

**PLANNING AND DEVELOPMENT SERVICES STAFF REPORT**

**For Planning Commission Meeting of April 21, 2009**

**SUBJECT: City Place Site Plan (407-437 South Fifth Avenue) File No. SP09-07**

**PROPOSED CITY PLANNING COMMISSION MOTION**

The Ann Arbor City Planning Commission hereby recommends that the Mayor and City Council approve the City Place Site Plan and Development Agreement.

**STAFF RECOMMENDATION**

Staff recommends **approval** of the site plan because it complies with applicable local, state and federal laws, ordinances, standards and regulations.

**LOCATION**

The site is located on the east side of South Fifth Avenue, south of East William Street and north of East Jefferson Street. The site is comprised of 407, 411, 415, 419-21, 427, 433, and 437 South Fifth Avenue. The site abuts the East William Street Historic District to the north (Central Area, Allen Creek Watershed).

**DESCRIPTION OF PROJECT**

The petitioner is proposing to construct two apartment buildings with a total of 24 units (144 bedrooms) and 36 surface parking spaces. The buildings are proposed to be clad in cement board siding and have pitched roofs with large dormers. Storm water runoff from impervious surfaces is proposed to be collected in an underground detention system located under the surface parking lot.

There are five landmark trees on the site and three are proposed to be removed (19-inch Silver Maple, 26-inch Sugar Maple and 28-inch Sugar Maple). The 73 inches of landmark trees to be removed require 36.5 inches of replacement. The landmark trees are proposed to be replaced by: Six 3-inch Hackberries, two 3-inch Basswoods, and five 2.5-inch Northern Pin Oaks.

**SURROUNDING LAND USES AND ZONING**

	<b>LAND USE</b>	<b>ZONING</b>
<b>NORTH</b>	Multiple-Family Residential/Office	C2A/R (Commercial/Residential District)
<b>EAST</b>	Multiple-Family Residential	R4C (Multiple-Family Dwelling District)
<b>SOUTH</b>	Multiple-Family Residential	R4C
<b>WEST</b>	Multiple-Family Residential, Parking, and Church	R4C and P (Parking District)

8a

### ZONING COMPARISON CHART

		EXISTING	PROPOSED	REQUIRED BY CURRENT ZONING
Zoning		R4C	R4C	R4C
Gross Lot Area		7 lots, ranging from 5,200 sq ft to 10,300 sq ft	53,579 sq ft (1.23 acres)	8,500 square feet (2,175 sq ft per dwelling unit) MIN
Open Space		N. A.	41%	40% MIN
Setbacks	Front	Varies from approx 14 ft to 28 ft	32 ft	32 ft MIN *
	Side: North	Varies from 3 ft to 15 ft	16 ft	16 ft MIN *
	Side: South	Varies from 3 ft to 15 ft	21.64 ft	21.64 ft MIN *
	Rear	Varies from 45 ft to 80 ft	37 ft	37 ft MIN *
Height		Varies – approx 30 feet	30 ft	30 ft MAX (to mid-point between eaves and ridge)
Parking – Automobiles		Varies	36 spaces	36 spaces (1.5 spaces/dwelling unit) MIN
Parking – Bicycles		Varies	4 spaces - Class A 24 spaces - Class C	3 spaces MIN - Class A 2 spaces MIN - Class C (1 space/5 units) MIN

\* Per Chapter 55: Additional front, side, and rear setbacks for buildings over 30 feet high and 50 feet wide.

### PLANNING BACKGROUND

The Central Area Plan recommends multiple-family residential uses for this site. Per page 65 of the Plan, "this classification includes areas on the edge of downtown and in the campus area where higher density development such as apartments and group quarters is appropriate, although the preservation of existing single and two-family structures in this area is encouraged as well."

The following are some of the applicable Goals and Actions stated in the Central Area Plan.

#### a. Neighborhood Preservation

- i. To protect, preserve, and enhance the character, scale and integrity of existing housing in established residential areas, recognizing the distinctive qualities of each neighborhood.
- ii. To encourage the development of new architecture, and modifications to existing architecture, that complements the scale and character of the neighborhood.

**b. Infill Development**

- i. To ensure that new infill development is consistent with the scale and character of existing neighborhoods, both commercial and residential. (HN47: Identify sites where the compilation of small parcels for larger developments is appropriate. Otherwise, the combining of smaller parcels in subdivided residential areas is considered inappropriate.)

**c. Tension between Commercial and Residential Uses**

- i. To protect housing stock from demolition or conversion to business use, and to retain the residential character of established, sometimes fragile, neighborhoods adjacent to commercial or institutional uses.

**d. Out of Scale Construction**

- i. To encourage the construction of buildings whose scale and detailing is appropriate to their surroundings

**e. Historic Preservation**

- i. To encourage the preservation, restoration or rehabilitation of historically and culturally significant properties, as well as contributing or complimentary structures, streetscapes, groups of buildings and neighborhoods.
- ii. To preserve the historic character of Ann Arbor's Central Area.
- iii. Where new buildings are desirable, the character of historic buildings, neighborhoods and streetscapes should be respectfully considered so that new buildings will complement the historic, architectural and environmental character of the neighborhood.

Although the scale of the proposed project is inconsistent with the scale and character of the surrounding residential neighborhood due to the size of the proposed buildings, the project meets the development standards in Chapter 55 (Zoning Ordinance) regarding area, height and placement.

**HISTORY**

In January 2008, the City Planning Commission recommended denial of a site plan and conditional zoning petition. In May 2008, the City Planning Commission recommended denial of a PUD site plan that was nearly identical to the original site plan and conditional zoning request. The applicant withdrew both applications before they were scheduled for City Council review. After a second, slightly smaller PUD petition was submitted, the City Planning Commission recommended denial and City Council denied the petition at a December 2008 meeting.

The seven houses proposed to be demolished make up the bulk of one of the most intact late 19<sup>th</sup>-early 20<sup>th</sup> century streetscapes in the City of Ann Arbor. Three of the seven houses were a part of the now-defunct Individual Historic Properties Historic District (415, 419, and 437 South Fifth Avenue). The following are brief descriptions of the properties (more information is available from staff upon request).

**407 South Fifth Avenue – c.1899**

This Dutch Gambrel style house was built around 1899. The first occupant listed in the Polk Directory was Ms. Richmond Bannister (widow of William) in 1902.

**411 South Fifth Avenue: Andrew Reule House – c.1901**

This house is a fine example of the Queen Anne style and features cross-gabled roofs and varying sized windows, including unusual oval and Diocletian shapes. Mr. Reule, a downtown clothier, occupied this house from 1902 until at least 1940.

**415 South Fifth Avenue: Clayton Gaskell (Beakes) House – c. 1838**

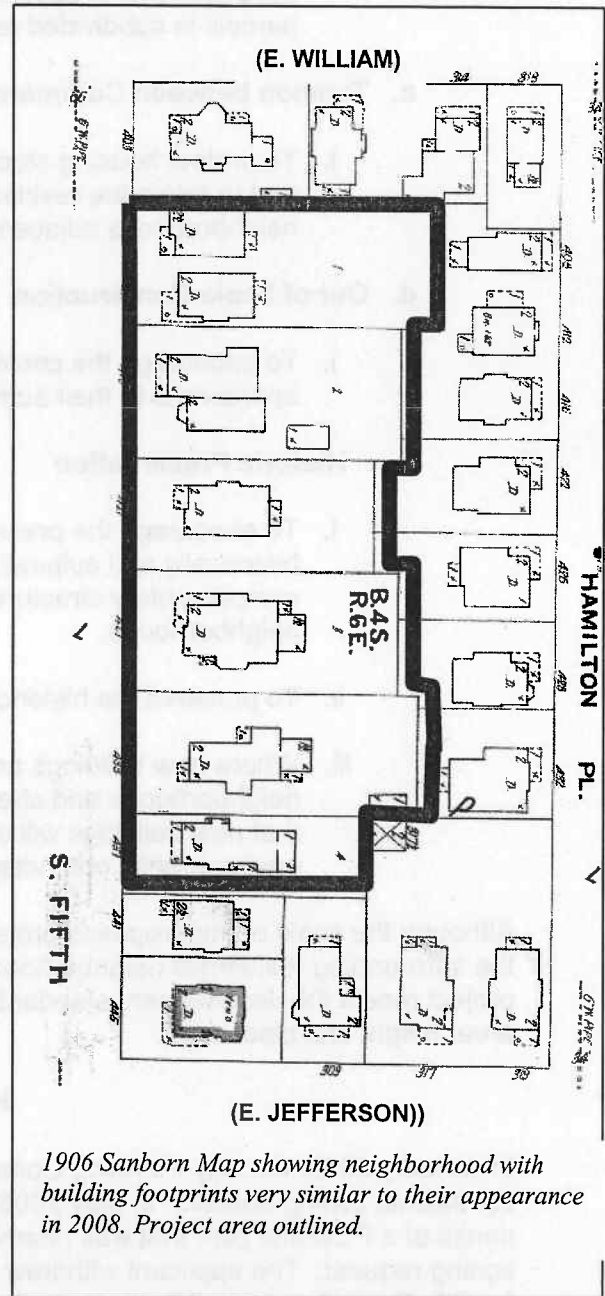
This Greek Revival style house is believed to be one of the oldest surviving houses in the city. Though it has been altered over the years, particularly the interior, it remains architecturally significant. It features a pedimented gable-front orientation, lunette in the attic, well-defined cornice, corner pilasters, and classical side entry. The house was the home of two important Ann Arbor mayors: Hiram Beakes, from 1860 until the late 1880s; and a short time later Samuel Beakes (no relation), for whom Beakes Street is named.

**419 South Fifth Avenue: Henry & Mary Mann House – 1902**

This late Queen Anne style house is symmetrical in form, with fancy shingle and fan patterned siding in the gables and brackets and upper spindles on the front porch. The house also features returns in the front gable and a full pediment and plain round Doric posts on the porch.

**427 South Fifth Avenue: Francis M. Hamilton House - c.1894**

This house first appears in Polk Directories in 1893 or 1894. Francis Hamilton moved in in 1896, and Hamilton descendents lived there until 1938. Mr. Hamilton was a Mayor of Ann Arbor, and the developer of Hamilton Place, in his Fifth Avenue backyard. The house is a restrained and symmetrical Queen Anne, with cross-gables, a cutaway corner and an open front porch.



1906 Sanborn Map showing neighborhood with building footprints very similar to their appearance in 2008. Project area outlined.



**433 South Fifth Avenue – c. 1850s(?)**

This very old and very charming house with its low pitched roof and symmetrical eaves appears on the 1880 Panorama View of the City of Ann Arbor, and could date back to the 1850s. Herbert Slauson lived here for many years after the turn of the 20<sup>th</sup> century. He was the Superintendent of Ann Arbor Public Schools, and the namesake of Slauson Middle School.

**437 South Fifth Avenue: John McCarthy House – 1866**

This house is an example of the simplest and most typical form of the Italianate style. It features a plain three-bay façade with the entrance at the right. The door is flanked by pilasters and a modified entablature.

**ANALYSIS**

Central Area Plan/Zoning – Although the proposed project is inconsistent with the Central Area Plan recommendations regarding neighborhood preservation, infill development, out of scale construction and historic preservation, it meets the minimum development standards for approval identified in Chapter 55 (Zoning Ordinance), Chapter 57 (Subdivision and Land Use Control Ordinance), Chapter 59 (Off-Street Parking Ordinance), Chapter 62 (Landscaping and Screening Ordinance) and Chapter 63 (Storm Water Management and Soil Erosion and Sedimentation Control Ordinance).

Parking – The project proposes 36 on-site parking spaces (two of which are barrier free) to accommodate parking demand for 144 bedrooms and visitors. Since no on-street parking is allowed along this portion of South Fifth Avenue, overflow parking will be accommodated in other locations in the area. Chapter 59 (Off-street Parking Ordinance) requires a minimum of 1.5 parking spaces per dwelling unit in the R4C zoning district. It allows more parking spaces if necessary to meet actual demand. The 36 spaces represent the minimum required number of spaces.

**STAFF COMMENTS**

Parks and Recreation – The requested parkland contribution would be \$32,240, based on 0.806 acres at \$40,000 per acre. The applicant has indicated that this contribution will be made by the developer.

Planning – The proposed site plan is inconsistent with the recommendations of the Central Area Plan regarding neighborhood preservation, infill development, out of scale construction and historic preservation as described in the Planning Background section above. The typical residential building in the neighborhood is approximately 2,000 square feet in size with footprints that generally vary from between 1,000 square feet and 1,200 square feet. The size of each of the two proposed buildings is approximately 30,000 square feet with a footprint of approximately 10,000 square feet.

Prepared by Jeff Kahan and Jill Thatcher  
Reviewed by Mark Lloyd  
jsj/4/16/09



- Attachments: Zoning/Parcel Maps  
Aerial Photo  
Site Plan  
Landscape Plan  
Elevations  
4/16/09 Draft Development Agreement

c: **Owner:** Fifth Avenue Limited Partnership  
403 South Fifth Avenue  
Ann Arbor, MI 48104

**Petitioner:** Midwestern Consulting, LLC  
3815 Plaza Drive  
Ann Arbor, MI 48108

**Systems Planning**  
File No. SP09-007

STAFF COMMENTS

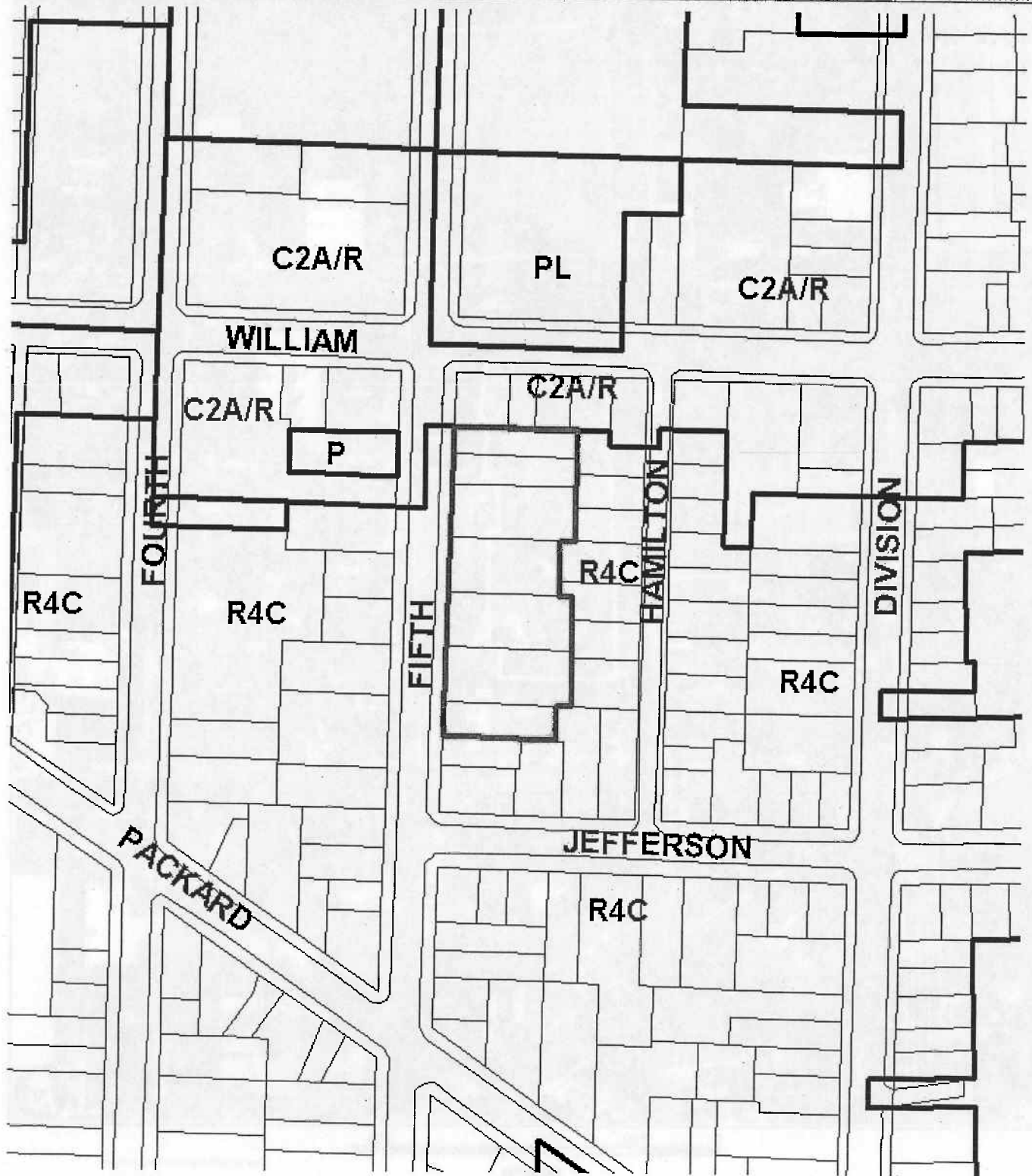
*[Faint, mostly illegible text, likely containing staff comments or meeting notes.]*



Reviewed by: [Illegible]  
Approved by: [Illegible]

# City Place

## Zoning Map



200 0 200 400 Feet





# City Place PUD



0 100 200 400 Feet

**Map Legend**  
— Railroads



Maps available online:  
<http://gisweb.ewashtenaw.org/website/mapwashtenaw/>

Copyright 2008 City of Ann Arbor, Michigan

No part of this product shall be reproduced or transmitted in any form or by any means, electronic or mechanical, for any purpose, without prior written permission from the City of Ann Arbor.

This map complies with National Map Accuracy Standards for mapping at 1 inch = 100 Feet. The City of Ann Arbor and its mapping contractors assume no legal representation for the content and/or inappropriate use of information on this map.





- LEGEND**
- CURB & OUTER
  - 4" CONCRETE PAVEMENT
  - 6" HEAVY DUTY CONCRETE PAVEMENT
  - BITUMINOUS PAVEMENT
  - ACTIVE OPEN SPACE
  - TRASH AREA
  - BARRIER FREE PARKING SPACES
  - BACK OF CURBS TO BACK OF CURB
  - NUMBER OF PARKING SPACES

**DEVELOPMENT SUMMARY**

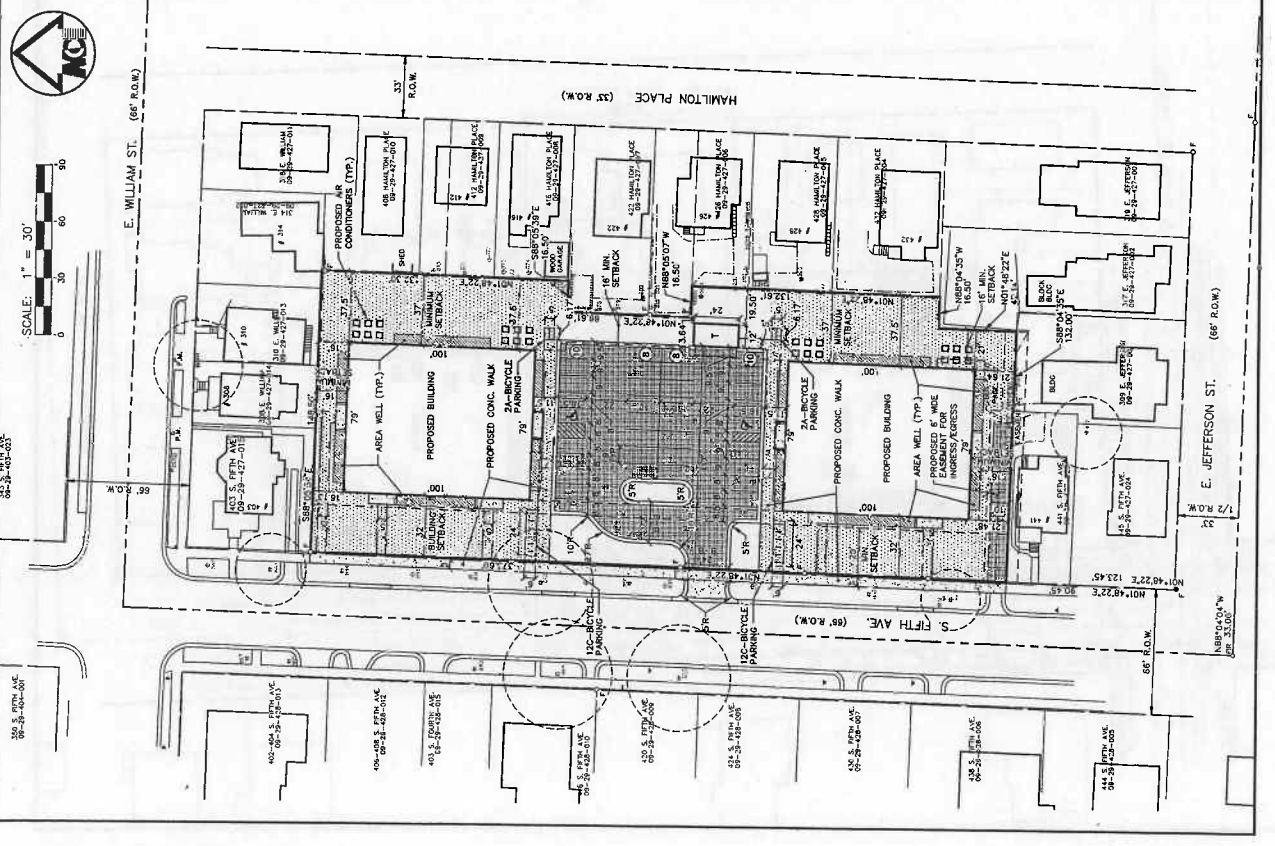
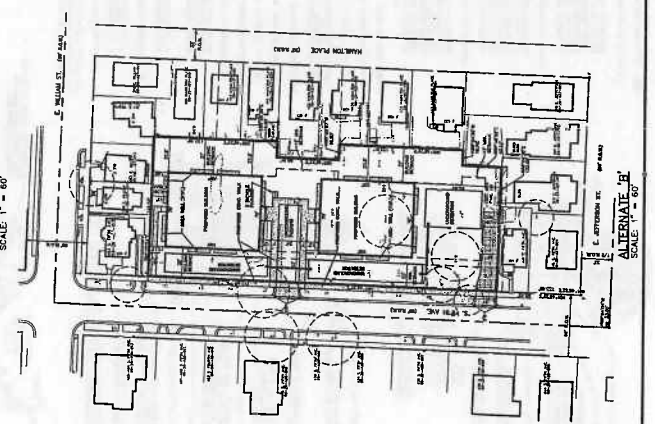
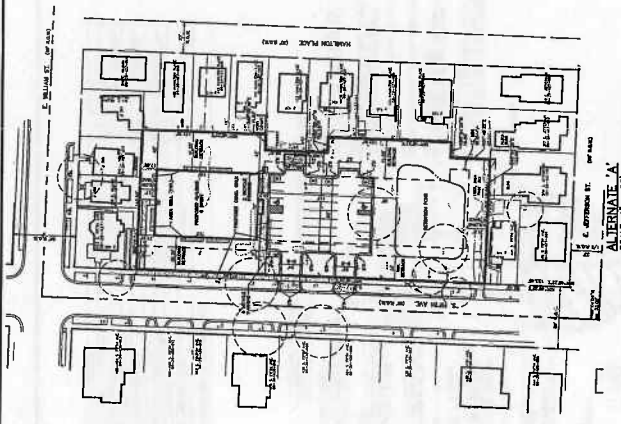
Item	Proposed	Alternative A	Alternative B
Zoning	URS	URS	URS
Maximum Lot Area	1.25 acres (53,073 sq. ft.)	1.25 acres (53,073 sq. ft.)	1.25 acres (53,073 sq. ft.)
Volume	6,800 cu. yd.	6,800 cu. yd.	6,800 cu. yd.
Maximum Building Footprint	21,000 sq. ft.	21,000 sq. ft.	21,000 sq. ft.
Maximum Floor Area	400,000 sq. ft.	400,000 sq. ft.	400,000 sq. ft.
Number of Units	144	144	144
Number of Bicycles	200	200	200
Number of Parking Spaces	200	200	200
Number of Bicycles	200	200	200
Number of Bicycles	200	200	200

**ALTERNATIVE ANALYSIS NOTES**

- The increase of the floor (D) increases the proposed site height to an unworkable level for the building. The proposed height of the building would require a significant increase in height. The only building height of 100 feet or less that would require mitigation is a building height of 100 feet. The only building height of 100 feet or less that would require mitigation is a building height of 100 feet.
- In order for redevelopment of the site to occur, the existing structures and site would have to be demolished. The demolition of the existing structures and site would require a significant amount of time and cost. The demolition of the existing structures and site would require a significant amount of time and cost.
- Alternative A is the proposed building height of 100 feet. This building height would require a significant amount of time and cost. The demolition of the existing structures and site would require a significant amount of time and cost.
- Alternative B would require existing parking to be placed underground, which would require a significant amount of time and cost. The demolition of the existing structures and site would require a significant amount of time and cost.

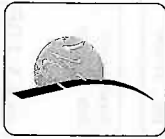
**ALTERNATIVES ANALYSIS SUMMARY**

Item	Proposed	Alternative A	Alternative B
Structure	URS	URS	URS
Number of Units	144	144	144
Number of Bicycles	200	200	200
Number of Parking Spaces	200	200	200
Number of Bicycles	200	200	200
Number of Bicycles	200	200	200



PHOTOGRAPHY: MORTENSON PHOTOGRAPHY, ANN ARBOR, MI. SCALE: 1" = 30'





© Copyright 2008

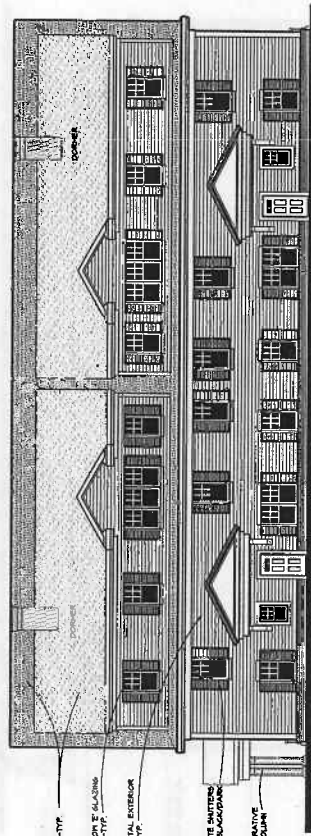
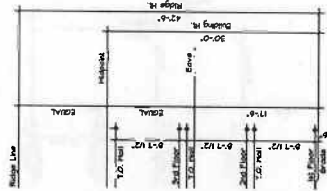
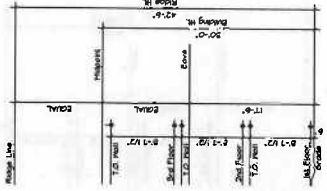
City Place  
M.O.R.  
Lap Sided Facade

J BRADLEY MOORE  
& ASSOCIATES  
444 Jackson Road, #150 Ann Arbor, MI 48103 (734) 930-1500

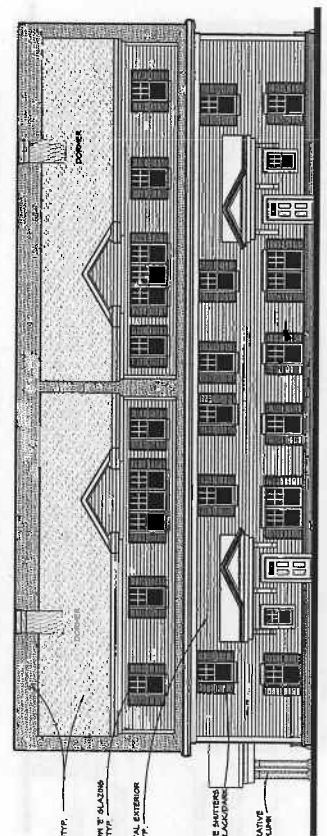
Revisions

job 27106

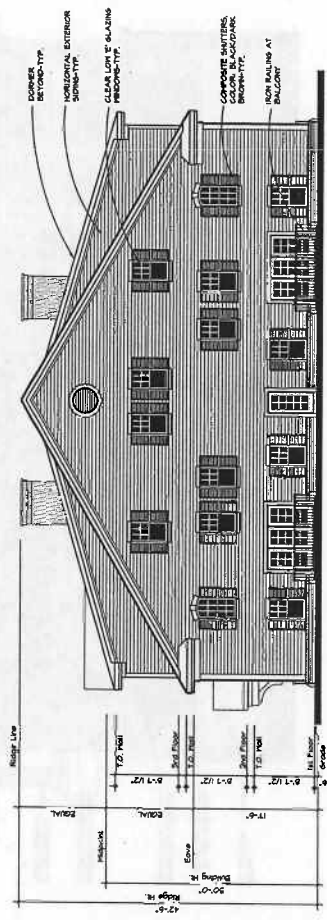
drawn kkk/NTJ  
date 03/06/09  
sheet A3.9B



ALT. 'B5' FRONT ELEVATION-WEST (south building) PITCHED ROOF  
SCALE: 1/8" = 1'-0"

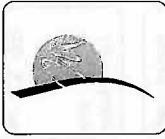


ALT. 'B1' FRONT ELEVATION-WEST (south building) PITCHED ROOF  
SCALE: 1/8" = 1'-0"



ALT. 'B' RIGHT ELEVATION-SOUTH (south building) PITCHED ROOF  
SCALE: 1/8" = 1'-0"





© Copyright 2008

City Place  
M.O.R.  
Lap Sided Facade

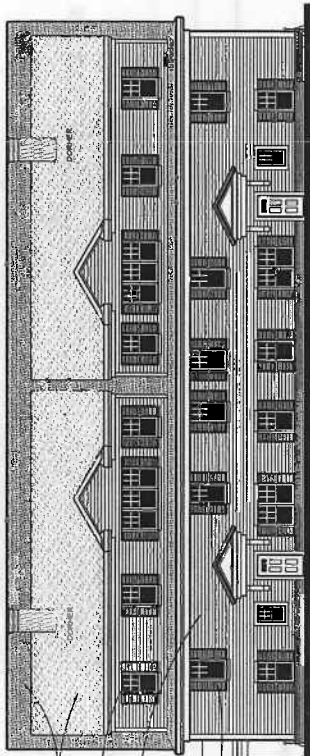
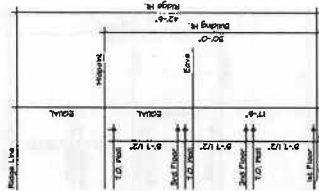
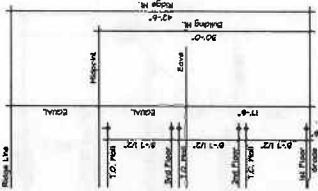
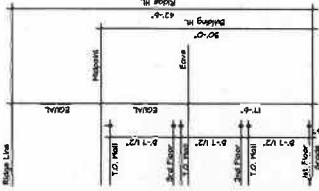
J BRADLEY MOORE  
& ASSOCIATES  
8644 Jackson Road, #150 Ann Arbor, MI 48103 (734) 930-1500

revisions

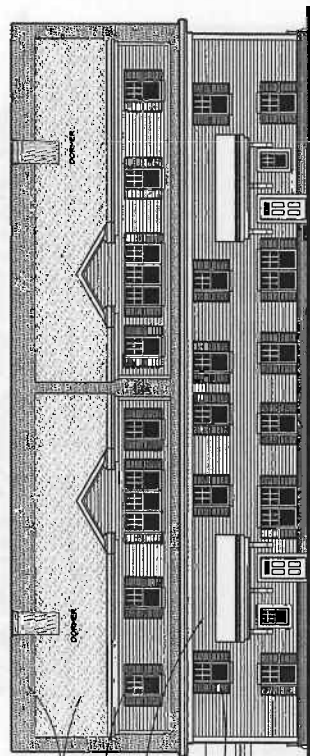
job 27106

drawn hwy/MTJ  
date 03/06/09

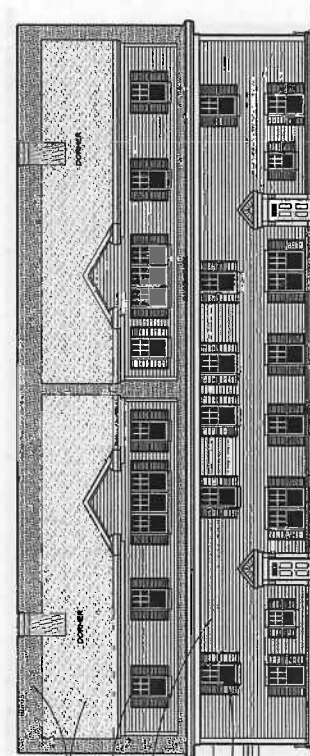
shd A3.10B



ALT. 'B2' FRONT ELEVATION-WEST (south building) PITCHED ROOF  
Scale: 1/8" = 1'-0"



ALT. 'B3' FRONT ELEVATION-WEST (south building) PITCHED ROOF  
Scale: 1/8" = 1'-0"



ALT. 'B4' FRONT ELEVATION-WEST (south building) PITCHED ROOF  
Scale: 1/8" = 1'-0"



© Copyright 2008

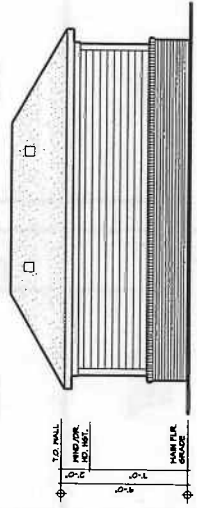
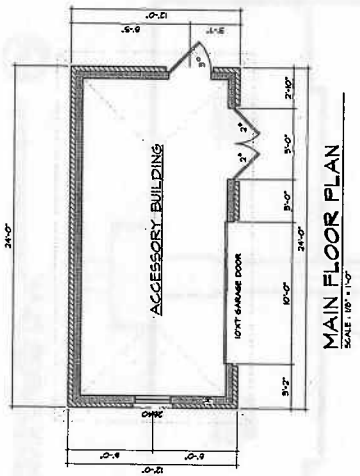
City Place Accessory Building  
M.O.R.  
Plan and Elevations

4844 Jackson Road, #150 Ann Arbor, MI 48103 (734) 930-1500  
**BRADLEY MOORE & ASSOCIATES**

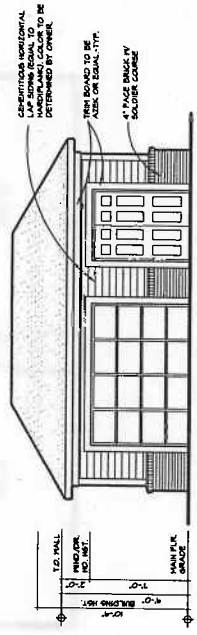
revisions

job 27106A

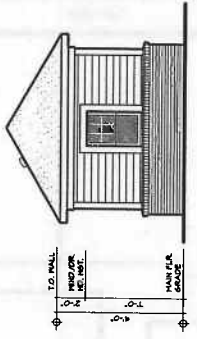
drawn MTJ  
date 04/15/08  
sh. B1.2



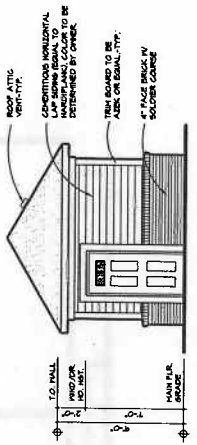
REAR ELEVATION-EAST  
SCALE: 1/4" = 1'-0"



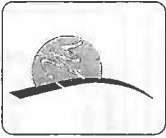
FRONT ELEVATION-WEST  
SCALE: 1/4" = 1'-0"



LEFT SIDE ELEVATION-NORTH  
SCALE: 1/4" = 1'-0"



RIGHT SIDE ELEVATION-SOUTH  
SCALE: 1/4" = 1'-0"



© Copyright 2008

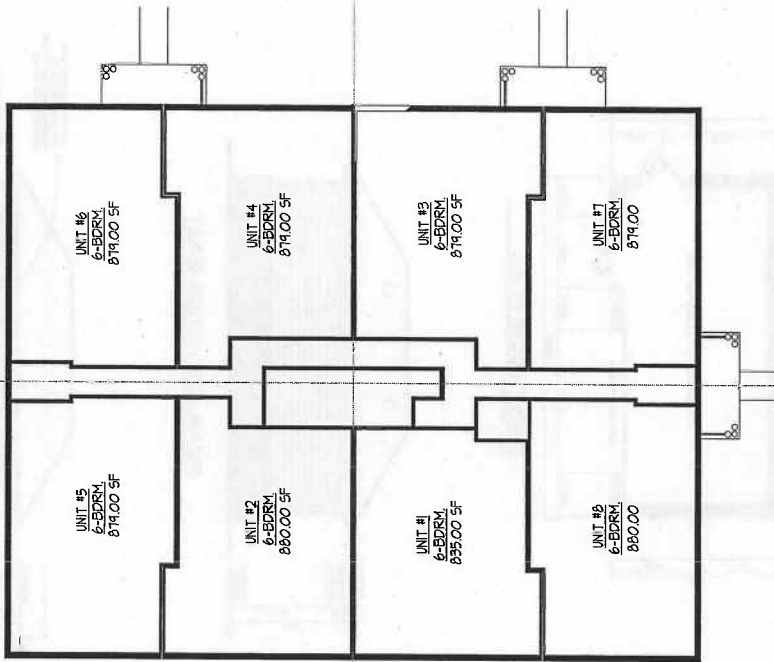
City Place  
M.O.R.  
Floor Plans

J BRADLEY MOORE & ASSOCIATES  
4844 Jackson Road, #150 Ann Arbor, MI 48103 (734) 930-1500

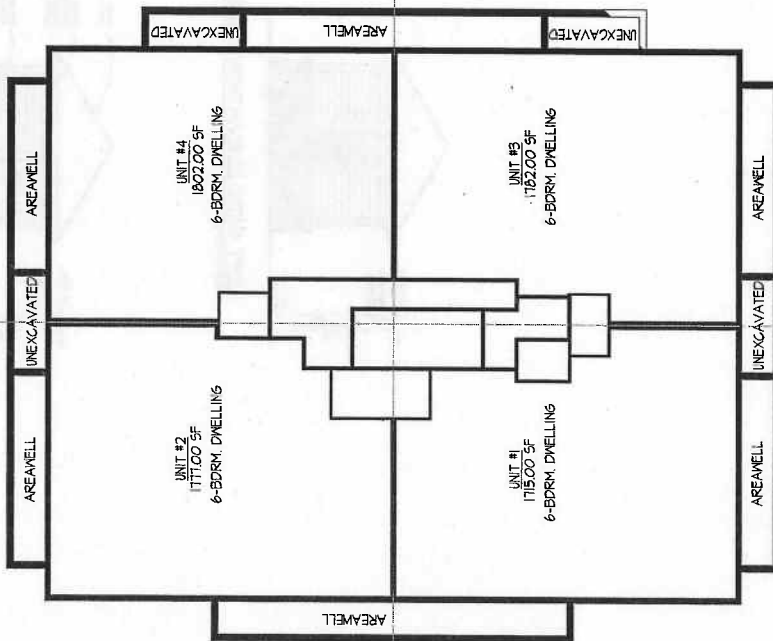
revisions

job 27106

drawn kkk/mtj  
date 03/13/09  
shl B1.1



MAIN FLOOR PLAN  
SCALE: 1/8" = 1'-0"  
1750 SQ FT  
NORTH BLOCK, ELEVATION SHL BUT OPPOSITE



LOWER LEVEL PLAN  
SCALE: 1/8" = 1'-0"  
1750 SQ FT  
NORTH BLOCK, ELEVATION SHL BUT OPPOSITE