# PLANNING AND DEVELOPMENT SERVICES STAFF REPORT

For Planning Commission Meeting of August 18, 2015

**SUBJECT:** Davis Row Site Plan for City Council Approval

(303 West Davis Avenue)

File No. SP15-005

#### PROPOSED CITY PLANNING COMMISSION MOTION

The Ann Arbor City Planning Commission hereby recommends that the Mayor and City Council approve the Davis Row Site Plan, subject to variances for tandem parking and curb cut alignment being granted by the Zoning Board of Appeals and subject to the combination of parcels before issuance of building permits.

#### STAFF RECOMMENDATION

Staff recommends that the site plan be **approved** because, if the variances are approved, it would comply with all the applicable local, state, and federal laws, ordinances, standards, and regulations; the development would limit the disturbance of natural features to the minimum necessary to allow a reasonable use of the land; would not cause a public or private nuisance; and would not have a detrimental effect on public health, safety, or welfare.

#### STAFF REPORT

The Davis Row Site Plan was postponed by the Planning Commission at the April 21, 2015 meeting to allow the petitioner to respond to utility modeling, height and zoning setback confirmation, application to the Zoning Board of Appeals (ZBA), and stormwater calculations and infiltration comments.

<u>Utility Modeling</u> – The City's hydraulic model was used to analyze the impacts to the downstream sanitary sewer system. Capacity constraints during wet weather events have been identified in the trunkline sanitary sewers downstream from this development. Therefore, in accordance with the Development Sewage Flow Offset Mitigation Program, the flow mitigation of one footing drain disconnect, or equivalent, must be performed within the appropriate Developer Offset Mitigation Zone as approved by City Council in June 2015.

<u>Height and Zoning Calculations -</u> The petitioner provided calculations regarding the height, and staff has verified that the proposal is in compliance with the maximum height limitation. The petitioner has increased the rear setback approximately 4 feet to accommodate the additional required rear setback due to the width of the building. As a result, the building depth has been reduced by 4 feet, reducing the overall massing of the structure (see updated comparison chart below).

# **UPDATED COMPARISON CHART**

		EXISTING	PROPOSED	REQUIRED
Zoning		R4C (Multiple-Family Residential District)	R4C (Multiple-Family Residential District))	R4C (Multiple-Family Residential District)
Gross Lot Area		303 W. Davis – 5,357 sq ft 307 W. Davis – 4,748 sq ft	10,105 sq ft (combined)	8,500 sq ft MIN
Lot Area per Dwelling Unit		N/A	2,526 sf/unit	2,175 sf/unit MIN
MIN open space in % of Lot Area		N/A	63%	40% MIN
MIN active open space per dwelling		N/A	467 sf	300 sf
Setbacks	Front	Varies	14.5 ft	14.5 ft (Averaged) MIN
	Side(s)	Varies	15.2 ft (West) 15.4 ft (East)	15 ft MIN
S	Rear	Varies	34 ft 2 inches	34 ft MIN**
Height		303 W. Davis:1 story (15ft) 307 W. Davis: 2 stories (20 feet)	26.6 ft/3 stories	30 ft MAX
Parking - Automobiles		4 spaces	8 spaces (tandem)**	6 spaces MIN
Parking – Bicycles		None	4 spaces	None

<sup>\*</sup> Additional setback required due to the width of the building

<u>Stormwater Management</u> – The stormwater management plan has been reviewed and approved by City staff. Soil testing has been completed and indicated favorable soils to allow for infiltration. The plan provides for first flush stormwater treatment through the use of rain gardens and perforated pipes to provide opportunities for infiltration.

Rear Retaining Wall — At the public hearing, adjacent residents expressed concern about the plan for the existing vegetation and retaining wall along the rear property line. The petitioner will install a new 3 foot high boulder retaining wall approximately 10 feet from the rear property line and remove a section of old concrete wall in this area. An existing wood retaining wall which is approximately 5 feet inside the property line will remain. Vegetation within this 5 foot wide area is planned to remain. A portion of the old concrete wall will remain in the southwest corner of the site, and the new 3 foot high boulder wall will be placed in front of it. The petitioner has indicated most of the existing vegetation in this area will remain, however it is not regulated as a natural feature and could be removed if required for construction.

Zoning Board of Appeals (ZBA) - Applications to the Zoning Board of Appeals (ZBA) to permit tandem parking and the proposed curb cut alignment have been submitted to Planning. If the

<sup>\*\*</sup> Variance requested

Planning Commission acts upon the site plan petition at the August 18<sup>th</sup> meeting, the variance requests will be heard at the August 26, 2015 ZBA meeting.

<u>Citizen Participation</u> – Although a Citizen Participation meeting was not required, the petitioner mailed out notices to all residents within 1000 feet for a citizen participation meeting that was conducted in February 2015. A summary was provided, however staff has requested additional information including attendance list. It is anticipated this information will be submitted before the August 18 Planning Commission meeting. The petitioner has also met individually with several neighbors and will provide that information.

#### STAFF COMMENTS

<u>Traffic</u> - A variance is required for the location of the western drive at the terminus of First Street. The Traffic Engineer is supportive of the request, because it helps correct a negative offset for the existing driveway.

Prepared by Matt Kowalski Reviewed by Wendy Rampson 8/14/15

Attachments: Revised Site Plan

Elevations

Color Elevation Drawing 4/21/15 Planning Staff Report

4/21/15 Planning Commission Minutes

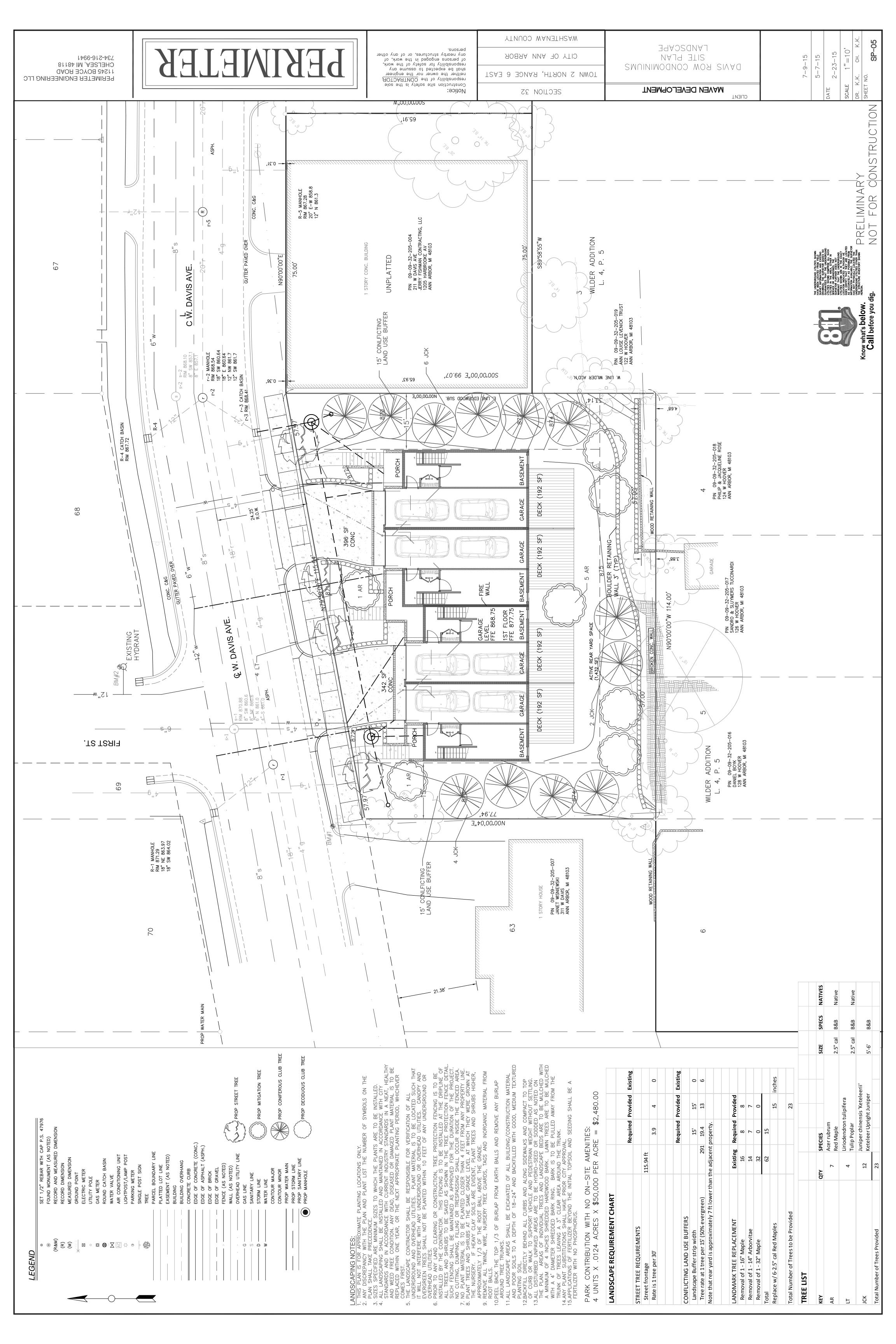
c: Property Owner: Jerry Fishman

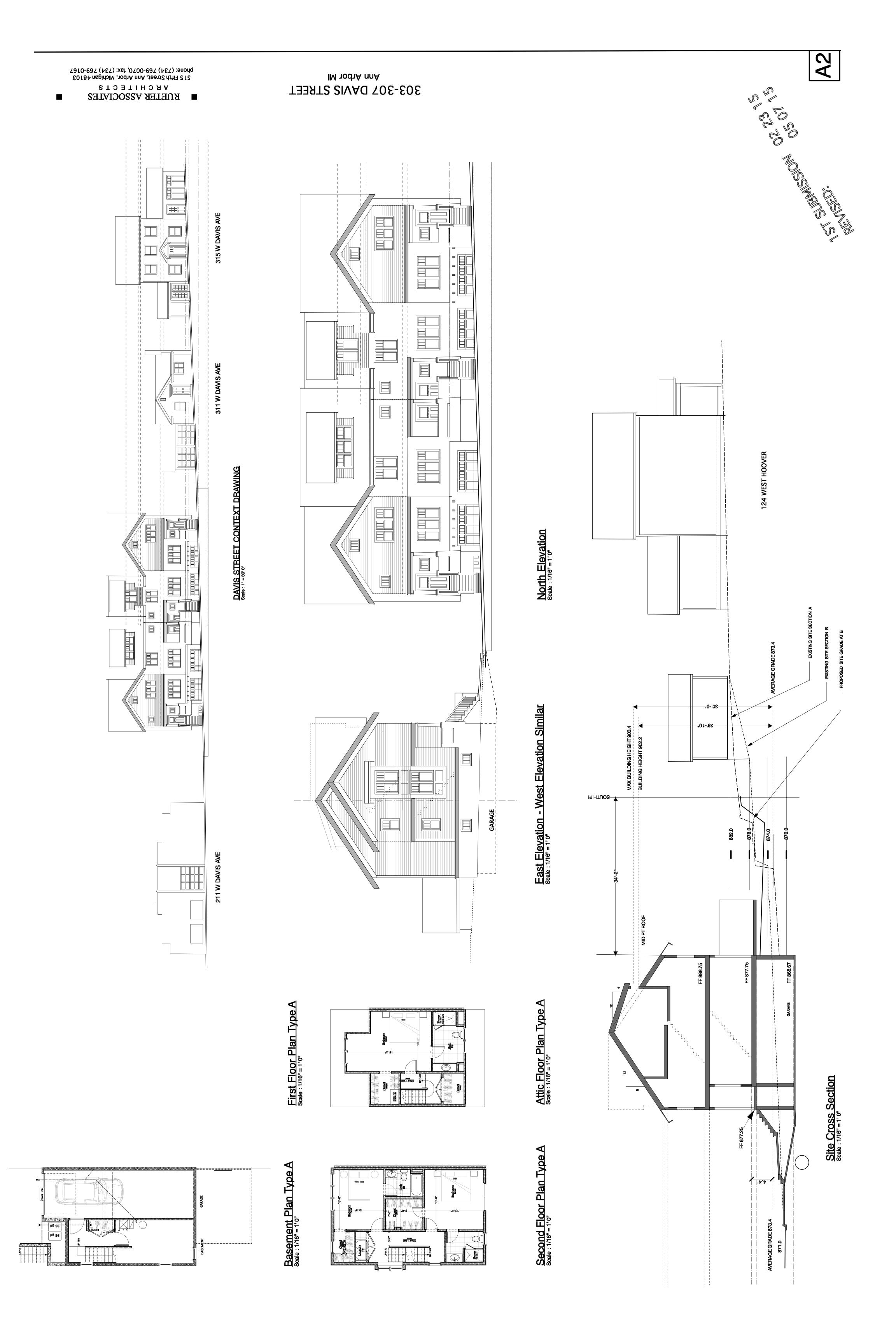
1205 Harbrooke Avenue Ann Arbor, MI 48104

Petitioner: Dan Williams, Maven Development

429 Felch Street Ann Arbor, MI 48103

Project Management Systems Planning File No. SP15-005







# PLANNING AND DEVELOPMENT SERVICES STAFF REPORT

For Planning Commission Meeting of April 21, 2015

**SUBJECT:** Davis Row Site Plan for City Council Approval

(303 West Davis Avenue)

File No. SP15-005

#### PROPOSED CITY PLANNING COMMISSION MOTION

The Ann Arbor City Planning Commission hereby recommends that the Mayor and City Council approve the Davis Row Site Plan, subject to variances for tandem parking and curb cut alignment being granted by the Zoning Board of Appeals and subject to the combination of parcels before issuance of building permits.

#### STAFF RECOMMENDATION

Staff recommends that the site plan be **postponed** to give the petitioner an opportunity to address staff comments.

#### **LOCATION**

The site is located on the south side of West Davis Avenue, just west of South Main Street (Central Area, Allens Creek Watershed).

#### **DESCRIPTION OF PETITION**

The site is composed of two parcels, 303 West Davis and 307 West Davis. Each parcel has an existing single-family home that will be demolished. The petitioner seeks to construct a new four-unit townhome structure. The site currently is zoned R4C (Multiple-Family Dwelling District). After combination of the parcels, the total parcel area will be 10,100 square feet, which will meet the R4C minimum lot size of 8,500 square feet.

The site currently has two driveways to West Davis, one for each house. The two drives will be re-located and widened with each drive servicing two townhomes. The shared drives will access two garages each. Each garage will fit two cars in a tandem (front to back) formation. A variance from the Zoning Board of Appeals is being requested in order to permit this parking arrangement. A variance is also required in order to permit the west drive to line up directly with the terminus of First Street at West Davis.

A total of 6 vehicle parking spaces are required for construction of the new building, there will be 8 spaces provided (two per unit) inside garages. Bicycle parking is not required for developments of less than 5 units, but there will be sufficient room provided in the garage for bicycle storage.

There currently is no stormwater management system for the site. After redevelopment, the site will have less than 10,000 square feet of impervious surface which requires a stormwater treatment system that is designed for a First Flush rain event. This treatment system will consist of an infiltration system utilizing a perforated pipe underground along the front of the site.

The petitioner is proposing to remove 3 landmark trees from the site and will plant eight additional trees on the site as the required mitigation. All other landscaping will be provided on site according to City standards, including a 15 foot wide conflicting land use buffer. Four additional street trees will be provided along West Davis Street. A three foot high retaining wall will be constructed along the rear property line, which rises above the elevation of this site. A public sidewalk will be constructed along the front of the property where none currently exists.

Total cost of construction for the new building and related site improvements is \$750,000.

Though not required, the petitioner held a public participation meeting, and 11 members of the public were in attendance. The petitioner's summary of this meeting is attached. Concerns were noted regarding construction techniques and stormwater management during and after construction. Staff has received concerns from neighbors regarding the accuracy of the meeting report and specifically the massing of the buildings in context with the existing neighborhood.

#### **COMPARISON CHART**

		EXISTING	PROPOSED	REQUIRED
Zoning		R4C (Multiple-Family Residential District)	R4C (Multiple-Family Residential District))	R4C (Multiple-Family Residential District)
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Parking - Automobiles		4 spaces	8 spaces (tandem)*	6 spaces MIN
Parking – Bicycles		None	4 spaces	None

<sup>\*</sup> Variance requested

# **SURROUNDING LAND USES AND ZONING**

	LAND USE	ZONING
NORTH	Multiple- and Single-family Residential	R4B (Multiple-Family Residential District)
EAST	Garage/Warehouse	R4C (Multiple-Family Residential District)
SOUTH	Single-family Residential	R4C (Multiple-Family Residential District)
WEST	Single-family Residential	R4C (Multiple-Family Residential District)

#### HISTORY

The house at 303 West Davis was constructed in 1951; the house at 307 West Davis was constructed in 1981.

#### PLANNING BACKGROUND

The City of Ann Arbor Master Plan: Land Use Element Chapter Seven (Central Area) contains recommendations for redevelopment of sites in the Central Area. In particular, Section V, Action E, recommends rezoning the area of West Davis from R4C (Multi-Family) to R2A (Two-Family) a lower density use. Section II (E) Out-of-Scale Construction, Section III Objective 4, and Objective 13: To ensure that new infill development is consistent with the scale and character of existing neighborhoods.

The City-initiated R4C/R2A study reiterated concerns noted from the Master Plan, including rezoning of the West Davis area from R4C to R2A, massing of new construction, and recommended limits on lot combinations in the R4C zones to a maximum size of 6,525 sf.

Non-Motorized Plan – There are several bus stops and routes along South Main Street a block to the east of the site. There is a crosswalk two blocks to the south at the intersection of South Main Street and Pauline.

The <u>Transportation Plan</u> does not classify West Davis; however South Main Street is considered a principal arterial road.

# **STAFF COMMENTS**

<u>Systems Planning</u> – Impacts to the sanitary sewer are still being modeled; no information is yet available on potential mitigation requirements. Clarification of utility plans and additional details regarding utility layout and grading is being requested on revised plans. A variance is required for the location of the western drive at the terminus of First Street.

<u>Soil Erosion</u> – Revised plans are needed showing areas of staging, storage and potential stockpiling of soil. Additional details are needed for construction sequence and soil erosion controls.

<u>Stormwater</u> – Clarification is needed regarding the stormwater control structure and infiltration rates noted on the plans.

<u>Urban Forest and Natural Resource Planning</u> – Revisions are needed to satisfy the requirements of the Conflicting Land Use Buffer, and staff is requesting the location of the proposed street trees be adjusted to ensure adequate growth and survival.

<u>Planning</u> – Planning staff has requested additional information regarding the proposed setbacks, height and massing of the building. Some neighbors have expressed concern regarding the summary of issues from the Citizen Participation Meeting; planning staff has requested additional information from the petitioner. Staff also mentioned some concerns with the proposed massing and consistency with the Master Plan recommendations for the Central Area and the city initiated R4C/R2A Zoning District Study. A variance is needed for the proposed tandem parking layout.

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Prepared by Matt Kowalski Reviewed by Wendy Rampson 4/17/15

Attachments: Citizen Participation Meeting Summary

Parcel/Zoning Map Aerial Photo

Site Plan Elevations

c: Property Owner: Jerry Fishman

1205 Harbrooke Avenue Ann Arbor, MI 48104

Petitioner: Dan Williams, Maven Development

429 Felch Street Ann Arbor, MI 48103

Systems Planning File No. SP15-005

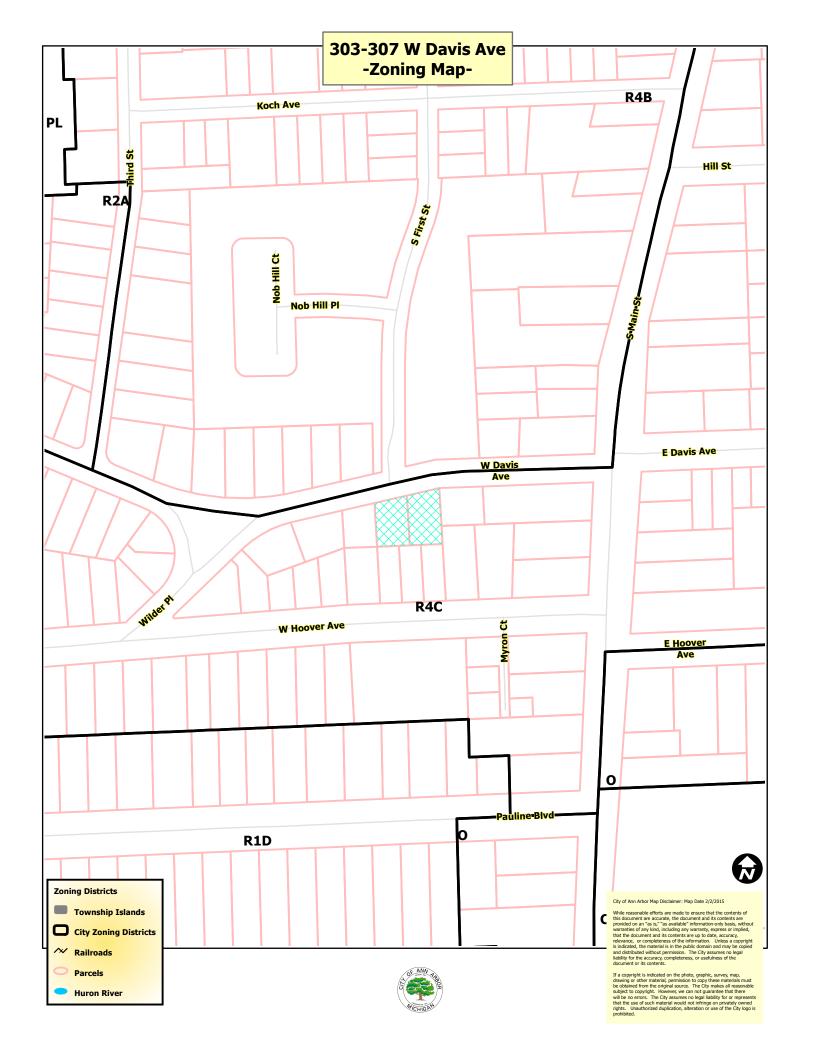
# **Summary of Citizen Participation Meeting 2.12.15**

The meeting was held at the Ann Arbor District Library (Downtown location). Dan Williams of Maven Development, Marc Rueter of Rueter Associates Architects, and Jerry Fishman, the owner of the two lots being redeveloped, were in attendance to present and discuss the concept of Davis Row Condominiums. There were also 11 neighbors in attendance.

The major concern that came from the meeting was the potential noise that may be caused during the construction and storm water management process. Dan Williams discussed several options to alleviate this concern, namely utilizing modern construction techniques, such as wall paneling, in order to expedite construction time. He also suggested making workdays shorter than is actually permitted by the city.

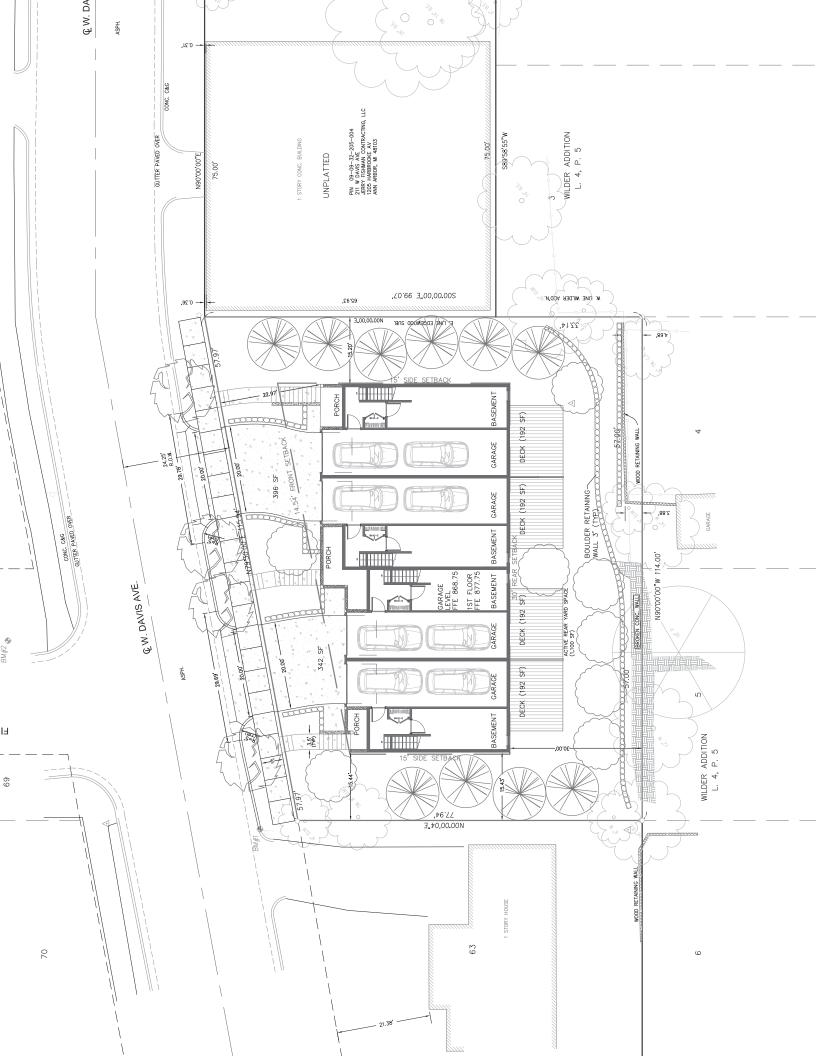
Marc Rueter discussed how the site would be improved through various engineering concepts. New boulder walls would be built to replace the current walls, which are not adequate, as the current walls do not control the runoff from the parcels to the south. The new walls, along with onsite retention, would improve storm runoff for the neighbors to the East, West, and North.

The majority of the group was pleased with the design, scale, and overall feel of the project. The neighbors thought the project would be a great addition to the neighborhood.



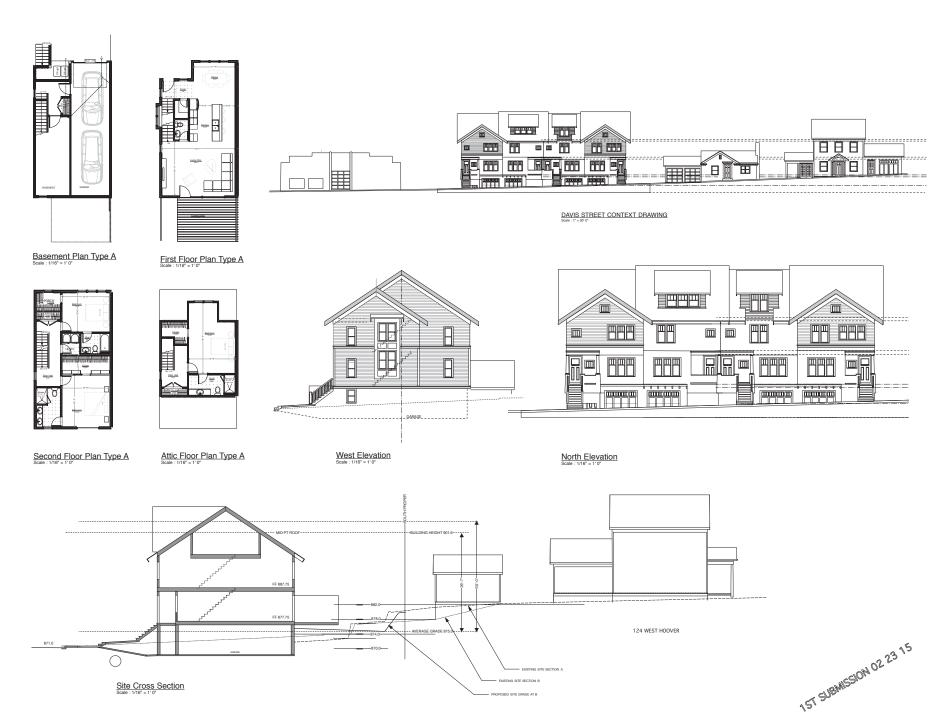














# City of Ann Arbor Formal Minutes Planning Commission, City

301 E. Huron St. Ann Arbor, MI 48104 http://a2gov.legistar.com/ Calendar.aspx

Tuesday, April 21, 2015

7:00 PM

City Hall, 301 E. Huron St., 2nd Fl.

10-b 15-0501

Davis Row Site Plan for City Council Approval - A proposal to demolish single-family dwellings at 303 and 307 West Davis, combine the two R4C-zoned parcels and construct a four-unit residential condominium building on the 0.23-acre site. Two tandem parking spaces will be provided for each unit in garages at grade level. The two existing driveways are proposed to be shifted to access the garage spaces. A new public sidewalk is proposed along the site frontage. (Ward 5) Staff Recommendation: Postponement

Matt Kowalski presented the staff report.

# **PUBLIC HEARING:**

Sivana Heller & Dan Boyk, 1549 Marion, Ann Arbor, said they are moving back to 128 W. Hoover Avenue, where they have lived 18 years. She said there are a number of serious concerns, particularly with the Citizen Participation [CPO] meeting. She said they did not receive any notice and the notice is supposed to include a written proposal and the site plan, which this notice did not, resulting in the citizens put at a disadvantage because they couldn't see a site plan in advance. She said citizen comments were not represented in the CPO report. Heller said because two parcels are being combined, the project will dominate the neighborhood, adding that the survey submitted shows two lots while there are actually three lots. She said her lot at 128 W. Hoover is only 39 feet wide, and all other houses on the block are only one and two stories tall making the proposed project inconsistent with height, width and character of the neighborhood. She said it is not consistent with the recommended R4C to R4A zoning and threatens property values.

David Steinhoff, 6182 Riverwood Street, Superior Township, said he moved out of the Old West Side of Ann Arbor in 2011, where he had lived for 34 years. He said his wife and he are looking to move back downtown, but it is difficult to find housing that is high quality and without a lot of yard maintenance. He said they have invested a lot in the Ann Arbor downtown and this project will allow them to continue to participate in the downtown. He said it is an unusual opportunity, with good quality housing and while he understands that the neighbors do not like to see change.

from his perspective he does not believe this project will have the impact as previously mentioned by a public speaker. He said he is in favor of the project and hopes the City Council moves forward with the project.

Everett Roe, 124 W. Hoover, said his property is the one most directly affected by the proposed development. He said in walking through the old west side he has noticed that all infill projects always take the form in the largest possible in sustenance and character, which gives him concern. He said at the public meeting they gave the impression that the project was a done deal and nothing can be negotiated. He said when he discovered that this building pushes the boundaries as to what is permitted he became rather annoyed, rather than simply dismayed. He said in the drawings, context perspectives show distances from neighbors, which is very misleading as well as the 3-foot retaining wall which will actually be 8 feet tall. He said he had difficulty aligning the site plan with reality on site. He said if a buffer is put at the bottom, it will be 20 years before it becomes effective screening. He said he needs to know how the property line issue, shown as part of the site plan parcel, but has been his property de facto, will be resolved both physically and legally.

Jerry Fishman, 1205 Harbrooke, Ann Arbor, said he owns two properties, which will be sold to the developer. He said he built and lived in one of the residences, and he could not understand the previous speaker's comments about the buffer, since they are intending to put in a boulder wall. He said he personally likes the plans, enough to have an option to buy one of the units once they are built. He feels it is an attractive development, and there is no question that it is pretty big, but it meets all of the codes except for the tandem parking and curb cut. He said the curb cuts are already there now, just different locations, and he has a great feeling about this project, even though he had a hard time considering selling one of his properties because he lived there. He said it is a nice and attractive project.

Noting no future speakers, the Secretary declared the public hearing closed, unless the item is proposed.

Moved by Briere, seconded by Milshteyn, that the Ann Arbor City Planning Commission hereby recommends that the Mayor and City Council approve the Davis Row Site Plan, subject to variances for tandem parking and curb cut alignment being granted by the Zoning Board of Appeals and subject to the combination of parcels before issuance of building permits.

**COMMISSION DISCUSSION:** 

Briere asked if there is currently a maximum lot size in the R4C district.

Kowalski said no.

Briere noted that there is a house with a solar roof on Hoover and hopes that has been taken into consideration with the proposed neighboring project.

Mills noted the total height of 26.6 feet in the chart. She asked where it is measured from.

Kowalski said one reason staff is asking for postponement is because they are not sure how the petitioner measured the height. He explained that height in a general way is measured on an angled roof to the midpoint of roof or the highest part of a flat roof. He said there were numbers provided on the plan that seem to indicate the average height would be 30 feet.

Mills asked about the citizen participation public meeting process, and if it is standard for the petitioner to provide a write-up since in this situation there seemed to be discrepancies between the petitioner's write up and the public comments from citizens who attended.

Kowalski said he had asked the petitioner to provide more information to staff on the follow-up of their meeting; however, the project size did not require them to hold a meeting, but only to mail out a postcard notification.

Mills asked if the City received a copy of the postcard and if it contained the information as required by code.

Kowalski said staff will look into the matter.

Mills said she had some questions for the petitioner, but they were not present.

Milshteyn asked if it is common for petitioners not to attend Commission meetings.

Kowalski said the petitioner was notified and there must have been a misunderstanding, since the petitioner was aware that their project was being postponed.

Peters asked about staff comments about concerns with respect to the zoning and the Central Area Plan.

Kowalski said the parcel is zoned R4C, and the Central Area Plan makes recommendations for combing lots in a context sensitive manner, with mention to an area for potential down-zoning to R2A. He said the context sensitive design is a concern with respect to the surrounding neighborhood in that the size, massing and scale fit in.

Peters asked which house on the plan is older.

Kowalski said 303.

Mills said she has not been down this stretch of Davis, but was familiar with the apartments across the street, noting that the project didn't seem out of character with them, but given what is on either side she felt the project seems out of character, since it would be significantly taller and bigger than what else is on Davis.

Franciscus said this would make more housing available in the area and the density would satisfy the vision and the intention of how we see things in the future. She agreed with Mills in finding a way to make the project harmonize with the neighborhood.

Rampson commented on the request for tandem parking.

Briere said she has seen tandem parking in a variety of built projects and she has heard complaints from residents, especially if tenants are roommates, rather than partners. She said she is more intrigued that one side of the parking garages is so much deeper on one side than the other. She said since there was no clear scale it was un sure to know if one side was just visually larger. She said she would like a better image for their next packet.

Mills asked how big each unit would be, requesting to see floor plans showing total number of bedrooms which would assist the Commission in determining possible tenants, and whether they might be roommates versus empty nesters.

Peters said he would like to see elevations with landscaping which would show how the project fits in with buffering from neighbor properties.

Moved by Briere, seconded by Franciscus, to postpone this item

until the details have been worked out. On a voice vote, the Secretary declared the motion carried.

Yeas: 5 - Sabra Briere, Jeremy Peters, Sofia Franciscus, Sarah

Mills, and Alex Milshteyn

Nays: 0

Absent: 4 - Wendy Woods, Eleanore Adenekan, Kenneth Clein, and

Bonnie Bona