

CITY OF HUDSON

Planned Unit Development (PUD) Analysis Memorandum

MAY 6, 2026



PREPARED FOR:



PREPARED BY:



Planned Unit Development (PUD) Analysis Memorandum

HISTORY OF PUDs

A Planned Unit Development (PUD) is a special type of community design often found in large residential areas. While the exact definition can vary depending on local laws, a PUD usually involves a mix of different types of homes and other spaces, like parks and shops, all planned together on a sizable piece of land. This approach aims to create a well-organized community that combines housing, transportation, and public spaces in a way that makes sense for the location and the needs of the area.

The idea of PUDs started in the 1950s and 60s as a way to improve traditional housing developments, which often resulted in similar-looking homes and little variety. In the past, standard zoning laws didn't allow for mixing different types of housing or making special plans for open spaces, leading to neighborhoods that felt uniform and uninteresting.

PUDs allow developers to create a comprehensive plan that considers the entire area at once, rather than just following strict zoning rules that might not fit the needs of the community. This flexibility helps ensure better design, community features, and shared green spaces, often referred to as "cluster" development, where homes are grouped together to make room for parks and open areas. The goal is to create a more engaging and functional community for residents.

The Role of the Comprehensive Plan in a PUD

The role of the comprehensive plan in the review of PUDs is closely tied to whether they will affect the community at large. They may then have a major effect on growth and development and the adequacy of public facilities, issues considered in the comprehensive plan. Consistency with the comprehensive plan should then be required. Statutory mandates for a comprehensive plan and requirements that land-use regulations be consistent with it are becoming more common. PUDs must be consistent with the plan when required by the state, and consistency may be dictated by ordinance even without a statutory mandate. Some PUD regulations require projects to be consistent with a comprehensive plan, but there is often little detail or guidance on what that means, and the comprehensive plan may not include policies for PUDs.

Planned Unit Development (PUD) Analysis Memorandum

PEER-CITY ANALYSIS OVERVIEW

Hudson's Planned Development (PD) section establishes a flexible regulatory framework intended to encourage innovative site design, mixed-use development, and higher-quality outcomes than conventional zoning, while still aligning with the community's comprehensive plan goals. It emphasizes a clear trade-off: greater flexibility in standards is permitted only when projects deliver superior design, environmental preservation, open space amenities, and compatibility with surrounding areas. The review process for preliminary PD plans is detailed and performance-based, requiring consistency with zoning and subdivision standards, mitigation of impacts, and strong integration with adjacent development, while allowing modifications where design quality is demonstrably improved. Certain baseline requirements, such as minimum acreage, environmental protections, infrastructure adequacy, and pedestrian connectivity, are explicitly non-negotiable unless mitigated. The code also introduces a discretionary bonus system, allowing up to a 25% increase in floor area in exchange for public benefits like enhanced open space, environmental preservation, or community amenities. Final PD approval is largely administrative in nature, focused on ensuring conformance with the approved preliminary plan and any attached conditions.

The following are highlights from the analysis of peer city zoning codes relating to their Planned Unit Development chapters. Subsequent pages outline key features along with their zoning maps for reference. The cities reviewed include: City of Aurora, City of Twinsburg, City of Brecksville, City of Medina, and City of Solon.

- The City of Medina's Special Planning District (SPD) establishes a customized, plan-driven zoning tool designed to accommodate areas with unique environmental, historic, or development conditions. Unlike conventional zoning districts, the SPD replaces underlying zoning and introduces a flexible, site-specific regulatory framework anchored by an adopted conceptual plan and development guidelines.
- The City of Solon's MPD-A (Mixed-Use Planning District-A) is a highly discretionary, master plan-driven zoning framework designed to enable coordinated, mixed-use redevelopment within a defined planning area. It distinguishes itself from conventional zoning by combining strict land use ratios and development standards with a case-by-case negotiated approval process, where the final approved development plan effectively becomes the governing zoning for the site. This hybrid approach allows flexibility in design and use while maintaining strong municipal control over outcomes tied to community goals.
- The City of Twinsburg's (PUD) Planned Development Zone is designed as a large-scale, master-planned district that integrates residential and supporting commercial uses within a unified development framework. Its defining feature is flexibility through negotiated development agreements, enabling tailored dimensional standards while requiring significant land area, open space preservation, and coordinated design.
- The City of Aurora's Planned Development District (PD) is a highly controlled, legacy zoning mechanism designed to enable coordinated, master-planned residential development under a unified vision. Unlike many contemporary PD/PUD frameworks, this district is no longer expandable and applies only to pre-existing mapped areas, making it unique as a closed, non-proliferating regulatory tool. It emphasizes strict adherence to an approved development plan, limited density, and strong governance over land ownership and phasing.
- The City of Brecksville's Planned Development Area (PDA) zoning framework is a highly structured, discretionary review process designed to ensure that complex developments are comprehensively planned, context-sensitive, and aligned with the City's Master Plan. Its distinguishing feature is a multi-stage approval system with strong design integration, detailed submission requirements, and ongoing oversight mechanisms, enabling flexibility in development form while maintaining rigorous public review and long-term accountability.

Planned Unit Development (PUD) Analysis Memorandum

CITY OF HUDSON'S PLANNED DEVELOPMENTS (CO 1204.02)

a) Purpose. Within specified zone districts, planned developments are intended to encourage flexibility, innovation, and creativity in site and development design by allowing the mixing of permitted uses and/or modification or variation from otherwise applicable zone district and development standards. In return for maximum flexibility in site design and development, planned developments are expected to deliver exceptional quality products that preserve critical environmental resources, provide above-average open space amenities, incorporate creative design in the layout of buildings, open space, and circulation, assure compatibility with surrounding land uses and neighborhood character, and provide greater efficiency in the layout and provision of roads, utilities, and other infrastructure.

(b) Standards for Review of a Preliminary PD Plan. An application for approval of a preliminary PD plan, together with submitted plans and reports, shall be reviewed for their conformance with the following standards:

- (1) The proposed PD shall be consistent with and implement the planning goals, policies, and objectives as contained in this Code and in the Comprehensive Plan;
- (2) The proposed PD shall contain uses that are expressly permitted either by-right or as conditional uses in the zone district in which the PD is located or as modified according to division (b)(3) of this section, but such uses may be mixed within the planned development or within the same structure located in the PD;
- (3) The proposed PD shall comply with the density or lot coverage ratio requirements set forth for the zone district in which the PD is located, except to the extent that a bonus has been expressly allowed pursuant to division (c) of this section;
- (4) The proposed PD shall comply with the subdivision development and design standards as set forth in Chapter 1208, except to the extent modifications, variances, or waivers have been expressly allowed pursuant to division (b)(7) of this section;
- (5) Adverse impacts on adjacent properties, including but not limited to traffic, noise, and visual impacts, shall be mitigated to the maximum extent feasible;
- (6) The planned development shall be integrated with adjacent development through street connections, sidewalks, trails, and similar features;

Planned Unit Development (PUD) Analysis Memorandum

(7) All district, development, and subdivision standards set forth in Chapters 1205, 1207 (such as lot size, floor area ratio, structure height, etc.), and 1208, except those specified in division (b)(8) of this section, may be modified or varied upon a finding that the proposed PD incorporates creative site design such that it represents an improvement in quality over what could have been accomplished through strict application of the otherwise applicable district or development standards, including but not limited to improvements in open space provision and access; environmental protection; tree/vegetation preservation; efficient provision of streets, roads, and other utilities and services; or choice of living and housing environments;

(8) The proposed PD shall comply with the following requirements, which shall not be modified or varied except as expressly set forth below or as permitted by Section 1203.08, Minor Modifications:

A. Minimum area requirement. All planned developments shall have a minimum size of five acres except for District 5 which shall [have] a minimum size of two acres.

B. Setbacks from adjoining residential uses. All planned developments shall comply with any applicable zone district standards that require minimum setbacks from adjoining residential uses or properties.

C. Transportation/circulation/pedestrian linkage. All planned developments shall comply with the transportation, circulation, and pedestrian linkage standards set forth in Section 1207.13, and such provisions shall not be modified or varied in any way unless adequate compensating mitigation measures are included in the PD plan.

D. Adequate public facilities. All planned developments shall comply with the adequate public facilities standards set forth in Section 1207.11.

E. Environmental protection standards. All planned developments shall comply with the provisions set forth in the following sections and such provisions shall not be modified or varied in any way unless compensating mitigation measures are included in the PD plan:

1. Section 1207.03, Wetlands/Stream Corridor Protection.
2. Section 1207.07, Stormwater Management/Drainage/Erosion Control.
3. Section 1207.02, Tree and Vegetation Protection.
4. Section 1207.10, Performance Standards.

F. Architectural and design standards. All planned developments shall comply with the City's architectural and design standards, including but not limited to industrial design standards.

G. Density. All planned developments shall comply with the density requirements set forth for the zone district in which the planned development is located.

Planned Unit Development (PUD) Analysis Memorandum

(c) Bonuses. Upon satisfaction of all applicable standards and requirements, and at the City's sole discretion, bonuses in floor area maximum or floor-area-to-lot-area ratios of no greater than twentyfive percent may be granted to a proposed PD based upon incorporation within the PD of any of the following:

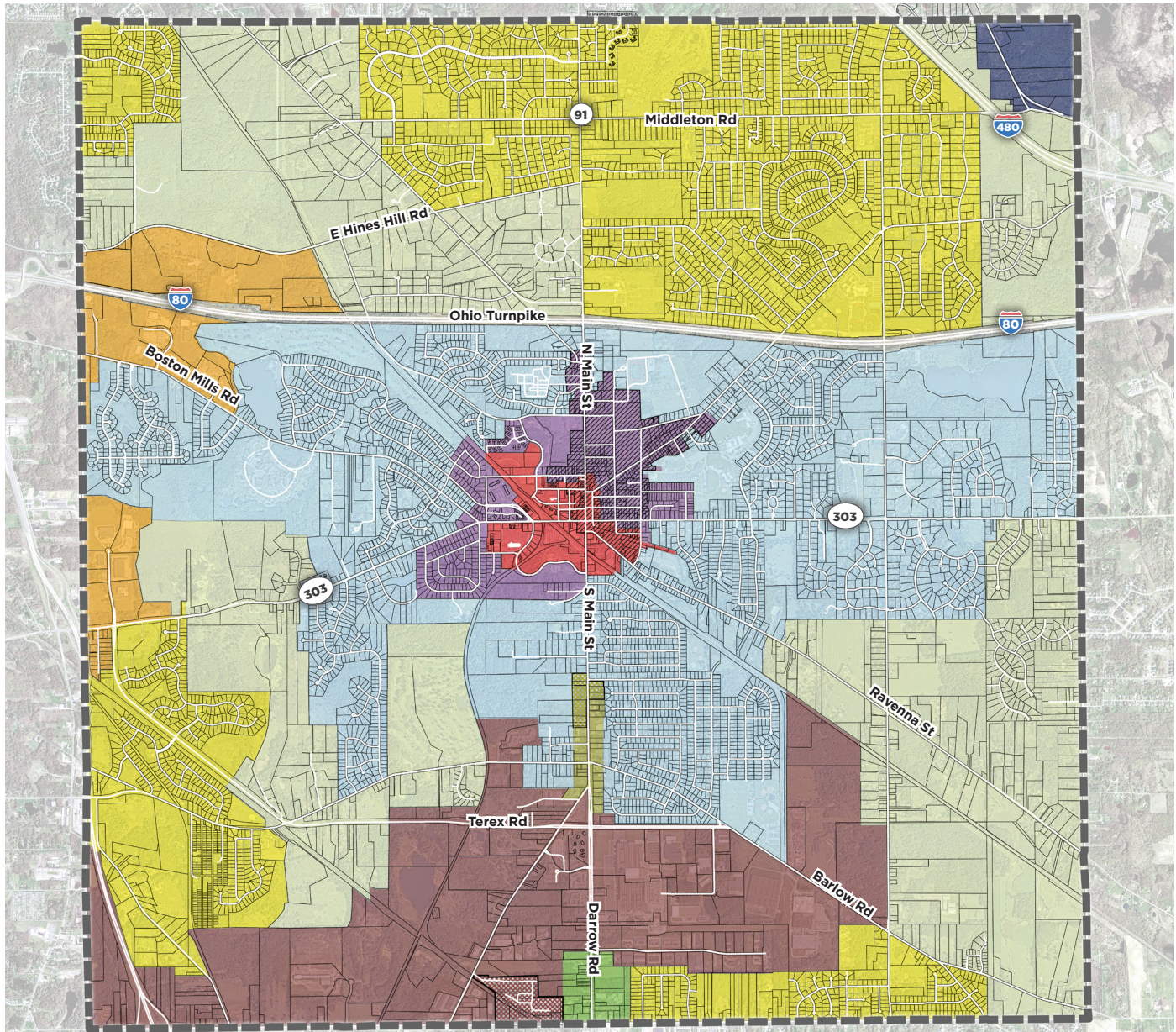
- (1) Landscaping in excess of the minimum requirements set forth in this Code;
- (2) Preservation of historical structures;
- (3) Provision of specified public benefits/amenities (e.g., a day care center or community center);
- (4) Dedication of permanent open space, including trails or trail access, beyond what would be roughly proportional to the demand for such open space or trails/trail access generated by the proposed PD;
- (5) Preservation of critical and sensitive environmental areas in excess of the minimum requirements set forth in this Code, including preservation of key wetlands and significant stands, sizes, or unusual species of trees; or
- (6) Other exceptional site and/or building designs as determined by the PC.

(d) Standards for Review for a Final PD Plan. A final PD plan application, together with all submitted plans and reports, shall be reviewed and evaluated to determine their compliance with the following standard:














- (1) The final PD plan conforms in all respects with the approved preliminary PD plan and incorporates all recommended changes, modifications, and conditions attached to approval of the preliminary plan.

Planned Unit Development (PUD) Analysis Memorandum

EXISTING ZONING MAP



ZONING KEY

	1 - Suburban Residential Neighborhood		8 - Industrial/Business Park
	2 - Rural Residential Neighborhood		9 - Darrowville Commercial Corridor
	3 - Outer Village Residential Neighborhood		10 - Ravenna Road Corridor
	4 - Historic Residential Neighborhood		Historic District
	5 - Village Core District		District 7 Office Overlay
	6 - Western Hudson Gateway		District 8 Hike Bike Senior Housing Overlay
	7 - Outer Village Commercial Corridor		

Planned Unit Development (PUD) Analysis Memorandum

CITY OF AURORA

Planned Development District (PD) - (CO 1171) *2000 adoption

Purpose - This District was established to recognize and accommodate in a unified development of at least 300 acres, creative and imaginative planned community design and to permit those innovations in the technology of land development that are in the best interest of the City. In order to accomplish this purpose, it is the intention in establishing regulations for this District to permit: In a large scale planned development, a variety of dwelling types including single-family and multi-family and flexible spacing of lots and buildings to encourage conservation, functional and interesting residential areas, and provisions necessary for community facilities and infrastructure.

Highlights:

Flexibility for Density/Uses

- The PUD allows a mix of single-family and multi-family, but the density is capped at 2 dwelling units per acre and multi family cannot exceed 50% of the total units.
- Conditional uses from the underlying zoning code are adaptable in the PUD but still require review and approval.

Land Use Structure

- The district supports low-density residential development allowing for single-family housing, limited multi-family (50% of total units cap), and open space/recreational uses.
- Conditional uses are borrowed from underlying residential and commercial districts, but there is limited flexibility.

Ownership & Site Configuration

- The zoning requires contiguous land area, with strict limitations on division by road or external parcels.
- There is a mandate for common ownership or unified control at the time of the approval with a single responsible entity designated for the development.

Development Plan

- The rezoning requires a submission of a detailed development plan which includes: circulation, utility, land use, and open space.
- Once approved, any changes require a formal review and approval.

Design Standards

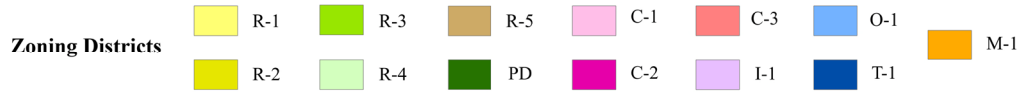
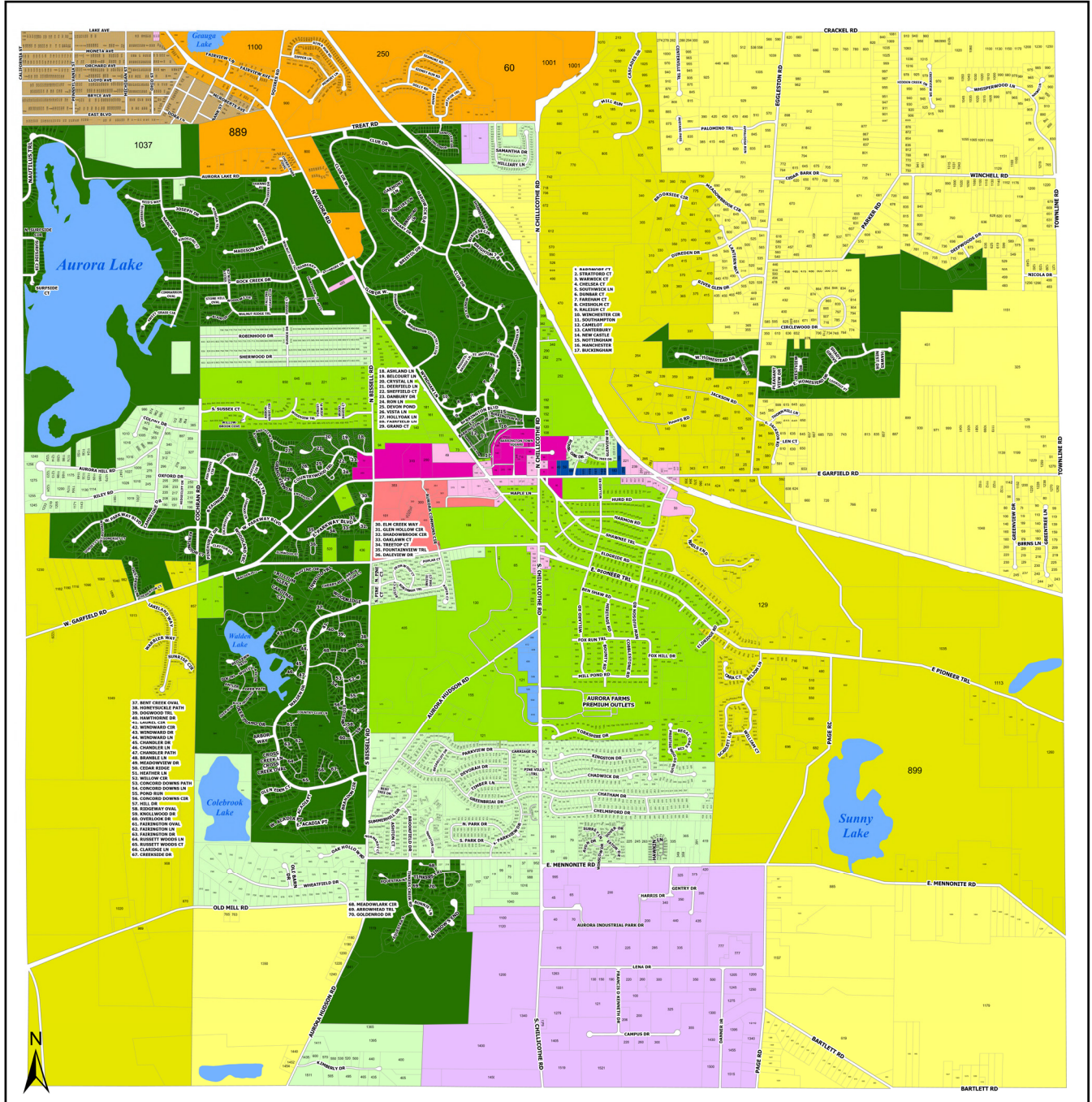
- Maximum density is 2 units per acre.
- Building heights is capped at 35 feet.
- A minimum of 14,500 square feet for single-family lots.
- Minimum of 20% open space requirement across the development.

Regulations & Lifecycle

- No new planned development districts can be created without a voter approval.
- Development plans can expire if no substantial progress occurs within two years. Project can be deemed abandoned and reverted to prior zoning.

Planned Unit Development (PUD) Analysis Memorandum

EXISTING ZONING MAP



Planned Unit Development (PUD) Analysis Memorandum

CITY OF TWINSBURG

Planned Development Zone (PUD) - (CO 1106.07) *2024 adoption

Purpose - This zone is established to provide for large-scale residential development along with commercial use areas in an integrated and harmonious manner, accommodating a variety of housing types with common open space areas within a single development area.

Highlights:

Flexibility for Density/Uses

- While the PUD sets the baseline requirements (see design standards) it allows for developers to propose alterations through a formally executed development agreement with the City.
- Density is also negotiated through the development agreements, enabling site-specific adjustments that would not be traditionally permitted in conventional districts.
- The district permits a broad range of uses including residential (single-family, attached, and multi-family), non-residential uses (office, medical, retail, service, etc.) and conditionally permitted uses such as childcare, religious institutions, and outdoor recreation.
- Accessory uses include, Accessory Dwelling Units (ADUs), home occupation, EV charging, among other specialties.

Purpose and Planning Framework

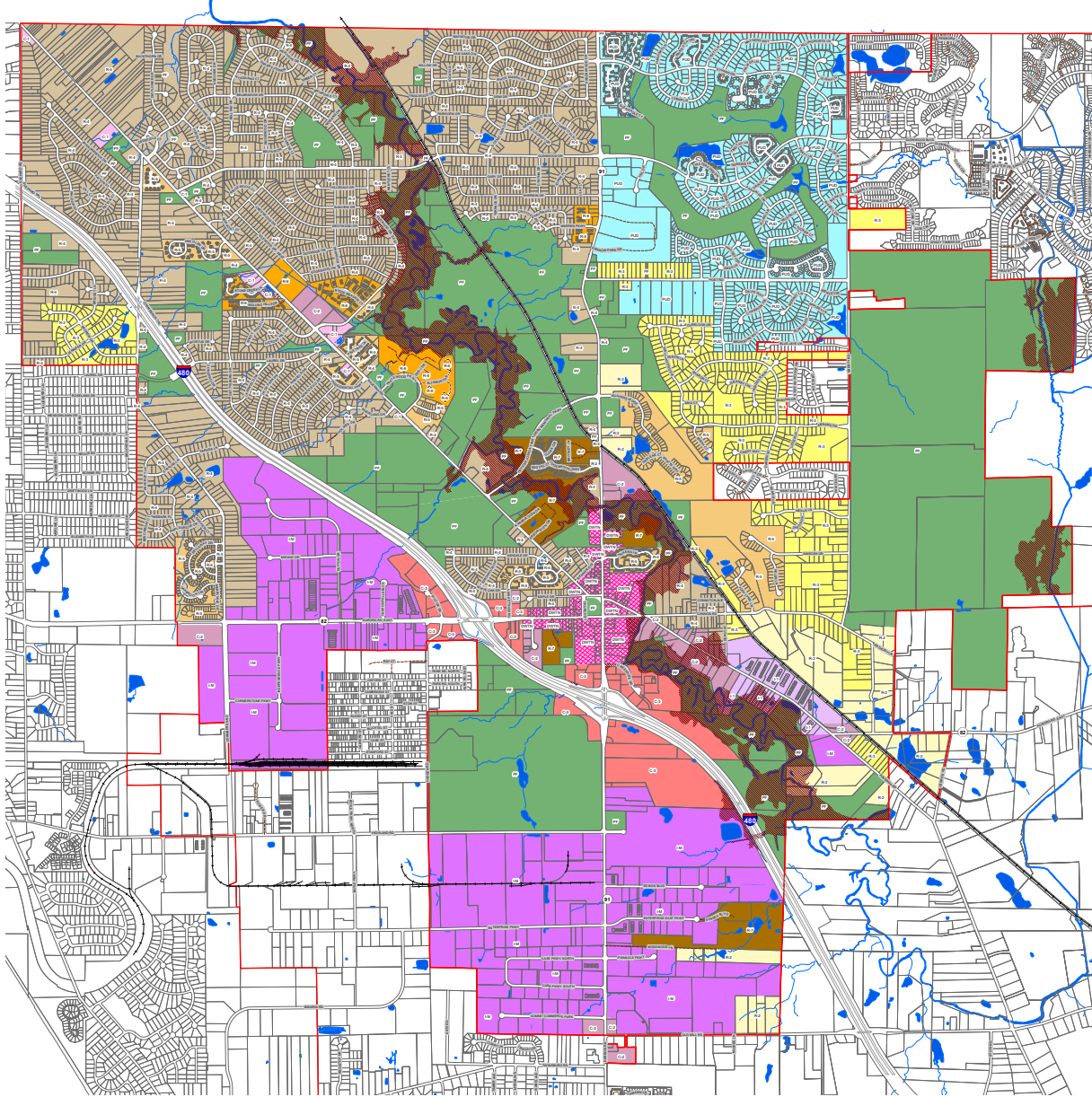
- The district is intended for comprehensive, large-scale development with a minimum of 200 acres.
- It promotes mixed residential typologies alongside supporting commercial and service uses.
- A distinguishing feature is integrated site design and shared open space.

Design Standards

- Minimum 20% of gross development area must be preserved as open space.
- Maximum 30% impervious surface coverage.
- Baseline standards include: 90 feet minimum frontage, 50 feet front and rear setbacks with 15 feet side yard setbacks, building heights to 35 feet and dwelling sizes of 1500 square feet.
- The baseline establishes essentially a low to moderate density suburban form however these standards can be modified through the development agreement to create more context-sensitive density and design outcomes.

Planned Unit Development (PUD) Analysis Memorandum

EXISTING ZONING MAP



Legend

- CITY BOUNDARY
- ZONING CLASSIFICATION:**
- C-1 = LOCAL COMMERCIAL ZONE
- C-2 = COMMUNITY COMMERCIAL ZONE
- C-3 = INTERCHANGE BUSINESS ZONE
- DWTN = DOWNTOWN DISTRICT
- I-1 = INTENSIVE COMMERCIAL & LIGHT INDUSTRIAL ZONE
- I-M = INNOVATION & MANUFACTURING ZONE
- R-2 = SINGLE UNIT RESIDENTIAL ZONE
- R-3 = SINGLE UNIT RESIDENTIAL ZONE
- R-4 = SINGLE UNIT RESIDENTIAL ZONE
- R-5 = SINGLE-UNIT OPEN SPACE/CLUSTER ZONE
- R-6 = MULTI-UNIT ZONE
- R-7 = SENIOR RESIDENCE ZONE
- PUD = PLANNED DEVELOPMENT ZONE
- PF = PUBLIC FACILITIES ZONE
- FD = FLOOD DAMAGE REDUCTION OVERLAY



ZONE MAP ADOPTED VIA ORD. NO. 68-2024 WHICH WAS APPROVED AS BALLOT ISSUE #19 BY THE ELECTORATE AT THE NOVEMBER 5, 2024 ELECTION.

FLOOD BOUNDARIES DERIVED FROM FLOOD INSURANCE RATE MAP (FIRM, EFFECTIVE DATE APRIL 19, 2016 BY FEMA.) UNINCORPORATED MAP AMENDMENTS AND REVISIONS HAVE BEEN ADDED TO REFLECT CURRENT BOUNDARIES AS 05/2016.

ZONING MAP ISSUE DATE: DECEMBER 2, 2025

UPDATES & CHANGES:
- ORD 57-2025 (PASSED 11/04/2025) 9392 RAVENNA RD, C-2 TO I-1

PREVIOUS ISSUE DATE: DECEMBER 4, 2024

Planned Unit Development (PUD) Analysis Memorandum

CITY OF BRECKSVILLE

Planned Development Areas (PDA) - (CO 1195) **1978 adoption with updates in 2000*

Purpose - The planned development area is established to achieve, among others, the following purposes; To assure that a proposal of a single operation or series of operations will be developed according to the intent of the Planning and Zoning Code; To provide the opportunity for the review, control and coordination of building layout and design in conjunction with the design of the site and the surrounding area; To assure that development will be planned in accordance with the objectives of the Master Plan.

Highlights:

Approval Process & Structure

- The chapter outlines a three-phase review process:
- Preliminary Development Plan; Establish overall concept, layout, and compliance and includes a public hearing and Planning Commission recommendation.
- Council Approval; This is the legislative decision point with authority to approve, modify, or deny and grants a one-year vesting period for preliminary approvals.
- Final Development Plan; Requires detailed engineering, architectural and legal documentation and is subject to further review and approval by Planning Commission and Council.

Submission Requirements

- The chapter outlines materials for the application which include: site plans, topography, environmental conditions, building architecture (floor plans, elevations, materials, etc.), circulation systems (vehicular and pedestrian), open space and recreation systems, landscaping, lighting, and signage.
- In addition, there are further requirements for any legal frameworks (easements, covenants, HOA, etc.)

Design Review and Guidelines

- The review criteria also includes compatibility with natural features and surrounding development, coordination with area-wide planning concepts, and conformance with the City Master Plan.
- Specific design standards stay in line with the CO 1196 (Design Review Guidelines) which govern the other zoning districts.

Implementation and Long-Term Oversight

- The chapter includes other mechanisms to ensure execution including: performance guarantees (i.e. bonds) tied to infrastructure completion, permit controls that align with approved plans before issuance, an amendment process that requires a full re-review, expiration timelines if not acted upon, and maintenance enforcement for common areas.

Flexibility for Density/Uses

- The PUD allows a combination of residential and on-residential uses (including conditional uses) that need to be reviewed and approved as part of the final plan.
- While there are no specific density metrics, there is flexibility in building placement, site design, and overall development intensity; alignment with the Master Plan is critical.
- Applicants can request deviations or variances as part of the review process.

Planned Unit Development (PUD) Analysis Memorandum

CITY OF MEDINA

Special Planning District (SPD) - (CO 1114) *2024 adoption

Purpose - The purpose of the Special Planning District is to regulate the development and use of property in areas of the City that contain sensitive or unique environmental, historic, architectural, or other features which require additional protections and flexibility not provided through the application of the standard zoning district regulations, and to promote creative and sensitive site planning. It is the intent of this chapter to provide for a district which will permit a greater range or mixture of compatible uses in areas than would be allowable in the standard zoning classifications of this Zoning Ordinance while also requiring features that protect against negative impacts of incompatible land uses or harm to the environment. It is the purpose of these regulations to provide an effective method for the City to guide the development of such areas so as to preserve such unique characteristics or to provide for the greater range or mixture of land uses when appropriate.

Highlights:

Core Purpose and Positioning

- The SPD is intended for complex or sensitive areas where standard zoning is insufficient.
- Emphasizes creative site planning while mitigating impacts from incompatible uses.

Flexibility for Density/Uses

- Uses are not fixed, rather it balances flexibility in each SPD, setting its own permitted and accessory uses through the Conceptual Development Plan, with enhanced protections for environmental, historic, and contextual features.
- Site-specific flexibility with density through City Council approval and Planning Commission review.
- Each SPD includes adopted, site-specific regulations appended to the zoning code and the provisions supersede conflicting base zoning requirements.

Legislative and Map Based Implementation

- Established through a formal zoning amendment and mapped as a unique district (e.g., “SPD-#”).
- Fully replaces underlying zoning, rather than layering over it.
- Requires City Council approval with documented findings, ensuring alignment with community goals.

Design Standards

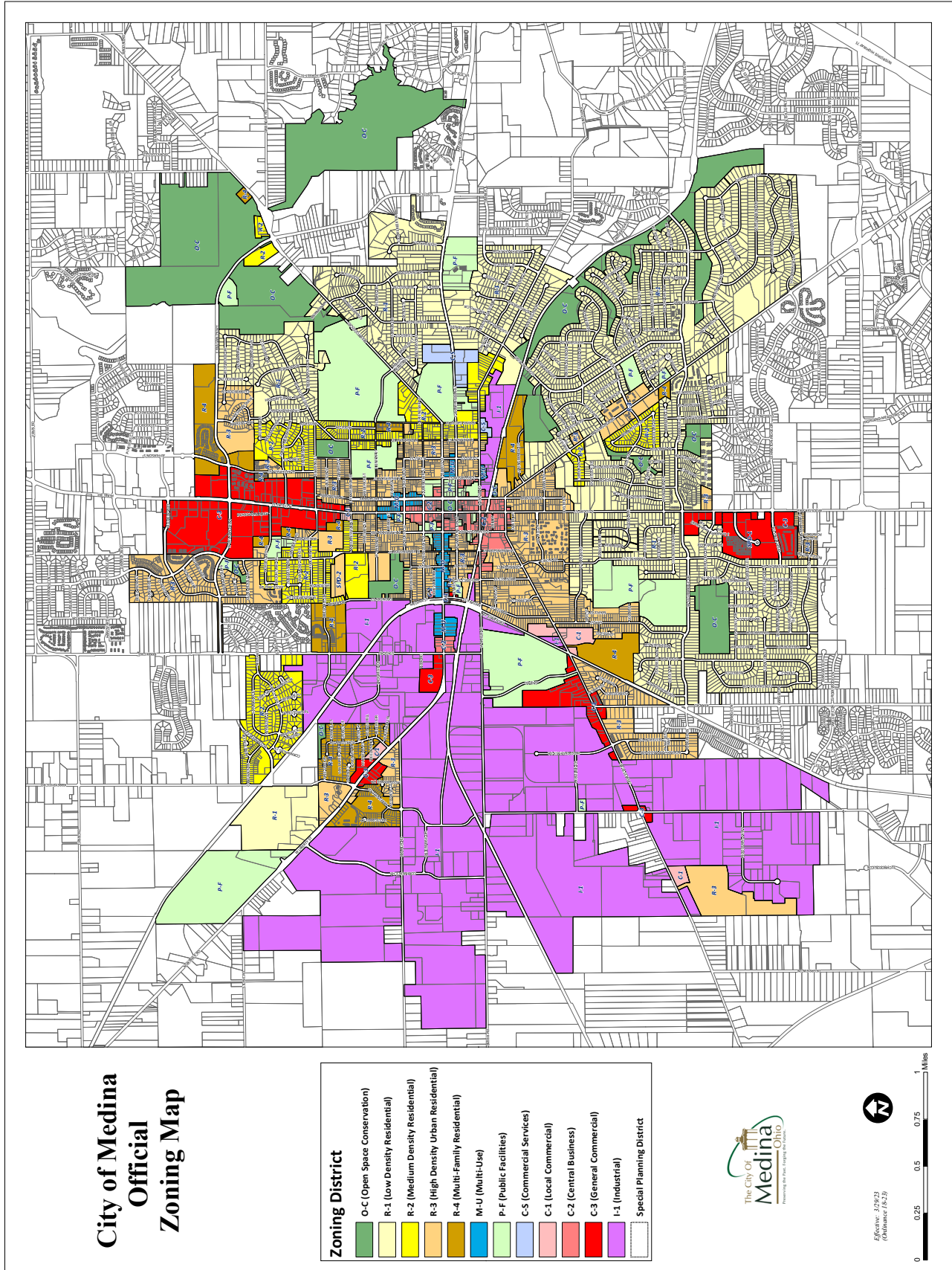
- Uses are not pre-listed but defined in the conceptual plan (mix of uses are tailored, but reviewed for compatibility).
- The design standards are intentionally flexible, but are careful about buffers and transitions to adjacent districts (minimum 20% open space - natural features, accessible open space, community amenities).
- Requirement on coordination of infrastructure and circulations with traffic, utilities, and other associated city and county entities.

Administrative and Legal

- There is a three-tiered planning and approval system.
- Conceptual Development Plan (adopted with zoning), Preliminary Plan (detailed refinement), and Final Site Plan (full design, engineering, and infrastructure).
- Planning Commission has broad authority for approval, modification, and overall denial; major changes require a return to City Council.

Planned Unit Development (PUD) Analysis Memorandum

EXISTING ZONING MAP



Planned Unit Development (PUD) Analysis Memorandum

CITY OF SOLON

Mixed-Use Planning District -A (MPD-A) - (CO 1284) *2025 update

Purpose - The purpose of the MPD-A is to promote the quality redevelopment of the Aurora Road/Solon Road planning area within the Central Retail District in accordance with the recommendations of the City of Solon Master Plan. The zoning classification is designed to accommodate comprehensively planned projects that incorporate a diverse mixture of commercial and office uses, while providing alternative housing opportunities for currently underserved markets, as determined and identified by the City of Solon. The City shall have full and complete discretion to approve, deny, or modify any site plan application, for any reason relating to the health, safety and welfare of the community, whether specified within the Ordinance or not.

Highlights:

Structure and Intent

- The MPD-A is for a specific area rather than citywide, emphasizing a mix of commercial, office, and residential uses.
- The City retains broad discretionary authority to approve, deny, or modify proposals based on public welfare.

Flexibility for Density/Uses

- The district establishes a clear ratio for residential (maximum 33% of the site) and non-residential (67% - 90% of the site) uses.
- Uses are intended to be residential (townhomes, multifamily, or mixed-use), commercial (retail, office, hotels, restaurants, etc.) or “substantially similar”.
- Prohibited uses such as gas stations or auto-oriented are clearly defined.
- Residential density is capped (33% of the site area), but the final intensity, layout, and building form are determined through the approval process.

Approval Process

- There is a three-step planning and approval system.
- Administrative review, planning commission (includes a minimum of two public hearings and public notification within 100 feet), and City Council (which also includes an additional public hearing).

Design Standards

- Project site is a minimum of 6-8 acres, 25% green space, a maximum building heights of 65 feet/6 stories, and setbacks at 40 feet for buildings and 20 feet for parking.
- Architectural and landscape design standards are govern by the underlying C-3 commercial district standards.

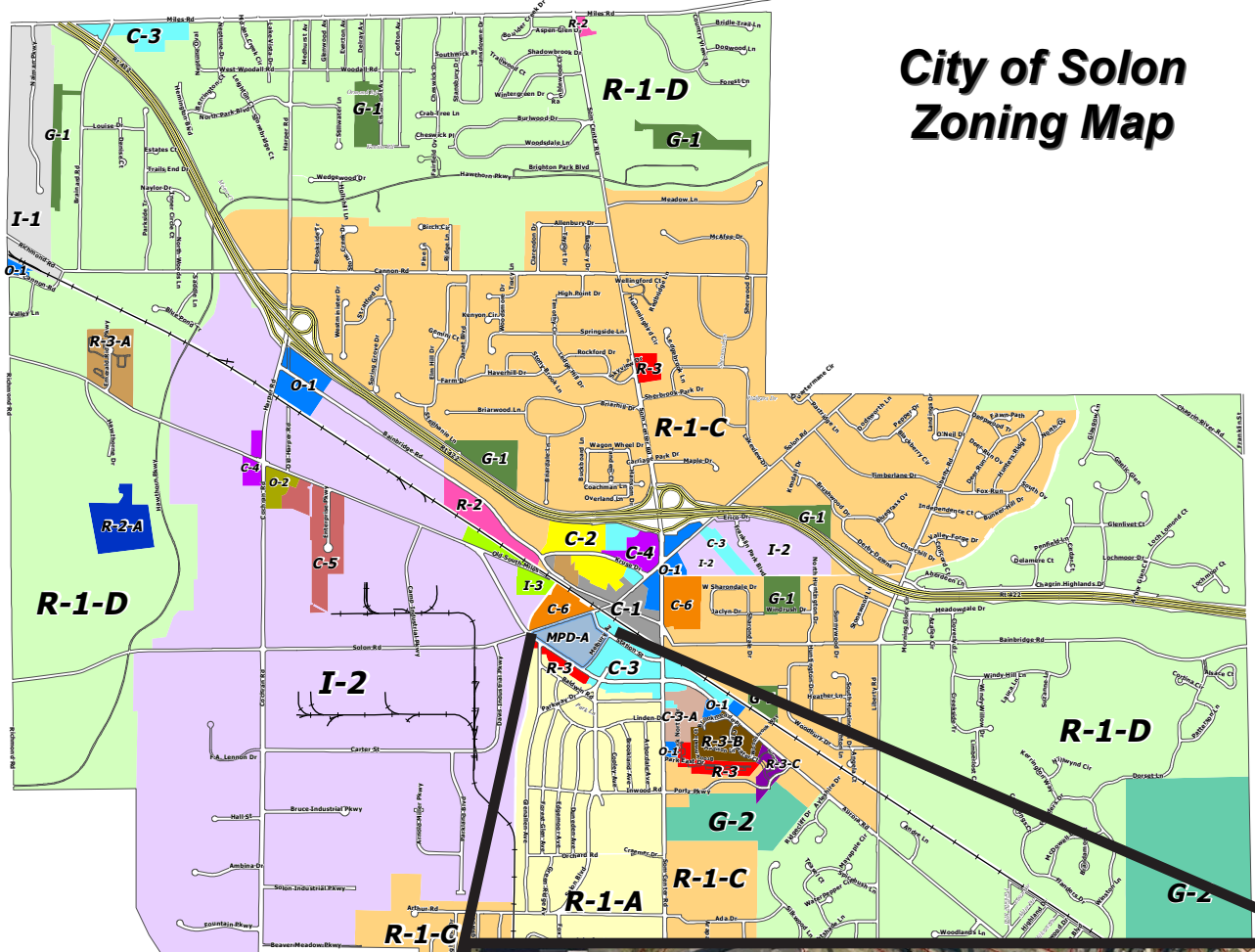
Development Plan Requirements

- Plan submissions require site plans, architectural elevations, landscape design, environmental studies (wetland, stormwater, etc.), traffic impact analysis, and additional photometric and infrastructure details.
- All of the elements help to create the Development Agreement which also outlines phasing, operations, and any special conditions.

Planned Unit Development (PUD) Analysis Memorandum

EXISTING ZONING MAP

City of Solon Zoning Map



Legend

- R-1-A (Single Family 16,000)
- R-1-C (Single Family 24,000)
- R-1-D (Single Family 1 Acre)
- R-1-E (Single Family 5 Acres)
- R-1-F (Ded. Cluster Community)
- R-2 (Two Family)
- R-2-A (One & Two Family Residential - Senior Citizen)
- R-3 (Multi Family)
- R-3-A (Multi Family Senior Citizen 50 Years)
- R-3-B (Multi Family Senior Citizen 55 Years)
- R-3-C (Multi Family Special Needs)
- G-1 (Green Space)
- G-2 (Parks & Recreation)
- G-3 (General Office)
- O-2 (Office Park)
- MPD-A (Mixed-Use Planning District)
- C-1 (Restricted Commercial)
- C-2 (Restricted Commercial)
- C-3 (Commercial)
- C-3-A (Commercial Shopping Center)
- C-4 (Motor Service Commercial)
- C-5 (Industrial Retail & Service)
- C-6 (General Commercial)
- I-1 (Manufacturing and Assembly)
- I-2 (Industrial Manufacturing)
- I-3 (Industrial Auto Service)

