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Date: May 28, 2020

**Special Land Use and
Preliminary Site Plan Review
For
City of Northville, Michigan**

Applicant:	156 N. Center, LLC 42300 W. Nine Mile Road Novi, MI 48375
Project Name:	150-156 N. Center St.
Plan Date:	Cover and Architectural Sheets: 9-9-19 Engineering Sheets: 3-17-20
Location:	Southeast corner of the N. Center and Dunlap intersection
Zoning:	CBD– Central Business District
Action Requested:	Special Land Use and Preliminary Site Plan Approval
Required Information:	As noted within this review

PROJECT AND SITE DESCRIPTION

The applicant is proposing to demolish the existing one-story building on the southeast corner of N. Center and Dunlap (156 N. Center St.), and demolish an addition on the rear of the adjacent building to the south (Tuscan Café building – or 150 N. Center St.). They are proposing to construct a new 3-story building at the corner, and build a three-story addition onto the rear of the Tuscan Café building. They are also proposing to build a third floor on top of the existing Tuscan Café building. Both addresses will have interior access to one another. The new building will be occupied by a restaurant on the first floor, and four (4) residential units on the upper floors. The Tuscan Café building will continue to be occupied by the restaurant on the first floor, and have three (3) residential units on the upper floors. The applicant is proposing to use existing and new parking credits to provide parking for this building.

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The uses proposed on the first floor are considered permitted uses in the CBD District. The residential uses on the upper floors are considered Special Land Uses in the CBD District.

An aerial of the subject site is shown below.



Google Maps

The applicant attended an electronic pre-application meeting on March 18, 2020 where a concept of the project was discussed.

SPECIAL LAND USE

The Central Business District (CBD) lists residential apartments or condominiums in upper floors only as a Special Land Use. It conditions upper-level residential units to the minimum sizes required in Section 15.02, Footnote 15(4) for multi-family structures.

Article 16, Special Land Uses, describes the procedure for review of a Special Land Use. To evaluate this proposal, the Planning Commission considers the “Basis of Determination” (or Special Land Use Standards) in Sections 16.01(d), as well as the Preliminary Site Plan requirements. After holding a public hearing, the Planning Commission decides on whether the Special Land Use and Site Plan meet the standards in the ordinance. If they do, then the applicant may submit a Final Site Plan.

We have evaluated the proposal against the Special Land Use standards (Section 16.01(d)) below. Note that as a mixed-use project, it is difficult to separate out the impacts the residential use has on the surrounding area from the impacts the restaurant use has on the surrounding area.

1. Compatibility with the Master Plan. The proposed special land use shall be compatible with and in accordance with the general principles and objectives of the City of Northville's Master Plan.

CWA Comment: The Master Plan identifies this property as part of the Downtown Core. The Master Plan goals are coordinated with other downtown planning efforts to maintain a vital downtown area. The goals applicable to the proposed Special Land Use (upper floor residential) include the following:

- Maintain a human scale and pedestrian scale that is pedestrian-friendly to downtown users.
- Continue to provide pedestrian and open space amenities such as plazas, atriums, street tree plantings, sidewalk furniture or other streetscape improvements.
- Promote the continued use and development of existing upper level residential units within a mixed-use commercial setting. Density of residential units shall be governed by the minimum unit size for multiple-family structures, and the zoning requirements of the downtown core.

Residential Use

The Master Plan references the 2006 Downtown Strategic Plan as one of the other planning efforts performed for this area. However, this Strategic Plan was updated in 2016, and includes a refined vision for residential uses in the downtown. In the 2016 Strategic Plan, part of the Future "Preferred" Vision calls for, "...mixed-use development downtown that includes second floor housing units above ground floor commercial."

The 2016 Downtown Strategic Plan also references a Residential Target Market Analysis (TMA) conducted at the same time. The summary results of the TMA state that Northville could support an additional 129 detached single family housing units per year and 50 attached units, including townhomes and lofts. However, the city has relatively few choices among attached units, so it is not intercepting migrating households that have a propensity to choose attached formats. However, it is important to acknowledge that migrating households would choose attached housing units in Northville if more choices are developed and made available. One strategy to introduce new housing types to Northville include: "New-builds with flats and lofts in mixed-use projects, with horizontal (upward) expansions above existing buildings that have frontage along Main, Center, and Cady Streets."

While the current Master Plan references a previous (2006) Strategic Plan, we think it important to consider the results of the 2016 Strategic Planning process as well. The 2006 Strategic Plan calls for expansion/redevelopment of "existing" upper story residential units. The 2016 Strategic Plan takes this further, and calls for development of new mixed-use buildings to provide for alternative housing options. This strategy is specifically located on Center Street. Therefore, we consider the Master Plan (and other planning efforts) to support new upper floor residential at the subject site.

However, the current Master Plan states that, "Density of residential units shall be governed by the minimum unit size for multiple-family structures..." The project proposes seven (7) residential units, as follows:

Unit Number	Number of Bedrooms	Minimum Size (square feet)	Proposed Size (square feet)
1	2 beds	750 s.f.	1,341 s.f.
2	1 bed/1 flex	750 s.f.	1,139 s.f.
3	1 bed	650 s.f.	579 s.f.
4	1 bed	650 s.f.	600 s.f.
5	2 bed	750 s.f.	1,341 s.f.
6	1 bed/1 flex	750 s.f.	1,139 s.f.
7	1 bed/1 flex	750 s.f.	1,195 s.f.

Units #3 and #4 are smaller than the minimum size allowed. Therefore, the density is too high by one unit. If units #3 and #4 were combined into one unit, it could accommodate a two-bedroom unit (or one-bedroom/one-flex room), and still meet the minimum size requirement of 750 square feet. Otherwise, the applicant will need to receive a variance.

Pedestrian Amenities

The new project proposes to locate outdoor seating in an alcove at the northwest corner of the building. This will add a dynamic character to the streetscape. However, no other pedestrian amenities are proposed, such as benches, bicycle parking, or other items. The applicant should consider ways to add more pedestrian amenities.

- 2. Compliance with Zoning Ordinance standards. The proposed special land use shall be designed, constructed, operated, and maintained to meet the stated intent of the zoning district as well as compliance with standards for preliminary site plan review.***

CWA Comment: See our comments on the Site Plan further in this review.

- 3. Compatibility with adjacent uses. The proposed special land use shall be designed, constructed, operated, and maintained to be compatible with existing or planned uses on surrounding land. In determining whether a special land use will be compatible and not create a significant detrimental impact, as compared to the impacts of permitted uses, consideration shall be given to the degree of impact the special land use may have on adjacent property, as compared with the expected value to the community. The following types of impact shall be considered:***

- a. Use activities, processes, materials, equipment, or conditions of operation relative to public views and adjacent land uses.***
- b. Location of vehicular circulation and parking areas.***
- c. Location of outdoor activity, storage, and work areas.***
- d. The location and height of proposed buildings and structures.***
- e. Hours of operation.***

- f. Production of traffic, noise, vibration, smoke, fumes, odors, dust, glare, and light.*
- g. Impacts on adjacent property values.*
- h. Relative ease by which the impacts above will be mitigated.*

CWA Comment:

Adjacent Land Uses

Adjacent land uses, except for the northwest corner of Dunlap & N. Center, are regulated by the Central Business District (CBD). The proposed restaurant and residential uses are consistent with CBD uses regarding activity level and noise.

The land uses on the northwest corner are regulated by the General Commercial District (GCD), which would permit (if the properties were re-developed) more vehicular-oriented business types that have a regional vs. local market. The proposed restaurant and upper floor residential land uses on the subject site are less intense than some of the uses that could be permitted in GCD.

Parking

The project proposes to use a combination of parking credits purchased for these properties (total of 19.2 spaces), and requests that City Council approve purchase of additional parking credits to meet the parking requirements. We recommend that any approval of this project be conditioned upon the applicant receiving approval for the additional parking credits from City Council.

We have calculated required parking as follows:

- a. Restaurant use: $3,525 \text{ gross floor area} / 150 \text{ s.f.} = 23 \text{ required spaces}$. (Note: 17.01.8 disregards any fractional space up to and including one-half space.)
- b. Residential use: 12 bedrooms (includes "flex" rooms as potential bedrooms) = 1 space per bedroom, or 12 required spaces.

We have also applied special parking provisions in the ordinance for the Central Business District:

- a. Assignment of Parking Credits within the CBD. The ordinance assigns parking credits for existing buildings. Changes to the Tuscan Café will remove a more modern addition at the back of the building, and retain the existing historic portion at the front of the building. The remaining portions of this building would generate five (5) parking credits for the restaurant ($1,050 \text{ s.f. remaining} / 200 \text{ s.f.} = 5 \text{ credits}$), and four (4) parking credits for the residential uses on the second floor (two, one-bedroom units remaining / 1 credit per dwelling unit plus one credit for each bedroom). No parking credits are available for 156 N. Center since this building is being totally demolished.

The table on the next page allocates the previously purchased parking credits and credits for re-use of an existing building against the parking requirements for each address:

	Parking Requirement for Expanded Uses	Allocation of Parking Credits for Expanded Uses & Parking Space Removal	Difference
150 N. Center (Tuscan Cafe)	Restaurant Use: 1,091 s.f. / 150 s.f. = 7 spaces	Previously purchased parking credits = 10.2 spaces	+8.2 parking credits
	Residential Use: 2, 1-bed unit = 2 spaces 1, 2-bed unit = 2 spaces	Credits allocated for remaining existing building = 9 spaces	
156 N. Center (Corner building)	Restaurant Use: 2,434 s.f. / 150 s.f. = 16 spaces	Previously purchased parking credits = 9 spaces	-19 parking credits
	Residential Use: 4, 2-bed unit = 8 spaces	Removal of 4 parking spaces	
	Total = 35 spaces	Total = 24.2 space credits	-10.8 parking credits

Four existing parking spaces will be eliminated, and no new parking spaces will be constructed. This means that parking for the restaurant and residential uses will be located in public parking lots. The public lots currently accommodate the 19.2 previously purchased parking credits, and 9 credits allocated to the remaining portion of the Tuscan Café building. These lots would need to further accommodate an additional 10.8 parking credits (or 11 spaces), if approved. The parking lot directly behind the site has 130 public parking spaces, and 44 private spaces. Users of project site could also use the public lot on Wing Street, which has 153 public parking spaces and 19 private parking spaces. The residential uses will most likely occupy up to 12 public spaces during the evening, over-night, and week-ends. The restaurant uses will most likely occupy up to 23 public spaces during the evening hours. However, to better determine how the spaces will be occupied, the applicant should provide the hours of operation for the restaurant uses.

We also recommend that the applicant provide a count of occupied spaces in these two parking lots during evening hours. This would be the only way to tell if these lots can accommodate the additional demand. The count should be done in evening hours over a three week period, on a week-day, and on a week-end day, and preferably after the downtown businesses have re-opened. We are also researching availability of past parking counts that may be helpful.

Circulation

A loading/unloading space is proposed on Dunlap Street. This space will service deliveries for the restaurant use, as well as a drop-off area for restaurant patrons. By locating the loading/unloading space here, it will help to free-up the maneuvering lane at the rear of the building, improving traffic circulation there. However, parking a large semi-truck in the street will:

- a. Block the sight distance for drivers turning out of the public lot.
- b. Eliminate a considerable amount of public sidewalk, which could be used for additional outdoor seating for the restaurant, and space for a second street tree on Dunlap.

The applicant should provide a solution to the sight-distance concern. Could the exiting traffic at this driveway be limited to right-turn only, or entry only? This concern needs to be addressed. In our opinion, we consider this location a better alternative than in the parking lot maneuvering lane behind the building; however, the street location would only be acceptable if modifications are made to the function of the public lot’s driveway to ensure proper sight distance. We also recommend that if the

public sidewalk is reduced for private loading/unloading, that the loading/unloading space be open for public parking during the evening hours to help address the parking for this new use.

The project is also proposing to remove the four existing parking spaces behind 156 N. Center (corner building). While this reduces the number of available spaces, the fact that these spaces are so close to the parking lot entry point makes them a potential hazard to cars entering the lot.

Building Location and Height

The building is generally located at the property lines, which is consistent with adjacent buildings on N. Center St. The proposed height of the building is 3 stories at 34.5-feet tall to the flat roof, and 41.5-feet to the top of the tower feature. The building south of the Tuscan Café is 3 stories tall, and the building across Dunlap is 2 stories tall. While certainly taller than the existing structure, we think a 3-story building will provide a significant presence, and create an entryway into Northville's downtown. The number of stories and building height dimension meet ordinance requirements.

4. Impact of traffic

- a. The location and design of the proposed special land use shall minimize the negative impacts on the street system in consideration of items such as vehicle trip generation (i.e. volumes), types of traffic, access location and design, location of off-street parking, street capacity, traffic operations at proposed access points and traffic operations at nearby intersections.***
- b. The City may require mitigation to maintain the pre-existing traffic operations.***
- c. Route and operational restrictions (such as hours, cleaning of dust or debris) may be established for construction traffic to minimize negative impacts.***
- d. A traffic impact study, prepared by a qualified traffic professional, may be required in accordance with Section 19.05j.***

CWA Comment: Based on traffic generation estimates provided by the Institute of Transportation Engineers, the project will generate 65 trips for both restaurant uses, and 16 trips for the residential uses during the peak hour. Vehicles using the public lot behind the subject site have a number of options for entering/existing and circulating through the lot. In addition, it is likely that people visiting the restaurants are also visiting other businesses. We don't think the additional trips at peak hour will have a significant negative impact on the adjacent street system or this parking lot. (Note that the ordinance requires a traffic impact study if the peak hour trips exceed 100 trips.)

See our comments above regarding the location of the loading/unloading zone and sight distances in and out of the public lot.

- 5. Impact of the environment. The proposed special land use shall not have an adverse effect on the quality of the natural environment in comparison to the impacts associated with typical permitted uses. The Planning Commission may require a quantitative comparison of the impacts of typical permitted uses and the special land use to assist in making this determination (such as an overlay of development plans, on a natural features map, illustrating other site development options to***

demonstrate the impacts have been minimized to the extent practical). If the cumulative impact creates or contributes to a significant environmental problem, mitigation shall be provided to alleviate the impacts associated with the requested use (i.e. ensure the end result is at least similar to the pre-existing conditions.).

CWA Comment: This entire site is currently developed and occupied by buildings or paved areas. The proposed project will use the existing site in a similar fashion.

The existing Dunlap streetscape contains two shade trees, which will be removed and replaced with one shade tree. The area along Dunlap is being reconfigured to accommodate a loading/unloading area; therefore, there is less sidewalk to accommodate a second shade tree. See our comments above regarding "Circulation" on page 6.

6. Public Services. The proposed special land use shall be located where it can be adequately served by essential public facilities and services, such as streets, pedestrian or bicycle facilities, police and fire protection, drainage systems, water and sewage facilities and schools. (Rev. 8/06)

CWA Comment: The site is currently served by public utilities and services. The DPW Director commented that a full engineering review will be required, and will occur after the Planning Commission has made a decision about the project.

Items to be Addressed: 1. Combine units #3 and #4 to create a unit of adequate size, or obtain a variance. 2. Recommend conditioning any approval of this project upon City Council's approval to purchase 10.8 parking credits in lieu of constructing the spaces. 3. Recommend applicant provide a count of occupied spaces in City parking lots adjacent to Dunlap St. and Wing St. during evening hours. Count should be done in the evening over a three week period, on a week-day, and on a week-end day, and preferably after the downtown businesses have re-opened. 4. Consider ways to add more pedestrian amenities. 5. Provide the proposed hours of operation for the restaurant uses. 6. Address sight-distance concern with loading/unloading located in Dunlap St. right-of-way. 7. If loading/ unloading space in street remains, it should transition to on-street parking in the evenings to help address the parking for this new use.

AREA, WIDTH, HEIGHT, SETBACKS

The proposed development must conform to the schedule of regulations as provided in Section 15.01, Central Business District. We have included regulations for this zoning district in the table below:

	Required CBD	Provided
Lot Area	N/A	150 N. Center (Tuscan Café): 1,588 s.f. 156 N. Center (Corner): 3,795 s.f. Total: 5,383 s.f.
Lot Width	N/A	150 N. Center (Tuscan Café): 19.90 feet 156 N. Center (Corner): 40.66 feet Total: 60.56 feet
Setbacks		
Front	N/A	0 feet (Both Dunlap and N. Center St.)
Side	N/A (Because south elevation has no openings)	0 feet south side
Rear	20 feet	0 feet (See below)
Max. Floor Area Ratio	3.0	2.79
Max. Building Height	3 stories, 42 feet	3 stories, 34.5 feet to flat roof 41.5 feet to top of tower feature

Rear Setback: The applicant is proposing to construct the building on the rear property line, with no rear setback. The ordinance allows the planning Commission to modify or waive the rear-yard requirement when the setback would serve no useful purpose. Per the ordinance, the purpose of this setback is to provide a service/delivery alley along the common rear lot line in the CBD. The plans propose to locate a loading/unloading space on Dunlap Street rather than behind the building. Please see our comments regarding location of the loading/unloading space on Page 6 of this review.

All other zoning requirements for area and placement are met.

Items to be Addressed: Planning Commission to consider waiving rear yard requirement if modifications are made to the public lot entrance, and loading/unloading space is open for public parking in the evening.

NATURAL RESOURCES

As mentioned above, the site doesn't have any natural features, except for two street trees along Dunlap St. The plans propose to replace only one street tree because a loading/unloading space is being located here as well. Please see our comments on Page 6 regarding the location of the loading/unloading space.

Items to be Addressed: None.

BUILDING LOCATION AND SITE ARRANGEMENT

The new building occupies the entire site, and is located directly adjacent to all property lines. This orientation is appropriate, as it is consistent with the orientation of other buildings along N. Center St. and Dunlap St. The new building has entryways on all sides of the building, allowing access into the ground floor restaurants from N. Center, Dunlap, and the parking lot to the rear. The second floor residential units are accessible from N. Center and the parking lot to the rear. The third floor residential units are accessible via the parking lot side of the building.

Items to be Addressed: None.

PARKING

We have calculated required parking based on Section 17.01.13(a), as described above.

	Parking Requirement for Expanded Uses	Allocation of Parking Credits for Expanded Uses & Parking Space Removal	Difference
150 N. Center (Tuscan Cafe)	Restaurant Use: 1,091 s.f. / 150 s.f. = 7 spaces	Previously purchased parking credits = 10.2 spaces	+8.2 parking credits
	Residential Use: 2, 1-bed unit = 2 spaces 1, 2-bed unit = 2 spaces	Credits allocated for remaining existing building = 9 spaces	
156 N. Center (Corner building)	Restaurant Use: 2,434 s.f. / 150 s.f. = 16 spaces	Previously purchased parking credits = 9 spaces	-19 parking credits
	Residential Use: 4, 2-bed unit = 8 spaces	Removal of 4 parking spaces	
	Total = 35 spaces	Total = 24.2 space credits	-10.8 parking credits

Parking requirements are based on the "gross floor area" definition in the ordinance. The applicant should confirm that the area provided for the restaurant uses do not include basement floor area, mechanical rooms, stairwells, and elevators.

The applicant is proposing to purchase 10.8 additional parking credits to meet the parking requirement. City Council will consider this request. As mentioned above, we recommend that any approval of this

project be conditioned upon the applicant receiving Council approval of the additional parking credits. In addition, we recommend a parking count of evening occupied spaces in the City lots fronting Dunlap St. and Wing St. be provided to help assess the impact of purchasing parking credits on these lots. Also as mentioned above, we recommend that the loading/unloading space be available for public parking in the evenings to help address the parking for this new use.

Items to be Addressed: Applicant to confirm that the area dimensions submitted for the restaurant uses (used in parking calculation) do not include basement floor area, mechanical rooms, stairwells, and elevators.

SITE ACCESS AND CIRCULATION

This project is proposing to use the public parking lot to accommodate vehicular access to the building. They are proposing to accomplish this by purchasing additional parking credits, and requesting approval of this from City Council.

In addition, the applicant is proposing to locate a loading/unloading space in the Dunlap Street right-of-way. As mentioned above, we would consider this preferable to having loading/unloading operations occurring at the rear of the building, as a truck could block vehicles entering the public lot driveway. However, the street loading/unloading location is also problematic unless changes are made to the lot driveway to address the sight-distance issues caused by a parked semi-truck next to the curb. As discussed above, this issue needs to be addressed.

How trash will be handled needs to be addressed.

Items to be Addressed: Applicant to address how trash will be handled.

LANDSCAPING

Landscaping information is required upon Final Site Plan Review.

Items to be Addressed: Landscaping information upon Final Site Plan Review.

LIGHTING

Lighting information is required upon Final Site Plan Review.

Items to be Addressed: Lighting information upon Final Site Plan Review.

UTILITIES

The DPW Director has stated that a full engineering review will be required for this project once the Planning Commission has made its decision.

We defer to the DPW Director for comments regarding connection to utilities.

Items to be Addressed: *Defer review of utility connections to DPW Director.*

FLOOR PLANS/ ELEVATIONS

Floor plans and elevations have been provided.

This project is within the Historic District. The applicant has discussed the concept of this project with the Historic District Commission on three previous occasions. They are also scheduled to discuss the concept with the HDC again at their upcoming meeting this month.

The elevations show a three-story brick building with a tower accent feature at the corner, and an alcove below that can be used to accommodate out-door seating. This lot represents an entryway into downtown Northville, and in our opinion, the design creates a significant presence and opportunity for an active streetscape at this entryway. The street-front lower façades provide considerable “transparency” to enhance a restaurant use.

The residential units on the upper floors have large windows and balconies. The addition over the Tuscan Café is set back so as not to compete with the historic façade below. The mechanical equipment and elevator shaft on the roof are screened and set back from the building street facades.

The majority of the façade is clad in brick, with stone caps. Engineered wood is used in various locations, which gives the building contemporary accents. Additional information will be provided to the Historic District Commission, and should be included in a Final Site Plan submission.

The elevations show the proposed building straight on. However, a viewer will never experience the building from this vantage point. Perspectives and renderings of the proposed elevations from angles experienced by a pedestrian should be provided.

Items to be Addressed: *1. Approval by the Historic District Commission. 2. Additional façade information upon Final Site Plan review. 3. Provide perspectives and renderings of proposed elevations from angles experienced by a pedestrian.*

RECOMMENDATIONS

We consider the proposal to be consistent with the vision for this area of the City as a mixed-use building with commercial uses on the first floor, and residential uses above. The form, height, and massing of the new building complements the downtown in our opinion, and provides a significant presence that announces a gateway into the downtown. We support the upper level residential use as a Special Land Use, but have identified a number of issues that need to be addressed before moving forward.

The main issue is parking. This situation could be mitigated slightly by providing two public spaces in the Dunlap Street loading/unloading zone, if this location is preferred by the Planning Commission. As expressed in our review, additional information (parking count) is needed to better assess the impact the new uses could have on the available public parking.

Therefore, we recommend giving the applicant more time to gather and provide this additional information, and address the comments in this review. A summary of our comments includes the following:


Special Land Use

- A. Combine units #3 and #4 to create a unit of adequate size, or obtain a variance.
- B. Recommend conditioning any approval of this project upon City Council's approval to purchase 10.8 parking credits in lieu of constructing the spaces.
- C. Recommend applicant providing a count of occupied spaces in City parking lots adjacent to Dunlap St. and Wing St. during evening hours. Count should be done in the evening over a three-week period, on a week-day, and on a week-end day, and preferably after the downtown businesses have re-opened.
- D. Consider ways to add more pedestrian amenities.
- E. Provide the proposed hours of operation for the restaurant uses.
- F. Address sight-distance concern with loading/unloading located in Dunlap St. right-of-way.
- G. If loading/ unloading space in street remains, it should transition to on-street parking in the evenings to help address the parking for this new use.

Site Plan:

- A. All plan sheets (engineering and architectural) should have the same revision date on future submissions.
- B. Planning Commission to consider waiving rear yard requirement if modifications are made to the public lot entrance, and loading/unloading space is open for public parking in the evening.
- C. Applicant to confirm that the area dimensions submitted for the restaurant uses (used in parking calculation) do not include basement floor area, mechanical rooms, stairwells, and elevators.
- D. Applicant to address how trash will be handled.
- E. Landscaping and lighting information upon Final Site Plan Review.
- F. Defer review of utility connections to DPW Director.
- G. Approval by the Historic District Commission, and approved design included with Final Site Plan information.
- I. Provide perspectives and renderings of proposed elevations from angles experienced by a pedestrian.

150-156 N. Center St.
May 28, 2020


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