

**PLANNING AND DEVELOPMENT SERVICES STAFF REPORT**

**For Planning Commission Meeting of October 21, 2008**

**SUBJECT: South Fifth Avenue Underground Parking Garage and Street Improvements  
Public Project Review (319 South Fifth Avenue) File No. SP08-015**

**PROPOSED CITY PLANNING COMMISSION MOTION**

The Ann Arbor City Planning Commission hereby approves the following resolution:

WHEREAS, the City Administrator is directed to obtain comments and suggestions from the appropriate City departments with regard to certain City projects meeting private development regulations prior to recommending that City Council approve funding for them; and

WHEREAS, such projects are to be reviewed by the City Planning Commission prior to City Council approval;

RESOLVED, that the Ann Arbor City Planning Commission finds that the South Fifth Avenue Underground Parking Garage adheres to City private development standards, with the following exception:

- The Fifth Avenue roadway geometry (horizontal alignment) does not meet Public Services Standard Specifications.

**STAFF RECOMMENDATION**

Staff recommends that the Planning Commission **approve** the motion above regarding this public project because it generally complies with local, state and federal laws and regulations to the greatest extent feasible, and would not cause a public or private nuisance or have a detrimental effect on the public health, safety and welfare.

**LOCATION**

The site is located between South Fifth Avenue and South Division Street, between East William Street and East Liberty Street (Central Area). This site is in the Allen Creek Watershed.

**DESCRIPTION OF PETITION**

The South Fifth Avenue Underground Parking Garage Public Project includes construction of a four-story underground garage housing 785 parking spaces. In addition, the surface of the site will be improved to include 38 surface parking spaces, stairs and elevators serving the underground garage and a new public street and right-of-way (Library Lane), extending from the west side of Fifth Avenue through to Division Street for a total of 823 parking spaces. Five open stairways located throughout the site will allow light to penetrate into the lower levels with

light wells located along the north side of Library Lane which will permit natural light into the pedestrian pathway within the garage.

Along the proposed street Library Lane, street trees are provided along with special paving materials, bike hoops and pedestrian lighting. Additional bike hoops are proposed along the interior of the site and along Fifth Avenue. Transformers, generators and a dumpster with recycling are proposed along the north property line.

The proposed underground garage will have a vehicular ramp on Library Lane at the east end of the site. This one-way ramp allows for entry only into the garage. Another vehicular ramp will be located along Fifth Avenue leading directly into the garage. The main entrance to the garage will be located in the interior of the surface parking lot and accessed from Library Lane.

Two 30-foot tall vertical chambers are proposed under South Fifth Avenue to detain a 100-year storm event. Discharge of the storm water will go to the public storm sewer in South Fifth Avenue by a multiple-stage pumping system. This storm water system meets the minimum requirements of Chapter 63, Storm Water Management. County Drain Commissioner approval is not required for this site.

No natural features are impacted by this proposal.

### COMPARISON CHART

		EXISTING	PROPOSED	PERMITTED/REQUIRED
Zoning		P (Parking District)	P	P
Gross Lot Area		34,988 sq ft (0.8 acres)	34,988 sq ft (0.8 acres)	None
Minimum Lot Width		65 ft – S. Division 225 ft – S. Fifth	65 ft – S. Division 225 S. Fifth	None
Maximum Usable Floor Area in Percentage of Lot Area		None	3,498 sq ft *	None
Setbacks	Front	20 ft – S. Fifth 20 ft – S. Division	10 ft – S. Fifth	10 ft MIN
	Side	5 ft	18 ft	2.5 ft MIN
	Rear	NA	NA	2.5 ft MIN
Parking - Automobiles		194 spaces 6 spaces - Motorcycle	785 underground spaces 38 surface spaces	None
Parking - Bicycles		2 spaces – Class A	14 spaces – Class B 33 spaces – Class C	NONE Required in DDA

\* Estimate of the maximum total area in the garage that could be considered usable (Republic offices, maintenance office, etc.).

### SURROUNDING LAND USES AND ZONING

LAND USE		ZONING
NORTH	Retail and Residential	C2A/R (Commercial Residential District)
EAST	Residential	C2A/R
SOUTH	Library, bank and Residential	PL (Public Land) and C2A/R
WEST	Post Office	PL

### PROJECT HISTORY

Per the City Polk Directory, this site was used as a municipal parking lot since 1941-43. Before this, three residential houses were located on the site.

### PLANNING BACKGROUND

The Central Area Plan identifies this site as having significant development potential and would provide opportunities for large-scale residential or mixed-use projects. The Downtown Plan calls for parking expansion opportunities at this site, while encouraging underground construction as part of larger private developments.

The property is currently zoned P (Parking District) and is bordered by C2A/R (Commercial/Residential District) to the north and east and PL (Public Land) to the south. In the proposed A2D2 rezoning guidelines, this project will be located within the D-1 Core District and be located in the proposed Midtown Character District. The design of the parking garage includes structural capacity for many possible development opportunities above grade for future building development, civic open space or surface parking.

Information about public input was provided by the Downtown Development Authority (DDA) and is listed below:

#### Spring 2008

- Presentation to AADL board
- Presentation to Commission on Disabilities (see attached response from the Commission)
- Shared on-line survey with AADL – 6,000 responses (see attached summary)

#### Spring, Summer & Fall 2008

- Monthly design updates to MSAA, SSAA and Downtown Area CAC members and to Jesse Bernstein/A2Chamber
- May 13 City Planning Commission work session
- May 21 Public Meeting on preliminary project design
- May 22 Presentation to WCA
- Aug 12 City Planning Commission work session
- Oct 15 Open House on DDA approved project design (see attached feedback compilation)

This content was on the DDA website and was updated throughout the design process. Also, a survey generated a 1,000-person email mailing list, which was used to send meeting notices/reminders of website updates.

### **COMMENTS PENDING, DISMISSED OR UNRESOLVED**

Traffic - The geometry of the roadway and speed ramp is still undesirable. The speed ramp location was improved and the traffic shift reduced but still is not a practical roadway design. The horizontal curves are of such small radius and length they are inconsequential.

The AASHTO green book states in general controls for horizontal alignment that “ *the ‘broken back’ or ‘flat back’ arrangement of curves (with a short tangent between two curves in the same direction ) should be avoided except where very unusual topographical or right-of-way conditions make other alternatives impractical...*”

The original traffic impact study did not address the impact to the closure of Fifth Avenue during construction. Supplemental information was provided on traffic modeling for the closure but all the assumptions were not provided so a comprehensive review was not possible. However, the information provided indicated acceptable levels of service could be achieved. The geometry of some intersection modifications and the proposed signal phasing needs to be further studied to ensure it is feasible.

Engineering – The sanitary sewer mitigation calculations for the proposed garage were reviewed and approved (3 FDD) based on the proposed plans. The dimensions of the structure under South Fifth Avenue are such that it is anticipated that this structure will need to be classified as a bridge under the definition by the Federal Highway Administration (FHWA), which will result in a need to have the structure inspected by the City on a biennial basis. This will be researched by Public Services staff, and if confirmed the detailed arrangements for this inspection will need to be documented for the benefit of the City and the DDA.

Forestry - Associated fees that must be paid prior to issuing permits for the proposed plan total \$2,739.75.

Land Development Coordinator – The following comments are recommendations for providing a preferred storm water management system that would reduce the amount of storm water discharged into the public storm and eliminate the need for reliance on pumps for draining the system.

Within the Rules of the Washtenaw County Drain Commissioner, there is a hierarchy of preferred best management practices. Under the preferred hierarchy of structural site controls infiltration is listed first as the most effective form of storm water management. The proposed site plan utilizes a below-grade detention system made up of vertical tanks that allow for no infiltration. The Fox Sandy Loam soil at this site is suitable for infiltration. Given the urban nature and soils, this site is an excellent candidate for infiltration. As the P4 level of parking is at or slightly above the estimated ground water elevation and the parking under the South Fifth Avenue and Library Lane go only down to P3, there appears to be sufficient area available above the groundwater elevation to install perforated pipes/chambers for infiltration. A concrete wall or other barrier could be installed between the infiltration system and the side walls of the P4 parking area to prevent saturated soils against vertical wall structures. If the P4 level can

tolerate saturated soils just below the floor (groundwater), it seems feasible that the P3 levels could tolerate saturated soils a few feet below the floor (simulated perched groundwater).

In an effort to eliminate some or all of the pumping necessary for the storm water detention, consider finding storage locations that can gravity drain to the public storm sewer, or that utilize 100 percent infiltration with a gravity-fed emergency overflow connected to the public storm.

Planning – The City Planning Commission is required to review all public projects before City Council approval if the project costs are more than \$250,000 (see attached resolution). The petitioner has indicated the cost of this project is approximately \$56.4 million. Approximately 75 percent of said sum is estimated to be the costs related to building underground parking spaces and 25 percent of the costs are related to supporting other benefits including area redevelopment opportunities.

Per the Calthorpe Plan and subsequent A2D2 Guidelines, it is preferable to minimize surface parking in the downtown in favor of more intensive site development that is typical in urban settings. When well designed, this is the essence of pedestrian oriented urban planning. The Central Area Plan identifies this site as having significant development potential and would provide opportunities for large-scale residential or mixed-use projects. The construction of this parking garage allows for future expansion above ground.

Staff applies the City's private development standards for the review of public projects for the purpose of striving to adhere to these standards as close as practical. However, it is acknowledged, due to the characteristics of these projects, that the private standards are often not directly applicable. Staff generally supports this proposal as this proposal adheres to the city's private development standards.

Prepared by Christopher Cheng  
Reviewed by Connie Pulcifer and Mark Lloyd  
jsj/10/16/08

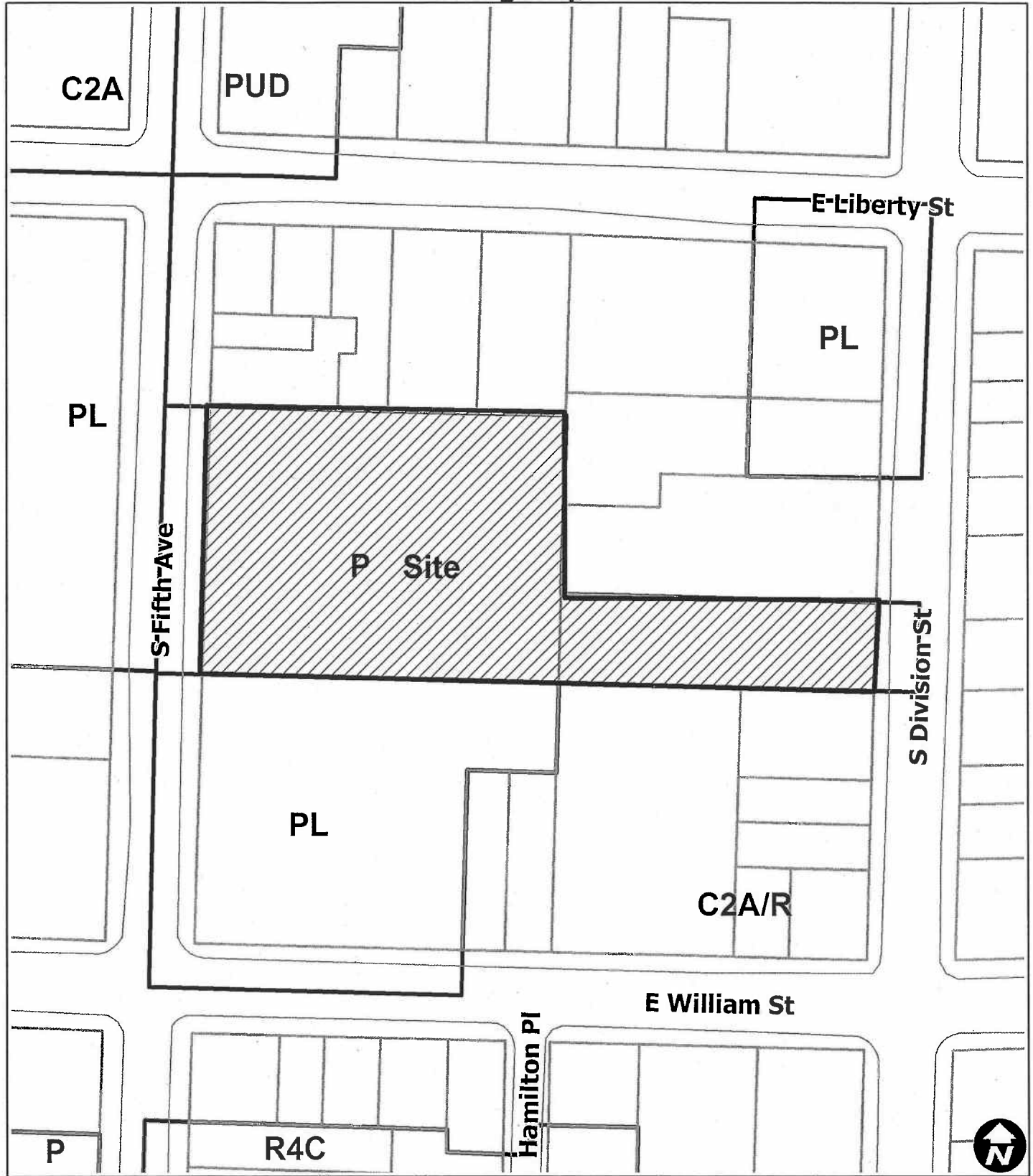
Attachments: Zoning/Parcel Maps  
Aerial Photo  
Site Plan  
Landscape Plan  
Elevations  
Response from Commission re: Presentation to Commission on Disabilities  
Summary of On-Line Survey with AADL  
Feedback Compilation on October 14 Open House on DDA approved Project Design  
DDA Public Project Resolution  
City Council Resolution

c: Owner: City of Ann Arbor  
100 North Fifth Avenue  
Ann Arbor, MI 48107

Petitioner's Agent: Adrian Iraola  
Washtenaw Engineering Company  
3250 W. Liberty Rd.  
Ann Arbor, MI 48106

Systems Planning  
File No. SP08-015

# Fifth Avenue Underground Parking Garage -Zoning Map-



0 50 100 200 Feet



Maps available online:

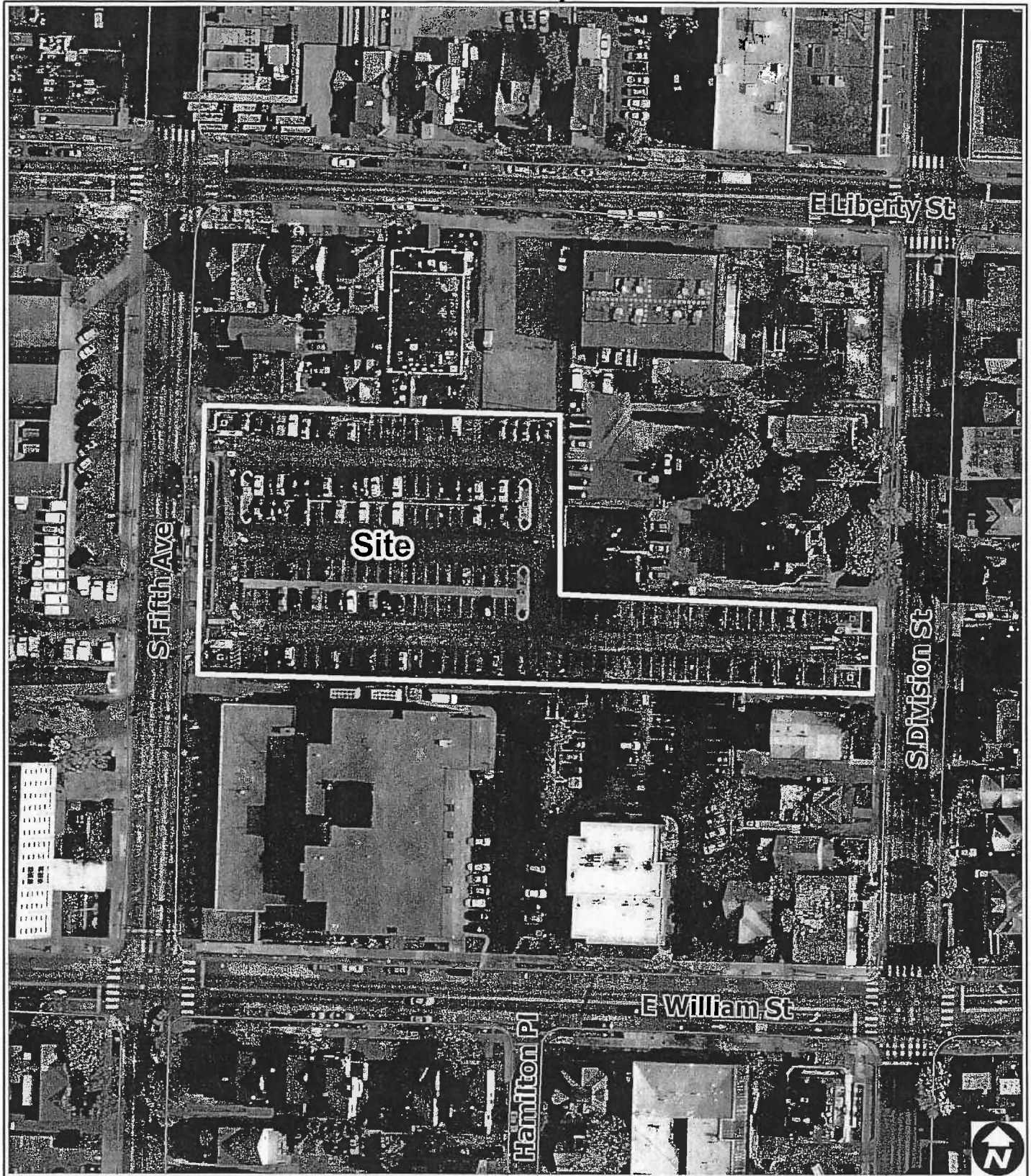
<http://gisweb.ewashtenaw.org/website/mapwashtenaw/>

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# Fifth Avenue Underground Parking Garage -Aerial Map-



0 50 100 200 Feet

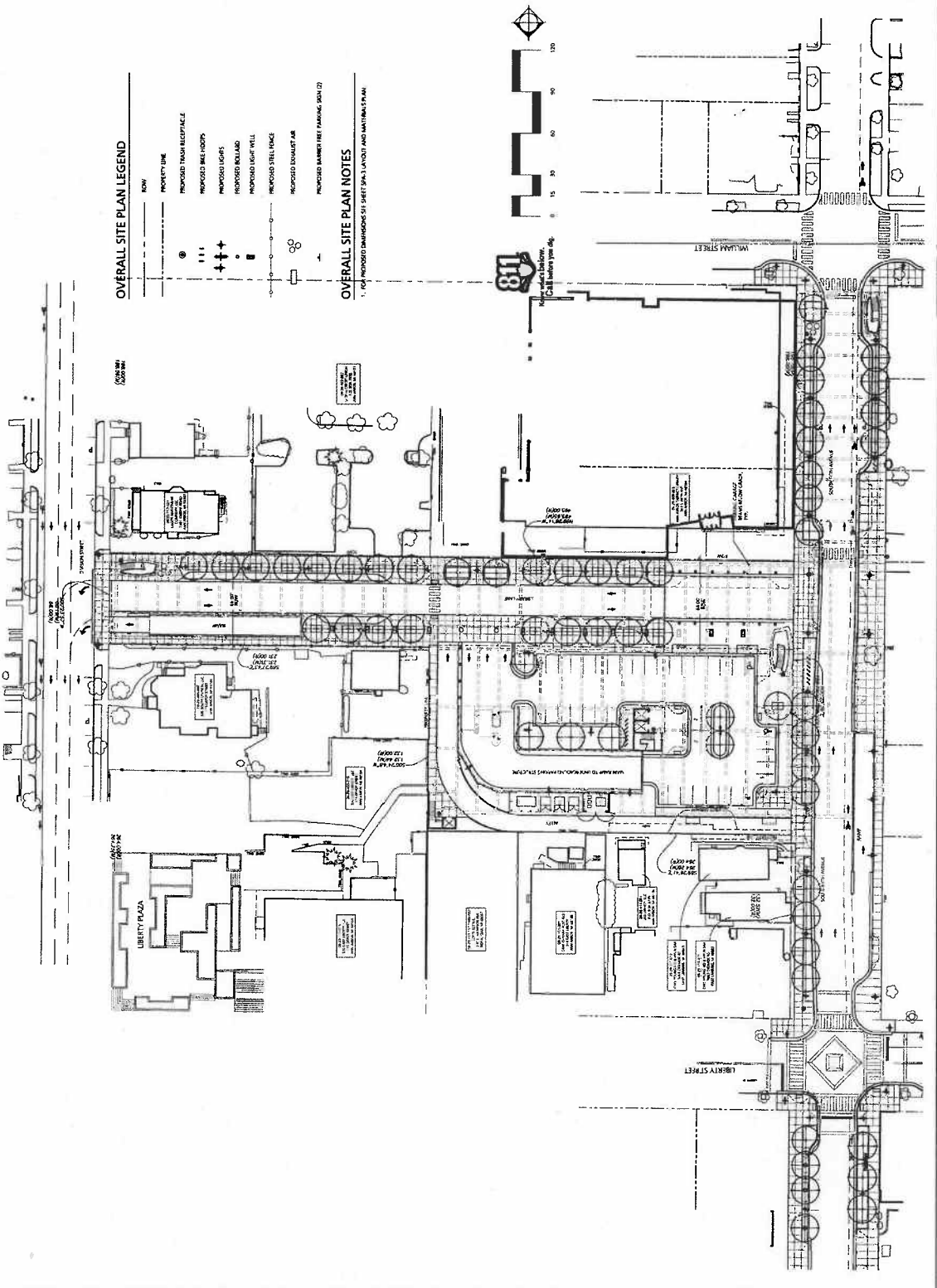


Maps available online:  
<http://gisweb.ewashtenaw.org/website/mapwashtenaw/>

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**OVERALL SITE PLAN LEGEND**

- NEW
- PROPERTY LINE
- REPOSED FROM RECYCLE
- REPOSED MAIL ROOMS
- REPOSED LIGHTS
- REPOSED WALKWAY
- REPOSED EIGHT WALL
- REPOSED TELLER KIOSK
- REPOSED EXHAUST AIR
- REPOSED WALKWAY WITH PARKING, SEE 02

**OVERALL SITE PLAN NOTES**

1. ALL REPOSED DIMENSIONS SET FROM 1993 LAND AND MATERIAL PLAN.





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**Luckenbach  
 Ziegelman  
 Architects  
 PLLC**

City of Ann Arbor  
 South Fifth Ave.  
 Underground  
 Parking Garage  
 and Street  
 Improvements

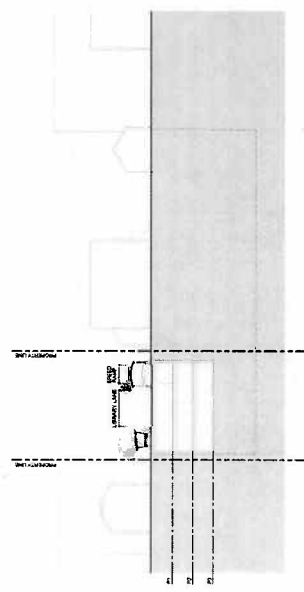
Ann Arbor, Michigan

The drawings are the property of Carl Walker, Inc. and shall remain the confidential information of Carl Walker, Inc.

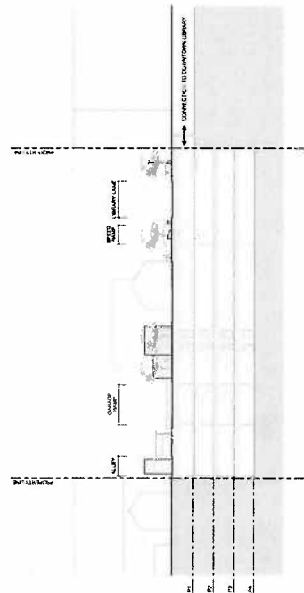
PROJECT NAME	FILE
DATE	DATE
BY	BY
CHECKED BY	CHECKED BY
DATE	DATE
SCALE	SCALE
PROJECT NO.	PROJECT NO.
DATE	DATE

DATE: 11/11/11  
 SCALE: AS SHOWN  
 PROJECT NO.: SPA-12  
 SHEET NO.: SPA-12

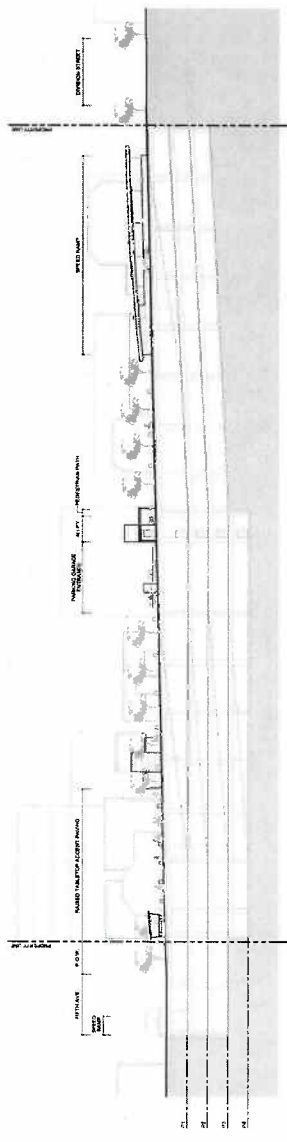
**ELEVATIONS**  
 N1-2008-504  
 SPA-12



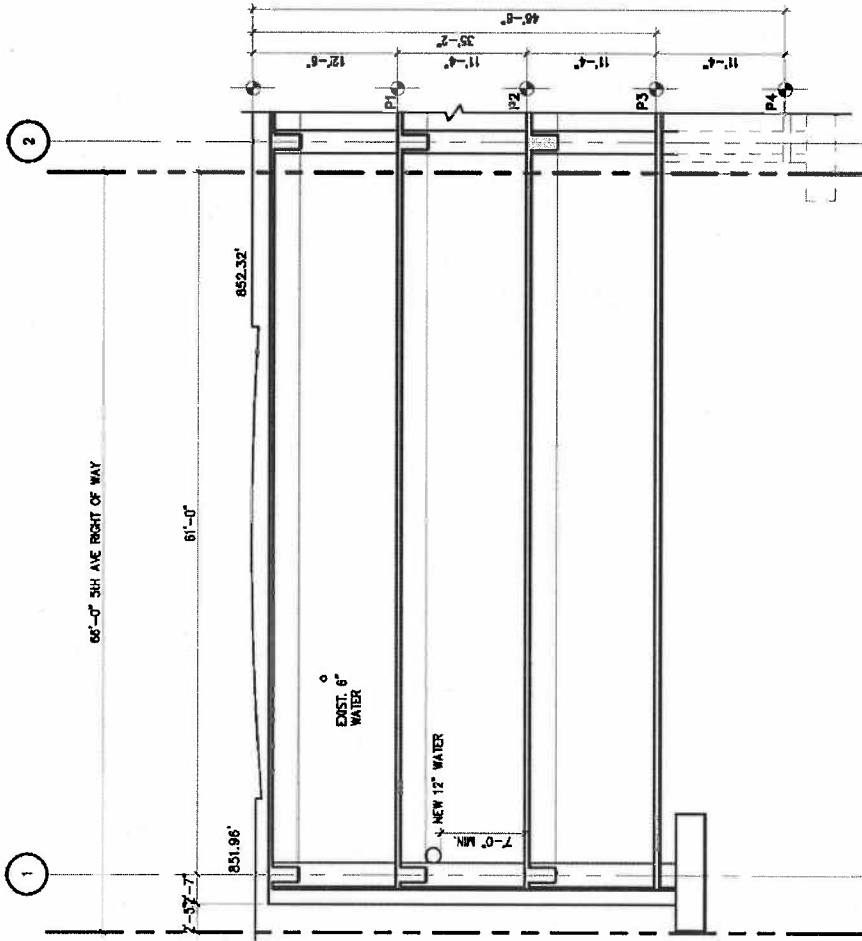
2 West Elevation  
 SPA-12 1/8"=1'-0"



3 East Elevation  
 SPA-12 1/8"=1'-0"



1 South Elevation  
 SPA-12 1/8"=1'-0"



5th AVENUE SECTION - FACING NORTH  
 3/32" = 1'-0"  
 5th AVE SECTION AR LIBRARY

PROJECT <b>SOUTH FIFTH AVE UNDERGROUND</b> PARKING GARAGE AND STREET IMPROVEMENTS CITY OF ANN ARBOR, MI	DATE 09-24-2008	PROJECT NO. N1-2008-504	SCALE 3/32" = 1'-0"	DRAWING NO. SPAR1
	DESIGNER CHICAGO ILLINOIS INDIANAPOLIS INDIANA JACKSONVILLE FLORIDA MILWAUKEE WISCONSIN			





Response from Commission re:  
Presentation to Commission on Disabilities

3/26/08

Topic 1: Library Lot

Questions, Thoughts, Concerns and Suggestions...

- \*Brand new construction is the best and only time to fully consider complete legal and pragmatic access and usability issues; cheaper, easier and more effective than a retrofit.
- \*In addition to legal and pragmatic access to the structure and surface lot, this project provides a perfect opportunity to improve access to the adjacent public library. What provisions have been considered regarding loading and unloading at the library? (coordination with forthcoming library redesign for passenger loading away from busy streets, vehicle standing area to wait for passengers, interior route from structure to library, adequate width for standing/moving/loading vehicles, permanence of increased library access even if use of surface is changed etc.)
- \*Structure should be designed and built so that accessible and van-accessible spaces can be designated throughout the structure (unlike Maynard where side slope prevents first floor accessible spots).
- \*The Commission is involved in discussions regarding the City's A2TPU directions. How does this substantial new downtown parking align with proposals for demand-management via decreased downtown parking? Any impact on transit has an impact on the disability community.
- \*Lighting considerations for a broad spectrum of visual acuities. How to maintain lighting during emergency/power failure?
- \*Emergency power and emergency evacuation considerations (emergency power to elevators, accessible egress routes if elevators are non-functional, personal egress routes not shared with vehicles, lots of access points to accessible routes etc.).
- \*Clear ingress/egress signage for vehicles and pedestrians, including which routes and elevators go to which entrances/exits (walking distances).



# South Fifth Avenue Underground Parking Garage and Street Improvements

Stakeholder Engagement

July 21, 2008

## Activities

- Online project overview [www.A2DDA.org](http://www.A2DDA.org)
- May 2008 survey, 6016 respondents
- Open community meeting
- Council member, city staff interviews
- Planning Commission working session
- Development Review Committee Meeting

## Values

- Safety
- Environmentally friendly design
- Easy pedestrian links
- Alternative transport support
- Fast in and out
- Flexible design
- Smooth traffic flow

## S. Fifth Ave. Underground Parking Structure

Open House Feedback October 14, 2008

15 responses

We value your input, and would appreciate your help answering the following questions.

**1. From your perspective, how well does the proposed underground parking design support these valued elements?**

	Very Well	Well	Moderately	Poorly	Very Poorly	Not sure/no answer
Sense of safety and security	9	3	3	0	0	0
Environmentally friendly design	5	6	4	0	0	0
Easily accessed pedestrian links	7	5	2	1	0	0
Fast in and out	9	3	1	0	0	2
Below grade access to library	8	4	1	0	0	2
Pedestrian amenities	5	3	5	1	1	0
A welcoming environment	6	3	5	0	1	0
Bicycle accommodations	4	1	4	2	0	4

**2. What did you like most in what you saw or heard tonight?**

Straight forward design

The designers responded to parking structure concerns

The consideration given to lighting (natural and other) and to a sense of safety.

The underground design is very open and bright in comparison to other underground structures.

Underground structure (finally). Trying to balance cars with peds/bikes/transit

The power point and other graphics and modules with presenters at stations. Presenters were very knowledgeable and friendly.

Openness on all issues

Underground parking is a very good idea

Environmentally friendly and good lighting

Underground! Good planning for uses on the site. Light/natural light use is good. I like the connection to the library underground.

**3. Do you have questions or concerns about the project?**

Deliveries, trash pickup etc for Seva

What would be added in the future

When will public concerns for the above/ground space be ask for?

Yes, it usurps the last, best potential site for a central urban park – not necessarily a green grassy park but a place for cultural events, political gatherings, & demonstrations – and for people to meet in passing. We need that in this space.

Concern with Library Lane, possibility of fast moving traffic because it is a thru-street. What will be on top?

I'm very disappointed that the plaza area along 5<sup>th</sup> has been sacrificed for another surface lot. Plaza also needed to better relate to new AATA station across 5<sup>th</sup>. Why is surface parking needed when so much parking will have been created underground? This creates a barrier to pedestrians, not an amenity. Also, need to make more pedestrian "friendliness" at the mid-block alley next to Seva. Need more color underground. How much queuing space on Library Lane? LED lighting? Disappointed no public green space (sacrificed for parking lot). Need public art, more color Pull-up and drop-off lane for library entrance on P1 separate from thru traffic lane. Better use of surface lots. Not necessarily green space, but definitely not parking. That Library Lane will become a speedway. I think traffic calming measures need to be emphasized. I would like to see a public plaza on the ground level.  
Always.  
Another gloomy garage  
Not clear on bike parking

#### **4. Suggestions or additional thoughts to share?**

Well-planned & thought out to future use. Thanks.

Take a survey for surface space, as DDA did for parking.

Please, no additional structures above ground on this block

Green space is a necessity. Could the new library be built on top of the structure and a public place where the old library is?

Make sure accessible and inviting for future development of "Y" site.

Great meeting.

This project along with bus station & former Y & Library should have a master plan that relates to Allen Creek watershed, as well as pedestrian amenities

Can we open up garage to surface light? Can the top be more of a plaza with a water feature to attract people day & night?

I think a green (like grass & trees) plaza needs to be incorporated into whatever is built on top of the structure. Perhaps across from the "table" on Library Lane.



**City of Ann Arbor**

**Legislative File Number 08-0107 (version 1)**

**..Title**

Resolution Authorizing the Downtown Development Authority to Design and Construct an Underground Parking Garage on the City-Owned South Fifth Avenue Parking Lot

**..Memorandum**

Whereas, The Ann Arbor Discovering Downtown ("A2D2") Parking Strategies Task Force Report demonstrated the immediate need to increase public parking in the Ann Arbor downtown area;

Whereas, The Mayor and City Council adopted Resolution R-260-6-07 on June 18, 2007, to approve the recommendations for Parking Policies and Actions developed by the A2D2 Steering Committee, and directed staff to provide a schedule for implementation of the recommended actions including creating additional public parking;

Whereas, The Mayor and City Council adopted Resolution R-07-517 on November 5, 2007, requesting the Downtown Development Authority ("DDA") to issue a recommendation to the City Council regarding construction of an underground parking garage on the City-owned parking lot on S. Fifth Avenue between Liberty and William Streets (the "South Fifth Avenue lot");

Whereas, The DDA prepared a written report, and delivered a presentation to the City Council on January 14, 2008, recommending that the City construct an underground parking garage with at least 500 parking spaces on the South Fifth Avenue lot;

Whereas, The Ann Arbor District Library ("AADL") is developing plans to renovate and expand its main library branch located immediately to the south of the South Fifth Avenue lot, and its Director, speaking on behalf of the AADL Board of Trustees, has expressed support for construction of an underground parking garage on the South Fifth Avenue lot because it will help draw larger audiences to the main library branch;

Whereas, Construction of an underground parking garage on the South Fifth Avenue lot would provide short-term and long-term parking options to downtown businesses, residents, and visitors in the State Street, Main Street, and center city areas;

Whereas, The land above an underground parking garage on the South Fifth Avenue lot could be used in the near future to support new residential, retail, and/or office development and open space for public use, thus increasing the number of downtown residents, employees, and visitors, increasing the tax base, creating jobs, and enhancing the experience of being downtown; and

Whereas, The DDA has a history of successfully engaging the public when designing and constructing large public projects;

THEREFORE, BE IT RESOLVED, That the DDA is authorized to design and construct an underground parking garage under the South Fifth Avenue lot with at least 500 parking spaces, subject to approval by the City Council of the project site plan;

BE IT FURTHER RESOLVED, That the site plan shall include pedestrian and vehicular

circulation between Fifth Avenue and Division Street, along the south property line of the South Fifth Avenue lot, and the underground parking garage shall be designed to support above ground, in the short-term, surface public parking, and in the long-term, development which could include, but is not limited to, a residential, retail, and/or office building(s) and a public plaza;

BE IT FURTHER RESOLVED, That the DDA is authorized to negotiate with landowners adjacent to the South Fifth Avenue lot regarding possible acquisition of land for the underground parking garage;

BE IT FURTHER RESOLVED, That the DDA shall develop and implement a process for public engagement and shall consult with the Director of the AADL in preparing the design and site plan for the underground parking garage; and

BE IT FURTHER RESOLVED, That the DDA shall submit its proposed site plan to the City's Planning and Development Services Unit on or before October 27, 2008, for review and action by the City Council; shall submit to City Council for review and action any proposals to acquire land adjacent to the South Fifth Avenue lot; shall submit to City Council its plan to finance construction of the underground parking garage; and is encouraged to begin accumulating funds to pay for this project.

**..Staff**

Councilmembers Leigh Greden, Margie Teall, and Stephen Kunselman

RESOLUTION REQUIRING THAT  
MAJOR CITY IMPROVEMENTS BE REVIEWED  
BY CITY DEPARTMENTS AND THE CITY PLANNING COMMISSION

Whereas, Many public improvements undertaken by the City and other governmental units strive to meet private development standards; even though they are not required to meet some of the standards that are required of private developments;

Whereas, It is desirable to have public improvements adhere as close as practical to the same development standards that are required of private developers;

Whereas, The City and other governmental units can set a positive example for the private development community when it constructs new or expanded public facilities;

Whereas, It is recognized that adopted standards do not exist for some projects, such as road re-construction, which makes it impossible to compare public and private projects;

RESOLVED, By City Council that the City Administrator is directed to obtain comments and suggestions from the appropriate City departments with regard to City projects meeting private development regulations prior to recommending that the City Council approve funding for them, and that if the following City improvements cost more than \$250,000 they are to be reviewed by the City Planning Commission prior to Council approval:

- 1) new or reconstructed streets which change the streets geometric configuration or operations;
- 2) new or expanded public buildings which would normally require site plan review; and,
- 3) new or expanded parking lots or structures which would normally require site plan review.

RESOLVED, That in making a recommendation to the City Council the City Administrator shall indicate which private development regulations are not being met and indicate projects which do not have existing comparable private standards;

RESOLVED, That a copy of this resolution be sent to other governmental units that own property in the City with the request that they also obtain City review and comments regarding their proposed major improvements; and,

RESOLVED, That as a policy, City Council may proceed to construct public projects which do not meet all existing private development regulations when budget limitations prevent meeting such requirements.

DB:RAO:dcs

**APPROVED**  
BY COUNCIL

MAR 20 1989

W. NORTHCROSS  
CITY CLERK

290

G-9