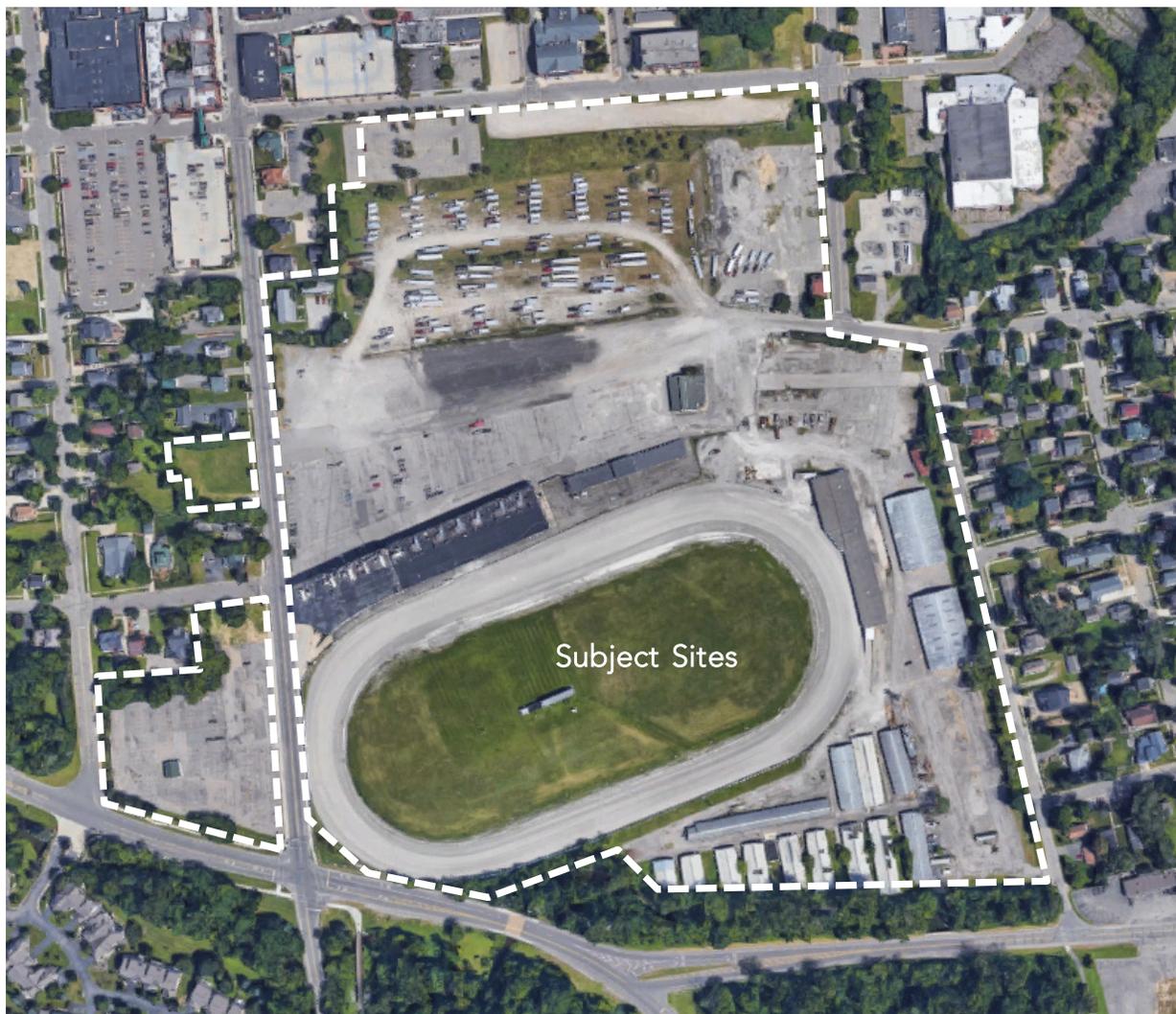
**PROJECT AND SITE DESCRIPTION**

The applicant is requesting review of Planned Unit Development (PUD) Eligibility for a residential and commercial project on 48.12 acres of land that is currently vacant or occupied by the Northville Downs Racetrack. The project is proposing 18,700 square feet of commercial space and apartment buildings along Cady Street. South of these buildings are single-family homes, and townhomes. Townhomes are also proposed on two smaller parcels on the west side of S. Center St.

The three types of residential units that are proposed include:

- Apartments: 306 Units; average 947 s.f.; 4-5 stories (*No change from previous plan*)
  - Townhomes: 187 units (*down from 222 Units*); 1,580 – 2,335 s.f.; 3 stories
  - Single-Family Dwellings: 53 units (*up from 49 Units*); 2,300 – 3,100 s.f.; 2 stories
- Total: 546 Residential Units (*Down 31 total units from previous plan*)

*Figure 1 – Subject Sites*



## PUD PROCESS

Section 20.05 of the Zoning Ordinance outlines the procedure to review a Planned Unit Development (PUD). Per this process, the applicant met with City Staff twice (February and July, 2018) for Pre-Application Meetings, where the project team and Staff discussed the proposal.

The next step in the process is for the Planning Commission to evaluate the proposal against the PUD Eligibility Criteria in the ordinance, and convey written or verbal comments to the applicant. The eligibility criteria are broad-based criteria. They are to be used to determine if the benefits

of the project justify the requested deviations from the zoning requirements, and that the project couldn't be built without these deviations.

We provided a review (dated September 12, 2018) on the previous submittal, and the applicant attended and presented their project at the October 2, 2018 Planning Commission meeting. Based on the meeting minutes, the following concerns and comments were expressed. (Note: We have organized the comments in the same order as presented in the applicant's response memo, and included additional items not in their memo at the end of the list.)

1. **Middle Rouge River/Linear Park:**
  - a. Prepare approach to financing and implementation of daylighting the river. Describe how a public/private partnership would work.
  - b. Concern that linear park is perceived as "private" given that it runs behind homes and townhomes. Park should be fronted on a public street.
  - c. Master Plan has open space all along 7-Mile; the proposal doesn't include this connection (between River St. and S. Center St.).
2. **Farmer's Market:**
  - a. Obtain Chamber of Commerce input on proposed location and size of Farmer's Market.
  - b. Consider possibility of amenities (i.e. pavilion, restrooms, etc.) at Farmer's Market site.
3. Proposed **density** is too high.
  - a. Denser than provided for in the Master Plan.
  - b. Generates concerns about parking, traffic, and impact on schools.
4. **Product Diversity and Quality (Building Architecture):**
  - a. Concerns that proposed design of single-family and townhouse product "fit" within the small-town, unique and historic character of Northville.
  - b. Scale of proposed homes in relationship to the scale of the existing surrounding homes.
  - c. Concerns about quality of construction.
5. **Product Location:** Provide additional explanation for location of single-family homes and townhomes (in contrast to Master Plan).
6. Concern about **traffic** congestion and vehicles "cutting-through" existing neighborhoods.
7. Information regarding infrastructure costs to all City residents due to this benefit (i.e. water rates due to renegotiated agreement with the Great Lakes Water Authority).
8. Concerns about **parking**.
9. **Connectivity to Downtown Northville (Non-Motorized Facilities):**
  - a. Pedestrian connectivity between project and downtown Northville, and Hines Park pathways needs to be improved.
  - b. Concern about bike path on S. Center St. given widening needed to accommodate traffic.
10. **Project phasing/development schedule** needs to be provided.

**Additional items noted in the meeting minutes:**

11. **“Central” park** element in Master Plan needs to be increased in size.
12. Minimal amount of **commercial/retail space** proposed.
13. **Gateway:**
  - a. More opportunities exist for appropriate gateway emphasis.
14. Address questions about how **“single ownership”** of the project would be accomplished with the number of developers involved. Asked for opinion from City’s Attorney.

The applicant has responded to most of the comments made at this meeting from the Planning Commission and public with the current submission. We have reviewed the proposal in light of the PUD Eligibility Criteria, these comments, and the applicant’s new submittal. The next section of this review lists the criteria and our comments after each.

**PUD ELIGIBILITY CRITERIA**

Section 20.05(2)(a) of the City of Northville Zoning Ordinance establishes PUD criteria which determine the overall eligibility for a Planned Unit Development. The applicant for a PUD must demonstrate all of the following criteria as a condition to being entitled to PUD treatment. These criteria are provided below.

Criterion No. 1: Grant of the planned unit development will result in one of the following:

- a. A recognizable and material benefit to the ultimate users of the project and to the community, where such benefit would otherwise be unfeasible or unlikely to be achieved without application of the planned unit development regulations; or
- b. Long-term protection and preservation of natural resources and natural features of a significant quantity and/or quality, where such benefit would otherwise be unfeasible or unlikely to be achieved without application of the planned unit development regulations; or
- c. Long-term protection of historic structures or significant architecture worthy of historic preservation; or
- d. A non-conforming use shall, to a material extent, be rendered more conforming, or less offensive, to the zoning district in which it is situated.

The PUD identifies the following features as public benefits of the project:

1. Linear park
2. Daylighting the river (added by this current submission)
3. Pocket parks
4. Farmer’s market relocation
5. Traffic improvements
6. Eliminating outdated buildings currently on site

7. Re-locating sanitary sewer pipe currently spanning the river (north of Beal St.)
8. Stormwater management improvements

We have provided comments (in italics) after each:

- i. **Linear Park, Daylight River, Pocket Parks: Applicant's Submittal:** The linear park has been increased from 6.3 acres to 8.4 acres (exclusive of detention basins), and is proposing to daylight the river. The 13 home sites along River Street have also been removed, allowing the park to front onto River Street. The park will be improved with paved walking/biking trails, river overlook, benches, lighting and extensive landscaping. While not mentioned in this submittal, we assume that the park will still be deeded to the City and annual maintenance costs of the park will be borne by the Homeowner's Association as previously stated.

*CWA Comment: As in our previous review, we consider the 8.3-acre park with walking/biking trail, benches, landscaping and lighting to be a public benefit, the extent of which based on how much the applicant is proposing to construct. We also consider daylighting the river to be a public benefit, again the extent of which based on the level of participation by the applicant. We've commented on each item separately below:*

***Linear Park:***

1. *The applicant has responded to comments provided, and removed the 13 home sites along River St., increasing the size of the park by 30%, and providing a public street frontage to the new park. This is a positive change to the plans.*
2. *The Landscape Plan also shows a pedestrian connection between the pathways in the linear park to S. Center St. While parkland is not dedicated in this area as shown in the Master Plan, a pedestrian connection around the detention basins and behind the most southerly-row of townhomes is proposed. In our opinion, this addresses the Master Plan vision of providing a pedestrian connection along 7-Mile Road. (Note that this connection also needs to be reflected on the Preliminary Plan.)*
3. *It is unclear how much of the park development will be completed by the applicant. Is this proposal offering to build the features shown on the site plan? If so, we consider this a public benefit. If some other arrangement is being offered (i.e. only deeding the land, or only installing some of the features, and leaving development of all or some portion of the park to the City), this needs to be clarified.*
4. *City Council will need to decide if accepting this park is in the best interest of the community. The Planning Commission's recommendation regarding the PUD will help inform Council on this topic.*
5. *The park maintenance will need to be conducted and administered by the City, requiring personnel and coordination.*
6. *Regarding maintenance costs, the PUD Agreement would need to clearly describe how the costs (current and future) would be determined and transferred from the Homeowner's Association (HA) to the City each year. While it may seem beneficial*

that the HA pay for the park maintenance, implementation of this arrangement could become problematic in the future.

***Daylighting the River:***

7. As mentioned above, the 13 home sites have been removed along River Street, allowing the park to front on to a public street, and increasing the size of the area that can be used to daylight the river. We consider this a positive change and in response to the many comments regarding this issue at the previous meeting.
8. The site plan shows a conceptual location of the daylighted river, which is consistent with the Master Plan. The applicant's response states that the development team is working on a construction plan for the river that will comply and meet permit requirements within all regulatory standards.
9. The submission also includes a description of how the financing of this proposal could work. They have described work with Friends of the Rouge (FOTR) to source capital for daylighting the river. The applicant is also committing private capital towards this project, with FOTR raising the remaining funds through grants.

We consider this approach reasonable, but we recommend that a more comprehensive funding plan for this element of the project be provided, that includes the following information:

- a. Approximately how much will daylighting the river cost?
- b. What level of capital is the applicant willing to commit to daylight the river? Will it consist of direct payments, or some other funding mechanism, such as tax abatements?
- c. We consider grants a reasonable method to assist in financing the daylighting. However, what happens if grants are not available?
- d. Has the City been approached to participate in this public/private partnership? If so, how the City is involved should be described.

***Pocket Parks:***

10. In our previous review, we asked if the pocket parks shown at the terminus of Hutton St. are proposed as public parks?
11. At the previous meeting, a comment was made regarding the small size of the pocket parks in relation to the "central" park in the Master Plan illustration. Comparing the current plan with the previous plan, the size of the parks have not changed. Both pocket parks equal approximately 5,000 s.f. within the sidewalk area.

- ii. **Farmer's Market: Applicant's Submittal:** The project proposes to re-locate the Farmer's Market. This submission provides two possible options for the Farmer's Market. One is an area of 25,000 s.f. located in the linear park (Note that the current Farmer's Market sales area is approximately 35,000 s.f.) The second is proposing to use 40,000 s.f. of the large parking lot along the Beal Street extension, south of the apartment/commercial buildings for the market. The applicant is leaving it up to the Chamber of Commerce and the City to decide which location is better.

CWA Comments: The previous plan showed a Farmer's Market area of approximately 17,000 s.f. This plan has increased the area by 8,000 – 23,000 s.f. The park location for the market is still smaller than the current Farmer's Market (by 10,000 s.f.), but less so than the previous proposal; the parking lot location is larger than the current market by 5,000 s.f. If either location is determined to meet the Chamber of Commerce's needs without negatively impacting parking, we would consider this a public benefit. We have the following comments/questions:

1. In our opinion, locating the farmers market in a park setting is positive. Because the park area has been increased, the area dedicated to the Farmer's Market does not have as much of an impact on greenspace than the previous proposal.
2. Locating the Farmer's Market in the surface parking lot has the advantage of using the pavement for multiple purposes. Locating it here would also eliminate the paving in the linear park.

Forty-thousand (40,000) s.f. would take up 120 spaces in the large surface lot, leaving 137 spaces in the lot, and 80 on-street spaces within the vicinity. Based on our parking analysis on Page 9, this would occupy the 94-retail spaces, plus an additional 20 spaces. Given the seasonal and short time-frame the market operates, we think this lot could be shared with the retail uses. However, information about the number of apartments in the two buildings directly adjacent to the surface lot should be provided to ensure that residents' cars aren't displaced by the Farmer's Market sales area.

3. Has the applicant discussed either location with the Chamber of Commerce? As mentioned at the previous meeting, the Chamber needs to provide their thoughts on these proposals.
  4. If the Farmer's Market is located in the linear park, a pavilion, restrooms, or other amenities would benefit this location for the market as well as other public events and activities, such as concerts, plays, social gatherings, etc. This comment was made at the previous meeting, and the applicant should address it in their response.
- v. **Traffic. Applicant's Response:** Project proposes traffic signalization improvements.

CWA Comments: An updated Traffic Impact Study (Revised November 26, 2018) has been submitted. As requested, the study looks at the impacts of the development on the following intersections:

1. Northville Road & Beal Street
2. SB Northville Road & N. 7-Mile Road (portion of 7-Mile west of Northville Rd.)
3. NB Northville Road & N. 7-Mile Road (portion of 7-Mile west of Northville Rd.)
4. Northville Road & S. 7-Mile Road (portion of 7-Mile east of Northville Rd.)

The updated study also evaluated the following improvements for the Sheldon/S. Center St. and 7-Mile Road/Hines Drive intersection, as follows:

1. Signalization improvements

2. Increased north-bound left-turn storage
3. Roundabout

In the previous submission, the traffic improvements the applicant proposed include:

1. Traffic signal timing changes at the following intersections:
  - Main Street and Griswold Street
  - Sheldon/Center St. and 7 Mile Road
  - Main Street and Hutton Street
2. Re-stripe the northbound and southbound approaches at the Sheldon/Center and 7 Mile Road intersection. This would require widening Center Street north of the intersection to provide these lanes and maintain existing bike lanes.
3. Upgrade the signal at Sheldon/Center and 7 Mile intersection to provide protected/permissive left-turning phases for all approaches.
4. They will not widen the bridge south of the Sheldon/Center and 7 Mile Road intersection to increase storage of turn lane.

The applicant's response memo states that they continue to work with their traffic consultant and the City's traffic/engineering consultant to resolve this issue.

On December 12, 2018, a meeting was convened with Wayne County Road Commission, the City's Traffic Engineer, the applicant and their traffic engineer, the DPW Director and City Planner. The purpose of the meeting was to find out what the Road Commission would support at the S. Center St./7-Mile intersection, and to discuss options for the 7-Mile/S. Main St. intersection. The City's Traffic Engineer (OHM) is providing a response memo to the revised Traffic Impact Study, which will also include a description of the results of today's meeting. In short, the current preferred approaches by all involved include:

1. **S. Center/7-Mile:** A round-about that is minimally sized to accommodate passenger vehicles and larger trucks that will provide a LOS (Level of Service) of "B," and have pedestrian amenities (refuge islands, activated signals, bicycle ramps, etc.). Of the solutions provided, a round-about is the only solution that actually increases the LOS at this intersection. OHM is preparing a conceptual plan for Wayne County Road Commission's review, who will provide comments to Northville. They are working to get both concept and review done in time for the upcoming Planning Commission meeting. Note that federal grants were also discussed that may be available to help fund a round-about.
2. **7-Mile/S. Main St.:** A Michigan-style boulevard with turning lanes incorporated into the boulevard. This will require expanding the median on S. Main St. and reduce the number of travel lanes on the east side (northbound) of S. Main St. Both traffic teams consider this the safest option of the possible solutions to this intersection. The applicant will provide an illustration of this solution at the Planning Commission meeting.

The City's Traffic Engineer is preparing a separate report that will be included in the Planning Commissioner's packets.

- iv. **Previous PUD narrative:** While not part of the discussion at the Planning Commission meeting, the applicant also proposed that elimination of outdated buildings, structures, outdoor storage uses, and other existing features on site would constitute a public benefit. Our response, as in the previous review, is provided below.

*CWA Comments: In our opinion, any redevelopment of this site will eliminate the existing structures. In our opinion, this does not constitute a public benefit that is unfeasible without application of the PUD regulations. The applicant disagrees, and states in their response that all of the demolition, environmental remediation, and site earthwork of the southern 40 acres will be done at one time, and that the buildings and structures on site could remain for a long time if not part of a comprehensive project. While that may certainly be possible, our point is that we don't think it requires a PUD to redevelop the site.*

The previous PUD narrative also listed construction of berms adjacent to the park and single-family lots/townhomes as a public benefit. These berms have been removed from the plan. They also listed stormwater improvements as a public benefit; however, any project will need to meet the current stormwater management standards of Wayne County. Lastly, relocation of exposed sanitary sewer pipe currently crossing the river (north of Beal St.) was listed as a public benefit. We deferred evaluation of this statement to the DPW Director.

**Criterion No. 2: The proposed type and density of use shall not result in an unreasonable increase in the need for or burden upon public services, facilities, roads, and utilities.**

We have updated this section of the review with the relevant information in the applicant's response memo supplied with the current submission.

The PUD narrative in the previous submission lists this criterion as #3. The narrative states that the development has been designed to reduce City needs, and lists six features of the proposal. These features are listed below. We provide comments after each:

- a) **PUD Narrative:** Replacement of potentially hazardous sanitary sewer pipe currently located in the river. (No change offered in current submission).

*CWA Comments: See our comments above.*

- b) **PUD Narrative:** The PUD narrative stated that the project is creating 98 parking spaces, available to the public, in close proximity to the downtown shopping area. The current submission is offering 92 public parking spaces.

*CWA Comments: As explained previously, City Council approved an option agreement with Hunter Pasteur Homes (HPH) to purchase the City-owned parking lot on the south side of Cady Street, conditioned upon HPH providing at least 92 public parking spaces located within 600 feet of the existing lot.*

*The project submission includes a sheet titled: "Cady Lot Parking Replacement Plan," showing the required 92 spaces in various locations (see table below). Based on our analysis, we count a total of 80 (vs. 85) on-street spaces within 600 feet of the existing lot, with 12 remaining spaces in the surface lot.*

The applicant's respond memo with the previous submission states the following mix of apartment units:

- 160 studios and one-bedroom units
- 123 two-bedroom units
- 23 three-bedroom units

The table below calculates required parking under the current zoning requirements for the Cady Street development area only.

	Cady Street Area Required Parking	Cady Street Area Proposed Parking	Difference
Replacement Spaces for City Parking Lot	92 spaces	92 spaces <ul style="list-style-type: none"> <li>• 22 Hutton</li> <li>• 41 Beal</li> <li>• 17 SF Streets</li> <li>• 12 surface lot</li> </ul>	- 0 -
General Retail	1 space/200 s.f. or 18,700/200 = 94 spaces	94 spaces <ul style="list-style-type: none"> <li>• 94 surface lot</li> </ul>	- 0 -
Multi-Family*:			
Studio & One Bedroom	2 spaces/dwelling unit or 160 x 2 = 320 spaces	683 spaces <ul style="list-style-type: none"> <li>• 473 in parking structure</li> <li>• 210 in surface pkg. lot</li> </ul>	- 14 -
Two Bedroom	2.5 spaces/dwelling unit or 123 x 2.5 = 308 spaces		
Three+ Bedroom	3 spaces/dwelling unit or 23 x 3 = 69 spaces		
	883 spaces	869 spaces	- 14 spaces

\*The breakdown of the multi-family units has not been updated in this submission. Therefore, we have used the break-down provided in the previous submission to calculate the number of spaces required in the ordinance.

Note that there are 12 on-street spaces on Cady Street that were not counted toward the "replacement spaces" (as shown on the Cady Lot Parking Replacement Plan).

As mentioned in our previous review, the ordinance calculations can be used as a comparison for the proposal. The revised proposal is much more consistent with the parking requirements in the zoning ordinance. This proposal is only deficient by 14 spaces. We would consider this an acceptable deviation, given that it's likely some of the studio and one-bedroom tenants will only require one parking space. The plans state that the project is allowing one parking space per bedroom (or 475) spaces, per the breakdown provided. Therefore, studios and one-bedroom apartments will have one dedicated parking space, while two-bedroom apartments will have two spaces, and three-bedroom apartments will have three spaces.

In addition, Section 20.04 of the PUD Ordinance states that where warranted by overlapping or shared parking arrangements, the Planning Commission and City Council may reduce the required number of parking spaces. As stated in the Cady Street Overlay District, shared parking may allow a reduction of up to thirty percent (30%) from the parking requirements,

subject to City Council approval. We would consider it reasonable to allow this small reduction (approx. 1.5%) for the apartment parking requirements. Or, during the site plan review stage of the project, a condition could be added to a motion requiring that 14 units only are allowed one parking space.

Parking for the single-family residential uses, and the townhome uses, are within ordinance requirements. If the townhome streets are "private," how can these parking space be available to the public? This question should be addressed.

- c) **PUD Narrative:** Improvements to the traffic signalization and traffic control devices. (This topic is being studied further as described above.)

**CWA Comments:** See our comments above.

- d) **PUD Narrative:** Elimination of current racetrack use which imposes a lot of needs of City services. (No change offered in current submission)

**CWA Comments:** See our comments above.

- e) **PUD Narrative:** Creation and dedication of public park spaces which will be maintained by non-public funds.

**CWA Comments:** See our comments above.

- f) **PUD Narrative:** This information has not been updated per the current submission. The PUD narrative that was part of the previous submission cited the creation of over \$5,440,000 in annual taxes for *all* taxing jurisdictions, as compared to only \$423,000 in current tax generation of which only \$106,000 is generated to the City of Northville. Of the \$5,440,000 projected generation of taxes, the majority of these taxes go directly to the City of Northville, DDA and Northville School District. The City Assessor was asked to review the numbers provided for Northville only, and his comparison is shown in the table below:

Taxing Jurisdiction	Applicant's Calculations	Assessor's Calculations
Northville Operating	\$801,664	\$798,900
Northville Street Improvements	\$99,867	\$99,500
D.D.A Operating Millage	\$85,336	\$34,800
D.D.A. Capture	\$1,228,430	\$501,600
Northville Schools	\$1,335,345	\$706,100
<b>TOTAL</b>	<b>\$3,550,642</b>	<b>\$2,140,900</b>

In addition, the Assessor estimates that taxes generated for *all* taxing jurisdictions would equal \$3,811,400 (vs. \$5,440,000). This difference was because of the estimated valuation of the apartment building and mixed-use buildings.

The information in the table above is based on 577 dwelling units proposed by the previous plans; the current plan is proposing 546 units, or 31 fewer residential units.

***CWA Comments:*** *The proposal consists of two land use types: commercial space, and residential dwelling units. We don't consider these land use types to result in an unreasonable burden upon public services.*

*The proposed residential density, as presented, would add 546 dwelling units to the City. This total has been reduced by 31 units. To estimate the increase in population, we used the following assumptions:*

- *The average household size in Northville is 2.34<sup>1</sup> persons. Since most of Northville's housing units are single-family homes, we consider this a reasonable estimate for the 53 new single-family homes, an increase in 4 units from the previous plan.*
- *Regarding the townhomes, we would expect most to be occupied by empty nesters. Therefore, we would use an average townhome size of 2 persons.*
- *Regarding the apartments, we would expect the apartment units to be occupied by singles or couples; therefore, we would use an average apartment size of 1.5 persons.*
- *Therefore, we estimate that this proposal could add 957 new residents to the City. In comparison to the previous proposal, this represents 61 fewer new residents. Northville's population in 2017 is estimated at 5,835<sup>1</sup>. This new development would increase that population by approximately 16%. This represents a 1% reduction from the previous proposal.*

<sup>1</sup>Source: SEMCOG Community Profiles (SEMCOG.org).

*We defer evaluation of how this proposal could affect existing utilities to the City Engineer. The City Engineer has developed a Utilities Master Plan for this part of the City. Regarding sewer and water, there are engineering solutions to accommodate this proposal. However, the applicant will need to review the Utilities Master Plan and determine if they want to commit to this, or a similar plan acceptable to the City, as part of their responsibility in developing this project. In addition, the Planning Commission asked for an idea of how much the costs for public utilities would increase for all City residents, if at all, if the proposed project were constructed?*

*Regarding traffic, see our comments for Criterion 1 above.*

**Criterion No. 3: The proposed planned unit development shall be harmonious with public health, safety and welfare of the City.**

We have updated this section of the review with the relevant information in the applicant's response memo supplied with the current submission.

The PUD narrative in the previous submission lists this criterion as #4. It states that the developer and its team have worked diligently to create a plan designed to meet the City's Master Plan, incorporating all of the elements important to City residents including public spaces, increased commercial development, and the continuation of the City's street grid pattern.

CWA Comments: Regarding consistency with the Master Plan, please see our comments after Criterion No. 7 below.

Constructing a residential project in this part of Northville does not in itself raise any concerns regarding health, safety and welfare. However, the proposed density could have significant impacts on traffic and traffic safety of surrounding residential neighborhoods. As mentioned above, the traffic question is still being studied. We defer evaluation of the Traffic Impact Study and proposed road network to the City Engineer.

In our previous review, we sited a concern with retaining the underground river, and the possibility of future sink holes close to residential properties. However, because this proposal daylight the river, this is no longer a concern.

**Criterion No. 4: The proposed planned unit development shall not result in an unreasonable negative environmental impact or loss of a historic structure on the subject site or surrounding land.**

We have updated this section of the review with the relevant information in the applicant's response memo supplied with the current submission.

The PUD narrative in the previous submission lists this as criterion #5. It states that the proposed project will not result in unreasonable negative environmental impact or loss of historical structures. It also states that the project will remove existing unsightly buildings, outdoor storage, overhead power lines and neglected parking lots associated with the current uses.

CWA Comments: See our comments above regarding removal of existing site features.

The project sites have been cleared of most of their environmental features. However, the Middle Rouge River flows underneath the Downs property. The Master Plan describes daylighting the Rouge River as part of redeveloping the property as a goal. This submission includes daylighting the river, and offers a conceptual approach to obtaining the funding for this project. As mentioned above, more details regarding this approach need to be provided. The project design provides, in our opinion, enough space that realistically incorporates the river with sufficient distance between the river and residential homes. This is a very positive aspect of the plan.

**Criterion No. 5: The proposed planned unit development shall not result in an unreasonable negative economic impact upon surrounding properties.**

We have updated this section of the review with the relevant information in the applicant's response memo supplied with the current submission.

The PUD narrative in the previous submission lists this as criterion #6. It states that the proposed PUD will result in a significant positive economic impact in several areas:

- a) **PUD Narrative:** It will add high-quality housing units, increasing the value of the surrounding property values.

**CWA Comments:** *At the last Planning Commission meeting, concerns were expressed about that proposed single-family and townhouse style “fitting in” the small-town, unique and historic character of Northville. The applicant has responded to this comment by adding an alley behind the single-family homes fronting S. Center St., so that these homes can have garages in the rear, and not front-facing garages. We consider this a positive change, which could be refined across all single-family lots through the site plan review process.*

*Another comment regarding the proposed residential units was the scale of the proposed homes in relationship to the scale of the existing surrounding homes. In the previous submission, the applicant stated that the new homes would be between 2,300 s.f. and 3,100 s.f. In comparison the homes on S. Center St. (up to Cady), are turn-of-the-century (1900s) homes between 1,238 – 2,331 s.f., with most being between 1,600 – 1,800 s.f. in size. The homes on the east side of River St., between Beal and Johnson, are a mix of small, older homes, and new homes, and range in size between 768 – 2,974 s.f. The location of the smaller and larger proposed homes in relation to existing homes could be further discussed during site plan review.*

*Lastly, a concern was expressed regarding the quality of the proposed construction. The applicant has responded, stating that the concerning company identified is no longer participating in this project.*

- b) **PUD Narrative:** It will add a stronger residential base in a short walking distance to the downtown commercial area, significantly increasing the use and support of the downtown merchants, restaurants and other commercial establishments. (No change offered in current submission)

**CWA Comments:** *Agreed.*

- c) **PUD Narrative:** It will reduce the flood plain classification area benefiting other residential homeowners. (No change offered in current submission)

**CWA Comments:** *We agree that redevelopment of the Northville Downs property will significantly reduce the current floodplain boundaries. As part of this project, the applicant has applied to FEMA for an amended floodplain boundary taking the existing topography into account.*

- d) **PUD Narrative:** It will significantly increase tax revenue to the City of Northville, public school district, Wayne County and DDA. (No change offered in current submission)

**CWA Comments:** *The City Assessor will evaluate the Real Property Tax Revenue Analysis provided in the submission.*

- e) **PUD Narrative:** It will provide a wide mix of housing types to service the needs of existing and future Northville residents in an urban city environment.

**CWA Comments:** *The mix of housing types (apartments, townhomes and single-family homes) is a positive aspect of this plan, and in line with the City's Master Plan.*

*Overall, redevelopment in this part of Northville could have a positive economic impact on the surrounding properties as long as the development is in harmony with the surrounding area, and does not negatively impact the functioning of the area. The amount of new traffic generated by the proposal, and its effect on surrounding neighborhood streets, is being assessed by the City Engineer, who will identify the needed improvements to accommodate the additional traffic. Our comments regarding density and conformance with the Master Plan are provided below.*

**Criterion No. 6: The proposed planned unit development shall be under single ownership and/or control such that there is a single person, corporation, or partnership having responsibility for completing the project in conformity with this Ordinance.**

We have updated this section of the review with the relevant information in the applicant's response memo supplied with the current submission.

The PUD narrative in the previous submission lists this as criterion #7. It states that the PUD is being proposed by a single ownership entity and that the ultimate development will be governed by a development agreement between the City and the ownership.

**CWA Comments:** *This question came up at the last Planning Commission meeting. The City Manager asked for an opinion from the City Attorney, who provided the following options:*

- 1. Amend Section 20.05 to specifically allow a mixed-use PUD with multiple developers, so long as each of them signs and consents to the development agreement;*
- 2. Interpret the ordinance to allow for a contractual agreement between the original developer and subsequent developers that would provide for assurances of completion.*
- 3. Have original developer create a new entity (partnership, LLC, etc.) whose members would be the individual developers for each phase.*

*The City Attorney thinks any of these options could work, but prefers 1 & 2. However, option 1 would take time to develop and adopt ordinance language. In our opinion, if the developer consents to participating in either option 2 or 3 at this stage, we would leave it up to the City Attorney to work with the developer to create the appropriate agreement later in the process. Note that it's at the developer's own risk to agree now to one or both of these two options, go through site plan review, and then decide later that either option won't work.*

Criterion No. 7. The proposed planned unit development shall be consistent with the Goals and Policies of the City of Northville Master Plan.

We have updated this section of the review with the relevant information in the applicant's response memo supplied with the current submission.

The PUD narrative in the previous submission lists this as criterion #8. It states that the PUD is consistent with the goals and policies of the Master Plan.

**CWA Comments:** For clarity, we have divided the project into three areas according to the Sub Areas found in the Master Plan: Cady Street (in blue), the Racetrack property (in yellow), and the S. Center Street area (in red). An illustration of the three areas is shown on the next page:

*Figure 3– Subject Sites Showing Master Plan Sub Areas*



A. Cady Street Area:

- The Master Plan shows “transitional/mixed-use commercial/residential” along Cady St. The project proposal indicates two buildings with commercial on the first floor and one large apartment building with no commercial uses. The configuration of the large building has been changed. The building is now located at the corner of Cady and Griswold, a positive change. This building also wraps around the proposed parking structure, screening the structure from both Cady and Griswold streets, and fronts one façade of the building on the stormwater management basins. We also think this is a positive change.
- Our previous review stated that while this project is “mixed-use,” it is heavily skewed toward residential development and is proposing only 18,700 square feet (or 6% of the total floor space) to commercial uses. This was also mentioned at the last Planning Commission meeting. Could an additional corner (Cady & Griswold) retail unit be added to the residential building?
- The Master Plan calls for reduction in density as you move from Cady Street south. The applicant was asked to provide further justification for the proposed configuration (vs. what is found in the Master Plan). They have provided an explanation that additional grading, fill, and retaining walls would be needed to locate the townhomes adjacent to the apartments.
- The renderings of the large apartment building show it at four stories tall. The accompanying write up describes this building between four and five stories. To qualify for a bonus fifth-floor, public amenities such as public plaza, public art, pedestrian connections, etc. need to be provided. While the linear park that is part of the overall plan could be determined to meet this standard, we would suggest that some type of public plaza be located along Cady Street.
- The Master Plan states that the height, scale and mass of the buildings along Cady St. are similar or compatible with surrounding existing buildings. Illustrations should be provided to show how the new buildings coordinate with the existing Cady Street streetscape.
- The architectural renderings of the apartment building, and the two mixed-use buildings provide elements stated in the Master Plan, such as generous window areas, recesses, projections and architectural details. However, the renderings of the large apartment building illustrate commercial uses on the first floor. Since the buildings have been reconfigured, revised illustrations should be provided showing the accurate location for commercial uses along Cady St.
- The Master Plan calls for extending City streets, and connecting pedestrians with the downtown. This proposal extends Hutton St. south, and Beal Street west to complete the existing street grid, which is positive.
- The Master Plan also calls for a pedestrian connection with the downtown. This connection has been improved, and is now directly in line with the existing pedestrian connection on the north side of Cady St.

B Racetrack Area:

- This review has thoroughly discussed the Master Plan goal for daylighting the Rouge River, and the applicant’s approach to meeting this goal.
- Regarding the uses, the Master Plan calls for a mix of single-family and multi-family residential densities decreasing in intensity from the north and west portions of the

property. The portion south of Beal Street is identified as 6-12 dwelling units per acre. Section 20.02 of the PUD Ordinance states that density is calculated exclusive of road rights-of-way. We have included a table that compares the proposed density and the density permitted in zoning districts for similar residential land uses. These comparisons will provide a basis against which to evaluate the proposed density.

Residential Type	Proposed Density - Using PUD Density Standard (Excludes ROW) <sup>1</sup>	Estimated Permitted Density: R-4 <sup>2</sup>	Estimated Permitted Density: R-3 <sup>3</sup>	Permitted Density: R-1B <sup>4</sup>
Apartments (306 units)	26 units / acre (11.95 ac.)			
Townhomes (187 units)	10 units / acre (18.0 ac.)		5 units/ acre (27 "rooms"/ acre)	
Single-Family Dwellings (53 units)	4.3 units / acre (12.24 ac.)			6 units/ acre
Total (546 units)	546 units = 12.9 units / acre (42.19 ac.)			

<sup>1</sup>Acresage for the park (8.4) and detention basin (2.3) has been evenly divided between the three residential types.

<sup>2</sup>Density in the R-4 District is determined through setback, height, and parking limitations. A comparison figure cannot be calculated using the information provided.

<sup>3</sup>The applicant's response states that 80% of the townhomes will be limited to 3 bedrooms and the remaining townhomes limited to 4 bedrooms.

<sup>4</sup>Density for single-family residential units is calculated by using a minimum lot size of 7,200 s.f.

The comparison in the table above against the ordinance requirements for R-3, R-4 and R-1B are informative, but the vision for this part of the City is better illustrated, in our opinion, in the Master Plan. The Master Plan calls for higher density along Cady St., and decreased density as you move south to 7 Mile Road, but higher densities overall.

The plans were amended to exclude the public road right-of-ways, and private road easements from the land area used to calculate the proposed density. However, scaling the plan indicates that the private road easement area encompasses 1.3 acres (vs. 0.61 acres) as shown on the Preliminary Plan.

We used this adjustment in the table above. It shows that the plans indicate an overall density of 12.9 units to the acre. The previous plan proposed an estimated 15 units to the acre.

Reduction in the number of units is positive. In our opinion, the density is slightly higher than intended. We would suggest the following be further considered:

1. The proposed home sites are between 6,050 and 6,710 s.f. in size. This is slightly smaller than the 7,200 s.f. standard single-family lot size in the ordinance. Also, the single-family lots are 5-feet narrower than the standard 60-foot single-family lot width. If the lots that are 122-feet deep were increased to 60-feet wide, they would be 7,310 s.f. in size, and could better accommodate the larger (3,100 s.f.) proposed house style. This would eliminate 3 single-family homes from the proposal.
  2. Eliminate some of the townhomes on either side of the pocket park at the terminus of Hutton St. to increase the width of this public area.
  3. Reduce the number of townhomes on northwest corner of S. Center/ 7 Mile intersection to provide usable greenspace.
- Heights are listed at up to three-stories on the north side of Beal Street, and 2.5 stories south of Beal St. South of Beal, the proposed single-family homes are shown at 2 – 2.5 stories, and the townhomes are shown at 3 stories. The townhome designs will be limited to three- and four-bedroom styles. Limiting height could also help to reduce the number of vehicles using each townhome. The Planning Commission will need to determine if the three-story townhomes are a desired deviation.
  - The proposed grid road layout is consistent with the Master Plan.
  - We consider the pocket park terminus of Hutton Street a positive aspect of the plan, and addressing the “central square” idea in the Master Plan. Widening the pocket park would improve it, as mentioned at the last Planning Commission meeting.
  - The Racetrack Sub Area Plan also calls for a walking/biking connections from Hines Drive to the downtown. This is consistent with the City’s 2014 Non- Motorized Plan, which shows a pedestrian crossing at 7 Mile/River Street, as well as a sidewalk along the north side of 7 Mile Road. The proposal provides a walking path through the linear park that ends at River St./7 Mile Road, but doesn’t provide a crossing or any pedestrian improvements along 7 Mile Road. We would recommend a HAWK pedestrian crossing signal at this location to assist pedestrian and bicycles crossing to Hines Park. This detail can be further refined during site plan review.

The applicant’s response states that over half of the proposed apartment units are studios and one-bedroom units with average size less than 1,000 square feet. We consider this a positive aspect of the proposal, as it provides a different housing product for the City.

C. S. Center Street Area:

- The Master Plan calls for 10-15 residential dwelling units on the west side of S. Center Street. We consider townhomes appropriate here. The proposal also locates the townhomes facing S. Center Street, and within the desired 10-20 foot setback.
- The Master Plan calls for heights of 2.5 stories; the townhomes are proposed at 3 stories. This deviation will need to be considered by the Planning Commission.

- The Master Plan calls for continuing the farmer's market at its current location until an alternative location is found. This proposal includes two alternative locations. See our comments regarding the farmer's market above.
- As stated in the Master Plan, parking for the townhomes is located in the rear of the buildings, and screened from view of the street.
- An entryway plaza or feature is called for at the corner of S. Center Street and 7 Mile. The plans indicate a corner gateway. However, the illustrations shown at the Planning Commission meeting were showing large signage identifying the development, and not the City of Northville. We consider this a gateway to the City, and the gateway features should illustrate this. This gateway could welcome visitors into the City or Northville, as well as include some type of historic recognition of the role Northville Downs Racetrack has played in the City's development. This needs to be addressed.
- A question was raised at the Planning Commission meeting regarding the existing bike lanes on S. Center St. Will the improvements to the S. Center/7-Mile intersection or the added parking along S. Center St. eliminate the existing bike lanes? This question should be addressed.

**Criterion No. 8. The proposed use or uses shall be of such location, size, density and character as to be in harmony with the zoning district in which it is situated, and shall not be detrimental to the adjoining zoning districts.**

We have updated this section of the review with the relevant information in the applicant's response memo supplied with the current submission.

The PUD narrative in the previous submission lists this criterion as #9. It states that the proposed uses are consistent and complimentary to the adjoining zoning districts, and great care has gone into the design, which is of benefit to the adjacent uses and natural features of the surrounding properties.

***CWA Comments:*** *A Planned Unit Development rezones property to "PUD" in an effort to accomplish a better development than either the underlying zoning would allow, or that straight zoning of another district would allow without deviations.*

*In the Cady Street area, the underlying zoning is mixed (Central Business District (CBD), Cady Street Overlay District (CSO), and Racetrack District (RTD)). The Cady Street Overlay District does allow mixed-used (commercial/office/residential) buildings to create a more urban character that has a dynamic pedestrian environment. We consider the proposed use to generally be in harmony with the CSO; although modifications to the amount of commercial space, and other issues listed above should be considered.*

*In the Racetrack area, the underlying zoning is Racetrack District. This district does not permit residential development. However, the Master Plan calls for this type of development, and provides guidance as to the configuration and density of such development. As mentioned above, we have discussed a number of issues that should be addressed to ensure that the development is the right scale and intensity to be in harmony with adjoining land uses.*

*In the S. Center Street area, the underlying zoning is Racetrack District on the east side of Center St. and on the Farmer's Market property. The underlying zoning of the mid-block parcels further*

north is R-2, Second Density Residential District. Comments regarding density in all of these areas have been provided above. We believe slightly reducing the density more than proposed will help to harmonize the new development with existing conditions.

**Criterion No. 9. The planned unit development is not proposed in an attempt by the applicant to circumvent the strict application of zoning standards.**

We have updated this section of the review with the relevant information in the applicant's response memo supplied with the current submission.

The PUD narrative in the previous submission lists this criterion as #10. It states that the PUD is not proposing to circumvent the zoning standards and has been designed with those standards in mind, consistent with the Master Plan.

***CWA Comment:** While we haven't reviewed the plans as if this were a site plan review, the project is proposing deviations from the zoning ordinance in exchange for various public features. The PUD process is used to determine if the deviations are justified by the development and public benefits offered.*

**PROJECT PHASING**

The Planning Commission asked the applicant to supply a development schedule or project phasing schedule that identifies the implementation timeframe of all the project components.

We have converted the applicant's response into a table for easier comparison:

Phase	Timeframe	Project Components
Phase I	Summer 2019 – Fall 2021	<ul style="list-style-type: none"> <li>• Multi-family commercial/buildings</li> <li>• Parking garage (10 acres between Beal, Cady, Center and Griswold)</li> </ul>
Phase II	2020 – 2025	<ul style="list-style-type: none"> <li>• Single-family homes</li> <li>• Townhomes</li> <li>• Linear park</li> <li>• Daylighted river (2021) (35 acres between Beal, Cady, 7-Mile &amp; River St. &amp; parcels on west side of S. Center)</li> </ul>

We see the elements of the project that could constitute a "public benefit" as the linear park, daylighting the river, the pocket parks (if public), the Farmer's Market location, and traffic improvements. Given this phasing schedule, only the traffic improvements and the relocated Farmer's Market into the surface parking lot could be included in Phase I of the project. The remaining public benefits will be included in Phase II. While this is helpful to see the applicant's thoughts, the phasing schedule (which is included in the PUD Agreement) will be a topic of discussion during the site plan review.

## RECOMMENDATIONS

The revised proposal, in our opinion, has made many improvements, including:

1. Conceptual approach to daylighting the river
2. Increasing the size of the linear park
3. Reducing the proposed density
4. Increasing the proposed parking
5. Extending the apartment building to Griswold, and wrapping the parking structure with the building facades
6. Increasing the size of the Farmer's Market sales area
7. Improving the pedestrian connection to downtown Northville

However, there continue to be some outstanding issues, which isn't surprising given the complexity of the project. The applicant needs to provide additional information to give more details about what the project is offering. Also, the City Engineer's opinion about the traffic impacts and the needed solutions need to be discussed further.

In summary, the outstanding issues include:

1. Comprehensive funding plan to daylight the river. At a minimum, the plan should describe the expected cost, who will pay these costs, and where the funds will come from. We support a public/private partnership, and consider grants a reasonable approach to making this happen. However, a clear picture of how the project will be funded and by whom needs to be provided.
2. The project offers an 8.3-acre linear park. It is not clear if the applicant is offering to also construct the elements in the park (walkways, river overlook, lighting, landscaping, Farmer's Market area (if located here), etc.). This needs to be clarified.
3. City Engineer's opinion about needed traffic improvements, and whether or not the applicant agrees to making them.
4. Refinements to density
5. Pocket park status (public or private?) and size
6. Input from the Chamber of Commerce regarding the re-located Farmer's Market
7. Use of parking spaces by the public on private streets in townhouse development
8. Five-story height of the proposed apartment building, and three-story height of townhomes.
9. Lack of greenspace in townhome cluster on northwest corner of S. Center/7-Mile intersection.
10. Gateway features that emphasize the entrance to the City of Northville (vs. the Downs development).
11. Non-motorized bicycle and pedestrian amenities along S. Center and to Hines Park pathway.

We consider this proposal conceptual (for Eligibility purposes), and that the plan will continue to evolve and change during the site plan review process. This step in the process simply acknowledges that the proposed public benefits, as currently described, justify the requested deviations in the ordinance to qualify it as a Planned Unit Development. The additional information will help in making this determination.

The Downs PUD  
December 13, 2018

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**CARLISLE/WORTMAN ASSOC., INC.**  
**Sally M. Elmiger, AICP, LEED AP**  
**Principal**

# 153-1801

cc: Pat Sullivan, City Manager  
Shari Allen, Building Department  
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Loyd Cureton, DPW Director