# Zingerman's Deli Expansion

05/18/10 Planning Staff Report

### PLANNING AND DEVELOPMENT SERVICES STAFF REPORT

For Planning Commission Meeting of May 18, 2010

SUBJECT: Zingerman's Deli Expansion Site Plan for City Council Approval

(418 – 422 Detroit Street and 322 East Kingsley Street)

File No. SP10-009

### PROPOSED CITY PLANNING COMMISSION MOTION

The Ann Arbor City Planning Commission hereby recommends that the Mayor and City Council approve the Zingerman's Deli Expansion Site Plan and Development Agreement, subject to the resolution of loading zone options on East Kingsley Street prior to City Council action.

### PROPOSED CITY PLANNING COMMISSION MOTION

The Ann Arbor City Planning Commission hereby recommends that the Mayor and City Council approve the proposed modifications to the conflicting land use buffer requirements of Chapter 62 (Landscape and Screening Ordinance), because the standards contained in Section 5:608 (Modifications) have been met.

### STAFF RECOMMENDATION

Staff recommends **approval** of the site plan because it complies with applicable local, state and federal laws, ordinances, standards and regulations; limits the disturbance of natural features to the minimum necessary to allow a reasonable use of the land; and does not cause a public or private nuisance and does not have a detrimental effect on the public health, safety or welfare. At the writing of this report, the loading zone access on East Kingsley has not been finalized. This issue will need to be resolved before City Council action.

Staff recommends **approval** of the conflicting land use modification because the site is located in a special parking district as designated by Chapter 59 and the proposed sixfoot fence meets the spirit and intent of the conflicting land use buffer requirements.

#### LOCATION

The site is comprised of three parcels located at the southeast corner of Detroit Street and East Kingsley Street: 422 and 420 Detroit Street (the Deli and Annex), 418 Detroit Street (Next Door), and 322 East Kingsley Street. The site is in the Old Fourth Ward Historic District, the Downtown Planning Area (all three parcels), the Central Planning Area (322 East Kingsley Street), the Downtown Development Authority district (422, 420, and 418 Detroit Street) and the Allen Creek Watershed.

### **DESCRIPTION OF PROJECT**

The petitioner is proposing to demolish the house at 322 East Kingsley Street and construct a two-story, 10,340-square foot addition to the 5,107-square foot Deli building. The orange two-story Annex building at 420 Detroit Street will be incorporated into the addition. The existing curb cut on Detroit Street will be closed, and the former driveway and courtyard area between the Deli and Next Door will be re-graded to meet ADA requirements. The rear courtyard will be shifted slightly and the tent will be rotated 90 degrees. The Next Door building will remain unchanged.

Storm water detention will be located underground beneath the courtyard. The courtyard and ten-foot strip along the east property line will be paved with pervious concrete pavers and pervious concrete. A green roof is proposed on the existing one-story wing of the Deli.

One landmark tree is proposed to be removed, a 20-inch DBH Norway spruce near the front of the existing house at 322 East Kingsley Street. It is proposed to be replaced by four 2.5-inch trees.

The application includes a request for modification of the requirements of Chapter 62 (Landscape and Screening Ordinance) for the width of and landscape materials within the required buffer along the east property line. A six foot privacy fence is proposed along the east property line to screen the building from the adjacent residence.

The owner has a lease agreement for parking spaces owned by the Ann Arbor Public Schools, where the trash enclosure is proposed to be located. The lease extends through 2035. The owner has a 99-year lease agreement for a small triangular area at the rear of 414 Detroit Street which is currently used as patio and is proposed to be used as the same.

The petitioner is exploring alternatives for loading zone access off of Kingsley. If the petitioner determines that a curb cut and driveway are necessary, a variance from the Zoning Board of Appeals will be required to allow a one-way drive opening. This issue must be resolved before Council action on the site plan.

The petitioners held a citizen participation meeting on March 8, 2010. The report of that meeting is attached.

### PLANNING HISTORY

# Downtown Zoning

All three project parcels are zoned D2 (Downtown Interface) district and are located in the Kerrytown character area. Building frontages are "Front Yard" for the 322 E. Kingsley Street property and "Primary" for the remainder of the site. This is the first site plan to be submitted in the new D2 zoning district. The downtown zoning changes went into effect in December 2009.

### Historic District Commission

This project, after approval by City Council, would require a Notice to Proceed from the Historic District Commission (HDC). Typically, projects within a historic district are approved by the HDC before going on to the City Planning Commission and City Council for consideration. An application was made to the HDC in June, 2008 requesting permission to demolish the houses at 322 Kingsley Street and 420 Detroit Street. The HDC determined that the houses are contributing structures in the historic district. This finding means that the HDC cannot authorize their demolition by issuing a Certificate of Appropriateness (the typical approval process), because demolition of a contributing structure does not meet the Standards that govern the HDC's decision making. In order to demolish the house at 322 Kingsley Street should the Zingerman's Deli Expansion site plan be approved, Zingerman's will need to apply for and receive a Notice to Proceed (City Code Chapter 103 Historic Preservation, Section 8:416) from the HDC, which would allow work that does not qualify for a Certificate of Appropriateness.

There are only four circumstances under which a Notice to Proceed may be granted. Zingerman's will apply under one that reads "The resource is a deterrent to a major improvement program that will be of substantial benefit to the community and the applicant proposing the work has obtained all necessary planning and zoning approvals, financing, and environmental clearances." (From Section 8:416.) All approvals are required so that the HDC has as many assurances as possible that the applicant seriously intends to build the project and is in a position to do so. This is necessary since the Notice to Proceed will result in the permanent removal of historic resources. In order to apply to the HDC for a notice to proceed, the project must have an approved site plan from City Council, have proof of financing, and have any other zoning or environmental approvals that may be necessary to build the project. In order for the HDC to grant the project a Notice to Proceed, Zingerman's must prove that their project will be of substantial benefit to the community. How that benefit is defined and whether it is substantial enough to warrant the removal of contributing resources is determined by the HDC.

Zingerman's has been to three working sessions with the HDC on this project. The HDC is aware of the process Zingerman's has chosen to pursue, and Zingerman's is aware that all of the approvals necessary to get them to the HDC for a Notice to Proceed have no bearing on the HDC's actual decision, and that the HDC would approve or deny the application based only on the proof of "substantial benefit".

# **SURROUNDING LAND USES AND ZONING**

	LAND USE	ZONING	
NORTH	Single and Multiple-Family Residential	R4C (Multiple-Family Dwelling District)	
EAST	Multiple-Family Residential	R4C (Multiple-Family Dwelling District)	
SOUTH	Single-Family Residential and Community High School	D2 (Downtown Interface) and PL (Public Land)	
WEST	Retail	D2 (Downtown Interface)	

# **ZONING COMPARISON CHART**

	EXISTING	PROPOSED	REQUIRED BY CURRENT ZONING
Zoning	D2 (Downtown Interface)	D2 (Downtown Interface)	D2 (Downtown Interface)
Gross Lot Area	Three lots, 16,785 SF total	One 16,785 SF lot	No minimum
Floor Area in % of Lot Area	67%	129%	200% MAX
Character Overlay District	Kerrytown	Kerrytown	Kerrytown
Streetwall Height	2 stories	2 stories	2 stories MIN 3 stories MAX
Offset at Top of Streetwall	Not applicable	Not applicable	Not applicable
Maximum Building Height	26-28 ft	32 ft (to top of metal mechanical screen), 26 ft MAX at parapet	24 ft/2 story MIN 60 ft MAX
Massing Articulation	Not applicable	30 ft – New building 17 ft – New atrium	40 ft MAX
Setback – Side (Abutting R District)	6 ft – 10ft 322 Kingsley	10 ft east	10 ft MIN
Building Frontage	Primary and Front Yard	Primary and Front Yard	Primary and Front Yard
Kingsley Street	0 ft – 18 ft	15 ft - New Addition 0 ft - Deli	15 ft MIN – 322 Kingsley 1 ft MAX – Kingsley St
Detroit Street	0 ft	0 ft	1 ft MAX
Parking	Special Parking District	Special Parking District	Special Parking District
Parking – Automobiles	0	0	0
Parking – Bicycles	0	14 Class B 18 Class C	1 Class C MIN

# PLANNING BACKGROUND

The site falls within two planning areas. The <u>Master Plan: Land Use Element</u> recommends multiple-family residential uses for 322 East Kingsley. The Downtown Plan recommends Downtown Interface uses for the entire site (418, 420, and 422 Detroit Street, and 322 East Kingsley Street).

Some of the applicable goals and objectives for 322 East Kingsley Street from the Land Use Element include:

Goal A. To promote sound and attractive residential neighborhoods which meet the housing needs of the current and future population, which are adequately served by urban services, infrastructure and facilities and which conserve environmental quality.

Objective 1: To protect, preserve, and enhance the character, scale and integrity of existing housing in established residential areas, recognizing the distinctive qualities of each neighborhood.

Objective 2: To encourage the preservation of existing small neighborhood grocery stores and the re-establishment of vacated neighborhood grocery stores.

Objective 3: To minimize the displacement of residential uses by commercial and institutional uses.

Objective 4: To encourage the development of new architecture, and modifications to existing architecture, that compliments the scale and character of the neighborhood.

Objective 13: To ensure that new infill development is consistent with the scale and character of existing neighborhoods, both commercial and residential.

# Goal B: To encourage sensitive, attractive, and innovative development and renovation in downtown Ann Arbor and in adjacent neighborhoods.

Objective 1: To pay special attention to the interface zones between downtown Ann Arbor and Central Area residential neighborhoods; and to insure that projects in these areas both contribute to downtown liveliness and help buffer established neighborhoods from further erosion.

Objective 2: To promote compatible development of sites now vacant, underutilized or uninviting, wherever this would help achieve the plan's overall goals.

Objective 4: To protect housing stock from demolition or conversion to business use, and to retain the residential character of established, sometimes fragile, neighborhoods adjacent to commercial or institutional uses.

Objective 5: To encourage housing and neighborhood-oriented businesses in the downtown interface area zones that will improve quality of life in the nearby neighborhoods.

Objective 7: To encourage the construction of buildings whose scale and detailing is appropriate to their surroundings.

Historic Preservation Goal: To encourage the preservation, restoration or rehabilitation of historically and culturally significant properties, as well as

# contributing or complimentary structures, streetscapes, groups of buildings and neighborhoods.

Objective 5: Where new buildings are desirable, the character of historic buildings, neighborhoods and streetscapes should be respectfully considered so that new buildings will complement the historic, architectural and environmental character of the neighborhood.

The Downtown Plan's goal for the Interface Area is:

Goal: Preserve and enhance incremental transitions in land use, density, building scale and height in the Interface areas located between downtown's neighborhood edges and Core Areas.

Development within the DDA district, especially in the area which forms the Interface between the intensively developed Core and near-downtown neighborhoods, should reinforce the stability of these residential areas -- but without unduly limiting the potential for downtown's overall growth and continued economic vitality. Ideally, development within this portion of the DDA district should blend smoothly into the neighborhoods at one edge and into the Core at the other.

The Downtown Plan's goal for the Adjoining Neighborhood Area is:

# Goal: Protect the livability of residentially zoned neighborhoods adjacent to downtown.

The neighborhoods which edge downtown are an important factor in making it an attractive, vital center of community life. Near-downtown residents help to establish a market for retail, service, and entertainment functions, as well as extending the cycle of downtown activity into weekend and evening hours.

Definite land use boundaries, marking the outer limit of expansion for downtownoriented commercial development, should be respected in order to reduce pressures for inappropriate encroachment into neighborhoods. In addition, efforts should be made to minimize through automobile traffic impacts on neighborhood streets and to reduce the parking pressures created by non-residents.

### SITE HISTORY

**420 Detroit Street**, the Annex, is believed to have originally been located at the corner of Detroit and Kingsley Streets, facing Detroit Street, and was then moved back and rotated to face Kingsley Street in the 1890s. In 1902, the house was moved to its present location and oriented again toward Detroit Street. In 1987, Zingerman's reconstructed the front porch to accommodate an addition to the Deli building, and painted the building.

**418 Detroit Street**, known as Next Door, was built around 1886 in the vernacular Italianate style. It was converted from residential use to commercial in 1983 or 1984. A rear addition was constructed around 1991. There is a former garage at the rear of the lot.

**422 Detroit Street**, the Deli, is a commercial vernacular building constructed in 1902 for Rocco Disderide's grocery. A single-story addition was built on the south side in 1987.

**322 East Kingsley Street** is a 1½ story house that was constructed sometime before 1888, as it appears in that year's Sanborn maps as a side gable-house with a small rear ell. By 1908, the house had a different rear ell and a front porch had been added.

# CHAPTER 62 LANDSCAPE AND SCREENING ORDINANCE STANDARDS FOR MODIFICATION APPROVAL

The petitioner has requested a modification of the conflicting land use buffer width and landscaping requirements along the east property line to allow a six-foot tall privacy fence to satisfy the buffer requirement.

The Planning Commission or City Council may allow flexibility in the application of the landscaping requirements if the modifications are associated with one or more of the following site conditions [Section 5:608(2)(c)]:

- (i) The site is located in a special parking district as designated by Chapter 59.
- (ii) Strict application of this Chapter will result in a loss of existing parking spaces required by Chapter 59 where the parking does not abut residential uses.
- (iii) The topographic features of the site create conditions so that the strict application of the provisions of this Chapter will result in less effective screening and landscaping than alternative landscape designs.
- (iv) Existing buildings provide adequate screening for the purposes of Section 5:602(1).
- (v) Existing vegetation and landscaping are located or space in such a manner that the addition of required landscaping would be detrimental to the plant material or create undesirable conditions.
- (vi) The use of xeriscaping would prevent strict application of this Chapter.
- (vii) In the case of planned projects or planned unit developments, a rearrangement of the landscaping elements will achieve the spirit and intent of this Chapter.

(Petitioner's comments are in regular text, staff's responses are in *italic text*.)

1. What are the specific site conditions that necessitate this request and how do they warrant the modifications of Chapter 62 requirements?

The Zingerman's Deli property is located in the City's D2 Zoning District, automatically designated as a special parking district by Chapter 59 (site condition (i)). The D2 Zoning District allows a minimum ten-foot side yard setback, which has been provided on the site plan. This is consistent with the intent of D2 to promote a more dense, urban and mixed-use environment. As such, the placement of a 15-foot landscaped buffer would result in a more suburban treatment of the side yard interface with the neighboring property and conflict with the intention of the D2 zoning and A2D2 Plan for downtown Ann Arbor.

# 2. How does the proposal meet the spirit and intent of Chapter 62?

The design meets the intent of the D2 Zoning, fully acknowledging that land uses in this zone are transitional in nature, while still providing a significant and immediate screen between the residential and commercial uses. To the extent that solid screening is provided, the proposed privacy fence meets the spirit and intent of Chapter 62.

Both Planning and Land Development staff feel that this proposal meets the spirit and intent of Chapter 62.

#### STAFF COMMENTS

<u>Land Development</u> – The proposed underground detention system has been sized using 40 percent void space in the stone surrounding the storage chambers. Washtenaw County allows a maximum of 30 percent void space to be counted toward storage. As such it will be necessary to redesign the underground detention system using a maximum of 30 percent void space in the stone surrounding the chambers.

<u>Systems Planning</u> -- A Type M drive approach is shown on East Kingsley Street, while the response letter indicates that the driveway has been eliminated. Per Chapter 47, Section 4:20, useless curb cuts are not permitted. Barrier curb shall be placed in all areas where there are no curb cuts.

This review and recommendation was based on the plan set dated 5/5/10. The individual sheet dates are listed below.

Prepared by Jill Thacher Reviewed by Wendy Rampson jsj/5/14/10

Attachments: Location Map

Zoning and Parcel Map

Aerial Photo

Sheet C-101: Demolition Plan Sheet C-102: Layout Plan Sheet L-100: Landscape Plan

Sheets A200 and A201: Building Elevations

5/14/10 Development Agreement Citizen Participation Report

c: Owner: Deli Partners, LLC

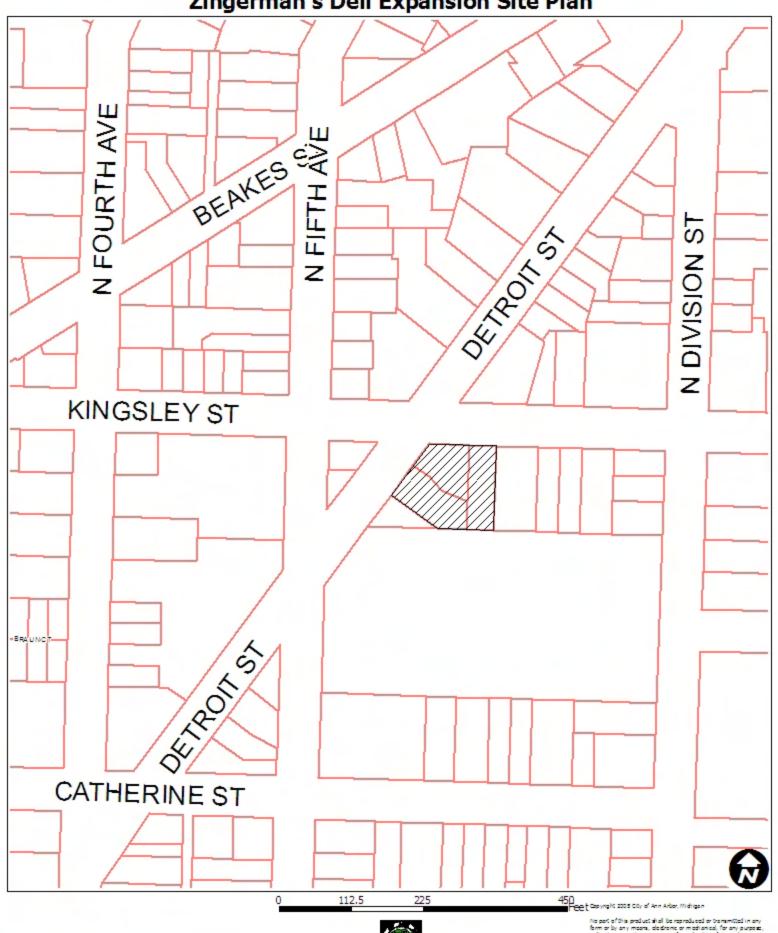
422 Detroit Street Ann Arbor, MI 48104

Petitioner: Beckett & Raeder Inc.

535 W William, Suite 101 Ann Arbor, MI 48103

City Attorney Systems Planning

**Location Map:** Zingerman's Deli Expansion Site Plan





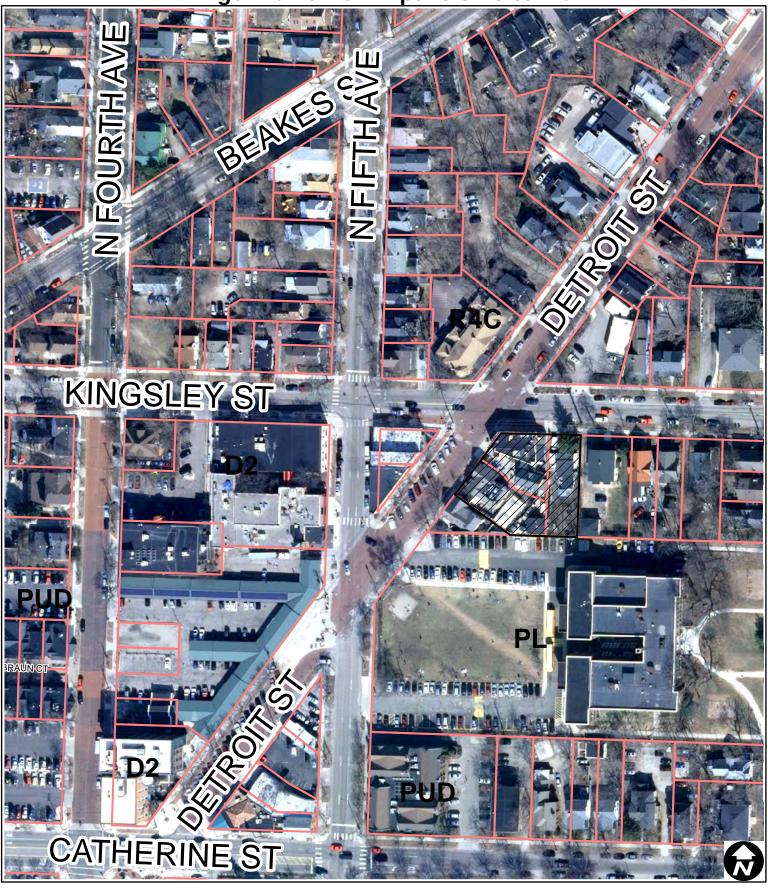


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Parcel and Zoning Map: Zingerman's Deli Expansion Site Plan N FOURTH AVE BEAKES BEAKES N R4C KINGSLEY-ST **D2 PUD** PL 3RAUN CT **D2 PUD** CATHERINE ST 100 200 400 Feet Map Legend No part of this product shall be reproduced or transmitted in any Parcels form or by any means, electronic or mechanical, for any purpose without prior written permission from the City of Ann Arbor. Zoning This map compiles with National Map Accuracy Standards for mapping at 1 Inch = 100 Feet. The City of Ann Arbor and its mapping contractors assume no legal representation for the content and/or inappropriate use of information on this map. <all other values> MinorCivilDivision Maps available online: http://gisweb.ewashtenaw.org/website/mapwashtenaw/ 005 (City of Ann Arbor)

# Aerial Map: Zingerman's Deli Expansion Site Plan





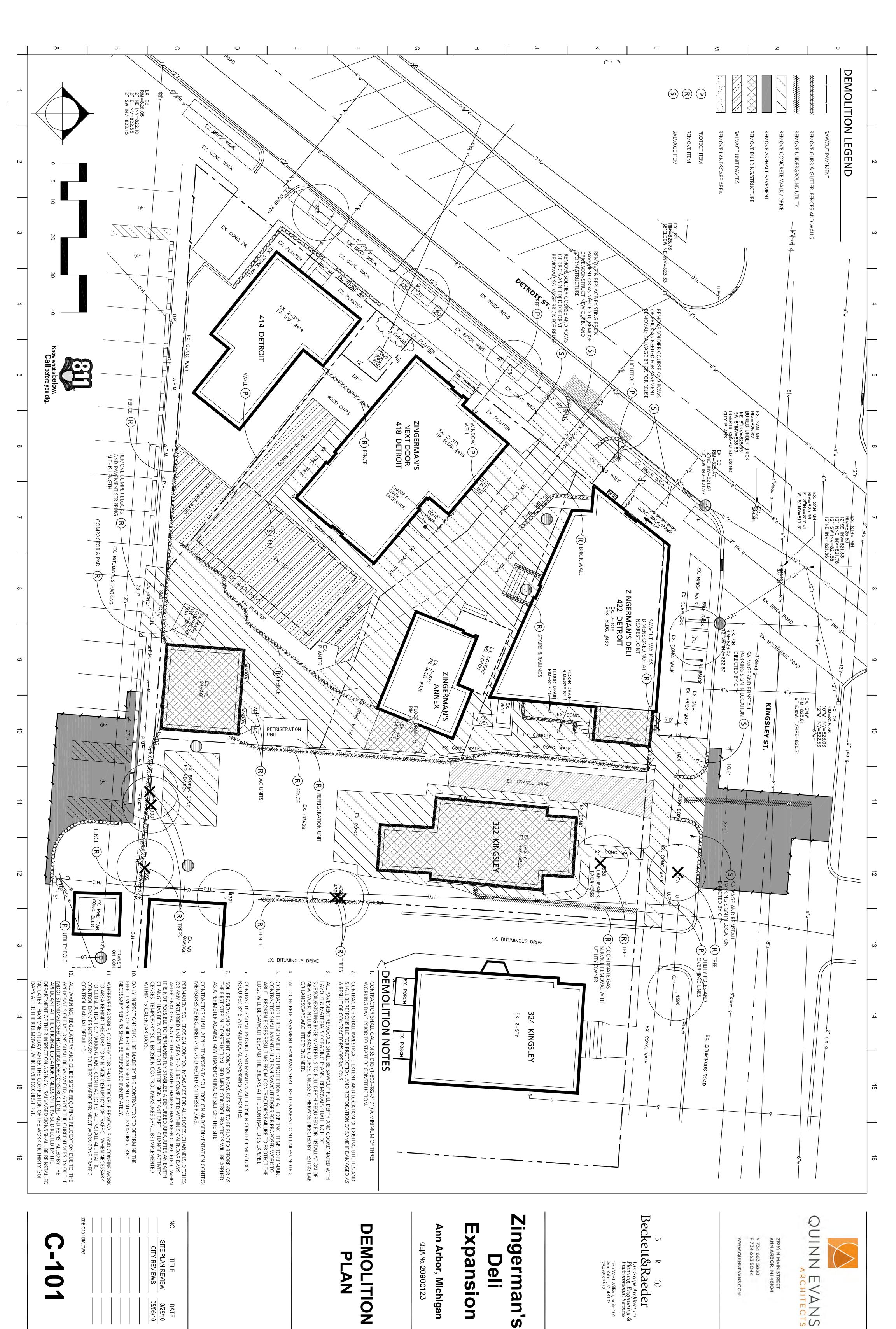
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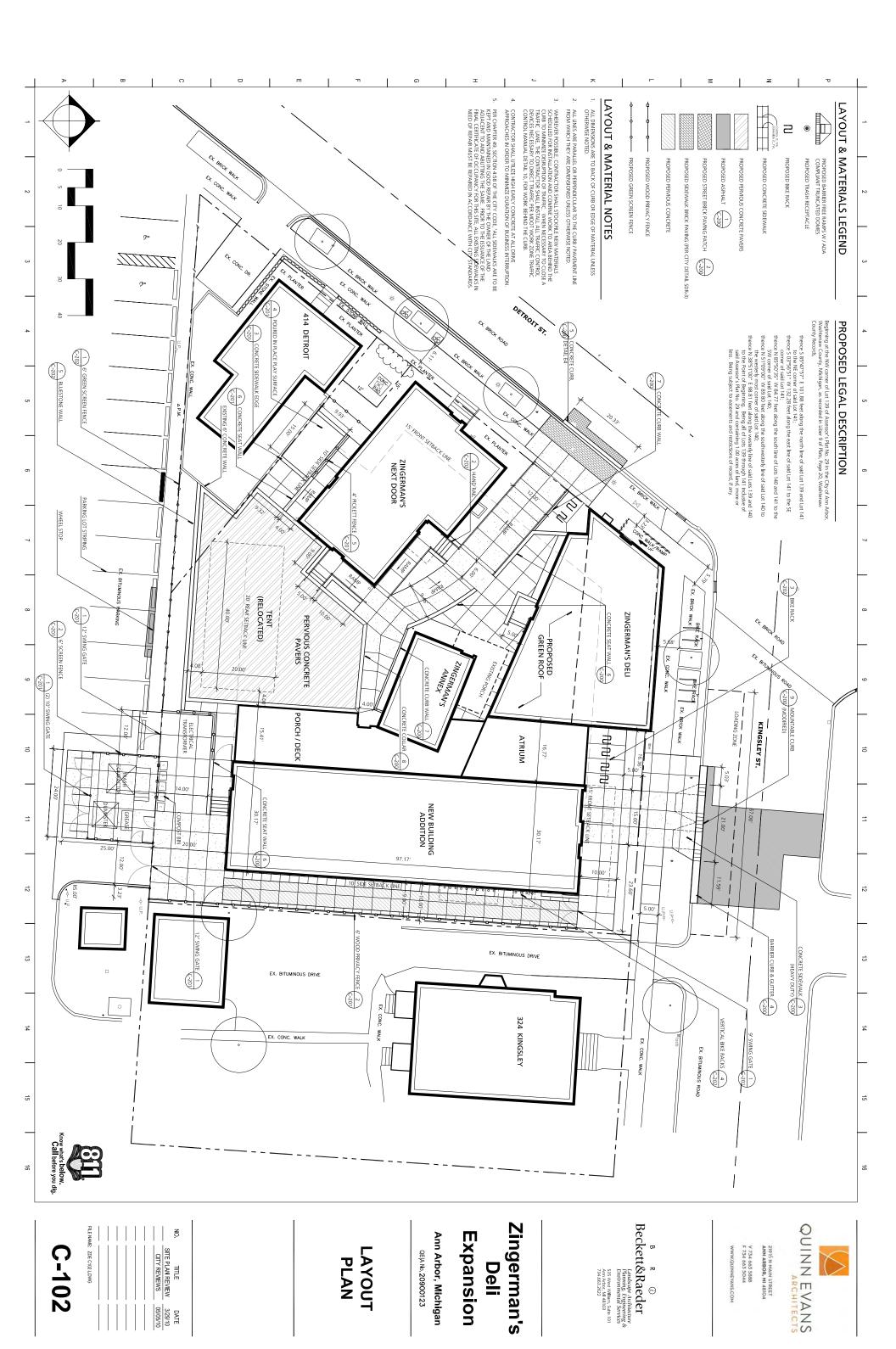
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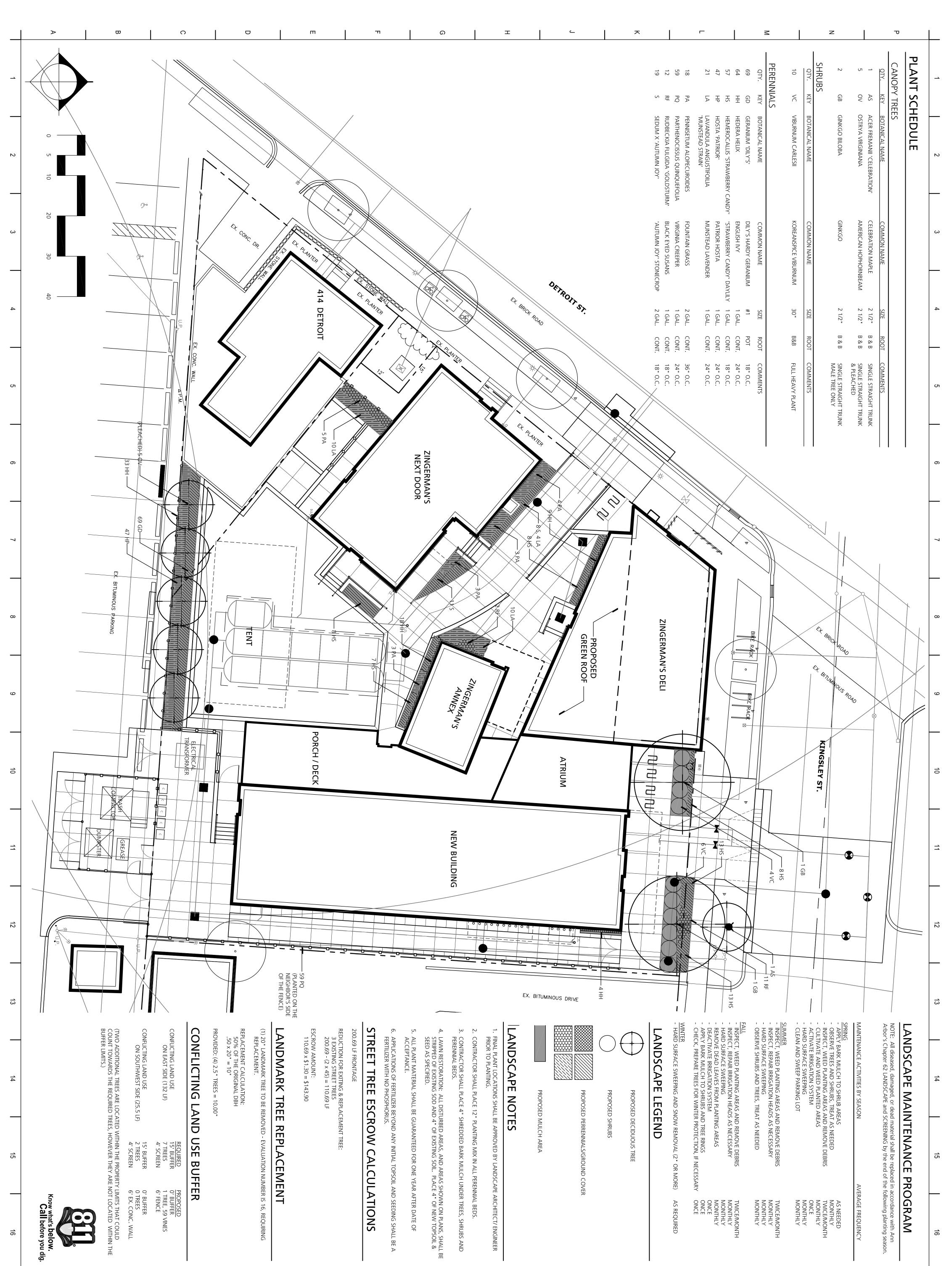
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Zingerman's Deli

Ann Arbor, Michigan

QEJA No. 20900123

Expansion

ANDSCAPE PLAN

NO. TITLE DAT

O. TITLE DATE

SITE PLAN REVIEWS 3/29/10

CITY REVIEWS 05/05/10

05/05/10



