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Date: August 27, 2018

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

Applicant: Hunter Pasteur Northville LLC
32300 Northwestern Highway, Suite 230
Farmington Hills, MI 48334

Project Name: The Downs Planned Unit Development (PUD)

Plan Date: August 13, 2018

Location: 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.

Zoning: CBD – Central Business District
CSO – Cady Street Overlay District
RTD – Racetrack District
R-2 – Second Density Residential District

Action Requested: PUD Eligibility

Required Information: As noted within this review

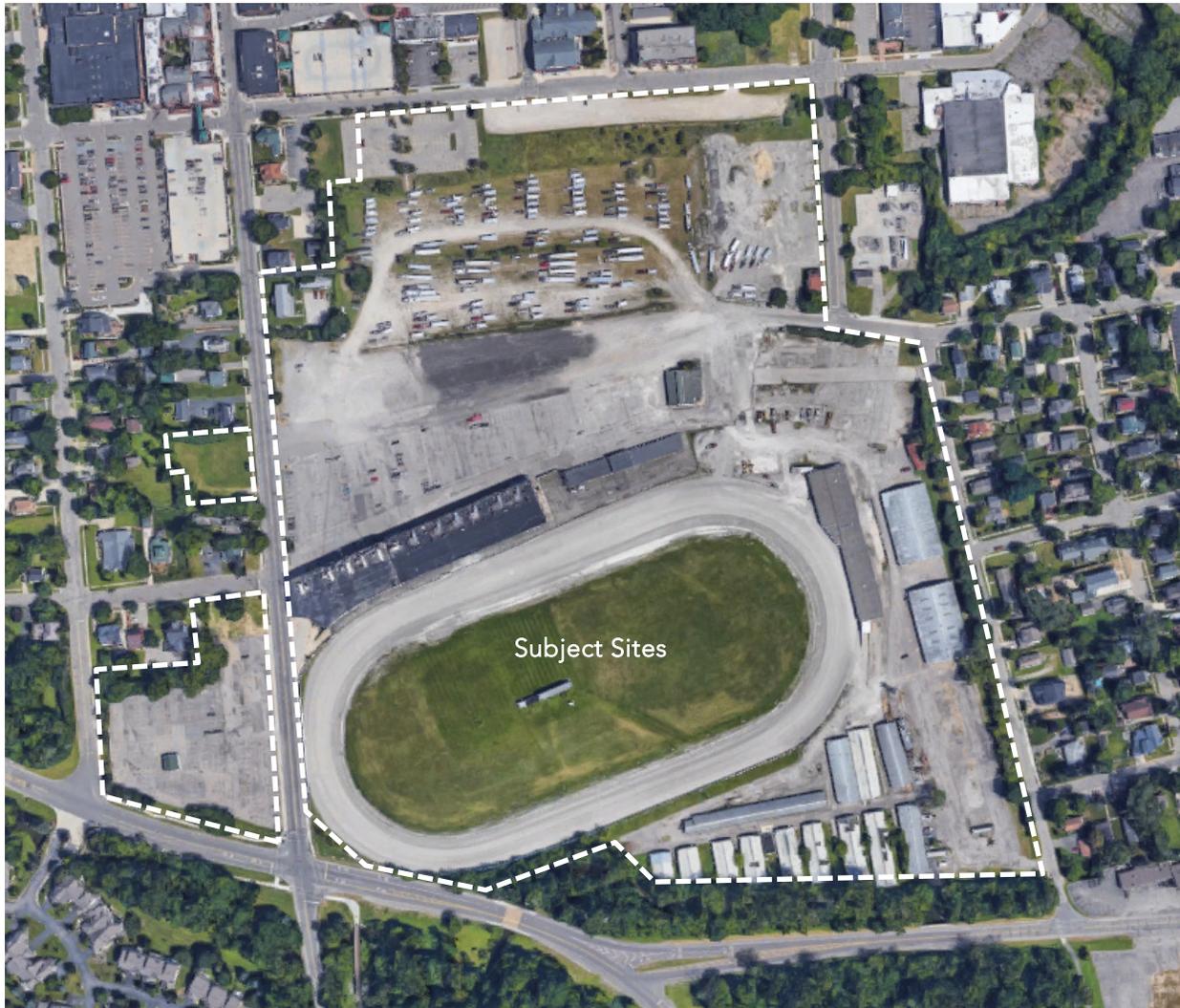
PROJECT AND SITE DESCRIPTION

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 an apartment building along Cady Street. South of these buildings are single-family homes, and townhomes. Townhomes are also proposed on 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
 - Townhomes: 222 Units; 1,580 – 2,335 s.f.; 2.5 stories
 - Single-Family Dwellings: 49 Units; 2,300 – 3,100 s.f.; 2 stories
-
- Total: 577 Residential Units

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 have reviewed the proposal in light of the PUD Eligibility Criteria. The next section of this review lists the criteria, the applicant's response, 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 narrative in the project submission lists the following features (i through vi) as public benefits of the project. We have provided comments (in italics) after each:

- i. PUD narrative: Project proposes a seven (7) acre park, deeded to the City, with paved walking/biking trail, pond with fountain, benches and extensive landscaping. Annual maintenance costs of the park will be borne by the Homeowner's Association. (Note that park lighting is also shown on the conceptual landscape plan.)

CWA Comment: The linear park (exclusive of the stormwater pond) is shown as 6.3 acres on the Preliminary Plan. In our opinion, the 6.3-acre park with walking/biking trail, benches, landscaping and lighting would be a public benefit. However, the following will also need to be considered:

1. *City Council will need to decide if accepting this park is in the best interest of the community.*
2. *The park maintenance will need to be conducted and administered by the City, requiring personnel and coordination.*
3. *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.

4. As described later in this review, the Master Plan calls for daylighting this branch of the Rouge River in this location. The applicant should explain why daylighting hasn't been proposed. If daylighted, the exposed river could be considered to meet the criterion of long-term preservation of natural resources.
5. It appears that some of the single-family home sites facing River Street contain a portion of the underground river. However, it's not clearly labeled on all sheets in the plan set. The location of the underground river should be clearly shown and labeled on all sheets of the plan set.

Are the pocket parks shown at the terminus of Hutton St. proposed as public parks?

The submission also lists the "pond with fountain" as a public amenity. A stormwater basin is a requirement of Wayne County's Stormwater Standards. This feature would be required for any development; therefore we don't consider it to be a benefit that is unfeasible without application of the PUD regulations.

Also, it's unclear if the stormwater basin is a "detention" pond (which won't have permanent water), or a "retention" pond (which will have a permanent pool). Sheet 2 labels the pond as detention, and the conceptual landscape plan labels the pond as retention. Also, if it is a retention pond, the amount of freeboard storage needs to be described to clarify the level/depth of the permanent pool. Depending on the answers to these questions, the pond could be an attractive amenity or an unattractive depression.

Lastly, will the basin require a fence?

- ii. PUD narrative: Project proposes a new location for farmer's market in the park.

CWA Comments: The new farmer's market location as shown on the plans is approximately 17,000 s.f. in area. In comparison, the existing farmer's market location is approximately 83,000 s.f. We have the following comments/questions:

1. In our opinion, locating the farmers market in a park setting is positive. However, it does take away from the amount of green open space provided. If the Chamber needs more paved area for the farmer's market, this would further decrease the usable park area.
2. Has the location and proposed size of the farmer's market been discussed/evaluated by the Chamber of Commerce? The proposed location is one-fifth the size of the current location. Will this meet the Chamber's needs?
3. How many vendors will the proposed farmer's market accommodate? How does this compare with the number of vendors currently at the market?
4. We assume that market visitors will park their cars in the parking lot north of the proposed site. How many spaces are dedicated for these visitors? How does this compare with the current number of visitors?

- iii. PUD narrative: Project proposes construction of berms adjacent to the park and single-family lots/townhomes; relocation of exposed sanitary sewer pipe currently crossing the river (north of Beal St.), and other stormwater improvements.

CWA Comments: As mentioned above, we don't consider stormwater improvements to be a benefit unique to this proposal. Any re-development of this area will be required to address stormwater per Wayne County's standards. The berms will be constructed from the soils excavated to build the stormwater basin. Again, we don't consider them a unique benefit as this is a general practice in land development to dispose of excess soil. Regarding the exposed sanitary sewer pipe, we would defer evaluation of this (as a benefit) to the City's Engineer, who could provide a professional opinion as to whether redeveloping this site requires that the sanitary pipe be relocated.

- iv. PUD narrative: Project proposes elimination of outdated buildings, structures, outdoor storage uses, and other existing features on site.

CWA Comments: 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.

- v. PUD narrative: Project proposes traffic signalization improvements.

CWA Comments: A draft Traffic Impact Study (dated June, 20, 2018) has been submitted. (Note that a finalized Traffic Impact Study should be provided.) It calls for traffic signalization improvements at the following intersections:

- Main Street and Griswold Street
- Sheldon/Center St. and 7 Mile Road
- Main Street and Hutton Street

We assume that optimization will be implemented at all three intersections? The applicant should address this question.

Regarding the Sheldon/Center St. and 7 Mile Road intersection, the Traffic Impact Study also calls for the following improvements. The questions below should also be addressed:

- Re-striping the northbound and southbound approaches at this intersection to provide a through/right lane and an exclusive left-turn lane. Is the applicant proposing to make these changes? If so, how will road widening impact the existing bike lanes?
- Upgrading to a fully actuated signal and provide protected/permissive left-turn phasing for all approaches. Is the applicant proposing to make this change?
- Geometric improvements to the northbound direction, including widening Sheldon to provide room for left-turn storage. Is the applicant proposing to make this change?

The Traffic Impact Study will be reviewed by the City Engineer, who will provide a report outlining their determination of the necessary improvements.

In our opinion, the scale of this project will necessitate certain traffic control and roadway improvements. If the project were not a PUD, the scale of the project would be much smaller, and the traffic impacts less. The City Engineer will provide recommendations regarding necessary improvements to roadways and traffic control. If all traffic improvements determined to be necessary by the City Engineer were implemented, we would consider these improvements to be a public benefit. However, simply optimizing existing signals will not adequately address all of the traffic issues that currently exist and that will be exacerbated by the proposed project. The traffic will need to be adequately addressed to be considered a public benefit.

- vi. PUD narrative: Project proposes stormwater retention ponds and bio-swales to filter stormwater runoff into the Rouge River.

CWA Comments: *Any redevelopment of this site will be required to meet the stormwater management standards of Wayne County. We don't consider this a benefit that is unfeasible without application of the PUD regulations.*

Does the proposed stormwater system meet Wayne County's standards? The City Engineer will evaluate the proposed stormwater system, and provide comments.

That said, we would encourage the project team to fully integrate stormwater infiltration areas throughout the project. The bioswales in the linear park area are positive. However, the remaining 95% of the site's stormwater will be routed underground to the stormwater basins, which will discharge into Johnson Drain. The basins will provide some water quality treatment, but significant amounts of stormwater could possibly be infiltrated if the soils are appropriate, mitigating for flashy flows. A more comprehensive approach should be considered.

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.

The PUD narrative in the 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.

CWA Comments: *See our comments above.*

- b) PUD Narrative: Creation of 92 parking spaces available to the public in close proximity to the downtown shopping area.

CWA Comments: *At the July 16, 2018 City Council meeting, 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. One condition of the agreement was that HPH would provide 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 the following locations:

- 23 on-street parking spaces on Hutton St., south of Cady
- 43 on-street parking spaces on Beal St., between S. Center and Griswold
- 32 spaces in the proposed surface lot at Cady/Griswold

The zoning ordinance requires the following number of parking spaces for the Cady Street development area only:

	Cady Street Area Required Parking	Cady Street Area Proposed Parking	Difference
General Retail	1 space/200 s.f. or 18,700/200 = 94 spaces	94 spaces (surface pkg. lot)	- 0 -
Multi-Family ¹ :			
One Bedroom	2 spaces/dwelling unit or (306 x 30%) x 2 = 184 spaces	517 (surface pkg. lot)	- 172 spaces ¹
Two Bedroom	2.5 spaces/dwelling unit or (306 x 30%) x 2.5 = 230 spaces		
Three+ Bedroom	3 spaces/dwelling unit or (306 x 30%) x 3 = 275 spaces		
Replacement Spaces for City Parking Lot	92 spaces	66 spaces (on-street parking on Hutton & Beal Streets)	- 26 spaces
	875 spaces	677 spaces	- 198 spaces

¹The breakdown of unit sizes (i.e. number of 1 bedroom units, 2 bedroom units, etc.) has not been provided. The analysis in the table above assumes that unit size is divided evenly across the three types of units. However, the applicant should provide an actual breakdown to better determine parking required by 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.

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.

- c) PUD Narrative: Improvements to the traffic signalization and traffic control devices.

CWA Comments: See our comments above.

- d) PUD Narrative: Elimination of current racetrack use which imposes a lot of needs of City services.

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: Creation of over \$5,440,000 in annual taxes for taxing jurisdictions, as compared to only \$423,000 in 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:

City Operating - \$798,961
DDA Tax Levy - \$85,336
DDA Tax Capture - \$1,228,430
Northville Schools - \$1,334,424

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 577 dwelling units to the City. To estimate the increase in population, we used the following assumptions:

- The average household size in Northville is 2.34¹ persons. Since most of Northville's housing units are single-family homes, we consider this a reasonable estimate for the 49 new single-family homes.
- 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 1,018 new residents to the City. Northville's population in 2017 is estimated at 5,835¹. This new development would increase that population by approximately 17%.
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¹Source: SEMCOG Community Profiles (SEMCOG.org).

The applicant has provided a tax revenue analysis based on this proposal. The City Assessor is evaluating this analysis to compare the tax revenue generated by the project to existing revenue and "breakage" currently generated by the racetrack. While the project will definitely generate tax revenue, the cost of City services will also rise. For example, the cost of police and fire services will increase due to the substantial increase over time in the number

of residents and homes. Using the 2018 per capita annual cost estimate/target for police and fire services of \$557², the increase in population will cost an additional \$567,026 for these services. Additional analysis of how this increase in population will impact other City services should be conducted. (Note: Additional discussion of density is provided later in this review.)

²Source: City of Northville Michigan Fiscal Year 2018 Annual Budget and Five Year Plan (2017 – 2021)

We defer evaluation of how this proposal could affect existing utilities to the City Engineer.

Regarding traffic, the City Engineer will review the Traffic Impact Study and provide comments. We have the following questions regarding the Traffic Impact Study:

- The existing traffic volume that is the basis for the current conditions were gathered on one day, and not multiple days. How can “typical” conditions can be determined with such limited data?
- The intersection of Cady Street and Church was not included in the Study.
- The Study states that the suggested improvements (except for widening of Sheldon) “degrade” delays and level of service for through movements at Center/Sheldon and 7 Mile Road. Is road widening on Sheldon (on the south side of 7 Mile) required to improve through movements? Would widening require a new bridge?

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

The PUD narrative 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 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. We defer evaluation of the Traffic Impact Study and proposed road network to the City Engineer.

A specific safety issue is the condition of the pipe containing the underground river. Recently, the concrete floor of a horse barn, located over the pipe containing the river, collapsed because the pipe failed. If it is determined that daylighting the river is not part of this project, the structural integrity of the pipe needs to be assessed and if not sound, repaired or replaced. Large construction equipment will be traveling over this pipe. The proposed park is also located on top of this pipe. The soundness of the pipe needs to be confirmed by the appropriate professionals.

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.

The PUD narrative 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, and could be daylighted as the property is redeveloped. This goal is described and illustrated in the Northville Master Plan, as summarized: "If feasible, the Middle Rouge River should be exposed and a greenway or riverfront pathway should be developed as a linear park. Floodplains/floodway areas should be retained as open space and available to the public with walking/biking pathways from downtown to Hines Drive."

The illustration of this goal is included in the City's Master Plan, and is provided below.

Figure 2 – City of Northville Sub Area Plan Update: Racetrack



The proposed park is a positive aspect of this plan. We would recommend that the following modifications be considered to create a park that is consistent with the Master Plan:

1. Daylight the river. This is a significant goal in the City's Master Plan. In our opinion, it would be very unlikely that the river could ever be daylighted in the future if the proposed number of home sites and townhomes abutting the park are constructed. We

understand that the park was designed to allow for 140-foot wide floodplain for future daylighting of the river. However, it is unlikely that new property owners abutting this area would agree to such a proposition.

2. Eliminate the 13 home sites along River Street. The plans include a sheet titled "Flood Plain Plan." While not labeled, a linear feature traverses the property (from north to south) that appears to be the location of the pipe containing the underground river. The underground river needs to be clearly labeled on the plans. If this feature is the river, it is within the footprint of at least four of the lots proposed along River Street. The other lots directly border this feature. Given the recent issue of the pipe (containing the river) collapsing in a horse barn, the safety of this location for residential development is questionable. Secondly, eliminating these homes sites could increase the likelihood of daylighting the river in the future if not done with this development. Thirdly, eliminating these home sites would increase the usable area of the park, and allow for more space for the farmer's market. Fourthly, eliminating these home site would help to bring the project density more in line with the Master Plan (as discussed below).

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

The PUD narrative 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: *The project will indeed add high-quality housing units to this part of the City. However, impacts to neighbors will need to be mitigated to ensure the functionality of the adjoining neighborhoods isn't negatively impacted.*

- 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.

CWA Comments: *Agreed.*

- c) PUD Narrative: It will reduce the flood plain classification area benefiting other residential homeowners.

CWA Comments: *We agree that redevelopment of the Northville Downs property will significantly reduce the current floodplain boundaries. However, any redevelopment of this property would have this same result. The current floodplain boundaries did not take the existing topography into account; however, upon further study conducted by this developer, the actual floodplain has been redefined. The project is awaiting confirmation from FEMA on the revised floodplain boundary.*

- d) PUD Narrative: It will significantly increase tax revenue to the City of Northville, public school district, Wayne County and DDA.

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, will be assessed by the City Engineer. 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.

The PUD narrative 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: *Through the PUD Agreement, the City Attorney will ensure that this criterion is met. However, given that there are a number of different companies involved in this project, the applicant should describe how this relationship will be formalized (corporation, partnership, etc.)?*

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

The PUD narrative 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 small buildings with commercial on the first floor and one large apartment building with no commercial uses. While this configuration is mixed-use, only 18,700 square feet or 6% of the total floor space is dedicated to commercial uses. A balance needs to be created between extending commercial uses to this area without competing with the downtown. As mentioned below, we think the commercial uses along Cady St. could be expanded by adding a small commercial building (similar to the proposed buildings) at the corner of Cady and Griswold.
- The Master Plan calls for reduction in density as you move from Cady Street south. The proposal shows the large apartment building spanning the area between Cady and Beal, with a long and narrow apartment building on the Beal St. side of the parking structure. This configuration doesn’t provide much of a transition between the highest density (apartment building), and the single-family homes on the south side of Beal. We understand that the topography isn’t conducive to building townhomes in this area.

However, the height of the apartment building could step down as it approaches Beal to provide a better transition. Note that the court yard provides some relief from the large apartment building mass along Beal St. Also note that the Racetrack Sub Area Plan in the Master Plan calls for three stories in this location.

- Along Cady St., the density is governed by the dimensional and form-based requirements. One dimensional requirement is parking. The need for a parking structure and 250+ space surface lot is, in our opinion, an indication that the density for the apartment use may be too high. However, the parking for 306 units, commercial use, and replacement parking for the City lot could be accommodated in a taller structure. If this could work, then the corner of Cady and Griswold could be opened up to accommodate a small commercial building, with a small parking lot behind.
- The Master Plan calls for locating parking behind buildings. The proposal shows a large surface lot at what we consider an important corner of this area (Cady & Griswold), which is contrary to this goal. As mentioned above, this corner could accommodate a small commercial building, with parking behind.
- We consider the parking structure a positive aspect of this plan, and would encourage consolidating most of the parking in the structure (vs. surface lots). Has underground parking been considered to take advantage of the topography?
- 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, it appears that the renderings illustrate commercial uses on the first floor of the apartment building. Is this being proposed?
- 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 proposal also provides a pedestrian connection to the downtown (although offset from the existing pedestrian connection).

B Racetrack Area:

- As discussed in previous sections of this review, the Master Plan calls for daylighting the Rouge River. The applicant should address why this isn't proposed as part of the redevelopment plan.
- 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. 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 (Per Plans)	Proposed Density - Using PUD Density Standard (Excludes ROW) ¹	Estimated Permitted Density: R-4 ²	Estimated Permitted Density: R-3 ³	Permitted Density: R-1B ⁴
Apartments (306 units)	32 units/ acre (9.5 ac.)	27 units/ acre (11.19 ac.)			
Townhomes (222 units)	11.9 units/ acre (18.6 ac.)	13.6 units/ acre (16.35 ac.)		5 units/ acre (27 "rooms"/ acre)	
Single-Family Dwellings (49 units)	4.3 units/ acre (11.2 ac.)	4.6 units/ acre (10.7 ac.)			6 units/ acre
Total (577 units)	577 / 48.12 ac. = 11.9 units/ acre	577 / 38.24 ac. = 15 units/ acre			

¹Acreeage for the park (6.3) and detention basin (2.3) has been evenly divided between the three residential types.

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

³Number of bedrooms per unit has not been provided. However, this townhome product was also recently presented to the City of Plymouth, and at that time, the floor plans included up to 5 bedrooms.

⁴Density 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 table above shows that the plans indicate an overall density of 11.9 units to the acre. However, the PUD Density Standards (and R-3 Density Standard) specifically exclude public road rights-of-way from the land area portion of the calculation. Therefore, excluding the road rights-of-way results in an overall density of 15 units to the acre across the entire site.

In our opinion, the density is slightly higher than intended. We would suggest the following be considered:

- 1. Eliminate the 13 single-family home sites along River Street to increase the park area, improve the ability to daylight the Rouge River, and provide more space for the farmer's market.*
 - 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. Eliminate some of the townhomes along S. Center St. (east side) to increase the distance between buildings facing north/south and those facing east/west (i.e. reduce buildings 41 and 42 by one unit each; reduce buildings 9 and 15 by one unit each).*
 - 4. Change the townhomes on the west side of S. Center St. from five townhomes to two single-family homes to create a more consistent development pattern in this area. (Note: The South Center Street Sub Area Plan states that redevelopment must be sensitive to surrounding residential areas west of Center St.)*
 - 5. Reduce the number of townhomes on the farmer's market property (at 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 3-3.5 stories. The townhome designs can include up to five bedrooms in the taller structures, possibly meaning more vehicles. 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.*
 - Single-family home designs are more "suburban" in that they all have front-facing attached garages rather than a detached garage, which is more indicative of Northville's traditional pattern.*
 - 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 propose any pedestrian improvements along 7 Mile Road.*

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 3-3.5 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 an alternative location. 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. 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.

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.

The PUD narrative 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 density, amount of commercial space, and other issues listed above should be addressed.

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 reducing the density as described 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.

The PUD narrative 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.*

RECOMMENDATIONS

The complexity and importance of this project demands careful consideration of this proposal. We have asked many questions in this review, and have also left evaluation of technical issues, such as utilities, to other professions. Once additional information is obtained, it will be possible to provide more complete comments.

Our overall impression of the proposal is that the development team has made a concerted effort to understand and implement the Master Plan vision. No doubt any redevelopment of the Racetrack property will have an influence on neighbors, and the City as a whole. Regarding this proposal, while there are a number of positive features, the development, in our view, is too intense for the area to comfortably fit in and be a positive influence on the current land use patterns. With the number of outstanding issues, particularly a final traffic study, we don't consider the application complete. Also, with all of the open issues, we don't think the project meets the criteria for PUD eligibility at this time.

We would suggest that the project team be given more time consider these comments and gather more information to address our questions before meeting with the Planning Commission. This would also give the project team time to meet with neighborhood groups, as indicated in the PUD narrative.

The main issues, as we see them, include:

- A. Residential density.
- B. Traffic.
- C. Cady Street development pattern.
- D. Daylighting the Rouge River.

The Downs PUD - DRAFT
August 27, 2018



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153-1801

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