

memorandum

DATE: September 12, 2019
TO: City of Rochester Hills Planning Commission
FROM: Giffels Webster
SUBJECT: Auburn Road (Brooklands) Corridor Zoning

An online survey is ongoing for the corridor zoning updates. As of this date, there have been 160 responses to this survey. The survey remains open and detailed results will be presented at the Planning Commission meeting. As discussed in July, prior to the regular 7:00 P.M. meeting, a public open house will occur at 6:00 P.M. to present and discuss the survey options and other information with the public.

Updates from July Meeting

- Revisions and additions to the Draft B, Brooklands District ordinance are noted within the ordinance form document in bold and red font. Revisions are generally as follows:
 - Drive-through facilities have been added as a Conditional Use subject to conditions.
 - Outdoor sales of goods has been added as a permitted special event use per current Zoning Ordinance language in other districts.
 - The height requirement graphic has been replaced with a 2-story building to support that 3 stories would not be permitted by-right.
 - A parking provision has been added specific to third stories.
 - Building materials have been revised and include that murals are permitted.
 - Landscaping and screening standards have been refined to address city improvements in the area and the presence of right-of-way landscaping and alleys.
 - New definitions.

Updates from June Meetings (not current ordinance)

- At the June 5 Planning Commission meeting, we were directed to meet with council members Ryan Deel and Dr. Susan Bowyer to discuss the proposed development standards for the Brooklands area. As part of the June 17 Auburn Road Reconstruction meeting, we discussed the proposed development standards with these council members and Mayor Barnett.
- Based on the June 5 Planning Commission and June 17 Auburn Road Reconstruction meetings, the following updates summarized below have been made to the Draft B, Brooklands District:
 - Site Plan requirements have been reorganized to the front of the Chapter as they are administrative and to separate from development requirements for clarity. No changes are proposed to the current site plan requirements specific to this area.
 - Principal Uses Permitted
 - A clause has been added that states the expansion of existing auto-related uses is not permitted.
 - Outdoor dining (cafés) has been added as a principal permitted use, rather than a conditional use, subject to existing Zoning Ordinance standards.

- Conditional Uses Permitted
 - Lodging: Hotels, Motels or Inns have been removed as a conditional use and would therefore not be permissible in the B, Brooklands District.
 - Outdoor sales
- Drive-through facilities related to any use or standalone has been added to a new prohibited use section, rather than being a conditional use.
 - At the June 17 meeting, there was consensus that drive-through facilities and related traffic for any use should not be allowed in the new district.
- A maximum building height exceeding 30 feet; 2 stories may be allowed by the city as a conditional use up to a maximum of 45 feet; 3 stories subject to the top floor being stepped back 10 feet from the second story on all building facades and subject to conditional use standards to be determined to address the impact of the additional story on adjacent residentially zoned property.
- A minimum required building height of 30 feet; 2 stories was reduced to 18 feet; 1 story.
 - At the June 17 meeting, concerns were discussed related to the impact of the rear of the third story of buildings on adjacent residential areas. It was also discussed that there should not be a minimum building height of 30 feet; 2 stories due to concerns over costs of redevelopment.
- Building design standards for materials, architectural elements and façade transparency have been reorganized for clarity.
- FB Overlay standards for parking that currently apply to the Brooklands area have been added for clarity. The only amendments proposed to the current applicable parking standards include clarity which on-street parking spaces may be counted, off-street public parking located within 500 feet of a use, and new shared parking standards that were presented in June. It should be noted that the minimum/maximum parking requirements, on-street parking credits, parking layout, and parking structure standards are all existing and currently applicable to the Brooklands area.
 - At the June 17 meeting, it was discussed that this shorter 500-foot distance from public parking lots was an appropriate distance from uses.
- References to existing applicable landscaping and sign standards have been added for discussion purposes.
- Valet parking provisions have been removed.
- Outdoor merchandising and outdoor café provisions have been removed as these uses are already currently addressed in the Zoning Ordinance.

Introduction (no changes to the remainder of this memo from June 5)

- Based upon the Auburn Road Corridor Plan, Auburn Road Reconstruction and Streetscape Plans, and Master Plan Update, the city has asked us to review the zoning within the affected Brooklands area along both sides of Auburn Road extending to rear alleys, between Culbertson Road to the west and Dequindre Road to the east, in order to determine necessary amendments to bring the Zoning Ordinance and Map into alignment with these plans.

Background and City Action

- 2016 Auburn Road Corridor Plan. The Corridor Plan includes a zoning audit and recommendations for future Zoning Ordinance amendments as follows:
 - The majority of the area is zoned CI, Commercial Improvement, which is a standalone zoning district that references the FB overlay for uses and building standards.

- The Corridor Plan recommends the CI District be amended and provides recommendations for uses, schedule of regulations, building design, parking, signs, and landscaping that are addressed in detail at the end of this memo.
- 2018 Master Plan Update. The Master Plan addresses the corridor’s redevelopment potential as part of the build-out analysis, housing plan, and implementation zoning action items as follows:
 - The Plan recommends increased diversification of the city’s housing stock to offer a greater range of sizes, forms, price points, ownership and tenancy models, and configurations.
 - Redevelopment in the corridor may warrant additional building height sufficient to accommodate up to 25 dwellings per acre for the area, but any increase in height should be subject to further study with the city and stakeholders in the area.
 - Zoning action items include a review of and amendments to the Zoning Ordinance to provide standards for the Brooklands area that align with the 2016 Corridor Plan.
- The general outline for amending Auburn Road corridor zoning would be as follows:
 1. Amend CI, Commercial Improvement District with requirements, not options, and rename to B, Brooklands District
 2. Zoning Map Amendment to remove FB-2 Overlay District from corridor
 3. Consider Zoning Map Amendment to add two B5, Automotive Service Business District sites within corridor to B District
 - B District would acknowledge existing auto-related uses, gas stations and repair shops, and allow for improvements to existing sites but no new sites

Current Language: CI – Commercial Improvement District

- Principal Uses Permitted (per FB-2 overlay district)
 - Residential: Dwelling unit in a mixed-use building, Live/work unit, Multiple-family dwelling unit, State licensed residential facilities (all types)
 - Lodging: Bed and breakfast
 - Commercial: Entertainment and recreation, General commercial, Place of assembly, Restaurant
 - Office
 - Civic: Childcare center, Community facility, Place of worship, Recreational facility, Essential services, Public parking, Transit facilities
 - Educational: Learning center, Research facility, School, Special training/vocational
- Conditional Uses (per FB-2 overlay district)
 - Residential: One-family detached dwellings
 - Lodging: Inn, Hotel
 - Commercial: Alcoholic beverage sales (for on-premise consumption) accessory to a permitted use, Drive-through facility accessory to a principal use, Open air retail
- Required Conditions: except as permitted above, all businesses, servicing, storage and processing, except for off-street parking and loading, shall be conducted within a completely enclosed building.

- Area, Bulk and Development Requirements

- Minimum Yard Setbacks

Front	Side	Rear
0' min. to 10' max.*; PC may approve a larger setback	None required	25' min.; 4' roof overhang into setback permitted

*Buildings existing prior to 1986 within 3' or in the proposed r/w may have architectural projections up to 3' beyond the front wall with a minimum 8' sidewalk clearance

- Site Plan: The detail and requirements for the site plan may be determined on a case-by-case basis in writing by the Planning Director depending on the degree of site improvements or alterations proposed or required. Disagreements may be appealed.

- Site Plan Not Required if one or more of the following conditions apply:

- No use change and no increase in floor area greater than 25%
 - Use change to principal permitted use not requiring additional parking and no increase in floor area greater than 25%

- Site Plan Required for Existing Buildings if required the following apply:

- Parking spaces are required only as can fit on a site. New uses and additions are required to meet Section 138-8.600 (Parking).
 - Parking surfaces are not required to be paved but shall be gravel as approved by City Council

- Parking Spaces. For all properties in the district, parking space size requirements may be reduced to nine feet by 18 feet and maneuvering lane width may be reduced to 22 feet for 90-degree parking.

- New Development. New developments shall provide the number of parking spaces required by Section 138-8.600 (Parking), based on intended use. The size of the parking spaces may be reduced to nine feet by 18 feet and maneuvering lanes for 90-degree parking may be reduced to 22 feet.

- Loading/Unloading. For all properties in the district, no loading/unloading zone shall be required.

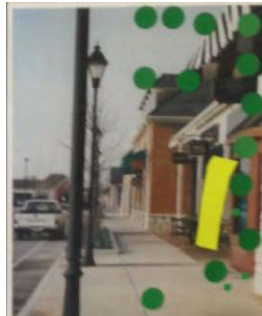
- Landscaping. Whenever a site plan is required, the front yard provided and the area between the existing and proposed rights-of-way shall be planted with lawn and/or landscaped except in areas where sidewalks or parking areas are located.

- Building Design. Buildings shall comply with the building design standards of Section 138-8.502 (FB overlay). Renovations or expansions to existing buildings shall comply with the requirements of Section 138-8.502 as much as is reasonably practical.

- Signs. As permitted for the B-2 General Business District provided that for buildings located within one foot of or in the proposed right-of-way, a sign may be mounted on the vertical face of a building or on an architectural feature. In this case, the sign shall be parallel to the face of the building or architectural feature and shall not extend more than 12 inches beyond the vertical face of the building or architectural feature.

Public Input

- 2016 Auburn Road Corridor Plan. The Plan Appendix includes a summary of public participation results related primarily to the roadway project received from open houses held in 2016 and an online survey. Below are results related to buildings and zoning.
 - May 2016 Open House 1
 - Buildings and Uses: a preference for buildings one to three stories in height, with sit-down restaurants, cafes, service, and retail uses.
 - Visual Preference dots strongly favored short brick buildings with façade offsets, small pitched roofs, awnings, canopies and signs projecting over the sidewalk. Also, two-story buildings with simple neotraditional design.



- 2018 Master Plan Update. Public input responses received included the redevelopment of the aging corridor as a land use issue and a need for further study of the corridor. The online survey asked respondents how satisfied they are with the appearance of the Auburn Road (Brooklands) area with the following responses are received:

No opinion	Unsatisfied	Satisfied	Very unsatisfied	Very satisfied
42%	26%	20%	8%	4%

- April 2019 Road Project Open House. During a recent open house to kickoff the road reconstruction project, posters were displayed seeking public input on uses, drive-through facilities, housing, building form and materials to provide direction for the amendment. Feedback regarding the information presented at the open house relating primarily to the road project and secondary to anticipated redevelopment was overwhelmingly positive as there has been numerous public input opportunities and buy-in initiated by city leadership and staff to-date.
 - Uses
 - Desired: small bakery/café, restaurant/bar, retail, outdoor retail, office, small brewery/distillery, small assembly/machining, community/recreation center
 - Neutral: day care center, school/training/vocational, place of worship
 - Not desired: bed and breakfast, makerspace
 - Not desired strongly: hotel, auto-related services, outdoor storage

What Uses Would You Like To See?

Auburn Road Zoning: CI - Commercial Improvement District



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Please place a **green dot** next to uses you would like to see within the study area and place a **red dot** next to uses you would not like to see within the study area. If you do not have an opinion on a use, do not place a dot. Uses in parenthesis are limited examples of each use.

Commercial Uses	
Small Bakery/Café	35 Desired
Restaurant/Bar	30 Desired
Retail (clothing, grocery, merchandise)	24 Desired
Outdoor Retail (flea market, garden, hardware)	29 Desired / 2 Not Desired
Office Uses	
General Office (bank, insurance agent)	18 Desired / 2 Not Desired
Service Office (dentist, medical)	15 Desired / 5 Not Desired
Lodging Uses	
Bed & Breakfast	16 Not Desired / 9 Desired
Hotel	26 Not Desired / 1 Desired

*Please see the Housing poster for Residential Uses

Limited Industrial Uses	
Auto-related Services (parts, repair)	24 Not Desired
Makerspace (3D printing, laser cutting, cnc machines, welding)	13 Not Desired / 6 Desired
Outdoor Storage (boat/RV, construction, mini-storage, rental)	26 Not Desired / 1 Desired
Small Assembly/Machining (furniture, jewelry maker, art studio)	10 Desired / 6 Not Desired
Small Brewery/Distillery	23 Desired / 6 Not Desired
Education Uses	
Day Care Center	14 Not Desired / 12 Desired
School/Training/Vocational	9 Desired / 9 Not Desired
Civic Uses	
Community/Recreation Center	27 Desired / 1 Not Desired
Place of Worship	11 Desired / 11 Not Desired

- Drive-through facilities as a permitted use was strongly not desired.
 - Drive-through designs with the drive-through near the street and screened, or within the building were not favorable.
- Tuck under drive-through facility design as part of a two-story building was favorable.

Drive-Through Facilities

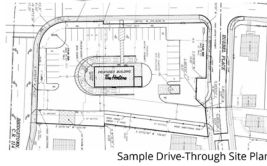
Auburn Road Zoning: CI - Commercial Improvement District



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Why do Communities Restrict Drive-Through Facilities?

Many communities restrict drive-through facilities because they may be associated with less than desirable fast food establishments. Drive-through facilities may also be restricted or prohibited because they typically require a substantial amount of driveways and pavement for vehicle access, routing, and stacking to serve the drive-through that results in underutilized sites that have small buildings in proportion to the overall site.



Due to the amount of pavement for vehicular circulation and stacking needed to serve the proposed building and drive-through on the left, this 2.12 acre site would only have a 1,840 square foot building.

Should Drive-Through Facilities be Allowed?	
Yes	No
3	29

Alternative Drive-Through Design

If you answered **Yes to allowing Drive-Throughs**, please place a **green dot** next to any alternative drive-through facilities you would like to see within the study area and place a **red dot** next to facilities you would not like to see within the study area.

Near Street with Screen Wall

This drive-through is along the street but is screened with a short wall.



Within Building for Fast Food

This drive-through is completely within the building.



Tuck Under for Bank

This bank utilizes tuck under teller lanes allowing the building to occupy 100% of the frontage while providing an attractive building despite drive-through lanes being near the street.



Yes	No
4	11
7	10
13	8




Drive-Through Facilities and Auburn Road

Sites along Auburn Road may not be able to accommodate traditional fast food or bank drive-throughs due to reduced parcel areas and depths. Also, the road project will likely result in curb cut limitations that will prevent direct vehicular access to sites from Auburn Road and require access from side streets and alleys. Not providing direct vehicular access from Auburn Road will necessitate that drive-throughs be provided in a creative manner as far as location, access, stacking, and tuck under buildings.



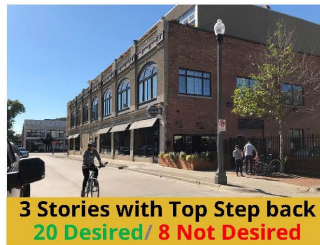
○ Housing

- Desired: live/work
- Not desired: bungalow court, townhouse
- Not desired strongly: duplex, triplex and fourplex; courtyard apartment, multiplex/apartment 5 units or more

Missing Middle Types (L to R)		Green Dot = Desired Type Red Dot = Not Desired
	Duplex (two units, side-by-side or stacked)	18 Not Desired / 4 Desired
	Triplex & Fourplex (three to four units attached)	21 Not Desired / 2 Desired
	Courtyard Apartment (short u-shaped building)	22 Not Desired / 2 Desired
	Bungalow Court (arranged single-family cottages)	13 Not Desired / 10 Desired
	Townhouse (side-by-side attached rowhouses)	17 Not Desired / 7 Desired
	Multiplex/Apartment 5 Units or More	26 Not Desired
	Live/Work (small retail/service use within residence)	24 Desired / 11 Not Desired

- Building Height and Form. Many of the buildings in the corridor contain viable businesses; for an owner to justify demolishing a building that is bringing in revenue, new construction should bring in a reasonable return on investment. This often means that new construction requires more space for commercial/residential use. Increasing allowable building heights may help encourage redevelopment in the corridor, but it is important to mitigate the impact of building height and form.

- Strongly desired: 3 Stories with Top Step back, 3 Stories with Gabled Roofs
- Neutral: 3 Stories with Dark Top Floor
- Not desired: 3 Stories with Flat Roof
- Not desired strongly: 4 Stories no Step back, 4 Stories with Top step back



○ Building Materials

- Strongly desired: brick, storefronts with projecting awnings/canopies
- Desired: painted brick
- Neutral: wood panels, wood trim, exposed timber siding; split-faced concrete, painted concrete; composite plastic wood trim, vinyl/composite siding
- Not desired strongly: metal panel cladding, metal roofing/siding, steel, corrugated steel, shipping containers, recycled building materials