

MEMORANDUM

TO: Mayor and Council

FROM: Jayne Miller, Community Services Administrator

DATE: July 17, 2006

SUBJECT: Resolution to Approve Downtown Development Strategies Implementation Work Plans

Attached for your review and approval is a resolution to approve the revised work plans developed by staff and the Downtown Implementation Strategies Steering Committee to implement the recommendations of the Downtown Development Strategies Final Report.

On March 20, 2006, City Council approved the Implementation Plan for the Downtown Development Strategies Final Report and directed staff to begin work on four priority elements of the plan:

- Create special overlay zoning for the downtown that identifies areas of similar character
- Streamline the development proposal process (process mapping and technology improvements)
- Incorporate a set of essential design standards
- Pursue a comprehensive parking strategy for the downtown

The Steering Committee and staff have revised the originally developed work plans to expedite the implementation of the overlay zoning and essential design standards work plans. In addition, revisions have been made to the parking strategy work plan to incorporate its work into the City's Transportation Plan. The historic district project is included as a priority project because it is a key work item for the recently hired historic preservation coordinator.

Each of the work plans outlines the progression of tasks, in addition to the resources needed and any oversight committees to be established. The City and the DDA are providing funding for the implementation of the work plans. The Downtown Implementation Strategies Steering Committee recommends approval.

Prepared by: Wendy Rampson, Systems Planner
Reviewed by: Jayne Miller, Community Services Administrator
Approved by: Roger W. Fraser, City Administrator

RESOLUTION TO APPROVE DOWNTOWN DEVELOPMENT
STRATEGIES IMPLEMENTATION WORK PLANS

Whereas, On March 20, 2006, City Council adopted Resolution R-94-3-06 to approve the Implementation Plan for the Downtown Development Strategies Final Report;

Whereas, City Council directed staff to begin work on prioritized elements of the Implementation Plan;

Whereas, Staff has developed work plans for the four prioritized areas, plus clarifying the historic district criteria for development in the downtown; and

Whereas, The City and DDA are providing funding for these work efforts;

RESOLVED, That City Council approve the attached work plans dated July 17, 2006; and

RESOLVED, That City Council direct staff to provide a progress report on the status of the Implementation Plan no later than December, 2006.

Submitted by: Community Services

Date: July 17, 2006

Downtown Development
Strategies Implementation

Updated Work Plans

July 17, 2006

Create special overlay zoning for the downtown

Project Lead: Wendy Rampson

Time Line: June 2006 to February 2007 – Approval of Downtown Plan Amendments/Zoning Concepts
March 2007 to June 2007 – Development of Ordinance Amendments

Oversight Committee:

Downtown Zoning Advisory Committee (appointments to be made by City Council) consisting of:

- 1 Planning Commissioner
- 1 DDA Member
- 1 City Council Member
- 1 Downtown Property Owner
- 1 Developer
- 1 Development Guidelines Committee Member
- 1 Downtown Neighborhood Representative
- 1 Zoning Board of Appeals Member

Resources Needed:

- GIS staff time for development of alternatives
- Systems Planning staff time for modeling infrastructure scenarios
- Modeling of downtown transportation (included in scope of Transportation Plan Update)
- Intern(s) for case study research
- Consulting assistance from Calthorpe Associates at key review points
- Consulting assistance in drafting ordinance amendments (initial estimate - \$100,000)
- City Attorney staff time for reviewing proposals, amendments

Work Plan:

Phase I – Scope project/conduct inventory (May – August 2006)

Conduct diagnostic evaluation of current zoning to determine opportunities and constraints (both short- and long-range):

- Use restrictions
- Area, height and placement
- Premiums
- PUD
- Variances
- Off-street parking (preliminary only)

Research case studies of form-based, overlay, flood protection and “green” zoning approaches from other communities

Develop base maps

Refine district boundaries

- Compare Calthorpe report areas with Downtown Plan
- Evaluate underlying zoning boundaries

Do initial analysis of infrastructure opportunities/constraints and potential effect on density

- Create land use scenarios to compare growth scenarios for existing downtown zoning with proposed zoning
- Use sewer and water models to test scenarios

Identify “quick fix” zoning changes and start amendment process

Determine community goals to be accomplished by and relative weight of FAR incentives

- Downtown Plan and Calthorpe study – form, use, design
- Historic preservation
- Environmental (“green building”)
- Transportation/parking
- Affordable housing
- Transfer of development rights
- Flood protection
- Other priority areas

Develop “scenarios” of zoning changes for each district

Phase II – Develop framework for regulatory changes (September 2006 – February 2007)

Downtown Zoning Advisory Committee begins work

Committee reviews zoning scenarios developed by staff and gets public input on preferred elements

Develop amendments to Downtown Plan to reflect preferred zoning scenarios

Seek initial approval from Planning Commission and City Council on Downtown Plan amendments; start mandated review by adjoining jurisdictions

Phase III – Draft ordinance amendments (March 2007 – June 2007)

Draft code amendments to implement zoning scenarios for each district

Planning Commission and City Council approval of Downtown Plan amendments and zoning changes

Develop and implement evaluation tool

Implement Urban Design Guidelines

Project Lead: Coy Vaughn

Time Line: June 2006 to June 2007

Oversight Committee:

Development Guidelines Committee (appointments to be made by City Council). This committee will be responsible for reviewing and providing public input to the development and implementation of the design guidelines.

- 1 City Council Member
- 1 Planning Staff
- 2 Planning Commissioners
- 1 DDA
- 3 Design Professionals (representing architecture, historic preservation, landscape architecture)
- 2 Citizen-at-Large Members

Resources Needed:

- Consulting assistance to help prepare graphics for design guidelines (\$10,000 – 20,000)
- City Attorney staff time for reviewing proposals, amendments
- Mediation resources from UM for consensus building
- Intern(s) for research

Work Plan:

Phase Ia– Scope Project and Refine Work Plan (July – August 2006)

Form Development Guidelines Committee

Phase Ib – Implement Code Changes to Create Binding Approval of Architecture (May – August 2006)

Revise Land Development Regulations to require detailed architectural elevations with materials specified and a binding approval of the elevations as part of an approved site plan.

- Revise Chapter 57 requirements.

Phase II – Develop Urban Design Guidelines (July 2006 to June 2007)

Work with the community to design a series of essential design characteristics.

- Establish Guiding Principles (or pull from Recommended Vision & Policy Framework for Downtown Ann Arbor, Downtown Plan, etc.)

- Develop a series of public workshops and design charrettes. Coordinate the workshops and design charattes with the public lecture series being conducted by the local chapter of AIA

Address the following design elements:

- Form
- Architectural Elements
- Streetscape/Landscape Elements

Implement Process for Design Review - Establish a planning staff review of development proposals.

- Discuss options for administration of design guidelines
- Draft and process necessary text amendments to support/allow the administration of the design guidelines

Establish an expedited review and permitting process for proposals that meet design guidelines and form requirements.

- Explore options to provide incentives for adherence to the design guidelines

Develop and implement evaluation tool

- Planning Commission and City Council approval of Design Guidelines and administrative procedures to implement guidelines

Next Steps – Produce Urban Design Guidebook

Produce an illustrated template of urban design guidelines for public and private development proposals.

- Based on the outcome of the public workshops, develop a user-friendly urban design guidebook

Post design guidelines with development proposal administrative materials.

- Also make available on city web site.

Work with the Historic District Commission to clarify criteria for development

Project Lead: Kristine Kidorf

Timeline: April 4, 2006 to April 4, 2008

Oversight Committee:

Historic District Working Group (appointments to be made by City Council)

- 1 DDA member
- 2 Local historic district representatives
- 1 City Planning Commissioner
- 2 Historic District Commissioners
- 1 City Council Member

Resources Needed:

Historic Preservation Consultant - \$39,000 for one year, \$78,000 for two years (approved by City Council)
Consultant and staff time

Work Plan:

Hire historic preservation consultant to lead work activities. (Completed)

Convene a series of meetings with representatives from all historic districts. (April 2006 – April 2008)

- Kick-off meeting to describe the process and solicit volunteers for the working group
- Establish Historic District Working Group to review Chapter 103 revisions, design guidelines, staff review checklist, application guidelines, and adaptive reuse ordinance
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- Updates to larger citizen group before ordinance(s) and design guidelines get approved

Create a common set of evaluation criteria for inclusion within the historic districts. (April 2006 – April 2007)

- Revise Chapter 103 (draft of the revisions started)- Historic District Commission and City Council approval
- Revise/create design guidelines – work with urban design guidelines/AIA – review and approval required from the State Historic Preservation Office
- Identify contributing and non-contributing buildings to clarify which buildings can be removed/renovated more easily
- Standardize designation process for creation of additional districts downtown if requested

Establish a checklist for development proposals within the historic districts. (May 2006 – July 2006)

- Review and revise if necessary existing application guidelines
- Develop list of work that staff can approve in all districts, including revisions to applications, HDC resolution
- Review and revise if necessary meeting and deadline schedule for applications

Incorporate the Historic Commission development review into the streamlined process. (June 2006)

- Review deadlines and application guidelines to ensure 60 day review
- Historic working group involved with creation of adaptive reuse ordinance if needed

Implement a clear set of evaluation criteria to determine the appropriateness of moving historic structures from the Downtown. (April 2007)

- Handled with design guidelines and notice to proceed (Chapter 103 revisions), but in general historic structures should not be moved.
- Historic working group reviews evaluation criteria

Develop and implement evaluation tool

Streamline the Development Proposal Process

Project Lead: Mark Lloyd

Time Line: On-going and continuous

Oversight Committees:

Development Process Technical Team (8 Members)

7 City Staff
1 Consultant

Development Process Advisory Committee

3 City Staff
3 Developers
1 Chamber Representative
1 Consultant
1 Citizen at Large

Resources Needed:

Consultant to assist with final editing and review of RFP for workflow software (existing contract not to exceed \$24,500).

Staff (2) and consultant (2) to review RFP and make recommendation to City Council (September 2006)

Upon selection of vendor, it is anticipated that we will spend approximately \$800,000 on software and hardware.

Funds to purchase software and hardware provided via settlement agreement. These funds are already budgeted (FY 04/05 thru 13/14).

Work Plan:

Phase I – Scope project/define needs (Completed)

Assemble Development Process Technical Committee (8 members).

- Committee will be responsible for identifying development process workflow and providing recommendations on software needs.

Assemble Development Process Advisory Committee (10 members).

- This committee will be responsible for providing feedback on service unit redesign, software needs and development process.

Determine necessary hardware systems to support software.

Phase II - Implement process mapping improvements (On-going)

- Include applicable process improvements into current development process (prior to acquiring software)
- Expand use of existing software to facilitate improved workflow and customer service
- Conduct monthly meetings to ensure staff members are following established workflow process

Phase III - Establish a specific timeframe for the review and permitting process for all Downtown development proposals (June 2006 - January 2007)

- Establish process review deadlines and adhere to them
- Conduct a series of meetings with affected staff and members of the development community to ensure approach is doable and useful.
- Address the following timeframe issues:
 - Intake and routing
 - Determination of complete plans
 - Internal review turn around time
 - Noticing requirements
 - Re-submittal/revised plans requirements
 - CPC approval with conditions

Phase IV - Implement Workflow Management Software System to support development process. (June 2006 – June 2007)

- Prepare and distribute RFP for software purchase
- Select software vendor
- Provide new desktop and mobile computer systems to provide maximum benefit of system
- Provide necessary training to all staff members utilizing new software
- Include established workflow into new software program
- Produce final graphics that illustrate the review and permitting process
 - Develop a user-friendly permit processing map
 - Post final graphics on City's Planning and Development Services web pages
 - Make available on city web site

Develop and implement evaluation tool

Pursue a comprehensive parking strategy for Ann Arbor, focusing on the downtown

Project Lead: Susan Pollay

Timeline: June 2006 – July 2007

Oversight Committees (appointments to be made by City Council):

Phase I Committee:

DDA Operations Committee

Roger Hewitt, Chair

Eli Cooper

Wendy Rampson

Council Member

Phase II – IV Committee:

Downtown Development Strategies Steering Committee

Resources needed:

Consultant services (approximately \$250,000)

Staff assistance from Planning & Development and Systems Planning

Work Plan:

Phase I – Conduct downtown parking study (April - December 2006)

Select a consultant to conduct a parking study which will help the DDA and City amass critical data about the public parking system, focusing on the following primary areas:

- Current and future parking supply and demand
- User demographics and need
- Patron perceptions
- Coordination with the City's Transportation Plan including the current transportation plan update process

Phase II – Gather public input (January - February 2007)

Organize a meeting between DDA, Planning Commission, City Council to discuss parking data generated by the parking study including appropriate relevant information available from the City's Transportation Plan Update project and delineate the specific policy issues to be addressed within a comprehensive parking strategy for the City, focusing on a downtown parking strategy. For instance,

- Values and Goals
 - How does parking supply and management relate to the City's transportation goals and serve the goals of a diverse, vital downtown?

- How does parking supply and management support the City's comprehensive transportation strategy?
- Strategies
 - Distinguish between City parking policies and requirements versus market demands placed on private developments
 - Maximize the use of existing infrastructure and public parking spaces by downtown residents, businesses, visitors, and others, by optimizing existing mass transit and exploring potential for new service(s) utilizing existing bus, rail and other right of way infrastructure elements.
 - Mitigate the need for additional new parking supply in the downtown area with effective parking management policies and deploying intelligent transportation systems including wayfinding with real time parking supply information.
 - Maximize the use of transportation options, including park & ride lots, rail, bicycles, walking, and buses by downtown employees, residents and visitors.
 - Provide incentives to encourage the construction of on-site, integrated underground or enclosed parking rather than parking on grade by private developers
 - Build and manage new parking to support future private and University development in the downtown
- Policy Issues
 - Incentives – what kinds, by whom
 - Zoning code change implications

Gather community input on parking experiences on parking and administrative policies including pricing by holding focus group discussions with community members.

Phase III – Write draft parking options (February – March 2007)

Organize a meeting between the DDA, Planning Commission and City Council to discuss the parking options

Receive community feedback on the draft parking options, including presentations to downtown business groups, residents, and others

Provide input to support of the development of parking policy(ies) for inclusion in and coordination with the City's Transportation Plan Update

Phase IV – Follow-up (April – July 2007)

Present policy options, which may include parking policy changes, zoning changes, off-street parking ordinance changes, etc. (DDA and City Council)

Implement desired policy changes

Develop and implement evaluation tool

Continue coordination with City Transportation Plan Update assuring compatible parking and transportation system policies and system management practices that are mutually reinforcing.