

MEMORANDUM

TO: City Planning Commission

FROM: Jeff Kahan, City Planner

SUBJECT: **Draft City Master Plan: Land Use Element**

DATE: December 9, 2008

Attached, please find a copy of the December 4, 2008 Draft City of Ann Arbor Master Plan: Land Use Element. This document is the result of consolidating the four City Area Plans (South, West, Northeast, and Central) into one document. The intent of this consolidation is to create a document that includes all substantive information from each area plan that can be updated more regularly and include goals and objectives that can be applied more broadly. No substantive information has been added during this consolidation process; major changes will be proposed in the second phase of this planning effort which may be initiated in 2009.

After obtaining support from the City Council and the City Planning Commission in 2007 to initiate this effort, staff began a process of identifying substantive language from each of the four area plans that could be included in the new document. After making an initial effort to consolidate the four plans, staff began meeting with the Master Plan Revisions Committee (MPRC) to discuss the content and format of the document. The December 4, 2008 draft reflects months of work from staff and the MPRC.

Staff intends to provide a distribution resolution for the December 16, 2008 Planning Commission meeting so that City Council can direct the distribution of the draft plan to adjoining jurisdictions which is necessary to meet State requirements. After initiating distribution, staff intends to provide updated graphics and continue meeting with the MPRC. The MPRC may consider minor organizational modifications to the document and discuss public involvement. A City Planning Commission public hearing will be organized after the 95-day distribution period ends.

Attachment: 12/4/08 Draft Master Plan

CITY OF ANN ARBOR MASTER PLAN

Land Use Element



Pond located at Dhu Varren and Nixon Roads

December 4, 2008

**Prepared by the Ann Arbor City Planning and Development Services Unit
and the City of Ann Arbor Planning Commission**

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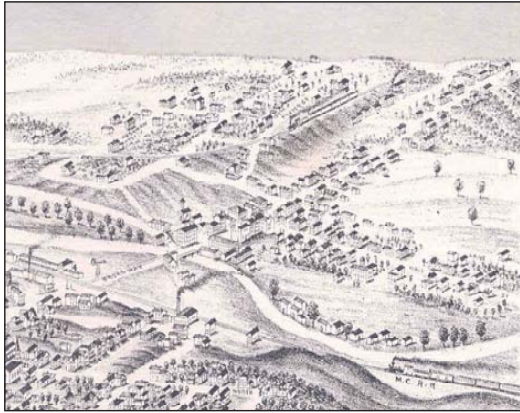
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Acknowledgements

This planning effort combined substantive information from the City's four area plans into one document. The information contained within this land use plan would not have been possible without the hard work and dedication provided by many citizens who worked on the four City area plans. Participants provided invaluable contributions at every phase of each planning process. The Planning Commission and Planning and Development Services Unit would like to acknowledge the commitment and contribution that citizens made to the development of the South Area Plan (1990), Central Area Plan (1992); West Area Plan (1995) and Northeast Area Plan (2006).

These plans are available in the City Office of Planning & Development Services.

Chapter One



INTRODUCTION:

I. Purpose

A master plan is an official document adopted by a local government to establish long range, general policies for the physical development of the community. The purpose of the Land Use Element of the City Master Plan is to provide information and guidance to City residents, decision-makers, developers, and property owners about land use planning issues that face the City of Ann Arbor.

II. Description of the City of Ann Arbor

The City of Ann Arbor is bounded for the most part on the north by M-14; on the east by US-23, on the south by Interstate-94 and Ellsworth Road and on the west by Interstate-94 and M-14 (see Map 1). The total land area of the City is approximately 25 square miles. Although most land in the City is within the jurisdiction of the City of Ann Arbor, some land is in the jurisdiction of Ann Arbor, Scio and Pittsfield Townships. As a result of a 1994 “policy statement” agreement between the City of Ann Arbor and Ann Arbor Township, the ultimate northern and eastern boundary of the City was established at M-14 and US-23 respectively. Ann Arbor Township agreed that it would not contest the annexation of township parcels within the Northeast Area after December 31, 2007. Boundary agreements were also established with Scio and Pittsfield Townships in the 1970’s

The City contains a variety of landforms, the most prominent being the Huron River valley. Other landforms include steep slopes, woodlands, wetlands, meadows, fens and six creeksheds that flow to the Huron River. Elevations of the Area range from approximately 749 feet above sea level near the Huron River to about approximately 1,000 feet above sea level in areas near the water treatment plan (Sunset and Newport Roads) and near Maple Road and Liberty.

The City consists of a wide variety of land uses. A variety of residential areas exist including historic districts and contemporary neighborhoods. Housing types include single-family homes, duplexes, townhomes, cooperative housing, apartment buildings and dormitories. Multiple public elementary schools, middle schools and High Schools as well as various private primary and secondary schools allow many children to attend schools near their homes.

Commercial centers in the Northeast area are primarily located downtown and along major transportation corridors. Major employment centers are located downtown, at the University of Michigan’s main, north and medical campuses, along the Plymouth Road and State Street corridors. Over 150 city parks on over 2,000 acres are scattered throughout the Northeast Area (including two City golf courses) that provide extensive recreational opportunities.

III. Planning Process

In 2007, City staff proposed consolidating the four existing area plans into one master plan document. One document could be updated more quickly and efficiently than updating four area plans. The consolidation would be the first of two major phases. The first phase consist of: a) combining the substantive elements of all four area plans into one document, b) updating the demographic information, and c) creating new graphic material. The second phase of the process would include the development of new land use recommendations for large sites and major corridors. Staff presented the concept to City Council in early 2007 and received direction to proceed. Extensive public involvement was involved with the creation of all four area plans. A public workshop and public hearing was included during the consolidation process.

The Planning Commission assigned the initial review of the draft plan to the Master Plan Revisions Committee. The committee reviewed and edited the document. The plan was then brought before the full Planning Commission for review. A public hearing was held to receive public comment on the draft plan. The Planning Commission approved the plan on _____. City Council held a public hearing on the draft plan and approved it on _____.

IV. Vision Statement

The vision statement below provides a framework for the Plan's goals and objectives by describing a community vision for the future of the City of Ann Arbor. The vision statement was derived from public workshop feedback and discussions with the Citizen Advisory Committee for the Northeast Area Plan (2006). It was used as a guide throughout the planning process.

"The City of Ann Arbor will be a dynamic community, providing a safe and healthy place to live, work and recreate. It will be a place where planning decisions are based, in part, on the interconnectedness of natural, transportation and land use systems. Natural systems, including air and water, natural features, native flora and wildlife habitats, will be improved and protected. It will be a place where the Huron River is a cherished part of the community and a focal point for recreation. Downtown will continue to be a vibrant part of the community that ties all parts of the city together. Transportation systems will include enhanced opportunities for public transit, extensive opportunities for alternative modes of travel and improved management techniques to reduce the impact of traffic on existing streets and neighborhoods. Land use systems will be compatible and complementary, and will include residential, recreational, commercial, office, educational, institutional and industrial uses, which will provide extensive choices in housing (including low cost housing), shopping, employment and recreational activities. Historically significant buildings and neighborhoods will be preserved. The quality of life in Ann Arbor will be characterized by its diversity, beauty, vibrancy and livability and ultimately will depend upon the positive interaction of these systems."

Chapter Two



BACKGROUND:

I. History of Ann Arbor

Ann Arbor's original 640 acres were first laid out in 1824 by two land promoters, John Allen from Virginia and Elisha Rumsey from Connecticut. They founded, named and registered the town tract of Ann Arbor in 1824. This early settlement included all the land between Allen Creek on the west to Division Street on the east, and from Jefferson Street on the south to an extension of Felch Street on the north. This area became known as the Upper Village. That same year, the town was designated the County Seat by Governor Cass at Allen and Rumsey's urging. In 1834, the Ann Arbor Land Company offered 40 acres of free land to the trustees of the newly-formed University of Michigan, then located in Detroit, if the University would relocate. By 1837, the University had approved Ann Arbor as the site of the University, and by 1841, the University was actually opened in the City. In 1839, the first railroad was completed along the Huron River. The completion of the railroad and the location of the University encouraged Ann Arbor's steady growth.

Most of the early settlers came from New England or immigrated from Germany and Ireland. The first German family arrived in 1829. German settlers concentrated on the town's west side, and by 1880, nearly half of Ann Arbor's population was of German descent.

The first additions to the City were to the north and west. Industry concentrated along the railroad and the river. The first businesses in Ann Arbor were established in the middle to late 1820's soon after the townsite was established. The central business district began to develop along Main Street and around the county courthouse square at Main and Huron. A pre-Civil War building boom propelled a transformation of the downtown from a collection of insubstantial wood frame structures to two and three-story masonry buildings with richly ornamented facades.

By the 1870's, land was being platted and annexed in every direction. By 1878, when a railroad link with Toledo finally was established, Ann Arbor had become one of the most thriving business centers west of Detroit, boasting several grist mills, two furniture factories, three printing establishments, two sash factories, an organ factory and an iron foundry, in addition to the usual dairies, breweries, groceries and dry goods stores.

The University's influence on the neighborhoods was also evident. By 1865, enrollment had grown to 1,145, the largest University enrollment in the United States. The first students had boarded in dormitories, but these were soon inadequate and the majority of students began to board with townspeople. Dr. Henry Tappan, president of the University from 1852-63, encouraged students to

live off campus, feeling student life with private families was more “normal and orderly” than when students gathered in group quarters.

When women were first admitted to the University in the 1870’s, the resulting increase in housing demand encouraged the growth of rooming and boarding houses. Most students continued to live off campus until the 1920’s when Dean Bursley and Professor Angell became advocates of University housing for all students. The University grew steadily during the late 1800’s and in the decades prior to World War I, and by 1910, the student body totaled 3,441. City population in the same year had grown to 17,000.

The importance of the University to the businesses of Ann Arbor was recognized by an acceleration of business development during the second decade of this century. The building boom of 1910-20 turned the State Street area from residential to commercial as faculty members moved to newly-developing neighborhoods, such as Burns Park, and commercial buildings took the place of houses. Simultaneously, South University Street began a changeover from residential to primarily commercial.

This University growth in part led to the need for planning. Ann Arbor’s first planning study started prior to World War I when the City and University contracted with the New York firm of Frederick L. Olmsted, Jr. and Brothers to recommend patterns for future City growth. This report, completed in 1922, created a park plan and strongly suggested the adoption of a City-wide zoning ordinance. It also described the City’s west side as a location for future industry and residential areas for workingmen, while land east of Washtenaw Avenue was suggested as a place for “suburban and country homes.” Ann Arbor’s first apartment building was built in the same year to house University staff and married students. When a second apartment was proposed at Washtenaw and Hill, public protest called for a limitation to such construction.

Following the Olmstead Brothers’ suggestion, City Council adopted Ann Arbor’s first zoning ordinance in 1923. Despite the concern over apartments, most of the central area neighborhoods were still zoned to permit multiple-family as well as one and two-family residences. Industrial districts were designated along the railroad and river, while commercial zones were limited to existing business areas.

In the decades following World War I, the University and the City both continued to grow. The University Stadium was finished in 1927. In the 1920’s, the City completed five new schools (Jones, Bach, Angell, Burns Park and Mack), and by 1939, a new junior high and elementary school had also been added. The University began a program of dormitory construction, completing the Law Quad, Martha Cook and West Quad by 1939. In 1918, the Ann Arbor park system totaled 122 acres, and by 1937 it had expanded to 189 acres, not including the golf course.

With the ending of World War II, Ann Arbor’s population began to grow more rapidly. The growth continued into the 1950’s with a population increase of almost 40 percent in that decade. The City almost doubled in area through further annexations. The University of Michigan began its expansion program on the North Campus, and a number of research industries located their plants in Ann Arbor.

In the 1960’s, growth continued to accelerate, reaching the highest rate since the 1890’s. This was due primarily to continued expansion of the University and to the growth of firms engaged in research and the development of new technology. The physical expansion of the City continued as well, and 4,238 acres of surrounding territory were annexed, including land for a new regional mall.

The rapid population growth Ann Arbor experienced in the late 1960’s and early 1970’s did not happen in the central City. While Ann Arbor’s population grew almost 50 percent between 1960 and 1970, the Central Area grew only about 4 percent. Neighborhoods within the Central Area did not grow evenly, some did not grow at all, and some neighborhoods had population declines. The

neighborhoods north and west of the downtown declined in population while the areas immediately adjacent to the University grew. Even in these areas, though, growth was about half the rate as the whole City's growth. New residents in the Central Area neighborhoods did not find homes in new apartments, however. For the most part, new housing was supplied by "conversions": older single-family homes divided into apartments and room.

The University of Michigan capped its enrollment in the early 1970's and growth in Ann Arbor slowed. After increasing 50 percent between 1940 and 1960 and another 50 percent in the 1960's, the City's population increased by only 12 percent between 1970 and 1990.

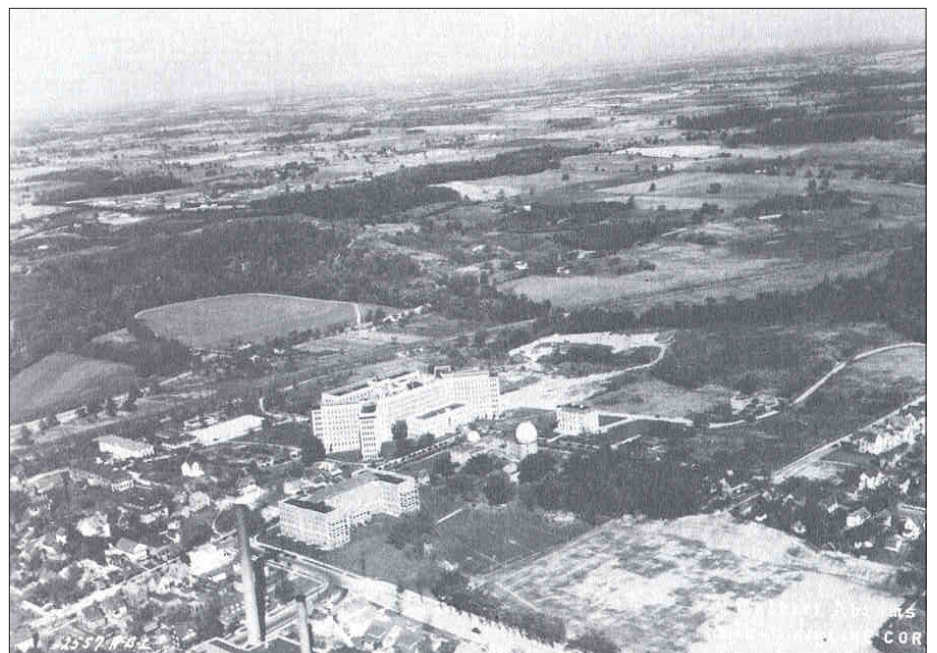
After the recession of the early 1980's, expansion resumed mid-decade. A nationwide building boom occurred and Ann Arbor was carried away in the flurry of new construction: offices, apartments, hotels and strip shopping centers. While much of the new development occurred outside of the Central Area, almost one million square feet was added to the Central Area.

As development nears the freeway "ring" that will generally mark the City's foreseeable physical boundary, growth in the 1990's increasingly will consist of either redevelopment of existing sites or new construction beyond the City limits in the adjacent townships of Pittsfield, Scio and Ann Arbor.

Two railroad lines currently exist in Ann Arbor. The Norfolk Southern Railroad line, originally constructed in the late 1830's, travels east/west from Detroit to Chicago and runs primarily along the south side of the Huron River. Six Amtrak trains run daily, including three westbound and three eastbound. The westbound trains travel to Chicago and points west. The eastbound trains travel through Detroit to Pontiac, Michigan. The Ann Arbor Railroad line (north/south) was completed in 1878 and is currently used exclusively for freight. Three trains run daily between Flint and Toledo and travel through the Northeast Area, (from downtown Ann Arbor) across the Huron River at Argo Dam, along Plymouth Road, through Leslie Golf Course and under M-14.



Railroad at Dhu Varren



Historic aerial photograph of the University of Michigan Hospital



The Huron River

III. Related Planning Efforts

Over the past twenty years, various City planning efforts have guided land use decisions in the Northeast Area. The following is a summary of the significant planning efforts that addressed the Northeast Area:

Ann Arbor Transportation Plan (2009) – Analyzed the opportunities and constraints for improving major transportation corridors such as Plymouth Road and Washtenaw Avenue in Ann Arbor and provided design guidelines for aesthetic and transportation improvements.

Northeast Area Plan (2006) – Adopted area plan for the Northeast Area.

2006-2011 Parks & Recreation Open Space Plan (2005) – Analyzed park and recreational needs and provided information and recommendations on parks, recreation and open space issues in Ann Arbor.

Natural Features Master Plan (2004) – Provides a framework to guide the City and its citizens in their policy making and stewardship of natural features protection activities.

2005-2010 Capital Improvement Program (2008) – Compiled and prioritized a list of possible capital improvement projects in the City of Ann Arbor through fiscal year 2010.

West Area Plan (1995) – Adopted Area Plan for Central Area.

Central Area Plan (1992) – Adopted area plan for the Central Area.

South Area Plan (1990) – Adopted area plan for the South Area.

IV. Population Profile

Two sets of data have been used to determine the population profile of Ann Arbor. The United States Census Bureau provides actual population counts and other demographic information, including age, race and gender. The Southeast Michigan Council of Governments (SEMCOG) provides population forecasts and information on housing and employment.

According to the Population and Age chart (Table 2), the highest number and percentage of City residents were between the ages of 18 and 29 in 2000. This is attributed, in part, to the student and family housing populations that reside in Ann Arbor. The Central Area in particular had large populations of 18-29 year olds due to the proximity of the University of Michigan's central campus.

The 2000 census showed that the average residential density in the City was 7.24 persons per acre.

City of Ann Arbor, MI 2000 Census and Land Use Data for Master Plan

Population

Race		Percent
White	85,151	74.4
Black	10,070	8.8
American Indian, eskimo or Aleut	332	0.3
Asian or Pacific Islander	13,566	11.9
Native Hawaiian and Other Pacific Island	41	0.0
Hispanic	3,814	3.3
Other	1,384	1.2
Multiple Race	3,480	3.1
Total	114,024	100.0

Age		Percent
Under 5	5,829	5.0
5-17	13,619	11.8
18-21	21,011	18.2
22-29	21,289	18.4
30-39	17,169	14.8
40-49	14,244	12.3
50-64	13,199	11.4
65 and up	9,312	8.1
Total	114,024	100.0

Chapter Three



LAND USE INVENTORY

I. Introduction

According to City's land use data, the City occupies approximately 16,000 acres of land, which includes parcels, right-of-way and the Huron River. The City Planning Department (now called Planning and Development Services) updated the City land use inventory in 2000. This inventory assigned a land use code to each parcel within the City, excluding roads and the river. Almost half of land in Ann Arbor is occupied by residential uses (48.4%). The second most prevalent use in Ann Arbor is recreational (17.7%), followed by public/quasi-public uses (10.9%).

City of Ann Arbor, MI 2000 Census and Land Use Data for Master Plan

Land Use

Type of Use	in Acres	Percent
Residential	7,736	48.4
Office	584	3.1
Commercial	509	3.2
Research and Industrial	389	2.3
Transportation/Communications/Utilities	598	3.7
Public/Quasi-Public/Institution/Organization	1,621	10.9
Recreation	2,813	17.7
Vacant	1,218	8.9
Mixed Use	275	1.7
Total	15,743	100.0

EXISTING LAND USE TYPES

Residential Land Uses

Residential land uses comprise 48.4% of all land in Ann Arbor. This land consists primarily of single-family homes and multiple family units. Residential uses are clustered in multiple areas around the City. Some areas include a mixture of housing types including single-family homes, duplexes, townhouses and apartment buildings. Some neighborhoods are represented by neighborhood associations that can help address issues that confront neighborhoods.



Commercial Land Uses

Multiple commercial areas exist within Ann Arbor and make up 3.2% of its total land area. Plymouth Road has four commercial areas along its corridor, including the Lower Town commercial area, the Plymouth/Murfin Area, the Plymouth/Nixon Area, and the Plymouth/Green Shopping Center. The Washtenaw Avenue commercial corridor is located between US-23 and Platt Road and includes Arborland Mall and strip commercial development. Stadium Boulevard between Pauline and Maple is a substantial retail corridor with many small, individually owned businesses. Small scale retail establishments also are located at and near the intersection of Packard and Platt Road in the South Area. Downtown Ann Arbor is home to many retail establishments, providing easy access for pedestrians. The Briarwood area is the largest commercial area in the City. Briarwood Mall has approximately 1,000,000 square feet of retail space. Other retail establishments exist in the immediate vicinity. Maple Road between Liberty and Dexter Ann Arbor provides retail opportunities at a variety of establishments. Substantial retail centers also exist near the corner of Ann Arbor-Saline Road and Eisenhower Parkway, Ann Arbor-Saline Road and South Main Street, Miller and Maple Roads. Additional smaller retail centers are scattered throughout Ann Arbor.

Office Land Uses

Office land uses occupy 3.1% of total land in Ann Arbor. Office uses are concentrated in the areas of Plymouth and Green Roads, Plymouth Road and Huron Parkway, South Main Street and Eisenhower Parkway, State Street and Eisenhower Parkway, Packard Road and Eisenhower Parkway, and Pauline Boulevard. Other smaller office centers are scattered throughout the City. A large amount of office space is concentrated downtown.

Research/Industrial Land Uses

Research and industrial land uses comprise 2.3% of all land in Ann Arbor. The majority of this land is concentrated near the intersection of Plymouth and Green Roads, and along Research Park Drive in the northeast quadrant of South State Street and Ellsworth Road.

Public, Quasi-Public, Institutional, Organization Land Uses

This category includes land uses such as religious institutions, hospitals, universities, cemeteries, libraries, fire departments, fraternal organizations, and land used for educational purposes. These uses total 10.9% of all land in Ann Arbor. Two major institutions of higher learning exist, including the University of Michigan and Concordia University. In addition, various public and private schools exist throughout the City of Ann Arbor.



Concordia University

Transportation/Communication/Utility Land Uses

Nearly 3.7% of land in Ann Arbor contains uses identified as transportation, communication and utilities. Such uses included electrical substations, cellular towers and water towers.

Recreational Land Uses

Recreational uses consist of 17.7% (2,813 acres) of land in Ann Arbor. Recreation includes public parks and nature areas, University of Michigan recreational property, golf courses, private swim clubs, and other recreational facilities. More than 160 parks on over 2,000 acres exist in Ann Arbor. Recreational opportunities include playgrounds, golf courses, ball fields, sledding hills, cross-country ski trails, picnic areas, nature areas, gardens, tennis courts, basketball courts, swimming pool, volleyball courts, canoe liveries, fishing piers and jogging paths. A wide variety of natural features exist in City parks including dense woodlands, wetlands, creeks, river frontage, prairie, ponds and open fields. Other public recreational and open space properties in Ann Arbor include the Nichols Arboretum and Dow Field (University of Michigan; 119 acres), Mitchell Field (University of Michigan; 38 acres), Hubbard Woods (University of Michigan; approx. 25 acres), Thurston Nature Area (Ann Arbor Public Schools, 17 acres) and Braun Nature Area (Ann Arbor Township; 11 acres).

Vacant

8.9% of land in the Ann Arbor is vacant. This category also includes many small vacant parcels in residential neighborhoods which are used as side or backyards of adjacent single family homes.

Mixed Use

Mixed land uses occupy 1.7% of land in Ann Arbor. This includes properties with more than one land use category. The highest concentration of mixed use properties exist in the Central Area and includes downtown Ann Arbor.



Leslie Park Golf Course

Chapter Four



Natural Systems & The Environment

I. Introduction:

A primary characteristic of Ann Arbor is the extent, diversity and quality of its natural systems. The southern area of the city is predominantly a glacial till plain. The northern area has considerable topographic relief as a result of glacial activity. The last glaciers deposited significant amounts of soil, creating hills and kames (short hills or mounds) that are separated by waterways and valleys. Because of these steep slopes and wetlands, some land was never farmed. As a result, a diversity of natural communities, species and pre-settlement landscape remains today. A significant number of these high quality natural systems remain intact in pockets throughout the City.

Foremost of these natural systems is the Huron River, its tributaries and surrounding valleys. These features, more than any other, provide Ann Arbor with its best natural scenery. Another important natural system includes native forest fragments. The City was logged extensively in the 19th century for lumber and to clear land for farming. Where farming did not occur, natural systems have recovered and regenerated into high quality native forest fragments and wetlands. Native forest fragments and other woodlands offer important habitat for plants and animals, help to cool the community and provide valuable recreational opportunities. Landmark trees and steep slopes also help define the natural character of a community and provide a window to the past. Water features are important in Ann Arbor. Wetlands help to clean and stabilize storm water runoff and provide critical habitat to a wide variety of plants and animals. Wetlands along the Huron River include high quality and rare natural elements. South Pond, Barton Nature Area and the Arboretum provide important bird habitat. Nine creek corridors exist in Ann Arbor supplying wildlife habitat and are a critical component to water quality in the Huron River watershed. Flood plains also exist in areas along creeks and the Huron River.

Natural areas are lands where high quality native forest fragments, wetlands, waterways, and steep slopes exist. Places where several of these high quality natural systems overlap are particularly valuable. In addition to supporting plant and animal life, natural areas provide sanctuaries for people and scenic views that define what is special about Ann Arbor. They offer sounds, smells and sights that can help people relax after a hectic day. By providing opportunities for walking, jogging and bicycling, natural areas can help link neighborhoods and broaden a sense of community. Such linkages can present opportunities for residents to meet neighbors and friends and have a better connection to the community at large. Natural areas can also present educational opportunities for students of all ages. The Huron River, City parks, and public and private open spaces are the primary

components of the City's natural systems. These areas provide habitat and linkages for plant and animal life and provide residents recreational opportunities within an urban area. The City of Ann Arbor Parks & Recreation Open Space Plan (PROS) provides an inventory of the City park system, identifies guiding principles, goals and objectives and makes recommendations for acquisition of parkland. Development in Ann Arbor should preserve and protect high quality natural systems. The City should continue to ensure that these areas are protected when sites are developed and that careful stewardship of natural areas continues, in perpetuity, on public lands and private lands. The City should also continue to work toward connecting the Huron River greenway system to protect natural systems and improve public access. The City's National Features Master Plan (2004) provides additional information.



Near Nixon and Dhu Varren Roads

II. ISSUES

A. Natural Systems Protection

Helping to protect natural features is one of the primary goals of this plan. The following are existing tools that the City uses to protect and enhance natural systems:

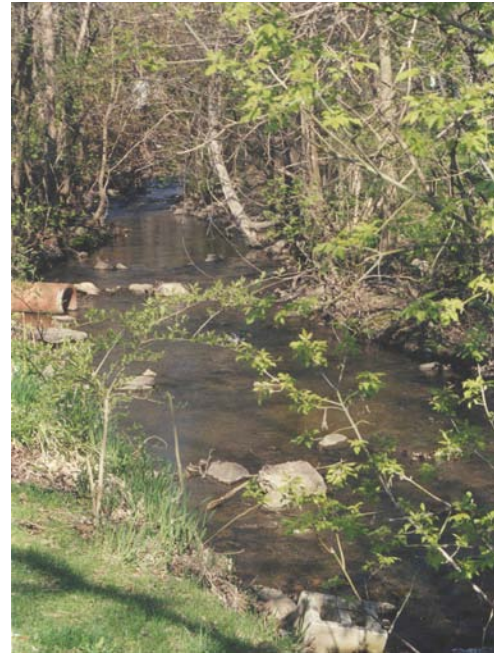
City Code Regulations - The City requires substantive protection of the following natural features: endangered species habitat; 100-Year floodplain; landmark trees, steep slopes, watercourses, wetlands and woodlands. Protection is provided by requiring site plan review of proposed development projects. This review considers the location, nature and quality of the natural features on the development site. If disturbance or removal is proposed, then alternatives must be considered. If impact is deemed acceptable, then mitigation, usually in the form of replacement, is required. The intent of these regulations is to ensure that sensitive natural features are preserved while identifying those portions of the site that are developable.

Natural Features Master Plan – Although the City has performed generalized inventories of floodplains, wetlands and woodlands, landforms change over time and such inventories are used only as general guidelines for natural features on a site. The last comprehensive natural systems inventory was conducted for Ann Arbor in the 1980's. The Parks and Recreation Department, however, has conducted an inventory on the "floristic quality" of natural areas in City parks. A summary of this assessment is provided in the 2006-2011 Parks & Recreation Open Space Plan. The goal of developing this inventory is to establish various categories of natural areas based on the overall ecological quality of each site. This type of analysis is helpful when determining the ecological value of natural areas and whether they should be protected or acquired by the City.

Natural Area Preservation – The Natural Area Preservation (NAP) Division of the Parks and Recreation Department is responsible for managing, preserving and restoring the condition of natural areas in parks throughout Ann Arbor. A primary activity of NAP is the removal of non-native, invasive species of plants from public natural areas. NAP also determines the floristic quality of natural areas and has developed a chart that ranks natural areas in Ann Arbor by the quality of the natural environment. The chart and additional information about NAP can be found in the 2006-2011 Parks & Recreation Open Space Plan. Some site plans and development agreements include language on the removal of invasive plants.

B. Water Quality & Huron River

One of the largest pollution sources for surface water quality is storm water runoff. Storm water collected within Ann Arbor falls into one of nine watershed areas (Traver Creek, Fleming Creek, Millers Creek, Malletts Creek, Swift Run, Allen, Honey, Paint Creek or the Huron River) and is funneled into storm drains and creeks and eventually makes its way to the Huron River. Much of this water flows over impervious surfaces and lawns collecting fertilizers, pesticides, metals, animal waste, and petroleum-based products. Storm water flowing over impervious surfaces also increases in temperature and raises the speed and volume of water flowing into creeks. The impact on creeks and the River is reflected in erosion, sedimentation, temperature rise, and nutrient overloading, which significantly decrease natural, recreational, and wildlife values.



Traver Creek

In 1972, Congress adopted the National Pollution Discharge Elimination System (NPDES) Act to regulate water pollution in the United States.

The act gave states the authority to regulate

local water pollution discharge. In 1972, the State of Michigan adopted the Soil Erosion and Sedimentation Control Act. The act, which was later amended in 1994, allows municipalities to adopt their own soil erosion and sedimentation control regulations in accordance with the act. The City adopted Chapter 63 (Storm Water Management and Soil Erosion and Sedimentation Control) to regulate soil erosion and sedimentation control. Chapter 63 regulates the issuance of grading permits and defines the requirements for storm water management systems. The Building and Planning Departments regularly update Chapter 63. In 2000, the City adopted the “Rules of the Washtenaw County Drain Commission” as a step toward improving the quality of water that enters the Huron River within its jurisdiction. In addition to enforcing Chapter 63, the City has continued its street cleaning program and increased storm drain clearing and educational programming related to improving water quality. It is anticipated that additional efforts to protect water quality will continue in the future.

On August 7, 2000, the Ann Arbor City Council adopted the Malletts Creek Restoration Plan in an attempt to develop a long-range and cost-effective plan to control flow, improve the water quality and enhance the natural resource of Malletts Creek. The Restoration Plan identified ways to modify ordinances and standards to achieve the recommendations of the restoration plan. On October 3, 2000 the Ann Arbor City Planning Commission adopted a resolution regarding development in the Malletts Creek Watershed. The resolution describes Malletts Creek as being “a severely impacted urban watershed” and the watershed as a degraded urban stream. The resolution strongly encourages petitioners of any development proposal within the watershed to make special efforts to limit the impact of development on Malletts Creek by incorporating “best management practices” into any proposal. Those practices might include a) minimizing impervious surfaces by efficient parking and drive design, shared parking, parking deferral, and the use of multiple-story building design wherever possible, b) providing or retrofitting detention facilities to meet and, if possible, exceed the Rules of the Washtenaw County Drain Commissioner, and c) participating in creek-safe maintenance of the lawn and landscaping on proposed development projects including the use of low phosphorus, fertilizers and native plant alternatives to lawn.

In early 2004, the Miller’s Creek Study, a restoration planning effort for Miller’s Creek, was completed. The public/private partnership evaluated and inventoried the conditions of the creekshed and included recommendations for restoration and enhancement of the Miller’s Creek watershed.

C. Air Quality

The City of Ann Arbor is a part of Region 5 of the federal Environmental Protection Agency (EPA). Region 5 is based in Chicago and includes the states of Michigan, Minnesota, Wisconsin, Illinois, Indiana, and Ohio. Each state is responsible for producing an air quality management plan. (The EPA office in Ann Arbor is the national emissions testing laboratory.)

The Michigan Department of Environmental Quality (MDEQ) is authorized to develop and enforce an air quality plan for the State of Michigan. The Southeast Michigan Council of Governments (SEMCOG) works with MDEQ to develop strategies for reducing air pollution in southeast Michigan.

In 1997, the United States Environmental Protection Agency (EPA) adopted a new, more stringent ozone standard, known as the 8-hour ozone standard. Various areas in the U.S. including Southeast Michigan, are out of compliance with this new standard. In 2004, the EPA gave its support to a petition from the Michigan Department of Environmental Quality (MDEQ) and SEMCOG to reclassify Southeast Michigan as a moderate non-attainment area. MDEQ and SEMCOG will work with the EPA to develop a strategy to reduce air pollution in the region to achieve attainment. Ann Arbor is also in a region that is considered non-attainment for small particulate matter.

Ann Arbor's State of the Environment report (2004) indicated that, "Air quality in Ann Arbor continues on a slow decline." The report also describes what can be expected from being "out of attainment: "Motorists will see some significant changes due to the County designation as 'moderate' non-attainment. This federal designation will require emissions testing of all automobiles in the SEMCOG area. We may be required to use cleaner fuels for our area..."

In 2002, the American Lung Association released a report that measured ground level ozone in 678 counties in the U.S., which monitor for ozone levels. The report indicated that Washtenaw County received an "F" (a failing grade) for its smog levels for the second year in a row.

Primary air quality contaminants in the 1990's were also ozone and particulate matter. Ozone is a gas that is produced through a combination of emissions from internal combustion engines (volatile organic gases and nitrogen oxide [NOX]) and certain weather conditions (hot, sunny weather). Ozone causes severe lung irritation and can damage vegetation. Particulate matter is a microscopic byproduct of the burning of fossil fuels and can cause respiratory problems.

The EPA has developed a list of land use and transportation recommendations to help reduce the amount of regional air pollution in southeast Michigan. The recommendations are in an EPA report called Improving Air Quality through Land Use Activities (January 2001). Recommendations from the report include:

- *Concentrated activity centers:* Encourage pedestrian and transit travel by creating nodes of high density, mixed-use development that can be more easily linked by a transit network.
- *Mixed-use development:* Encourage pedestrian and transit travel by locating a variety of compatible land uses within walking distance from each other.
- *Infill and densification:* Encourage pedestrian and transit travel by locating new development in already developed areas.
- *Increased density near transit corridors:* Encourage transit travel by increasing development density within walking distance of a high capacity transit corridor.
- *Pedestrian and bicycle facilities:* Encourage pedestrian and bicycle travel by increasing sidewalks, paths, crosswalks, and shading.
- *Interconnected street network:* Encourage pedestrian and bicycle travel by providing more direct routes between locations. Also, alleviate traffic congestion by providing multiple routes between origins and destinations.
- *Strategic parking facilities:* Encourage non-automobile modes of transit by limiting the parking supply, and encourage carpooling by reserving parking close to buildings for carpools and vanpools.

D. Brownfields

The Michigan Department of Environmental Quality (MDEQ) defines Brownfields as “abandoned, idle, or underused industrial and commercial properties where redevelopment is complicated by real or perceived contamination”. Recent changes to the State’s Brownfield legislation have expanded the definition of sites in the City of Ann Arbor eligible for consideration as a Brownfield site to include “obsolete” or “blighted” properties. A number of brownfield and suspected brownfield sites exist in the City of Ann Arbor.

III. Natural Systems Goals, Objectives and Action Statements

The Natural Systems Goals, Objectives and Action Statements provide a framework to preserve, protect or restore natural features, water quality, air quality and brownfields in the City of Ann Arbor.

Natural Systems Overall Goal: To manage, maintain, protect, restore and enhance natural systems to assure biodiversity and provide a sustainable ecological balance between urban and natural systems in the City of Ann Arbor.

Goal A: To protect and restore woodlands, landmark trees, steep slopes, endangered species habitats, prairies and savannahs, the Huron River, creeks and native flora and fauna from the impacts of development.

Objective 1: Evaluate and improve the City’s current environmental protection practices.

Action Statements:

- a) Periodically evaluate City ordinances (i.e., natural features, wetland, and soil erosion control ordinances) to determine code sections that could be improved to better protect natural systems.
 - b) Continue coordination with the Huron River Watershed Council, the Washtenaw County Drain Commissioner, the parks departments of the City of Ann Arbor, Ann Arbor Township, Pittsfield Township, Scio Township and Washtenaw County, and other organizations to better enforce regulations to protect and preserve natural systems along the Huron River.
 - c) Continue coordination with City departments, commissions and other organizations to restore and maintain natural areas.
 - d) Develop methods to encourage the identification and removal of invasive species.
 - e) Consider adopting City ordinance language that requires developers to identify and remove invasive species and otherwise restore natural areas on sites proposed for new development. Consider reducing setback requirements to increase design flexibility to minimize impacts to natural systems.
- Implement the recommendations of the Natural Features Master Plan.

Objective 2: Encourage developers to consider alternative land use designs that provide the best protection for existing natural features.

Action Statements:

- a) Encourage multiple-story buildings where appropriate, structured parking or cluster design development to reduce impacts to existing natural features and reduce surfaces that are impervious to water.
- b) Ensure that the placement of buildings, parking lots, driveways, sidewalks, and storm water management systems minimizes the impacts to natural features and encourages storm water infiltration.

Objective 3: Create educational materials that will provide information to decision-makers, developers and the public regarding the protection of natural features.

Action Statements:

- a) Develop design guidelines to encourage development patterns that enhance and preserve natural features.
- b) Provide educational material to developers and property owners regarding existing natural systems protection measures, alternative storm water protection techniques, and development techniques that provide long-term protection of natural features.
- c) Identify, map and characterize existing woodlands and wetlands consistent with the definitions of the natural features regulations.
Increase public awareness of invasive plant species and encourage removal on private properties.
Increase public awareness of natural and naturalized landscapes as an alternative to lawns.

Objective 4: Maintain and preserve natural open space corridors that are important to wildlife and plant life habitats.**Action Statements:**

- a) Identify and map existing open space corridors and seek opportunities to establish linkages.
- b) Identify public open spaces that could be improved by the introduction of native plantings.
- c) Develop techniques to create greater public awareness and appreciation of natural open spaces and corridors.
- d) Support the Parks & Recreation Open Space Plan with regard to establishing open space linkages.
- e) Coordinate with the University of Michigan, Concordia College, the Ann Arbor Public School District, Ann Arbor Township, Washtenaw County and private property owners in developing open space corridors in the City of Ann Arbor.

Goal B: To achieve and maintain high quality of the area's watersheds to protect the health and welfare of the community and maintain the balance of natural systems.

Objective 1: Improve the quality of surface water, which enters the Huron River in the City of Ann Arbor.**Action Statements:**

- a) Continue working with the Huron River Watershed Council, the Washtenaw County Drain Commission and other organizations to study and model the water quality of City watersheds and to research ways to improve the quality of storm water drainage.
- b) Continue to research and implement methods to help predict the effects and mitigate the impacts of new development in floodways; reduce impervious surface areas, such as providing development incentives for private parking structures; establishing a maximum number of parking spaces for each use; encouraging alternative parking designs, shared parking, and pervious materials, where appropriate; and reducing street right-of-way, street widths, front setback requirements and driveway lengths where appropriate.
- c) Modify City ordinances to prohibit or carefully regulate any new buildings within a floodway to substantially reduce or eliminate impacts to flooding.
- d) Encourage developers and property owners to use innovative designs (i.e., "green construction") and best management practices for storm water detention.
- e) Work with adjoining townships to discuss approaches to protecting watershed systems with cross-jurisdictional boundaries.
- f) Encourage stewardship of water resources by providing educational material to decision-makers, developers and the general public regarding watershed and urban storm water management issues to raise awareness of the value of watersheds and the impacts of everyday activities on water quality. Continue to educate the public on the footing drain disconnect program.
- g) Encourage partnerships of public agencies and private property owners that work together to protect watersheds on their lands.
Identify contributing non-point sources of water pollution; research and implement ways to reduce such sources.
Map City creek sheds to help the Federal Emergency Management Agency (FEMA) determine flood boundaries.

Implement the recommendations of the Malletts Creek Study.

h) The following hierarchy should be used to guide the selection of stormwater management approaches: 1) preservation of the natural environment; 2) minimization of impervious surfaces; 3) use of vegetative swales and natural storage; 4) infiltration of runoff onsite; 5) stormwater detention structures; 6) stormwater retention structures; and 7) stormwater conveyance.

Goal C: To improve air quality to protect the health and welfare of the public.

Objective 1: Encourage the use of mass transit and non-motorized modes of transportation through land use design and incentive programs to help reduce the total number of trips made by gasoline, diesel and other air polluting vehicles.

Action Statements:

- a) Develop incentives that encourage the location of public facilities (i.e., library, post office, and police district offices) in commercial centers or in close proximity to neighborhoods.
 - b) Develop incentives in City Code to encourage development projects that provide multiple uses in close proximity to one another (i.e., mixed-use).
 - c) Develop transit/pedestrian oriented development guidelines to encourage “walkable” communities.
 - d) Encourage residential densities that can sustain bus transit.
 - e) Develop a parking management program, such as incentives for employers who provide subsidies for alternative trip modes equal to or greater than the subsidies employers provide for drivers (i.e., free parking space).
 - f) Develop incentives for employers who encourage alternatives to single passenger automobiles, such as, mass transit, high occupancy vehicles, and other techniques that reduce vehicular trips.
 - g) Continue to seek state and federal grants for non-motorized public improvements.
 - h) Consider requesting that developers provide on-site and off-site bicycle and pedestrian amenities to mitigate traffic impacts.
 - i) Modify City ordinances to allow electric and alternative fuel and recharge centers to be installed at appropriate locations.
 - j) Encourage the City, University of Michigan, Ann Arbor Public Schools, and the Ann Arbor Transportation Authority to purchase and maintain low emission fleets.
- Encourage the establishment of a Transportation Management Organization (TMO) for major road Corridor employers.
- Continue to support ozone actions alert programs.
- Encourage the development of bicycle lanes and non-motorized paths.
- Implement the recommendations of this plan.

Objective 2: Increase community understanding of air quality and air pollution sources.

Action Statements:

- a) Provide educational material to the public on point and non-point air pollution sources and on how individuals can reduce their impact on air quality.
- b) Encourage Ann Arbor retailers to sell alternatives to gasoline-powered equipment.

Goal D: To reduce and prevent soil contamination to protect the health and welfare of the community and maintain the balance of natural systems.

Objective 1: Facilitate the clean-up of known contaminated sites.

Action Statements:

- a) Identify and categorize contaminated sites on public and private lands.
- b) Prioritize clean-up for sites with underground plumes or uncontained material.

Objective 2: Increase community understanding of underground contamination and soil quality.

Chapter Five



LAND USE

I. Introduction

During the 19th century and early part of the 20th century, the City of Ann Arbor slowly grew outward from Lower Town and Ann Arbor's downtown core. Transportation corridors such as Pontiac Trail, Plymouth Road, Geddes Road and Washtentaw Avenue, Packard Road, State Street, Main Street, Liberty Street, Huron/Jackson Avenues, and Miller Road, provided major links to areas outside of the City. Residential neighborhoods were built along these transportation corridors, as were employment and commercial centers.

Significant growth occurred in the City after the Second World War, when strong residential growth, employment and retail growth pressures resulted in the construction of significant development projects. The development of the University of Michigan's North Campus, the expansion of commercial corridors such as Stadium Boulevard and the development of Regional shopping centers such as Arborland and Briarwood are examples of this growth. Most post-war growth was suburban and auto-oriented in nature, distinguishing itself from the more compact, pedestrian oriented neighborhoods in and around downtown Ann Arbor that were built before World War II.

Today, the City has tremendous diversity of land uses including multiple University of Michigan Campuses, downtown, employment corridors, a variety of residential neighborhoods, active parks, natural areas, schools, places of worship, and commercial centers. Although land use diversity exists, many uses are self-contained and separated from each other by distance and lack of easy pedestrian access. This separation of uses increases the likelihood that trips will be made by automobile.

The variety of housing choices enhances the quality of life for City residents. Housing choices include single family homes of various sizes located on a small, medium or large lots; duplexes; small, medium and large apartment buildings; townhouses; cooperative housing; nursing homes; assisted living homes; group homes; and dormitories. Prospective residents of Ann Arbor can choose homes near things that are most important to them. Homes of various sizes and cost can be found along the Huron River, in wooded areas, in historic neighborhoods, in new development projects, near freeway access, on dirt roads, on large or small lots, near schools, parks, and employment and shopping centers

Office, research and light industrial centers located in Ann Arbor provide tremendous benefits to local residents. They provide job opportunities, help strengthen and stabilize the local economy, provide land use diversity, reduce travel time for local employees and strengthen the tax base. However, many people who work in Ann Arbor commute from other parts of Ann Arbor and

Southeast Michigan presenting transportation challenges.

Commercial services are available throughout the Ann Arbor metropolitan area, providing a variety of shopping opportunities for local residents and individuals throughout the region.

II. ISSUES

A. Historic Preservation

Central Area – Currently there are 14 historic districts in the City, most of which are clustered in and around downtown Ann Arbor. Ann Arbor’s historic districts contain many architecturally and historically significant buildings, both in residential neighborhoods and the downtown commercial districts, which contribute to the unique character of Downtown. These historic features help foster what is unique about Ann Arbor. The historic features help create a positive identity and special market appeal. This architecture, considered an invaluable resource, provides visual interest and maintains links to the past which give deeper meaning to the built environment. Because of the importance of historic structures in defining the character of the central City, there is a public interest in preservation which in some cases conflicts with financial feasibility and personal preference of the owners. At issue is the desire to encourage sustainable new development while at the same time preserving structures that contribute to the historic character of Ann Arbor. City code section 103 regulates historic preservation.

The built environment is in a constant state of evolution, and yet the existing site plan and building permit process does not encourage creative design in evolving neighborhoods with respect to the character of the existing districts. The challenge Ann Arbor now faces is how to retain the historic identity of its downtown and neighborhoods, while at the same time encouraging the new construction and building renovation necessary for growth. Because of the importance of historic structures in defining the character of the central area of Ann Arbor, there is a public interest in preservation which in some cases conflicts with financial feasibility and the personal preferences of owners.

B. Affordable Housing

Housing costs in Ann Arbor have risen dramatically since 1990. Rapidly rising housing costs have reduced the ability of many people who live or work in Ann Arbor to buy or rent a home in the City. An increasing number of people with modest incomes cannot afford to live in the Ann Arbor. The 2000-2005 Consolidated Strategy and Plan for Housing and Community Development Programs identifies ways to increase affordable housing opportunities. “Affordable Housing” is defined by the City of Ann Arbor Zoning Ordinance as “housing units where the occupant is paying no more than 30% of gross income for housing costs, including taxes and utilities”. The Zoning Ordinance defines “Lower Income Households” as “references made collectively to low and very low income households or individuals. This encompasses all households with income levels less than 80% of City of Ann Arbor median income as defined by the U.S. Department of Housing and Urban Development”. The Zoning Ordinance also describes the “expansion of the supply of affordable housing” as one of the beneficial effects for the City defined by the Standards for PUD Zoning District Review.

C. Achieving Land Use Balance

Since 1990, Ann Arbor has experienced strong growth in a number of land use categories including office, research, residential and parkland. The major land use category that has not grown significantly since 1990 has been retail commercial. Retail constitutes approximately 3.2% of land in the Ann Arbor, which is below the national average of about 5% for cities of comparable size.

Additional residential and office development will increase demand for retail services. Chapter 11 makes site-specific recommendations regarding sites that are appropriate for development that can accommodate retail land uses.

D. Mixed Uses

Most land uses in the Ann Arbor are separated from one another. Very few land uses are mixed (different uses within one building or on the same site) or designed to encourage pedestrian activity between each other (1.7% of land uses are mixed in the City). This segregation of uses results in an increased dependency on the automobile for mobility. Although some residential neighborhoods are within walking distance of retail services, most City residents drive automobiles for their retail needs. Likewise, although some residents live within walking distance of employment centers, most residents drive to work. An increasing number of mixed land uses could encourage greater pedestrian access and reduce the number of vehicular trips. Integrating various land uses on the same site or in the same building encourages pedestrian activity, uses land and infrastructure more efficiently, increases vitality, promotes shared parking opportunities and can increase the variety of housing choices. Such mixed uses can include: a variety of integrated residential uses, integrating office and retail uses, and integrating residential uses with retail and office uses.

E. Neighborhood Vitality

A wide variety of residential neighborhoods exist in Ann Arbor. Some have been established since the 19th century while others were recently built during the early part of the 21st century. Some have a high percentage of owner occupied homes while others have homes that are primarily rental in nature with high turnover rates. Some include a variety of land uses including commercial, office, multi-family, duplex and single-family uses while others are primarily single-family. Some neighborhoods are within easy access of services, transit, school and parks while others may have less access. Some neighborhoods have unique transportation challenges such as streets that encourage speeding vehicles or have large traffic volumes. Some neighborhoods are impacted by the extensive use of on-street parking such as those near central campus or downtown while others may lack non-motorized and/or transit facilities.

F. Land Use and Transportation Relationship

Land use and transportation systems are interrelated. Large commercial centers can attract a significant amount of auto trips, particularly during weekend periods. Large employment centers can generate a significant amount of auto trips during peak travel periods. Large residential neighborhoods can generate a significant number of auto trips during peak weekday travel periods and on weekends. The Institute of Transportation Engineers indicates that single-family homes generally produce more vehicular trips per day than multiple-family homes and townhouses due the higher number of children generally living in single-family homes.

An extensive system of pedestrian and bicycle facilities, lanes and amenities can reduce the amount vehicular trips and the need for automobile parking spaces in commercial and office centers. Mixed-use development projects can reduce the amount of auto trips by encouraging pedestrian access between uses. Small neighborhood commercial centers can reduce the number of vehicular trips by encouraging pedestrian or bicycle access from the surrounding neighborhood.

“Walkable” and “Bikeable” Communities - A walkable community provides safe, efficient and plentiful opportunities for non-motorized modes of travel. Providing an array of non-motorized opportunities and supportive land uses can encourage people to walk or ride their bicycles to school, work or for daily errands. Such opportunities also may provide a safer environment for travel and recreation,

encourage mass transit ridership and generate a greater sense of community.

Development and redevelopment in the City of Ann Arbor provides opportunities for improving non-motorized access. Providing connections for pedestrians and bicycles between neighborhoods, orienting a site so that people have convenient access to mass transit, providing pedestrian paths along major and minor streets, minimizing the size of parking lots and reducing large setbacks can help promote walkability within and between various types of land uses.



Lack of non-motorized path or bicycle lane on Nixon Road.

Mass Transit - Mass transit is more likely to be successful in areas where residential densities and non-residential intensities are high enough to attract a significant number of riders. The Ann Arbor Transportation Authority has indicated that gross regional residential densities should be between 4-7 dwelling units per acre (du/ac) to support fixed route bus service. Gross regional residential densities include homes, schools, churches, parks and other non-residential uses common in residential areas.

Although the automobile will continue to be the primary mode of transportation for the foreseeable future, providing opportunities for alternative modes of travel will encourage people to commute in ways other than by car.

G. Redevelopment

Many opportunities exist to redevelop sites in the City of Ann Arbor, including commercial, industrial, office and residential properties that have already been built upon. Redevelopment might take the form of building additions or demolition and construction. Projects that propose to redevelop sites should be done in a manner that is consistent with the goals and objectives of this plan that apply to developing vacant sites. Properties should be redeveloped in a manner that considers impacts to surrounding properties and transportation systems. Attempts should be made to provide appropriate building scale and material to ensure that the project interacts well with surrounding uses.

III. COMMUNITY ORIENTED DESIGN

Much of the development in the Northeast Area, built since the 1950's, has emphasized an auto-oriented development pattern that does not encourage pedestrian interaction with the surrounding community. Many neighborhoods are not connected to adjoining neighborhoods with either streets or paths. Some development projects have eliminated natural features that could have been preserved and integrated into the site design. The planning process for the Northeast Area Plan revealed a strong community desire for future development projects to be designed with the larger community in mind. Development projects should consider natural systems preservation, enhancement and linkages, pedestrian access, traffic impacts, housing diversity, lighting, design that conveys a sense of permanence, and design techniques to improve the interaction between the project and the community at large.

The following sections include design guidelines to help ensure that future development projects are

designed with the community in mind. The guidelines have been divided into four categories: a) Neighborhoods, b) Retail Centers, c) Employment Centers, and d) Mixed Uses.

A. Neighborhoods

Neighborhoods that include a diversity of housing, neighborhood parks, strong pedestrian connections, access to several modes of transportation and are interconnected with other neighborhoods can help foster a greater sense of community. Narrower roads and rights-of-way also help to reduce imperviousness, lower development costs, slow traffic and allow street trees to canopy above the street. Front porches, recessed garages, sidewalks on both sides of the street and reduced setbacks also help to provide a more pedestrian oriented neighborhood. Neighborhood organizations can help foster a stronger sense of community.

Future neighborhoods should be developed with the overall community in mind and address the goals and objectives of this plan. Development should be designed to protect and link natural systems, provide recreational opportunities, increase the variety of housing options, encourage pedestrian access, use infrastructure efficiently, encourage mass transit and provide linkages to other neighborhoods. Affordable and low cost housing should be encouraged to maintain the diversity of housing options.

Some specific community design techniques for neighborhoods can help to achieve many of the goals and objectives of this plan. The following design concepts can help minimize negative impacts to natural systems, improve pedestrian access, reduce imperviousness, lower housing costs and promote a greater sense of community in retail centers. These design elements should be incorporated where applicable, for new or redeveloping residential communities:

Compact or clustered development – concentrating development away from sensitive natural features helps preserve natural systems, utilizes infrastructure more efficiently and can increase recreational opportunities. Techniques may include reducing spacing between buildings, reducing setbacks, providing parking under buildings and using multiple story buildings. Compact development patterns can encourage non-motorized access and neighborhood security.

Front porches – usable front porches should be provided in new residential neighborhoods to enhance the sense of community and increase neighborhood security by increasing surveillance.

Garages – to encourage pedestrian and bicycle safety and a greater sense of neighborhood, new townhouse and apartment garages should be accessed at the rear of the units; the front of the buildings should face the sidewalk and street. For single-family homes and duplexes, garage doors should be located behind or no closer to the street than the front of the house to encourage pedestrian and bicycle safety, encourage a pedestrian oriented neighborhood and reduce the image of a garage dominated streetscape. Garages should not be the dominant feature along a streetscape. Long expanses of garage doors along a street or access drive should not be allowed.

Interconnected streets – a majority of streets in new residential areas should be interconnected; streets should be connected, where possible, to adjoining neighborhoods; attempts should be made to minimize negative impacts (i.e. traffic calming devices) in those areas where street connections take place; cul-de-sacs should be minimized.

Landscaping – providing extensive landscaping in development projects can soften the visual impact of development, offer shade to encourage pedestrian modes of travel, screen adjacent uses from parking lot lighting, improve property values, provide habitat for wildlife and help reduce energy costs. Trees should be provided on the perimeter of new development projects, where possible, to minimize the visual impact on adjacent sites and along the public right-of-way. Street trees should be provided along both public and private streets. A diversity of non-invasive plant

material should be provided whenever possible. Native plants should be used whenever practical. Lawn turf should be minimized due to its limited ability to absorb stormwater and the environmental and maintenance costs of spraying and mowing lawns. Native shrubs and grasses should be planted whenever practical. The proper management of landscaped areas should be provided.

Mixture of housing types – providing a variety of housing types within a development project, such as single-family detached, duplexes, townhouses and multifamily homes (stacked flats, efficiencies and units with a variety of bedrooms), increases the variety of housing choices, encourages neighborhood diversity and expands housing opportunities for individuals of all income levels. Live/work units, in appropriate locations, can contribute to housing diversity. Larger development projects should include a diversity of housing types.

Multiple story buildings – constructing multiple-story buildings minimizes imperviousness, compared to single-story buildings with the same floor area and helps to preserve open space and natural features. Barrier free units should be provided in all development projects to increase housing opportunities for disabled residents. Consideration should be made to minimize the visual impacts of multiple story buildings on adjoining properties. Land-scaping, setbacks, building design and materials can minimize visual impacts of taller buildings.

Natural Area Protection – preserving, through dedication or permanent easement, high and mid-quality natural systems such as landmark trees, woodlands, wetlands, creeks and steep slopes will protect wildlife habitat, water quality and a sense of natural history.

Narrowed neighborhood streets – providing a hierarchy of street widths including lanes, alleys, minor streets and collector streets that reflects the amount of daily vehicular trips would help reduce travel speeds, reduce unnecessary imperviousness, create a more pedestrian friendly environment and reduce development costs, which can help lower housing costs.

Narrowed right-of-way – reducing the width of right-of-ways along neighborhood streets can ensure that land is utilized more efficiently, reduce development costs, reduce housing costs, reduce imperviousness by reducing driveway length, and provide a greater sense of community.

Neighborhood Organizations – establishing neighborhood organizations can increase opportunities for stewardship of natural systems and encourage a greater sense of neighborhood. Neighborhood organizations should register with the City Planning Department.

Open space linkages – interconnecting natural areas helps preserve wildlife corridors, improves recreational opportunities and enhances a sense of community.

Pedestrian, bicycle and transit connections and amenities – providing pedestrian, bicycle and transit connections and amenities encourage alternatives to vehicular access by increasing travel choices. They include but are not limited to: a) providing safe, well lighted and convenient pedestrian and bicycle paths between development projects, along major and minor streets and to transit stops, b) providing secure bicycle storage facilities such as covered parking, lockers, c) providing conveniently located bus shelters that are close to stores and street crossings, and d) designing sites with an emphasis on pedestrians, bicyclists and transit riders. Sidewalks should be provided on both sides of the street in residential neighborhoods to encourage pedestrian access and provide a safe pedestrian environment.

Playgrounds – providing public recreational opportunities, such as playgrounds or walking trails, increases a sense of community, improves property values and reduces vehicular trips to recreational areas.

Private Residential Open Space – private decks, patios, porches and yards can provide people living in higher density residential communities the opportunity to enjoy outdoor activities and

increase community surveillance.

Reduced setbacks along the street – reducing the distance between a building and the public right-of-way improves pedestrian access, increases design flexibility, reduces imperviousness by shortening driveways, can provide more usable open space, can help preserve natural features, and allows land to be used more efficiently.

Street facing entries – configuring development projects to include doors and windows that front sidewalks and streets improves pedestrian access, increases security and enhances a sense of neighborhood.

Structured or below-structure parking – constructing parking underneath buildings (ground level or basement parking) or providing parking decks helps to improve water quality by reducing imperviousness, reduces the amount of parking lot lighting, reduces snow removal costs, shelters vehicles drivers from the elements, can improve access and security, and preserve open space. Reducing large expanses of surface parking lots can encourage non-motorized access.

Townhouse and Apartment Parking and Garages – garages and parking areas for townhouses and apartments should be at the rear of buildings and accessed by alleys or drives. The front entrances should face the main street and sidewalk.

B. Retail Centers

Prior to World War II, retail centers in Ann Arbor were designed primarily for pedestrians. They commonly fronted a sidewalk and street and were easily accessible by foot or bicycle. Due to the increasing popularity of the automobile, most commercial centers constructed after 1950 were designed primarily for automobile access. They were located along busy thoroughfares, were set back long distances from the street to accommodate a large parking lot, were segregated from the uses around them, and sidewalks were infrequent. Accessing stores became increasingly difficult for pedestrians, particularly persons with limited mobility.

New and redeveloping retail centers should be designed with pedestrian access as a primary goal. Designing commercial centers with safe, convenient pedestrian routes will encourage pedestrians to walk from surrounding neighborhoods and employment centers. It also will help encourage mass transit and reduce the demand for parking.

Regional commercial centers should be designed for a variety of community uses. In addition to commercial uses, public uses such as libraries and post office branches should be encouraged, to reduce vehicular trips and provide a greater sense of community. Residential and office uses above stores would contribute to the vitality of commercial centers, increase pedestrian activity, promote shared parking and use land more efficiently. Strong pedestrian connections to surrounding areas should be provided.



Retail centers can act as community gathering places if designed for pedestrians.

Some specific community design techniques for retail centers can help to achieve many of the goals and objectives of this plan. The following design concepts can help minimize negative impacts to natural systems, improve pedestrian access, reduce imperviousness, lower housing costs and promote a greater sense of community in retail centers. These design elements should be incorporated, where applicable, for new or redeveloping retail centers:



Porch that fronts the house

Building Materials and Amenities – Masonry building materials such as brick and stone are encouraged to maintain a permanent, clean and attractive image for years to come. Building mounted awnings or overhangs should be provided to protect shoppers from the elements and encourage pedestrian activity. A focal point such as a clock tower or plaza is encouraged to contribute to the unique character of the center. Benches, landscaping and artwork should be provided in public areas to encourage social activity and to add vitality to the center.

Landscaping – providing extensive landscaping in development projects can soften the visual impact of development, offer shade to encourage pedestrian modes of travel, screen adjacent uses from parking lot lighting, improve property values, provide habitat for wildlife and help reduce energy costs. Trees also should be provided on the perimeter of new development projects, where not already required by the Landscaping and Screening Ordinance (Chapter 62), to minimize the visual impact on adjacent sites and along the public right-of-way. Street trees should be provided along both public and private streets. A diversity of native landscaping material should be provided whenever possible. Lawn turf should be minimized due to its limited ability to absorb stormwater and the environmental and maintenance costs of spraying and mowing lawns. Native shrubs and grasses should be planted instead.

Mixed land uses – integrating various land uses on the same site or in the same building encourages pedestrian activity, uses land and infrastructure more efficiently, increases vitality, promotes shared parking opportunities and can increase the variety of housing choices. Such mixed uses include: a variety of integrated residential uses; office/retail uses; residential/ retail uses; and residential/office uses. Restaurants should be allowed to provide outdoor seating, where feasible.

Mixed Use Neighborhood Retail Centers – mixed-use neighborhood retail centers provide services primarily to the surrounding neighborhood. They should be designed as a complementary use to the neighborhood. Strip retail centers with large amounts of parking between the sidewalk and the storefronts are discouraged. The following are design principles that should be incorporated specifically into neighborhood commercial centers:

The size of off-street parking lots should be minimized. Unbroken expanses of parking are discouraged. On-street parking is encouraged to reduce the need for spaces in parking lots. Parking should be provided at the rear or sides of storefronts to encourage pedestrian access. A landscaped buffer should be provided between the parking lots and adjacent residential uses. The retail center should be designed in a manner where the parking lot is not the dominant feature from the road.

Office or residential uses should be provided above the store fronts to increase the variety of housing opportunities, encourage pedestrian access to the retail use, improve the viability of the retail businesses and encourage a village center. Single story retail buildings are not appropriate for neighborhood commercial centers.

Setbacks should be minimized. Minimizing front and side setback allows for greater design flexibility, encourages the efficient use of land and promotes pedestrian access. Buildings should be fronted near the sidewalk.

The design should emphasize a village center instead of a strip commercial mall. Small tenant spaces should be included. Corporate design themes should be minimized. Individual stores, each with individual corporate design themes, is discouraged. Large signs and freestanding signs of any kind are discouraged. Auto related uses such as gas stations, auto repair shops and car washes should be prohibited and businesses with drive-throughs should be discouraged to encourage pedestrian access.



Multiple story buildings can reduce imperviousness.

The center should be designed to interact well with the surrounding neighborhood. Large walls around the periphery of the center are discouraged. Convenient pedestrian connections should be provided to the surrounding neighborhood. Lighting should be provided that is consistent with the pedestrian scale of the neighborhood commercial centers. Cobra head lighting should not be provided. Lighting should be confined as much as possible to the immediate area. Refuse should be stored in locations that minimize the visual impact to adjoining residential uses.

Multiple story buildings – constructing multiple-story buildings minimizes imperviousness compared to single-story buildings with the same floor area and helps to preserve open space and natural features. Barrier free access should be provided.



Private residential open space above a garage.

Parking – minimizing the amount of unnecessary parking spaces helps improve water quality by minimizing unnecessary imperviousness, utilizes land more efficiently, reduces the amount of heat generated from parking lots, and fosters a more pedestrian friendly environment. The use of shared and deferred parking should be provided where possible. Constructing parking underneath buildings (ground level or basement parking) or providing parking decks helps to improve water quality by reducing imperviousness, reduces the amount of parking lot lighting, reduces snow removal costs, can improve access and security and preserve open space. Surface parking should be placed at the rear of buildings and should not be a dominant element along public streets. Parking lot lighting should be turned down at night and directed so it does not flow off-site. The parking lot should not be the dominant feature from the road.

Pedestrian, bicycle and transit connections and amenities – providing pedestrian, bicycle and transit connections and amenities encourages alternatives to vehicular access by increasing

travel choices. They include but are not limited to: a) providing safe, well lighted and convenient pedestrian and bicycle paths between development projects, along major and minor streets and to transit stops, b) providing secure bicycle storage facilities such as covered parking, lockers, c) providing conveniently located bus shelters that are close to stores and street crossings, and d) designing sites with an emphasis on pedestrians, bicyclists and transit riders.

Setbacks along the street – reducing the distance between a building and the public right-of-way improves pedestrian access, increases design flexibility, reduces imperviousness by shortening driveways and allows land to be used more efficiently.

Street facing entries – configuring development projects to include doors and windows that front sidewalks and streets improves pedestrian access, increase security and enhances a sense of community.

C. Employment Centers

Office, research and light industrial buildings generally are located long distances from roads. Parking lots are the dominant feature for many developed sites, and land uses are typically segregated from one another. Employment centers should be developed and redeveloped in a manner that minimizes environmental impacts, encourages non-automobile modes of travel, complements the appearance of the surrounding area and interacts well with the surrounding neighborhood.

Some specific community design techniques for employment centers can help to achieve many of the goals and objectives of this plan. The following design concepts can help minimize negative impacts to natural systems, improve pedestrian access, reduce imperviousness, lower housing costs and promote a greater sense of community in employment centers. These design elements should be incorporated, where applicable, for new or re-developing office or research center:

Building Materials – Masonry building materials such as brick and stone, are encouraged to maintain a permanent, clean and attractive image for years to come.

Landscaping – providing extensive landscaping in development projects can soften the visual impact of development, offer shade to encourage pedestrian modes of travel, screen adjacent uses from parking lot lighting, improve property values, provide habitat for wildlife and help reduce energy costs. Trees also should be provided on the perimeter of new development projects, where not already required by the Landscaping and Screening Ordinance (Chapter 62), to minimize the visual impact on adjacent sites and along the public right-of-way. Street trees should be provided along both public and private streets. A diversity of native landscaping material should be provided whenever possible. Lawn turf should be minimized due to its limited ability to absorb stormwater and the environmental and maintenance costs of spraying and mowing lawns. Native shrubs and grasses should be planted instead.

Mixed land uses – integrating various land uses on the same site or in the same building encourages pedestrian activity, uses land and infrastructure more efficiently, increases vitality, promotes shared parking opportunities and can increase the variety of housing choices. Such mixed uses include: a variety of integrated residential uses; office/retail uses; residential/ retail uses; and residential/office uses.



Multiple story office buildings can reduce imperviousness

Multiple story buildings – constructing multiple-story buildings minimizes imperviousness compared to single-story buildings with the same floor area and helps to preserve open space and natural features. Barrier free access should be provided.

Open space linkages – interconnecting natural areas helps preserve wildlife corridors, improves recreational opportunities and enhances a sense of community.

Parking – minimizing the amount of unnecessary parking spaces helps improve water quality by minimizing unnecessary imperviousness, utilizes land more efficiently, reduces the amount of heat generated from parking lots, and fosters a more pedestrian friendly environment. The use of shared and deferred parking should be provided where possible. Constructing parking underneath buildings (ground level or basement parking) or providing parking decks helps to improve water quality by reducing imperviousness, reduces the amount of parking lot lighting, reduces snow removal costs, can improve access and security and preserve open space. Surface parking should be placed at the rear of buildings and should not be a dominant element along public streets. Parking lot lighting should be turned down at night and directed so it does not flow off-site.

Pedestrian, bicycle and transit connections and amenities – providing pedestrian, bicycle and transit connections and amenities encourages alternatives to vehicular access by increasing travel choices. They include but are not limited to: a) providing safe, well lighted and convenient pedestrian and bicycle paths between development projects, along major and minor streets and to transit stops, b) providing secure bicycle storage facilities such as covered parking and lockers close to building entrances, c) providing conveniently located bus shelters that are close to stores and street crossings, and d) designing sites with an emphasis on pedestrians, bicyclists and transit riders.

Setbacks along the street – reducing the distance between a building and the public right-of-way improves pedestrian access, increases design flexibility, reduces imperviousness by shortening driveways and allows land to be used more efficiently.

Street facing entries – configuring development projects to include doors and windows that front sidewalks and streets improves pedestrian access, increase security and enhances a sense of community.

Structured or below-structure parking – providing parking spaces underneath office buildings or in parking structures can reduce imperviousness and shelter vehicles and drivers from the elements.

D. Mixed-Use Centers

Mixing appropriate land uses represents a change from past planning methods that sought to separate different uses from each other. Mixing office, retail and residential uses on the same site can encourage pedestrian activity, reduce vehicular trips, reduce imperviousness by sharing parking spaces, encourage a wider variety of housing options, provide services closer to places of work and neighborhoods and use land and infrastructure more efficiently. The community design techniques outlined in this chapter for neighborhoods, retail centers and employment centers can help mixed-use projects achieve the goals and objectives of the Northeast Area Plan. Design standards and performance requirements that are required as part of a Planned Unit Development, can increase the likelihood that mixed-use development projects result in pedestrian-oriented centers that are an asset to the surrounding neighborhood.

IV. Land Use Goals, Objectives and Action Statements

The Land Use Goals, Objectives and Action Statements provide a framework to encourage viable, diverse and well-designed land use patterns in the City of Ann Arbor.

Goal A: To ensure that development projects are designed and constructed in a way that preserves or enhances the integrity of natural systems.

Objective 1: Encourage developers to use innovative design techniques to help protect or enhance natural systems.

Action Statements:

- a) Develop regulatory incentives that encourage the reduction of impervious surfaces proposed with new development (structured or below-level parking, multiple-level buildings, “green” rooftops, etc.).
- b) Develop regulatory incentives that encourage the enhancement of natural areas on sites proposed for development (i.e., removal of invasive species and the introduction of native species, restoring a wetland, improving floodplain function, etc.).
- c) Support design techniques, such as clustered developments and storm water best management practices, which would minimize impacts to natural systems on and off a site.
- d) Ensure that any development proposed along Huron Parkway preserves the natural and scenic character of the parkway.
- e) Encourage the proper long-term stewardship of natural areas.
- f) Develop methods to assure the long-term maintenance of natural systems on development projects during the site plan process.
- g) Ensure that new development is consistent with the goals outlined in the Chapter on Natural Systems.

Objective 2: Review and modify City codes to help reduce the overall amount of impervious surfaces, thus reducing the amount of storm water runoff, surface flooding and erosion.

Action Statements:

- a) Evaluate the feasibility of reducing parking requirements or establishing maximum parking limits.
- b) Evaluate the feasibility of allowing certain driveway areas to serve as required parking spaces (i.e. the area in front of a garage).
- c) Revise code to reduce minimum and establish maximum setback requirements in appropriate zoning districts to help shorten driveways and sidewalks.
- d) Evaluate the feasibility of reducing pavement width requirements for residential streets.
- e) Revise ordinances to allow increases in maximum building height for development projects that provide structured parking or parking underneath the building (either at grade or below grade).

Objective 3: Establish strong open space linkages with new development.

Action Statements:

- a) Support the Parks & Recreation Open Space Plan with regard to establishing open space linkages.
- b) Request that linkages be made to existing parks, where possible, when new parkland is dedicated to the City.
- c) Develop regulatory incentives for residential developments that dedicate more parkland than is requested by the Parks & Recreation Open Space Plan.

Goal B: To promote land use designs that reduce reliance on the automobile.

Objective 1: Locate higher residential densities near mass transit routes and in proximity to commercial, employment and activity centers.

Action Statements:

- a) Encourage residential densities that can sustain bus transit on sites that front mass transit routes.
- b) Encourage multiple-family residential uses to locate above commercial uses.
- c) Ensure that safe and accessible interior sidewalks and bike paths are provided within new development to transit stops and adjacent properties.

Objective 2: Improve the safety, accessibility and desirability of walking, biking or using mass transit.**Action Statements:**

- a) Ensure that residential, commercial, employment and activity centers to provide pedestrian and bicycle amenities, such as interior and public sidewalks, bus stops (where feasible), awnings and linkages to adjacent sites.
- b) Ensure that bus stops and pedestrian and bicycle paths be well lit for nighttime use.
- c) Improve bus stops with sidewalk access, benches and shelters.
- d) Work with the City's Public Services and Police Departments to assess the locations of existing and new crosswalks and to ensure the safety of crosswalk users by providing enforcement or using other devices to help stop traffic (lights, signs, etc.).
- e) Strongly encourage the City's Public Services Department to include pedestrian and bicycle improvements when streets or intersections are improved or upgraded.
- f) Incorporate the completion of sidewalk gaps in the City's Capital Improvements Plan to encourage pedestrian access to transit stops.
- g) Continue the coordination with the City Police Department and its review of site plans and to implement their suggestions on "Crime Prevention through Environmental Design".
- h) Consider the feasibility of including non-motorized facilities when designing new streets and resurfacing existing streets.
- i) Encourage the regular maintenance of non-motorized facilities.

Objective 3: Improve transportation integration between neighborhoods.**Action Statements:**

- a) Ensure barrier-free and non-motorized linkages, where possible, between neighborhoods.
- b) Design connections of new neighborhood streets to existing residential stub streets in such a way as to discourage cut-through traffic and minimize traffic speed.
- c) Encourage public streets in new residential development projects that connect to parks and to streets of adjoining properties.
- d) Ensure that new residential development projects provide stub streets to adjacent vacant land to better integrate future neighborhoods and to improve emergency access.

Goal C: To provide a full range of housing choices (size, price, design, accessibility, etc.) that meets the existing and anticipated needs of all City residents.

Objective 1: Encourage affordable and accessible housing units to be constructed as part of new development projects.**Action Statements:**

- a) Explore revising density standards in single-family neighborhoods, such as reducing lot sizes and allowing duplexes and accessory dwelling units in new single-family development projects.
- b) Revise the zoning ordinance to allow small, detached single-family homes to be constructed on lots smaller than those allowed in the R1D zone.
- c) Develop regulatory incentives, such as density bonuses, for developments that provide affordable housing units.
- d) Identify techniques to encourage housing that accommodates people with disabilities.
- e) Identify ways to preserve and improve existing affordable housing including public housing.

Objective 2: Encourage a variety of housing types within new residential and mixed-use development projects.

Action Statements:

- a) Develop regulatory incentives to encourage new residential developments to provide a variety of housing types.
- b) Develop regulatory incentives to encourage residential uses to locate above or as a component of commercial and office uses along commercial corridors.
- c) Work with City Service Areas and public and private agencies to provide information to residents on the value of diversity in housing.

Goal D: To support the continued viability, health and safety of City residential neighborhoods.

Objective 1: Encourage new development and redevelopment within established residential areas to complement the design elements of the neighborhood, including size and height.

Action Statements:

- a) Support registered neighborhood associations that develop their own design guidelines to share with prospective lot purchasers, Realtors and residential builders.
- b) Develop standards for land divisions to ensure that they are compatible with the neighborhood while complying with State law.

Objective 2: Protect the integrity of historic neighborhoods.

Action Statements:

- a) Encourage qualified structures (homes, buildings, etc.) and neighborhoods to apply for historic designation.
- b) Encourage the rehabilitation, reuse or relocation of historically significant buildings.

Objective 3: Locate common neighborhood services (schools, parks, places of worship, community and commercial centers, etc.) in areas that provide convenient and safe accessibility for residents.

Action Statements:

- a) Ensure that safe opportunities for non-motorized modes of transportation are established between residential developments and common neighborhood services.

Objective 4: Provide extensive landscape buffering between residential neighborhoods and non-residential uses, including the freeways and railroads.

Action Statements:

- a) Seek to improve code requirements for landscape buffering between conflicting land uses.
- b) Revise code to require residential development to provide extensive landscape buffering between residential units and freeways or railroads.
- c) Consider revising code to require residential development projects to provide landscaping between residential units and adjacent non-residentially zoned land.
- d) Encourage developers to provide landscaping on the periphery of development projects.

Objective 5: Encourage the establishment of neighborhood associations that promote stewardship of neighborhood natural systems.

Action Statements:

Provide new and established neighborhood associations with information on how to become better stewards of natural systems.

Objective 6: Encourage land use patterns that protect health and safety throughout the Northeast Area.

Action Statements:

- a) Ensure adequate access for public safety vehicles.
- b) Ensure the adequate location of public safety facilities.
- c) Encourage land use design that fosters crime prevention.

Goal E: To encourage commercial and employment centers that promote pedestrian activity, de-emphasize the use of the automobile, and provide a sense of balance with surrounding land uses.

Objective 1: Support mixed-use, “village” centers in existing commercial areas that are designed to provide new residential opportunities, increase pedestrian activity and reduce the total number of vehicular trips.

Action Statements:

- a) Develop regulatory incentives for developments to incorporate residential, office or public uses into redeveloping commercial centers.
- b) Require developments to provide pedestrian, bicycle and open space linkages between village centers and adjacent residential, commercial and office uses.

Objective 2: Encourage developers to design commercial and office centers where the parking lot is not the dominant feature from the road.

Action Statements:

- a) Strongly encourage buildings to front on the street.
- b) Revise code to reduce non-residential or mixed use parking requirements for sites that utilize shared or satellite parking to reduce the total number of parking spaces and to minimize impervious surfaces.
- c) Revise code to reduce setback requirements for commercial centers to allow buildings to be located closer to the sidewalk to encourage pedestrian access and design flexibility.
- d) Revise code to increase landscaping requirements for parking areas, including increasing the size of parking islands and buffers, based on the amount of parking area proposed for the site.
- e) Revise code to require developments to provide pedestrian linkages through landscaped parking areas, where appropriate.
- f) Develop design standards that limit the amount of the right-of-way frontage devoted to parking.

Objective 3: Encourage neighborhood commercial uses that are compatible with surrounding neighborhoods.

Action Statements:

- a) Support performance and design standards for neighborhood commercial uses proposed as part of a new residential development to ensure compatibility with the neighborhood.
- b) Encourage small retail establishments as part of new and existing neighborhoods.

Objective 4: Redevelop the Lower Town commercial area (Broadway and Maiden Lane) as a vibrant, mixed-use district.

Action Statements:

- a) Encourage residential uses as a part of redevelopment
- b) Work with property owners, developers and the University of Michigan to relocate dwelling units that otherwise may be demolished.

Objective 5: Major employers should provide on-site amenities to reduce the number of

vehicular trips.

Action Statement:

a) Encourage major employers who request site plan approval to provide on-site amenities such as child care centers, a cafeteria, and vending machines or other amenities that help to reduce vehicular trips.

Objective 6: Major employers should develop comprehensive traffic management plans to reduce peak period traffic congestion.

Action Statement:

- a) Ensure that large employers provide comprehensive traffic management plans as part of the development agreement to reduce peak period traffic congestion.
- b) Encourage all employers to promote care pooling, the use of public transit and non-motorized modes of travel.

Goal F: To encourage cooperation between the City educational institutions and between the City and Townships that surround Ann Arbor (Ann Arbor, Pittsfield and Scio) on development issues that affect each other.

Objective 1: Establish regular meetings and correspondence between the City and educational institutions regarding planning and development issues.

Action Statements:

- a) Request that the University notify the City of proposed private property acquisitions.
- b) Continue to request that the University include the City in future campus master planning efforts.
- c) Zone all University of Michigan-owned land to "Public Land" (PL).
- d) Invite University representatives to participate in future studies regarding the Lower Town area.

Objective 2: Establish regular meetings and correspondence between the City and Townships regarding planning and development issues.

Action Statements:

- a) Continue periodic meetings between the City Planning Commission and the planning commission of each of the surrounding townships.
- b) Encourage meetings between City Council and each of the surrounding township boards.
- c) Encourage multi-jurisdictional coordination on creekshed management issues.

Goal G: To encourage non-residential areas to promote a range of employment opportunities and business creation and expansion.

Goal H: To ensure that City infrastructure facilities are compatible with surrounding neighborhoods and complement other goals of this plan.

Chapter Six



LOWER TOWN:

I. Description of Area

The Lower Town area lies approximately one-half mile northeast of downtown Ann Arbor. The Huron River defines its south and east boundaries, while Traver Creek and the residential neighborhoods of Broadway, Traver and Pontiac Trail lie to the north and west. The center of Lower Town is often identified by the existing commercial uses along Maiden Lane and Broadway.

Map: Lower Town Boundaries

II. History

Huron and Potawatomi Native American tribes lived, hunted and traveled in the city of Ann Arbor prior to European settlement in the early 19th century. Although no evidence of permanent Native American settlement in Lower Town exists, two Native-American trails were found in the area when European settlers began arriving in Ann Arbor in 1824. On March 7, 1825, settlers made the first purchase of land in Lower Town near what today are Maiden Lane and Broadway. In 1828, the first Broadway Bridge was constructed over the Huron River. The area on the north side of the bridge became known as “Lower Town” since topographically it was a low point in Ann Arbor. In 1830, Anson Brown bought the water rights and dammed the north side of the Huron River to build a flourmill.



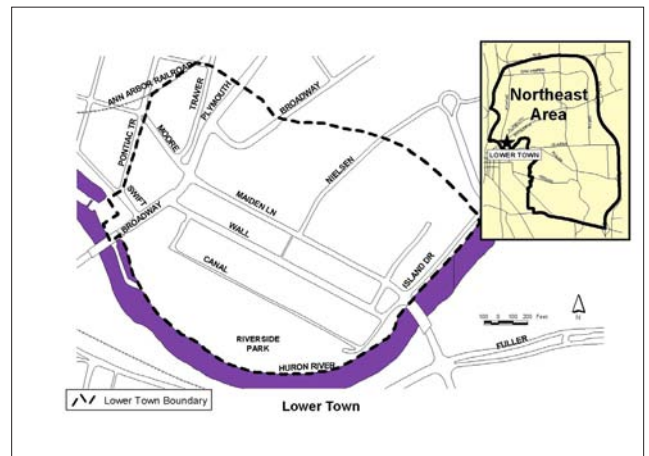
Anson Brown Building, 1001-1007 Broadway

Brown named streets in the area after those in New York City such as Broadway, Wall Street and Maiden Lane. For a short period of time, businesses thrived in the area. In the years that followed, however, the Lower Town commercial center began to weaken, primarily due to the train station and University of Michigan being established on the south side of the river.

Throughout the 19th century, houses were slowly erected on Broadway, Maiden Lane, Wall Street, Traver Street and Pontiac Trail. Mills along the Huron River and Traver Creek functioned until the beginning of the 20th century. After World War II, homebuilding surged in the area and some businesses returned. Some of Ann Arbor's oldest houses remain along Broadway and Pontiac Trail, while many older homes along Maiden Lane and Wall Street have been replaced with University of Michigan facilities. African-American homebuyers and renters moved to Lower Town, because it was free from deed restrictions that were common in other parts of the City. African-American residents made up a significant percentage of residents in Lower Town throughout much of the 20th century. The number of African-American residents since has declined in Lower Town, due, in part, to the loss of housing stock to University of Michigan facilities and the elimination of restrictive deeds in other parts of Ann Arbor. A Kroger grocery store opened on Broadway in the 1960s and was the center of commercial activity for Lower Town until it closed in the 1990s. In 2003, a Planned Unit Development site plan was approved for a mixed-use urban village that included multiple buildings and uses such as retail, residential, office, structured and surface parking, and public uses.

III. Background

Lower Town has unique redevelopment potential. Due to the many planning issues that face the area, it was determined that Lower Town deserved detailed analysis and its own section within the Plan. Such a section would include a discussion on the issues facing Lower Town, a vision, specific land use recommendations and design guidelines.



IV. Issues Facing Lower Town

Lower Town today is a dynamic part of the city of Ann Arbor. It consists of several historic buildings, a wide variety of residential uses, various commercial buildings, three University of Michigan medical buildings, a number of large surface parking lots, an extensive amount of Huron River frontage including Riverside Park, and a street pattern that remains virtually unchanged from the mid- 19th century. Lower Town presents a number of planning opportunities and challenges.

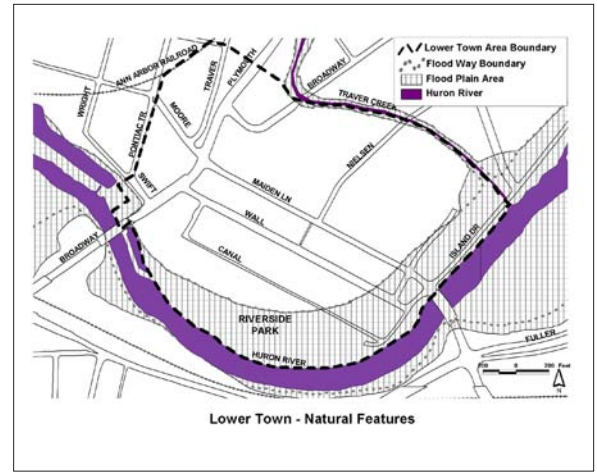
Opportunities include:

- Historic buildings.
- Close proximity to the Huron River, Traver Creek, downtown Ann Arbor, the University of Michigan's North Campus, Main Campus and Medical campus.
- Diversity of land uses including residential, commercial, office, medical, research, and parkland. Riverside Park, Plymouth Parkway Park and the Huron River Trail system.
- A variety of transportation choices including pedestrian, bicycle, bus, rail and automobile.
- Numerous vacant and underutilized sites that provide redevelopment opportunities.
- University of Michigan redevelopment.

Challenges include:

- Vacant commercial storefronts and underutilized land.
- Increasing amounts of vehicular traffic.

- Eight streets that converge in one area.
- Lack of neighborhood and community identity
- A residential neighborhood that is gradually being converted to university uses.
- A creek that has been degraded and is largely hidden from view.
- Large surface parking lots that minimize community activity.
- Riverside Park that has limited access points.
- Potentially contaminated sites.
- The potentially contaminated Michcon site just outside of Lower Town.
- University of Michigan redevelopment.
- Neighborhood Issues



During two public workshops, participants identified many neighborhood issues. Homes between Canal Street and Maiden Lane have slowly been acquired and removed by the University of Michigan. Since the 1980's, the University of Michigan has gradually replaced the homes with two university buildings and surface parking lots. Although three historic houses have been moved to other locations, a number of historically significant homes have been demolished.

Some residents identified the lack of community identity as a concern. What was once an active, primarily residential neighborhood has been gradually replaced by commercial and university uses that have brought a large number of surface parking lots. The surface parking lots have eliminated important elements of the urban fabric and have discouraged pedestrian activity. The lack of identity and vibrancy has turned Lower Town into a place most area residents drive past instead of regularly visit.

Another issue facing residents in Lower Town is the lack of direct pedestrian access to Riverside Park. Residents must walk to the east end of Wall Street or cross Broadway to gain access to the park. Some residents trespass on private property or walk through the University of Michigan's parking lots to access Riverside Park.

Some area residents have expressed concern about the possibility of future intensive commercial development in Lower Town and the resulting impacts on adjacent neighborhoods. Many residents have indicated a preference for retail uses that primarily serve the immediate neighborhood and do not require large amounts of surface parking and parking lot lighting. Residents along upper Broadway have expressed concern that re-development in Lower Town may increase traffic on Broadway.

Natural Features

Three major natural features exist in Lower Town. The most significant natural feature is the Huron River, which establishes the south and east boundaries of Lower Town. The Huron River provides extensive scenic and recreational opportunities. Good public views of the river exist from the Broadway Bridge, the Maiden Lane Bridge and along its banks. Recreational opportunities include fishing, canoeing, kayaking, and exploring. In addition, the Huron River Trail runs along the north side of the river and provides pedestrian and bicycle connections to points upstream and downstream of the Lower Town area and picnic tables and benches along the riverbank. The Huron River Trail is planned to eventually provide bicycle and pedestrian connections along the entire course of the Huron River through the City.

Another natural feature is Traver Creek, which defines the northern boundary of Lower Town. The creek flows through the heart of the Northeast Area before flowing through Lower Town and into the Huron River. Traver Creek historically has been degraded in this portion of its course. Industrial uses along its banks have been replaced with commercial and residential uses. A number of buildings

and parking lots located along its banks limit water flow during flood events, reduce wildlife habitat and increase storm water runoff. The lack of an adequate vegetated creek buffer also limits visual and recreational opportunities, such as a pathway along its banks. Instead, species of non-native, invasive plants that reduce ecological diversity are found along the banks of the creek.

A third major natural feature in Lower Town is the flood plain that is associated with the Huron River and Traver Creek. A number of buildings currently exist in portions of the flood plain. Most of Riverside Park lies in the Huron River flood plain.

Map: Lower Town Natural Features Historic Preservation

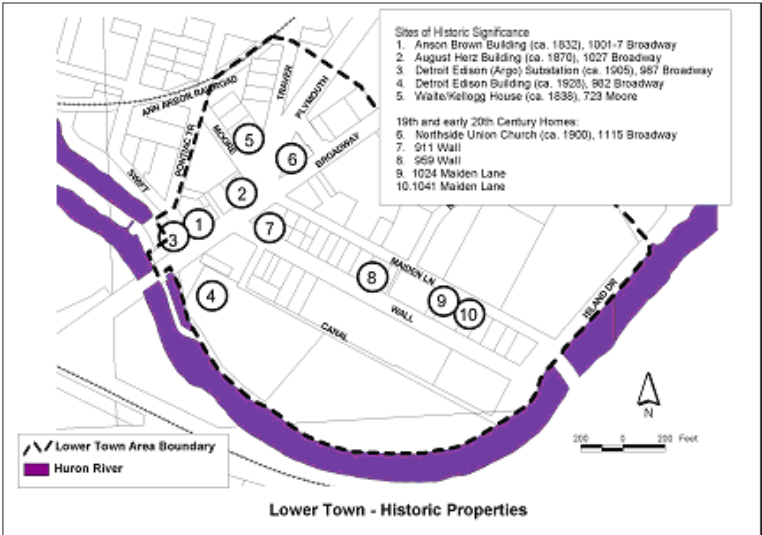
Several historic buildings enrich Lower Town and contribute to the unique historic character of the area. They include the Anson Brown Building (ca. 1832), the Waite-Kellogg House (ca. 1838), the August Herz Building (ca. 1870), the Northside Union Church (ca. 1900), the Detroit Edison Substation (ca. 1905), and the Detroit Edison Building (ca. 1928). Additional 19th century and early 20th century homes exist at 911 and 959 Wall Street and 1024 and 1041 Maiden Lane. These homes remain from the active 19th century neighborhood that once existed between Maiden Lane and Wall Street. The neighborhood immediately north of Lower Town along Pontiac Trail contains of many historic homes and has been considered as a possible City of Ann Arbor historic district. In 2008, city council approved a new historic district for portions of Broadway, Jones Street and Travor Street.

Map: Lower Town Historic Properties Character, Scale and Image

The character, scale, and image of Lower Town have changed dramatically since the area was first settled in the 1820's. Although residential areas along Broadway, Pontiac Trail and Traver Street have remained quiet neighborhoods, remaining portions of Lower Town have been transformed. Many of the historic residential buildings that existed in the early part of the 20th century have been replaced with University of Michigan buildings and parking lots. Auto-oriented commercial buildings have replaced residential homes. Many of the streets in Lower Town have become increasingly congested during peak travel periods. Lower Town is no longer easily accessible to pedestrians. Broadway is difficult for pedestrians to cross due to the width of the street and increasing amounts of traffic. The large number of surface parking lots discourages walking and contributes to the loss of a sense of neighborhood.

Commercial Areas

The primary commercial areas of Lower Town consist of Broadway between Pontiac Trail and Traver Creek, and commercial uses along Maiden Lane between Broadway and Nielsen Court. The commercial areas are characterized by small retail operations, vacant commercial buildings, and large surface parking lots. Some stores have struggled to succeed in this disjointed district. Most of the commercial businesses are designed with extensive amounts of surface parking lots but many of the lots are underutilized. University of Michigan



The University of Michigan acquired the first of its Lower Town properties in 1967, when a private residential facility on Wall Street was purchased for use by the Turner Clinic for Geriatric Medicine. The University of Michigan subsequently constructed an addition to the clinic in 1976 and the Kellogg Eye Center in 1985. The Turner Clinic has since relocated to the main Medical Center campus and the Kellogg Eye Center now occupies the facility. The University also acquired a vacated hotel at Broadway and Wall Street and converted it to a psychiatric outpatient clinic in the 1980's. The University has removed numerous old homes between Canal Street and Maiden Lane. Most have been replaced with surface parking lots to serve the university medical facilities in the area.

Transportation

Lower Town is faced with unique transportation issues. Eight streets converge on Broadway in Lower Town. Broadway was re-configured in the early 1980's to enter Plymouth Road with a T-intersection. An increasing number of vehicular trips through the area has resulted in peak period congestion along Broadway and Plymouth Road. Many vehicles travel through Lower Town on their way to and from downtown Ann Arbor, employment centers along Plymouth Road, the US-23/Plymouth Road interchange, the University of Michigan Medical Center and Central Campus. The Broadway Bridges (two spans over the railroad tracks and the Huron River) began reconstruction in 2003.

A lack of mid-block connections between Maiden Lane and Canal Street discourages convenient pedestrian and bicycle access to the Huron River and University of Michigan facilities. A lack of a sidewalk on Maiden Lane also discourages pedestrian access in the area. Bus service along Broadway, Maiden Lane and Pontiac Trail is sometimes inconsistent.

Various private and public organizations have expressed an interest in establishing commuter rail service between Detroit and Lansing. This rail service could provide stops in Ann Arbor at the Amtrak railroad station located near Lower Town. If this proposal becomes a reality, the land use recommendations of this plan should be revisited to determine if additional development intensities should be allowed.

Utilities

Lower Town is served by City of Ann Arbor water, sanitary sewer and storm sewer services. It receives electrical, natural gas and telephone service from private utility companies. Existing above ground utility wires are unsightly, detracting from the visual appearance of Lower Town. The sanitary sewer service that serves the area was sized to accommodate low density, residential uses. Any major development of University of Michigan properties or private development may require updated sanitary sewer mains. In 2001, Lower Town received a new water line underneath the Huron River. The new line will allow the water tower on Plymouth Road to be raised without significantly increasing water pressure in Lower Town.

V. A Vision for Lower Town

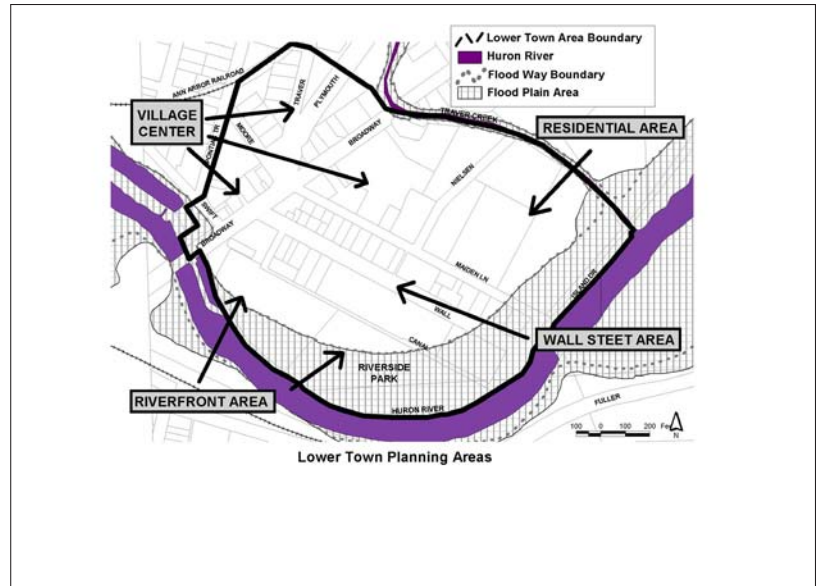
Lower Town will be a dynamic, vibrant and beautiful pedestrian-oriented urban village where people will enjoy living, working, shopping, playing and walking. It will be a place where the unique historic character of the area is reflected in the preservation of historic buildings and the design of new buildings. It will be a community where a mixture of natural areas and residential, office, commercial, recreational and educational uses will be encouraged. Diverse housing opportunities will exist for people of all income levels. People will have many choices of transportation, including safe and convenient walking paths, bicycle routes, mass transit and rail travel. The Huron River and Traver Creek will be protected and provide recreational opportunities. University facilities will be developed in a manner that encourages pedestrian activity, complements the historic character of the area, provides access to the Huron River, offers attractive public open spaces, is well integrated with

surrounding uses and contributes to the vitality of Lower Town.

VI. Land Use Recommendations and Design Guidelines

Integrating the various land use elements of Lower Town is a fundamental goal of this plan to achieve the Lower Town vision. For the purposes of making specific land use and design guideline recommendations, Lower Town has been divided into four planning areas. These areas include:

- The Riverfront Area*** – the portion of Lower Town that fronts the Huron River.
- The Village Center*** – the portion of Lower Town that has been used primarily for commercial uses.
- The Wall Street Area*** – The portion of Lower Town with a high percentage of land owned by the University of Michigan.
- The Residential Area*** – the portion of Lower Town that is primarily residential in nature.



Map: Lower Town Planning Areas

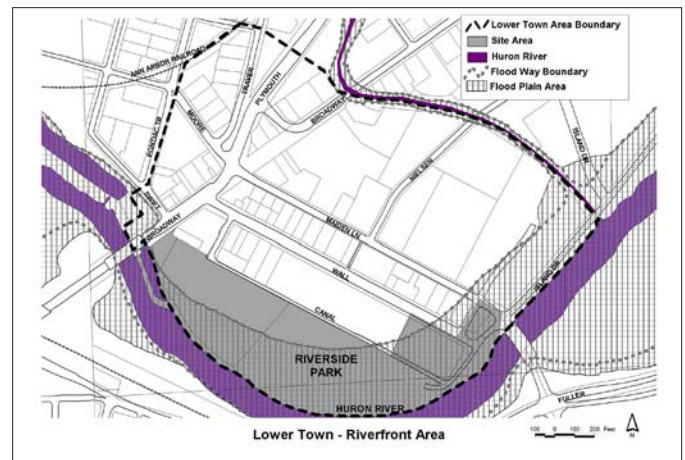
Riverfront Area

Description

The Riverfront District consists of properties fronting the Huron River between the Broadway and Maiden Lane Bridges. Properties include the 5-acre DTE Ann Arbor Service Center, which includes the historic Detroit Edison Building, Riverside Park (9.8 acres) and Riverside Park Place Condominiums, an 11-story, 60-unit condominium building on approximately 2 acres.

Map: Lower Town Riverfront Area Unique Characteristics

The Riverfront Area of Lower Town fronts over 2000 feet of the Huron River and includes Riverside Park. The park contains river frontage, ball fields, playground equipment, the Huron River bike trail, a gravel parking lot and picnic tables and benches. The Riverfront Area is a low point in the Huron River watershed and is opposite a significant land rise south of the river. The Riverfront also includes the Detroit Edison Building (982 Broadway, ca. 1928), a local Individual Historic Property. The 11-story Riverside Park Place Condominiums, one of the tallest buildings in Lower Town, is also part of the Riverfront area. The Broadway Bridges, the main pedestrian and vehicular connection to downtown, is located on the north side of the Riverfront Area. Significant portions of the Riverfront Area are within the 100-year flood plain and flood way.



Land Use Recommendations/Design Guidelines

DTE Site - No new buildings should be allowed in the Huron River flood plain/flood way that negatively impact flood storage capacity.

The historic Detroit Edison Building should be preserved to help maintain the historic integrity of Lower Town. Restaurant, entertainment, residential, office, recreational and/or combination of these uses are appropriate for the building. Off-street parking for the Detroit Edison Building should be located away from the Huron River to minimize environmental and visual impacts. The mixture of uses in the building should share parking facilities to minimize the amount of imperviousness. The original exterior brick walls should be preserved to protect the historic character of the building. This historic structure will provide a unique opportunity to enhance the vitality of the area and help draw people to the Huron River. Further expansion of the industrial uses are not appropriate for this site.

Residential uses are appropriate for the remainder of the DTE site that is located outside of the floodplain. The existing warehouse on the DTE site is not an appropriate use for this riverfront site. Appropriate uses include low (2-4 stories) and/or mid-rise (5-8 stories) townhouses and apartments. Parking should be underneath the units to minimize imperviousness. The site can accommodate higher residential densities due to its proximity to transit corridors, employment centers, parks and commercial centers. Future residents will contribute to the vitality of the area by patronizing retail shops, walking to services and employment centers, and enjoying the park. Brick should be used as the primary exterior building material to complement the historic character of the Detroit Edison Building. Additional design guidelines are described on page 18 of this chapter.

A land swap should be considered to exchange the portion of the Edison property that is within the floodplain with the portion of Riverside Park adjacent to the DTE site that is outside of the floodplain. The City would acquire critical riverfront parkland while DTE would acquire a portion of land away from the river for residential uses. If such a land exchange occurs, public pedestrian access should be provided through the center of the site to allow direct pedestrian connections from the Wall Street Area to Riverside Park.

Recreational uses, such as play grounds, picnic areas and benches are appropriate in the floodplain portion of the Edison site. The banks of the Huron River should be protected from erosion. Non-native, invasive vegetation should be replaced with native vegetation.

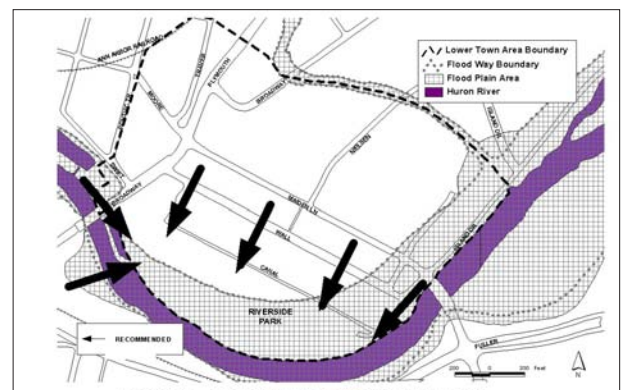
Public pedestrian access also should be provided at the west side of the Edison site to allow public access to Riverside Park from Canal Street. Sidewalks and bicycle paths should be provided from the Edison site to surrounding areas, including Riverside Park, Broadway, the University of Michigan facilities, and the Village Center, to encourage pedestrian access (see Access diagram below). Vehicular access to the Detroit Edison Site should be provided from Canal Street to minimize traffic conflicts on Broadway. Public access along the Huron River frontage should always be provided.

DTE also owns the old Michcon site on the south side of Huron River, immediately upstream from Lower Town. Although not located in the Northeast Area, the Michcon site can provide an important land use connection between Lower Town, the railroad and downtown Ann Arbor. As a contaminated site, new development may be eligible for brownfield funding incentives. The site has also been suggested as a potential stop for the proposed Lansing to Detroit commuter rail line. A Planned Unit Development should be proposed as part of any redevelopment plan.

Access to Riverside Park - Riverside Park was acquired by the City of Ann Arbor in the late 1920's. Public pedestrian and bicycle access points to Riverside Park should be provided from at least the following places: a) the future pedestrian bridge over the Huron River near Broadway Bridge connecting to Broadway Park, b) from the Huron River Trail under Broadway Bridge, c) through the Detroit Edison site where Canal Street turns toward Wall Street, d) from the University District at two access points, and e) from the Huron River Trail near Wall Street. Access points should be clearly identified, well landscaped, properly lighted, and designed to encourage pedestrian access to the Riverside Park. Canoe/kayak access should be provided along the Huron River near the Detroit Edison Building to encourage marine access to Lower Town.

Map: Lower Town Recommended Pedestrian Access Locations

Riverside Park should be improved and provide a variety of recreational opportunities for area residents, employees and visitors. New play equipment, benches, picnic tables, landscaping, parking lot improvements and shoreline erosion control measures should be provided. Park activities should be programmed to contribute to the vitality and safety of the park.



Riverside Park Place Condominiums

Residential uses are appropriate in this location. Riverside Park Place Condominiums should have direct pedestrian access to Riverside Park and the surrounding neighborhood.

Village Center

Description

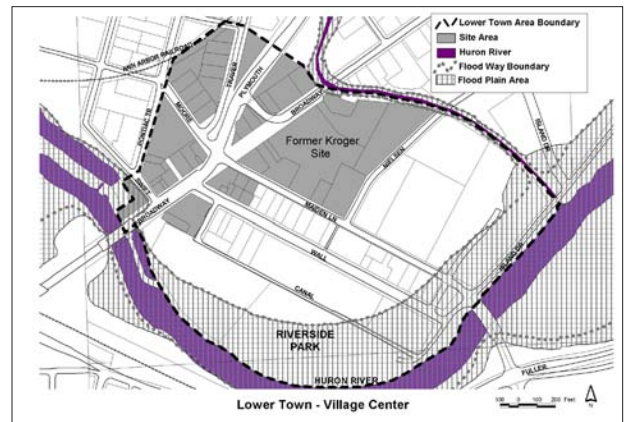
The Village Center includes commercial buildings along Broadway, the vacant Kroger/CVS store, individual commercial buildings, strip commercial centers, industrial buildings, and residential uses on the west side of Nielsen Court.

Map: Lower Town Village Center

Unique Characteristics

A number of historic properties exist in the Village Center including:

- Anson Brown Building (1001-7 Broadway, ca. 1832)
- Waite/Kellogg House (723 Moore St., ca. 1838)
- August Herz Building (1027 Broadway, ca. 1870)
- Detroit Edison Argo Substation (982 Broadway, ca. 1905)
- Northside Union Church (1115 Broadway, ca. 1900)
- 911 Wall Street



The portion of Broadway between the Huron River and Maiden Lane was the location of the original Lower Town business district, which was established in the early 19th century. The Anson Brown Building is the oldest commercial building in Ann Arbor. The Village Center is also within close proximity to historic residential neighborhoods along Broadway, Pontiac Trail and Traver Street. The Village Center also includes a large commercial center that has been difficult to lease since the Kroger grocery store vacated the site in the mid-1990's. The Village Center includes a wide variety of locally oriented retail uses. Eight streets converge in the Village Center and a large amount of through traffic travels along Broadway/Plymouth Road.

The Village Center is close to the old Michcon site, the Amtrak Railroad Station and the proposed Lansing-Detroit commuter rail stop. Traver Creek is located on the north side of the Village Center.

Land Use Recommendations/Design Guidelines

Historic Buildings - Historic buildings should be preserved, including the Anson Brown Building, the August Herz Building, the Detroit Edison Argo Substation, the Waite/Kellogg House, 911 Wall Street and the Northside Union Church with the former parsonage next door. The Greek Revival house at 911 Wall Street should be preserved and restored; if no appropriate use can be found for the house, it should be moved to another site. Preserving these historic buildings will help maintain the unique historic character of Lower Town.

Old Lower Town Business District - The portion of Broadway between the Huron River and Maiden Lane was the location of the original Lower Town business district that was established in the 1820's and 1830's. Appropriate uses in this district include street level retail and upper floors of residential, office, and university uses. Buildings fronting Broadway should be limited to the approximate height of the Anson Brown Building (3 to 4 stories). The front of new buildings should

be located at the sidewalk along Broadway to encourage pedestrian access and be consistent with the historic building patterns of this portion of Lower Town. Parking should be at the rear or underneath new buildings. Main pedestrian entrances should be on Broadway. The design of future development should complement the historic character of this part of Ann Arbor and help create a more vibrant and pedestrian friendly environment. Streetscape improvements also should be provided, including additional landscaping, lighting and pedestrian amenities. To improve the pedestrian and business environment and better link this area with the Village Center, traffic calming alternatives, such as providing on-street parking along Broadway, should be explored. Additional design guidelines for Lower Town are described on page 18 of this plan.

Corner of Pontiac Trail and Moore Street - The property on the corner of Pontiac Trail and Moore Street (currently occupied by the Suzuki Technical Center) is appropriate for residential, office and research uses. If redeveloped, setbacks should be near but not at the sidewalk to encourage pedestrian access and landscaping opportunities. Parking should be provided underneath buildings to use land efficiently and minimize imperviousness. The site slopes down toward Broadway. Building height should not exceed 3 stories at the northern portion of the site and should not exceed 4 stories at the southern end of the site. Minimizing building height will reduce visual impacts on the surrounding residential area. Additional design guidelines are described later in this chapter.

The Former Kroger Site - The former Kroger site (located south of Broadway, east of Maiden Lane) and surrounding properties are appropriate for a low rise (2-4 stories) to mid-rise (5-8 stories), mixed-use urban village. The existing Kroger building is not appropriate for a village center with its large surface parking lot. A redeveloped village center should consist of a mixture of residential, office, retail, and public land uses. Residential uses such as townhouses and apartments are appropriate. Neighborhood retail uses will provide an opportunity for area residents to walk to nearby services and minimize the need for off-street parking. Small professional offices will provide opportunities for area residents to walk to work and provide mid-day customers for retailers. Only residential uses are recommended near Traver Creek to minimize the impacts of non-residential uses on the neighbors north of the creek. The height of new residential buildings near Traver Creek should not exceed 4 stories in height to minimize visual impacts to adjoining neighbors. Most new buildings in the remaining portion of the village center should be between 3 and 5 stories in height with some buildings as tall as 8 stories. Taller buildings should be slender instead of massive to minimize their visual impact. Buildings that exceed 5 stories in height should have a building scale that is generally consistent with three buildings in downtown Ann Arbor that function as community focal points. Those buildings include the Washington Square Building (200 E. Washington St.), the First National Building (201 S. Main St.), and the Glazier Building (100 S. Main St.). If portions of buildings exceed five stories in height, the taller portions should also have a building scale similar to these downtown buildings. Taller buildings should provide a strong emphasis on an attractive appearance since they will be more visible. Building materials such as brick and stone can enhance the appearance of taller buildings and convey a sense of permanence. The height allowed for mid-rise buildings can encourage redevelopment opportunities while not exceeding the height of two existing mid-rise buildings in Lower Town. A Planned Unit Development should be a part of any major development proposal in the Village Center.

Village Center Design Guidelines – the following specific elements should be included in a design for the village center:

- Buildings located at or near sidewalks to encourage pedestrian access.
- Ground floor retail for some buildings to provide necessary services and promote vitality.
- Public plazas and/or village greens to encourage a sense of neighborhood and provide places to relax.
- Parking that is provided in on-street locations or underneath or behind new buildings to minimize imperviousness and encourage pedestrian access. Off-street surface parking should be minimized and include shared parking arrangements.
- Sidewalks that can accommodate outdoor seating to enhance a pedestrian atmosphere.

- Direct pedestrian and bicycle connections to surrounding neighborhoods, downtown Ann Arbor, the Huron River and University of Michigan facilities.
- Vehicular access should be provided from Maiden Lane, Broadway and Nielsen Ct.
- Restoration of Traver Creek with a pedestrian path provided along the length.
- Extensive landscaping should be installed to provide shade and beauty.
- Design measures that minimize the amount of vehicular traffic on upper Broadway.
- Public art and benches to add elements of beauty and comfort.
- Appropriate lighting of public areas.
- Additional design guidelines are described on page 18 of this chapter.

Wall Street Area

Description

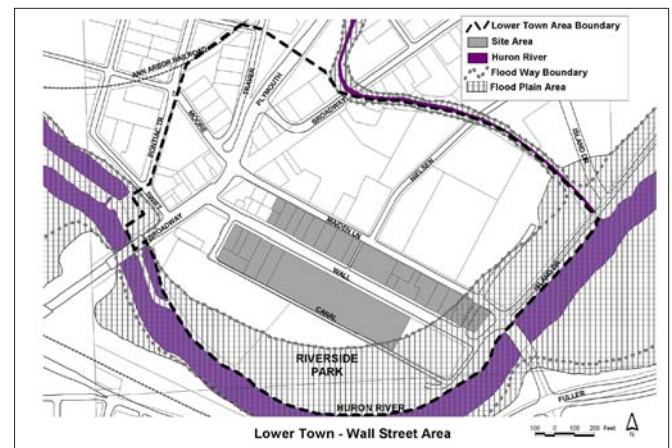
The Wall Street Area consists of the area between Maiden Lane and Canal Street east of Broadway. The University of Michigan (U of M) has acquired approximately eight acres of land between Maiden Lane and Canal Street since the 1960's. Two U of M facilities, the Kellogg Eye Center and the Riverview Building (a psychiatric outpatient clinic), are located between Wall Street and Canal Street. The U of M has constructed surface parking lots between Wall Street and Maiden Lane. A number of private historic homes and small 20th century apartments buildings exist between Wall Street and Maiden Lane. A six-unit townhouse building was completed in 2004 between Wall and Canal streets.

Map: Lower Town Wall Street Area

Unique Characteristics

Throughout the 19th and early 20th century, this portion of Lower Town was developed primarily as a single-family neighborhood. Many of the homes were purchased and removed by the University of Michigan since the 1980's. Three historic homes remain in the Wall Street Corridor. They include: 959 Wall Street, 1041 Wall Street and 1024 Maiden Lane.

University of Michigan facilities are associated with the Medical Center. This portion of the University's campus is a central area of Lower Town and is surrounded by the other Lower Town planning areas. Maiden Lane is the primary east-west traffic artery in the Lower Town Area. The Maiden Lane Bridge, the main pedestrian and vehicular connection to the University of Michigan Hospital and Central Campus, is located on the east side of the Wall Street Area.



Land Use Recommendations/Design Guidelines

Historic Properties - The three historic homes should not be demolished. If the homes remain, they should be restored. If no appropriate use can be found for them, they should be relocated to other sites to preserve their historical importance.

Land Use and Design Issues - University, residential and mixed uses are recommended in the Wall Street Area. Appropriate uses include medical facilities, libraries, research and computer

buildings, classrooms, offices, recreational centers, structured parking and housing including University housing such as married, family or graduate housing. Mixed-use buildings and public/private partnerships are encouraged. New university buildings and outdoor spaces should use design themes that complement the historic nature of Lower Town. Design clues should come from central campus where classical and modern buildings blend well together and public open space connects buildings and provides places to enjoy the surrounding beauty. Buildings should be designed to enhance visual and pedestrian interaction to the surrounding area. Most buildings should generally vary in height from 3 to 5 stories with a few as high as 8 stories. Buildings should face the street and have entryways near public sidewalks along Maiden Lane and Wall Street to encourage pedestrian access. Loading areas should be consolidated. Additional design guidelines are described on page 18 of this chapter. Landscaping could include trees, shrubs and flowerbeds. Building materials, mass and scale should complement the historic and pedestrian nature of Lower Town. The stark white facades of the buildings on the main medical center campus and illustrated by the Kellogg Eye Center are inappropriate for new University buildings in the historic Lower Town area. University buildings should be compatible with the architectural context of Lower Town and include design elements such as individual windows on all sides of buildings, instead of horizontal bands of glass, and materials that convey permanence such as stone, brick and terra cotta.

Access - Extensive public pedestrian and bicycle facilities should be provided through the Wall Street area. Public pedestrian and bicycle access should be provided between Maiden Lane and Riverside Park in at least four locations to provide area residents and University staff and visitors with direct access to Riverside Park (see Access Diagram on page 11). The pedestrian access points should be easily identified, attractively landscaped and well lighted. Public plazas, benches, fountains, sculpture, and extensive landscaping should be provided throughout the area to encourage more vibrant outdoor activity and provide pedestrian linkage between buildings.

Residential Area

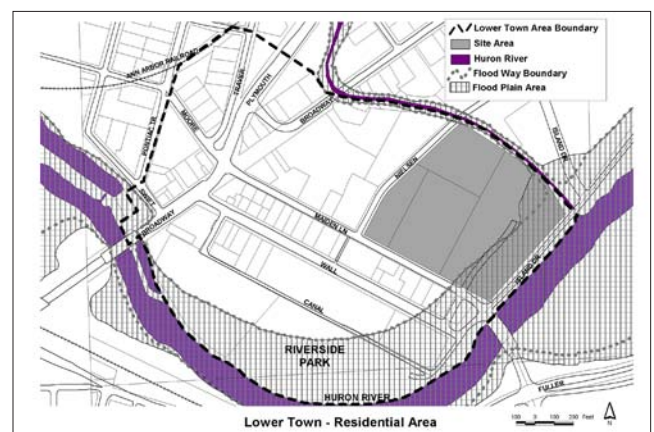
Description

The Residential Area is located between Traver Creek, the Huron River, Maiden Lane and Nielsen Court. It consists of two low-rise apartment communities and one townhouse community and includes approximately 250 dwelling units. No historic properties or vacant land exist in the Residential Area. The area was farmed throughout the 19th and early 20th century.

Map: Lower Town Residential Area

Unique Characteristics

The Residential Area is adjacent to the Huron River and Island Park (a City of Ann Arbor park) to the east and Traver Creek to the north. It is also in close proximity to the University of Michigan Medical Center and the University of Michigan facilities in Lower Town, and is adjacent to the Village Center. The Residential Area includes a mixture of owners and renters, students and non-students and homes with a variety of housing costs. This area has a number of housing units that are convenient to students and people affiliated with the University of Michigan Medical Center.



Land Use Recommendations/Design Guidelines

Residential uses are appropriate in this location. A variety of housing opportunities is encouraged, including affordable homes to maintain residential diversity in Lower Town. New buildings should not exceed four stories in height. Future redevelopment should enhance the natural condition of Traver Creek and minimize storm water runoff. Traver Creek should be protected and enhanced by stabilizing stream banks, removing invasive vegetation and planting native vegetation. Public pedestrian paths should be provided along Traver Creek to provide a recreational amenity to areas residents and provide a pedestrian connection between the Village Center and the Huron River. Pedestrian access should be encouraged to surrounding areas. Additional design guidelines are described below.

Design Guidelines Throughout Lower Town

The following design elements should be incorporated throughout Lower Town to create a cohesive area and to better link it to surrounding uses. Development petitions should include street level elevations of the proposed project that helps illustrate how the plan meets the design guidelines for Lower Town.

Building Height

Buildings that front Traver Creek should be no more than four stories in height to minimize visual impacts to adjoining areas and contain residential uses. Buildings height exceeding five stories in other areas of Lower Town should be constructed as follows:

Built more slender than massive and more vertical than horizontal to minimize visual and wind impacts. Buildings in downtown Ann Arbor such as the Washington Square Building (200 E. Washington St.), the First National Building (201 S. Main St.), and the Glazier Building (100 S. Main St.) should provide design clues for height, massing and materials.

Designed to be an attractive community focal point.

Constructed with materials such as stone, brick and terra cotta because of their visibility and create the appearance of permanence

Incorporate a residential component and, if possible, ground floor retail to increase the mixture of uses, minimize the need for automobile trips, and encourage pedestrian access.

Traver Creek

Traver Creek should be protected, restored where appropriate and enhanced. Stream banks should be stabilized, invasive vegetation should be removed, and native vegetation planted that enhances the view of the creek. Public pedestrian paths should be provided along the Creek to provide an amenity to area residents and improve pedestrian connections between the Village Center the Huron River.

Transportation Analysis

Transportation facilities should be regularly evaluated to determine if changes are necessary to correspond with the emerging residential, business and employment needs of Lower Town. The Northeast Area Transportation Plan (2003) makes recommendations for improving transportation facilities and opportunities in the area. Pedestrian, bicycle and transit access should be of primary importance for any transportation improvement.

Pedestrian and Bicycle Facilities

Pedestrian facilities, such as improved street intersection crossings, mid-block street crossings, new street lighting and wider sidewalks should be provided to encourage pedestrian access and enhance a sense of place. Drive-through facilities that discourage pedestrian access should not be allowed. On-street parking should be allowed on both sides of Broadway to provide parking opportunities for retail stores and buffer pedestrians from street traffic. Bicycle facilities, such as bicycle lanes, bicycle parking facilities, shared use facilities (bicycle/pedestrian paths), and improved signage should be provided throughout Lower Town, where appropriate, to encourage bicycle access.

Parking Facilities

Parking facilities for motor vehicles should be provided under buildings or in parking structures to use land more efficiently. Parking facilities should be well integrated with surrounding buildings and pedestrian areas. The parking structures should be extensively landscaped and use design elements that enhance their appearance.

Design Amenities, Elements and Materials

Welcome signs, colorful flags, historic markers, additional landscaping and pedestrian scale streetlights should be provided to welcome visitors to the Village Center and help identify Lower Town as a special place.

Building entryways should be clearly delineated. Retail uses should be located at or near public sidewalks instead of recessed in an arcade. Although tinted glass is acceptable, dark or reflective glass is discouraged.

The use of historic building materials such as brick, stone, wood and terra cotta is encouraged to compliment the historic integrity of Lower Town and provide the appearance of permanence. Siding materials such as vinyl and aluminum should be minimized. Individual windows with historic dimensions should be provided. Windows made of continuous horizontal bands of glass are discouraged.

Landscaping, Lighting and Signage

Street trees should be installed along streets in Lower Town to provide shade for pedestrians and improve the appearance of streetscapes. Landscaping buffers should be provided around any surface parking lot. Additional native vegetation should be provided in appropriate areas in Riverside Park and along Traver Creek. Parking lot lighting should be provided in such a way as to minimize the amount of light that shines off site. Signs should be provided to describe the history of the area.

Underground Utilities

New development projects should bury utility lines, such as electrical, phone and television, underground. Existing above ground wires should be buried.

VII. Implementation

A number of tools are available to implement the land use recommendations and design guidelines for Lower Town. Infrastructure funding mechanisms, zoning and design review are some of the tools available to City departments, the Planning Commission, and City Council to help achieve the vision for Lower Town.

University of Michigan – City of Ann Arbor Relationship

A primary approach to implementing many of the Plan’s recommendations is for the University of Michigan and City of Ann Arbor to establish a true working relationship on development, transportation, access and utility issues facing the Lower Town area and seek out cooperative opportunities for private involvement. Coordinated development projects would benefit both the University and the City. Shared parking arrangements could be particularly mutually beneficial. The University and City should meet regularly to discuss future development issues facing Lower Town. The University should invite City representatives to participate in the planning process for University development in Lower Town. The City should continue to include University representatives in future planning efforts for Lower Town. Successful interaction between the University of Michigan and City of Ann Arbor can result in a well-designed, vibrant urban village that benefits all.

Zoning

The Planning Commission should initiate a rezoning study of Lower Town to determine if rezoning portions of the area would help meet the goals and objectives of this plan. Some of the existing zoning districts are not consistent with the land use recommendations and design guidelines for Lower Town. For example, the C3 zone requires a 40-foot front setback, which is inconsistent with the recommendation to encourage pedestrian access. Rezoning some parcels may encourage redevelopment that will help achieve the vision for Lower Town. The Planning Commission should evaluate the feasibility of establishing new zoning districts that would be consistent with the Lower Town Land Use Recommendations and Design Guidelines. Prior to the adoption of new zoning districts, Planned Unit Developments (PUD’s) would allow developers the design flexibility to meet the objectives of this plan. Developers are encouraged to propose PUD’s that are consistent with the Lower Town Land Use Recommendations and Design Guidelines.

Design Review

The Planning Department and Planning Commission should refer to the Lower Town Land Use Recommendations and Design Guidelines of this Chapter when reviewing proposed development projects in Lower Town and should consider codifying them. The recommendations and guidelines will help future decision makers ensure that the vision of Lower Town is achieved.

Infrastructure Funding

The Planning Commission and City Council should evaluate the feasibility of establishing a Tax Increment Financing District or other financing mechanism for Lower Town. Such a district could reinvest tax revenue into infrastructure such as streetscapes, utilities, parking and transportation improvements. The City has become part of the Washtenaw County Brownfield Authority to enable owners of sites which may be eligible for brownfield funding to qualify for funding that would assist with clean-up and infrastructure improvements.

Chapter Seven

CENTRAL AREA

I. Introduction

The Central Area of the City includes a wide diversity of land uses including Ann Arbor's downtown, the University of Michigan's central campus, retail and office areas and some of the oldest neighborhoods in the City. It is an area characterized by mixed uses, high non-motorized activity, vital commercial districts, a high concentration of employment uses (downtown, central campus and the University's medical campus) town-gown interaction, and a large student population. This chapter includes goals and objectives that should be used when considering proposed land use changes in this area as well as site specific land use recommendations. Proposed development in downtown Ann Arbor should consider the recommendations of the City's Downtown Plan as well.

II. Issues

A. Neighborhoods in the Central Area

Neighborhood Preservation – The proximity of the close-in neighborhoods to downtown commercial areas and the University may make them vulnerable to commercial and institutional expansion. In addition, the transitory nature of the residents of student neighborhoods may contribute to conflict relating to lifestyle differences between students and other residents. Given the diversity of residents, it is difficult to develop a cohesiveness among neighbors. One of the most common problems is parking, and the congestion on the streets where residents compete with student commuters, University faculty and staff for the limited supply of on-street spaces. This competition results in insufficient off-street parking for residents. This is especially true around fraternities and sororities and where single-family homes have been converted to apartments or rooming houses without adequate parking. These problems have escalated in recent years as more students move out of the central campus area and rent apartments on the periphery of the City, to in turn drive to campus for class. These parking and traffic impacts significantly detract from the quiet residential character of this area. Other University-related impacts include lifestyle differences between students and other residents. Often on their own for the first time in their lives, young students are not always aware that the effect of their noise, parties or behavior creates conflicts with other residents.

Old West Side - Bounded by Washington, Seventh, Pauline, and First Street, the Old West Side contains uses from single-family to industrial. While much of the land area is zoned R2A and used for single and two-family dwellings, there are large portions zoned multi-family (R4B and R4C). With the exception of Nob Hill, most of the multi-family uses are cashbox apartments, containing 2 to 20 units and nestled in among single and two-family units. While this type of development was popular and even encouraged during the 1960's, thinking has changed since that time and an appreciation of the charm of Old West Side architecture has developed, rendering present development of this nature inappropriate. And yet zoning remains, particularly the R4C, in the northeast portion of this subarea. This should be further explored in terms of possible rezoning. There is also a smattering of public uses throughout this area, including schools, ponds and University of Michigan property.

On the southern edge of this area is an additional pocket of R4C zoning, used primarily as single and two-family dwellings, but containing a new parcels used for multi-family. This area should be considered for downzoning, given that the predominant land use is single-family. The lots are not large enough to adequately accommodate higher density uses.

B. Urban Design in the Central Area

There are many problems related to development or redevelopment in the Central Area. It is useful to identify those problems which uniquely influence development, and to define their parameters such that the action strategies of the plan specifically can address those details relevant to this topic. Problems identified for development/redevelopment include: There are many concerns associated with development or redevelopment in the Central Area, including the location of new development and its impact on surrounding land uses, impacts of higher density multiple-family uses on adjacent lower density neighborhoods, disparity of scale, and conflicting land use in interface or transition zones.

The Central Area is composed of three very different kinds of areas. First, there are the stable residential neighborhoods where there are virtually no commercial uses. Second, there are the core commercial districts like the downtown, State Street area, Kerrytown and South University. The institutional uses of the University also would be included in this category. Third are those interface or transition areas that fall between the first two. Here, there may be no sharp contrast or dividing line between commercial and residential, but rather a gradual transition. Houses are turned into small shops, small offices are built among groups of residences, and surface parking lots tend to be widespread. In other places, the contrasts are extreme, where one side of the street is commercial or institutional and the other residential, which can sharply divide a neighborhood.

These interface areas include an excessive amount of vacant land, parking structures and surface lots, out-of-scale buildings, run-down rental property, and busy car traffic and intersections. These areas may contain a mixture of commercial, industrial and residential uses, but they are not necessarily in the process of change from one land use to another. These situations can create a barrier around the City core that makes it less appealing for pedestrians and cyclists to come downtown. These areas are not now a positive, attractive experience, and neither buffer the residential areas from downtown nor signal the proximity of the lively commercial core.

Conflicts arise in these areas as commercial encroachment makes residences seem less stable and desirable, and the neighborhoods tend to become neglected.

This situation holds true for the University as well, where institutional uses about multiple-family student areas. As the commercial and institutional uses push further out, residential uses are displaced and people are forced to move further from the downtown and campus areas. A concentration of people living in the downtown and in the close-in neighborhoods helps to establish a market for retail, services and entertainment, as well as extend the cycle of downtown activity into weekend and evening hours.

In various locations, houses are overshadowed by larger commercial, residential or institutional buildings that are out of scale with existing surrounding development. In addition to being aesthetically displeasing, out-of-scale construction alters the quality of living conditions in adjacent structures. Often it is not so much the use that impacts negatively on the neighborhoods, but the massing of the new buildings.

The Central Area is full of development opportunities, from vacant sites and parking lots ready for new construction to developed sites suitable for adaptive reuse, or demolition and new construction. Often the areas containing possible development sites are located in the interface or fringe areas between commercial and residential areas. Examples of sites with development potential include the City Service Yards (at Washington and Third and on North Main Street). These sites could be used more effectively for housing or mixed use developments, and the existing uses would more appropriately be located in outlying industrial or commercial areas.

However, while transition areas may contain "conflicting" uses, this mix may not be inappropriate.

It is difficult to define when certain uses are a nuisance and when they contribute to the charm and character of a neighborhood. For example, the GT Products building, an industrial use, is recognized as a positive landmark indicating entryway to the Old West Side. There are many such examples throughout the Central Area where neighborhood groceries are nestled in among homes, causing no complaints and providing a needed neighborhood service; or in Kerrytown, where expensive converted condominiums are located across the street from the busiest deli in town. These are the treasures found when exploring some of the contrasts of the central City.

Surface parking lots also have been identified as potential development sites, but it is recognized that some of them must remain. Certainly, parking spaces are needed, and it would not be anticipated that all the lots appropriate for redevelopment would be developed at the same time. Thus, those surface lots which remain should be improved, and those desolate parking lots which detract from "sense of place" should be prioritized for development.

Ann Arbor's Central Area is nearly built up, but still contains many opportunities for new development that would improve the community. While surface parking lots and vacant or underutilized land exist in much of the area, these spots are prime locations for new development which not only will upgrade the environment and stabilize the edges of solid neighborhoods, but also will create an opportunity to add additional housing in the fringe area near the downtown.

- Evolving Land Uses
- Tension between Commercial and Residential Uses
- Out-of-Scale Construction
- Transitions between Uses

• Evolving Land Uses

Evolving land uses are primarily found along the railroad on the western edge of downtown. Industrial uses were originally attracted to the area by the railroad. Other fume and noise generating uses not appropriately located in the commercial core also located in this area. Much of this area has evolved over the last several decades, and only a few true industrial operations remain. Others have converted to everything from offices, specialty food stores and flower shops to a theater company. This evolution in land use has been gradual and results from the change in the function of downtown Ann Arbor. At one time it was the only place to shop or work; today there are myriad shopping and employment opportunities in the greater Ann Arbor area. Downtown today is more oriented to services and specialty shops than industries.

As the area continues to evolve, many sites along the railroad corridor are eyed as having redevelopment potential for residential or mixed use buildings due to their proximity to downtown and to popular close-in neighborhoods. However, many of those sites identified as having long-term development potential currently are vital in their own right: Fingerle Lumber and GT Products are examples. Parcels along the west edge of the railroad, between Felch and Miller has been identified for residential uses. While the eastern side of the railroad has many industrial uses, west of the tracks is solely residential. This site abuts the backyards of several homes and commercial or industrial uses would be incompatible with the established residential uses in this area.

Other examples of this evolution include the many surface parking lots surrounding the downtown. These sites previously contained businesses, but now effectively divide the downtown from the neighborhoods, rather than provide a positive transition that signals the proximity of the commercial core while buffering the residential areas. It is recognized that some surface lots must remain to provide needed parking, but that they often are uninviting and unsafe and do not encourage pass-through pedestrian traffic.

• **Tension between commercial/residential uses**

The transition from commercial to residential is often characterized by conflicting uses and competition for limited space. As the business community expands it either displaces residential uses, or the new use is not necessarily compatible with the old. In some areas, business uses are locating in areas that previously had been primarily residential, causing residential displacement. These areas often are viewed as a source of cheap retail and office space relative to the established commercial areas. This makes downtown less active and pushes residential uses further away from the central core. There are several areas where the predominant use is residential but the zoning is commercial. This situation is frustrating to those who live in the area, as commercial uses are allowed even though they are incongruous with the existing land use pattern.

• **Out-of-Scale Construction**

In various locations around Ann Arbor, houses are overshadowed by larger commercial, residential or institutional buildings that are out of scale with existing surrounding development. In addition to being aesthetically displeasing, out-of-scale construction alters the quality of living conditions in adjacent structures by blocking air and light and by covering open green space with excessive building mass.

III. Goals in the Central Area

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.

Action Statements:

- a) Analyze zoning nonconformities related to area, height and placement regulations for Central Area neighborhoods and determine if amendments are needed to make the regulations more consistent with established development patterns.
- b) Establish and maintain neighborhood organizations and involve residents in the implementation of the plan.
- c) Revise current planning neighborhood boundaries to reflect residential areas for use in City planning activities. Residents' perceptions should be used in the identification of their neighborhood areas.
- d) The establishment of a neighborhood identification system of signage, including such identifiers as sidewalk imprint signs, street signs, entryway ground signs.

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

Action Statements:

- a) Revise parking and zoning requirements to accommodate small scale existing stores that serve the needs of the immediate neighborhood.
- b) Draft and adopt ordinance language that specifies what a neighborhood grocery is, where they are allowed and any special conditions needed for the use.
- c) Make available community resources, such as small business low-interest loans, to support continuation of these uses.

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

Action Statements:

- a) Draft and adopt a new Residential-Office (R-O) district to address those areas which are primarily zoned for office or commercial, but contain primarily residential structures located in existing neighborhoods. The purpose is to preserve the existing housing stock and to limit conversion of residential structures to non-residential uses that would have a negative impact on the neighborhoods or lead to the demolition of residential structures.
- b) Identify "fragile" corridors and adopt policy against rezoning for conversion (Huron Street, Packard Road, etc.)

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

Action Statements:

- a) Develop pamphlet on design considerations for owners of single and two-family dwellings to be distributed with permit information by the Building Department. Information on setbacks, massing, natural features and architectural styles could be incorporated into this handout.
- b) Work with interested neighborhood groups to develop architectural design guidelines that define and articulate the unique character of individual neighborhoods. This document could graphically illustrate characteristic forms for the improvement of private and public property while still allowing diversity and flexibility within the general character of the neighborhood.

Objective 5: To develop density thresholds for each neighborhood that are appropriate in relation to the character, available services and infrastructure of the neighborhood, and in accordance with the norms of that neighborhood, resulting in improved quality of life for all residents.

Action Statements:

- a) Amend the zoning ordinance and map to clearly identify areas to be maintained or encouraged as housing.
- b) Identify areas where higher density residential zoning is in place, but lower density uses prevail.
- c) Establish appropriate densities based on neighborhood characteristics and norms, and rezone these sites for lower density residential uses.
- d) Identify areas where commercial zoning is in place, but which remain primarily residential, and rezone these sites for residential use to preserve housing stock.
- e) Create a data base for these and other targeted neighborhoods to include lot size, building size, persons per household, persons per dwelling unit.

Objective 6: To protect and maintain the diversity of people and housing by promoting a stable balance among the various interests.

Action Statements:

- a) Reinforce student neighborhoods in the area south and west of Central Campus by developing new zoning definitions and standards that support organized group housing opportunities.
- b) Examples of ordinance revisions include amendments to reduce nonconformities, elimination of special exception use approvals and minimum house size in some areas. Off-street parking requirements and density limitations, however, should not be reduced in these areas.
- c) Encourage participation of students and renters in neighborhood associations.
- d) Educate real estate agents about zoning limitations to reduce unrealistic expectations about income-producing property.

Objective 7: To protect and expand the supply of housing to meet the needs of a variety of individual lifestyles and incomes while seeking a stable balance between owner occupied and

renter occupied units.

Action Statements:

- a) Encourage the development of loft housing in the downtown by developing special zoning and building code standards where possible.
- b) Encourage development of affordable housing, including new single-family infill, single room occupancy, transitional housing for the homeless, and mixed income rental.

Objective 8: To educate the public about the placement, location and function of affordable housing in order to minimize neighborhood resistance.

Action Statements

- a) Create a video for Community Access Television and/or develop a brochure for distribution, stressing the importance of including affordable housing in the community and highlighting the minimum impact it can cause when suitable standards are applied.
- b) Utilize the Planning Commission and the Housing Policy Board, in conjunction with the housing analysis required for housing development, to reinforce the City Housing Policy.
- c) Establish an awards program for low, moderate and middle income housing construction and rehabilitation.

Objective 9: To increase home ownership and rental opportunities for low income persons and provide permanent housing opportunities for homeless individuals and families.

Action Statements

- a) Provide adequate housing, including transitional housing, for homeless persons.
- b) Develop a down payment loan/security deposit program for low income families.
- c) Identify all vacant City-owned property in residential neighborhoods and determine the feasibility of disposition to non-profit organizations to create affordable housing.
- d) Support the development of cooperative housing.
- e) Encourage the identification of family housing opportunities (i.e. three bedroom homes) in the outer ring of Central Area neighborhoods.

Objective 10: To facilitate public/private initiatives to develop affordable housing.

Action Statements

- a) Create zoning provisions to encourage the development of new multiple-family housing in vacant, commercial or industrial areas directly adjacent to the downtown and campus.
- b) Review and revise the existing density bonuses (premiums) to encourage new residential projects and the incorporation of residential units into mixed use developments.
- c) Consider reducing parking requirements for developments which are well-served by public transportation, or commit spaces in the City parking system to satisfy parking requirements. Implement low interest loan programs to encourage the development of downtown housing.
- d) Use City-owned parcels in the Central Area to leverage residential investment by making housing a required, or priority use in negotiating sales or transfer agreements.
- e) "Write down" land values in exchange for a commitment for affordable residential redevelopment.
- f) Encourage an increased role of non-profit groups and cooperatives in the development, management and ownership of affordable housing.
- g) Respect the character and architectural style of the neighborhood in the development of new affordable housing units.
- h) Care should be taken in the consideration of large-scale low-income developments.
- i) Coordinate with local lenders under the Community Reinvestment Act (CRA) to promote the development of affordable housing.

Objective 11: To improve the appearance of buildings and grounds to enhance the neighborhoods, encouraging property maintenance and improvement to promote pride in the community.

Action Statements

- a) Institute a program to identify dilapidated buildings that should be targeted for enforcement, assistance, receivership or referrals to the Community Development Department.
- b) Improve coordination with existing outreach program to senior citizens to provide volunteer assistance in maintenance of their homes and yards.
- c) Initiate clean-up/fix-up/paint-up week (spring and fall), special trash pick-up in student rental neighborhoods during spring and summer move-out weeks, and a City-wide Curb Flea Market day.
- d) Identify areas with trash and front yard parking problems and target enforcement, beginning with letters to property owners and residents and following up with ticketing, then with towing or trash removal by the City with costs added to the property owner's tax bill.
- e) Target residential areas along major streets (e.g. Huron, State) for pilot improvement program to increase liveability, including landscape, facade, and lawn extension improvements, and identify incentives for property owner and City participation.
- f) Develop design guidelines for improving existing buildings or facades that are not in keeping with the character of the neighborhood. Box apartment buildings can be transformed with the creative use of entry canopies, decorative lighting, fencing and landscaping, and in some cases roof lines can be altered and balconies added to improve the building's compatibility with its surroundings.
- g) Develop regulations which address the exterior appearance of dwellings such as: revised standards for the placement of trash dumpsters, receptacles and recycling containers, outdoor storage, and enforcement of resurfacing or drainage improvements to driveways and parking areas as part of housing inspections.

Objective 12: To provide an efficient and consistent building, housing and zoning code compliance program that facilitates housing improvements rather than impedes them.

Action Statements

- a) Evaluate housing and building code regulations to determine if the stricter standards applied to group housing can be relaxed without risking safety.
- b) Establish a periodic administrative review of housing inspections to encourage uniformity in inspections.
- c) Develop a procedure to notify rental property owners prior to making changes to the housing or building codes to provide an opportunity for input on the changes.

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

Action Statements

- a) Identify sites where the compilation of small parcels for larger developments is appropriate.
- b) Otherwise, the combining of smaller parcels in subdivided residential areas is considered inappropriate.
- c) Draft and adopt guidelines for infill development (e.g. single structure on a lot, facing public street, site coverage etc.). These guidelines may vary from neighborhood to neighborhood.

Objective 14: To protect the safety and security of residents and property.

Action Statements

- a) Conduct inventory to determine lighting-deficient areas and develop a program for improvement.
- b) Use police crime data to identify problem areas and target enforcement, for example

- increasing patrols of campus neighborhoods during University breaks, or increasing patrol of alleys.
- c) Shift to a community-oriented policing approach in Central Area neighborhoods, with those closest to commercial and campus areas being the first priority.
- d) Publicize and expand the Neighborhood Watch program.
- e) Conduct home and personal safety seminars, and other educational programs. To reach student residents, this will require coordination with The University of Michigan campus police.
- f) Amend the Housing Code to require multiple-family and group housing to have a secured entry system, phased in over 2 to 5 years (self locking front doors).
- g) Explore cooperative fencing of back yard areas in campus neighborhoods to reduce criminal access to the rear of buildings.

Objective 15: To protect and improve the quality of neighborhoods by encouraging public institutions such as the University, City, Schools and County to consider the character and scale of neighborhoods in their expansion and development plans.

Action Statements

- a) Develop agreements with the above institutions that specify protocol for informing the City about new development plans.
- b) Encourage the University, City, Schools and County to conform to City standards, policies and ordinances in new construction.

Objective 16: To encourage amicable co-existence within neighborhoods between students and other residents of the community, while maintaining the diversity of all residents and their different lifestyles.

Action Statements

- a) Encourage The University of Michigan to increase its mediating role in off-campus housing beyond tenant/landlord disputes.
- b) Provide information about City services and regulations (e.g. trash pick-up, recycling, front yard parking, crime reporting, noisy parties, etc) at the beginning of each academic year for students and all newcomers through mailings, leafleting, advertisements or a column in local publications.
- c) Strengthen neighborhood identity through signage, events in local parks, or other means.
- d) Encourage student/property owner communication by encouraging student participation in neighborhood associations and resident participation on group housing boards.
- e) Encourage the establishment of property owner associations for student rental neighborhoods and provide City support in problem-solving.

Objective 17: To encourage sound management in order to lower vacancy rates.

Action Statements

- a) Coordinate with merchant and property owner groups to improve downtown and campus area living.
- b) Provide assistance to neighborhood groups wishing to compile property information for potential renters or buyers.

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

- a) To pay special attention to the interface zones between central Ann Arbor and residential neighborhoods; and to insure that projects in these areas both contribute to downtown liveliness and help buffer established neighborhoods from further erosion.

Objective 1: To promote compatible development of sites now vacant, underutilized or uninviting, wherever this would help achieve the plan's overall goals.

Action Statements

- a) Create detailed urban area design plans for those areas identified as having development potential in the near future (an example of a complete plan is the Library Block; examples of current studies include the City Garage sites).
- b) Create concept plans for possible future redevelopment of existing built up sites such as Fingerle Lumber, G.T. Products and the Allen Creek Drain, so that if the existing uses vacate premises, new development can be guided by the City.
- c) Provide incentives for new development to include underground parking or permit parking on the first levels of buildings. Create standards for first level parking that will foster a positive pedestrian environment and where the streetscape will be retail-oriented.
- d) Establish development guidelines for all City-owned parcels in the interface zones, including interface parking lots, and identify conditions necessary to develop an RFP.
- e) Encourage the long-term conversion of surface parking lots to uses that maintain or improve the physical urban environment, and develop criteria that support the interim or short-term use of parking lots as seasonal or annual public activity areas.

Objective 2: To identify appropriate locations for compatible and well-designed multiple-family residential development, or mixed use development, particularly near campus and downtown.

Action Statements

- a) Identify priority sites for multiple-family or mixed use development in areas directly adjacent to the downtown and Central Campus (the "interface" areas of the Downtown Plan) such as the City-owned Packard/Main parcel, the City Garage sites, and various surface parking lots along the Allen Creek valley at the west end of downtown.
- b) Develop site-specific density plans.

Objective3: 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.

Action Statements

- a) Review the landscape ordinance relating to conflicting use buffers to determine if the existing regulations function as intended, and make recommendations to improve as needed.
- b) Draft and adopt an ordinance for an overlay zone that addresses changes of intensity of use or scale to reduce tensions between sometimes conflicting uses. The ordinance should address items that would reduce disparities of scale such as height limits, open space, massing, setbacks, and percentage of development that should be used residentially. Identify sites where housing should be required as a percentage of the development, and create regulations to apply to these properties. Among other things, the regulations should differentiate between existing structures and new construction, as well as the development of alternatives whereby funds could be placed in a housing trust fund in place of housing development.

Objective 4: To encourage housing and neighborhood-oriented businesses in the interface zones that will improve quality of life in the close-in neighborhoods.

Action Statements

Identify areas where new neighborhood commercial uses are desirable to service new and existing housing developments, and encourage the success of the business by locating them in areas that are accessible to pedestrians, as well as auto travelers.

To encourage continued use of existing businesses, provide short-term, on-street parking or parking waivers for businesses in existing buildings where the sites are too small to provide adequate parking.

Encourage multiple-family and mixed use housing development in the interface zone by rezoning select sites and by using such incentives as outlined in the housing actions.

Develop design guidelines for the Allen Creek Floodway that complement those established for

the downtown design guidelines.

Objective 5: To create inviting streetscape corridors and improve the links between commercial and residential areas, encouraging access between the close-in neighborhoods and downtown.

Action Statements

Identify and fund pedestrian and bike “collector” routes between the close-in neighborhoods, the Central Business District and the University, and create a corridor design plan. The plan should address public and private improvements such as pedestrian-friendly lighting, street tree location, limited driveways, banners, signs, flower planting areas, etc.

Evaluate the feasibility of, and prepare a plan for, a bikeway/pedestrian walkway to link downtown and neighborhoods along the existing railroad right-of-way.

Where surface parking lots must remain, improve the aesthetics for parking and driveway areas using low walls, trees, planter perimeters and other human scale features, and create safe connecting pedestrian corridors through and around the parking lots.

Objective 6: To encourage the construction of buildings whose scale and detailing is appropriate to their surroundings.

Action Statements

a) Review and revise zoning regulations for interface areas (C1A/R, C2B, C2B/R) to be consistent with the Downtown Plan recommendations.

b) Review and revise the PUD regulations to better achieve development of appropriate scale and character, and to prevent the circumvention of zoning ordinance standards merely for convenience

c) Publicize the existence and encourage the use of the existing Downtown Design Guidelines.

Objective 7: To soften the contrast of scale where inappropriate disparities now exist, such as height and massing and the barren expanse of parking lots.

Action Statements

a) Develop and enforce an ordinance that brings nonconforming parking lots into conformance through site plan review.

b) Identify jarring transitions in scale and concentrate City tree plantings and landscaping in these interface zones.

c) Create incentives for private property owners to renovate facades to break up large, blank walls, particularly on major pedestrian corridors.

d) Incorporate murals and other art on blank walls to lessen the sterile impact and break up the monotonous expanse of building.

Objective 8: To ensure that the pedestrian environment is protected and enhanced.

Action Statements

a) Coordinate DDA activities with the bike plan and with the overall goals of the Central Area Plan.

b) Utilize DDA and/or private sector funds to create a low interest loan pool or other financial incentives for projects that will improve the pedestrian environment and street life.

Objective 10: To coordinate improved interfaces with institutional uses and discourage erosion of adjacent neighborhoods.

Action Statements

a) Establish specific mechanisms whereby the City can consider jointly with The University of Michigan those planning decisions affecting both the City and the University.

Objective 11: To support low intensity industrial and warehousing uses while allowing for innovative future uses.

Action Statements

- a) Develop zoning or a zoning overlay that allows for the continuance of industrial or warehousing activities in M1 (Limited Industrial) districts, such as the railroad corridor, or buildings for low-intensity industrial and warehousing uses, but that also allows compatible reuse of buildings in the event that present activity ceases and no suitable limited industrial/warehouse use takes its place.
- b) Examples of adaptive reuse include artist's studios, artist live/work space, condominiums, or any use that will promote continued vitality of the area.
- c) Explore an Art/Craftperson zoning district designation to allow living areas and work/studio space.

Objective 12: To improve visual attractiveness and buffering around the industrial/railroad corridor.

Action Statements

- a) Create an ordinance to require screening of outdoor storage areas from street and adjacent residences.
- b) Improve the aesthetics of the Ann Arbor Railroad by removing trash from the right-of-way, painting overpasses on regular basis, and keeping brush and bushes trimmed.
- c) Encourage establishment of industrial area "neighborhood groups".

IV. Historic Preservation Goals of the Central Area

Goal A - 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. To preserve the historic character of Ann Arbor's Central Area. To enforce existing historic district ordinances through City staff, the Historic District Commission and neighborhood monitoring programs. To designate historic buildings to encourage their preservation.

Goal B - To encourage preservation, restoration or rehabilitation while allowing for technological advances in building materials and techniques that may encourage preservation by making it more affordable without forsaking historical integrity.

Action Statements

Develop building code amendments to authorize building officials to waive regulations or to consider alternative ways for historic buildings to comply with code requirements. Examples of code items to consider include sprinkler systems, fire separation, etc.

Review and recommend any amendments to the building regulations necessary to preserve the architectural and historical integrity and authenticity of structures.

Develop a list of alternative building materials and techniques, and a set of criteria for their use, that provides the HDC with some discretion in their decision making, and reduces the cost of preservation.

Monitor the reasonableness/efficacy of historic district regulations, and the consistency of the preservation standards for the individual districts. Recommend revisions where necessary. Develop specifications and design guidelines for making historic buildings comply with the Americans with Disabilities Act provisions.

Goal C - To increase public awareness and understanding of the designation and project approval processes.

Action Statements

Develop an informational video with CATV reviewing the importance of preservation and outlining the process for using the system.

Create handbooks that walk the public through the steps needed to accomplish property designation or project approval, with copies kept on file in the Planning and Building Departments, as well as the Public Library.

Conduct a follow-up survey of those who have gone through the Historic District Commission approval process to get suggestions for improvements, and provide case studies of persons who have successfully completed the process.

Coordinate efforts between the Historic District Commission and the Board of Realtors to advise and educate the public about historic properties.
Provide Realtors with information to give to purchasers about what it means to own a building in an historic district.

Establish real estate listing service for historic properties or work with the Board of Realtors to determine the feasibility of amending the Multi list book to include a category for historic properties or properties located in historic districts.

Goal D - To educate the public and make them aware of the value of the built environment to foster an appreciation of our heritage, and to support proposals and programs concerned with historic preservation.

Action Statements

Coordinate educational efforts of historical organizations and commissions with volunteer support. Develop a comprehensive, community historic program and integrate it into the school curriculum, including coloring book, games, tours, etc.

Establish and publicize a regular walking tour program which is made available to residents, conventions and tourists, including guided tours and self-guided tours with written and possibly audio material.

Publicize the Kempf House Center for Local History as the central distribution system, or clearing house, for information.

Develop and install an historical street exhibit program in the downtown.

Use the media to publicize important preservation projects, both large and small.

Coordinate the development of a private non-profit preservation organization to facilitate public support for preservation.

Develop site design standards that encourage creative design while maintaining sensitivity for existing neighborhood character.

Goal E - To encourage governmental entities that are exempt from historic preservation regulations and ordinances to actively support historic preservation.

Action Statements

In coordination with the University, schools, County and other exempt entities, develop protocol for compliance with historic preservation regulations addressing house moving, demolitions, removing additions and new construction.

Develop notification procedures so that the City is informed of projects undertaken by exempt entities.

Support State regulations that will require exempt entities to be subject to local historic preservation ordinances.

Goal F - 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.

Action Statements

Develop site design techniques that encourage creative design while maintaining sensitivity for existing neighborhood character.

Apply the recommendations of the Downtown Plan and the Downtown Design Guidelines when considering plans for new development downtown.

Explore the use of density bonus incentives (premiums) to encourage conformance with architectural design and site planning guidelines. Adjust the Old West Side new construction standards such that they can be applied to new construction in any residential district.

Goal G - To encourage the economic feasibility of preservation, restoration or rehabilitation of historic structures so that they can be fully utilized, especially for housing.

Action Statements

Seek local incentives for restoration of buildings that are historically qualified. This could include: 1) a grant or low interest loan program involving the City, the DDA, preservation groups and local commercial lenders (as required by the Community Reinvestment Act) for the rehabilitation of historic properties, particularly those providing affordable housing opportunities; 2) an incentive plan for property owners who could not preserve an historic property without facing economic hardship. This could include loans or grants, building and safety code modifications to reduce the cost, changes in zoning regulations or a relaxation of other ordinance provisions.

Establish a relationship with agencies that provide home repairs for senior citizens (Neighborhood Senior Services) and encourage them to incorporate historic preservation elements into their guidelines.

Goal H - To encourage the adaptive reuse of wholly or partially vacant historically significant buildings.

Action Statements

Encourage the use of the PUD and Planned Project alternatives to provide flexibility in redevelopments.

Study and make recommendations on building code amendments needed to allow safe, cost-effective creation of loft housing.

V. Objectives in the Central Area

a) Analyze zoning nonconformities related to area, height and placement regulations for Central Area neighborhoods and determine if amendments are needed to make the regulations more consistent

with established development patterns

b) Draft and adopt a new Residential-Office (R-O) district to address those areas which are primarily zoned for office or commercial, but contain primarily residential structures located in existing neighborhoods. The purpose is to preserve the existing housing stock and to limit conversion of residential structures to non-residential uses that would have a negative impact on the neighborhood or lead to the demolition of residential structures. Amend the zoning ordinance and map to clearly identify areas to be maintained or encouraged as housing. Identify areas where higher density residential zoning is in place, but lower density uses prevail, and rezone these sites for lower density residential use. Identify areas where commercial zoning is in place, but which remains primarily residential, and rezone these sites for residential use to preserve housing stock.

c) Reinforce student neighborhoods in the area south and west of Central Campus by developing new zoning definitions and standards that support organized group housing opportunities. Examples of ordinance revisions include amendments to reduce nonconformities, elimination of special exception use approvals and minimum house size in some areas. Additional buffer areas between single-family and student areas may be needed. Off-street parking requirements and density limitations, however, should not be reduced in these areas.

d) Provide information about City services and regulations (e.g. trash pick-up, recycling, front yard parking, crime reporting, noisy parties, etc.) at the beginning of each academic year and to all newcomers to the City through mailings, leaflets, advertisements or a column in local publications.

e) Update the traffic signal system to improve traffic flow on arterial streets.

f) Develop programs which encourage employers to institute flexible working hours and provide incentives to use transit, promote the use of park and ride lots at the perimeter of the City, encourage carpooling and vanpooling, and improve transit service to provide more frequent buses and more direct routes.

g) Develop a revised residential permit parking program which addresses the specific needs of the downtown and close-in neighborhoods.

h) Identify priority sites for multiple-family or mixed use development in areas directly adjacent to the downtown and Central Campus (the "interface" areas of the Downtown Plan) such as the City-owned Packard/Main parcel, the City Garage sites, and various surface parking lots along the Allen Creek valley at the west end of downtown. Develop site-specific density plans.

h) Where surface parking lots must remain, improve the aesthetics for parking and driveway areas using low walls, trees, planter perimeters and other human scale features, and create safe connecting pedestrian corridors through and around the parking lots.

i) Develop zoning or a zoning overlay that allows for the continuance of industrial or warehousing activities in M1 (Limited Industrial) districts, such as are located in the railroad corridor, but that also allows compatible reuse of buildings in the event that present activity ceases and no suitable limited industrial/warehouse use takes its place. Examples of adaptive reuse include artist's studios, artist live/work space, residential units, or any use that will promote continued vitality of the area.

j) Evaluate potential revisions to the parking exempt system (downtown) to shift increased responsibility for meeting long-term parking needs to private sector development.

k) Identify those established downtown residential areas which extend over neighborhood edges into the interface area and determine whether rezoning from commercial to residential or residential-office is warranted to protect their integrity.

- l) Develop guidelines for location, funding and maintenance of public art in the downtown, such as fountains, sculpture and murals on public and private property.
- m) Investigate the possibility of using portions of the Ann Arbor Railroad and Conrail rights-of-way to provide pedestrian/bicycle paths to the Huron River park system.
- n) Allow for uses such as temporary markets or commercial landscaping displays on vacant land in the downtown to provide financial alternatives to the development of rental parking.
- o) Coordinate the development of a private non-profit preservation organization to facilitate public support for preservation.
- p) Study and make recommendations on building code amendments needed to allow safe, cost-effective creation of loft housing.

VI. Additional Actions

Action A - Where surface parking lots must remain, improve the aesthetics for parking and driveway areas using low walls, trees, planter perimeters and other human scale features, and create safe connecting pedestrian corridors through and around the parking lots.

The areas immediately outside of the commercial downtown, which used to contain businesses or residences, now are filled with surface parking lots. This barren expanse of parking lot is uninviting and perceived as unsafe. Often these lots are the first thing encountered when one approaches the central business district for shopping or entertainment. The whole experience of coming downtown should be positive, from the approach via car, to parking, to destination. Well-lit and aesthetically pleasing lots are important elements of the overall downtown experience.

Action B - Develop zoning or a zoning overlay that allows for the continuance of industrial or warehousing activities in M1 (Limited Industrial) districts, such as are located in the railroad corridor, but that also allows compatible reuse of buildings in the event that present activity ceases and no suitable limited industrial/warehouse use takes its place. Examples of adaptive reuse include artist's studios, artist live/work space, residential units, or any use that will promote continued vitality of the area.

The railroad/industrial corridor, west of downtown and running parallel to the Allen Creek Drain, cuts a north-south swath across the Central Area, effectively separating the downtown commercial areas from west and near north side neighborhoods. The corridor contains many industrial/warehousing buildings, some vacant, some appropriately used for their intended purpose. Historically, the railroad corridor has housed the City's industrial and warehousing uses, but as the railroad becomes less important to industry, these uses no longer are tied to this location. Today, while this area still is home to many industrial businesses, many are moving to industrial parks or otherwise to the outskirts of the City, leaving vacant buildings. Rather than encouraging blight and allowing structures to remain vacant in the hope that another industry will move in, it is recommended that the adaptive reuse of these buildings be encouraged, sometimes with uses that might not be considered compatible with industry. It should be noted that few if any of the existing industries are "smokestack" industries and should not negatively affect the suggested new uses. In fact, the conversion of industrial buildings and warehouses have been completed in many other cities with a great deal of success.

Action C - Analyze zoning nonconformities related to area, height and placement regulations for Central Area neighborhoods and determine if amendments are needed to make the regulations more consistent with established development patterns.

Over the years, the zoning code has been changed to make multiple-family residential regulations more restrictive. As the code has been changed, more and more structures have been rendered nonconforming. Entire neighborhoods that were subdivided at the turn of the century are nonconforming due to things

such as inadequate lot width or density limits which exceed the current ordinance standards. Problem areas must be identified and targeted for amendments when the zoning code is not consistent with the development pattern, assuming the development pattern is considered to be appropriate or not contributing to diminished health, safety or welfare of the citizens.

Action D - Draft and adopt a new Residential-Office (R-O) district to address those areas which are primarily zoned for office or commercial, but contain primarily residential structures located in existing neighborhoods. The purpose is to preserve the existing housing stock and to limit conversion of residential structures to non-residential uses that would have a negative impact on the neighborhood or lead to the demolition of residential structures.

The proposed Residential-Office (R-O) district is designed for those areas which currently are zoned office or commercial, but which consist largely of older houses converted for use as apartments and small offices. Commercial infill development may also have occurred in these neighborhoods. The purpose of the (R-O) zoning district is to preserve the residential character or streetscape by preventing construction of larger commercial buildings; support continuing residential use; and discourage higher intensity commercial uses which would have a negative impact on surrounding residences. It would be difficult, due to the higher percentage of existing commercial and office uses in the neighborhoods, to rezone these areas exclusively for residential uses. The new zoning would preclude the demolition of residential structures for new commercial or office uses and would preserve housing use, while allowing some low intensity office uses. The new R-O district would contain such standards as a requirement that some portion of the structure be used for residential purposes, that adjacent structures not be demolished to provide parking for a proposed use, that parking be in the backyard and properly screened from view, that only uses with low parking needs be considered, and other standards as needed to protect the integrity of the neighborhood. The following areas currently are zoned for office or commercial use, and the zoning should be changed to the new Residential-Office district to preserve residential use:

1. Area bounded by Ann/Ashley/Kingsley/First and on the south side of Kingsley from Ashley to Fourth
2. West side of Ingalls between Ann and Lawrence
3. Willard/Church
4. East side of Fifth Avenue between Ann and Catherine

Action E - Amend the zoning ordinance and map to clearly identify areas to be maintained or encouraged as housing.

a. Identify areas where higher density residential zoning is in place, but lower density uses prevail, and rezone these sites for lower density residential use.

b. Identify areas where commercial zoning is in place, but which remains primarily residential, and rezone these sites for residential use to preserve housing stock.

Occurring throughout the Central Area are areas where the use is different than the way it is zoned. Several of these areas have been identified and recommendations offered to bring the zoning into conformity with the use, where there has been a clear priority to maintain the residential use.

The following areas should be rezoned for lower density residential use:

1. Belize Park
2. Portions of the Old West Side
3. Hoover/Davis
4. Dewey/Packard/Brookwood
5. Prospect/Wells
6. Krause/Third
7. Golden

The following areas should be rezoned from office or commercial to residential:

8. Felch/North Main
9. Southwest corner of William and First
10. Southeast corner of William and Second
11. Northeast corner of William and Fourth
12. Southeast corner of Main and Hoover
13. West side of Ashley between Mosley and Madison, not including the corner lots
14. State/Packard/Arch
15. West side of Greene between Hill and Davis

Action F - Reinforce student neighborhoods in the areas south and west of Central Campus by developing new zoning definitions and standards that support organized group housing opportunities. Examples of ordinance revisions include amendments to reduce nonconformities, elimination of special exception use approvals and minimum house size in some areas. Additional buffer areas between single-family and student areas may be needed. Off-street parking requirements and density limitations, however, should not be reduced in these areas.

New development standards for student areas are necessary for a number of reasons. Regulations for group housing, in particular, are too restrictive. For example, fraternities, sororities and cooperatives are not allowed by right in any zoning district; special exception uses are always required. Cooperatives are challenged by existing regulations relating to house size and cooking ability. Kitchen privileges might be considered, under certain conditions, for cooperatives or rooming houses with less square footage than currently required by the ordinance. It is better to utilize existing structures when possible, rather than encouraging the expansion, when there are many houses appropriate for cooperative living which do not meet the minimum house size requirements. Adjacent neighborhoods feel pressure from group housing residents. While houses are often large enough to accommodate more occupants, lot size and parking requirements often prohibit higher occupancy.

Action G - Develop a down payment/security deposit program for low income families.

Due to the high cost of housing in Ann Arbor, and the increasing number of lower paid service workers who are employed in the City, home ownership is becoming increasingly cost-prohibitive for lower income families. Many families also find it difficult to come up with a security deposit to get into an apartment, although they could afford the monthly rent. To achieve the goal of providing housing for persons of all income levels in the City, assistance should be provided.

Action H - Provide information about City services and regulations (e.g. trash pick-up, recycling, front yard parking, crime reporting, noisy parties, etc.) at the beginning of each academic year and to all newcomers to the City through mailings, leaflets, advertisements or a column in local publications.

Ann Arbor has an unusually high transient population, resulting in many newcomers to the community who are not aware of the many City services available. Provision of such information would make new citizens and students feel welcome, as well as provide specific information regarding services. A packet of helpful information or a booklet could be developed for distribution.

Chapter Eight



UNIVERSITY OF MICHIGAN:

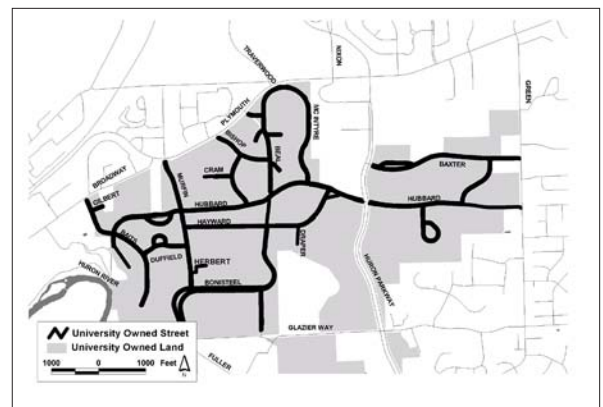
I. Introduction

The University of Michigan currently owns approximately 800 acres of land in the Northeast Area. “North Campus” refers to the University of Michigan properties that are within the City’s limits and lie north of the Huron River. The general boundaries of North Campus include Fuller Road to the south, Green Road to the east, Plymouth Road to the North and Cedar Bend Drive to the west.

Map: University of Michigan North Campus Study Area

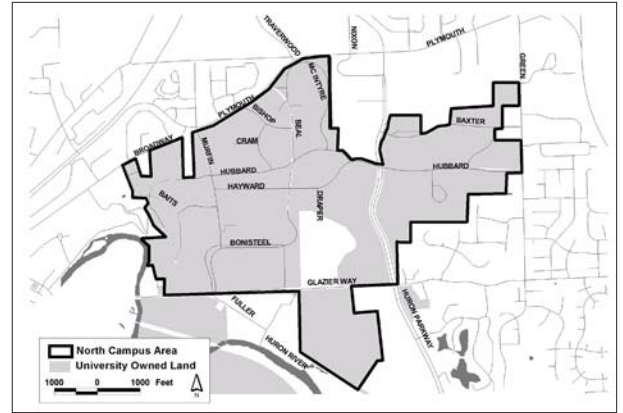
The campus consists of residential dormitories, married student housing, the School of Music, the School of Art and Design, the College of Architecture and Urban Planning, the School of Engineering, the North Campus Recreation Building and numerous other facilities. The focal points of North Campus are the Media Union, the Lurie Bell Tower, and the “diag” located near the northeast corner of Murfin Avenue and Bonisteel Boulevard.

The University of Michigan provides bus service from North Campus to Central Campus, and the Ann Arbor Transportation Authority provides regular bus service from North Campus to points throughout Ann Arbor. The University maintains its own public safety department, which includes enforcement of parking and traffic. All streets interior to the North Campus area are owned and maintained by the University. Because the City does not anticipate any new public streets in the North Campus area, future private development on land currently owned by the University will need to work with the University to construct access points onto University owned streets. University streets are shown below.



Map: University of Michigan North Campus Streets

The University maintains its own storm sewers and retention basins. These systems eventually drain into the city sewer system or into natural drainage courses. The University utilizes city water and sanitary sewer systems. The University coordinates with the City prior to new development to determine capacity and other potential utility issues.



The presence of the University of Michigan influences the character of the Northeast Area in a number of ways. Several “high tech” firms have located in the area in order to have close access to the resources and training facilities that the University provides. Pfizer Incorporated, a pharmaceutical research corporation, is the largest privately owned company in Ann Arbor and lies adjacent to North Campus. The North Campus student population lives in numerous university dormitories and in many private apartments that border the North Campus area. Students and employees from the University and Pfizer contribute to the area’s need for services. This population is part of the community that provides patronage to commercial and retail services located along the Plymouth Road corridor.

The University is in the process of updating its master plan, which will provide guidance and identify growth opportunities for university facilities in the North Campus area. Its master plan was last updated in 1984. In 1999, an environmental planning study of North Campus and the surrounding area was prepared by Andropogon Associates, Ltd. and Turner Environmental, Inc. in support of the University’s master planning effort.

II. Development Guidelines for University Development

Future University development should consider the environmental and social impacts of proposed projects, such as impacts to natural systems, traffic and adjacent uses. In addition to incorporating the community design techniques (described in Chapter 6), development near the edges of North Campus should include the following principles:

- Minimize negative impacts to adjacent neighborhoods.
- Provide sidewalks and bicycle paths, where appropriate.
- Promote alternative transportation choices to help alleviate problems relating to traffic.
- Provide adequate storm water detention facilities for buildings and parking areas.
- Protect existing high quality natural features.
- Protect the natural and aesthetic quality of the Huron Parkway corridor.
- Design new buildings to enhance the beauty of North Campus.
- Conduct appropriate remediation measures for the clean up of Brownfield sites and other lands with know contaminants.
- Be sensitive to the natural and aesthetic qualities of the Huron River Valley, including the maintenance of river views, the protection of natural areas and the reduction of surface parking lots. Utilize best available practices in managing the protection of natural features.
- Utilize best available techniques in managing storm water, especially during construction.

III. General Land Use Recommendations for Future Private Uses on Existing University Property

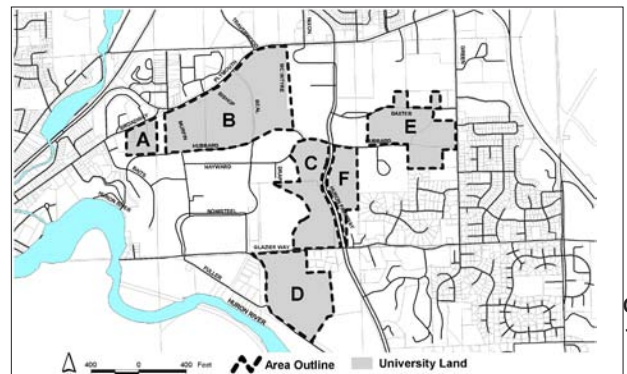
The University owns a number of parcels in the North Campus area that are either undeveloped or have the potential for additional development. As a public educational institution, University-owned land and streets are exempt from local taxes and City codes and regulations, including zoning, site plan review and approval from the City prior to new construction. Most University owned land within the City boundaries currently is zoned PL (Public Land District), which indicates the land is owned by a public or governmental entity. The transfer of land ownership from University to a non-university entity for the purpose of private development requires that the parcel be rezoned to permit appropriate uses of the land. If the University decides to sell portions of its land to the private sector, it is important that the Northeast Area Plan provide guidance as to the type and intensity of such development. Private development should adhere to design guidelines in Chapter 6.

Six areas have been identified along the perimeter of North Campus (see map below) where future development is possible. Development in these areas will have significant impacts on the Northeast Area, due to their proximity to existing neighborhoods, public streets, and private businesses. This plan describes recommended land uses for these areas.

Map: University of Michigan North Campus Study Sites A – F

Area A

Description of Area: This area lies on the northwest perimeter of North Campus and consists three separate parcels totaling approximately acres. Broadway, a city street, is located north of the site, while Hubbard, a university street, is south of the site. A small parking area consisting of paved and gravel surfaces is located near the northwest corner of the site within a small parcel zoned R1C (Single-Family Dwelling District). The central portion of the site is in Ann Arbor Township and currently is vacant with an open meadow, conifer trees, an old tennis court and a baseball backstop. A single-family structure exists near the northeast corner of the site with access from Broadway. The southwest corner of the site contains a 350-space paved surface parking lot. There are number of mature trees on the site, some of which may qualify as landmark, as defined by City code. There are no other natural features on the site.

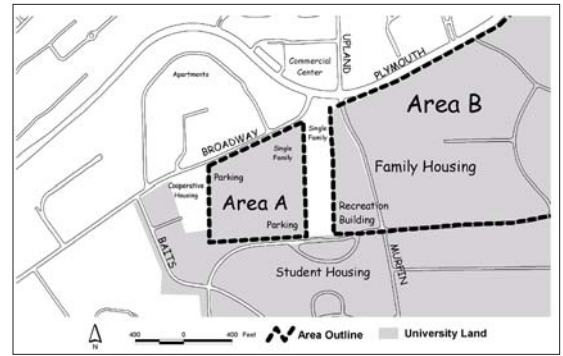


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Across Broadway, north of the site, are two apartment communities and a church. South of the site are undergraduate dormitories (Baits Housing and Bursley Hall). To the east of the site is a single family home, which is identified as site #20 in the plan (see Chapter 10). Further to the northeast are the Plymouth/Broadway and Plymouth/Mufin intersections, which are adjacent to various commercial and retail services.

Map: University of Michigan North Campus - Area A (shown with existing land uses)

Land Use Recommendation: The area's proximity to commercial services, employment centers, North Campus and a mass transit corridor makes it appropriate for higher density residential uses. Duplexes, attached townhouses, apartments or a mixture of these housing types are recommended at a density of 10 to 25 dwelling units per acre. More intense residential uses (i.e. apartment-style dormitories) and buildings taller than four stories should be sited on the south portion of the site, closer to university facilities and existing dormitories.



Vehicular access to the site should be from Hubbard and Broadway. Since a footpath has been established through this site, a permanent pedestrian path that allows public access across the site is desirable. A public sidewalk in front of the site along Broadway will be required as part of any development proposal. Additional public right-of-way may be requested to accommodate this sidewalk. Because the site lacks access to an active, outside recreation facility, such as a playground or toddler lot, a small neighborhood park on this site, as part of a residential development, would be an amenity to it and the surrounding community. The park should be centrally located and easily accessible to residents of this site and those along Broadway. High-quality, healthy landmark trees should be preserved and incorporated into future development.

AREA B

Description of Area: Located east of Area A, this site is bounded by Hubbard Road, Plymouth Road, Murfin Avenue, and the Pfizer Corporation site. This area currently contains university family housing, including Northwood I, II, III and IV, a city fire station, and the North Campus Recreation Building on the west edge of the site. The family housing site occupies approximately 140 acres.

Map: University of Michigan North Campus - Area B (shown with existing land uses)

Land Use Recommendations: Currently, the area is primarily developed; however, the proximity of this site to nearby office and research centers and its frontage along Plymouth Road make it attractive for future private development. The preservation of the university family housing is the preferred future use of this area east of Murfin Avenue. If the land becomes available for private development, residential uses are recommended at a density similar to the existing family housing, which is approximately 10 dwelling units per acre. The existing family housing currently functions as part of the larger Broadway/ Murfin/ Plymouth Road community. The adjacent commercial uses (Plymouth View and the Courtyard Shops) thrive on residential patronage from this area. These services are utilized by pedestrians, but safety issues related to crossing Plymouth Road exist. Pedestrian access and safety in the area should be enhanced. The current mixture of uses provides a balance conducive to a healthy community. Office or research uses are not recommended



for this site.

The existing trees and landscaping in front of this site along Plymouth Road provide a scenic amenity and create a buffer between the roadway and the existing residential use. A buffer should be maintained with any future development. The corner of Plymouth and Murfin is an entry point to North Campus. This corner should be enhanced with landscaping or public amenities with any future development.

West of Murfin Avenue and north of the North Campus Recreation Building is a vacant 2.5-acre site that may be appropriate for future private development. Expansion of the existing recreation facility, such as tennis courts, outdoor track or a soccer field, is recommended as a university use and would provide additional recreational activities to students residing on North Campus. If the land were divided from the recreational building and sold for private development, residential uses are recommended at a density of 6 to 10 dwelling units per acre. Below grade or structured parking is strongly encouraged at this location. Vehicular access is recommended from Murfin Avenue. Access directly from Plymouth is not recommended, due to the proximity of the Plymouth/Murfin intersection. If this area were acquired for private development as a part of small site # 20, a second access point is encouraged at Hubbard.

AREA C

Description of Area: This area, containing approximately 56 acres, is located north of Glazier Way, south of Hubbard Road and west of Huron Parkway. The north portion of this area consists of a university paved surface parking lot accommodating over 360 vehicles. The center of this area contains permanent and temporary structures that house university landscaping and grounds equipment. Access to this central area is from the west via a central drive from Hayward Street. This drive also provides access to numerous academic buildings relating to the University's Engineering programs. A gravel roadway continues south from this storage area to a large, paved surface parking lot that accommodates over 700 vehicles. A University childcare center is located at the southwest corner of the site. The east edge of this area has approximately 2,800 linear feet of frontage along Huron Parkway.

Directly north of this area is a paved surface parking lot for approximately 330 vehicles and a wetland restoration project that is part of a Pfizer Corporation storm water detention facility. Northwest of the site are academic buildings, and to the west is a privately owned cemetery. A single-family neighborhood exists to the south, while vacant university land and a town house community lie to the east.

The site has been extremely disturbed over the years, leaving few significant trees. A knoll surrounds the north parking area, which slopes steeply to the south. While this area may have served as a tributary valley for Millers Creek, there is evidence of grading and disturbance in many areas along the central gravel roadway. The area appears to contain an overgrowth of shrubbery and exotic plants.

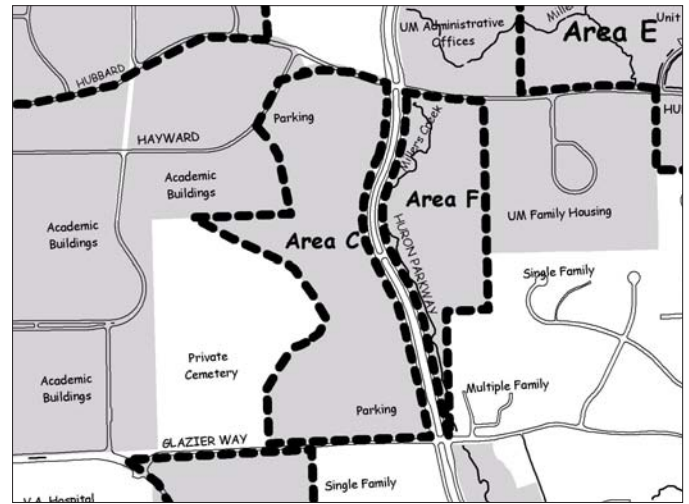
Map: University of Michigan North Campus - Area C (shown with existing land uses)

Land Use Recommendations: The north one-half of this area is suitable for research and office uses, due to the proximity to Pfizer and similar institutional uses to the west. Sensitivity should be paid to the steep slopes, minimizing grading and avoiding erosion where possible.

The south one-half of this area is appropriate for medium to high density residential uses (8 to 25 dwelling units per acre), including single-family homes, duplexes, town houses, apartments or a

mixture of these housing types. Neighborhood commercial uses, totaling no more than fifteen thousand square feet of floor area, are suitable as a component of any residential development. The retail use should be part of a mixed-use residential-commercial structure, such as residential above ground-floor retail. Active recreational uses (e.g. play area, ball field, basketball courts) are encouraged as part of a residential development project.

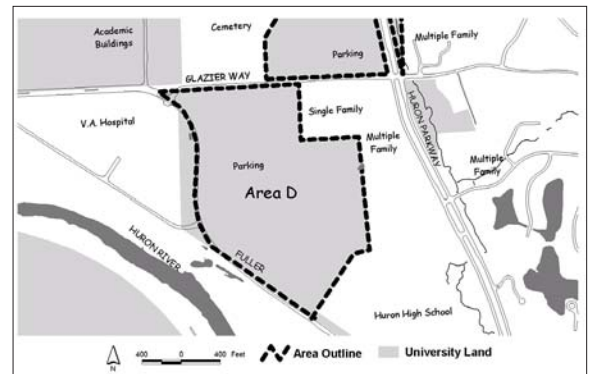
Primary vehicular access points should be located on Hubbard and Glazier Way. A 1964 study of Huron Parkway approved by Council resolution does not identify new access points in front of this site along the parkway; therefore a new curbcut along Huron Parkway is not recommended. A large setback and landscape buffer is recommended along Huron Parkway to preserve and enhance the natural and aesthetic quality of this corridor.



AREA D

Description of Area: This area is bounded by Glazier Way to the north, Fuller Road to the west and south, and a single-family neighborhood, senior housing and a public high school to the east. The area contains approximately 75 acres.

The area is primarily vacant, with the exception of a gravel surface parking lot accommodating approximately 200 vehicles near the center of the site with access from Glazier Way. A smaller parking area for approximately 60 vehicles is located at the southeast corner of the site with access from a Huron High School parking lot.



Two university landfills operated within this area prior to the 1970's. One was located near the area's southeast corner; the other near the center of the site. These landfills are identified on the Michigan Department of Environmental Quality's contaminated sites list.

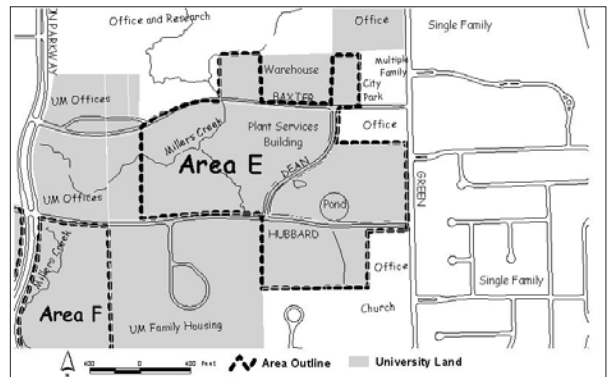
The majority of the area is wooded with varying degrees of maturity. Southeast of the large parking area is a mature woodland and conifer plantation with few invasive species. The woodland to the north and west of the parking area is of mid-quality and contains known invasive species. A wetland exists on the southeast portion of the site. A swale exists to the west of the parking area and likely allows for some drainage that heads directly south toward the Huron River.

The City realigned Fuller Road during the early 1990's, eliminating Oakway Drive as a through street and removing one half dozen single-family structures. Since that time, the Veterans Administration Hospital has expanded to the east, constructing a large parking structure and additional hospital buildings.

Map: University of Michigan North Campus - Area D (shown with existing land uses)

Land Use Recommendations: A complete analysis of the location and quantity of debris and contamination on this site is recommended prior to any development. The analysis will dictate possible future uses on this site. If contaminants are identified, future development will need to meet the Michigan Department of Environmental Quality (MDEQ) standards for clean up or containment.

The existing high-quality woodland and wetland portions of this area should be preserved as a natural area and used for passive recreation. These sensitive areas should not be included in future development projects. Residential uses with densities of 8 to 10 dwelling units per acre are recommended for areas that are not contaminated nor contain significant natural features. Appropriate residential uses include single-family homes, duplexes, town houses, apartments or a mixture of these housing types. To help protect existing natural features, any development should be clustered away from the natural areas found on this site. Surface parking or the expansion of the existing surface parking lot is not an appropriate use for this site. Access to the site is desirable along Fuller and Glazier Way.



Area E

Description of Area: The 66-acre site is bounded primarily by Baxter Road to the North, Green Road to the east, Hubbard Road and residential uses to the south, and University owned land to the west. Clustered in the center of the site is the North Campus Plant Services Unit, which includes various office and light-industrial uses. East of Plant Services is Dean Road, which travels north and south between Baxter and Hubbard. Opposite Dean Road are a vacant prairie and a wetland/pond along Hubbard. West of the Plant Services Area is a high-quality woodland, which the University has identified as "Hubbard Woods". The woodland is divided from east to west by Millers Creek.

Approximately 11 acres of this site lies south of Hubbard Road. The west portion of this section contains a woodland. The east portion was once a field that has evolved into an area of small trees and shrubbery. Historically, the old field is thought to be a remnant of a tributary valley, and that the culvert under Hubbard was inadvertently dammed creating the wetland on the north side.

Map: University of Michigan North Campus - Area E (shown with existing land uses)

Land Use Recommendations: The portion located north of Baxter Road and west of the existing warehouse is appropriate for office uses.

The portion located south of Baxter and west of the Plant Services Building is identified by the University as "Hubbards Woods" and should be preserved as a natural area and used for passive recreation due to the existing mature woodland and Millers Creek.

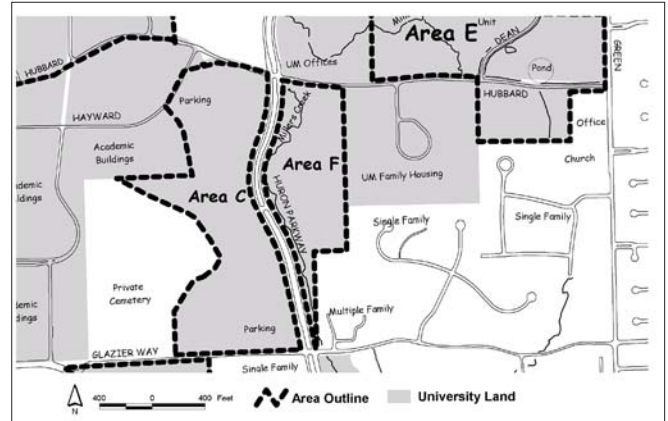
The land east of the Plant Services Building is suitable for office and research uses. All uses should be sited away from the wetland located along Hubbard. The existing pond should be preserved and incorporated into future development as a natural amenity. Appropriate access points are from

Green, Hubbard or Dean.

The high-quality, mature woodland south of Hubbard should be preserved as a natural area and used for passive recreation. The area south of Hubbard and east of the woodland is appropriate for residential or office uses. It is adjacent to university family housing, a single-family neighborhood, office and a church use. Residential density may range from 4 to 10 dwelling units per acre. Residential density and the intensity of the office use will depend upon the function of the existing drainage system and the maturity and quality of the woodland. One or two multiple-story buildings, clustered together to minimize impacts to sensitive areas, are preferable to multiple single-story structures. Below grade or structured parking is highly recommended for any uses.

Area F

Description of Area: This 28-acre area lies directly across Huron Parkway from Area C and is bounded by Hubbard Road to the north, Huron Parkway to the west, Glazier Way to the south and University family housing to the east. The long and narrow shape mirrors that of Area C with approximately 2,800 linear feet along Huron Parkway.



North of the site across Hubbard are University administrative offices. The south portion of the area is adjacent to a condominium project, currently in its second phase of construction, and a single-family neighborhood.

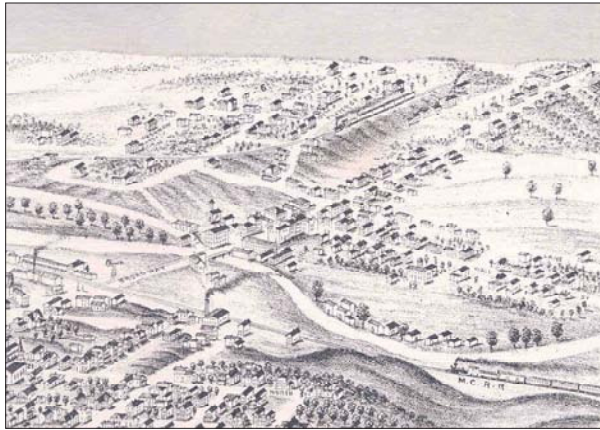
Millers Creek is located on the west side of the site and travels north to south toward the Huron River. The site rises in elevation nearly 75 feet west to east from Huron Parkway to its center. The greatest concentration of steep slopes is located near the southwest portion of the site. High quality woodlands exist throughout most of the site, with the exception of the north portion adjacent to Hubbard that contains smaller trees and invasive species.

Map: University of Michigan North Campus - Area F (shown with existing land uses)

Land Use Recommendations: The high-quality natural features on this site should be preserved. Residential uses with densities of 8 to 10 dwelling units per acre area appropriate for this site, limited to the northeast 5 acres. The use should be contained within a single structure or a clustering of buildings with below grade parking to minimize adverse impacts to the creek and mature woodlands.

Access to the site should be from Hubbard. A 1964 study of Huron Parkway approved by Council resolution does not identify new access points in front of this site along the parkway; therefore a new curb cut along Huron Parkway is not recommended. A large setback is recommended from Huron Parkway to help protect the creek and to enhance the greenway quality of the Parkway. The narrow portion of the site that fronts Huron Parkway on the south side is not suitable for development, since it is extremely narrow and contains the creek through its center.

Chapter Nine



WEST STADIUM BLVD.

I Introduction

The Stadium Boulevard Commercial Corridor is an integral part of Ann Arbor's West Side. It provides convenient goods and services for surrounding neighborhoods, as well as for a regional market. This business district has evolved over many years and is considered an older shopping district when compared to many of the newer centers that are being developed in other parts of the City, as well as in surrounding townships such as Scio and Pittsfield. New commercial development directly affects the well being of the commercial corridor and measures must be taken to ensure that decline and deterioration do not occur.

The commercial corridor begins at Pauline Boulevard on the south, where it is anchored by several office centers, to Dexter Avenue on the north, anchored by the Catherine McAuley Clinic. Other commercial uses continue for a short distance to the east and to the west along Dexter Avenue, and on Jackson Road west of Stadium Boulevard to Weber's Inn. Development began in this commercial shopping district in the 1930s and continues today, and is characterized by free-standing commercial businesses or strip malls such as Westgate and Maple Village Shopping Centers. Some office and light industrial uses are found in the area as well. Generally, the corridor has developed as an automobile-oriented business district. Map 3 exhibits the boundaries of the Stadium Boulevard Commercial Corridor.

While development in the commercial corridor has resulted in unimaginative architecture, insufficient green space and difficult to negotiate circulation patterns, this shopping district is economically viable and few vacancies are present. However, pressures from other, newer commercial areas will continue to besiege it and steps must be taken now to assure its continued viability. The purpose of this plan component is to detail the problems along the corridor and suggest remedies to alleviate or reduce them.

II History

The development of the Stadium Boulevard Commercial Corridor has evolved over the past several decades in response to the increasing population in nearby neighborhoods as they were platted

and developed. In 1936, Stadium Boulevard was not even shown on the City zoning map. However, the 1937 Polk Directory indicates that a filling station was located at the northwest corner of Liberty and Stadium, and the addresses of several residences along Stadium Boulevard are identified. The Washtenaw County Fairground, located at the present Veterans Memorial Park, is the only use identified on the 1937 zoning map on Stadium Boulevard.

By 1949, the zoning map depicted Stadium Boulevard as having been constructed. An area at the southeast corner of Jackson and Stadium (bounded by Jackson, Winewood, Maple and Collingwood) was zoned C-1, Local Business, and B-1, Transitional Residence. Aerial photographs from 1947 confirmed that Stadium Boulevard had been constructed and that development was occurring in this area. The rest of Stadium, from just south of Winewood to Franklin, was zoned AA, Single-Family Residence District. The land fronting Stadium Boulevard predominantly was vacant and there were large expanses of open space on both the east and west sides of Stadium that had not yet been subdivided or developed for residential use. This land had not yet been annexed into the City.

According to the Polk Directory, 13 businesses and a handful of residences had located along Stadium between Pauline and Jackson by 1947. Most of these businesses were either industrial (tool and die, stamping plant, tile manufacturing) or construction related (plumbing, heating, electrical and building contractors). In addition, automobile and motorcycle sales occurred here. A softball diamond was located just north of the Liberty/Stadium intersection, on the west side of the street, and the filling station still occupied the Liberty/Stadium corner.

In 1957, the Polk Directory identified 35 businesses along Stadium between Pauline and Jackson. While the burgeoning commercial corridor continued to attract and retain light industrial and building trade businesses, five new restaurants located here, including the A & W Root Beer Drive-In, which operates today. New retail uses moved in as well, including two grocery stores and a pharmacy. The County Fairgrounds were located at Veterans Memorial Park until the 1950s, when they were moved to the Saline area.

The 1960 zoning map reveals that much of the land along Stadium Boulevard between Pauline and Jackson that had been in Ann Arbor Township had now been annexed to the City. The primary zoning district along Stadium was the D, Commercial, classification. The 1957 zoning ordinance reveals that the D zoning classification permitted an extensive range of commercial and light industrial activity, including "manufacture, fabrication, assembly or treatment of materials or products incidental to the conduct of retail or wholesale business on the premises." When compared to other zoning districts in place at that time, this was the City's most intense commercial classification. While ordinances prior to this time are not available, it can be assumed that intense commercial uses have always been allowed on Stadium Boulevard.

Through the late 1950s, the Stadium Boulevard Business Corridor developed in a manner common to other growing cities. Industry, construction trades and auto related businesses located on what then was the outskirts of the City. More and more land between the Central Business District and the first ring roads, like Stadium Boulevard, were subdivided and developed for residential uses. The business corridor thus was enveloped by development, and no longer considered to be outside of the City. Meanwhile, neighborhood commercial businesses which would serve the new residents were springing up, and the existing, higher intensity commercial development pattern was not always compatible with the new residential or lower intensity commercial uses. However, the business development that already had occurred was well established and changing the character of the area would not be easy, or necessarily desired.

In January 1963, the City repealed the zoning code that had been in effect since 1923, and adopted a new ordinance. The primary zoning classification identified in the 1963 zoning map for Stadium Boulevard south of Jackson was C3, Fringe Commercial District. The intent of this district has remained unchanged and reads much the same in the City's current zoning ordinance. Generally, the C3 district is designed to create a shopping area where the customer comes to the business in a

car, and makes separate stops for each errand. There is little pedestrian activity or interrelatedness between activities. Good automobile access is essential for this district. The uses permitted, because of their lack of intense pedestrian activity and their required contact with the auto access, would be incompatible in the Central Business District. Examples of uses allowed in this district include retail sales that may be connected with service, repair or manufacturing; retail sales related to building contractors where a workshop may be required; drive-ins related to automobile service, banks, carwashes, restaurants; wholesaling and warehousing; veterinary hospitals and kennels; and outdoor recreation. Of course, general retailing also was permitted. The permitted uses and standards for development that were adopted in the early 1960s, and continue today, resulted in the current development pattern.

The remainder of the land along Stadium was zoned either M1, Limited Industrial District, or C2B, Business Service District. The C2B zoning district was created as a buffer zone between commercial and residential land uses. The principal uses permitted in these districts in 1963 were much the same as they are today. Large tracts of land along Stadium Boulevard still remained in Ann Arbor or Scio Township in the early 1960s.

The 1963 Polk Directory identifies 55 businesses along the corridor, including two which were under construction. The business mix clearly was beginning to change as more restaurants moved in, as well as office uses, such as travel and insurance agencies, and a department store. The change in business mix was in direct response to the population surge created by the platting and development of many subdivisions immediately east of Stadium. Between 1952 and 1960, the area between Liberty Street and Franklin Street was fully developed. In addition, the southeast side of Stadium Boulevard was subdivided between 1953 and 1962. In less than a decade, there were hundreds of new households clamoring to purchase goods and services in close proximity to their homes, which resulted in more neighborhood commercial goods and services being provided along West Stadium Boulevard.

Both Westgate and Maple Village Shopping Centers were constructed in the 1960s, further solidifying the area as a major shopping district. This area became Ann Arbor's primary shopping district, along with the central business district. By 1970, there were 71 businesses located on West Stadium Boulevard between Pauline and Jackson. There were several new offices, three new car dealerships, a post office, several restaurants and another grocery store.

By the late 1980s, Ann Arbor was experiencing a tremendous building boom. Both the residential and commercial sectors were experiencing unprecedented growth. West Stadium's role as a major shopping district began to slip as new commercial development was constructed on the City's south side, spurred by the continued success of Briarwood Mall, and the ancillary commercial development in the south area. While Westgate and Maple Village had been an important Citywide shopping district, Briarwood Mall began to surpass the commercial corridor's popularity. The construction of hundreds of units of multiple-family dwelling units on the south side also contribute to increased competition with West Stadium businesses, as these new residents flocked to south side businesses. As the northeast area of the City grew through the 1980s, several commercial shopping centers were constructed in that part of town as well. As newer shopping centers developed in other areas of the City in response to increasing population, it no longer was necessary for residents of these areas to shop on Stadium Boulevard.

Although the Stadium Boulevard commercial corridor remains a viable business district, increased competition from other areas within and outside of the City has impacted this older shopping area. The Maple Village Shopping Center is underutilized, and the recently vacated Farmer Jack building leaves significant and visible gaps in an otherwise vital area. Many buildings along the corridor have small or no front and side yard setbacks, resulting in limited front open space and inadequate greenery and trees. Often parking does not meet ordinance standards, causing congested parking lots. Many sites have more than one curb cut, creating unsafe circulation conditions. Since the corridor developed over many years, there is a lack of consistency in building design, bulk and

placement, resulting in inconsistent massing of buildings. The five-lane road contributes to high traffic speeds, making unfamiliar businesses hard to spot and discouraging impulse shopping which occurs in slower traffic areas like a downtown.

On the plus side, many business owners along the corridor continue to recognize a healthy market potential for the area and have invested in the upgrading of their facilities. Westgate Shopping Center received a recent facelift, as did the Video Watch/Credit Union building. Schlotzsky's Deli is now housed in the old Arthur Treachers fast food fish restaurant that had been vacant for years. There are many more examples of commitment to the West Stadium Boulevard commercial corridor.

III. Issues

Before solutions can be offered, it is important first to identify problems. Problem identification was one of the initial steps in the planning process and was accomplished in several ways: Interviews with stakeholders and representatives of various City departments, through exercises conducted at the first public forum and by the Commercial Corridor Subcommittee. The following statements represent a summary of those problems.

A. Image

A decades-long development pattern based on permissive zoning classifications and regulations has resulted in a business district that has no recognizable "sense of place:" one does not know when he/she has "arrived." Geographically, the area is large, and businesses and services are not concentrated as they would be in a traditional downtown, making it challenging to achieve cohesiveness. In addition, the scale of the corridor is different from one end to the other, with the north end comprised of larger shopping centers like Westgate and Maple Village and the south end containing more freestanding businesses. Vehicular scale street lighting, large signs, automobile-oriented circulation patterns, limited pedestrian amenities, and lack of trees and greenery contribute to the appearance of a disjointed commercial corridor, rather than a comprehensive shopping district.

Where the intensity of use and the level of activity are high, and where there are many varied land uses within one zoning category, the traveler is bombarded with an excessive amount of information to process. Confusion can result from the inability to find that which is needed to complete one's task or fulfill the reason for being there. High accident rates can be one symptom of this type of corridor; a perception of it being "ugly" is another. All this is true along the commercial corridor.

As a result of zoning patterns that historically have permitted intense commercial development (primarily C3 and C2B), the corridor does not have a narrow retail focus such as neighborhood service or downtown business and entertainment, but instead serves a broader area by providing a wide variety of commercial businesses and services. This lack of role or niche may contribute to the disconnected commercial image.

B. Economic Viability

In many ways considered an older shopping district, the commercial corridor is substantially impacted by new commercial development. This commercial corridor previously was a primary shopping area for the entire City, second only to Briarwood or downtown. Today, however, it faces competition not only from commercial development within the City constructed to serve the increasing population, but also from commercial development along Jackson Road west of the City limits in Scio Township and Pittsfield Township. Prior to this burst of commercial activity in Scio Township, its residents were forced to shop in Ann Arbor and often choose the convenient

commercial corridor. Now with more choices in Scio Township and beyond, the commercial corridor may be faced with a decreased market. While currently there is a low vacancy rate in the commercial corridor, many businesses could be lured from the corridor by lower taxes and availability of easy to develop vacant land in surrounding townships.

C. Traffic and Access

Stadium Boulevard originally was constructed as a cross-town artery and it continues to carry a significant amount of through traffic. It has also always been an intensely active commercial area. Hence, there is competition between shoppers and travelers. The higher speed traffic conflicts with the need for many driveways for access to individual sites and stores patronized by shoppers. The cross streets and curb cuts, in combination with the through traffic, create challenging circulation problems.

The commercial corridor is not friendly to pedestrians or bicyclists. While many of the original zoning districts along Stadium Boulevard were specifically created with the automobile in mind, the ability to access businesses in the corridor by any mode of transportation other than the automobile is hindered by high speeds and lack of safe sidewalks or paths, adequate signalization and obvious crossing points. Generally, the space that is allocated for pedestrians or bicyclists is the space remaining between an expanded street and front yard parking or a building, not space that has been specifically designed with the needs of these populations in mind.

Key intersections in the commercial corridor are woefully inadequate. For example, development along South Maple between Liberty and Stadium will be difficult unless the Stadium/Maple intersection is improved or other accommodations are made to reduce the circulation problems that would result from the increased development. The Jackson/Maple intersection is one of the busiest in the City and currently is over capacity.

D. Redevelopment

Because the commercial corridor largely is developed, with few vacant parcels remaining along the Stadium Boulevard frontage, existing conditions such as setbacks, building size, limited open space and inadequate landscaping and design, location and layout of parking are challenges which must be overcome when redeveloping. Retro-fitting obsolete buildings, or buildings which do not meet current City codes, can be expensive and, when vacant, easy-to-develop sites are readily available elsewhere, it often is not cost-effective to rehabilitate an existing structure.

Existing buildings often do not meet current City codes in terms of setback, parking or lot coverage, and the Zoning Board of Appeals often is perceived as a major bureaucratic hurdle which must be overcome prior to beginning a project. Also, depending upon the history of uses, environmental contamination might have to be mitigated. Redevelopment is further complicated when it becomes necessary to assemble several smaller parcels to achieve a parcel large enough for development.

IV. Streetscape Improvement Plan

The Stadium Boulevard Commercial Corridor is an integral part of the West Area, providing convenient goods and services for residents. The previous section identified specific actions that, when implemented, can improve the business climate and further the corridor as an important local and regional commercial destination. These actions primarily deal with programs, management techniques or policies that will facilitate economic vitality, rather than bricks and mortar improvements. The Streetscape Improvement Plan is intended to conceptualize the physical changes recommended to create a cohesive, aesthetically pleasing shopping environment that will invite increased activity.

Description of the Commercial Corridor

The Stadium/Maple Commercial Corridor is bounded by Pauline Boulevard on the south and Dexter Avenue on the north and includes Jackson Road west to Wagner Road and Jackson Road east to Burwood, Liberty from Burwood to Maple; and Jackson from Burwood to I-94. Map 3 shows the commercial corridor boundaries. The corridor consists of several types of building groupings and land uses, although commercial uses predominate, making up 77 percent of the land area. Office encompasses about 10 percent of the land area and light industrial covers 2 percent. Vacant or residential uses comprise the remaining 11 percent.

Beginning at the east end of the corridor at Stadium and Pauline Boulevards, strip centers and free-standing structures alternate with parking lots northward to Jackson Road. Two major shopping centers, Westgate and Maple Village, are located at the Jackson/Stadium intersection. Both of these centers have "L" shaped main complexes with free-standing independent businesses located in the parking areas. Westgate was refurbished in the late 1980s and now has a coordinated, consistent appearance. Maple Village's appearance remains virtually unchanged since its construction in the 1970s.

A prominent feature on the north end of the corridor is Veterans Memorial Park, located on the east side of Maple Road between Jackson and Dexter Avenue. It provides an open expanse of lawn, along with many trees, open space and attractive, long-range vistas to the north. The Maple/Dexter intersection, which serves as the northern boundary of the commercial corridor, is a "four-corners" commercial group consisting of architecturally undistinguished commercial and retail structures. Several parcels east of Maple Road on the north side of Dexter Avenue are still in Scio Township and are not subject to the City's building and zoning codes. The Maple Medical Complex, located in the City in the northwest corner of this intersection, has a contemporary, residentially-scaled appearance that blends well with the adjacent neighborhood to the west.

The architectural quality of the buildings in this corridor ranges from good to poor, with few unbroken expanses of either, and the character varies extensively. There are no historic buildings that merit consideration, and the vast majority are typical 1950s, '60s and '70s strip commercial buildings that have gone through numerous renovations and/or sign changes over the years as competition for the motorist's eye has intensified. Most of the buildings are constructed of concrete block or brick, with aluminum and glass, and little thought appears to have been paid to attracting attention through means other than signage. Signs of varying sizes and types, including business identification and entrance/exit signs used to mark the numerous curb cuts, contribute to visual confusion. Wide variation in building setbacks and parking lot locations also provide the motorist, unfamiliar with the area, with false clues and misdirection. There are few or no pedestrian improvements along the corridor. Unbroken expanses of surface parking mar the streetscape, above-ground utilities and overhead lights compete with businesses for the consumer's attention, and there has been little coordination of the design, location and planning of various public and private improvements.

Most of the businesses in the corridor are doing well and vacancies are few, but it is a fragile success which could be reversed at any time. There is tremendous regional competition for the consumer's dollar and construction is booming in adjacent Scio Township. To remain a prosperous shopping district, the commercial corridor must improve both regional and local accessibility, provide a balanced mix of desired goods and services, create an attractive, inviting physical environment in which to shop, and provide adequate infrastructure so that the business community can continue to grow and compete in the regional marketplace.

Description of Commercial Corridor Planning Districts

The commercial corridor as a whole becomes almost too big, too long and too busy for its problems to be effectively addressed. When examined closely, however, certain areas clearly can be distinguished from others and lend themselves well to focused planning efforts. The advantage to isolating certain segments of the corridor into manageable planning areas is that improvements to these areas will become more visible and their impact more pronounced, logical subareas can be created by using design techniques, the function of the corridor can be better defined, and the subareas can serve as focal points which provide a cohesiveness for the corridor.

Pauline/Stadium Neighborhood Shopping District - There is a ready market for goods and services in the single-family neighborhoods on the east side of Stadium Boulevard and in the many multiple-family apartment complexes on the west side of Stadium Boulevard. The area which best meets the needs of a local or neighborhood population is located at the south end of the commercial corridor. The Pauline/Stadium Neighborhood Shopping District is bounded by Alhambra on the south, and the Arbordale/Federal intersection on the north, and includes all office uses in the southwest corner of Pauline and Stadium Boulevards. Stadium Boulevard, from Pauline to Arbordale, is considered a neighborhood commercial district. Map 4 reveals the boundaries of this district, as well as recommendations for improvements.

The purpose of a neighborhood, or local, business district is to serve the needs of the surrounding residential neighborhood, providing goods that are needed on a day-to-day basis. The bank, hardware store, dry cleaners, and party store are examples of neighborhood business uses found in this subarea. The free-standing buildings located on smaller lots typical of the area are oriented more to the neighborhoods than are the larger scale uses, such as automobile dealerships or shopping centers to the north. Although people who are passing through the area frequent these businesses, they cater primarily to people living in the surrounding neighborhoods.

It is important to enhance the existing locational relationship between the commercial and residential uses and to make it easier for nearby residents to shop in this area. To remain a viable, local convenience center for adjacent residents, businesses along the corridor must be easily accessible to the nearby residents, whether they travel by foot, bicycle or car; the area must be attractive and inviting; and businesses must offer goods and services desired by the consumer. Improvements undertaken in the neighborhood shopping district should be of a pedestrian scale, closely spaced and substantial.

The following physical improvements are recommended for this subarea.

1. Undertake improvements at the subarea entrances (Pauline/Stadium and Arbordale/Federal), including signage identifying entry into the shopping area, landscaping and installation of pedestrian-scale light fixtures. Also, provide benches or shelters at all, or major, AATA bus stops in the subarea, coordinating with streetscape improvements when possible.
2. Create a visual link between the subarea entryways at Pauline/Stadium and Arbordale/Stadium to connect the shopping area. Install complementary design fixtures that integrate the shopping district, including pedestrian-scale lighting, street trees and realignment of sidewalks to provide better access to businesses and improved safety for pedestrians and cyclists. The purpose of these improvements should enhance the relationship between the local shopping area and the adjacent residents who are served. Trees and lighting should be closely spaced to provide a strong visual impact.
3. Extend streetscape improvements onto Pauline Boulevard and Arbordale several hundred feet southeast of Stadium Boulevard and onto Pauline Boulevard west of Stadium Boulevard to cue

the arrival at the edge of the commercial corridor. These improvements to visually connect the residential area with the commercial district should not be as extensive as those found along the corridor, but should be similar in design.

4. Create a clearly defined path system from the multiple-family uses on the west side of Stadium Boulevard in the Pauline/Maple area to connect with the commercial corridor. Provide well lit paths in populated areas and install pedestrian-scale light fixtures to provide a visual connection and clear association with the corridor. The paths should be eight to ten feet wide to allow pedestrians and cyclists to share.

5. Install brick pavers or other easily identifiable improvements at the crosswalks at the Federal/Stadium intersection and across Stadium at Pauline Boulevard to emphasize these intersections as preferred crossing points for pedestrians and cyclists. This treatment will alert drivers that they are approaching a pedestrian area and will attract pedestrians to cross at a safe location.

6. Where possible, relocate sidewalks away from Stadium Boulevard and closer to the businesses to move pedestrians and cyclists away from Stadium Boulevard. This will create a safer shopping environment and will encourage browsing and impulse purchases. Pedestrian lighting, benches and planters should be installed adjacent to the paths to further invite pedestrian activity. It will not be possible in all cases to relocate sidewalks closer to businesses because many structures are located too close to Stadium and could not accommodate a new sidewalk without hardship. In these instances the sidewalk width should be widened as much as possible to expand the pedestrian space.

7. Explore the one-way system at Arbordale and Stadium Boulevard to determine its continued necessity in light of the relocation of McDonalds restaurant and its replacement with a jewelry store, a less intense commercial use.

8. Install pedestrian signals at all intersections in this subarea and bury overhead wires.

9. Install trees and pedestrian-scale lighting on Pauline from Stadium to Maple. These improvements should be spaced farther apart than those on Stadium Boulevard.

Liberty/Stadium General Commercial District - Continuing north on Stadium Boulevard, the commercial corridor takes on a different character than the neighborhood district just discussed, and it serves a much wider customer base. Located along the principal spine of Stadium Boulevard, beginning at the Arbordale/Stadium intersection and extending to Jackson Road on the north, the Liberty/Stadium General Commercial District includes the commercial uses located on Liberty Street west of Stadium Boulevard as well as commercial uses between Liberty and Winewood Streets on the east side of South Maple Road. Map 5 reveals the district boundaries and identifies recommended improvements. Uses on the west side of South Maple Road south of Winewood Street are recommended for office/research/ light industrial use and are not included in the commercial corridor.

This commercial district serves local neighborhood residents as well as a wider, regional population. There are many auto-related uses in this district, including two auto dealerships and numerous automobile repair, fast lubrication, transmission, and tire facilities. Whether this concentration is by luck or by design, an auto-related niche exists in this portion of the commercial corridor that could be built upon. Restaurants are another significant use along this part of the corridor, especially fast food restaurants. There also are several sit-down restaurants. General retail and service businesses balance the commercial mix.

All businesses in this district consist of free-standing buildings which provide on-site parking, with the exception of one small strip center with three store fronts located on Stadium Boulevard between Abbott, Jackson and the Boulevard Plaza shopping center, where Farmer Jack previously

was located. Those businesses that have developed in recent years generally provide adequate landscaping and parking, while the older businesses are often deficient in this regard. Many buildings in this subarea have minimum setbacks from Stadium Boulevard and curb cuts, at least one for each business, are located precariously close to one another. While the vacancy rate along the boulevard generally is low, the underutilized Boulevard Plaza Shopping Center contributes to an increased and inaccurate perception of blight, disuse and high vacancy.

In addition, an office district has developed behind the businesses which front on the east side of Stadium Boulevard along Collingwood and continues over to Jackson Road. The office district does not include the corner parcels, which remain commercial. Office buildings located in this district serve as an excellent buffer between the commercial uses on Stadium Boulevard and the residential uses to the east of the offices. While a transition between the uses may be desirable, it is important to ensure that pedestrian access is created between the neighborhood and the commercial area.

Given the large number of constraints this district—its linear nature, the varied and intense commercial uses, the proximity of so many structures to Stadium Boulevard, and the cluttered and inconsistent physical development patterns—the creation of a comprehensive, cohesive shopping district is especially challenging. As a result, physical improvements should be grouped to create an impact, rather than placed evenly along the corridor where they would be lost among the competing images.

The following physical improvements should be undertaken to enhance this subarea, and they are displayed graphically on Map 5:

1. Where possible, relocate and widen sidewalks away from Stadium Boulevard and closer to the businesses to move pedestrians and cyclists away from Stadium Boulevard. Install pedestrian-scale lighting adjacent to sidewalks along Stadium Boulevard, although spaced further apart than in the pedestrian-oriented Pauline/Stadium Neighborhood District.
2. Install brick pavers or other easily identifiable improvement at crosswalks at the Liberty/Stadium intersection to emphasize this intersection as a preferred crossing for pedestrians and cyclists.
3. If a traffic signal is installed at Winewood Street, install brick pavers or other easily identifiable improvement at the crosswalk to emphasize the intersection as a preferred crossing point for pedestrians and cyclists.
4. Install groupings of trees and landscaping at strategically located sites. These can be incorporated with business identification signs and other streetscape improvements, including bus stops.
5. Correct the Maple/Stadium intersection to accommodate increased commercial uses on South Maple Road, to improve access to Westgate, and to improve overall safety. Possible solutions include alignment of Maple Road with Shelby; closing Maple Road to through traffic, or creating a cul-de-sac; removing the Maple Road entrance to Westgate and realigning the Stadium/Maple intersection.
6. Create a stronger relationship between businesses on the east side of Stadium Boulevard and the residential neighborhoods to the east.
7. Where possible, during site plan review, create pedestrian and bicycle access from the rear of businesses fronting Stadium Boulevard, as well as Abbott and Shelby.
8. Install pedestrian activated traffic control devices at all intersections in this subarea and remove overhead wires.
9. Clearly delineate on the pavement in front of the U.S. Post Office where traffic should stop to allow access to and from the U.S. Post Office.

The Shopping Center District - Westgate and Maple Village shopping centers are the central focus of the Shopping Center District. These centers draw from a wide area, serving both regional and local customers. Westgate seems particularly oriented to users who, once parked, can easily visit several businesses. The library, pharmacy, pet store and clothing establishments at Westgate are reminiscent of businesses found in traditional downtowns. While the scale and massing of the "L" shaped structures are significant, most businesses are visible from any vantage point and visitors will normally park only one time. The shopping centers are surrounded by ample and convenient parking and, although the parking lots can be crowded, and traffic conditions at Jackson and Maple Roads congested, the goods and services offered and the ability to conduct one stop shopping outweigh these negative factors.

Maple Village has not been as successful as Westgate and faces additional challenges. Specifically, its location is isolated from other commercial uses by Veterans Memorial Park to the east, and by a lack of access onto Jackson Road. Since access onto Jackson Road would create safety and circulation problems, other means to better integrate the shopping center with other commercial uses are necessary.

Included in this subarea are the free-standing businesses located within the Maple Village shopping center, as well as those businesses located on Jackson Road between Maple Road and the I-94 overpass. The businesses along Jackson Road at this location mark the entry into the commercial corridor from Scio Township, or from the expressway, and are connected visibly, if not physically, with the shopping centers.

In addition, this district includes those existing and future commercial uses south of the Westgate Shopping Center on the east side of Maple Road south to Winewood Street, and on the west side of Maple Road south to the Ameritech site. The area south of Ameritech to Liberty Street and west to I-94 is recommended for research and office uses and is not recommended for commercial development. The businesses along South Maple Road tend toward service rather than retail, and development has occurred in a rather disjointed fashion. Because of the triangular shape formed by Liberty Street, Stadium Boulevard and South Maple Road, parcels are odd shaped, businesses are located close to the street, lawn extensions are often absent and building design is utilitarian.

The shopping center district culminates at the Dexter/North Maple intersection. This small "four corners" commercial intersection is a mix of uses, from the lush, treed open space of Veterans Memorial Park in the southeast corner, and the Maple Medical Complex, which anchors the northwest corner of the intersection, to the northeast and southwest corners, which contain undistinguished retail and service structures. Generally, the total impact of the intersection is ambiguous and lacks an inviting character.

The Jackson/Maple intersection is the nucleus of not only the shopping center district, but also the entire commercial corridor. This also is the most congested intersection along the commercial corridor, being a central point of entry into the City. The I-94 interchange feeds vehicles easterly through this intersection to downtown, and Scio Township residents who enter the City often use this route. Of course, Westgate Shopping Center also is a major destination for travelers. However, once one moves away from this intersection, a clear decrease in traffic intensity occurs. Also, since the shopping centers and other commercial uses in this subarea are not immediately adjacent to residential uses, like the neighborhood commercial districts to the south, this market has a larger draw than a local business center, although it certainly is used by many residents who live nearby.

The following improvements are recommended and are graphically displayed on Map 6:

1. Integrate the vacant parcel, located on the north side of Jackson Road between the Shell gas station and the Standard Federal Bank, into the streetscape. This site is strategically located for installation of a "welcome to Ann Arbor" sign, or "welcome to the West Stadium Business District" sign, as well as for landscaping treatments. Since the site is privately owned, it may be possible to landscape the site on a temporary basis until development occurs.

2. Design and install a sculpture, fountain, monument or other landmark at the northeast corner of Jackson and Maple Roads at Veterans Memorial Park.
3. Install a general locational sign at the Jackson/Maple intersection indicating direction to the Stadium Boulevard Commercial Corridor, the central business district, Veterans Memorial Park and other key areas.
4. Continue the theme of pedestrian lighting and landscape improvements established in the Liberty/Stadium commercial strip, but space the improvements farther apart in bolder or larger scale clusters, since the area is not as oriented to the pedestrian. The improvements should be installed on Stadium Boulevard from Jackson to Dexter Avenue; on Jackson from Maple Road to the I-94 overpass; and on Jackson from Maple Road to the east edge of Veterans Memorial Park and the edge of the commercial uses on the south side of Jackson Road; and on Dexter Avenue from Maple Road to Knight's Restaurant on both sides of the street.
5. Encourage the installation of interior landscaping islands in the Maple Village Shopping Center.
6. Install pedestrian signals at all intersections in the subarea and bury overhead wires.
7. Consider acquisition of the parcel at the southeast corner of Jackson and Maples Roads (muffler shop) by the business association to improve the general appearance of this key intersection. Explore use of this site as a visitors center.
8. Install landscaping and City identification signage in the median on Jackson Road just east of Wagner Road.
9. Create a pedestrian connection between Westgate and Maple Village by using crosswalks, pedestrian scale lighting, landscape plantings.
10. Encourage pedestrian crossing at the traffic signal between Dexter and Jackson on North Maple. Users of Veterans Memorial Park should be channeled to this light.
11. Continue streetscape improvements along Jackson Road under the I-94 overpass to encourage pedestrian access from the neighborhoods west of the freeway.

Description of Commercial Corridor Revitalization/ Development Sites

Although the commercial corridor generally is healthy from an economic standpoint, there are several existing developments in need of attention that are either underutilized, faltering or simply in need of extensive rehabilitation to improve their image and viability. The following text outlines the problems and potentials associated with each site.

Boulevard Plaza Shopping Center - Once a thriving commercial shopping center, the Boulevard Plaza strip has become underutilized since the Farmer Jack grocery store ceased operations at this location in the early 1990s. The secondary building at the rear of the site recently replaced the pharmacy that closed with a youth activity center, and the Secretary of State also occupies the building. While a number of smaller retail businesses remain, portions of the center stand largely vacant.

Problems associated with the site include that the main building is oriented to its parking lot on the south, rather than toward Stadium Boulevard, the expansive parking lot provides no relief via landscape islands or other plant material, parking lot layout is awkward, the facade is dated and in need of upgrading, the site has inadequate stormwater detention facilities, and there are safety

concerns. The vacancy rate in the commercial corridor is very low, but at Boulevard Plaza it is 87 percent.

Despite the many problems associated with the site, redevelopment potential exists. The buildings are sound, there is plenty of parking and its location on Stadium Boulevard, with a high number of vehicular trips per hour, should benefit any retail establishment.

There are efforts that could be undertaken to turn around this troubled property and it is recommended that various actions be pursued. These include exploration of public or quasi-public uses, rather than commercial/retail uses; recognition of the importance of automobile related uses in the general vicinity, including dealerships across Stadium Boulevard and many auto service establishments, and recruitment of another automobile dealer for this site; incorporation of the abandoned gas station into this site to expand the size of the site and square it off; and recruitment of other appropriate retail uses that will complement businesses already located in the Liberty/Stadium district.

If redevelopment of this site occurs, circulation alternatives which incorporate the U.S. Post Office and the abandoned gas station should be considered. The U.S. Post Office and shopping center could effectively interface with one another and reduce the circulation challenges faced by the land-short U.S. Post Office.

Northeast Corner of Maple and Dexter - While the mixed commercial uses in the northeast corner of the Maple/Dexter intersection provide commercial and retail services, the sites are overbuilt and lack amenities. Specifically, parking is limited and, when present, is located within the front setback and not buffered from the street; parking lots are generally not paved; general landscaping and planting material is lacking; lawn extensions generally are gravel and, where grass is found, it is overgrown and ill-kept; and there is no relationship or interface between businesses.

Any improvement to this cluster of businesses should include paving parking areas, creating a lawn extension on Dexter Avenue, improving facades, improving the circulation system, removing car storage and parking from the required front yard and adding landscaping to soften the impact of the cinder block buildings. Businesses should be encouraged to cooperate on access and parking to create a more uniform district.

Commercial uses remain appropriate at this corner, and should be developed at C3 standards. Knight's Restaurant anchors this small commercial area on the east. It is recommended that the commercial district not be permitted to grow any farther to the east due to the residential development.

Westland Furniture - Located on the west side of South Maple Road at Winewood Street, this 7.2-acre site contains the former Westland Furniture store. The building now is shared by Mega Mart, a discount furniture store, and an antiques emporium. These businesses are housed in a portion of the 80,000-square foot building. The building was constructed in an incremental fashion, one section at a time, creating an extremely large, but obsolete, structure. Located in Scio Township, the northern portion of the site is being considered for purchase by Kroger to relocate its Westgate store. If Kroger purchases the northern half of the site, the existing structure will be rendered nonconforming in many ways: setbacks, bulk, parking, landscaping, stormwater detention and others.

Commercial uses are considered appropriate for this site. However, demolition of the existing building, replacing it with a new structure which meets City zoning, parking and landscape requirements, is preferred. Circulation and access improvements should be considered, such as extending Winewood into the sites on the west side of South Maple to create secondary access for the office, research or light industrial uses projected south of this site.

Ramada Inn - Jackson Road at I-94 developed many years ago as an important

hotel corridor, in response to its proximity to the highway interchange. However, State Street near Briarwood experienced tremendous growth in hotel construction during the 1980s and now is the center for hotel activity in the City. The hotel district on Jackson Road has suffered because of this competition. Weber's Inn, Holiday Inn and the Michigan Inn were the original hotels. The Michigan Inn was sold in the 1980s and became the Ramada Inn, which in turn failed and now is vacant. Holiday Inn recently declared bankruptcy and now is the Clarendon Inn. Weber's Inn remains an Ann Arbor institution. While the hotel industry along the corridor appears to have stabilized, the Ramada Inn's vacancy is a problem.

Located on the north side of Jackson Road, at the I-94 interchange, the abandoned Ramada Inn is situated on a 4.4-acre parcel. The vacated hotel sits amidst other commercial uses, including a muffler shop and a small shopping center which houses a laundromat and other businesses. Although the site is considered appropriate for continued hotel use, general commercial use would be an alternative recommendation. If more intense commercial uses locate at this site, it may be necessary to conduct improvements that address traffic and circulation issues.

In addition, the reuse of the Ramada Inn structure as housing also should be considered since the site is convenient to shopping and located on a bus line.

V. Commercial Corridor Goals, Objectives & Actions

Once problem statements were identified, they served as a springboard for the development of goals, objectives and actions. After careful study and consideration, the following statements were agreed upon as a course of action to improve the Stadium Boulevard Commercial Corridor.

Goal A - To maintain, promote and enhance the commercial corridor, for both business owners and consumers, as the commercial center for western Ann Arbor and a major shopping destination for the greater Ann Arbor area.

Objective 1: To promote economic development that will be viewed in a positive manner by business owners/operators, potential investors and residents.

Action Statements

- a) Develop a professional-quality community profile letter which gives information about the commercial corridor and the surrounding community. This could be used to introduce potential developers to the area and should list advantages of corridor locations.
- b) Institute a City land acquisition program where small, disjointed or odd-shaped parcels are assembled to create larger parcels that are more desirable for private investment and development.
- c) Analyze the creation of a Shopping Center District (by Act 120, Public Acts of Michigan, 1961, as amended; MCLA 125.981; MSA 5.3433(1)) in the Stadium Boulevard Commercial Corridor. The purpose of this district would be to levy assessments on property that can be used to cover the costs of improvement and maintenance programs. Such a program would benefit the business owners and operators along the commercial corridor.

Objective B: To encourage greater involvement in the improvement of the commercial corridor by persuading local agencies and associations to participate.

Action Statements:

- a) Assist the West Stadium Area Business Association with expanding its focus and realm of responsibility.
- b) Work with the Washtenaw Development Council to develop a business development and retention program. The effort should focus on aggressive, sophisticated and on-going recruitment and retention.

- c) Encourage the Ann Arbor Area Chamber of Commerce to work more closely with commercial corridor businesses.
- d) Hire a coordinator to oversee commercial corridor redevelopment activities.

Objective C: To adequately serve local neighborhood markets with desired goods and services.

Action Statements

- a) Conduct a business mix/compatibility study which inventories existing businesses to determine commercial voids and determines appropriate, complementary businesses for the commercial corridor.
- b) Create small, retail nodes that are easily accessible and share a common drive and parking to promote one stop shopping.

Objective D: To attract regional consumers to the commercial corridor for specialty or destination goods and services.

Action Statements

- a) Coordinate regional planning activities with surrounding townships and Washtenaw County to prevent saturation of commercial uses in the regional market.
- b) Actively market the Stadium Boulevard Commercial Corridor as a cohesive business center.
- c) Create a regional niche for automobile related goods and services, and explore other logical niches that could be created or enhanced.

Objective E: To provide tools and financial incentives that will encourage investment into both existing businesses and vacant property/sites.

Action Statements

- a) Establish a revolving loan fund to provide low interest incentives to encourage businesses to accomplish improvements.
- b) Investigate the potential to utilize grant funds to improve safety and aesthetics along the commercial corridor.
- c) Create a business incubator to foster the development of new, start-up businesses.

Goal B: To rehabilitate existing structures and to redevelop obsolete sites in a manner which best contributes to the improved economic condition of the commercial corridor.

Objective 1: To encourage private investment in the conservation, reuse and improvement of existing buildings, as well as new commercial development.

Action Statements:

- a) Review and analyze the Zoning Ordinance to determine if there are barriers that discourage redevelopment of existing buildings.
- b) Use infrastructure improvements as an incentive to attract investment in existing buildings and redevelopment sites. Develop a promotional brochure exhibiting the size, location and age of existing utilities, identifying proposed improvements, and detailing the money to be saved by developing where infrastructure is in place.

Objective 2: To reduce vacancies and redevelop sites containing obsolete buildings or facilities which present an appearance of economic decline.

Action Statements:

- a) Actively target and pursue investors/developers for vacant sites.
- b) Advertise the availability of sites to prospective developers and investors.
- c) Determine the necessary steps to mitigate environmental contamination of sites prior to investment inquiries.

Objective 3: To encourage infill development on vacant and underutilized land.

a) Conduct an inventory of available sites and their amenities to be made available to any potential investors.

Goal C - To improve the commercial corridor's accessibility to the region and to facilitate unencumbered travel into and around the corridor, the neighborhood and the region.

Objective 1: To provide convenient accessibility for both consumers and travelers along the corridor.

Action Statements:

- a) Eliminate curb cuts where possible and encourage driveway sharing/ consolidation to reduce the number of turning opportunities, thereby increasing safety and reducing driver confusion and traffic congestion.
- b) Clearly define drive openings by reducing excessive width and by delineating the openings with signs, landscaping, walls or curbing.
- c) Require low walls between parking lots and public right-of-way rather than five to ten feet of buffer plantings. Plant trees between the wall and the sidewalk to protect trees from parked cars and to facilitate snow removal.
- d) Reconfigure driveways to require one lane entrances and two lane exits.
- e) When Stadium Boulevard is repaved, take the opportunity to reroute sidewalks, bring affected signs into conformance, remove or consolidate driveways, and plant street trees.

Objective 2: To provide a street system in the Stadium/Maple/Jackson area that is able to accommodate additional office, commercial and industrial growth.

Action Statement:

- a) Conduct a traffic impact study of the Maple/Stadium and Maple/Jackson intersections and undertake corresponding improvements to ensure that new development along Maple Road south of Stadium Boulevard can be safely accommodated, and to increase safety and access to existing businesses.

Objective 3: To encourage the development and maintenance of alternative transportation modes such as pedestrian, bicycle and public transit, to relieve congestion and pollution.

Action Statements:

- a) Explore the use of a tram, coordinated by the AATA, to shuttle customers from one end of the commercial corridor to the other.
- b) Work with AATA to ensure that the commercial corridor is adequately served with access within the corridor, as well as from outside the area.
- c) Install pedestrian activated lights at crosswalks to ensure safety and encourage pedestrian activity.
- d) Encourage the installation of bike parking facilities where deficient.
- e) Install benches at all AATA bus stops. Publicize AATA's bench program. AATA will provide a bench when requested if the adjacent property owner assumes responsibility for snow and trash removal.

Objective 4: To facilitate safe and efficient pedestrian and bicycle access from neighborhoods to the commercial corridor and within and around the corridor.

Action Statements:

- a) Create an "official" walkway system from the apartments in the Pauline/Maple/ Stadium area to the commercial district.
- b) Provide pedestrian and bicycle access from single-family neighborhoods to commercial areas via a

walkway system that connects these areas to the commercial corridor businesses.

c) Undertake intersection improvements at Arbordale/Federal/Stadium and Pauline/Stadium to encourage safe pedestrian and bicycle use. Improvements could include the installation of brick pavers, or other identifying features to identify these intersections as appropriate for pedestrian crossing, or the installation of pedestrian signals.

d) Relocate and redesign existing sidewalks to move them away from the high speed traffic along Stadium Boulevard and closer to the businesses. Increase the sidewalk width from five feet to eight to ten feet and buffer the sidewalk from the street by providing a consistent lawn extension, or separation of some other kind, between the sidewalk and the street.

Objective 5: To protect residential neighborhoods from automobile and truck through-traffic.

Action Statement:

a) Prohibit vehicular access from commercial establishments onto residential streets by prohibiting access into neighborhoods from businesses.

Objective 6: To improve the ability of the circulation system to address competing traffic interests.

Action Statements:

a) Capitalize on existing traffic volume and make traffic flow an asset to the district by capturing through-traffic to impulse shop.

b) Explore the use of marginal access drives to reduce conflicts between through-traffic and local traffic.

c) Through site plan review, encourage the use of rear or side access drives to connect parking lots and minimize the need to re-enter Stadium Boulevard for each retail destination. Also, install sidewalks between businesses to encourage one-stop shopping.

d) Consider the establishment of an informational/directional signage program which identifies blocks or groups of related businesses. These signs would be located close to the ground and be at a right angle to the street. These signs would not replace business signs, but would be directed at drivers to allow rapid recognition of business locations and to increase safety.

e) Construct off-street "pull-offs" for buses to reduce traffic congestion.

Goal D - To achieve a commercial corridor that is a physically attractive, cohesive shopping district, with a unified visual impact that conveys a sense of place and provides a positive impression.

Objective 1 To create a business environment that is uniquely identifiable.

Action Statements

a) Conduct a design charette involving business operators, residents, elected officials, local design professionals and others to identify issues and develop alternative solutions to create a vision for the specific design of aesthetic improvements along the commercial corridor.

b) Initiate a banner program to visually cue the existence of the corridor.

c) Organize a series of seasonal promotional campaigns including the use of a district promotions "logo," the use of coordinated signage and the institution of special hours during special promotions.

d) Recognize exemplary performance of business operators by initiating an awards program. Awards could be given for physical improvements, promotional ideas, community service.

e) Emphasize the relationship of the commercial corridor with the University of Michigan Stadium by using maize and blue signage, incorporating a visual image of the football stadium on street signs/ banners, or through other means.

Objective 2: To maintain a distinct business mix and range of activities that attract both local and regional customers.

Action Statements:

- a) Conduct a market area analysis to identify the corridor's primary market segments and develop a strategy for maximizing the area's commercial potential. The market analysis should identify current and potential customers for commercial corridor businesses.
- b) Establish programs to encourage and support small, local business development, such as training seminars, business enhancement sessions or other business support services to assist business operators in the corridor with bookkeeping, taxes, employee training, window display, advertising layout, and facade and signage design.
- c) Create a joint promotional program to coordinate retail advertising and promotions among Stadium Boulevard businesses.
- d) Create a slogan/theme for the Stadium Boulevard Commercial Corridor. Encourage customer participation by offering a prize package that includes goods or services from corridor businesses as an incentive to enter ideas.
- e) Promote the corridor's convenient location and variety of businesses.
- f) Through the West Stadium Area Business Association, organize family-oriented festivals, fairs or other activities.

Objective 3: To improve the physical appearance of the commercial corridor.**Action Statements:**

- a) Undertake streetscape improvements at strategic intersections to provide visual continuity and to make the corridor easily identifiable. The improvements should include landscaping, pedestrian and street lighting, street furniture and signage. When able, such improvements should correspond with AATA bus stops. Benches/bus shelters should be incorporated into the design. See the commercial corridor Streetscape Improvement Plan for details.
- b) Develop a program for storefront improvements which includes design guidelines to create an image of continuity along the corridor.
- c) Develop a comprehensive sign overlay district which requires the installation of compatible, harmonious and appropriate signage.
- d) Improve the appearance of parking lots by installing landscaping, constructing buffer walls and reducing the width of driveways that exceed maximum City Code requirements. When required parking would not be reduced, remove parking from required front yards.
- e) Where possible, plant double rows or larger groups of trees.
- f) Provide compatible Edison street light fixtures along the corridor. Remove older fixtures and replace with identical fixtures along the commercial corridor.

Chapter Ten



SITE SPECIFIC LAND USE RECOMMENDATIONS

Northeast Area

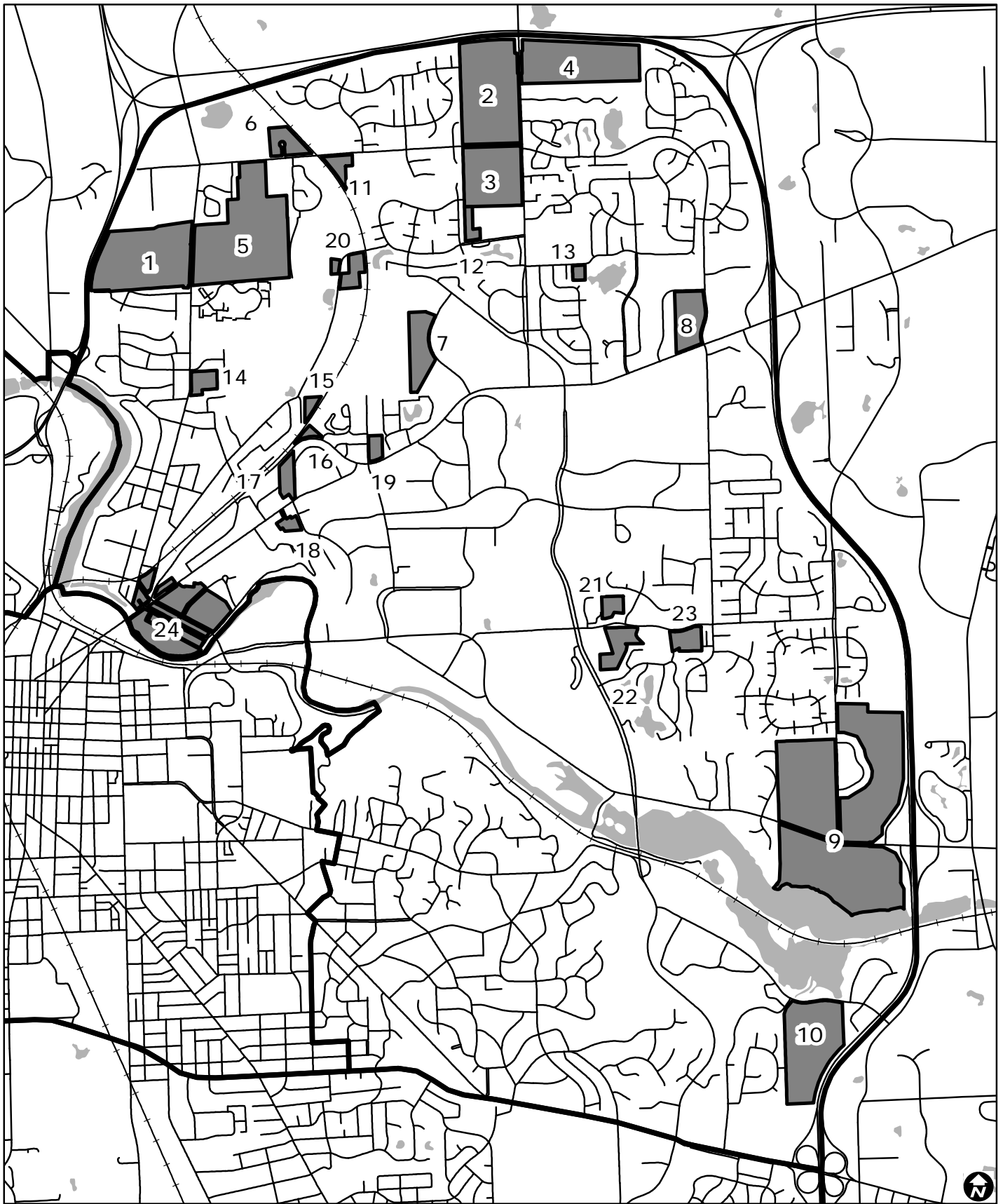
The sites in the Northeast Area selected for site specific recommendations were identified as substantial in size and either vacant or underutilized. The density recommendations are based on gross density, which is the full parcel size, minus right-of-way. The following is a list of the 27 sites with specific land use recommendations.

Site 1 - This 63-acre site is located on the west side Pontiac Trail, east of M-14 and north of the Huron Highlands sub-division. It consists of eight parcels. The site has historically been used as farmland, although recently, farm operations have ceased. Large landmark trees are located in the southwest and western portion of the site. Pioneer vegetation has established itself in absence of farm activity on much of the remaining site. Although the western portion of the site slopes down toward M-14, the site is generally flat. A woodland area is located on the southwest portion of the site. A historically significant house exists near the southeast corner of the site. A site plan was approved in 2005 for the northern portion of this site.

Residential uses are recommended for the site at a gross density (minus right-of-way) of 7 to 10 dwelling units per acre. A mixture of housing types is encouraged, including single-family detached homes, duplexes, attached townhouses, and multiple-family (stacked units). Future development should incorporate community design techniques (described in Chapter 6) that support the goals and objectives of this Plan.

Development should be sited away from significant natural features in the west and southwest portions of the site, which include landmark trees, high quality woodlands and slopes. The historically significant house near the southeast corner of the site should be preserved and incorporated in any future development proposal. A neighborhood park should be provided as described in the 2006-2011 Parks & Recreation Open Space Plan and located in an area that allows convenient access for future residents of this site and residents of the Huron Highlands neighborhood to the south. A vehicular and pedestrian connection should be provided to the existing stub street on Skydale Drive to provide access to off-site parks and to allow residents to the south access to any parkland on the site.

Site Specific Land Use Recommendations (Northeast Area)



Map Legend	
	Northeast Area Sites
	Planning Areas
	Railroads
	City Streets
	Lakes and Ponds

0 1,125 2,250 4,500 Feet



Maps available online:
<http://gisweb.ewashnetaw.org/website/mapwashnetaw/>

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Consideration should be made to minimize visual impacts of proposed development. Landscaping should be provided between development on this site and the M-14/US 23 freeway to help soften the visual impacts of the freeway for future residents and to maintain a greenbelt image of this area from the freeway. Additional landscaping also should be provided in front of this site along Pontiac Trail to help preserve the existing natural image along this roadway. Landscaping should also be provided along the side property lines to help soften the visual impact to adjacent sites. Providing a public sidewalk along Pontiac Trail will be required as part of any development proposal. Additional public right-of-way may be requested along Pontiac Trail to accommodate this sidewalk. A maximum of two vehicular access points to this site should be provided from Pontiac Trail. If parcels are developed separately, they should be interconnected with a publicly accessible roadway and sidewalks.

Site 2 - This 67-acre site is bounded by M-14 to the north, Nixon Road to the east, Dhu Varren Road to the south, the Foxfire subdivision to the west. Various types of wetlands exist on the site. An extensive wooded area exists on the west side of the site. A tributary of Traver Creek flows through the site. Portions of the site have been recently farmed.

Residential uses are recommended for the site at a gross density (minus right-of-way) of 7 to 10 dwelling units per acre. A mixture of housing types is encouraged, including single-family detached homes, attached townhouses, multiple-family (stacked units) and assisted living facilities. Future development should incorporate community design techniques (described in Chapter 6) that support the goals and objectives of this Plan. The density calculation should be based on the future realignment of Dhu Varren Road to the south.

Although the previous Northeast Area Plan recommended office and research uses for this site with commercial uses on the corner of Nixon and Dhu Varren Roads, residential uses are now considered appropriate. Without direct freeway access at Nixon Road, office and research uses would result in greater peak period traffic impacts when compared to residential uses. Furthermore, residential uses on this site will improve the jobs/housing balance in the Northeast Area, as a significant amount of office and research uses continue to develop and expand along Plymouth and Green Roads. The community commercial center previously recommended for this site is now being recommended on Site 3, since that site is more central to the surrounding neighborhoods and fewer natural features likely would be impacted.

Development should be sited away from significant natural features on the site, including the high quality woodland on the west side of the site, the creek corridor and all high quality wetlands. The planned roadway connection to the west (Hickory Point Drive) no longer appears feasible due to natural features constraints. A pathway should be provided instead to allow a pedestrian connection to the Foxfire neighborhood to the west. A pedestrian path also should be provided along the creek corridor to provide a link between Foxfire East Park to the west and Nixon Road to the east, as described in the 2006-2011 Parks & Recreation Open Space Plan.

Consideration should be made to minimize visual impacts of proposed development. A landscape buffer should be provided along the M-14 freeway to screen future residents from the freeway and to maintain a greenbelt image from the freeway. Landscaping also should be provided along Nixon and Dhu Varren Roads to preserve the green edge along the roadway. Public pedestrian paths must be provided along both Nixon and Dhu Varren Roads as part of any development proposal. Additional public right-of-way may be requested along both Nixon and Dhu Varren Roads to accommodate these public sidewalk improvements. Access to the site should be provided from a single curb cut along Nixon and at least one but no more than two curb cuts along Dhu Varren Road. The relocation of the Dhu Varren/Nixon intersection should be considered as part of the design and density of this site (see Site 3).

Sites 2,3, and 4 have interconnected natural systems, are adjacent to one another and have land use recommendations that will likely result in neighborhoods being created. The sites should therefore

be planned in a manner that considers the interrelationship of natural systems, transportation systems and land use patterns.

Site 3 - This 40-acre site is bounded by Dhu Varren Road to the north, Nixon Road to the east, Logan Elementary School to the south and single-family homes to the west. The site consists of gently rolling farm fields, a hedgerow of trees, and high quality wetlands in the southwest corner and northeast section of the site. A tributary to Traver Creek begins in the west portion of the site and flows to the southeast.

Residential uses are recommended at a gross density (minus right-of-way) of 7 to 10 dwelling units per acre for the residential portion of this site (areas other than the village center). Single-family detached homes are recommended on the southern and central portions of the site. Such units could provide housing opportunities to families with children seeking closer proximity to schools, recreation and commercial services. A mixture of single-family homes, duplexes, townhouses and multiple-family (stacked units) uses are recommended for the northern portion of the site. The density calculation should be based on the realignment of Dhu Varren Road to the south.

Site 3 provides a unique opportunity to integrate a mixed-use neighborhood retail center into a newly developing neighborhood. A mixed-use neighborhood retail center of no more than 3 acres is recommended as an integral component of any residential development on this site. Neighborhood retail and neighborhood service uses should be located along Dhu Varren Road or Nixon Road and should be limited to those uses allowed in the C1 Zone (a business district designed solely to serve the needs of the surrounding residential neighborhood). The center should consist of a variety of neighborhood retail shops and could include small professional or medical offices. Residential units should be provided above retail or office uses. The number of residential units in the village center will be limited by the three-story height limitation and the parking requirement of at least one space per unit. Residential parking should be provided underneath the units instead of in surface parking lots. The retail uses should include multiple tenants; single tenant retail uses should not be allowed. On-street parking is encouraged within the village center. Off-street parking should be minimized and located in a manner that minimizes impacts to surrounding uses. Large surface lots should be discouraged. A Planned Unit Development (PUD) District is recommended for this site to ensure that the mixed uses center is well integrated with the surrounding neighborhood. The PUD standards would define performance and design criteria for the site. Such standards should incorporate community design techniques described in Chapter 6 of this Plan. Because of the potential for pedestrian access, a mixed-use neighborhood retail center could reduce the number of vehicular trips in the area and provide easily accessible services and job opportunities to area residents.

Development should be sited away from the wetland system in the southwest portion of the site. The land between the wetlands and the south property line would be suitable for recreational uses as described in the 2006-2011 Parks & Recreation Open Space Plan, since development opportunities are limited due to open space and building setback requirements. Paved pedestrian connections to Logan School and to the Placid Way stub street should be provided to allow access to the school and neighborhoods to the west since the planned road connection to Placid Way no longer appears feasible due to wetland constraints. The creek corridor in the west/central portion of the site should be preserved to enhance water quality and expand the open space linkage to Foxfire South Park. Future development of this site should include the realignment of Dhu Varren Road with Green Road, located east of Nixon Road. This will involve shifting Dhu Varren Road to the south to line up with Green Road at the Nixon Road intersection. This realignment will improve the safety of this intersection. Access to the site should be provided from Dhu Varren Road and Nixon Road. The internal street system should be designed to discourage cut-through traffic (vehicles attempting to avoid the Nixon/Dhu Varren intersection). Public sidewalks must be constructed along Dhu Varren and Nixon Roads as part of any development project. Additional public right-of-way may be requested along both Nixon and Dhu Varren Roads to accommodate the sidewalks and future intersection improvements.

Landscaping should be provided along Dhu Varren and Nixon Roads to preserve the green edge

along the road. Landscaping should also be provided along the west property line to provide a buffer between the properties west of the site.

Sites 2,3, and 4 have interconnected natural systems, are adjacent to one another and have land use recommendations that will likely result in neighborhoods being created. The sites should therefore be planned in a manner that considers the interrelationship of natural systems, transportation systems and land use patterns.

Site 4 - This 54-acre site is bounded by M-14 to the north, Nixon Road to the west, townhomes to the south and single-family homes to the east. A large wetland system exists on the eastern and central portion of the site. Wooded areas exist east of the wetland area. The western portion of the site consists primarily of farm fields and small wetlands.

Residential uses are recommended at a gross density (minus right-of-way) of 4 to 10 dwelling units per acre. A variety of housing types would be appropriate, including single-family detached homes, duplexes, attached townhouses, multiple-family (stacked units) and assisted living facilities. Future development should incorporate community design techniques (described in Chapter 6) that support the goals and objectives of this Plan.

Although the previous Northeast Area Plan recommended office and research uses for this site, residential uses are now considered appropriate. Without direct freeway access at Nixon Road, office and research uses would result in greater peak period traffic impacts when compared to residential uses. Furthermore, residential uses on this site will improve the jobs/housing balance in the Northeast Area, as a significant amount of office and research uses continue to develop and expand along Plymouth and Green Roads.

Development should generally be concentrated on the west side of the site and away from the large wetland system and the woodland area that contains small, scattered wetlands located east of the wetland system. The wetland and areas east of the wetland are appropriate for recreational uses. The small area south of the large wetland is appropriate for limited residential development, which should be accessed through the Barclay Park site to avoid impacting the wetland. A pedestrian path should be provided around the large wetland and link to Oakwoods Nature Area to the southeast. A public pedestrian connection also should be provided from the large wetland to Nixon Road as described in the 2006-2011 Parks & Recreation Open Space Plan.

A public sidewalk along Nixon Road will be required as part of any development proposal. Additional public right-of-way may be requested along Nixon Road to accommodate this public sidewalk.

Landscaping should be provided along Nixon Road to preserve the green edge along the road. Landscaping also should be provided along M-14 to screen future residents from the freeway and maintain a greenbelt image from the freeway and along the south side where units from Barclay Park front the site.

Sites 2,3, and 4 have interconnected natural systems, are adjacent to one another and have land use recommendations that will likely result in neighborhoods being created. The sites should therefore be planned in a manner that considers the interrelationship of natural systems, transportation systems and land use patterns.

Site 5 - This 93-acre area includes seven parcels along Pontiac Trail and four along Dhu Varren Road. The parcels include single-family homes, small industrial facilities, vacant land and an abandoned landfill. The largest parcel is 59 acres and contains the abandoned landfill. The vacant portions consist primarily of fields, wooded areas and landmark trees. A wetland is located in the southwest portion of the site.

A comprehensive study of the location and condition of the landfill should be conducted prior

to any development on the parcel. No development is recommended on top of the landfill. Any future development on the landfill portion of the site is contingent on appropriate removal and remediation of the landfill. For the remainder of the site, residential uses are recommended at a gross density (minus right-of-way) of 7-10 dwelling units per acre. [The landfill should not be included when calculating the gross density for the site.] A mixture of housing types is encouraged, including single-family homes, duplexes, attached townhouses, multiple-family (stacked units) and assisted living facilities. Future development should incorporate community design techniques (described in Chapter 6) that support the goals and objectives of this Plan. Re-use of the small industrial buildings on the west of the site is encouraged. Low intensity uses such as artist studios or professional office may be appropriate for these buildings.

If this site is developed as a single parcel, a maximum of two vehicular access points from Pontiac Trail and one from Dhu Varren Road should be provided to the largest parcel on the site. If parcels are developed separately, they should be interconnected with publicly accessible roadways and sidewalks. A street connection should be provided to any existing or planned stub street to the west. Public vehicular and pedestrian access should be provided through the site to Leslie Park. A pedestrian path to link Northeast Area Park and Leslie Park through the site also should be provided. Providing a public sidewalk along Pontiac Trail and Dhu Varren Road will be required as part of any development proposal that fronts Pontiac Trail or Dhu Varren. Additional public right-of-way may be requested along both roadways to accommodate the sidewalk.

Landscaping should be provided in front of this site along Pontiac Trail to help preserve the existing natural image along this roadway and along Leslie Park to screen the park from the development. Landscaping should also be provided on the periphery of individual sites to minimize visual impacts on adjoining properties.

Site 6 - This 10-acre site currently is the headquarters and warehouse for a non-profit, food distribution organization. It is primarily a flat site with few natural features. The site is bounded by Northeast Area Park to the north and west, Dhu Varren Road to the south and railroad tracks to the east.

The limited industrial use currently on the site is appropriate to continue. If the existing operation ceases, residential uses at a gross density (minus right-of-way) of 10 to 15 dwelling units per acre are recommended for the site. The site can accommodate this density range due to the absence of significant natural features and its proximity to a large park and transit corridor. Appropriate housing types include attached townhouses and multiple-family (stacked units). Residential uses should be located on the west side of the site, away from the high-voltage electric wires east of the site. If the existing operation were to expand or relocate in a new building on the site, residential uses should be incorporated as part of a mixed-use project. The residential component of the project should constitute as least 50 percent of the total floor area. Office uses or a combination of office and residential uses also would be appropriate. Ancillary retail uses of no more than 2,000 square feet would be appropriate as an attached part of an office or residential development project. Future development should incorporate community design techniques (described in Chapter 6) that support the goals and objectives of this Plan.

A maximum of one access point to the site should be provided from Dhu Varren Road. If this site becomes two or more separate parcels, a shared access point is preferred. A public sidewalk must be constructed along Dhu Varren Road as part of any development project. Additional public right-of-way may be requested to accommodate this sidewalk. A public walking path should be provided on the east side of the site to connect the Northeast Area Park located north of the site to Leslie Park located south of the site. Future development will be strongly encouraged to work with the railroad owner to establish a safe pedestrian crossing of the railroad at Dhu Varren Road. If residential uses are proposed on this site, significant buffering, including a safety barrier (i.e., fence or wall), should be provided along the east property line to help buffer the development from the railroad and to help prevent individuals from crossing the railroad tracks in undesignated areas.

A new storage facility was constructed in 2003; the old storage facility was demolished. Thirty residential units were completed in 2005 on the west side of the site.

Site 7 - This 20-acre site is located on the west side of Traverwood Drive. Leslie Park Golf Course is located immediately to the west. The north portion of the site is adjacent to a high quality woodland (now a city park). The remaining portion of the site contains a detention pond and gently sloping open fields. The site was part of the original 93-acre Traverwood Area Plan which called for a mixture of land uses including commercial, office and residential. The commercial portion has been constructed (Traver Village) and many of the office sites have been constructed. This site is currently zoned for multiple-family uses (R4D) which allows a density of up to 25 units per acre.

Residential uses are recommended for the R4D portion of the site at a gross density (minus right-of-way) of 7 to 25 dwelling units per acre. Multiple-family (stacked units), townhouses or an assisted living facility would be appropriate. The site can accommodate this density due to its proximity to nearby parks, employment and commercial centers, and a main transportation corridor. Furthermore, residential uses would maintain an important mixed-use component of the Traverwood Area Plan. The mixture of uses (retail, office, residential and recreational) in this area would improve the balance of jobs and housing and promote pedestrian activity. As an alternative, an office and residential mixed-use development would be appropriate for this site. The residential component of a mixed-use development should constitute as least 50 percent of the total floor area. The office portion of the project should not be constructed prior to the completion of the residential portion. Below grade or structured parking is strongly encouraged.

A public pedestrian linkage from the public sidewalk along Traverwood Boulevard to Leslie Woods Nature Area to the west is recommended to improve pedestrian access in the area. Pedestrian walkways should be provided to adjacent office uses and public park land. Landscaping should be provided on the west side of the R4D portion of the site to soften the visual impact of future development from the golf course to the west.

Future development should incorporate community design techniques (described in Chapter 6) that support the goals and objectives of this Plan. A pedestrian access easement should be provided north to south from Leslie Woods Nature Area to Stapp Nature Area.

Site 8 - This 18-acre site contains two parcels and is bounded by Plymouth Road to the south, Green Road to the east and restaurant and office uses to the west and north. The north parcel of the site (11 acres) contains an office building, now used as a law school, and parking areas. The south parcel (7 acres) was divided from the north parcel in November 1999 and is undeveloped. It contains landscaped lawn, trees, wetlands and a headwater tributary of Miller Creek. The site is zoned for research use (RE).

Ideally, future development should integrate the two lots into one unified project. The site is appropriate for a pedestrian oriented, mixed-use center that should include a mixture of research, office, retail, educational, residential and restaurant uses. If the two parcels develop separately, a combination of uses such as research, office, retail, educational, residential or restaurant on each site also would be appropriate. Residential uses should be a part of any mixed-use development project. The various uses should be complementary and encourage convenient pedestrian interaction. The Miller's Creek Restoration Plan outlined various best management practices, which are appropriate for future development. Every effort should be made to protect the character of the wetland including best practices including, but not limited to: green roof design, bio-swales, porous pavement and the planting of additional trees. Future development should incorporate community design techniques (described in Chapter 6) that support the goals and objectives of this Plan. Taller buildings might be appropriate on this site to minimize imperviousness. Structured parking is strongly encouraged.

The southeast corner of the site should not be developed due to its proximity to the wetland and the Plymouth/Green intersection. The turf lawn in this corner should be replaced with native vegetation to reduce storm water runoff, improve water quality and enhance the visual image of the site. A site plan was approved in 2006 for the southern portion of this site.

Preferred access to the south parcel is from the parcel to the north, which has access to both Green Road and Commonwealth Drive. A second alternative would be to access the south parcel from the site to the west, which has access to Commonwealth Drive. Restricted access to the site might be appropriate from Plymouth Road. Pedestrian access should be provided to adjoining sites. Extensive landscaping should be provided with new development to help maintain the natural image of this gateway site. Information on protecting Millers Creek has been provided by the Millers Creek Restoration Plan.

Site 9 - Concordia University, a private institution affiliated with the Lutheran Church, is located on five parcels totaling approximately 160 acres that surround the intersection of Geddes and Earhart Roads. The main campus area is located south of Geddes Road and consists of academic and administrative buildings and dormitories. Land uses north of Geddes Road include athletic fields, church administrative offices, a private school (Saint Paul Lutheran School, two houses, a barn and wooded area. In the mid-1990's, Concordia College (later called Concordia University) sold a number of single-family homes and parcels along Pine Brae Drive to private parties. Natural areas on the site include Huron River frontage, woodlands and slopes. The northeast portion of the site is within the Fleming Creek watershed while the southwest portion is within the Huron River watershed. Concordia's master plan recommends that primary academic facilities be located south of Geddes Road. The Plan also recommends athletic fields and residential uses such as married student housing be provided north of Geddes.

If Concordia University chose to sell portions of the site, outdoor recreational or residential uses would be appropriate. Residential uses are recommended at a gross density (minus right-of-way) of 7 to 10 dwelling units per acre. Due to the proximity of the US-23 interchange and the AATA bus route (on Geddes Road) as well as the amount of land without significant natural features, the site is appropriate for this density range. A mixture of housing types is encouraged including single-family detached homes, duplexes, townhouses and multiple-family (stacked units). Substantial residential projects could include a mixed-use element such as ancillary retail and offices. Any mixed-use project should have residential uses as the primary component. Any retail use should be located on the ground floor of residential and/or office uses. Strip commercial centers would not be appropriate. Ancillary office uses are appropriate as part of a larger residential project.

Development should be sited away from significant natural features such as the woodland at the northeast portion of the site and the Huron River on the south side of the site. Public pedestrian access should be provided along the Huron River to provide a critical link in the system of public paths along the north and south side of the Huron River. Such a path will provide non-motorized access to Concordia University from downtown Ann Arbor and points east. Public pedestrian access also should be provided along both sides of Geddes and Earhart Roads to encourage pedestrian, bicycle and transit access. Landscaping should be provided around the periphery of the site to soften the visual impact of this gateway site. Outdoor recreational uses are appropriate for any portion of this site.

Site 10 - This 48-acre parcel is bounded by the Woodcreek neighborhood of single-family dwellings to the west, Arborland shopping center to the south, US-23 to the east and Huron River Drive and the South Pond Nature Area to the north. The site contains flat areas and pioneer vegetation on the southern portion. Wetlands and some slopes are located on the northern portion. Most of the site was farmed into the 1960's. A stub street at the east edge of the Woodcreek development has been constructed to provide access to the site, as does the 90-foot public right-of-way along the southern boundary of Woodcreek. Access to the site will be challenging for a number of reasons: a) US-23 freeway is located east of the site, b) Arborland shopping center is located south of the site,

c) extensive natural features exist on the north side of the site including steep slopes, wetlands and woodlands, d) access to Huron Parkway west of the site by a collector road would impact a creek corridor and require the removal of single-family homes. Additionally, access to Washtenaw at Chalmers would be very challenging since no traffic light is planned on this Michigan Department of Transportation (MDOT) trunkline. [A 50-foot wide public right-of-way is located along the western property line of Arborland from Washtenaw Avenue to the public right-of-way north of Arborland.]

Because of the limited access, residential uses are recommended at a gross density (minus right-of-way) of 2 to 4 dwelling units per acre. Single-family detached homes, duplexes, townhouses, multiple-family (stacked units), and assisted living facilities are recommended. Development should be located at the south and central areas of the site and away from the wetlands, steep slopes and wooded areas on the northern portion. If primary access can be provided directly through the Arborland shopping center south of the site, with adequate access provided to Washtenaw Avenue, residential uses are recommended at a gross density (minus right-of-way) of between 6-10 dwelling units per acre and include single-family detached homes, duplexes, townhouses, multiple-family (stacked units) and assisted living facilities. Uses such as hotel, retail, and office would also be appropriate for the portion of the site south of the Algebe Way stub street (from Woodcreek) if access can be provided through the Arborland shopping center with adequate access to Washtenaw Avenue. A mixture of these residential and non-residential uses would also be appropriate if adequate access is provided through Arborland to Washtenaw Avenue. All traffic generated by hotel, retail, or office uses should be directed through Arborland. Non-residential uses should be adequately screened from existing residential areas.

Future development should incorporate community design techniques (described in Chapter 6) that support the goals and objectives of this Plan.

Public pedestrian access should be provided to the woodlands and wetlands on the north portion of the site. A neighborhood park is recommended that is centrally located and easily accessible to residents of this site and the Woodcreek neighborhood. Lighted, paved pathways to accommodate pedestrians and bicyclists should be provided to the Woodcreek neighborhood and the rear pedestrian access point for Arborland Mall Landscaping should be provided on the east side of the site to buffer the project from US-23. Landscaping should also be provided on the south side of the site to screen the possible future east-west collector street and Arborland Mall.

Site 11 – This 5.4-acre site consists of two parcels with a single-family home on each parcel. The large parcel includes open lawn with scattered trees and vegetation along the railroad tracks. The small parcel is wooded. Dhu Varren Woods Park is located east of the site, while Ann Arbor Railroad tracks are located to the west. Residential uses are recommended for this site at a gross density (minus right-of-way) of 7-10 dwelling units per acre. The recommended density is appropriate because of the number of park facilities in the immediate vicinity and the proximity to an existing transit corridor. Appropriate housing types include single-family detached, duplexes, townhouses and multiple-family (stacked units). This site would also be appropriate for small-lot single-family homes. Units should be clustered to preserve natural features. A maximum of two vehicular access points should be provided from Dhu Varren Road. Landscaping should be provided along Dhu Varren Road.

Site 12 – This 3.8-acre site consists of three parcels; a single-family home is located on the southwest parcel. The vacant portions of the site generally consist of flat land with scrub vegetation. Logan Elementary School is located east of the site. Single-family detached residential uses are recommended for the site at a gross density (minus right-of-way) of 4 to 6 dwelling units per acre. Access should be provided from Traver Road.

Site 13 – This 2.1-acre wooded site consists of one parcel with a single-family home and outbuildings. The Thurston Nature Area, owned by Ann Arbor Public Schools, is located east of the site. Single-family detached residential uses are recommended for this site at a gross density (minus right-of-way)

of 4 to 6 dwelling units per acre to remain consistent with the allowable density of the adjoining R1C zone. Development should be directed away from the southeast portion of the site to provide a buffer to Thurston Pond. Units should be clustered to preserve natural features. Due to the grades in the area, it will be difficult to serve this site with gravity flow sanitary sewer. A single access point should be provided from Bluett Drive.

Site 14 – This 6-acre wooded site is gently sloping and consists of three parcels. Two of the parcels each contain a single-family home. A Michcon utility substation (Pontiac Regulator Station) exists on the southern parcel. Single-family uses exist around all other sides of the site. Residential uses are recommended for this site at a gross density (minus right-of-way) of 6 to 8 dwelling units per acre to remain consistent with the allowable density of the adjoining R1D zone. Units should be clustered to preserve natural features. Appropriate housing types include single-family detached, duplexes and townhouses. Primary vehicular access should be provided to Pontiac Trail. Attempts should be made to provide a pedestrian and vehicular connection to the existing private stub street, east of the site (off Tibbitts Court). Landscaping should be provided along Pontiac Trail to help preserve the existing natural image along this roadway.

Site 15 – This 2.7-acre site consists of three parcels, each with a single-family home, and scrub vegetation. The site is bounded by apartments to the west and the Ann Arbor Railroad and apartments to the east and south. Leslie Golf Course is located north of the site. Residential uses are recommended for this site at a gross density (minus right-of-way) of 7 to 10 dwelling units per acre, which is consistent with the allowable density of the adjoining R4A zone. Appropriate housing types include duplexes, townhouses and multiple-family (stacked units). A single access point should be provided from Traver Street. A connection should be provided to the property west of the site to accommodate emergency vehicles.

Site 16 – This 1.7-acre site consists of two parcels, located in Ann Arbor Township agreement Area A. A truck rental business currently occupies the east parcel. A cellular tower and billboard sign exist on the west parcel. Due to heavy peak period traffic volumes, office uses are recommended for this site. Commercial uses that are consistent with the nearby C1 zone also would be appropriate. A single access point should be provided from Plymouth Road. The billboard sign should be removed from the site. Extensive landscaping with a brick wall or berm should be provided along Plymouth Road to buffer parking areas and enhance the appearance of the site.

Site 17 – This 6.3-acre site, zoned R1C, consists of a church, parking lot, detention pond, lawn, steep slopes and woodlands. The site consists of a combination of steep and gentle slopes. Surrounding uses include single-family homes to the west and south, apartments to the east and north. Residential uses are recommended for this site at a gross density (minus right-of-way) of 4 to 6 dwelling units per acre, which is consistent with the allowable density of the R1C zone. Appropriate housing types include single-family detached, duplexes, townhouses and multiple-family (stacked units). Units should be clustered toward the southern portion of the site to preserve natural features. Access should be provided from Broadway. Vehicular access should not be provided from Plymouth Road.

Site 18 – This 3-acre site, zoned R1C, is wooded and generally slopes from north to south. The site consists of two parcels. The western parcel is wooded and vacant and the eastern parcel includes a single-family home. Residential uses are recommended for this site at a gross density (minus right-of-way) of 4 to 6 dwelling units per acre to remain consistent with the allowable density of the R1C zone. Appropriate housing types include single-family detached, duplexes or townhouses. Units should be clustered to preserve natural features. Access to the site should be provided from Broadway. Pedestrian access also should be provided to Baits Drive.

Site 19 – This 3.8-acre site consists of six parcels. Three of the parcels are located within the City and zoned C3, C1 and P. The remaining 3 parcels are located in Ann Arbor Township. A gas station and

towing operation is located at the southwest corner and a satellite car storage lot is located on the north end of the site. The remaining portion of the site consists of an auto parts salvage yard. No natural features exist on the site. A mixture of office, retail and residential uses are recommended for the site. Retail uses should be located toward Plymouth Road, while office and/or residential uses should be located above the retail shops and/or at the northern end of the property. Higher residential densities are appropriate due to the proximity of nearby commercial uses, the University of Michigan's North Campus and transit lines. The mixed uses will encourage pedestrian activity from North Campus and can provide shared parking opportunities. Any contamination that exists on the site must be mitigated prior to construction (see Chapter 4 for further information on Brownfields). If a commercial zoning designation were requested for the south portion of the site, a neighborhood commercial zone such as the C1 zone (local business) would be more appropriate than an auto-oriented C3 zone (fringe commercial). The retail shops should be located near the Plymouth Road sidewalk to encourage pedestrian access. Parking should not front Plymouth Road, but should be located at the rear of retail stores and/or underground. Access could be provided from Upland Drive. Upland Drive should be paved the length of the site.

Site 20 – This 8.3-acre site consists of four parcels, two of which contain single-family homes. Traver Creek flows through portions of the three parcels on the east side of Traver Road. A wetland exists on the northeast portion of the site. Portions of the site are within the Traver Creek floodplain. Leslie Park Golf Course is located south and west of the site. Traver Creek Park is located north of the site. Due to the extensive natural features on the site, few development opportunities exist. Single-family uses would be appropriate when the site is annexed into the City of Ann Arbor. Any new parcels created through a land division should be able to accommodate a single-family home outside of the floodplain.

Site 21 – This 4.6-acre site consists of one parcel with a single-family home. The site is wooded with gentle slopes. Residential uses are recommended for this site at a gross density (minus right-of-way) of 4 to 6 dwelling units per acre to provide transitional residential development between the townhouses to the west and the single-family homes to the east. Appropriate housing types include single-family detached, duplexes or townhouses. Units should be clustered to preserve natural features. Access should be provided from Wolverhampton Lane.

Site 22 – This 11.7-acre site consists of 4 parcels. Single-family homes exist on three of the parcels. Portions of the site contain woodlands and a creek corridor. The vacant parcel on the west side of the site contains Miller's Creek and does not provide an opportunity for development due to the creek and surrounding floodplain. Townhouses are located south, east and west of the site. A church is located to the east and owns the eastern most lot on the site. Residential uses are recommended for this site at a gross density (minus right-of-way) of 4 to 6 dwelling units per acre to provide a diversity of housing opportunities adjoining the apartments to the west and the townhouses to the south. Appropriate housing types include single-family detached, duplexes, townhouses, or multiple-family (stacked units). Units should be clustered to preserve natural features. Units also should be screened from Huron Parkway. The parcels are in a special assessment district for the construction of Glazier Way, which was completed in 2000. Access should be provided from Glazier Way. Landscaping should be provided along Glazier to help maintain the natural image of this roadway. Information on protecting Millers Creek has been provided by the Millers Creek Restoration Plan.

Site 23 – This 8.8-acre site consists of one parcel. Miller's Creek flows in the northwest corner of the site. A small portion of the lot is located north of Glazier Way and is unbuildable. The site also includes slopes, open fields, trees and scrub vegetation. Residential uses are recommended for this site at a gross density (minus right-of-way) of up to 3 to 4 dwelling units per acre to remain consistent with the allowable density of the adjacent R1B zone. Appropriate housing types include single-family detached, duplexes or townhouses. The creek corridor and the wooded slopes near Glazier should be should be protected from development to preserve the wooded character of Glazier Way. Units should be clustered to preserve natural features. Access should be provided from Lakehaven Drive (if possible, since it is a private drive) to the west and Shagbark Court (public) stub

street to the east. Landscaping should be provided along Glazier to help maintain the natural image of this roadway. Information on protecting Millers Creek has been provided by the Millers Creek Restoration Plan.

Site 24 – Refer to Chapter 8: “Lower Town”. In 2003, the City approved a site plan for a mixed-use development project.

South Area

Site 1 - The 20-acre site is located South of Scio-Church Road, west of Main, and north of Ann Arbor-Saline Road

The recommendation is for office uses in the vicinity of Scio-Church and Main Street with single-family attached uses west and south of the office uses. Single-family detached uses are recommended adjacent to the Lansdowne Subdivision and south of The Meadows Condominiums. Future residential uses will need to have linkages to Ascot Street for access to Lawton School and Lansdowne Park. The issue of a new street connection between Scio-Church and Main Street needs to be resolved, prior to any new development approvals to allow for right-of-way if needed. If a street is proposed, the residential uses would be west and south of the new street and office uses to the east. Any improvements to the area should consider the potential for key intersection urban design with an eye toward preserving views to the large open spaces on the U of M and Pioneer High properties.

Site 2 - This 65-acre site is located East of Main Street, south of the U of M Golf Course and includes 12 parcels. Single-family attached and multiple-family dwellings are recommended with additional neighborhood parkland to serve the residences. Higher residential densities of up to 15 dwellings per acre can be supported if greater street access and parkland are available.

Sites 3 a) b) and c): Office uses are recommended south of Oakbrook Drive while multiple-family uses are proposed north of Oakbrook Drive.

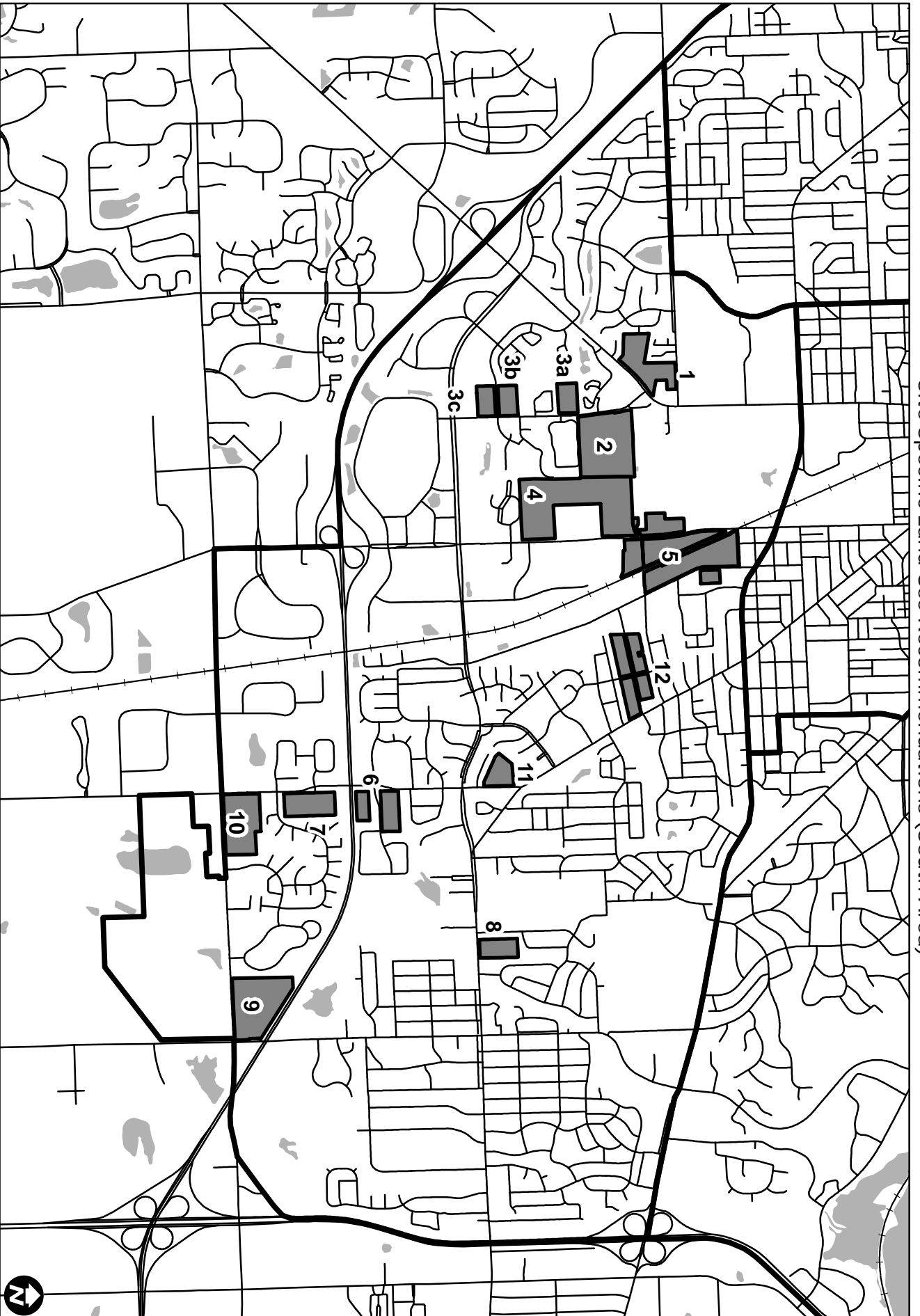
Site 4 - This 55-acre site is located on the north, west, and south side of Edwards Brothers on west side of South State Street

Oakbrook Drive should be extended from its ending point to South State Street. Another street connection between South State and South Main is also recommended along the north portion. This street should connect with Main Street at the entrance to the Woodland Plaza and with State Street north of Edwards Brothers.

Rezoning to the ORL zoning district is recommended to allow greater flexibility in the land uses while maintaining consistent building placement and height limitations. The new street connections discussed above are also recommended. Multiple-family residential at ten units per acre maximum could be considered west of Edwards Brothers with access to Oakbrook Drive. Residential uses would need to be adequately buffered from nonresidential uses. Neighborhood parkland in conjunction with Area B is needed with the size dependent on the land use; a larger park would be needed if more residential uses are proposed.

Site 5: Both sides of State Street to the south end of the U of M Golf Course, and the north end of South Industrial. As sites are annexed into the City, uses consistent with the light industrial district should be encouraged. Residential and commercial uses should be discouraged, except for the parcels adjacent to the Stimson and South Industrial commercial area. This area could serve as a location for a City garage facility since it is zoned or master planned appropriately and is centrally located. The Ann Arbor Railroad may serve as a future High Occupancy Vehicle lane and express bus route in later stages of the Transportation Plan implementation. Sites on the west side of State Street

Site Specific Land Use Recommendations (South Area)



Map Legend
■ South Area Sites
□ Planning Areas

0 1,250 2,500 5,000
feet



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should be office use. If ORL zoning is desired in this vicinity, the area zoned M1 and M2 south of the proposed deKoning Drive has large parcels and land uses that fit the intent of the district.

Site 6 - This 12.57 acre site is located on the East side of Stone School Road, north of I-94. The proximity of I-94 will require careful buffering of residential uses in this area. Any new residential construction east of Stone School Road should consider noise buffering due to aircraft noise from Willow Run and Ann Arbor Airports. There are existing nonconforming industrial type uses in this area. Single-family detached uses are recommended north and south of Birch Hollow Drive. Small lot single-family uses or clustered condominium layout would be appropriate.

Site 7 - This 15+ acre site is located on the east side of Stone School, south of I-94. Existing residential uses to the east need to be buffered from I-94 and any nonresidential uses along Stone School Road. Industrial and other nonresidential, nonconforming uses should be discouraged. Single-family attached and detached uses are recommended. A retail convenience store has been proposed in Pittsfield Township at the southeast corner of Platt and Ellsworth which should serve the need for neighborhood shopping.

Site 8 - This 7.9 acre site is located on the north side of Packard, east of Easy Street. Single-family detached residential use is recommended.

Site 9 - is a 30.2 acre site on the west side of Platt, south of I-94. The site has been recommended for single-family detached use. Other residential uses could be considered if well buffered from I-94 and the landfill south of Ellsworth. Research or ORL use is a secondary option. As with Area I, attention to the gateway appearance is important in future development.

Site 10 - is 20 acres on the east of Stone School Road, north of Ellsworth Road. Approximately eight acres adjacent to Bryant School is recommended for neighborhood parkland, playground addition to Bryant School, and a possible expansion to the Bryant Community Center. The remainder of the area is recommended for single-family attached and detached use. Due to proximity to the approach to Ann Arbor Airport, noise buffering should be considered in new residential construction. The Ellsworth and Stone School intersection could develop as a gateway intersection with careful attention to the northeast corner.

Site 11 - The six-acre property south of Stone School has been identified in the Parks Plan as a possible acquisition for neighborhood parkland and an addition to the playground area at Stone School. Stone School is no longer used as an elementary school but is now an administrative office and training center for the Ann Arbor Public Schools. This site was thought of as a future site for a senior citizen center. A secondary use for this parcel if not purchased for parkland would be for single-family detached use.

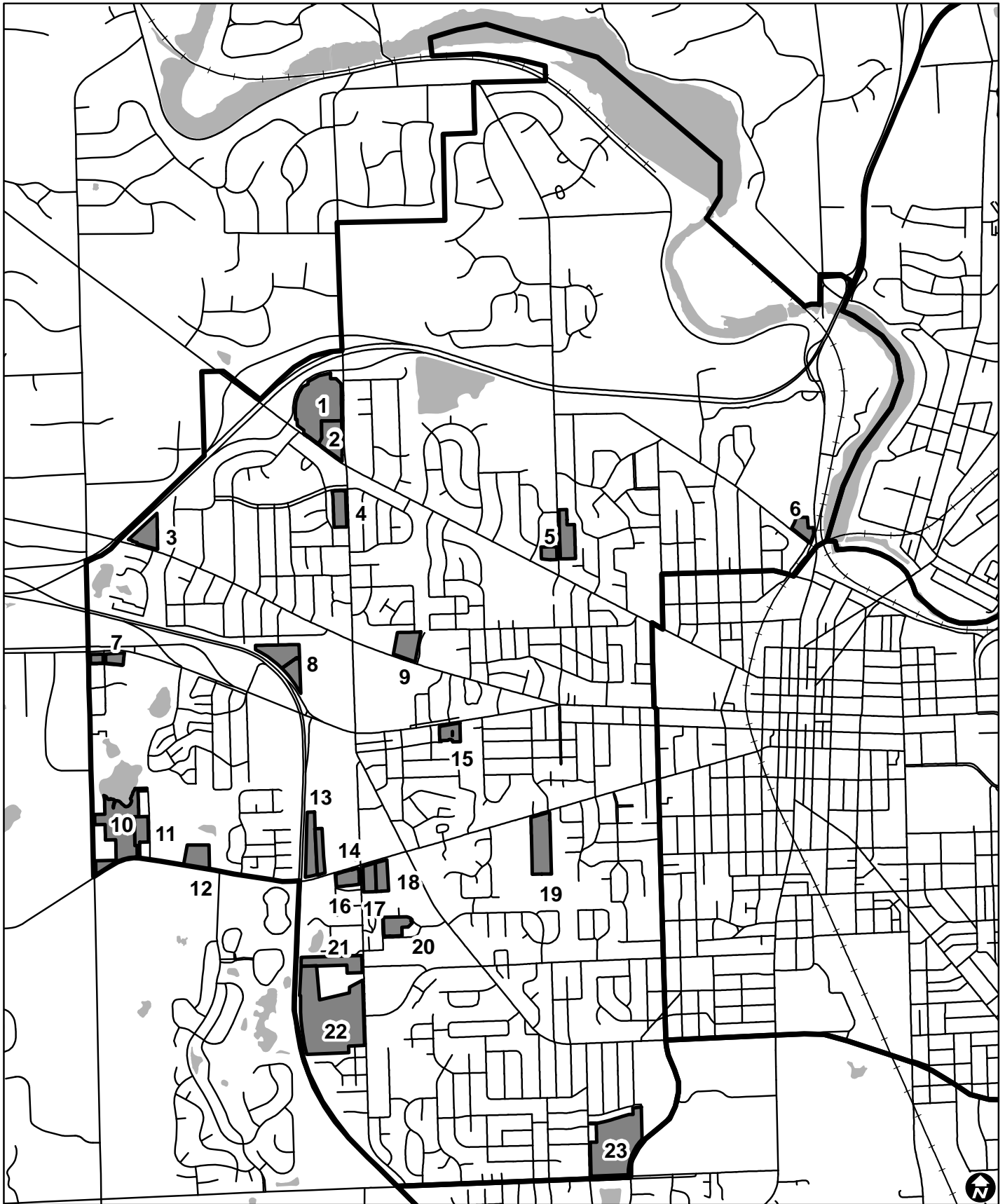
Site 12 - This 41 acre area site is located on Jewett Avenue between Packard and the M1 district along South Industrial. The lots are larger than the 10,000-square foot minimum for R1B but are generally not large enough to be divided without shifting lot lines. Rezoning to R1D or R1C would allow the creation of several new lots.

WEST AREA

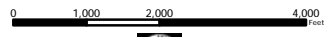
Site Specific Land Use Recommendations

Site 1 - This 26.5-acre site is comprised of the entire Calvin Street neighborhood. It is bounded by North Maple Road, Miller Avenue and M-14. The single-family residential neighborhood consists of lots ranging from 0.75 acres to 1.0 acres with the majority in Scio Township. Most of the land across M-14 to the northwest is also in Scio Township. Across Miller Road to the south is the single and two-family Kelly Green neighborhood, as well as the smaller Miller Maple Townhouse complex. Two of the

Site Specific Land Use Recommendations (West Area)



Map Legend	
	West Area Sites
	Planning Areas
	Railroads
	City Streets
	Lakes and Ponds



Maps available online:
<http://gisweb.e.washnetaw.org/web-site/mapwashnetaw/>

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corners at the Miller/Maple intersection contain auto service stations. A neighborhood commercial district is located on the east side of Maple Road, and across North Maple Road to the east are single-family residential uses.

Since most of the neighborhood is in the township, septic tanks and wells predominate. An annexation agreement between the City and township states that when these systems fail, the homes will be connected to City utilities and the properties will be annexed into the City. It will be difficult for the City to provide utilities because the logical location for placement of utilities is in Calvin Street. Calvin Street is held by the owners as joint indivisible property which means each owner must approve the utilities easement. It may be challenging to get the consent of each homeowner. This plan will have no impact on the neighborhood until the annexations occur.

It is recommended that this neighborhood remain single-family. Upon annexation, the residential portion of the neighborhood should be zoned R1B, which would allow for the division of the existing lots. Because of their large size, most lots could be divided once and meet the City's R1B standards. This will create a higher density neighborhood than currently exists in the Township, while still remaining lower density. Allowing the division of the lots will also serve to alleviate the economic burden of higher taxes and utilities assessments that will be imposed on the existing residents due to annexation. Higher density single-family development will not be permitted unless the entire site is redeveloped because the number of land divisions permitted in the more dense zoning classification would encourage poor parceling of the land, houses accessed off of easements, houses located behind houses, difficulty providing services and general unplanned development of a neighborhood.

A second alternative is to assemble the existing parcels into a comprehensive development package. This would entail demolishing all or some of the existing residential structures and redeveloping the site as a single development. New streets, utilities, lot placement and access would be incorporated into the design, allowing for a higher density single-family development at R1C density standards. Higher density is appropriate when streets and utilities can be laid out in a planned and organized manner. If desired, the lots contained in Site 8, fronting Maple Road, could be incorporated into a redevelopment project.

Site 2 - Adjacent to the Calvin Street neighborhood is a 3.3-acre site located along the west side of North Maple Road, running north approximately 825 feet from the Miller Road intersection and anchored on the north by an auto repair and salvage business. The site is in Scio Township and contains several parcels, including the towing and auto repair service, four single-family homes and two vacant lots. The auto salvage yard, anchoring the north end of the site, effectively isolates the residential uses between it and the Miller/Maple intersection. The shopping center across the street further contributes to the commercial character that reduces the desirability of the residential uses.

An office on the southeast corner, and another gas station on the southwest corner serve to solidify the commercial encroachment on the residential uses. Residential uses in the general vicinity include the Calvin Street single-family neighborhood to the west of and adjacent to the site, and north of the shopping center on the east side of North Maple Road. There is likely to be contamination on the auto service portion of the site.

While the area north of Miller on Maple historically has been used for residential purposes, pressure to convert the area to more intense land uses has been experienced. Although housing remains the preferred use for this site, the changing conditions in the area must be acknowledged and land use alternatives anticipated, since this area has been planned and zoned for residential use for decades without experiencing further residential development. Thus, office uses are considered appropriate for the site from the corner of Miller and Maple to the auto repair facility on the north only if the demand for residential use continues to decline. Office is considered an acceptable alternative to residential uses because it will buffer the Calvin Street neighborhood from noise and traffic on Maple Road and from the commercial uses at and north of the Miller/Maple intersection, it will create an aesthetically pleasing entrance into the City, and it will provide opportunities for office uses which are very limited

in the West Area. Proximity to M-14 make this site particularly desirable for office use. Encroachment of this office district any further west than the depth of these lots is prohibited so that the residential character of the Calvin Street neighborhood is not disturbed. Again, existing or new residential uses are preferred, but changing conditions also support other low intensity office uses.

Commercial uses are not considered appropriate and should be prohibited because of the greater impact they would have on the Calvin Street neighborhood, because commercial uses should be encouraged to the south in the Stadium/Maple Commercial Corridor; and because already an adequate neighborhood commercial center is located on the east side of North Maple Road.

If the Calvin Street neighborhood to the west is completely redeveloped for single-family uses, it is appropriate that these parcels facing Maple Road be incorporated within the new subdivision as single-family residential uses. Any redevelopment of the area will be developer driven, and not initiated by the City.

Site 3 - Located southeast of M-14 on the north of Dexter Road, the 4.25-acre, triangular parcel is surrounded by a mix of residential uses. To the south, across Dexter Road, is the multiple-family Arbor Landings apartment complex, and the single-family residential Ironwood Drive neighborhood is located to the east. Medium density multiple-family or duplex development is recommended as a way to provide a transition between the highway to the west and the single-family neighborhood to the east. Appropriate natural buffering must be provided between the new residential uses and the highway. The small wooded wetland on the southwest edge, along M-14, must be protected, and it possibly could be incorporated into the highway traffic buffer.

Site 4 - The Peace Neighborhood Center currently occupies this 1.9-acre site on the west side of North Maple Road, just south of Sequoia Parkway. The Zion and Trinity Lutheran Church owns the property and may be interested in redeveloping the site. Except for the Sequoia Place Senior Housing to the north (currently under construction), the site is entirely surrounded by single-family residential uses.

There are two structures on the Peace Neighborhood Center site that are used for youth activities and administrative purposes. Project Grow Community Gardens also use a portion of the property for their neighborhood gardens and continuation of such gardens is strongly encouraged to be incorporated into any new community service use that locates here.

A youth center, senior center or mixed-use community center is recommended for this site as long as standards are created to ensure the building's compatibility with the surrounding neighborhood. Building parameters should include a height limit of two stories at this location. The second alternative for the site is single-family residential development at R1C density standards, to conform with the surrounding neighborhood; office and commercial uses are not considered appropriate.

Site 5 - Three large, secluded parcels containing single-family homes are located on Newport Road north of Miller. A single parcel is located on the west side of Newport Road and contains 1.6 acres. Directly across on the east side of Newport Road are two parcels, each 2.25 acres and containing woodlands and a small wetland. These rural enclaves are surrounded by subdivided, medium-density residential neighborhoods whose character is substantially different than that of these larger parcels fronting Newport Road.

In the event that a land division is requested for any of these sites, it is recommended that development be permitted to occur at the same density as the adjacent residential uses (R1C standards for the site on the west side of Newport and R1B standards for the sites on the east side of Newport). Cluster housing is encouraged to protect natural features on the site.

Site 6- The Elks Pratt Lodge is located on this 2.5-acre site on the north side of Sunset Road, between Wildt and Daniel, overlooking Main Street and the Huron River. The site is zoned multiple-family dwelling district; the Elks Lodge is a conforming social club in the R4C zoning district. In addition to

the lodge, there is a single-family rental unit on the property. The site is surrounded by single and two-family residential uses, except for the St. Thomas Cemetery to the northwest. There are extreme slopes on the eastern portion of the property.

Multiple-family use at the R4C density standards is the recommended future land use, in keeping with the surrounding residential uses and the future land use recommendations for the land to the north. Higher density housing is appropriate in close proximity to the central city and adequate street and utility systems are in place to accommodate higher density housing. The site is well secluded from the neighborhoods to the west by topography. The steep slopes along the North Main Street corridor should be preserved so that the viewshed as seen by drivers and pedestrians is maintained. A portion of the site could be incorporated into the Bluff's Park desired by the Parks and Recreation Department.

Site 7 - Located at the southwest corner of Jackson and Wagner Roads, and bounded by Ferry Street on the south, this site is part of the Westover Hills neighborhood. Until recently, these two square blocks contained three single-family housing units which have been either relocated or demolished. Ferry Street, which is parallel with and south of Jackson Road, is a neighborhood street, and residential structures face this street, as well as Westover Street. The remaining three corners of this intersection contain intense commercial businesses: Automobile dealers.

In Scio Township, to the west along Jackson Road, the evolution of an intense commercial corridor continues, encouraged by the Township's Downtown Development Authority via the proposed installation of a boulevard and infrastructure improvements. The Varsity Ford Dealership is located to the immediate north of the subject site, and further east are several hotels and a small strip center. The south side of Jackson Road easterly past the site is primarily residential, with the exception of an auto service station.

The conditions along Jackson Road at the Wagner Road intersection have changed sufficiently over the last several years such that the negative impacts of the existing automobile dealers have encroached upon the Westover Hills neighborhood. Light and noise from these adjacent businesses have diminished the quality of life within this subdivision. While commercial development continues along Jackson Road, to allow additional commercial uses adjacent to this neighborhood would not benefit the area. Further, this corner of the intersection is different from the other three in that it contains a neighborhood, and viable single-family neighborhoods continue to the east.

While it is acknowledged that the character of Jackson Road has changed significantly since the development of the Westover Hills neighborhood in the 1920s, this does not preclude a continuation of residential uses on Jackson Avenue. Although the negative impacts of increased traffic and commercialization of surrounding properties may reduce the quality of life for residences fronting Jackson Road, residential uses remain the preferred land use.

Residential uses, particularly if oriented toward Ferry Street rather than Jackson Road, can provide alternative housing options as well as better neighborhood integration and should be considered the most desirable use for the sites. However the changed conditions also support low intensity uses other than residential, at least on the west portion of the site which directly faces the three auto dealerships. Here, office uses are also considered appropriate on the corner block (bounded by Westover, Ferry, Jackson and Wagner) to shield the neighborhood from the impacts such as light, noise and traffic, from the auto dealers. Further, an office building could provide needed neighborhood services such as small medical complex.

Site 8 - This triangular shaped parcel contains 8.4 acres and is located behind the Maple Village Shopping Center and adjacent to I-94. Access to the property can be obtained either through the shopping center parking lot, from Maple Road, or via Clarendon Street, through the neighborhood to the north (the right-of-way exists to extend Clarendon). Two alternatives for the development of this site are offered.

One alternative is to extend the Maple Village shopping center. Commercial uses are recommended

at this location. Also, since the site does not provide proper stormwater detention facilities, the site could be used to accommodate future growth or improvement of the existing shopping center by providing detention facilities here. If the site is developed commercially, the site should be accessed via the shopping center.

A second alternative is to develop all or a portion of the site for residential uses. Clarendon could be extended into the site for access. Care should be taken to appropriately buffer new residential development from both the shopping center and the highway. Access should be prohibited from the shopping center through the proposed residential area.

Site 9 - Located in Ann Arbor Township, two single-family bungalows are situated on the north side of Dexter Road across from Veterans Park between Knight's Restaurant and an apartment complex. The sites are large, containing .72 acres and 1.25 acres. While appropriate to continue as single-family residences, alternative development opportunities should be anticipated.

An assortment of commercial service businesses have been established at the corner of Dexter and Maple which culminates at Knight's Restaurant. The development of this node of commercial activity can be best described as haphazard, and few aesthetic amenities are present. Parking areas tend to be gravel, parking occurs in required front yards, the automobile service businesses store vehicles in an unsightly manner, landscaping is absent, and the area generally is poorly planned. However, the eastern anchor of this commercial area, Knight's Restaurant, is well maintained and provides parking and some landscaping, although the building setback would not meet City regulations (it is in Ann Arbor Township).

The extension of the existing commercial area further east past Knight's Restaurant should not be permitted. Additional commercial areas should not be created that compete with the Stadium Boulevard Commercial Corridor; adequate local commercial districts are available at the southeast corner of Dexter and Maple, and at Miller and Maple, to serve the immediate neighborhoods. If the two single-family parcels are redeveloped, multiple-family or townhouse uses are recommended.

Site 10 - On the north side of Liberty Street, just east of Wagner Road, is an 18.5-acre site with frontage on the Second Sister Lake. It currently is used by Killins Concrete Company as a staging area. There is a 2.5-acre site on the northeast corner of the intersection, which is vacant. The larger site, which is fairly heavily wooded, has frontage on both Wagner Road and Liberty Street, although it does not include the corner site. The vacant corner fronts on both Wagner and Liberty.

The Parks and Recreation Department has identified the 18.5-acre site in its acquisition plan and wishes to incorporate the area into Dolph Park should the site become available. Ideally, the entire site would be acquired and incorporated into a walkway/natural area corridor that would include parcels to the east and west. The Killins Concrete Company is located to the south, across Liberty Street. Due to the dust and noise that are created daily by the plant, residential uses are not considered appropriate on the Liberty Street frontage. The Scio Township Master Plan identifies the future use of the Killins site as general industrial. Thus, it is not anticipated that less intense uses would occur south of Liberty, further justifying a non-residential use classification.

The priority recommendation is acquisition by the Parks and Recreation Department of the entire 18.5-acre portion, with the remaining corner lots being developed as office, research or light industrial. In the event that the Parks and Recreation Department is only able to obtain a portion of the larger site, office, research and light industrial uses are recommended for the portion they are unable to obtain. The Parks and Recreation Department is most interested in the land area with access to the Second Sister Lake, so the office, research and light industrial uses ideally would be located on the Liberty Street frontage. If for some reason the Parks and Recreation Department is unable to acquire any portion of the site, the entire site is recommended for office, research or light industrial uses. However, a significant buffer between the portion of the site that could be developed and the Sister Lake must be maintained to protect the water quality and preserve the natural environment and water quality.

of the lake. Regardless of the final development, an easement should be provided across the site for accessibility from Dolph Park to Liberty Street.

Two additional township parcels front on Wagner Road immediately north of and adjacent to the vacant 2.5-acre corner parcel. Office, research and light industrial uses are recommended for these sites as well. This classification would allow the existing businesses to continue operation, but would permit development compatible with recommendations for the two referenced sites in the future if the existing businesses change. The entire north side of Liberty Street, between Wagner Road and the Liberty Glen subdivision, is recommended for office, research or light industrial use, providing a consistent and aesthetically pleasing entry into the City.

Site 11 - An auto repair/salvage shop and an upholstery business exist on the 1.78-acre site, which is located on the west side of Lakeview Avenue, just north of Liberty Street between Wagner Road and I-94. It is in Scio township, in the Second Sister Lake area. Lakeview Avenue runs from Liberty Street to the Second Sister Lake where it dead ends. All other uses on the street are single-family residential, and a large vacant site is located to the west.

The businesses on the site are the only commercial uses in an otherwise residential neighborhood. The site is recommended for single-family residential zoning upon annexation, at R1C density standards. The auto repair and upholstery shops can remain as legally nonconforming uses until such time as they cease to function in a commercial capacity. This would return the entire neighborhood to residential use and create an appropriate transition to the neighborhood across Lakeview Avenue.

Site 12 - A medical office is located on the western portion of this five-acre site, which is on the north side of Liberty Street, between Wagner Road and I-94. A retention basin for the Sister Lakes which is maintained and owned by the County, is located to the north and east of the site, and the Killins Concrete Company is across the street, to the south. The site is recommended for office use to complement the existing medical office use to the west. It is recommended that the natural features such as steep slopes and woodlands be preserved to create a pleasing, natural setting for the offices. The recommendation for office use remains regardless of whether the Killins Concrete Company continues its operation. Thus, the entire north side of Liberty Street, between Wagner Road and the Liberty Glen subdivision, is recommended for office, research, or light industrial use, providing a consistent and aesthetically pleasing entry into the City. A park and ride lot also is considered, since this site is located on the outside of the freeway ring. The parking lot could be used by both ride share patrons and for the park if acquired by the City Parks and Recreation Department.

Site 13 - The 7.6-acre site is a long, narrow parcel that is located between the Westgate Shopping Center and Liberty Street, with I-94 as the western border. Other than a house and a few outbuildings, the site is vacant. There are significant natural features on the property which include a wetland in the center of the site and significant woodlands along the southern portion. Given its shape and its adjacency to I-94, the portion of the site south of Winewood is recommended for office, research, or light industrial use. That portion of the site north of Winewood is recommended for commercial uses. Any development should include an appropriate buffer, adjacent to the highway, to provide a continuous green vista from I-94.

All of the parcels on the north side of Liberty Street, between I-94 and Maple Road, north to Winewood, are planned for office, research or light industrial uses. Entering the City from the west, a clean, green, uncluttered approach is the desired effect of this recommendation. This will increase the employment base in the West Area, will not create additional commercial competition for the commercial corridor businesses, and will create much needed office, research and light industrial uses in the West Area, where such businesses currently are limited.

Site 14 - The small 2.28-acre site is on the north side of Liberty Street, between I-94 and South Maple Road. The recommended use of the site is office, research or light industrial. This would establish a comprehensive office, research or light industrial sector on the north side of Liberty Street, from

I-94 to Maple Road. The intent is to create a striking entry into the City from Scio Township and to distinguish between the commercial uses permitted north of Winewood and the office, research and light industrial uses recommended south of Winewood, between I-94 and Maple Road. Assemblage of Sites 24, 26 and 27 is preferred to create a comprehensive Office/Research/Light Industrial district. The extension of Winewood should be considered to provide an access from Maple Road and to create an interior road system that circles around to Liberty Street.

Site 15 - The old Barnard Plating Company and a single-family residential home exist on this small 1.2-acre site, located on the south side of Jackson Avenue, between Glendale and Burwood. The Hillside Terrace Retirement Center is to the east and the Jackson West Apartments are located west of the site. Across Jackson Avenue, to the north, are the Granview and Fairview Heights single-family subdivisions. Multiple-family dwellings are located to the south.

Although the Barnard Plating factory building remains on the property, it has not been in operation for some time, and any redevelopment would likely require a clean-up of the site since there is a strong possibility of contamination. Assuming that contamination can be mitigated, multiple-family residential uses at the R4C density standards are recommended for the site. This recommendation is justified by its compatibility with the surrounding multiple-family uses, as well as the need for additional multiple-family residential uses in the area.

Site 16 - Currently, a small collection of single-family structures is located on this 3.05-acre site, located at the southwest corner of South Maple Road and Liberty Street. The mostly vacant property to the north, across Liberty Street, has been recommended by this Plan for office, research or light industrial use and the site to the east, across Maple Road, has been recommended for office use. South Maple public housing is located to the south of the site and the South Maple Park is adjacent to the west. Given the proximity to the public housing and the general residential character of the area further south, residential uses are the preferred use for the site and should be encouraged.

However, the recent improvements to both Maple Road and Liberty Street anticipate significant traffic increases; Scio Township continues to grow, increasing vehicular trips into the City on Liberty; and the potential for new commercial development north of Liberty Street to the north beg the question of whether this small neighborhood will continue to be desirable for quality residential housing. While pressures for more intense office or commercial development may be present, it is important that the residential uses be recognized as the most appropriate and stabilizing land use choice. A large office or research development at this location would serve to further isolate the public housing tenants to the south, who should be drawn into neighborhoods rather than pushed out.

Continued residential use is most desirable. On the other hand, because of the changing conditions in the vicinity, it is recommended that office or office-residential uses also be considered possible alternatives for this site. If an office-residential district is created, it should require that the residential character of the neighborhood be maintained. That is, office uses can occupy the structures, but the structures could not be demolished to create a new office development. The development and adoption of a Residential-Office zoning classification must be created before any office uses could operate at this location.

Site 17 - Located at the southeast corner of Liberty Street and South Maple Road, this three-acre site contains a day care center on the south half, which is zoned office, while the remaining northern half, zoned commercial, is vacant. The undeveloped 1.5-acre portion of the site contains significant woodlands, steep slopes, and a portion of a wetland, which continues to the adjacent site to the south. The land uses to the north and east are zoned and planned for commercial purposes. To the west, across Maple Road, is single and multiple-family residential.

Office zoning is recommended for the vacant corner portion of the site. This will be consistent with the day care portion of the site. Preservation of natural features is strongly recommended.

Site 18 - This 3.13-acre site contains two separate parcels and is located on the south side of Liberty Street, between Stadium Boulevard and South Maple Road. An existing rental business uses only the front portion of the site while the rest is vacant. This vacant portion is heavily wooded and contains a portion of a wetland. The area across Liberty Street, to the north, is zoned, used and planned for commercial purposes, as is the property to the east. The land directly south, before reaching the former Farmer Jack site, is vacant. A day care center and a vacant parcel are directly to the west. This site is recommended for commercial use, given its proximity to the Stadium Boulevard Commercial Corridor and because it is consistent with commercial uses to the east on Liberty Street. Additional commercial uses should not extend to the west past the boundaries of this site.

Site 19 - The Zion Evangelical Church site, located on the south side of West Liberty Street between Dartmoor Drive and Soule Boulevard, contains a total of 13.5 acres. Only about half of the site is developed for church uses. The remainder is either vacant or used for community gardens. Approximately 4.5 acres of the church's total land area is vacant. Single and multiple-family uses are located to the north and single-family uses are to the east. The Eberwhite Elementary School and Woods are to the south and west. The continued use of this open space by the church is considered appropriate. However, if the site is proposed for further development for uses other than church-associated uses, it is recommended that the vacant rear portion of the church site be developed as single-family residential at R1C density standards, similar in character to the neighborhood to the east. Lutz Avenue could be extended to provide the necessary access. The Parks Department has requested that an east-west easement, providing access to the school and woods, along the rear portion of the site, be provided.

Site 20 - A platted "commercial park" is located in the area of Federal Boulevard, Commerce Drive and Pennsylvania Avenue. Only four parcels in the park have been developed; the rest remain vacant. In fact, Federal Boulevard was not extended to Pennsylvania, and culminates where Commerce Drive splits off to the south. A traffic signal at Federal and Stadium would allow fairly intense development to occur within the park. Commercial uses are located to the east along the Stadium Boulevard Commercial Corridor, although this site has no frontage along Stadium Boulevard. Multiple-family uses are located to the south and to the west across South Maple Road. To the north is the back portion of the old Farmer Jack shopping center (Boulevard Plaza).

Light industrial uses are recommended for this parcel for several reasons: light industrial uses are limited in the West Area, jobs can be created, light industrial uses are more compatible with existing residential uses to the south and with potential residential to the immediate north. Additional commercial retail uses are not recommended because of the proximity to the apartments on the south side of Commerce Drive; because increased retail uses would not support the recommendations of the Stadium Boulevard Commercial Corridor component of this plan; and retail uses can be accommodated along the corridor. A street system that allows continued accessibility from Stadium Boulevard to South Maple Road should be incorporated into the design.

Site 21 - This six acre site is located on the west side of South Maple Road, between Pauline Boulevard and Liberty Street. There are four single-family homes fronting on Maple Road, leaving a long, narrow portion at the rear that could potentially be divided and developed. Multiple-family uses exist across Maple Road, and Hansen Park is immediately south of this site. I-94 is the western boundary, while the Pinelake Village Cooperative is to the north.

It is recommended that a high density, single-family subdivision be created. Single-family development at this location will serve to provide diversity in the area and offer additional housing options. A secondary recommendation would be the expansion of the Pinelake Village Cooperative housing development onto this site. Higher density multiple family uses of this nature are appropriate if affordable housing is being provided. This would serve as an additional opportunity to provide affordable housing in the neighborhood. The woodlands on the western portion of the site should be protected and appropriate buffering from I-94 should be included in the site design. The Parks and Recreation Department requests the provision of an access easement through the site to Hansen Park.

Site 22 - Located between South Maple Road and I-94, across from Pauline Boulevard, Grace Bible Church is located on this 20-acre site that contains three church use buildings and a parking lot. The remaining southern and western portions of the site are vacant. Hansen Park abuts the property to the north and I-94 is the western boundary. Multiple-family uses are found to the east across South Maple Road and to the south.

An expansion of church-related development is recommended as a first alternative. While the church has no imminent plan to dispose of the property, given the large amount of vacant land potentially available, it is important to anticipate appropriate future uses in the event that the church does sell the property. High density single-family residential use is recommended for the future development of this site as a way to diversify the neighborhood and provide alternative housing options. Appropriate buffering from I-94 must be provided. It will be necessary to preserve the wet area in the southwest portion of the site.

To the south of the church and north of the Surrey Park development is a large tract of land containing two single family homes fronting on South Maple Road. This site could be combined with a developable portion of the church site for an expanded single family development. It is also appropriate to develop this site independently for higher density single family uses. This will provide diverse housing opportunities in the South Maple area and expand the single family housing supply.

Site 23 - Greenview Park is located in the northwest corner of South Seventh Street and Scio Church Road. The site is owned by the Ann Arbor Public School District and contains approximately 40 acres. The site is vacant and is used as a neighborhood park and open space area by the neighborhood. A millage proposal to develop the site as a senior citizen center was defeated by voters several years ago, and it is possible that the school system could attempt to sell the property in the future. It is recommended that the site be maintained as publicly owned parks and open space.

Chapter Eleven



IMPLEMENTATION

I Introduction

This chapter identifies priority action statements and describes the available tools that can be used to implement them. Action statements relate to the goals and objectives in the Natural Systems, Public Facilities and Infrastructure and Land Use sections of the Plan. The actions include some that can be quickly implemented and others that may take more time. Additionally, some actions pertain to a specific initiative, such as revising a section of code. Other actions are ongoing, such as those actions that should be regularly implemented during site plan review. Due to the large number of actions and the limited resources available to complete all of the actions at once, it is necessary to identify those that should be implemented first. After the highest priority action items are addressed, it will be important to implement action items that have not been included. Additionally, as planning conditions change, it might be necessary to implement action items not included in this section.

II Highest Priority Actions

The following actions are considered to be of the highest priority in implementing the goals and objectives of the city of Ann Arbor. The priority action items below are categorized by chapter heading and are considered especially important to achieving a high quality of life in the city of Ann Arbor. Many of the priority actions should be implemented on an on-going basis. Other actions recommend the implementation of a new policy that will require specific tools to complete. These tools are listed under the section, "Implementation Tools" of this chapter. The following action items are not listed in order of importance.

A. Natural Systems

Ongoing:

1. Periodically evaluate City ordinances (i.e., natural features, wetland, and soil erosion control ordinances) to determine code sections that could be improved to better protect natural systems.
2. Support the Parks & Recreational Open Space Plan with regard to establishing open space linkages.
3. Encourage developers to use innovative designs (e.g. "green construction") and best management practices for storm water detention to improve water quality.
4. Encourage stewardship of water resources by providing educational materials to decision-

makers, developers and the general public regarding watershed and urban storm water management issues to raise awareness of the value of watersheds and the impacts of everyday activities on water quality.

Work Program:

1. Consider adopting City ordinance language that requires developers to identify and remove invasive species on sites proposed for development.
2. Continue to research and implement methods to reduce impervious surface areas, such as providing development incentives for private parking structures; establishing a maximum number of parking spaces for each use; encouraging alternative parking designs, shared parking, and pervious materials, where appropriate; and reducing street right-of-way widths and driveway lengths.
3. Develop incentives for employers who encourage alternatives to single passenger automobiles, such as mass transit, high occupancy vehicles, and other techniques that reduce vehicular trips.

B. Public Facilities and Infrastructure

Ongoing:

1. Encourage City Departments to include the public in decision-making processes when determining solutions to water, storm water and sanitary sewer concerns in the city of Ann Arbor.
2. Encourage the clustering of residential units, where possible, to reduce the cost of installing and maintaining water lines, sanitary sewer lines, storm water management facilities and roads.
3. Encourage non-residential development to consider constructing multi-level buildings to minimize the length of public utility lines, imperviousness and related stormwater management costs.
4. Encourage the installation of underground service lines, placed in public rights-of-way, to coincide with other public utility projects to limit environmental impacts and traffic disruption.
5. When reviewing site plans with proposed parkland dedication, ensure that adequate pedestrian, bicycle and vehicular access are provided to the park.
6. Examine the feasibility of an east-west local collector street to Huron Parkway to serve the neighborhoods north of Arborland Mall.

Work Program:

1. Annually develop and adopt a six-year Capital Improvements Program that adequately addresses the needs for sanitary sewer systems, water systems, storm water systems, roads and non-motorized facilities.
2. Continue participating in the Transportation Equity Act Enhancement grant application process to obtain financing to improve non-motorized access to public schools and other public facilities in the city of Ann Arbor.

C. Land Use

Ongoing:

1. Ensure that safe opportunities for non-motorized modes of transportation are established between residential developments and common neighborhood services.
2. Encourage the proper long-term stewardship of natural areas.
3. Periodically evaluate and update development standards as necessary to help minimize

impacts to natural systems, reduce impervious surfaces, encourage transit, and encourage a variety of housing types including affordable housing.

4. Ensure that development proposed along Huron Parkway preserves the natural and scenic character of the parkway.

Work Program:

1. Develop regulatory incentives that encourage the reduction of impervious surfaces proposed with new development (structured or below-level parking, multiple-level buildings, "green" rooftops, etc.).
2. Develop regulatory incentives that encourage the enhancement of natural areas on sites proposed for development (i.e., removal of invasive species and the introduction of native species, restoring a wetland, improving floodplain function, etc.).
3. Develop regulatory incentives, such as density bonuses, for developments that provide affordable housing units.
4. Revise code to reduce minimum and establish maximum setback requirements in appropriate zoning districts to help shorten driveways and sidewalks.
5. Zone all University of Michigan-owned land to "Public Land" (PL).

D. Transportation

Ongoing:

1. Implement travel demand management plans to reduce commuter traffic and congestion.
2. Encourage the development and use of non-motorized as well as less-polluting motorized facilities and programs.
3. Improve pedestrian and bicycle connections between commercial centers and surrounding neighborhoods, between local neighborhoods, and within business/commercial centers.
4. Improve public transportation and non-motorized facilities, including pedestrian access to public transportation.
5. Encourage traffic signal coordination with adjoining jurisdictions.

Work Program:

1. Develop ways to increase cooperation between the City of Ann Arbor and other governmental entities, particularly the surrounding townships and municipalities and the University of Michigan, in a manner consistent with the other goals.
2. Ensure that transportation plans are kept current including the citywide comprehensive Non-motorized Plan.
3. Implement key Transportation Demand Management (TDM) strategies including a) parking management, b) ridesharing, c) alternative work hours, d) telecommuting, and e) improved transit development such as park and ride lots and improved neighborhood transit service.

III Implementation Tools

A number of tools are available to implement the actions of the Northeast Area Plan. Some actions could be included in the City of Ann Arbor Capital Improvements Plan, particularly those items related to public facilities and infrastructure. Some of the items, such as special studies, could be added to the annual Planning Commission work program. Other items might need public or private grants to accomplish. The following is a list of planning techniques that can be used to implement the action statements of the Northeast Area Plan:

Planning Commission Work Program

The Planning Commission work program is adopted annually and should include one or more priority action items from this implementation section. The Planning Commission works with the Planning Department staff to identify projects to include in the annual work program. Such projects typically include updating various sections of city code, undertaking special studies and improving planning procedures. The Planning Department provides quarterly and annual reports of the work program to the Planning Commission.

The Planning Commission should add items from the Priority Actions section of this plan to annual work programs after the adoption of the plan. Work programs over the next five years should include the following priority action items:

1. Develop regulatory incentives that encourage the reduction of impervious surfaces proposed with new development (structured or below level parking, multiple-level buildings, "green" rooftops, etc.).
2. Develop regulatory incentives that encourage the enhancement of natural areas on sites proposed for development (i.e., removal of invasive species and the introduction of native species, restoring a wetland, improving floodplain function, etc.).
3. Develop regulatory incentives, such as density bonuses, for developments that provide affordable housing units.
4. Annually develop and adopt a six-year Capital Improvements Program that adequately addresses the needs for the sanitary sewer and public water systems.
5. Revise code to reduce minimum and establish maximum setback requirements in appropriate zoning districts to help shorten driveways and sidewalks.
6. Analyze zoning nonconformities related to area, heights and placement regulations for Central Area neighborhoods and determine if amendments are needed to make the regulations more consistent with established development patterns.

Revising Development Standards

The following development standards should be updated to encourage more sustainable land use practices:

1. Setbacks should be reduced to encourage pedestrian access and use land more efficiently.
2. A new single-family zoning district should be created to allow for small lot single-family homes.
3. Maximum height restrictions should be re-examined to encourage the efficient use of land, diversity of housing types and understructure parking.
4. Language on live/work space should be more clearly articulated in code to encourage live/work uses where appropriate.
5. Mixed-uses should be encouraged in appropriate circumstances. Mixed housing types should also be encouraged.
6. Open-space buffers should be re-examined to encourage best practices in environmental stewardship.
7. Open space requirements should be re-examined to describe the functions desired in the open space (e.g. open space with environmental or recreational value).
8. "Conservation design", or clustering development to preserve natural features, should be evaluated to encourage best practices of sustainable land use planning.
9. Citywide design guidelines should be developed to encourage sustainable land use practices.

Special Studies

A number of action statements require detailed analysis by Planning Department staff, other city departments or a consultant. Such studies may include among others, land use, transportation,

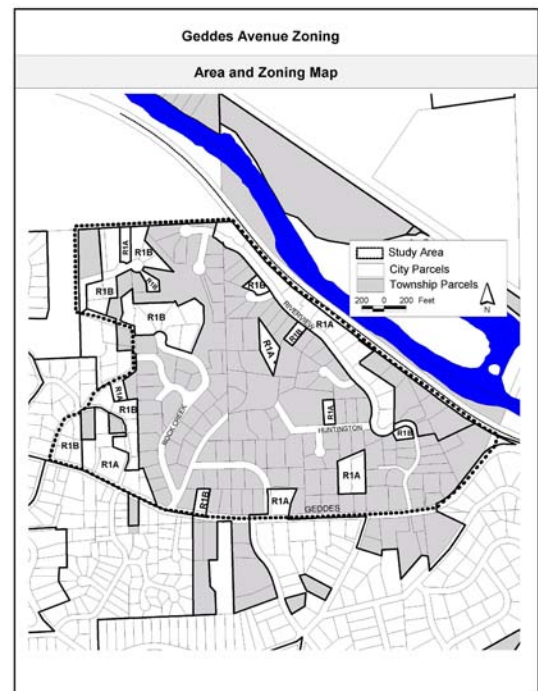
infrastructure and watershed studies. Studies should address the Work Program items identified in this chapter such as analyzing ways to reduce imperviousness, developing incentives for employers to reduce vehicular trips and developing incentives to encourage the enhancement of natural areas.

Capital Improvements Plan

City Code requires the Planning Commission to annually prepare a Capital Improvement Plan for the ensuing six fiscal years for approval by City Council. The CIP identifies capital improvement projects that should be undertaken to address infrastructure and transportation needs throughout the City. The Planning Department works with other City departments to develop the CIP. The CIP provides for large, physical improvements that are permanent in nature, including basic facilities, services, and installations needed for the functioning of the community. These include transportation systems, utilities, municipalities and other miscellaneous projects.

Zoning in Geddes Avenue Area

In November 2000, the City Planning Commission discussed the appropriate zoning for parcels within the Geddes Avenue study area (see map below) that annex from Ann Arbor Township to the City. The Commission concluded that the R1B zoning district would be recommended for these parcels upon annexation. The R1B zoning district will allow more lots to conform to the minimum lot size and setback requirements than the R1A district. The district could slightly increase the number of homes in the area, if some of the larger lots were split, which may help to encourage a greater diversity of housing and promote a more efficient provision of utility services (distribution of costs per household). The intent of the R1B, which is similar to that of the R1A, is to provide an environment of predominantly low-density, single-family homes. City parcels currently zoned R1A within the study area would remain R1A unless the property owner pursued a petition with the City to rezone the land R1B.



Updating the Zoning Maps

A number of parcels in the City have been developed with a use that is different from the underlying zoning designation. The Future Land Use Maps in Chapter 6 recommend land uses that are consistent with the existing site conditions. The zoning maps should be updated to reflect the existing conditions on the site.

Brownfield Authority

The City should continue to participate in the Washtenaw County Brownfield Authority to encourage the cleanup of contaminated, blighted, or functionally obsolete brownfield sites in the City.

Inter-jurisdictional Cooperation

The City should identify ways to increase and improve inter-jurisdictional cooperation with public agencies that impact and are impacted by planning decisions in the City. Such agencies

include Washtenaw County, surrounding townships, the University of Michigan, the Ann Arbor Transportation Authority, the Washtenaw Area Transportation Study, the Washtenaw County Drain Commission, the Metro Alliance, and other public entities. Such cooperation can facilitate improved decision making regarding regional land use and transportation planning issues and can help maintain and improve the quality of life for area residents. Periodic meetings should be scheduled between City staff and the planning commission and representatives of surrounding jurisdictions.