PLANNING AND DEVELOPMENT SERVICES STAFF REPORT

For Planning Commission Meeting of May 19, 2015

SUBJECT: Rockbridge Hotel & Retail Rezoning and Planned Project Site Plan (3201 South State Street) File Nos. Z15-003 & SP15-012

PROPOSED CITY PLANNING COMMISSION MOTION

The Ann Arbor City Planning Commission hereby recommends that the Mayor and City Council approve the Rockbridge Hotel & Retail rezoning from M1 (Limited Industrial District) to C3 (Fringe Commercial District).

PROPOSED CITY PLANNING COMMISSION MOTION

The Ann Arbor City Planning Commission hereby recommends that the Mayor and City Council approve the Rockbridge Hotel & Retail Planned Project Site Plan.

STAFF RECOMMENDATION

Staff recommends that the zoning and planned project site plan be **postponed** to allow the petitioner additional time to address staff comments.

LOCATION

The site is located on the east side of South State Street, north of Victor's Way (South Area). This site is located in the Malletts Creek Watershed.

DESCRIPTION OF PETITION

The site is currently zoned M1, Limited Industrial District, and is approximately 2.4 acres in size. The petitioner proposes rezoning this site to C3, Fringe Commercial District, demolishing the vacant 17,644 sf office building and 4,800 sf warehouse, and constructing a one-story, 2,800 sf retail building and a six-story, 91,000 sf hotel with 140 rooms. This project is to be constructed in one phase with the total estimated construction cost of \$14,000,000.

A planned project modification is requested to reduce the front setback requirement along South State Street for the proposed AAATA bus shelter from the minimum requirement of 10 feet to approximately 0 feet. The proposed retail building is also located at the northwest corner of the site and meets the minimum front setback with a 15-foot setback from South State Street. Planned project modification is also requested for the height of the hotel to exceed the four story maximum to 6 stories. In exchange for the reduced front setback and increased height, the petitioner proposes 6 electric vehicle charging stations near the hotel entrance, pedestrian connections throughtout the site, an AAATA bus stop with bicycle parking, and a LEED Certified level building design.

Access to the site will be provided through an existing driveway off South State Street, which will lead to a driveway that loops around the hotel and serves a total of 159 parking spaces for both the retail and hotel uses. A 192-square foot green-roofed bicyle station and AATA bus stop are proposed at the northwest corner of the site. An additional 6 enclosed bicycle parking spaces are proposed at the hotel entrance on the south side of the building.

A total of 6 sidewalk links are proposed throughout the site to both the retail and hotel. A crosswalk connection from the South State Street public sidewalk to the hotel is proposed on the west side of the site and a similar connection is proposed from the east side of the site to the adjacent hotel site. Internal sidewalks are proposed around the perimeters of the retail and hotel building.

A sidewalk along the private service drive located along the north property line was considered by the petitioner, but not included since it would require removal of all the trees along the north property line and encroachment onto private property. Sidewalk along the south side of the private service drive does not currently exist.

Currently, there is no storm water detention on site. One hundred year storm detention will be provided underground on the east side of the site below the parking lot. This site provides infiltration and detention with porous soils and has been designed to the new Rules of the Wastenaw County Water Resource Commissioner.

Removal of three landmark honey locust trees located near the center of the site are proposed, and two additional landmark trees on the property to the south side will be saved, but impacted. A total of 17 mitigation trees will be planted around the northeast perimeter of the parking lot. One depressed bioretention island is provided on the eastern, interior parking lot island and exceeds the minimum requirement by approximately 200-square feet.

The petitioner held a citizen participation meeting on January 8, 2015. A meeting summary is attached. At the time this staff report was written, no additional comments have been received from the public.

	LAND USE	ZONING		
NORTH	Office Center	O (Office District)		
EAST	Hotel	C3 (Fringe Commercial District)		
SOUTH	Service Station & Restaurant	C3 (Fringe Commercial District)		
WEST	Fitness Studio & Restaurant	PUD (Planned Unit Development)		

SURROUNDING LAND USES AND ZONING

		EXISTING	PROPOSED	PERMITTED/REQUIRED	
Zoning		M1 (Research District)	C3 (Fringe Commercial District)	С3	
Gross Lot Area		103,673 sq ft	103,673 sq ft	6,000 sq ft MIN	
Maximum Useable Floor Area in Percentage of Lot Area		22,400 sq ft (21.6%)	93,800 sq ft (90.4%)	207,346 sq ft MAX (200%)	
	Front (west)	10 ft –South State St	0 ft – South State St *	10 ft MIN 25 ft MAX	
Setbacks	Side (north)	20 ft – Private Dr.	15 ft – Private Dr.		
	Side (south)	5 ft	15 ft	None	
	Rear (east)	200 ft	140 ft	None	
Build	ing Height	1 story	80 ft (6 stories) *	55 ft (4 stories) MAX	
Parking - Automobiles		Parking pads	159 spaces	149 spaces MIN	
Parking – Bicycles		None	6 spaces - Class A3 spaces MIN - C6 spaces - Class B4 spaces MIN - C		

COMPARISON CHART

* Planned project modifications requested.

HISTORY

The existing office building on the site was constructed in 1955 and the warehouse building in 1956.

PLANNING BACKGROUND

The <u>South State Street Corridor Plan</u> recommends office uses for this site. The Plan notes that retail and hotel uses would be appropriate if located along the South State frontage to encourage pedestrian access. Drive-thrus are not appropriate along this gateway portion of South State Street.

This area is an important hospitality district, with lodging and restaurant options located within walking distance of each other. As parcels in this area redevelop, recommended zoning designations include C1B (Community Convenience), or C2B (Business Service) to support convenience commercial uses for employees and hotel guests in the immediate vicinity. New uses should be designed to encourage convenient non-motorized and transit access and connect driveways and sidewalks to adjacent sites. Connection to the private east-west drive connecting South State Street and Boardwalk is encouraged. Additional drive openings onto South State Street are discouraged.

The <u>Non-Motorized Plan</u> recommends bicycle lanes and sidewalks on both sides of the street for South State Street and the service drive.

The <u>Transportation Plan</u> Short-term Recommendations propose intersection improvements at State and I-94 intersection. The plan also recommends a traffic corridor study on Ellsworth from State Street to Platt Road, which currently is underway. The Mid-term Recommendations propose a traffic corridor study along South State Street between Eisenhower and Ellsworth Blvd. with a Signature Service study from South State Street to the Plymouth Road Park n Ride. The Long-term recommendation is corridor improvements from Ellsworth to Eisenhower Blvd.

ZONING/REZONING JUSTIFICATION

Per Chapter 55 Section 5:107(1), the Zoning Ordinance and Zoning Map shall not be amended except "because of changed or changing conditions in a particular area or in the municipality generally, to rezone an area, extend the boundary of an existing Zoning District or to change the regulations and restrictions thereof."

The petitioner's <u>Petition For Changes In Or Additions To The Zoning Chapter</u>, a form provided by the Planning Department to assist petitioners in providing the required information per Chapter 55 Section 5:108(2)(a)-(g), is reprinted below. The questions are not standards for approval, rather guides to providing sufficient evidence of changed or changing conditions.

Petitioner responses are in plain text; staff comments are in *italics*.

• The extent to which the zoning/rezoning requested is necessary:

M1 development does not allow for redevelopment of this parcel for uses consistent with surrounding land uses, zoning and the Master Plan.

The mixed use development proposes rezoning to C3 to stay compatible with adjacent zoning.

• This zoning/rezoning will affect the public welfare and property right of persons located in the vicinity in the following ways:

No negative impacts. Redevelopment will improve existing conditions. It will increase commerce, consumer traffic, and relative property values. It will allow construction of elements that will be of benefit to the public.

The proposed development will serve to revitalize an existing vacant property and provide uses to the surrounding area that are currently unavailable. Also, storm water management will be provided on the proposed site, which currently does not exist.

The proposed rezoning will enhance the public welfare by improving the site and making it more attractive, and adding additional retail activity and overall vitality to this area.

• This zoning/rezoning will be advantageous to the City of Ann Arbor in the following ways:

It will eliminate spot zoning. It will be consistent with current surrounding zoning and the S. State Street Master Plan. It will also increase city tax revenue.

The rezoning is consistent with the Master Plan. The proposed rezoning will create more business activity, improve the appearance of the site, provide more retail sales options in the corridor. The existing property building is vacant and this will provide for redevelopment of a deteriorated site.

• This particular location will meet the convenience and service requirements of potential users or occupants in the following ways:

It is the ideal location for the proposed uses. It is close to other similar uses, and will utilize existing infrastructures.

Mixed use development of a hotel along with retail on the property provide a diversity of business within the area and will serve the need of the surrounding population. The proposed project will be a complimentary use with the ongoing improvements and expansion of businesses within the area.

• Any changed or changing conditions in any particular area, or in the municipality generally which may have bearing on the proposed zoning/rezoning are:

Proposed uses are consistent with the City's South State Street Corridor Master Plan and future land uses.

• Other circumstances which will further justify the requested zoning/rezoning are:

The rezoning is consistent with the Master Plan.

PLANNED PROJECT STANDARDS

According to Section 5:70 of the Zoning Ordinance, the City Planning Commission may recommend approval, and City Council may approve modifications of the area, height and placement regulations of the Zoning Chapter in the form of a planned project site plan, based on the following standards (Petitioner's responses in regular type, staff comments in *italic type*).

(a) The lot or lots included in the planned project must meet the minimum gross lot size requirement of the zoning district in which they are located. In residential zoning districts, the minimum gross lot size shall be the combined total of the minimum gross lot sizes for each dwelling on a parcel. However, the minimum gross lot size and width requirements may be reduced as part of a planned project for a zero lot line duplex or townhouse development which provides affordable housing for lower income households. For purposes of this section, zero lot line duplex or townhouse development shall mean a development containing attached single-family units on individual lots. In no case may the gross lot size be reduced below the minimum lot area per dwelling unit requirement for the dwelling unit type proposed. This lot exceeds the minimum lot size required for C3 zoning.

- (b) The proposed modifications of zoning requirements must provide one or more of the following:
 - 1. Usable open space in excess of the minimum requirement.
 - 2. Building or parking setback(s) in excess of the minimum requirement.
 - 3. Preservation of natural features.
 - 4. Preservation of historical or architectural features.
 - 5. Solar orientation or energy conservation design.
 - 6. An arrangement of buildings that provides a public benefit, such as transit access, pedestrian orientation, or a reduced need for infrastructure.
 - 7. Affordable housing for lower income households.

Open space not required in the C3 District although this site provides 27%. The hotel building is setback further from the street, while the retail building meets the minimum setback. The building is designed with LEED Level conservation requirements. A new AATA bus stop is proposed along with a bicycle rest station, green roof, and 6 electric vehicle charging stations.

(c) The planned project shall be designed in such a manner that traffic to and from the site will not be hazardous to adjacent properties.

A traffic study was submitted that shows traffic generated shall not be hazardous to adjacent sites. Cross circulation was investigated, but no reasonable arrangement could be achieved. Provisions have been made for cross pedestrian circulations.

The traffic study is under review by the city traffic engineer.

(d) The proposed modifications shall be consistent with the proper development and use of adjacent land and buildings.

The proposed uses are consistent with the surrounding land uses, buildings and infrastructure. Surrounding buildings vary in height from one to ten stories.

The project is consistent with the surrounding land uses and complies with the <u>South State</u> <u>Street Corridor Plan</u> recommendation.

(e) Required off-street parking and landscaping must be provided in accordance with the provisions of Chapters 59 and 62.

All required landscaping, street tree escrow, and natural features mititagation has been provided and shown on the plans. Additional landscaping will beautify the building foundations and streesscape.

The minimum standards of off-street parking for both vehicles and bicycles are provided. Parking and landscaping requirements are being met per City standards.

Rockbridge Hotel & Retail Planned Project Site Plan Page 7

(f) The standards of density, allowable floor area and required usable open space for the zoning district(s) in which the project is located must be met.

The standards have all been met or exceeded for these requirements.

The project is consistent with the proposed C3 zoning district requirements.

(g) There shall be no uses within the proposed project which are not permitted uses in the zoning district(s) in which the proposed project is to be located.

There are no un-permitted proposed uses within the project.

The proposed uses are consistent with the Master Plan and permitted uses in the C3 zoning district.

STAFF COMMENTS

<u>Project Management - Engineering</u> - The City's hydraulic model was used to analyze the impacts to the downstream sanitary sewer system as a result of the above referenced project. Capacity constraints during wet weather events have been identified in the trunkline sewers downstream from this development. Therefore, the flow mitigation required by Development Sewage Flow Offset Mitigation Program must be performed upstream of the capacity constraint in the Pittsfield trunkline. A total of 13 footing drain disconnects or their equivalent are required as part of of this project.

<u>Project Management - Traffic</u> – Traffic impact appendices are needed to continue review of this proposal. Additional information regarding trip generation and distribution methodologies are required. The applicant's engineer will need to provide the electronic Synchro/SimTraffic files.

This review is being coordinated with the Michigan Department of Transportation as the impacts may affect their right-of-way.

<u>Systems Planning - Storm Water</u> – This site did not previously contain storm water detention. The <u>Malletts Creek Coordinating Committee</u> supports the proposed project as this proposal adopted their recommendations of complying with the WCWRC requirements with storm water infiltration and detention and provided depressed landscape islands for stormwater management.

<u>Planning</u> – The <u>Non-Motorized Plan</u> and <u>South State Street Corridor Plan</u> recommends sidewalks on both sides of the private service drive. The petitioner indicates placing sidewalk along the frontage of their service drive would require removing existing trees and possibly trespassing onto an adjacent property. A reduction in aisle width on the north of this site from 26 to 22 feet would provide additional area to install a sidewalk along the private service drive.

Given the traffic volume on South State Street, there would be great benefit in connecting this site to the properties surrounding it. There is an existing curb cut off the private service drive that was previously used to access this site. This access point should be incorporated into the

traffic layout to improve circulation. In addition, a connection to the property to the south would greatly improve traffic circulation between this site and the businesses on Victor's Way.

Regarding the planned project justification, the petitioner has indicated an intent to design to a LEED Certified Level. Additional detail is necessary to determine if this provides a sufficient public benefit for the planned project modifications.

Prepared by Christopher Cheng Reviewed by Wendy Rampson 5/16/15

Attachments: 1/8/15 Citizen Participation Meeting Summary Zoning/Parcel Maps Aerial Photo Site/Landscape Plan Elevations

c: Petitioner/Owner: South State Street Ann Arbor Retail, LLC 4100 Regent Street, Suite G Columbus, OH 43219

Petitioners Representative:	Jamie Gorenflo
	Midwestern Consulting, LLC
	3815 Plaza Drive
	Ann Arbor, MI 48108

Project Management - Traffic Systems Planning File No. Z15-003 & SP15-012

#3155 S. State St. Citizen Participation Meeting Report

Held: Date: Jan. 8, 2015 Time: 6:30pm

Location: Holiday Inn & Suites meeting room. 3155 Boardwalk, Ann Arbor, MI

Presenters: J Bradley Moore & Associates, Architects, Inc - Brad Moore Midwestern Consulting, LLC - Jamie Gorenflo

A mailing list of approximately 130 names/addresses was supplied by the City Planning Department. Postcards were mailed to the addressees as required by city ordinance.

Approximately 10 attendees showed up with about 8 signing attendance sheets (see attendance sheets appended hereto) including some adjacent property owners and representatives from existing hotels in the area.

Presentation started at approximately 6:40pm in order to leave additional travel time for attendees and for them to find parking.

Mr. Moore and Mr. Gorenflo presented drawings of the existing site owned by the client and explained that the owners are proposing to rezone the parcel from the existing light industrial and office use to commercial, specifically C3. They then presented drawings of how new buildings, including a hotel and a retail building, could be constructed on the property (after demolition of all existing buildings). They also outlined the steps in the required site plan approval process.

After Mr. Moore and Mr. Gorenflo presented drawings of a potential redevelopment on the site, they fielded the following questions from the attendees and noted concerns voiced by them.

Q. Where will the vehicular access be?

A. The existing State street curb cut will be maintained and improved and the owner is hopeful of there being connections between adjacent properties although he does not have ultimate control over that.

Q: How tall will the proposed building be?

A. The retail building will be one story and the hotel is proposed to be 6 stories.

Q: Can the city support more hotel rooms?

A: The owner has compiled data that shows the market is currently underserved and he has had strong interest from multiple hotel operators.

Q: Will the existing Burger King stay?A: The existing Burger King is not part of this project and we have no information about its future.

Q: When would construction start?

A: In the latter part of 2015 depending upon how long approvals take with the city.

Q: What does the city master plan call for on the site?

A: The new South State Street Area Plan calls for mixed uses including commercial.

Q: Which way will the building face?A: Currently the entrance side of the hotel is on the south side, facing the highway.

Q: What about the heavy traffic on S. State Street at certain times of the day? A: We will be doing a traffic study that will be submitted to the city, if required, along with all of the other required materials.

Q: Are there city sewer and other utilities to serve the site, I hear it is on a septic field? A: There are existing city utilities adjacent to the site adequateto serve the proposed uses.

Q: Will the site be served by tour busses? A. It is possible.

Q: What brand will the hotel be?A: That has not been determined yet but it will be a major national brand.

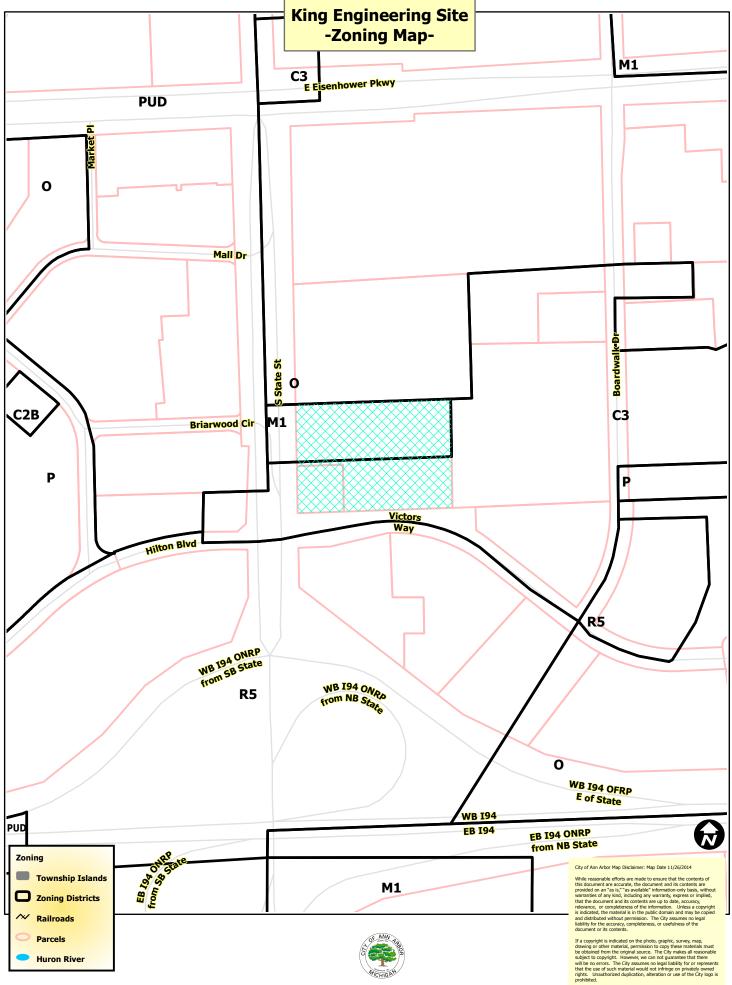
Concerns noted by participants:

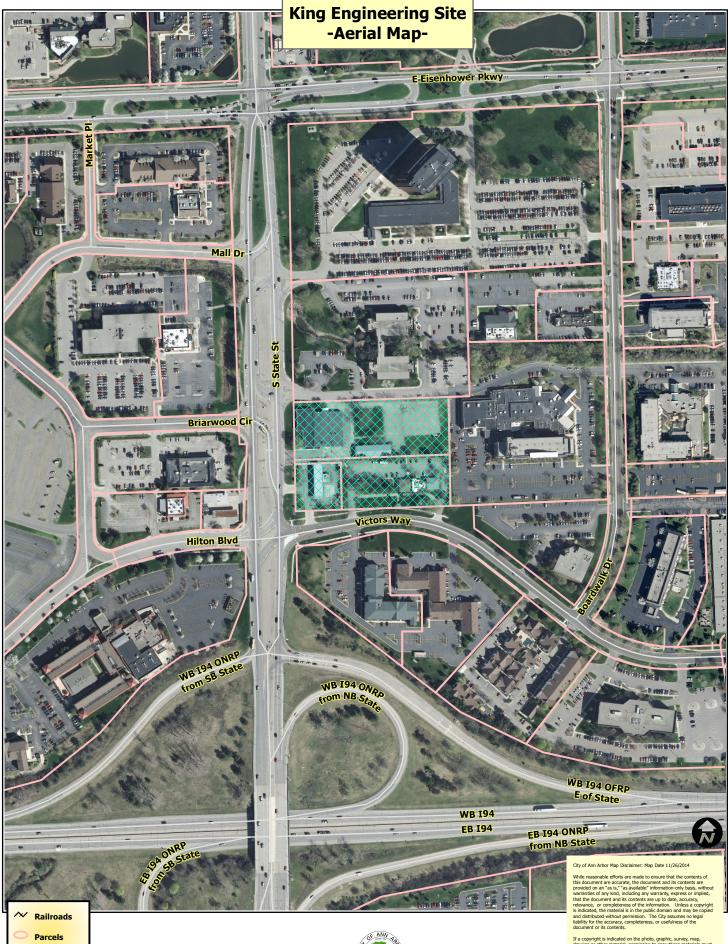
State street entrance should be closed.

Hotel should face North not south.

Too many hotel rooms already exist on the south side of town.

Formal presentation concluded at 7:50pm.





Huron River

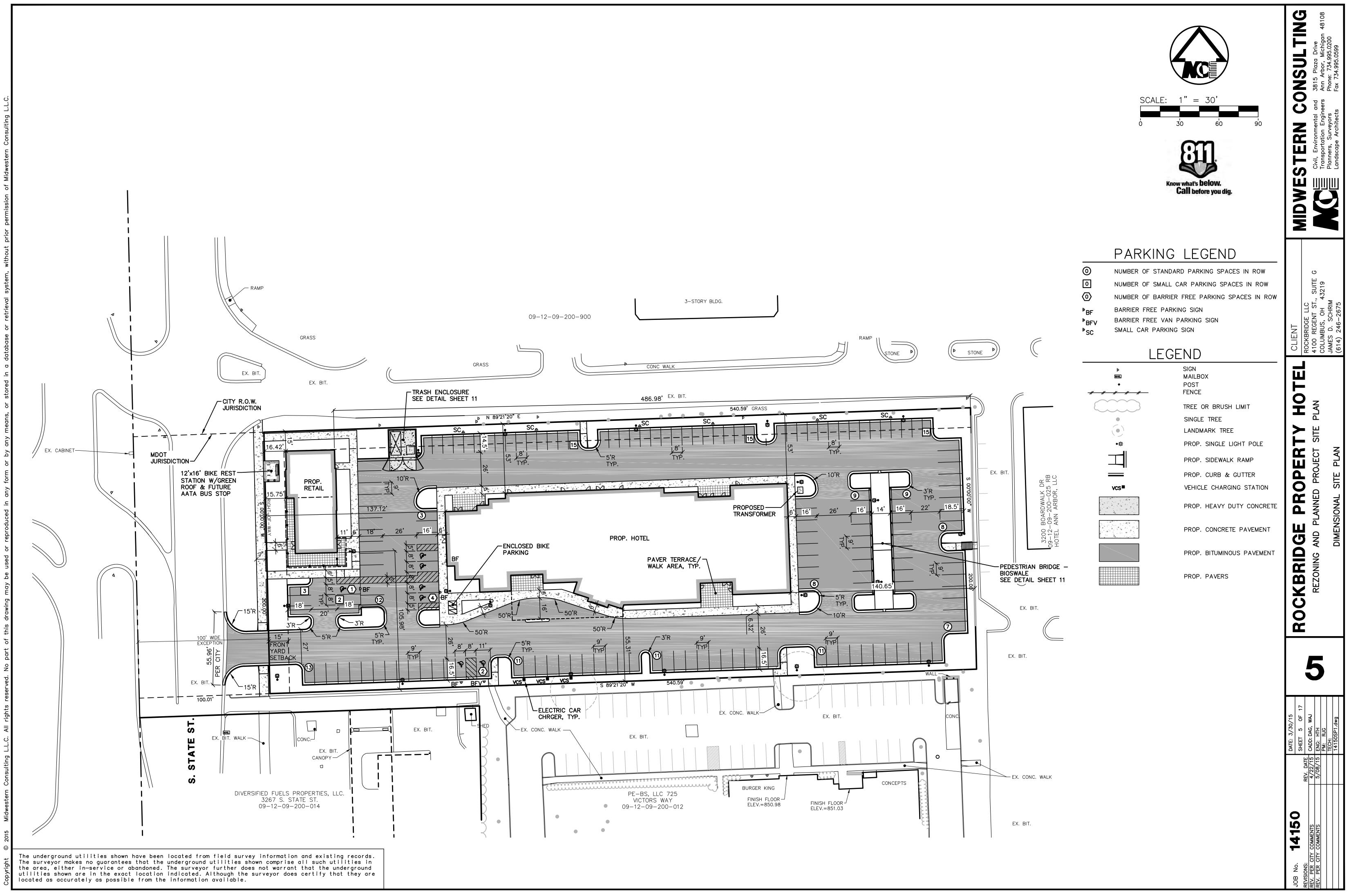


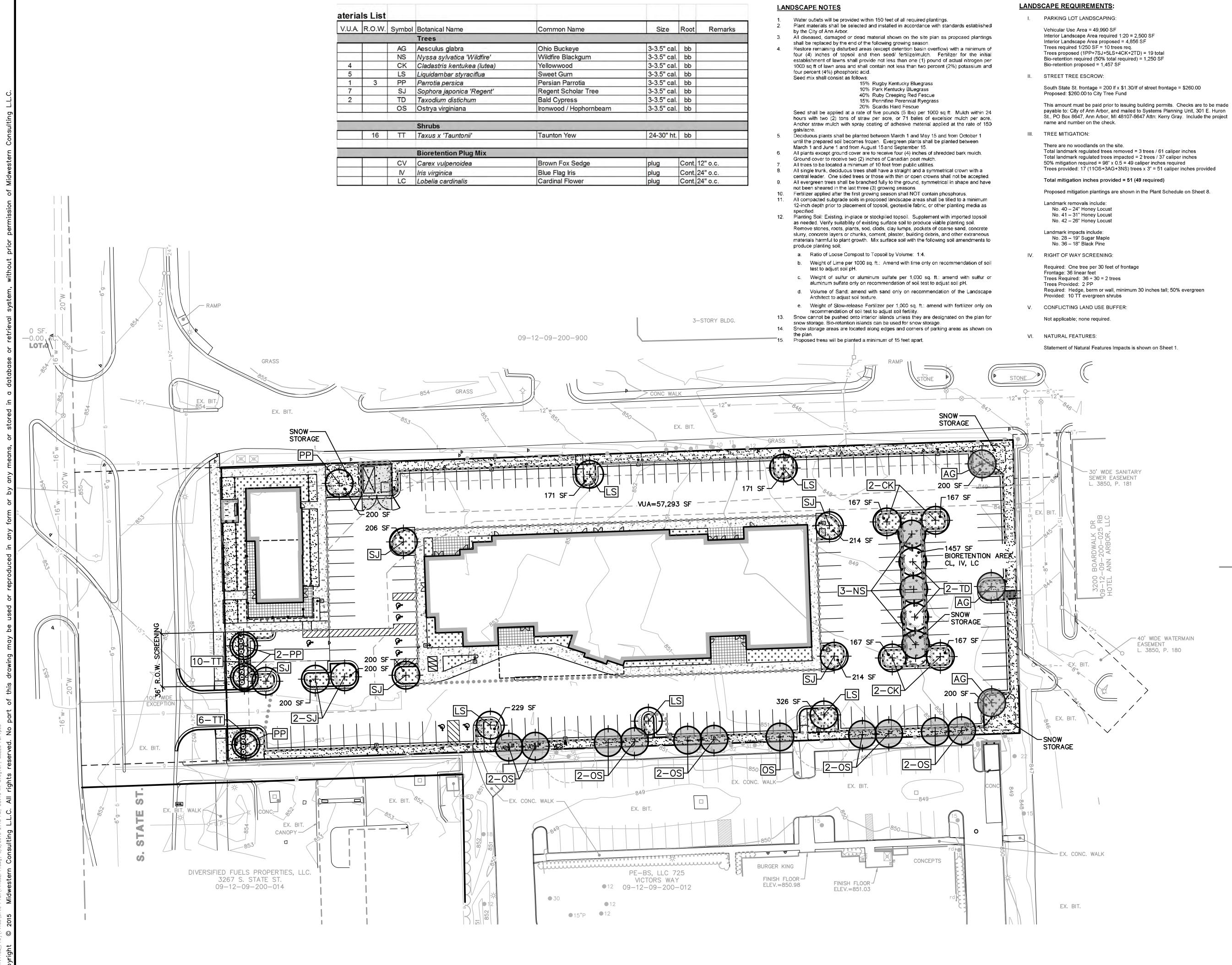
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MICHIGA

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	Common Name	Size	Root	Remarks
_				
	Ohio Buckeye	3-3.5" cal.	bb	
	Wildfire Blackgum	3-3.5" cal.	bb	
	Yellowwood	3-3.5" cal.	bb	
	Sweet Gum	3-3.5" cal.	bb	
	Persian Parrotia	3-3.5" cal.	bb	
	Regent Scholar Tree	3-3.5" cal.	bb	
	Bald Cypress	3-3.5" cal.	bb	
	Ironwood / Hophornbeam	3-3.5" cal.	bb	
			1	
				-
	Taunton Yew	24-30" ht.	bb	
			-	
	Brown Fox Sedge	plug	Cont.	12" o.c.
	Blue Flag Iris	plug	Cont.	24" o.c.
	Cardinal Flower	plug	Cont	24" o.c.

payable to: City of Ann Arbor, and mailed to Systems Planning Unit, 301 E. Huron St.. PO Box 8647, Ann Arbor, MI 48107-8647 Attn: Kerry Gray. Include the project

Trees provided: 17 (11OS+3AG+3NS) trees x 3" = 51 caliper inches provided

Proposed mitigation plantings are shown in the Plant Schedule on Sheet 8.

SCALE: 1'' = 30'30 60

LANDSCAPE LEGEND

PROPOSED CANOPY TREE (INTERIOR VUA)



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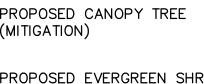
(RIGHT-OF-WAY SCREEN)

PROPOSED CANOPY TREE

PROPOSED CANOPY TREE (MITIGATION)

PROPOSED EVERGREEN SHRUBS

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PROPOSED LAWN AREA

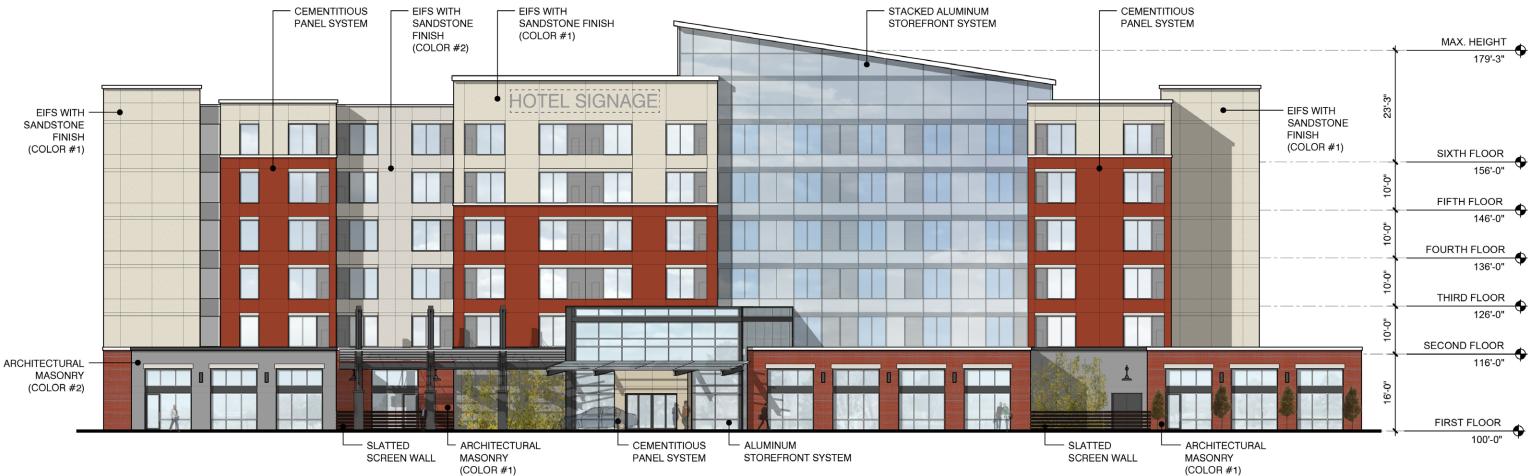
PROPOSED MULCH BED PROPOSED BIOSWALE NATIVE SEED PROPOSED EDGING

• • • • • • • • VEHICULAR USE AREA LIMITS



5 8888





1" = 20'-0"

PROPOSED HOTEL AND RETAIL

ANN ARBOR, MICHIGAN

MARCH, 30 2015

OWNER:

South State St. Ann Arbor Retail LLC 4100 Regent Street, Suite G Columbus OH 43219

OWNER REP:

RB Hotel Development LLC 4100 Regent Street, Suite G Columbus OH 43219



(COLOR #1)

SOUTH ELEVATION HOTEL









1" = 20'-0"

PROPOSED HOTEL AND RETAIL

ANN ARBOR, MICHIGAN

MARCH, 30 2015

OWNER:

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OWNER REP:

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NORTH ELEVATION HOTEL









1" = 20'-0"

PROPOSED HOTEL AND RETAIL

ANN ARBOR, MICHIGAN

MARCH, 30 2015

South State St. Ann Arbor Retail LLC 4100 Regent Street, Suite G Columbus OH 43219

OWNER:

OWNER REP:

RB Hotel Development LLC 4100 Regent Street, Suite G Columbus OH 43219



EAST and WEST ELEVATION HOTEL









PROPOSED HOTEL AND RETAIL

ANN ARBOR, MICHIGAN

MARCH, 30 2015

OWNER:

South State St. Ann Arbor Retail LLC RB Hotel Development LLC 4100 Regent Street, Suite G Columbus OH 43219

OWNER REP:

4100 Regent Street, Suite G Columbus OH 43219



RENDERING HOTEL









3/32" = 1'-0"

PROPOSED HOTEL AND RETAIL

ANN ARBOR, MICHIGAN

MARCH, 30 2015

4100 Regent Street, Suite G Columbus OH 43219

OWNER:

OWNER REP:

South State St. Ann Arbor Retail LLC RB Hotel Development LLC 4100 Regent Street, Suite G Columbus OH 43219



SOUTH ELEVATION

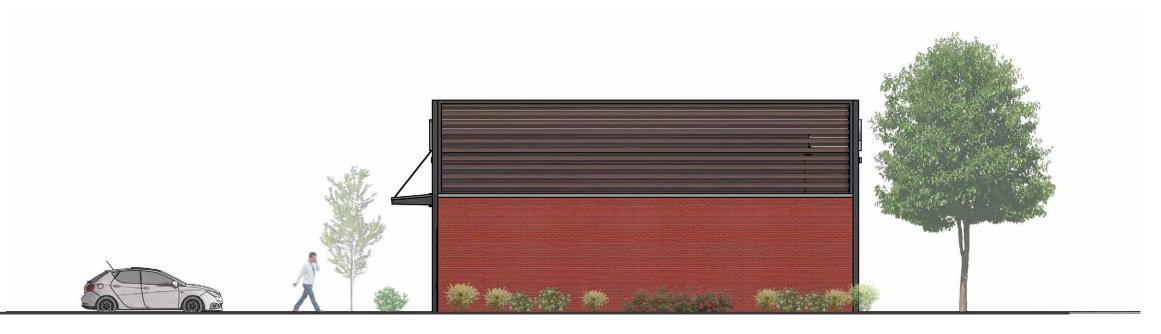
ELEVATIONS RETAIL











3/32" = 1'-0"

PROPOSED HOTEL AND RETAIL

ANN ARBOR, MICHIGAN

MARCH, 30 2015

South State St. Ann Arbor Retail LLC 4100 Regent Street, Suite G Columbus OH 43219

OWNER:

OWNER REP:

RB Hotel Development LLC 4100 Regent Street, Suite G Columbus OH 43219



WEST ELEVATION

NORTH ELEVATION

ELEVATIONS RETAIL





