# PLANNING AND DEVELOPMENT SERVICES STAFF REPORT

For Planning Commission Meeting of January 23, 2014

SUBJECT: 515 Oxford Rezoning and Area Plan for City Council Approval

(515 Oxford Street)

File Nos. Z13-015 and AP13-001

# PROPOSED CITY PLANNING COMMISSION MOTION

The Ann Arbor City Planning Commission hereby recommends that the Mayor and City Council approve the 515 Oxford Rezoning from R4A (Multiple-Family Dwelling District) to R2B (Two-Family Dwelling District and Student Housing District) and Area Plan.

### STAFF RECOMMENDATION

Staff recommends that the rezoning request be **approved**, because the R2B zoning district's area, height and placement requirements are more consistent with the characteristics of the parcel than the current zoning, and R2B zoning would be a logical extension of the existing district on the west side of Oxford and would be consistent with the adjacent University of Michigan group housing uses.

Staff recommends that the area plan be **approved**, 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, and the permitted uses under the proposed R2B zoning are compatible with the city's adopted plans and policies.

### **LOCATION**

The site is located on the east side of Oxford Street, directly opposite the east end of South University Avenue (Central Area). This site is located in the Allen Creek watershed.

### **DESCRIPTION OF PETITION**

The petitioner seeks to rezone this parcel from R4A (Multiple-Family Dwelling District) to R2B (Two-Family Dwelling District and Student Dwelling District) and convert the three-unit house into a sorority use. Rezoning is desired because the area and placement standards of the R4A district result in non-conformities that limit renovation of the building as group housing.

Per Chapter 55 (Zoning Ordinance), Section 5:10.4, sororities are permitted in the R2B district as a special exception use pursuant to Section 5:104. The petitioner has applied separately for a special exception use for a sorority with a maximum of 20 occupants. That application will move forward at a later City Planning Commission meeting with a site plan that was submitted subsequent to the area plan and zoning.

Under the proposed R2B zoning, the parcel must have a minimum of 350 square feet of lot size per occupant. This 11,191 square foot parcel would meet the lot size requirement for the proposed 20 occupants, which includes the required resident manager. The area plan indicates expansion of the 3,089 sf building to meet the 5,000 sf minimum structure floor area requirement for a sorority use.

The house has an original one-story wing that is four feet from the north property line. The area plan shows this wing to be removed and rebuilt as a two-story wing that meets the eight foot R2B side yard setback requirement. On the front of the house, stacked first and second floor porches are proposed on the area plan. These may not be located within the 42' front setback, although a patio at grade would be allowed within the front yard setback.

The area plan proposes access to the building via an existing 10-foot wide driveway, which is located entirely off-site on property owned by the University of Michigan. The driveway is located within a permanent access easement of 16.5 feet.

Four automobile parking spaces are shown on the area plan, which is consistent with requirements for a sorority use with 20 occupants (1 space per 5 beds). Ten class A and four class C bicycle parking spaces are shown: this surpasses the requirement for five class A and five class B spaces.

The house is intended to serve as a sorority annex for the Delta Gamma sorority, located about one hundred feet to the southwest across Oxford Road. The structure currently is a registered rental property with one studio, one one-bedroom, and one four-bedroom, and a maximum occupancy of 8 people.

A citizen participation meeting was held on November 15, 2013 at the Delta Gamma sorority house, 626 Oxford Road. Letters were sent to 394 recipients within 1,000 feet of the site. In addition to the project team, there were five attendees, including two representatives of the OxBridge Neighborhood Association. Questions were answered about kitchen facilities, parking, materials, the sorority, infrastructure, and noise.

### SURROUNDING LAND USES AND ZONING

	LAND USE	ZONING
NORTH	Residential (Six-unit multi-family dwelling)	R4A (Multiple-Family Dwelling District)
EAST	University Housing (Oxford Houses)	PL (Public Land)
SOUTH	University Housing (Oxford Houses)	PL (Public Land)
WEST	Residential	R2B (Multiple-Family Dwelling District and Student Dwelling District)

# **COMPARISON CHART**

	EXISTING	PROPOSED	PERMITTED/ REQUIRED (EXISTING ZONING)	PERMITTED/ REQUIRED (PROPOSED ZONING)				
Zoning	R4A (Multiple- Family Dwelling District)	R2B (Two-Family Dwelling District and Student Dwelling District)	R4A (Multiple- Family Dwelling District)	R2B (Two-Family Dwelling District and Student Dwelling District)				
Gross Lot Area	11,191 sq ft	11,191 sq ft	21,780 sq ft MIN	8,500 sq ft MIN				
Lot Area per Dwelling Unit	3,730 sq ft/unit (3 dwelling units)	559 sq ft/occupant (20 occupants)	4,300 sq ft/unit MIN	350 sq ft/occupant MIN				
Usable Open Space in % of Lot Area	Unknown	Not applicable	65% MIN	Not applicable				
Setback – Front	42 ft	42 ft	40 ft MIN	42 ft MIN (25 ft or established front setback on the date of ordinance adoption, whichever is larger)				
Setback – Sides South/North	17 ft 1 in/4 ft	17 ft 1 in/8 ft	20 ft MIN	8 ft MIN				
Setback – Rear	43 ft	30 ft	30 ft MIN	30 ft MIN				
Building Height	28 ft	30 ft	35 ft, or 45 ft for buildings with parking below at least 35% of the building MAX	30 ft MAX				
Parking – Automobile	4 spaces	4 spaces	4 spaces MIN (1 space per 5 beds)	4 spaces MIN (1 space per 5 beds)				
Parking – Bicycle	None	10 Class A 4 Class C	5 Class A 5 Class B	5 Class A MIN 5 Class B MIN				

# **HISTORY**

This mid-century modern house was designed by George Brigham and built as his own home and architectural studio in 1940. It was originally constructed as a duplex at 515/517 Oxford Road.

### PLANNING BACKGROUND

The *Master Plan Land Use Element* recommends multiple-family land uses for this parcel. The abutting parcel to the north is recommended for multiple family uses, and the parcels to the west across Oxford Street are recommended for single and two family/group housing. Institutional uses are proposed for the parcels to the east and south.

# **STAFF COMMENTS**

# <u>Planning</u>

Zoning Request - The current lot and structure are nonconforming in the R4A district: The lot does not meet the minimum size of 12,900 sf for three dwelling units, and the existing structure is too close to both side lot lines. Rezoning the parcel from R4A to R2B eliminates several of the lot and structure nonconformities present on the site. The minimum lot size and minimum lot width would both be conforming in the R2B, and one of the existing side setbacks would conform. As the house stands today, the north side setback would not conform to R2B standards.

Staff supports the rezoning request. The R4A zoning is unusual in this location, since the Intent statement for the district notes that this zoning is most appropriate for perimeter areas of the city. The R2B zoning district's area, height and placement requirements are more consistent with the characteristics of the parcel, and R2B zoning would be a logical extension of the district on the west side of Oxford and would be consistent with the adjacent University of Michigan group housing uses.

*Area Plan* - An area plan is required for a rezoning request when not accompanied by a site plan. The petitioner decided to pursue the rezoning first, since this is a discretionary decision on the part of City Council. As the rezoning petition proceeds, the petitioner will move forward with a special exception use request and site plan based on the proposed R2B zoning.

Historical Significance - A2modern, a group formed to raise awareness of and appreciation for mid-century modern architecture in Ann Arbor, contacted staff midway through the area plan review process. They shared that the house was designed by local architect George Brigham as his personal home and studio in 1940. A photograph of the house from the 40s or 50s appears on their website, a2modern.org. Brigham arrived in Ann Arbor in 1930 via MIT and CalTech, and introduced modern architecture to the city. He designed more than 40 homes in Ann Arbor and Barton Hills between 1936 and 1958. The house has had cosmetic changes through the decades, but the massing and overarching original design are nearly intact.

Staff met with the petitioner and owner to discuss options to preserve the Brigham home without tearing off the original one-story north wing and other character-changing alterations. This might be accomplished through a planned project that allows a reduced north setback to accommodate the existing house while allowing a smaller rear setback with the open space offset elsewhere on the site. This could allow a two-story addition on the rear of the house that preserves the original streetview and character-defining features, while increasing the habitable space. The petitioner has submitted a site plan in keeping with this area plan, but is considering converting the petition to a planned project that preserves more of the original Brigham home. Staff is in favor of preserving the mid-century modern Brigham home while acknowledging that the house has no historic protection or restrictions such as those found in a local historic district.

<u>Systems Planning and Project Management</u>: The existing drive approach is not wide enough, but may be allowed to remain as an existing nonconforming condition if determined to not be a traffic hazard by the city traffic engineer.

Prepared by Jill Thacher Reviewed by Wendy Rampson 1/16/14

Attachments: Citizen Participation Meeting Report

Zoning/Parcel Maps

Aerial Photo

Existing Conditions and Topography

Layout Plan Landscape Plan New Floor Plans Exterior Elevations Building Perspectives

c: Petitioner's Agents: OX Studio

308 1/2 S. State St., Suite 20

Ann Arbor, MI 48104

Perimeter Engineering 11425 Boyce Road Chelsea, MI 48118

Owner: Dan Pampreen

PO Box 4418

Ann Arbor, MI 48106

City Assessor Systems Planning File No. Z13-015 and AP13-001 15 November 2013 515 Oxford Renovation and Expansion CPO Meeting Report

### Notice Provided

Letter notices were distributed (see attached) to 394 recipients within 1,000 feet of the site location. This information was provided to the petitioner by the City on October 31, 2013.

### Meeting Summary

The meeting was held at the Delta Gamma Sorority house located at 626 Oxford. The meeting started promptly at 7:34. Five (5) attendees were present beyond the project team – two (2) arrived shortly after the formal presentation had begun. Two individuals spoke both for themselves and as executive members of the OxBridge Neighborhood Association. See the attached sign-in sheet for reference.

Representing the project team were:

Mr. Dan Pampreen (Dan's Houses, owner and the formal petitioner)

Mr. Robb Burroughs (OX Studio, project architect)

Ms. Ariel Hurwitz-Greene (DG Alumni rep and project coordinator for the sorority)

A presentation regarding the proposal was provided to the attendees describing the existing conditions of the property, the intended use and the municipal review process, including the individual requests being made of the City.

### Presentation Boards

The following materials were presented during the course of the meeting:

Existing Conditions Site Plan

Existing Conditions Site Plan with existing R4A setbacks overlayed

Existing Conditions Image and Plan board

Proposed Architectural Site Plan

Proposed First and Second Floor Plans (including unit layouts)

Proposed Exterior Building Elevations

Proposed Exterior Façade Renderings

# Attendee Comments / Questions

Is there a kitchen?

A non-commercial kitchen is being provided for general cooking and storage.

Where will the sorority members eat?

Sorority members living at the annex will be included with the food service plan managed thru the existing house.

Why is there a separate suite?

This is the house mom suite, required by both the sorority and the zoning ordinance.

How many parking spaces are being provided?

6 total parking spaces are being provide, one for every three beds. Two spaces will be in the garage and four will park at grade.

How many parking spaces are there presently at the building?

Where is the parking going to take place?

All parking will be accounted for on site. Overflow parking can be accommodated at the existing sorority as required.

What materials will be used on the exterior facades?

The existing structure is primarily painted wood siding and concrete block. The building will be reclad and the new work composed of painted Hardiboard siding, most likely in varying palette of sizes and siding types.

What are the current number of beds in the existing DG sorority house?

60 sorority members live in the DG house.

What are the current number of bedrooms in the existing house?

8

What happens if the sorority elects to not renew their lease?

The Owner intends to rent this to other sorority users or as a household dedicated for female residential housing.

How many members of the sorority live at the present house?

60

How many members of the sorority will remain after the annex is completed?

42

Will this project impact water pressure in the neighborhood?

The team was not aware of any water pressure issues but new work will comply with municipal standards.

Does the front porch encroach into the setback?

The front porch is in the front yard setback (after adapting the averaged front yard condition) but is not covered and therefore is a conforming addition to the building.

Specific concerns of neighbors:

Noise (bad boys from fraternities)

Parking

Demand on existing neighborhood infrastructure

Water Pressure

"Love the architecture - it's a great improvement"

### Comments Received via Email or Telephone

Telephone:

Florence Arnold - 1502 Geddes (call received 11/13)

Ms. Arnold inquired into the nature of the project. After hearing what was being proposed, she stated that she had no problems with the proposal.

Email:

Ms. Lana Hawkins

### Attachments

The following referenced documents are attached as follows:

CPO Notification Letter and Site Plan Attendee Sign In Sheet Presentation Boards (as listed above)

End of Memo

### Dear Property Owner,

In accordance with the City of Ann Arbor's Citizen Participation Ordinance (CPO), we are inviting you to a public meeting in regards to the property located at 515 Oxford Road. Your property is within 1000 feet of this development and as such we are sending you this letter to notify you of the development and the opportunity to give us your input. The purpose of this meeting is to address questions and concerns that you may have about this proposed development and also garner your input as a neighborhood resident and promote effective citizen participation in the project development process. This is a way for all of the neighbors to be involved in the design and development process and allow the developers a chance to hear your concerns and ideas so that the design team can try to incorporate these into the overall design as possible.

After this meeting is conducted the design team will comb through the ideas and suggestions to finish the site plan design for submittal to the City of Ann Arbor by the November 25th submittal deadline. Once these plans are submitted, City staff will have a chance to review the plans for its conformance with the city zoning requirements and site development standards. The first possible Site Plan Meeting for this project to be heard will be at the January 23rd Planning Commission Meeting. This meeting, and any subsequent meetings including City Council, will be open to the public.

### Petition for Site Plan Review

The project is intended to adaptively re-use, renovate and expand the existing multi-family residential structure to accommodate future use as a boarding house. The boarding house function would accommodate provisions to make the building an annex for the Delta Gamma sorority, likewise located on Oxford Street. This process will include application for Rezoning, Special Exception Use (required for boarding house function) and Site Plan Approval to the City Planning Commission.

Due to the limitations of the existing R4A Multiple Family Dwelling district and its unique application in this area of the city, the property is being proposed for rezoning from R4A to R2B Two-Family Dwelling and Student Housing district. This would allow zoning compliance both for the majority of the existing site, building and proposed use, something the current zoning classification does not afford. In addition, this district is the predominant district within this area and would allow this property to match the surrounding zoning classifications, and in many cases the similar uses, of the neighboring properties.

The project will include 17 beds distributed amongst one- and two-bedroom units and arranged between the first and second floors of the structure along with commons bathrooms and gathering spaces. In addition, a resident manager suite (including one additional bed) will be provided per ordinance requirements. The existing building envelope is presently two-stories in height – the new building area will match the approximate overall height. Parking provisions will be accommodated on the site, with two (2) garage parking stalls and four (4) exterior parking stalls.

### Meeting Logistics

Date: Thursday November 14, 2013

Time: 7:30 - 8:30PM

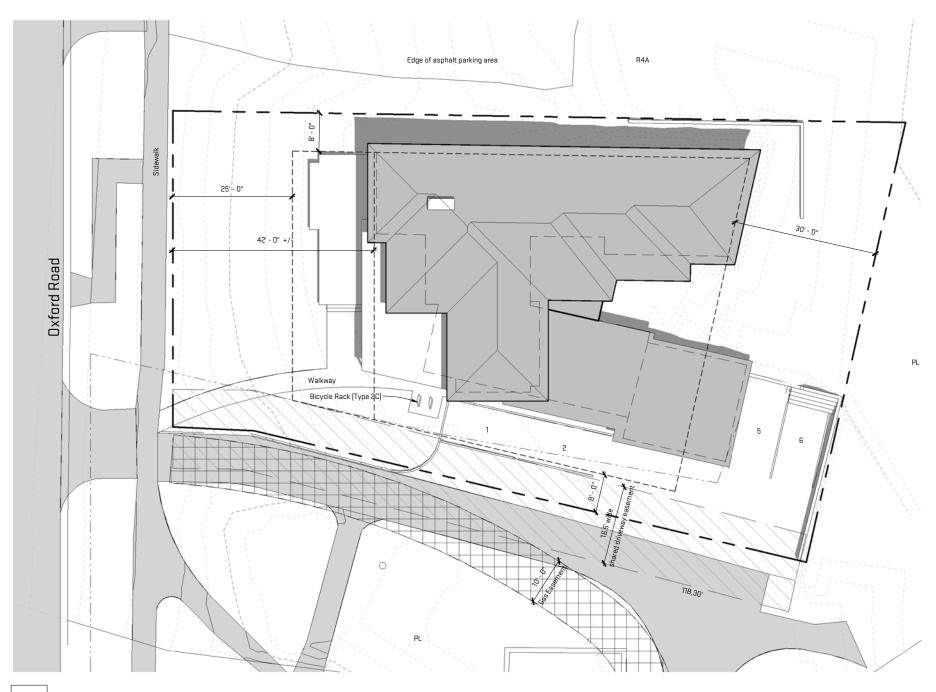
Location: Delta Gamma Sorority House

626 Oxford Road Ann Arbor, MI 48104

# Anticipated City Review Schedule

Citizen Participation Meeting
 Submittal of petition to Ann Arbor Planning Department
 Ann Arbor Planning Commission/Council Meetings
 01-04/2013

Persons with disabilities are encouraged to participate in public meetings. Accommodations, including sign language interpreters, may be arranged by contacting Robb Burroughs at OX Studio during regular business hours at (734) 929-9014 or email at <a href="mailto:robb@oxstudioinc.com">robb@oxstudioinc.com</a>. Requests need to be made at least 72 hours in advance of the meeting.



# CPO MEETING ATTENDANCE RECORD

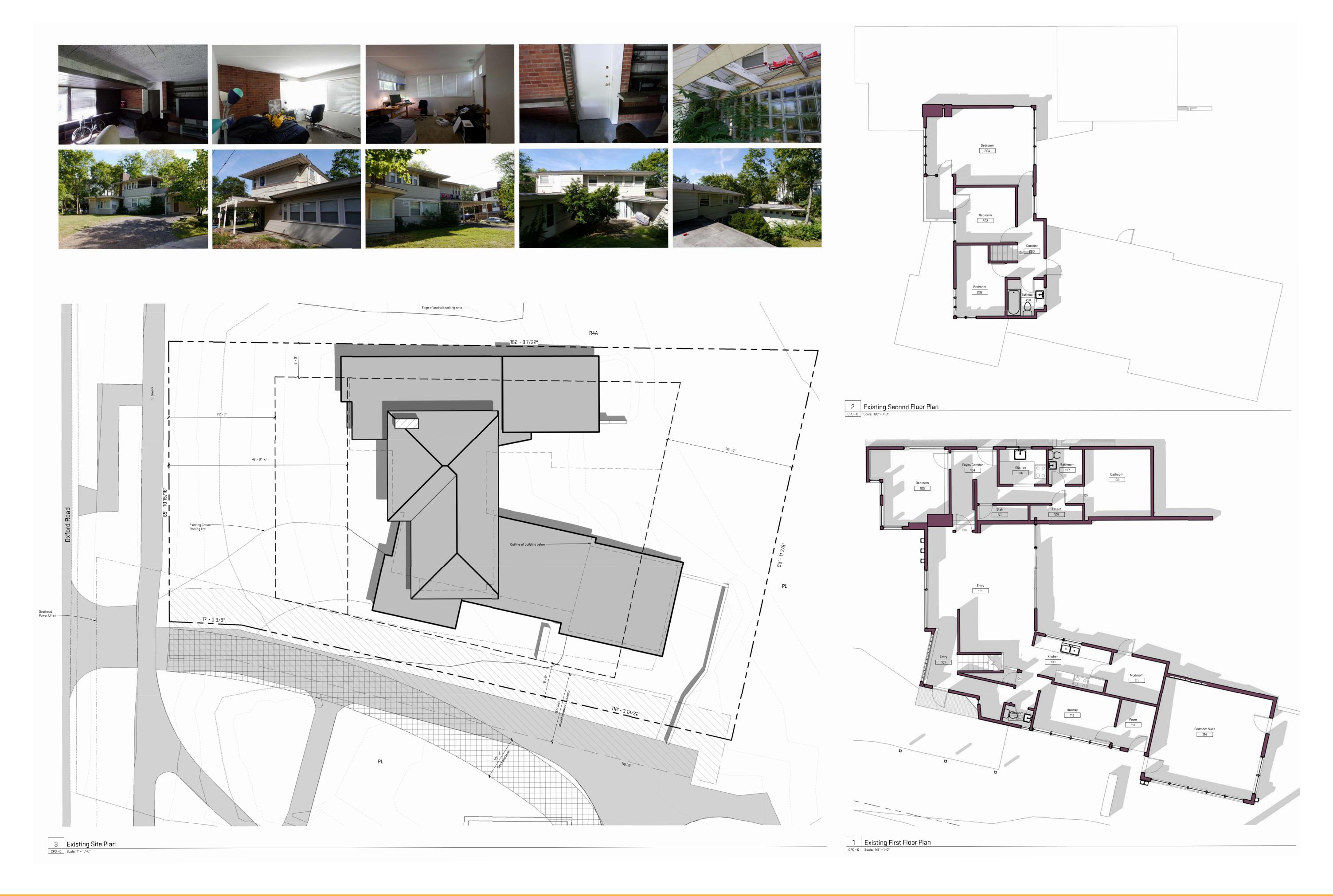
515 Oxford Renovation PAM13 Project Name:

Project Number: Meeting Date:

14 November 2013 626 Oxford Street (Delta Gamma Sorority) Location:

Contact Info	Address	703 Selle	1541 Washfingwithe A2 48104	Carol & Seid Web. Com 1717 S. University Ave 48104		9																		
	Email	HORELLE YAKES				1 1																		
	Phone Number	(734) 904.8565	19891780-1992	(794) 913-2495	(248) 207.2698	(734) 478-24436	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	-	( )	· ·	( )	( )	( )
	Name	PAUL MAREL	Andrea Rue	Carol Said	Michael Soltis	Lano Haw king																		

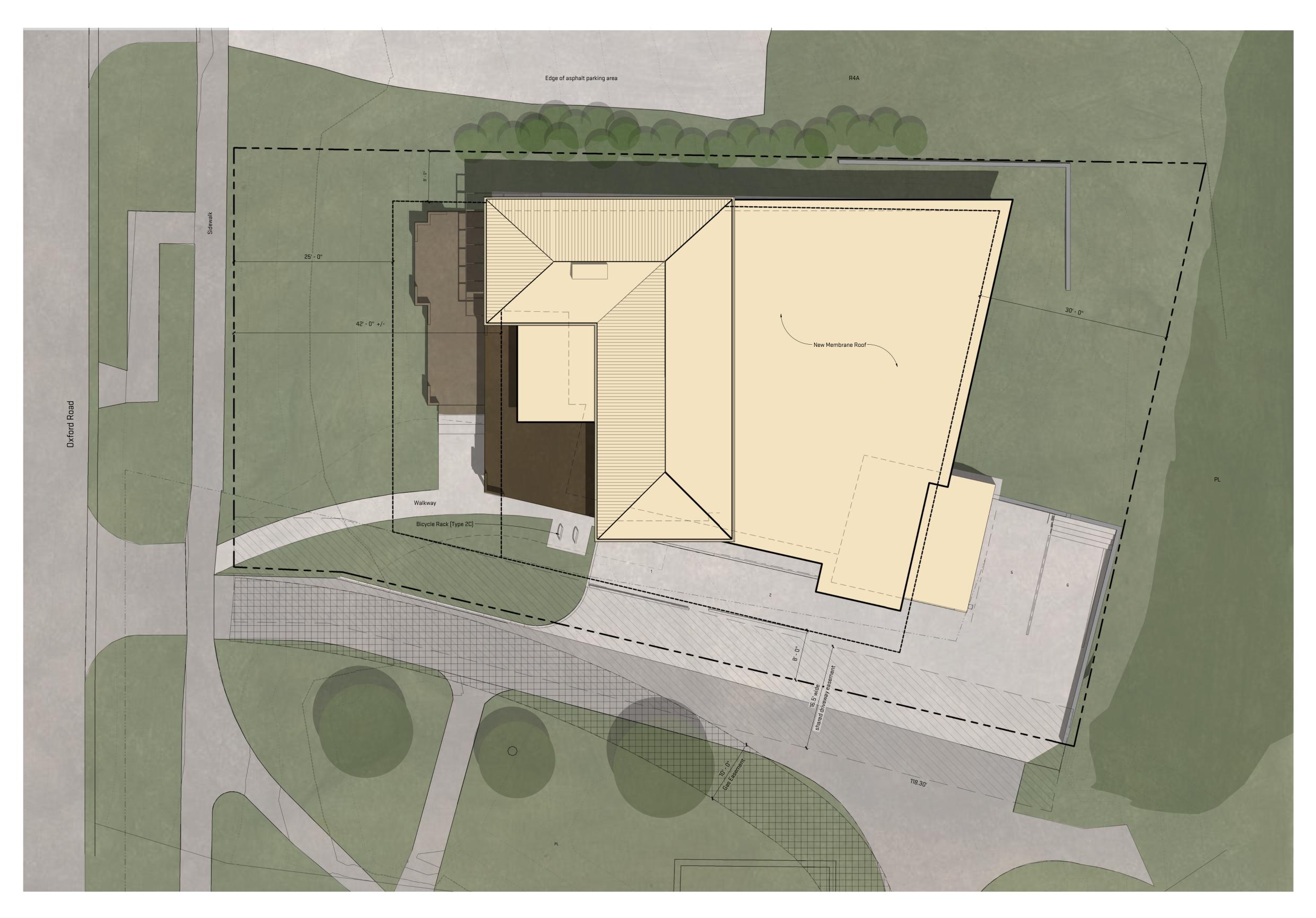






















SECOND FLOOR AREA: 3,305 S.F.

3 Second Floor Plan
CPO-2 Scale: 1/8" = 1'-0"











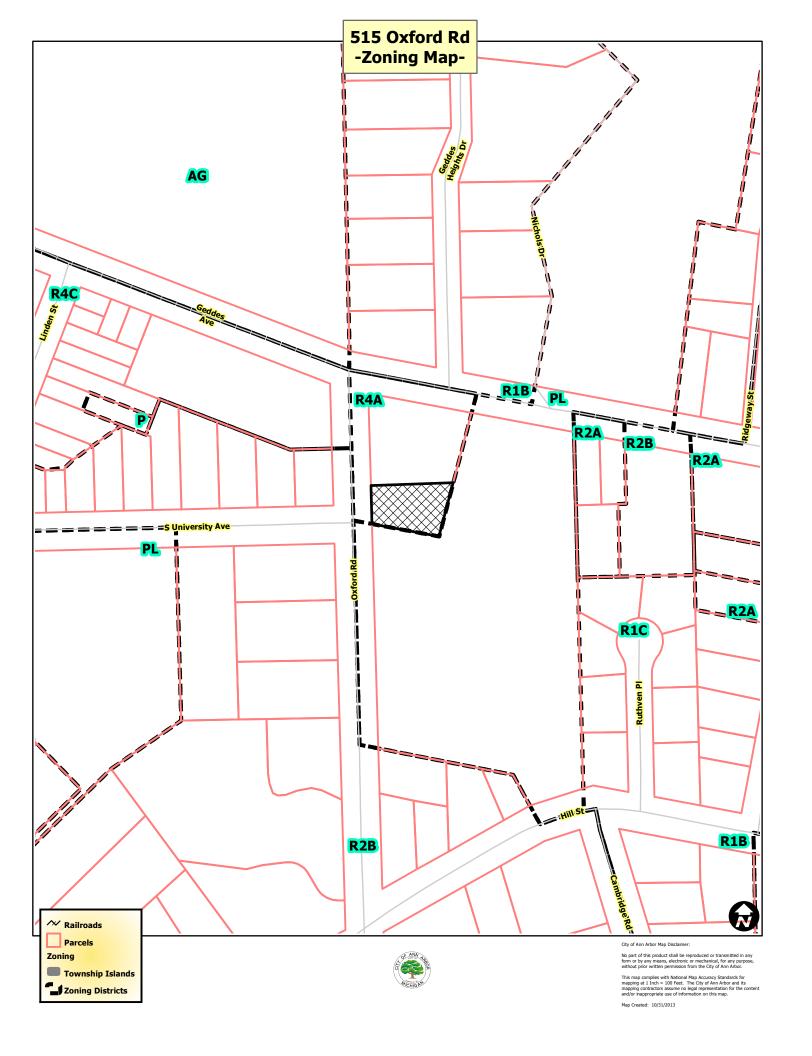


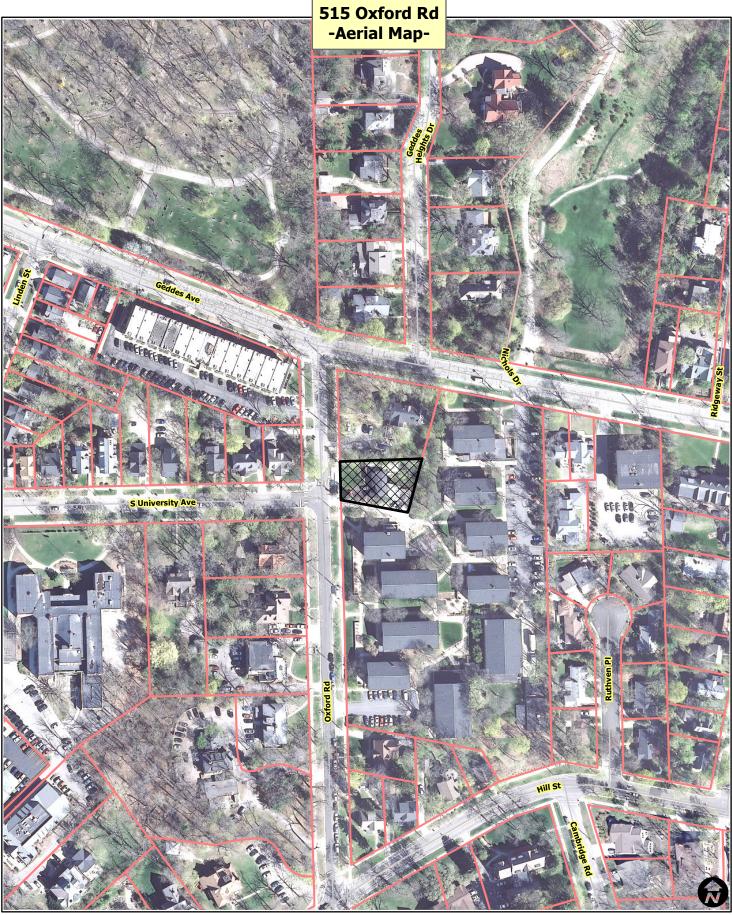












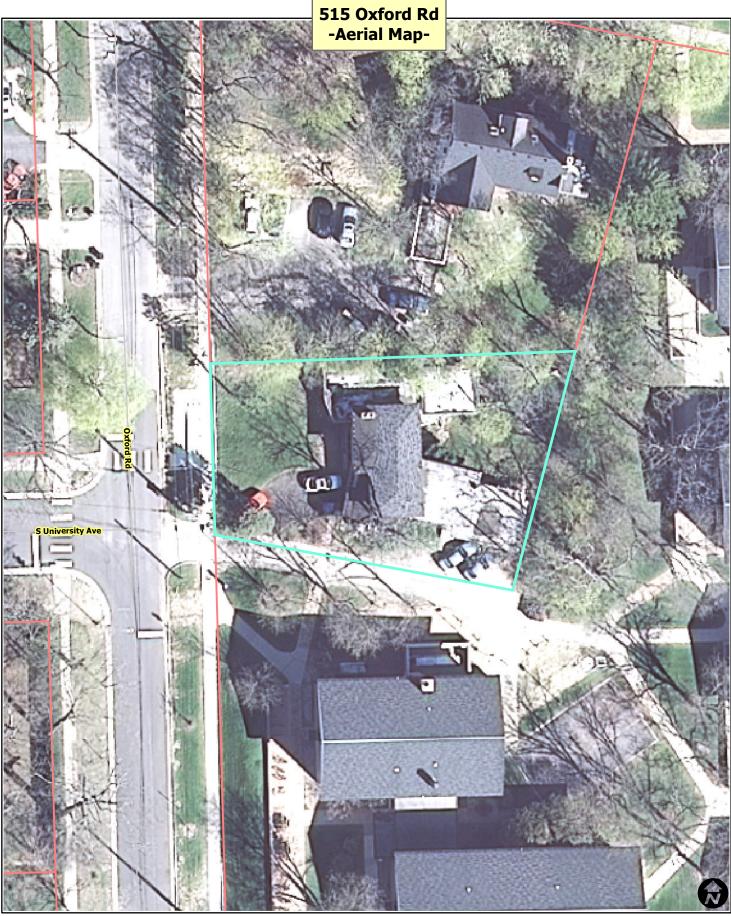




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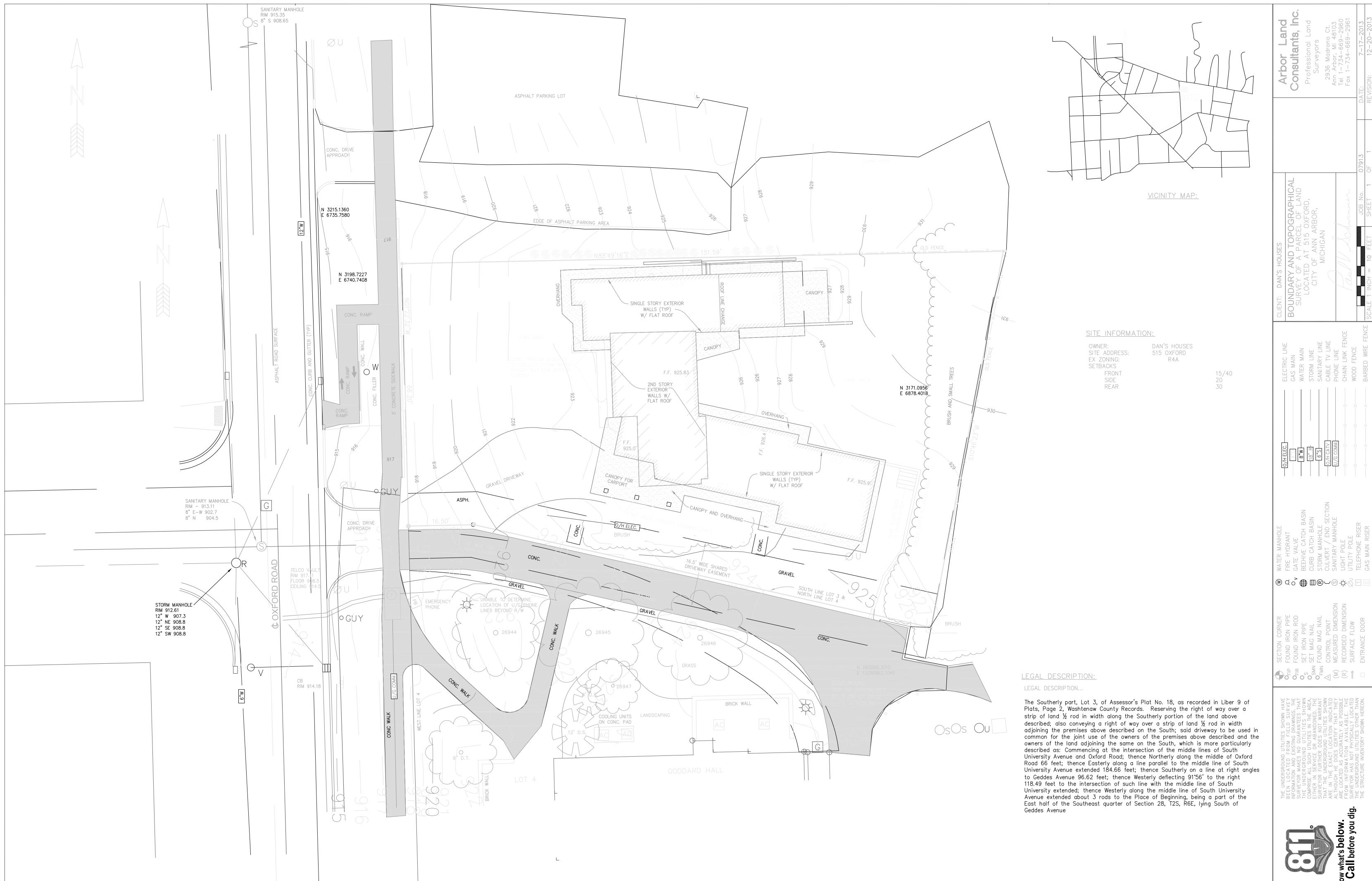




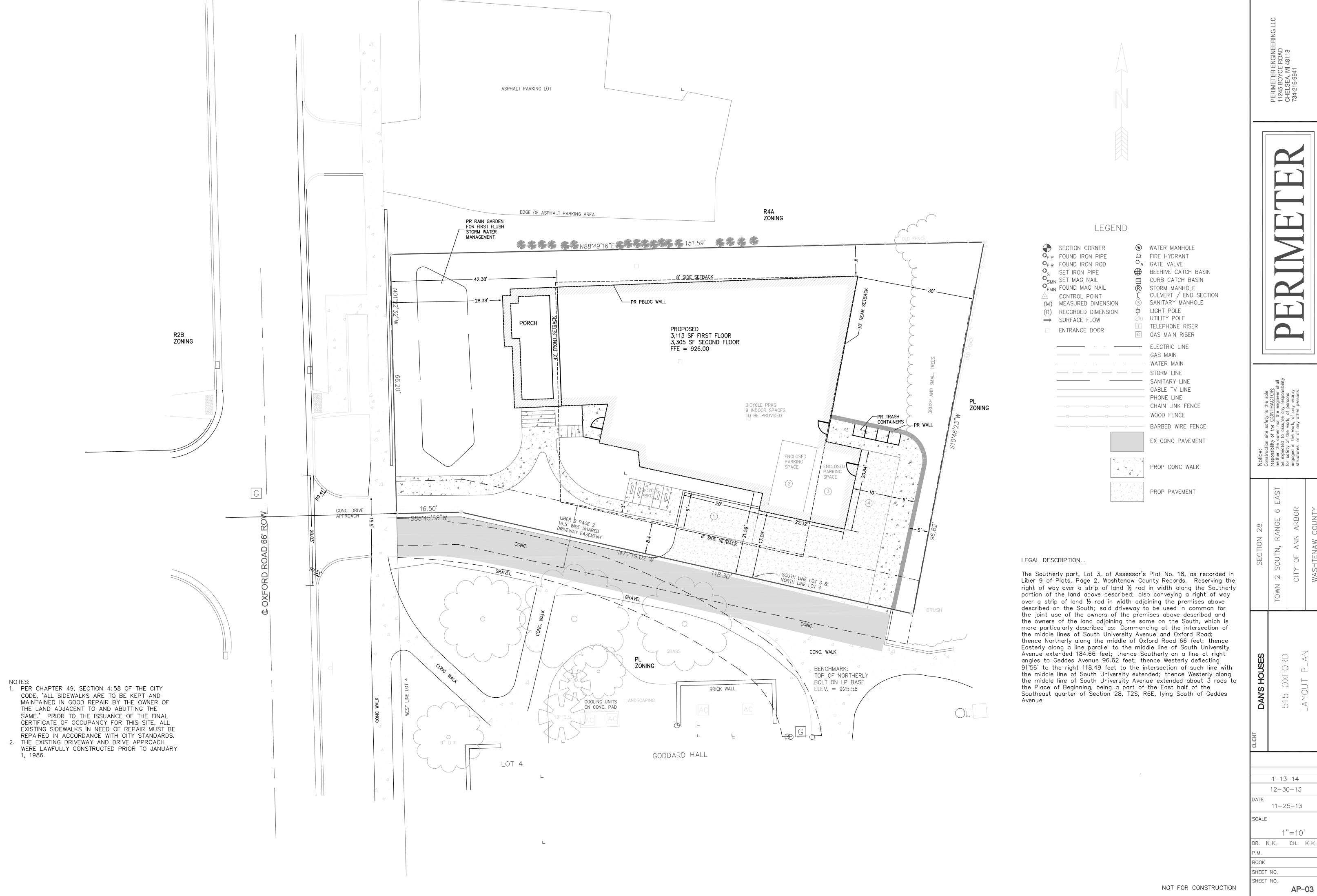
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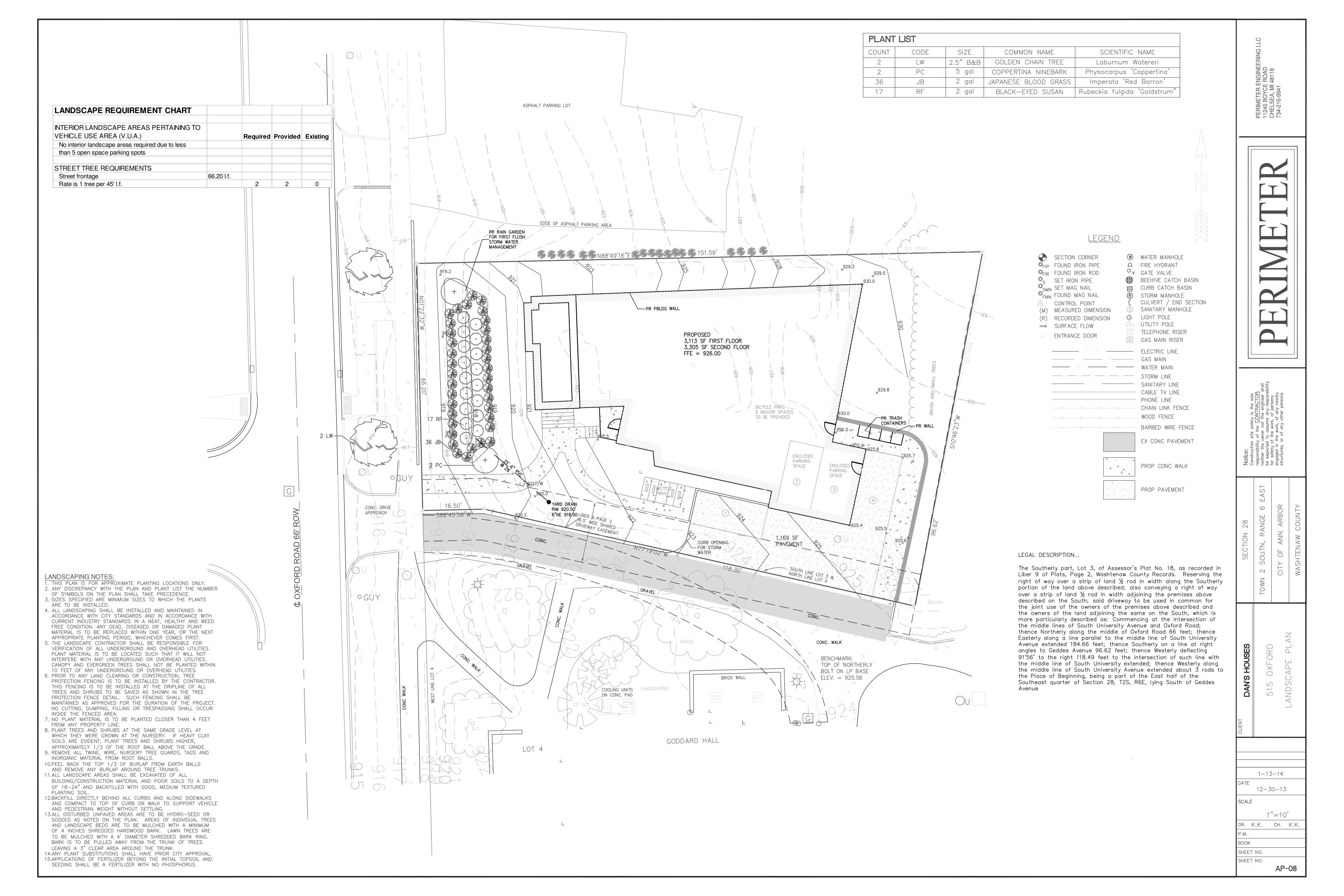
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AP-02



DR. K.K. CH. K.K.





Area Plan Submittal

Dan Pampreen







F	515 Oxford St. Renovati Dan Pampreen	70
G	Job Name: 51E Owner (Client):	Inh Address: 515 Ovford Dd
Н	Building Perspectives	
J	Sheet Title:  Building Po	Scale factors on this sheet
	Latest Revision: 11/25/2013	
K	Original Issue: 11/25/2013	
	Drawing Number	:
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515 Oxford St. Renovation Dan Pampreen Building Perspectives 11/25/2013 Original Issue: 11/25/2013



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