

PLANNING SERVICES STAFF REPORT

For Planning Commission Meeting of April 15, 2025

SUBJECT: SP24-0011 (2845 S State St)
Arbor South Site Plan for Planning Commission Approval

PROPOSED CITY PLANNING COMMISSION MOTION

The Ann Arbor City Planning Commission hereby approves Site Plan SP24-0011 (2845 S State St) dated March 21, 2025, known as Arbor South, subject to entering into a Development Agreement and all terms of the Development Agreement are satisfied.

STAFF RECOMMENDATION:

Staff recommends that the petitions be **postponed** to the City Planning Commission's June 17, 2025 regular meeting for additional time to complete staff reviews and for the applicant to address unresolved issues.

LOCATION:

The site is 23.5 acres at the northeast quadrant of the South State Street and East Eisenhower Parkway intersection in the southern part of the city. Addresses include: 2803, 2845, and 2991 S State St; 777 and 789 E Eisenhower Pkwy; and 2800 Boardwalk Dr. Ward 4.

SUMMARY:

The proposed project is a site plan to develop 14 new buildings in a downtown-style development around two existing buildings at 777 and 789 E Eisenhower Pkwy. New buildings include a 150-room hotel, seven residential buildings with approximately 230 affordable and 840 market-rate homes, three restaurant buildings, and three parking structures with capacity for approximately 2,475 vehicles. Approximately 93,500 square feet of commercial space will be available at the ground floor level.

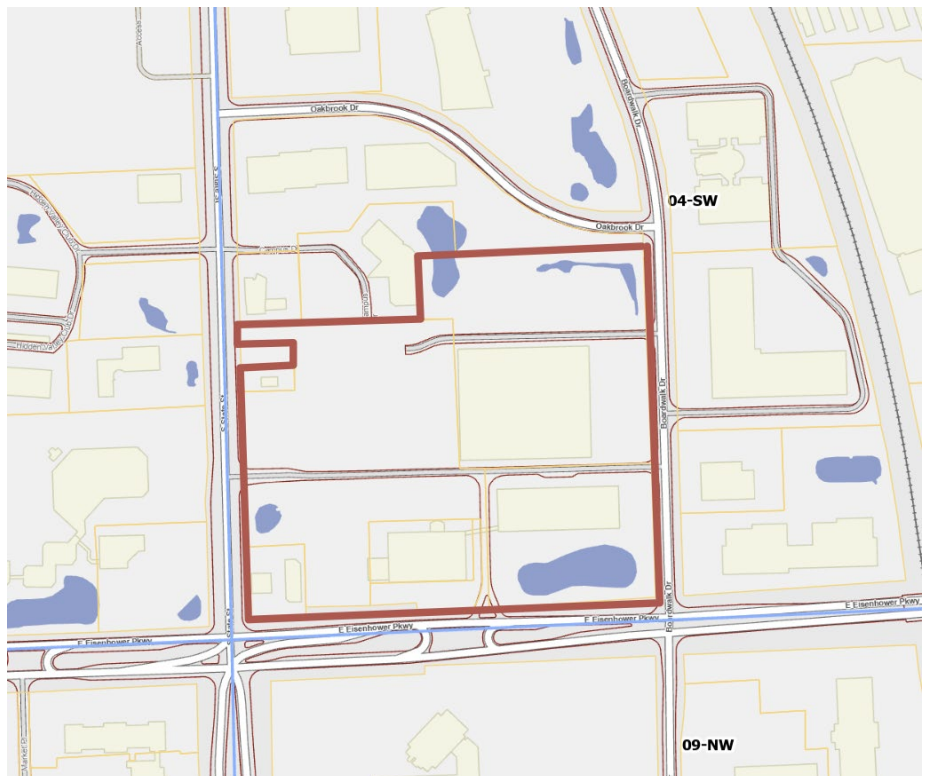


Figure 1: Location Map

EXISTING CONDITIONS:

The site includes 23.5 acres at the northeast quadrant of the South State Street and East Eisenhower Parkway intersection. It includes two condominiums and two parcels. The buildings and parcels of the site are commonly known as:

- 2803 S State St – a converted office
- 2845 S State St – a surface parking lot
- 2991 S State St – a fueling station and convenience store
- 777 E Eisenhower Pkwy – an office building
- 789 E Eisenhower Pkwy – an office building
- 2800 Boardwalk – a surface parking lot and parking structure

Zoning Designation – The site is zoned TC1 (Transit Corridor). South State Street and East Eisenhower Parkway have Transit Corridor designations on the Street Type Designation Map. Boardwalk Drive does not have a street type designation.

Surrounding Land Uses – The site is surrounded by office, light industrial and commercial uses. Multi-family homes are located to the northwest. Attached and detached single-family homes are in the general vicinity, east of the site, but are not adjacent.

Natural Features – Natural features present on the site include 12 landmark trees.



Figure 2 - Site Plan Overall Layout

SITE PLAN DESCRIPTION:

[Note: All numbers and dimensions in text have been rounded unless specifically noted. Numbers and dimensions in charts and tables are exact data.]

The proposed site plan has 14 new buildings arranged as a downtown-style development around two existing buildings at 777 and 789 E Eisenhower Pkwy. All other existing buildings and structures will be demolished and replaced with: a 150-room hotel building, seven residential buildings, three restaurant buildings, and three parking structures. The residential buildings will contain over 1,000 homes, of which 230 will be affordable to low income households. More than 93,500 square feet of commercial space will be developed at the ground level of several residential buildings and the parking structures. The parking structures will accommodate over 2,475 vehicles. Demolition and construction is planned in five phases.

Access to and through the site is proposed by two main east-west “streets” between S State St and Boardwalk Dr and shorter north-south streets forming a grid of blocks with six connections

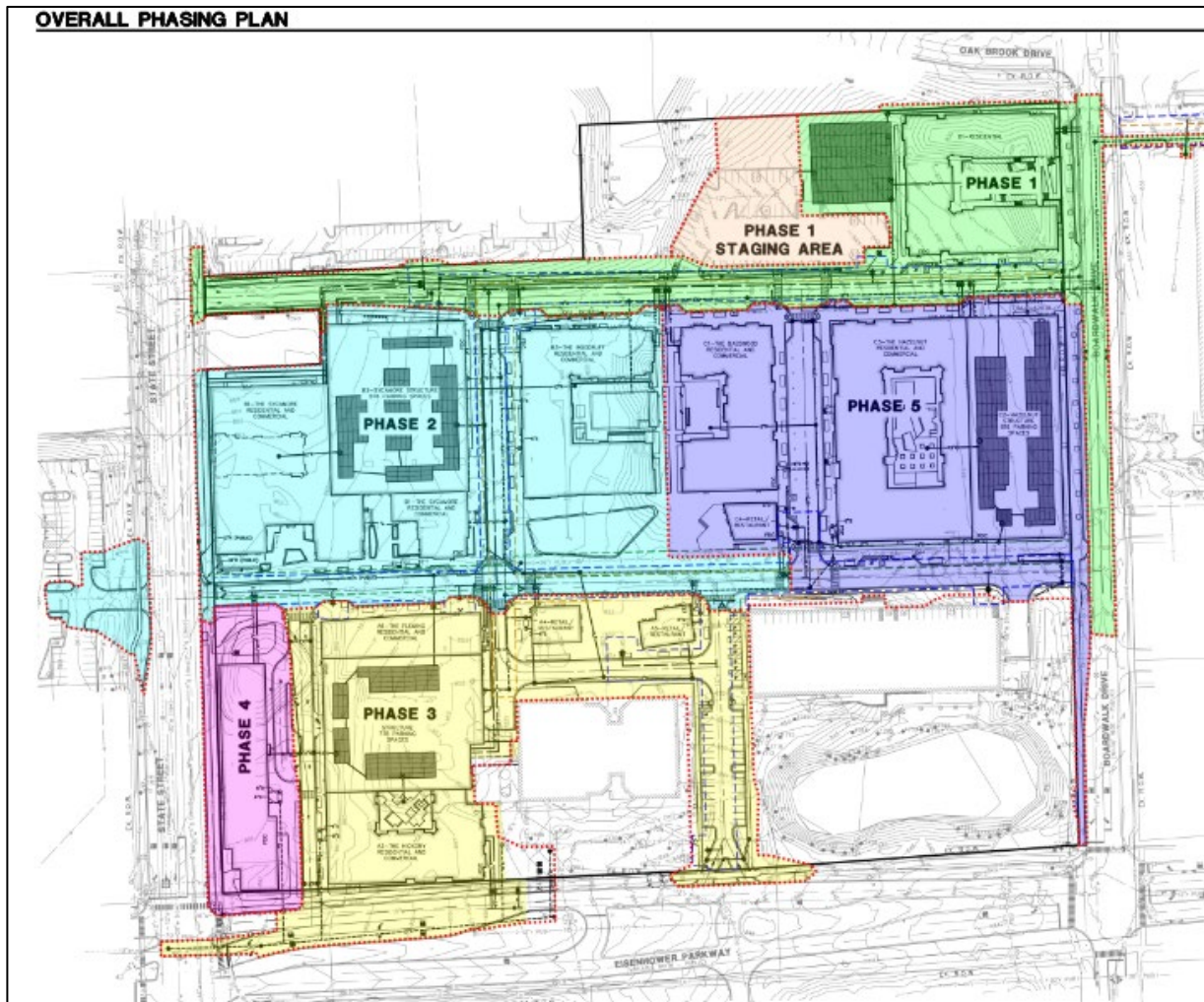


Figure 3 - Overall Phasing Plan

to public streets, the maximum number permitted for the site. These streets are, by definition, the development's vehicular use area providing access to the buildings and parking spaces (as opposed to private streets which provide access to lots and parcels). Interior landscape islands, required based on total square footage of the vehicular use area, are provided and designed to mimic streetscapes.

Stormwater management for the entire development is provided through a combination of existing surface basins and underground storage vaults. The system has been reviewed and approved by the Washtenaw County Water Resources Commissioner's office and provides management for 100-year storm volumes.

Phase One – Development is proposed to begin in the northeast corner (green area in Figure 4) of the site with new Building D1, a 137,000-square foot, five-story apartment building with exactly 229 affordable housing units for low-income households. The U-shaped building is open towards Boardwalk Dr.

Phase 1 includes extending the existing access driveway from Boardwalk Dr to become an internal cross street connecting Boardwalk with S State St, as well as installing the underground utilities to support the northern half of the site.

Phase Two – Two apartment buildings and a parking structure are proposed in Phase 2 (light blue area in Figure 4), located in the northwest portion of the site between the northern and southern east-west cross streets. Building B1, a 236,000-square foot, six-story apartment building with 200 units is proposed fronting S State St. Building B2, a parking structure for 800 vehicles and 40 bicycles, is adjacent and connected to B1 forming one block. Building B3 is proposed on an interior block, a 168,000-square foot, six-story apartment building with 170 units.

Phase 2 includes reconfiguring the existing cross access drive into the development's main street and an internal street. An additional 80 bicycle parking spaces are proposed throughout Phase 2 at corners and near building entrances.

Phase Three – One apartment building, one condominium building, a parking structure and two restaurants are proposed in Phase 3 (yellow area in Figure 4), in the southern central portion of the site between the southern east-west cross street and E Eisenhower Blvd.

Building A3 is a 118,000-square foot, six-story, 115-unit apartment building fronting E Eisenhower Pkwy. Building A6 is a 60,000-square foot, six-story, 30-unit condominium building. Building A2 is a 300,000-square foot parking structure for 775 vehicles and 30 bicycles situated between Buildings A3 on the south and A6 on the north.

On a separate block, north of 777 Eisenhower and east of buildings A2, A3, and A6, are two restaurant buildings of 3,000 square feet each (Buildings A4 and A5).

Phase 3 includes constructing a new access drives/internal street and reconfiguring the existing driveway from E Eisenhower Pkwy between 777 and 789 Eisenhower between E Eisenhower Pkwy and the development's main street. An additional 90 bicycle parking spaces are proposed throughout Phase 3 near building entrances.

Phase Four – A 150-room hotel is proposed in Phase 4 (pink area in Figure 4). This building is located across an internal street from the Building A2 parking structure. Phase 4 includes 20 bicycle parking spaces.

Phase Five – In the final phase of the project, two apartment buildings, a parking structure, and a third restaurant building will be constructed. Building C1 is a 130,000-square foot, six-story, 100-unit apartment building. Building C3 is a 234,000-square foot, six-story, 240-unit apartment building. Building C4 is a 3,000-square foot restaurant or commercial building. Building C2 is a 290,000-square foot parking structure for 800 vehicles and 25 bicycles. An additional 70 bicycle parking spaces are proposed throughout Phase 5.

BUILDING SUMMARY TABLE					
Building	Type	Floor Area	Units	Height	Diagonal
Phase 1					
D1	Apartment (Affordable)	137,261 SF	209	66' 10"	270'
Phase 2					
B1	Apartment (Market Rate)	235,700 SF	202	83' 9"	302'
B2	Parking Structure	349,350 SF	789 spaces	83' 9"	290'
B3	Apartment (Market Rate)	168,425 SF	168	81' 4"	279'
Phase 3					
A2	Parking Structure	308,788 SF	778 spaces	90' 7"	276'
A3	Apartment (Market Rate)	118,312 SF	116	90' 7"	238'
A4	Restaurant/Commercial	3,000 SF		36' 0"	80'
A5	Restaurant/Commercial	3,000 SF		36' 0"	85'
A6	Apartment (Condo)	60,297 SF	30	90' 7"	220'
Phase 4					
A1	Hotel	127,900 SF	150 rooms	90' 4"	307'
Phase 5					
C1	Apartment (Market Rate)	129,813 SF	109	80' 10"	250'
C2	Parking Structure	286,288 SF	816 spaces	100' 3"	318'
C3	Apartment (Market Rate)	233,678 SF	239	100' 3"	341'
C4	Restaurant/Commercial	3,000 SF		36' 0"	85'
Existing Buildings					
777	Office	196,096 SF (av.)			
789	Office	196,096 SF (av.)			
TOTALS					
		2,557,002 SF	1,073 units		

APPLICABLE PROCEDURES AND STANDARDS:

The applicable procedures for this petition, which have been satisfied, include:

- Citizen participation meeting – Tuesday, January 9, 2024 at 777 Eisenhower Pkwy
- Submittal – May 16, 2024
- Application fees
- Zoning Board of Appeals – July 24, 2024, four variances from Table 5.17-8 related to building length and frontage granted (case ZBA24-0023)
- Site Plan for Planning Commission Approval – new buildings in mixed-use development (UDC Section 5.29.6, Table 5.29-1)
- Public notice – published, mailed, posted

The applicable standards and regulations for this petition include:

- UDC Section 5.15 Permitted Uses
- UDC Section 5.17 Area, Height and Placement
- UDC Section 5.18 Special Dimensional and Site Layout Standards
- UDC Section 5.19 Parking Standards
- UDC Section 5.20 Landscaping, Screening and Buffering
- UDC Section 5.21 Streets and Access
- UDC Section 5.22 Stormwater Management and Soil Erosion
- UDC Section 5.22 Natural Features
- UDC Section 5.25 Outdoor Lighting
- UDC Section 5.28 General Procedures
- UDC Section 5.29 Specific Procedures
- Public Services Standard Specifications
- Solid Waste Standard Specifications
- International Fire Code
- Rules of the Washtenaw County Water Resources Commissioner

SERVICE UNIT COMMENTS:

The following reviews have been performed for this petition and are summarized here. Original review memos are available as attachments to plan file. Files are public records that can be found online at <https://stream.a2gov.org> using keywords: SP24-0022, 2845 S State St, and Arbor South.

In addition, on Monday, April 7, 2025, City Council passed [Resolution R-25-118](#), committing to participating in the Arbor South project by issuing bonds to finance the three parking structures, then owning and operating them as public parking structures, authorizing the City Administrator to negotiate the appropriate agreements and “commitments from the developer for features in accordance with the City’s A2Zero and Vision Zero Plans, that could include for example solar or geothermal energy, increased access to bussing, and safe multi-modal transportation.” Further revisions and reviews of the proposed site plan, beyond those noted below, may be forthcoming because of these negotiations.

Approved and Conditionally Approved Reviews

Sanitary Modeling Review – Staff has reviewed and agreed with the findings from the updated draft utility impact analysis conducted by OHM Advisors, dated January 13, 2025. While the analysis shows no predicted basement backups or sanitary sewer overflows in the downstream sanitary sewer system with the added development flows during the city’s wet weather design event scenario, it does indicate that the proposed development will exacerbate the existing wet weather constraints in the downstream trunkline sewers.

Park Planning Review – The applicant has offered a parkland contribution for the proposed increase in households in the City.

Planner Review – Regarding the site plan dated 3/21/25, with the variances granted by the Zoning Board of Appeals, the proposed development complies with the dimensional standards of the TC1 district.

A development agreement is required, which are used to reflect improvements, contributions, and commitments that required for the project but are not shown on the site plan whether they are procedural or off-site. This project's development agreement may need to address, among other items:

- Submittal and approval of a site plan to realign the South State Street driveway of the Concord Center to match the southern cross "street" of the proposed plan before completion of Phase 2.
- Parkland contribution of \$424,375.00 to improve surrounding area parks, based on the standard contribution request with credit for the 2 acres of publicly accessible open space within the development.
- Combining all parcels and establishing a condominium prior to issuance of any permits.
- Constructing sanitary sewer main northeast of the site
- Conveying public utility, access, and stormwater drainage, easements
- Maintenance provisions of enhanced streetscape elements adjacent to the site in the right-of-way such as tree pits and grates, planters and seatwalls, pavers and decorative concrete, bus shelters, etc.
- Coordination of improvements relative to phasing plans and issuance of permits and certificates of occupancy

Building Admin Review – Applicable sections of the 2015 Michigan Building Code are provided to facilitate building plan review following site plan approval.

Environmental Notification – The Environmental Assessment report has been reviewed and comments reinforcing recommendations regarding development of proposed hotel building A1 are provided for consideration.

SESC Review – The plans dated 3/21/25 are approved. Additional review will be required if revised plans are submitted.

GIS Review – Policies and guidelines on assigning addresses to new buildings are provided and an labeled address plan has been prepared.

Required Revisions and Pending Reviews

Fire Review – The plans dated 3/21/25 are under review. Previous comments noted instances where the width of fire lane access was insufficient.

Urban Forest Natural Resource Review – The plans dated 3/21/25 are under review. Previous comments noted the plan do not comply with Section 5.20 Landscaping, Screening and Buffering because the extent of the vehicular use area was incorrect which led to insufficient interior landscape island requirements for both area and trees.

Public Works Review – Confirmation is required that each staging location includes the space necessary to stage the required number of dumpsters for any given collection day.

Engineering Review – The plans dated 3/21/25 are under review. Previous comments noted inconsistent labeling of rights-of-way lines, noncompliant drive approach and driveway dimensions, completeness and clarification of amenities proposed within proposed utility easements, and numerous and various engineering details. [

Transportation Engineering Review – Materials supporting the site plan dated 3/21/25 are under review. Previously, it was noted that the Multimodal Transportation Impact Analysis was incomplete and detailed comments were provided.

Prepared by Alexis DiLeo, Principal Planner
Reviewed by Brett Lenart, Planning Manager and Hank Kelley, Deputy Planning Manager

Attachments: Zoning Map
Aerial Photo

c: Applicant/Owner – Oxford Companies (Jeff Hauptman)
Developer – Crawford Hoying (Todd Johnson)
Engineer –Midwestern Consulting (Tom Covert)
Architect – Lord Aeck Sargent (Matt Cherry)