

PLANNING AND DEVELOPMENT SERVICES STAFF REPORT

For Planning Commission Meeting of May 21, 2019

**SUBJECT: Ann Ashley Parking Structure Expansion Public Project Review
(120 West Ann Street)
File No. SP18-039**

PROPOSED CITY PLANNING COMMISSION MOTION

WHEREAS, the City Administrator is directed to obtain comments and suggestions from the appropriate City departments with regard to certain public projects meeting private development regulations; 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 Ann Ashley Parking Structure Expansion adheres to City private development standards with the following exceptions:

- Stormwater: The petition does not meet stormwater infiltration requirements.
- Zoning: The petition exceeds the floor area ratio maximum requirements of 400% or 700% with premiums by proposing a 791% floor area ratio.
- Zoning: No streetwall is proposed on any street frontages.

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.

LOCATION

The site is located at 120 West Ann Street in the Downtown Development Authority District. This site is in the Allen Creek Watershed.

SUMMARY

The petitioner proposes to construct three more levels of parking on the existing 817 space structure, resulting in an additional 400 parking spaces. The project includes additional bike parking, twenty electric vehicle charging spaces, a new elevator at the south end, under-structure neon lighting above West Ann Street, a new pedestrian entrance on Miller Street, a

new rooftop location for the future relocation of a city antenna from the side of the structure to the roof,

A safety buffer area between active parking spaces and construction work will be maintained and moved around as construction progresses. The DDA's goal is to keep a minimum of 500 parking spaces open during construction.

Stormwater –Stormwater on the site currently drains to the city's stormwater system. Public projects must make all attempts to meet code; however, when it is not possible, justification may be provided as to why code is not being met. Many options for dealing with stormwater were explored; however, due to the fact, that the project is a retrofit, opposed to a rebuild, there were not many possibilities for improved stormwater management due to a lack of space. To increase infiltration capacity, a small roof garden has been added atop the fourth floor Miller Street elevation that will provide about 85 cf of storm water storage. In the public alley, a 228 ft by 3 ft strip of concrete will be replaced with permeable pavers capable of handling approximately 855 cubic feet of stormwater.

The petition deviates from stormwater code by providing about 5% of the 100-year volume required by current code (20,073 cubic feet).

Landscaping –Existing street trees on Miller, the serviceberry at the corner of Miller and N. Ashley, and the N. Ashley plants in planters will all remain.

Planning – The project increases the number of Class B bicycle parking spaces from 10 to 22 by adding spaces near Miller Street. Class A is unchanged at 27. This brings the site into compliance with the required 40 Class C space minimum.

The petition deviates from zoning requirements in two ways: the proposed FAR of 791% exceeds the 400% base or 700% with premiums allowed in the D1 district; and no streetwall is proposed on any of the street frontages. The walls are nine stories; required are streetwalls that are two stories minimum and four stories maximum.

The petition deviates from ADA parking standards. Van accessible parking spaces are provided at a rate of 1 per 6 accessible spaces, as required by state law, but the existing parking structure does not meet vertical clearance requirement of 8'2" in the existing structure or added floors. The van accessible spaces meet all other size and location requirements.

Transportation & Engineering – The sidewalk under the structure on West Ann Street is not ADA compliant for width, sight lines, and continuous edge delineation. This work will be addressed in a memorandum of understanding for the 2023 West Ann Street reconstruction project, along with such items as the layout of drive approaches on Ashley Street, and future water main improvements.

The site plan is available [by clicking here](#).

PROJECT HISTORY

Per Sanborn Fire Insurance Maps, in 1888 the site contained three one-and-a-half- and two-story houses, and a large livery stable and carriage barn north of West Ann. South of West Ann on the site was the Washtenaw County Jail with attached sheriff's residence, and a portion of the Whitney Opera House. Three more houses were present by 1899, and by 1925 the livery

stable had been converted to a car parking garage. Between 1931 and 1947 the County Jail structure was replaced with a new jail. By 1960, the northern five houses had been torn down to make a surface parking lot. The Ann Ashley Parking Structure was constructed in 1987 by the Downtown Development Authority. In 2007 the DDA explored expansion, but set aside the project at that time.

SITE PLAN DATA ANALYSIS

ZONING DISTRICT: D-1			
CHARACTER DISTRICT: MAIN STREET			
ZONING	EXISTING	PROPOSED	REQUIRED
Base Zone	D-1	D-1	D-1
Gross Lot Area	51,520	51520	No Maximum
Building Coverage	100%	100.00%	none
Maximum F.A.R	540%	791%	400% Normally. Up to 700% with premiums
Character Overlay District	Main Street	Main Street	Main Street
Streetwall Height	6 stories	9 stories	2 stories MIN - 4 stories MAX
Typical Miller	4 stories	9 stories	
Offset at Top of Streetwall	N/A	N/A	N/A
Maximum Building Height	Varies (54' - 6" Max)	Varies (86' Max)	180' Max
Mass Articulation	none	none	none
Building Frontage	N/A	N/A	N/A
Front Setback			0ft MIN - 10ft MAX
Ashley	0'	0'	0ft MIN - 10ft MAX
Miller	0'	0'	0ft MIN - 10ft MAX
Ann (North and South)	0'	0'	0ft MIN - 10ft MAX
Side Setback	0'	0'	0' MIN
Alley - South			
Rear Setback	0'	0'	0' MIN
Alley - East			
Parking			
Parking - Automobiles	817	400 Additional	N/A
Parking - Bike	27 Class A, 10 Class B	27 Class A, 22 Class B	40 Class C

SURROUNDING LAND USES AND ZONING

LAND USE		ZONING
NORTH	Office	D2 (Downtown Interface)
EAST	Mixed retail/office/residential	D1 (Downtown Core)
SOUTH	Hotel	D1 (Downtown Core)
WEST	Single- & Multi-Family Residential	D2 (Downtown Interface)

CITIZEN PARTICIPATION

The petitioners submitted a [Citizen Participation Meeting Report](#) summarizing a meeting that took place on May 2, 2018 (attached). Eight citizens attended. The Downtown Development Authority (DDA) mailed notices to property owners, residents, and registered neighborhood associations within 1,000 feet of the site. The design team presented the project concept and answered questions. Participants asked about the cost of the project, shared their thoughts on whether retail should be a component of the structure, and asked about design aesthetics and related questions.

DESIGN REVIEW BOARD

This project required review by the Design Review Board (DRB) which met on June 20, 2018. Three comments and recommendations were made: Pedestrian space should be maximized by minimizing planting areas adjacent to the structure; Include design elements that draw eyes downward and provide a sense of movement to the mass; and the design is lacking a defining element or signature feature. In response to these comments, the project design team added features to call out the Ann Street entrance under the overhang, like new signage and neon lighting above the roadway under the structure. The panel design above West Ann was also refined to make it more attractive.

The DRB's comments and recommendations [are available here](#).

PLANNING BACKGROUND

The site is in the D1 Downtown Core District and the Main Street Character Overlay District. The Main Street Character District, per the Downtown Design Guidelines, is a regional dining attraction and one of the more heavily trafficked visitor areas at night.

The [Downtown Plan](#) recommends "core" land uses, which include downtown's highest density development and tallest buildings.

The [Non-motorized Plan](#) recommends one bicycle lane on North Ashley and bicycle lanes on West Ann.

SERVICE UNIT COMMENTS

Planning – This public project provides parking in the downtown to benefit businesses, community resources, and patrons, and is a retrofit of an existing parking structure. As such, staff believes that strict application of parts of the unified development code is impractical or impossible. Staff also believes that adding parking spaces to an existing structure could facilitate the removal and redevelopment of surface parking lots in prime downtown areas.

Engineering – Permeable pavers will be allowed in the public alley without further maintenance responsibility by the DDA after installation.

Since the structure was constructed after 1982, it is assumed the building has no footing drains connected to the sanitary sewer.

Several proposed sidewalk cross slope grades meet the ADA standard of 2%, but not the City standard of 1%. Staff has agreed that the drawings are acceptable because of the much larger disruptions that meeting the city standard would cause, but that no sidewalk cross slope grade may exceed the 2% maximum per ADA standards.

Prepared by Jill Thacher
Reviewed by Brett Lenart

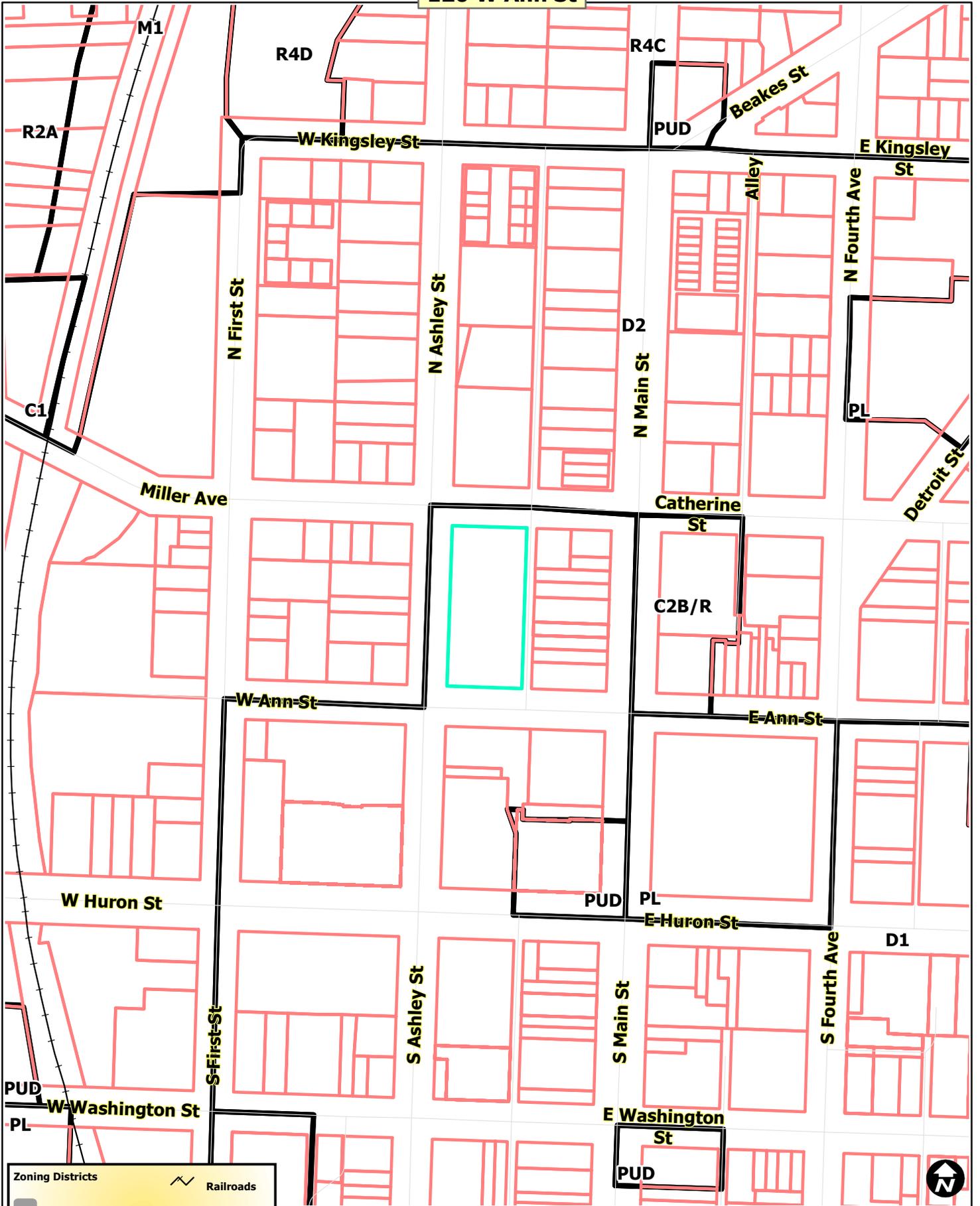
References: Zoning Map
 Aerial Photo
 [Site Plan](#)
 [Citizen Participation Meeting Report](#)

c: Owner/Petitioner: City of Ann Arbor c/o Ann Arbor Downtown Development Authority
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 Ann Arbor, MI 48104

 Petitioner's Agent: WGI
 Mike Ortlieb
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 Kalamazoo, MI 49002

Project No. SP18-039

120 W Ann St



Zoning Districts	Railroads
Township Islands	Huron River
City Zoning Districts	Tax Parcels



Map date 4/5/2018
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120 W Ann St

Miller Ave

N Ashley St

Alley

W Ann St

 Railroads
 Huron River
 Tax Parcels



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