## PLANNING AND DEVELOPMENT SERVICES STAFF REPORT

For Planning Commission Meeting of March 17, 2015

SUBJECT: Flagstar Bank Drive-Thru Special Exception Use and Site Plan for City

Council Approval (3600 Plymouth Road)

File Nos. SEU14-014 & SP14-046

## PROPOSED CITY PLANNING COMMISSION MOTION

The Ann Arbor City Planning Commission, after hearing all interested persons and reviewing all relevant information, finds the petition to substantially meet the standards in Chapter 55 (Zoning Ordinance), Sections 5:10.12(3)(c) and 5:104 (Special Exceptions), and, therefore, approves the Flagstar Bank Special Exception Use for a three-lane drive-thru financial facility.

### PROPOSED CITY PLANNING COMMISSION MOTION

The Ann Arbor City Planning Commission hereby recommends that the Mayor and City Council approve the Flagstar Site Plan, subject to Zoning Board of Appeals approval of a front setback variance for the drive-thru location, and subject to completion of the following prior to issuance of any permits for construction of the new building: 1) approval of an administrative amendment to the parent site plan, 2) recording of an ingress/egress easement along the existing drive from Plymouth Road, 3) and recording of cross parking easements.

## STAFF RECOMMENDATION

Staff recommends that the special exception use petition for a drive-thru facility be **approved** because the proposed use is of such location, size and character as to be compatible with the zoning district in which the site is situated; and the location and size of the proposed use, its nature and intensity, the site layout and access, and effect of the proposed use on public services would not be hazardous or inconvenient to the neighborhood nor unduly conflict with the normal traffic or the neighborhood.

Staff recommends the site plan proposal be **approved** because, it the stated conditions are satisfied, it would comply with all local, state and federal laws and regulations; the development would limit the disturbance of natural features to the minimum necessary to allow a reasonable

use of the land; and the development would not cause a public or private nuisance and would not have a detrimental effect on public health, safety or welfare.

### **UPDATED STAFF REPORT**

This petition was postponed on November 5, 2014, to allow the petitioner additional time to address traffic comments and City Planning Commission concerns. The petitioner subsequently submitted a revised site plan that relocated the entrance drive to this site further south and was heard at the January 21, 2015 City Planning Commission meeting. Based on staff comments that the relocated drive impacted a landmark tree on site, the Commission postponed the petition to allow the petitioner to revise the drive and save the landmark tree. The petitioner made these changes and requested postponement at the February 18, 2015 City Planning Commission Meeting to allow this item to be heard by a full Planning Commission.

The petitioner submitted a revised site layout with the proposed northern entrance drive moved back to its original location to save the 22-inch landmark Pin Oak tree located on the southwest corner of this site. The internal loop driveway will continue to connect to a new off-site curb cut to the south to facilitate westbound traffic exiting this site from the service drive to Green Road. The Traffic Engineer has concluded there should be adequate queuing for vehicles entering the site based on the assumption that this intersection will function similarly to the information provided in the original Flagstar Bank traffic impact analysis

The proposed drive shift was also reviewed for landscaping, fire access and utility compliance by city staff and was approved.

The total amount of impervious suface reduced from the original submission to the current revision is 2,720-square feet.

Prepared by Christopher Cheng Reviewed by Wendy Rampson 2/13/15

Attachments: 11/5/14 Staff Report

1/21/15 Staff Report Revised Site Plan

c: Project Management - Traffic Systems Planning File Nos. SEU14-014 & SP14-046

# PLANNING AND DEVELOPMENT SERVICES STAFF REPORT

For Planning Commission Meeting of November 5, 2014

SUBJECT: Flagstar Bank Drive-Thru Special Exception Use and Site Plan for City

Council Approval 3600 Plymouth Road

File Nos. SEU14-014 & SP14-046

## PROPOSED CITY PLANNING COMMISSION MOTION

The Ann Arbor City Planning Commission, after hearing all interested persons and reviewing all relevant information, finds the petition to substantially meet the standards in Chapter 55 (Zoning Ordinance), Sections 5:10.12(3)(c) and 5:104 (Special Exceptions), subject to approval of the corresponding site plan, and, therefore, approves the Flagstar Bank Special Exception Use for a three-lane drive-thru financial facility.

### PROPOSED CITY PLANNING COMMISSION MOTION

The Ann Arbor City Planning Commission hereby recommends that the Mayor and City Council approve the Flagstar Bank Site Plan, subject to Zoning Board of Appeals approval of a variance for the drive-thru location, and subject to completion of the following prior to issuance of any permits for construction of the new building: 1) approval of an administrative amendment to the parent site plan, 2) recording of an ingress/egress easement along the existing drive from Plymouth Road, 3) and recording of cross parking easements.

## STAFF RECOMMENDATION

Staff recommends that the special exception use and site plan petitions be **postponed** to allow the petitioner additional time to address traffic comments.

## **LOCATION**

The site is located on the south side of Plymouth Road, west of US-23 Highway (Northeast Area, MIllers Creek Watershed).

## **DESCRIPTION OF PETITION**

The petitioner proposes constructing a 2,840-square foot, one-story bank building facing Plymouth Road on a proposed 1.04 acre site, to be divided off the existing Holiday Inn hotel parcel. The building is to be constructed in one phase, at a total construction cost of approximately \$900,000.

The site will be accessed from an existing shared driveway off Plymouth Road. The new bank building includes a three-lane drive-thru facility, which requires special exception use approval in the C3 zoning district. The drive-thru window will be located on the east side of the building, with stacking of vehicles occuring along the south and east sides of the building. A variance from the Zoning Board of Appeals is necessary, as the drive-thru facility is proposed between a street (US-23 ramp) and the principal building.

A raised pedestrian link is proposed connecting the existing public sidewalk along Plymouth Road to the western building entrance. Sidewalk currently exists along the shared entrance drive.

The bank use requires 13-16 automobile parking spaces, and this requirement is met with 16 parking spaces located on the interior of this site, along with four uncovered bicycle spaces near the bank entrance. The petitioner proposes removing 52 existing hotel parking spaces to construct the bank parking lot, which will contain drive connections to the hotel parking lot to the south of the site. Cross-parking easements will be provided.

Storm water detention is required and will be provided underground on the southeastern corner of the parking lot. This system is designed to allow for infiltration into the soil. One 24-inch Pin Oak landmark tree is proposed to be removed, with replacement mitigation trees to be planted throughout the site. Right-of-way screening trees and shrubs are proposed along the front of this site to screen the drive-thru lane from Plymouth Road.

City Council approved rezoning of this site from R5 (Hotel-Motel District) to C3 (Fringe Commercial) and the Shoppes at 3600 Plymouth Site Plan for a 10,000 sf commercial center with a drive-thru lane in 2013. The site plan and associated land division were never finalized because the conditions of the site plan approval were never completed. The site plan petition was withdrawn in August 2014 and has been replaced by the current site plan proposal. A land division request continues to be under review.

The petitioner sent notification of this proposal on August 25, 2014 to neighbors within 500 feet of this site. Neither staff nor the petitioner has received concerns regarding the proposed development at the time this report was written.

Approval of this site plan is contingent upon obtaining a variance from the Zoning Board of Appeals for the drive-thru facility; the successful completion of an administrative amendment to the parent parcel; recording of an ingress/egress easement along the existing drive from Plymouth Road; and recording of cross parking easements. These conditions are contained in the motion.

## **SURROUNDING LAND USES AND ZONING**

|       | LAND USE                      | ZONING                         |
|-------|-------------------------------|--------------------------------|
| NORTH | Retail, Restaurant, Hotel     | PUD (Planned Unit Development) |
| EAST  | Highway and Park and Ride Lot | R5 (Motel-Hotel District)      |
| SOUTH | Hotel                         | R5                             |
| WEST  | Auto Services                 | C3 (Fringe Commercial)         |

## **COMPARISON CHART**

|  | PROPOSED - HOTEL   | REQUIRED/<br>PERMITTED   | PROPOSED -<br>BANK                    | REQUIRED/<br>PERMITTED          |
|--|--|--|---------------------------------------|---------------------------------|
| Zoning   | R5 (Hotel-Motel District)                                      | R5 (Hotel-Motel District)  | C3 (Fringe<br>Commercial<br>District) | C3 (Fringe Commercial District) |
| Gross Lot Area   | 415,450 sq ft  | 20,000 sq ft MIN   | 45,433 sq ft                          | 6,000 sq ft MIN                 |
| Maximum Usable<br>Floor Area in<br>Percentage of Lot<br>Area | Not Applicable   | Not Applicable   | 2,840 sq ft<br>(6.2%)                 | 100,797 sq ft MAX<br>(200% MAX) |
| Minimum Lot Area Per<br>Room                                 | 1,864 sq ft (223 rooms)  | 900 sq ft MIN  | Not Applicable                        | Not Applicable                  |
| Setback – Front  | 461 ft – Plymouth Rd<br>210 ft – US 23                         | 15 ft MIN<br>50 ft MAX*  | 25 feet – Plymouth<br>feet – US 23    | 10 ft MIN<br>25 ft MAX*         |
| Setback – Side(s)  | 42 ft  | 25 ft MIN  | 37 feet                               | 0 ft MIN                        |
| Setback – Rear   | 57 ft  | 15 ft MIN  | 150 ft                                | 0 ft MIN                        |
| Height   | 55 ft**<br>(5 stories)   | 50 ft MAX  | 20 ft                                 | 55 ft MAX                       |
| Parking – Automobile   | 475 spaces<br>(56 shared with<br>Hawthorne Suites)             | 475 spaces MIN<br>(56 shared with Hawthorne<br>Suites)                       | 16 spaces                             | 13 spaces MIN<br>16 spaces MAX  |
| Parking – Bicycle  | 8 spaces – Class A<br>5 spaces – Class B<br>14 spaces- Class C | 11 spaces - Class A MIN<br>6 spaces - Class B MIN<br>22 spaces - Class C MIN | Class C – 4 spaces                    | Class C – 2 spaces MIN          |

<sup>\*</sup>For new freestanding buildings constructed or site planned after 2010, otherwise none

# **SPECIAL EXCEPTION USE STANDARDS**

<u>General Standards</u> - The Planning Commission, in arriving at its decision relative to any application for a special exception, shall apply the following standards (petitioner's response in regular type, staff's comments in *italic type*):

<sup>\*\*</sup>Planned project modification granted from the R5 district maximum height of 40 ft

- (a) The proposed use or uses shall be of such location, size and character as to be compatible with the appropriate and orderly development of the zoning district and adjacent zoning districts in which the site is situated. In applying this standard, the Planning Commission shall consider whether the proposed use:
  - 1. Will be consistent with the general objectives of the City Master Plan;

The proposal has a drive-up area typical of most banks. The separation of drive through traffic is separated for added safety.

Financial institutions are permitted principal uses in the C3 (Fringe Commercial) Zoning District. The <u>Land Use Element</u> recommends commercial uses for this site. The C3 zoning allows bank drive-ins as a special exception use.

2. Will be designed, constructed, operated, and maintained in a manner that is compatible with the existing and planned character of the general vicinity;

The proposed use is in an intense commercial area. The bank with drive-thru facilities is consistent with commercial uses and is less intensive.

3. Will be consistent with the general character of the neighborhood considering population density, design, scale and bulk; and the intensity and character of activity;

The proposed building is designed in character with surrounding uses and is a less intense use than heavy commercial uses.

4. Will not be detrimental to the use, peaceful enjoyment, economic value or development of neighboring property, or the neighborhood area in general;

The use will not be detrimental to the area and the less intense use compared to commercial uses will enhance the surrounding uses.

Neighbors were notified by the petitioner of the proposed project and no objections have been received at the time this report was written.

5. Will not have a detrimental effect on the natural environment.

The development is maintaining large amounts of open space and will not cause a detrimental effect on the natural environment.

(b) The location and size of the proposed use or uses, the nature and intensity of the principal use and all accessory uses, the site layout and its relation to streets giving access to it, shall be such that traffic to and from the use or uses, the assembly of persons in connection therewith, and the effect of the proposed use on public services and facilities, will not be hazardous or inconvenient to the neighborhood nor unduly conflict with the normal traffic of the neighborhood. In applying this standard the Planning Commission shall consider, at minimum:

1. The location of and access to off-street parking and the safe provisions for pedestrian traffic:

Access to parking is separated from the drive-thru traffic providing a safe environment.

2. The relationship of the proposed use to main traffic thoroughfares and to streets and road intersections;

The site has access to Plymouth Road via an existing common drive that services the hotel and commercial uses.

Project Management has additional information regarding access to and from the site via the shared driveway (see Unit Comments, below).

3. Vehicular turning movements in relationship to traffic flow routes;

The turning movements are consistent with traffic flow routes. Refer to traffic impact statement.

Project Management has additional information regarding access to and from the site via the shared driveway (see Unit Comments, below).

4. The intensity and character of traffic and parking conditions on the site, and in the general area;

The intensity and character of traffic on site and in the area is organized and safe.

The Traffic Impact Statement states that future traffic operations with the proposed Flagstar Bank will be similar to existing conditions and minor changes to vehicle delay and LOS will not be discernable.

5. The requirements for additional public services and facilities which will be created by the proposed use will not be detrimental to the social and economic welfare of the community.

The small building will have little impact on public services and facilties.

This site will not require sanitary sewer mitigation.

(c) The standards of density and required open spaces for the proposed use shall be at least equal to those required by Chapter 55 in the zoning district in which the proposed use is to be located, unless a variance is granted.

NA

### HISTORY

This site was annexed and zoned R5 in 1966, and a site plan for a hotel building, which was never built, was approved in 1967. The site plan was superseded by a revised site plan and planned project approved in 1971. The planned project, which was approved by the Zoning Board of Appeals, allowed the height of the hotel to exceed the maximum of 40 feet. The existing Holiday Inn North building was constructed in 1972. A three-story guest room addition and several smaller additions were approved and constructed between 1974 and 1975.

A revised planned project site plan for a new hotel wing and a ballroom/meeting room addition was approved in December 1988. A site plan for minor modifications for a new hotel wing and a ballroom/meeting room/restaurant addition was approved in February 1990. The 1988 and 1990 plans were never implemented and have expired. A revised site plan was approved in December 1996 for the addition of a 82-room extended stay hotel on the site southeast of the existing hotel, which was never implemented and has expired.

A revised planned project site plan was approved in 1997 for a redesign of the southern parking lot to allow shared parking with the extended stay hotel south of this site. A land division was approved in 2005 splitting 1.75 acres off the southwest portion of this site to construct an 83-unit Microtel hotel.

The Shoppes at 3600 Plymouth land division, rezoning and site plan were submitted for the construction of a 10,000-square foot retail center with a drive-thru on this site in 2013. The rezoning was approved, and the site plan, which was conditioned upon several requirements, was later withdrawn by the petitioner. The land division remains under review as part of the Flagstar Bank site plan petition.

### PLANNING BACKGROUND

The <u>Master Plan: Land Use Element</u> supports commercial uses for this site. The Plan recommends that retail centers be designed with pedestrian access as a primary goal. It also helps encourage mass transit and reduce the demand for parking. Surface parking should be placed at the rear of the building and should not be a dominant element along public streets.

The <u>Non-Motorized Plan</u> recommends bicycle lanes and sidewalks on both sides of Plymouth Road.

The <u>Transportation Plan</u> Short-term Recommendations identifies Plymouth Road as a signature transportation corridor. Plymouth Road currently is contemplated as part of the Ann Arbor Connector Study, which establishes high capacity service from the Plymouth corridor through downtown and the southern part of the City.

## **UNIT COMMENTS**

<u>Traffic</u> – An overall level of service needs to be reported for all intersections impacted by this proposal. The current internal intersection layout of this site is impacted by the bank proposal and requires redesign. Additional queuing analysis is required for the northbound right turning movement from vehicles exiting this site onto Green Road.

<u>Systems Planning</u> – Footing drain disconnections are not required to mitigate sanitary flow as part of this development.

An ingress/egress easement must be provided along the existing drive from the Plymouth Road right of way to the proposed parking lot before issuance of any permits. All proposed off-site utility easements must be conveyed to the city prior to the issuance of the first permit, including the private storm water easement.

Stormwater - Comments pending.

<u>Planning</u> – The <u>Master Plan: Land Use Element</u> recommends commercial uses along this stretch of Plymouth Road. The bank use provides financial services closer to Plymouth Road and provides a transition of fringe commercial zoning and office use to local business zoning moving westward.

A proposed raised 5-foot wide sidewalk linking the Plymouth Road sidewalk to the bank is provided. The petitioner is proposing bollards at each corner to alert drivers of this pedestrian crossing along with reducing the drive-thru width to comply with the adopted changes to Chapter 59 (Off-Street Parking).

Staff supports the requested variance from the ZBA to locate the drive-thru facility between a street (US-23 exit ramp) and the principal building. The distance between the facility and the US-23 exit ramp is approximately 100 feet and screened with existing and proposed landscaping.

The requested land division will be finalized when the administrative amendment for the Holiday Inn site is submitted and approved and the required access easements are provided.

Prepared by Christopher Cheng Reviewed by Wendy Rampson 10/31/14

Attachments: Zoning/Parcel Maps

Aerial Photo Site Plan Landscape Plan Elevations

c: Petitioner: Mike Boggio

30100 Telegraph Rd. Suite 216 Bingham Farms, MI 48025

Owner: Daniel Soberman

39395 W. 12 Mile Road Farmington Hills, MI 48331

Project Management Systems Planning File Nos. SEU14-014 & SP14-046

## PLANNING AND DEVELOPMENT SERVICES STAFF REPORT

For Planning Commission Meeting of January 21, 2015

SUBJECT: Flagstar Bank Drive-Thru Special Exception Use and Site Plan for City

Council Approval (3600 Plymouth Road)

File Nos. SEU14-014 & SP14- 046

## PROPOSED CITY PLANNING COMMISSION MOTION

The Ann Arbor City Planning Commission, after hearing all interested persons and reviewing all relevant information, finds the petition to substantially meet the standards in Chapter 55 (Zoning Ordinance), Sections 5:10.12(3)(c) and 5:104 (Special Exceptions), and, therefore, approves the Flagstar Bank Special Exception Use for a three-lane drive-thru financial facility.

### PROPOSED CITY PLANNING COMMISSION MOTION

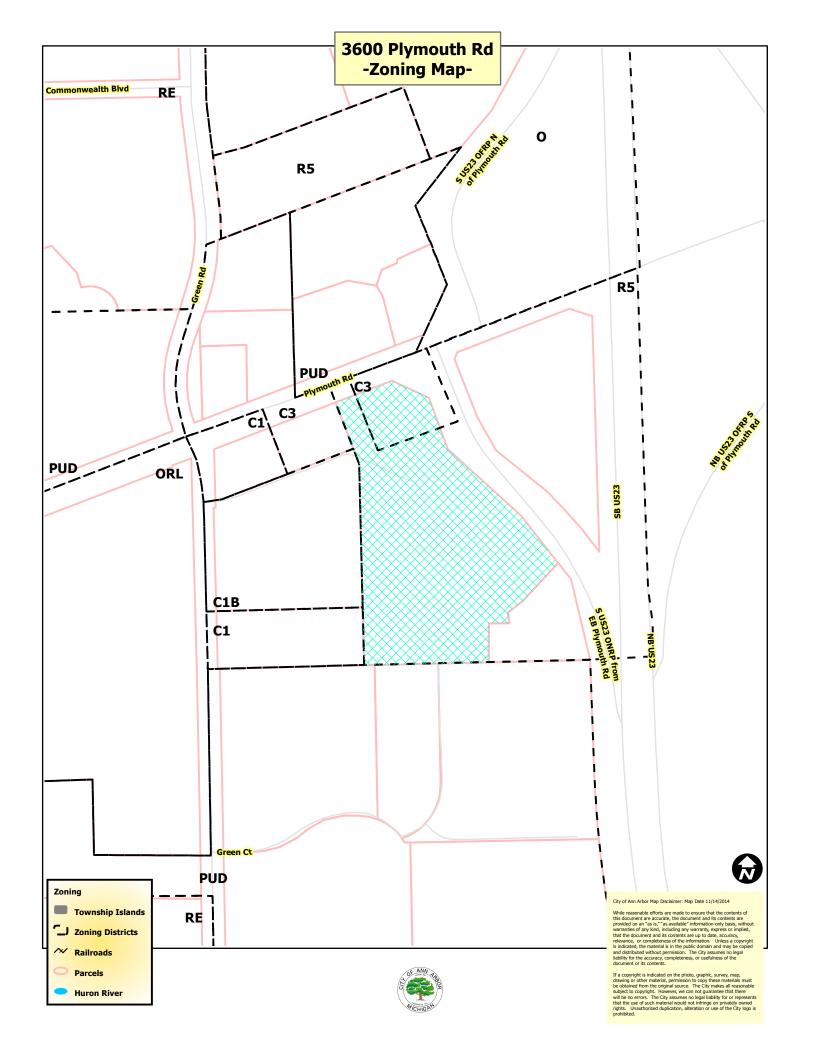
The Ann Arbor City Planning Commission hereby recommends that the Mayor and City Council approve the Flagstar Bank Site Plan, subject to Zoning Board of Appeals approval of a variance for the drive-thru location, and subject to completion of the following prior to issuance of any permits for construction of the new building: 1) approval of an administrative amendment to the parent site plan, 2) recording of an ingress/egress easement along the existing drive from Plymouth Road, 3) and recording of cross parking easements.

## STAFF RECOMMENDATION

Staff recommends that the special exception use and site plan petitions be **postponed** to allow the petitioner additional time to address traffic comments.

### STAFF REPORT

This petition was postponed on November 5, 2014, to allow the petitioner additional time to address traffic comments and City Planning Commission concerns. The petitioner submitted a revised site plan responding to the concerns raised at the meeting. The City Traffic Engineer has requested further revisions to the proposed drive entrance to reduce turning conflicts when exiting this site and to facilitate west bound travel onto Plymouth Road.





Map Created: 8/22/2014



and/or inappropriate use of Map Created: 8/22/2014

