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## RESOLUTION

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## ACKNOWLEDGEMENTS

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## BACKGROUND

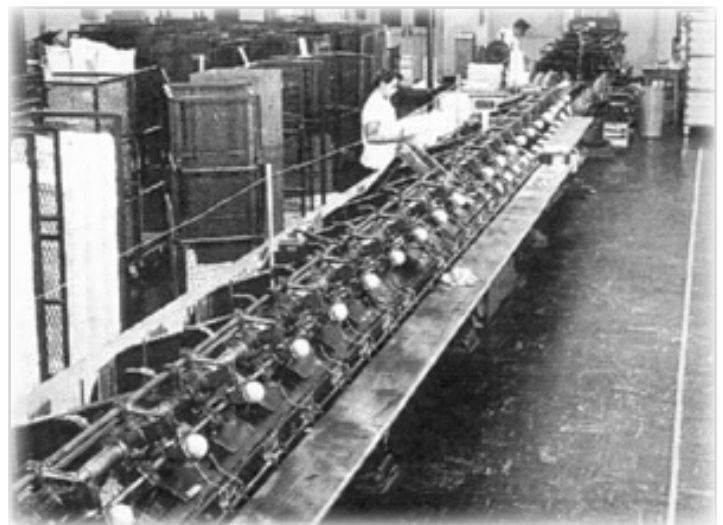
The South State Street Corridor project has developed a vision for the future of one of Ann Arbor's main corridors. The project grew out of the recognition that the corridor has the potential to serve as a catalyst for economic development. The following pages propose ideas and strategies that can be used to build upon existing strengths and address current challenges to enhance the image, economic vitality, and sustainability of the corridor. Developed in 2012, this vision is the result of a collaborative planning effort by community members, businesses, the University of Michigan, and the City of Ann Arbor.

### State Street

The South State Street Corridor is a 2.15 mile stretch of office, retail, residential, research, and limited industrial uses from Stimson Street on the north to West Ellsworth Road on the south. This major employment center and retail destination is a highly active automobile-oriented corridor that connects Interstate 94 (I-94) to downtown Ann Arbor and Pittsfield Township.

Development since the 1950's has shaped South State Street to be Ann Arbor's primary office, research, and light industrial corridor. Today, this area contains over 1,000,000 sq. ft. of retail space, approximately 900,000 sq. ft. of office space and approximately 580,000 sq. ft. of industrial and light manufacturing space, more than any other single area of the city. Retail and residential uses are also present in this corridor, but constitute a smaller percentage of the land use. Major land use influences in the area include the University of Michigan, Briarwood Mall, and I-94.

With its concentration of high-activity uses, proximity to downtown, the University of Michigan south athletic campus, and the highway, South State Street is poised for future growth and redevelopment. However, portions of the corridor lack attractive elements and a sense of place that truly represents and feels like Ann Arbor. There are substantial opportunities for transportation, land use, aesthetic, and environmental improvements.



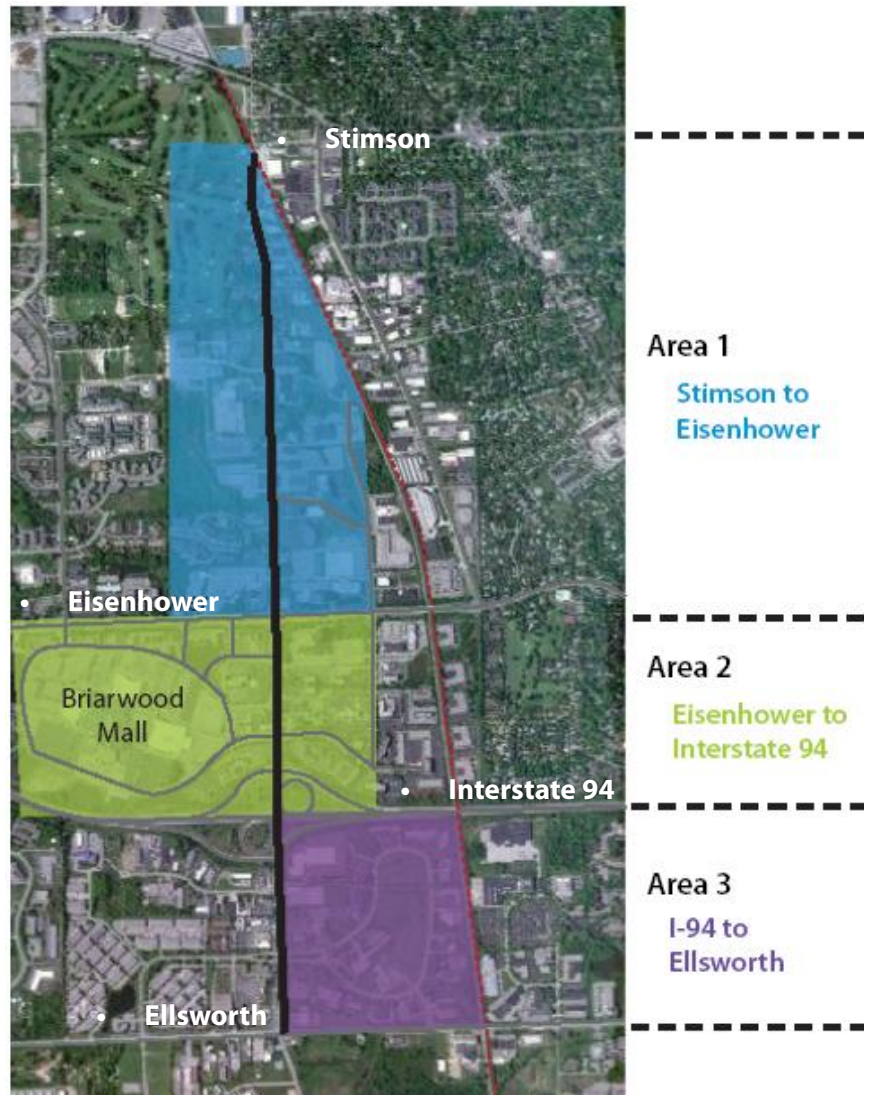
## Boundaries

For the purposes of this Plan, the corridor is divided into three sub-areas based on the character and specific challenges each area faces.

**Area 1** extends from Stimson Street on the north to Eisenhower Parkway on the south. It contains a mix of commercial, office, residential, and long-standing industrial properties. The area also houses the University of Michigan south athletic campus, which is expected to continue intensifying in the future. Area 1 is zoned primarily for office and light industrial uses.

**Area 2** extends from Eisenhower Parkway south to Interstate 94 (I-94). This sub-area encompasses a mix of office, commercial, and hotel uses. There are currently no industrial uses here, though the zoning for a large portion of this sub-area allows light industrial uses. This area also contains Briarwood mall, which is the largest regional shopping mall in Washtenaw County, and more than ten hotels that serve both short- and long-term visitors.

**Area 3** is south of I-94 and east of State Street. It includes Ann Arbor Research Park which is surrounded by Pittsfield Township to the west and south. This sub-area is zoned for research and office uses.



## Development History

Since the 1930s State Street has been home to a variety of manufacturing and light industrial uses. 1954 saw the construction of the Edwards Brothers building on the west side of South State Street south of the University of Michigan Golf Course, but aside from a few commercial buildings south of present-day I-94, the area south of Edward Brothers remained predominately farmland. In the 60s and 70s, gas stations, professional offices, and financial institutions began to line the corridor, while larger developments such as Wolverine Tower and the 777 Building took their place at the burgeoning intersection of South State and Eisenhower. The construction of Briarwood Mall in the early 1970s brought continued growth along South State during the 1980s, including the Waterworks Plaza and the Wolverine Inn Motel at Victors Way. Development continued through the 1990s and early 2000s, and today nearly every parcel along the corridor is developed.

## The Plan

This Plan begins by looking at past planning efforts along the corridor and outlining what recommendations are present in existing city plans. It goes on to propose ideas and strategies that can be used to enhance the corridor's economic vitality, aesthetic quality and safety. Finally, it highlights the comprehensive public input process used to develop the vision and recommendations for the corridor.

## Sustainability Framework Connection

The key recommendations in this Plan are organized by the City of Ann Arbor Sustainability Framework (SF) goals, adopted in February 2013, which are intended to guide all city plans. Within the SF structure, recommendations are arranged by area within the corridor and further divided into short-, mid-, and long-term recommendations. These recommendations are intended to guide specific implementation methods and identify implementation leaders. [Note that some categories within the document may not be immediately relevant for the South State Street Corridor project.]

## Sustainability Framework Goals

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### Land Use and Access



**Transportation Options-** Establish a physical and cultural environment that supports and encourages safe, comfortable, and efficient ways for pedestrians, bicyclists, and transit users to travel throughout the city and region




**Sustainable Systems-** Plan for and manage constructed and natural infrastructure systems to meet the current and future needs of our community



**Integrated Land Use-** Encourage a compact pattern of diverse development that maintains our unique sense of place, preserves our natural systems, and strengthens our neighborhoods, corridors, and downtown

## Community

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-  **Engaged Community**- Ensure our community is strongly connected through outreach, opportunities for engagement, and stewardship of community resources
-  **Diverse Housing**- Provide high quality, safe, efficient, and affordable housing choices to meet the current and future needs of our community, particularly for homeless and low-income households
-  **Human Services**- Provide services that meet basic human needs of impoverished and disenfranchised residents to maximize the health and well-being of the community
-  **Safe Community**- Minimize risk to public health and property from manmade and natural hazards
-  **Active Living and Learning**- Improve quality of life by providing diverse cultural, recreational, and educational opportunities for all members of our community
-  **Economic Vitality**- Develop a prosperous, resilient local economy that provides opportunity by creating jobs, retaining and attracting talent, supporting a diversity of businesses across all sectors, and rewarding investment in our community





## Climate and Energy

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-  **Sustainable Energy**- Improve access to and increase use of renewable energy by all members of our community
-  **Energy Conservation**- Reduce energy consumption and eliminate net greenhouse gas emissions in our community
-  **Sustainable Buildings**- Reduce new and existing buildings' energy use, carbon impact, and construction waste, while respecting community context

## Resource Management

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-  **Clean Air and Water**- Eliminate pollutants in our air and water systems
-  **Healthy Ecosystems**- Conserve, protect, enhance, and restore our aquatic and terrestrial ecosystems
-  **Responsible Resource Use**- Produce zero waste and optimize the use and reuse of resources in our community
-  **Local Food**- Conserve, protect, enhance, and restore our local agriculture and aquaculture resources



## The Content of the Plan

This Plan examines the problems facing the State Street corridor and proposes solutions, so that future growth can occur in a thoughtful and sustainable manner. With this Plan, the City intends to foster economic development while supporting existing land uses and ensuring future uses are compatible and complementary.

## Past Planning Efforts

Though this is the first corridor plan specific to South State Street, several plans currently influence development along the corridor and include the Master Plan: Land Use Element, Capital Improvement Plan, Transportation Plan, Briarwood Subarea recommendations, Non-Motorized Transportation Plan, Parks Recreation and Open Space Plan, and the Washtenaw Area Transportation Study. Major recommendations made in these plans include:

### **Master Plan Land Use Element 2009 (referencing the 1990 South Area Plan):**

- Oakbrook Drive, off South Main Street, should be extended east from its ending point to South State Street.
- Multiple-family residential at ten units per acre could be considered west of Edwards Brothers with access to Oakbrook Drive.
- Neighborhood parkland is needed as more residential uses are proposed.
- Another site for redevelopment includes both sides of State Street to the south end of the University of Michigan Golf Course, and the north end of South Industrial Highway. 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. Sites on the west side of State Street should be office use.

### **Briarwood Subarea Recommendations (1995)**

- Office or PUD south of Eisenhower, north of Briarwood Circle
- No additional curb-cuts adjacent to Briarwood
- Produce a South State Corridor Traffic Study from Eisenhower to Ellsworth

### **Non-motorized Transportation Plan (2007)**

- Except for the area around the interchange, there are sidewalks along both sides of State Street. Sidewalks are proposed around the interchange.
- There are only three crosswalks between Stimson and I-94. A major mid-block crossing is proposed at Hilton/Victors Way.
- Narrower lanes are proposed between Eisenhower and Ellsworth, as well as a new road connecting Oakbrook Drive.

### **Transportation Plan 2009**

State Street is considered a high-priority corridor due to its position as a gateway to the city. To alleviate congestion in the short term, the plan recommends:

- Installing SCOOT traffic signals and optimizing signal timings at State Street and I-94
- Coordinating the lights at Victors Way/Hilton with adjacent signals
- Evaluating/constructing queue-jumping lanes (where preference is given to buses at intersections) between Eisenhower and I-94
- Creating a corridor study between Eisenhower and Stimson
- Implementation of a boulevard between Ellsworth Road and Eisenhower Road with indirect ("Michigan") lefts
- Research is needed for a complete reconstruction of the interchange

The plan indicates that further analysis of the corridor should be conducted in order to determine the feasibility of signature/high-quality transit improvements. These improvements could be completed within a mid-term timeframe. Because this corridor has some of the highest ridership of AATA and UM busses, and has redevelopment potential that could be encouraged by transit, the plan suggests that the feasibility of transit improvements would be high.

With 98 crashes, the intersection at State Street and Victors Way had more crashes from 2003 – 2005 than any other intersection in the City.

### **Pittsfield Transportation and Land Use Plan (2010)**

Pittsfield Township recognizes the State Street Corridor as a destination district that can support land use density and access to public transportation. This area is labeled as an activity/township center with proposed bus and non-motorized transportation improvements. The overall plan favors a mixed-use, transit-oriented approach.

### **Capital Improvements Plan (2014-2019)**

- Oakbrook Extension – constraints: partly owned by University of Michigan, University of Michigan needs water main. Note: It has been in the CIP since 1999
- Stimson to Ellsworth Corridor Study – scope: create modern boulevard designed as a complete street with indirect left turns; Included in Transportation Plan Update to be further studied, 2015
- Resurface South State Street from Eisenhower to I-94 in 2014
- State Street Non-Motorized Corridor Project - improve non-motorized facilities along the corridor, 2015

### **Parks Recreation and Open Space Plan**

There are several recommendations for parks in the South Area, though none of them border State Street. There are no parks along State between I-94 and Stimson.

### **Washtenaw Area Transportation Study (WATS) 2035 Recommendations**

- Modernize signals at State/Hilton, 2011
- Connect Oakbrook to State Street 2012
- Ellsworth to Hilton SCOOT traffic signals, 2016
- Ellsworth to Eisenhower reconstruction, implement study recommendations, 2016
- Ellsworth to Eisenhower four lane boulevard, 2021

## VISION FOR THE CORRIDOR

Because of South State Street's concentration of high activity uses, proximity to downtown and the highway, and lack of conflicting landuses, the corridor offers a unique opportunity to address community priorities such as transportation infrastructure, land use patterns, sustainability, and economic development. The vision for the South State Street Corridor embodies the combined efforts of residents, business leaders, land owners, corridor users, the University of Michigan, Planning Commission, AATA, Pittsfield Township, and the City of Ann Arbor to harness this potential. These stakeholders are unified in the desire to revitalize the corridor and **develop a welcoming gateway that reflects the character of Ann Arbor.**

### Vision

The South State Street Corridor will be

1. **Interconnected**- Planning decisions will be based, in part, on the interconnectedness of natural, transportation, and land use systems. The corridor connects people to downtown, the University, important places in the City and throughout the region. The corridor will enable users to move safely, comfortably, and seamlessly by foot, bike, transit, and/or car.
2. **Diverse**- A vibrant and diverse corridor that is made up of a mix of services, offices, housing, and amenities that meet the needs of all age groups, income levels, household types, ability levels, and cultures. Land use systems will be compatible and complementary, and will include residential, commercial, office, industrial, and mixed uses.
3. **Sustainable**- We will use land, energy and resources efficiently and in a way that promotes healthy lifestyles and high quality of life for present and future generations.
4. **Attractive**- A high quality entryway with attractive buildings, public spaces, landscapes, and streetscapes that provide places where people want to work, live, visit, and play. Streets are safe and accessible for all users.
5. **Invigorated**- Sustained, diverse economic vitality of the corridor will stimulate new investment and employment opportunities. The character of the corridor will be enhanced through renewal of buildings and businesses and supports new development, services, and amenities.



## STRUCTURE FOR RECOMMENDATIONS AND ACTIONS

The key recommendations for the State Street Corridor are organized in the following structure:

- Overall Corridor Recommendations and Actions
- Area 1 Recommendations, Background, and Actions
- Area 2 Recommendations, Background, and Actions
- Area 3 Recommendations, Background, and Actions
- Site Specific Recommendations
- Transportation Improvements

Within each section, recommendations are categorized using the City of Ann Arbor Sustainability Framework (SF) goals, which are intended to guide all city plans. Each recommendation is accompanied by a symbol that indicates the subcategory of the Sustainability Framework in which the recommendation falls. These subcategories are provided on page two of this document.

Corridor recommendations were given a code and a number to help with organization.

- CE-Climate and Energy
- CM- Community
- LU- Land Use & Access
- RM- Resource Management

Following these recommendations, a chapter is provided to document the timeframe and stakeholders associated with priority recommendations (see page 37).

# OVERALL CORRIDOR RECOMMENDATIONS

## CLIMATE AND ENERGY

### SUSTAINABLE ENERGY



#### **CE-1: Evaluate the feasibility of using vacant or underutilized parcels for alternative energy generation**

1. Develop partnerships with local private businesses interested in pursuing renewable energy generation
2. Work with the Energy Office and local utility to determine feasibility of energy generation on vacant parcels. An average solar plant requires five to 10 acres for every megawatt (MW) of generating capacity



#### **CE-2: Incentivize more stringent energy efficiency standards that encourage all new buildings to have solar ready rooftops**

1. Work with the Energy Office and Energy Commission to develop technical assistance tools and incentives for new buildings



#### **CE-3: Encourage the addition of Plug-in Electric Vehicle (PEV) recharge stations in new and existing developments along the corridor.**

1. Provide technical assistance for locating PEV-ready infrastructure as part of site plan reviews for new development
2. Work with larger employers to seek out incentives for installation of PEV recharge stations in existing parking lots

## COMMUNITY

### ENGAGED COMMUNITY



#### **CM-1: Cultivate South State Street's identity**

1. Work with property owners and businesses to identify characteristics that distinguish this corridor and highlight destinations and themes that connect to the City at large
2. Develop a conceptual plan for public improvements, streetscape changes, signage and lighting that support the corridor's identity
3. Support the establishment of retail and hospitality business associations in the corridor



#### **CM-2: Evaluate the utilization of open land for community gardens**

1. Identify appropriate parcels for community gardens
2. Conduct preliminary soil tests for contamination and needed enhancements.
3. Identify local organizations and stakeholders interested in utilizing land for urban agriculture and committed to on-going maintenance
4. Research potential funding opportunities and implementation support
5. Determine suitability, accessibility, management and operation of identified parcels

## DIVERSE HOUSING



### **CM-3: As housing is integrated into the corridor, encourage the expansion of affordable housing options**

1. Analyze residential market data that will inform neighborhood housing markets and develop housing strategies for the corridor
2. Determine whether tools such as voluntary agreements with subsidies or density bonus incentives will result in more affordable rental housing as development occurs along the corridor
3. Promote policies and development that assure a mix of housing options
4. Promote affordable market-rate housing options

## ACTIVE LIVING AND LEARNING



### **CM-4: Integrate public art into the corridor**

1. Work with the Ann Arbor Public Arts Commission and stakeholders to set clear goals and expected outcomes of a public art initiative along the corridor
2. Identify potential locations for public art that (a) maximize public interaction; and (b) highlight the corridor as a destination
3. Work with the Project Management Unit to determine siting standards for art in the public right-of-way



### **CM-5: Evaluate the utilization of open land for temporary athletic fields and recreation facilities**

1. Work with Parks and Recreation to determine feasibility and assess demand
2. Encourage partnerships between local athletic groups interested in pursuing athletic field development and private land owners



### **CM-6: Identify and preserve desirable connections to public open space, parks and trails within the corridor**

1. Assess feasibility of creating a public trail connection along Malletts Creek
2. Partner with private land owners in the corridor to create non-motorized path connections to public parks and sidewalks



### **CM-7: Develop a non-motorized trail along the Ann Arbor Railroad that connects to the proposed Allen Creek bikeway to Pittsfield Township.**

1. Conduct initial meetings with Ann Arbor Railroad to determine project feasibility
2. Develop partnerships with local stakeholder groups interested in funding, management, and project assistance

*Philadelphia's free standing "green wall" sculpture design was based on the Schuylkill River's role as a natural gateway and reflector of the city's culture, history and heritage.*



## ECONOMIC VITALITY



### **CM-8: Maintain and enhance the commercial corridor, for property owners, visitors, members of the community, and the University**

1. Encourage private property investment in the appearance of buildings and site landscaping
2. Create design standards for new development in the corridor



### **CM-9: Incorporate consistent “gateway” treatments into all improvement efforts along the corridor**

1. Develop an integrated landscape/ streetscape/lighting plan that helps define the character and improves the overall aesthetic qualities of the corridor
2. Develop a simple and easy-to-read wayfinding system that directs visitors to destinations along the corridor and downtown
3. Consider introducing monument signs, historical markers, or public art along the corridor to create a unique character



### **CM-10: Seek out funding sources that will bring financial support to projects that improve the streetscape and infrastructure**

1. Research beautification and landscaping grants
2. Examine and utilize any State or Federal funding
3. Work with Systems Planning to identify funding sources for capital improvements projects such as street lighting upgrades and wayfinding signage
4. Explore the development of a Business Improvement District (BID) that allows businesses along the corridor to fund improvements within the district



### **CM-11: Preserve economic development potential by creating opportunities for high quality, attractive development and redevelopment**

1. Partner with SPARK to help facilitate development and redevelopment along the corridor
2. Provide opportunities for more local services such as restaurants, pharmacies, salons, etc., to accommodate the daily need of visitors, employees and future residents in the area



## LAND USE AND ACCESS

### TRANSPORTATION OPTIONS



#### **LU-1: Enhance the accessibility, connectivity and safety of non-motorized transportation options throughout the corridor**

1. Implement the Non-motorized Plan's bicycle facility recommendations as part of road projects in the corridor
2. Eliminate sidewalk gaps along the street and improve private sidewalk connections from buildings to the public sidewalk system.
3. Establish high-visibility, lighted pedestrian crossings across South State Street after determining their optimal locations
4. Partner with local organizations to assist with non-motorized path planning, implementation and maintenance
5. Work with MDOT to improve non-motorized facilities over the I-94 interchange



#### **LU-2: Prioritize transit improvements to support increased economic activity in the corridor**

1. Partner with AATA to evaluate service and bus stop improvements on the State Street route
2. Anticipate and plan for future high capacity transit options, including fixed guideway or bus rapid transit, and associated station locations



#### **LU-3: Conduct a detailed traffic analysis of the corridor incorporating this plan's updated land use recommendations**

1. Identify high priority intersection improvements to address congestion and safety
2. Address turning movement needs throughout the corridor



#### **LU-4: Assess and improve motorized and non-motorized safety along the corridor**

1. Identify and evaluate tools for improving high crash and congestion areas, including roundabouts, new traffic signals, signal timing changes, addition of turning lanes and improved directional signage
2. Improve the road surface for vehicles and bicycles by resurfacing and/or crack sealing and regularly refreshing pavement markings
3. Identify specific access management opportunities, such as consolidation of curb cuts and interior driveway connections between properties, to guide redevelopment along the corridor



## SUSTAINABLE SYSTEMS



### **LU-5: Plan for increased sanitary sewer capacity throughout the corridor to address the anticipated needs of new construction**

1. Incorporate sanitary sewer improvements as other infrastructure improvements are made.
2. Work with the University of Michigan to identify capacity needs based on anticipated development



### **LU-6: Evaluate innovative parking solutions to utilize land more efficiently**

1. Evaluate the feasibility of building multi-level parking decks in strategic locations to support “park-once” sites such as Briarwood Mall and commuter Park & Ride facilities near key activity nodes
2. Encourage new parking infrastructure systems that support cleaner vehicles such as electric vehicles

## INTEGRATED LAND USE



### **LU-7: Annex remaining township parcels along the corridor**

1. Determine properties eligible for annexation and initiate annexation process with property owners



### **LU-8: Encourage the incubation of small businesses**

1. Identify area best suited for small business incubation
2. Create opportunities for small, independently-owned commercial, office and industrial businesses



### **LU-9: Encourage better utilization of land through infill and reuse**

1. Evaluate the development of park and ride lots on existing underutilized parking lots.
2. Support infill development that uses land and infrastructure more efficiently and supports public transit



### **LU-10: Allow historic land uses to continue**

1. Support existing light industrial, office and residential uses along the corridor



### **LU-11: Promote mixed land uses (residential and office or residential and ancillary retail) along the corridor**

1. Ensure infrastructure is in place to support more intense mixed use development

## RESOURCE MANAGEMENT

### CLEAN AIR AND WATER



#### **RM-1: Integrate better stormwater management and drainage throughout the corridor (LU-8)**

1. Refer to the Mallett's Creek Restoration Plan (2000) for recommendations on ways to restore Mallett's Creek
2. Utilize rain gardens and native plants in the medians, islands, and right-of-way to reduce the volume of stormwater runoff and improve the visual appeal of the corridor
3. Encourage the conversion of turf to low-maintenance groundcovers.
4. Utilize landscaping opportunities that include recreated wetlands, bioswales, raingardens, and street trees



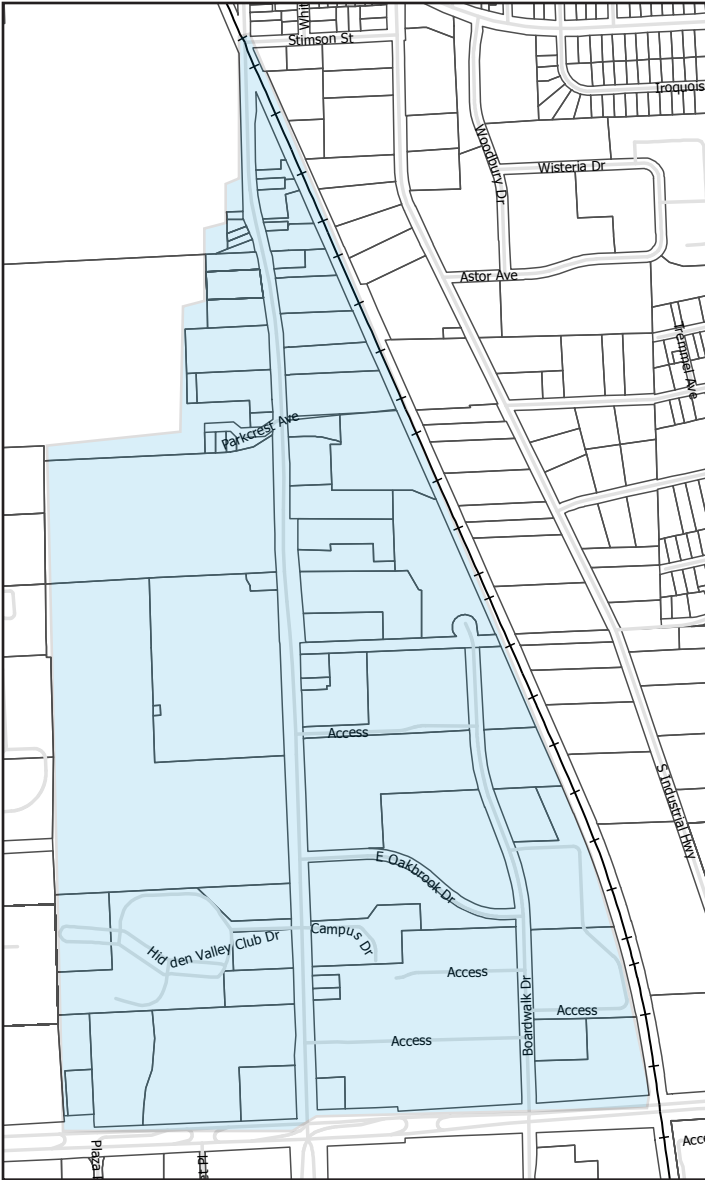
#### **RM-2: Protect high quality natural systems**

1. Ensure that future development on publicly and privately owned land is consistent with the city's Natural Features regulations
2. Identify and protect the integrity of the wetland and creekshed systems within the corridor





## AREA 1 RECOMMENDATIONS



### COMMUNITY ENGAGED COMMUNITY



#### CM-4: Integrate public art into the corridor

**Background:** Public art improves the aesthetic quality of public spaces and helps stimulate the local economy. Improving the aesthetic quality and cohesiveness of the corridor are two major priorities outlined by stakeholders. Planning for and incorporating public art into improvements to Area 1 will help improve the character of the corridor and provide cohesiveness.

#### Area Specific Actions:

1. Incorporate public art at the corner of Stimson and State Street that signifies the entry into and out of the corridor
2. Partner with the Ann Arbor Public Art Commission (AAPAC) to determine location, identify funds, and generate a timeline for implementation
3. Connect public art projects throughout the three focus areas

### ACTIVE LIVING AND LEARNING



#### CM-7: Develop a non-motorized trail along the Ann Arbor Railroad that connects to the proposed Allen Creek bikeway to Pittsfield Township.

**Background:** The City of Ann Arbor owns a 66 foot wide parcel containing a water main that extends from South State Street to South Industrial Highway, under the Ann Arbor Railroad tracks.

#### Area Specific Actions:

1. To provide an east-west connection option, create a trail over the water main easement from the University of Michigan athletic campus to Boardwalk (as shown on the Transportation Improvement map)

## LAND USE AND ACCESS

See also Transportation recommendations and map on Pages 34-35

### TRANSPORTATION OPTIONS



**LU-1: Enhance the accessibility, connectivity and safety of non-motorized transportation options throughout the corridor**

**Background:** Sidewalks are a fundamental component of the non-motorized transportation network. In order to create a comprehensive sidewalk system, the City must bring existing sidewalks up to ADA minimum standards. Currently, the State/Stimson intersection has sidewalks that abruptly end or lack sidewalks entirely.

**Area Specific Actions:**

1. Connect existing sidewalks, fill in areas where sidewalk connections end, improve sidewalks at the State/Stimson intersection and bring to minimum ADA standards



**LU-3: Conduct a detailed traffic analysis of the corridor incorporating this plan's updated land use recommendations**

**Background:** The Oakbrook connection has been recommended in various planning documents for decades. Connecting this road would provide an additional east-west connection between South State and South Main. This extension would help break up the superblock and provide multiple access routes. It also can provide emergency crews with better access in emergencies.

**Area Specific Actions:**

1. Work with the University to identify a preferred alignment to connect Oakbrook Drive



## INTEGRATED LAND USE



### **LU-7: Annex remaining township parcels along the corridor**

**Background:** Development pressures after World War II caused the City to expand its jurisdiction into surrounding areas and provide water and sewer services to newly developed neighborhoods and commercial districts. Most annexations occurred after owners requested annexation and the city services that accompanied it. This expansion resulted in a number of “islands” of township parcels whose owners have not yet requested annexation. Currently there are 12 parcels in Area 1 that are still under township jurisdiction. The City currently provides multiple services to residents of township islands without collecting revenue from those properties. Additionally, many services are duplicated by Ann Arbor and Pittsfield Townships. It is in the best interest of the City to begin annexing township properties along State Street to end the duplication of services.

#### **Area Specific Actions:**

1. Determine properties eligible for annexation
2. Obtain accurate legal descriptions for each parcel
3. Initiate the annexation process with the State Boundary Commission



### **LU-8: Encourage the incubation of small businesses**

**Background:** The northeast portion of Area1 has several small businesses that provide services to the surrounding residential area. The City can encourage the development of new business within the local community by supporting a zoning district that allows only small businesses. Promoting new small businesses will help contribute to corridor revitalization, increase support for such businesses, and provide additional services to the surrounding residential area.

#### **Area Specific Actions:**

1. Support the rezoning of A-1 parcels shown in the site specific landuse recommendations map to foster small commercial development [businesses of less than 8,000 square feet in size, consistent with the development standards of the C1 (Local Business) zoning district]
2. Partner with SPARK to provide technical assistance to support small business entrepreneurs in the area



**LU-11: Promote mixed land uses (residential and office or residential and ancillary retail) along the corridor**

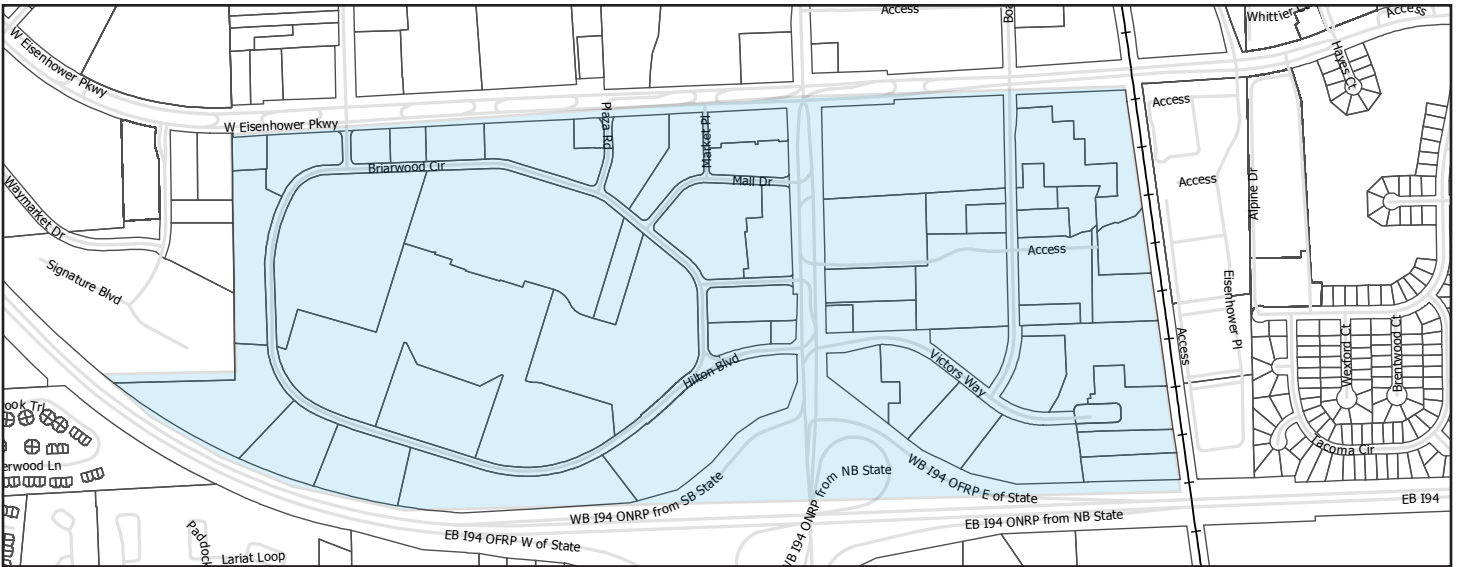
**Background:** People are more likely to be physically active and engaged in their community when their homes, jobs, and retail activities are located close together. Mixed land uses can help promote non-motorized transportation options, encourage street-scale design, revitalize portions of the corridor, and expand housing options. The proximity of Area 1 to existing residential land uses makes it ideal for promoting mixed use development in the future.

**Area Specific Actions:**

1. Encourage mixed-use residential and office uses in Areas 1-B and 1-D (see site specific land use recommendations map on page 31)



## AREA 2 RECOMMENDATIONS



### COMMUNITY

#### ENGAGED COMMUNITY



##### **CM-4: Integrate public art into the corridor**

**Background:** Public art improves the aesthetic quality of public spaces and helps stimulate the local economy. Improving the aesthetic quality and cohesiveness of the corridor are two major priorities outlined by stakeholders. Planning for and incorporating public art into Area 2 improvements will help develop the character of the corridor and provide cohesiveness. It can also be used as an introduction to Ann Arbor for visitors entering the City from I-94.

##### **Area Specific Actions:**

1. Consider placement of public art along medians between Eisenhower and I-94
2. Incorporate a gateway/welcome to Ann Arbor element for visitors entering from I-94
3. Partner with the Ann Arbor Public Art Commission (AAPAC) to determine ideal locations, identify funds, and generate a timeline for implementation
4. Consider themes that can connect public art projects throughout the three project areas

#### ECONOMIC VITALITY



##### **CM-9: Incorporate consistent “gateway” treatments into all improvement efforts along the corridor**

**Background:** The large medians in the right-of-way between Eisenhower Parkway and I-94 are covered with impervious surfaces, which is very unsightly and contributing to the runoff of pollutants into Mallett’s Creek.

##### **Area Specific Actions:**

1. Convert the existing concrete and asphalt medians to rain gardens between Eisenhower Parkway and I-94
2. Redesign and reconstruct the entire right-of-way to improve the transportation systems and improve the appearance of this important gateway



## LAND USE AND ACCESS

See also Transportation recommendations and map on Pages 34-35

### TRANSPORTATION OPTIONS



**LU-1: Enhance the accessibility, connectivity and safety of non-motorized transportation options throughout the corridor**

**Background - Sidewalks:** Sidewalks are a fundamental component of the non-motorized transportation network. In order to create a comprehensive sidewalk system, the City must bring existing sidewalks up to ADA minimum standards. Currently the east side of Area 2 has sidewalks that abruptly end or lack sidewalks entirely. The west side sidewalks have been poorly maintained and are impassible in some areas. Improving pedestrian movement and access in this area is essential to develop a safe and well connected corridor. As the City designs the reconstruction of State Street, mid-block crossings and pedestrian islands must be considered.

**Area Specific Actions:**

1. Connect existing sidewalks and fill in areas where sidewalk connections end
2. Improve sidewalk on the west side of State and bring to minimum ADA standards
3. Work with Briarwood Mall to develop a safe designated pedestrian pathway from crosswalks to mall entrance through the parking lot
4. Improve pedestrian movement and safety along the I-94 overpass
5. Work with MDOT to incorporate sidewalks and safe pedestrian crossings over I-94

**Background - Pedestrian Crossings:** Currently State Street between Eisenhower and I-94 does not have any pedestrian crossings. There is a high demand for safe crosswalks due to the number of hotels and offices on the east side of State Street and the amenities located on the west side of the street. Crossing State Street should be safe and convenient for pedestrians.

**Area Specific Actions:**

1. Design and provide safe pedestrian crosswalks connecting the hotels on the east side of State with Briarwood Mall on the west side in two designated places along Area 2
2. Provide landscaped medians for a pedestrian refuge between Eisenhower and I-94
3. Consider enhancements such as textured or colored pavement, pedestrian level lighting, landscaping and sidewalk bulb-outs



## **LU-2: Prioritize transit improvements to support increased economic activity in the corridor**

**Background:** The State Street corridor is one of two corridors that have the “best potential to support signature transit.” State Street has some of the highest ridership in the AATA and UM bus systems and connects to high-use activity centers such as Briarwood Mall. Planners will need to work closely with transportation planners and project management to ensure buildings, streets, and enhancements along the corridor support the potential development of public transit.

### **Area Specific Actions:**

1. Continue to track the Connector Feasibility Study and assist in identifying transit alternatives and a potential station near the interchange
2. Ensure parking is not placed between a building and the sidewalk
3. Design right-of-way landscaping for active use
4. Encourage higher density, mixed use development near potential transit stops



## **LU-4: Assess and improve motorized and non-motorized safety along the corridor**

**Background - Safety:** South State Street has two intersections with some of the highest crash incidences in Ann Arbor. In Area 2, the intersection of Victors Way, Hilton Boulevard, and State Street generate a high number of vehicle conflicts. The City will work to develop and implement strategies that maximize safety for users of the roadway including non-motorized users. Improvements must incorporate engineering, access management and public awareness.

### **Area Specific Actions:**

1. Work with city transportation planners and assess benefits of turning Area 2 into a boulevard
2. Consider closing Hilton Blvd egress from Briarwood Mall
3. Consider removing left turn option from Victors Way onto State Street
4. Support improvements to the I-94/State Street eastbound and westbound off-ramps
5. Install clear directional signage for drivers exiting I-94



**Background - Pedestrian and Bicyclist Access:**

Stakeholders identified improving pedestrian and bicycling access in Area 2 as a top priority. Corridors with safe non-motorized access create a positive sense of place and enhance the quality of life for all stakeholders. Presently, the sidewalks in Area 2 are rundown, lacking curb cuts, or are nonexistent in certain portions of the corridor. Additionally, there is no safe way for cyclists to move through the corridor since automobiles dominate the roadways and bike lanes are lacking. It is important for the City to develop, improve, and maintain both pedestrian and bicycle pathways throughout Area 2.

**Area Specific Actions:**

1. Conduct a technical study of existing conditions as well as the challenges and opportunities facing bicycle and pedestrian transportation along the corridor
2. Evaluate the best locations for refuge islands, crosswalks, and pedestrian activated High-intensity Activated crosswalk (HAWK) or similar signals in Area 2
3. Consider installing a SCOOT traffic signal at State Street and Victors Way/Hilton Blvd.
4. Consider creating a divided bicycle pathway (with bollards and paint) from Eisenhower to Airport Blvd.
5. Enhance existing interstate crossing options for both pedestrians and cyclists
6. Complete sidewalk connections on the east side of State from Ellsworth to Eisenhower
7. Design and implement existing interstate crossing options for both pedestrians and bicyclists

**Background - Intersection Improvements:** (From the City of Ann Arbor Transportation Plan) The intersection of State Street at Victors Way is an unsignalized intersection that provides access to a dense commercial area. This intersection is categorized as a critical crash location based on both crash rate and crash frequency. A total of 98 crashes occurred at this intersection during a three-year study period. Over 50% of these crashes are rear-end type crashes with the majority of them occurring along the eastbound approach. This intersection is operating at a failing level of service during both AM and PM

**Area Specific Actions:**

1. Work with city transportation planners to assess traffic circle viability at the Victors Way and State Street intersection
2. Meet with project management, transportation planners, and intersection designers to evaluate other intersection options and designs

**Background - Driving Surfaces:** State Street acts as one of the main gateways into the City and is a heavily used corridor. Weather, salt, high traffic volume, and time all negatively affect pavement. Presently the condition of the surface in Area 2 is poor and needs to be resurfaced in collaboration with boulevard and landscaping improvements.

**Area Specific Actions:**

1. Coordinate driving surface improvements between Eisenhower and I-94 with median upgrades

## SUSTAINABLE SYSTEMS



### **LU-6: Evaluate innovative parking solutions to utilize land more efficiently**

**Background:** Currently, much of the parking along the corridor consists of large surface lots that are only filled during the holiday shopping season or for special events. These large surface lots make up valuable real estate that can be used for innovative transportation systems or developed in a manner that uses land more efficiently.

#### **Area Specific Actions:**

1. Support constructing multi-level parking decks in Briarwood Mall area to allow for new infill development
2. Work with Briarwood Mall to develop design and determine possible incentives
3. Evaluate use of solar canopies in existing parking lots
4. Support Park & Ride facilities on underutilized lots

## INTEGRATED LAND USE



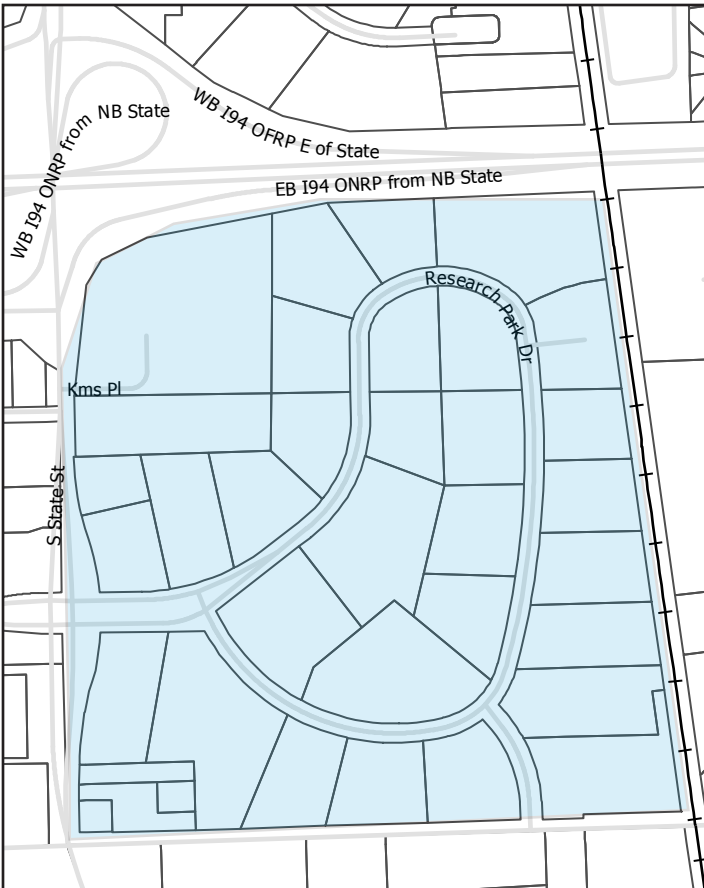
### **LU-11: Promote mixed land uses (residential and office or residential and ancillary retail) along the corridor**

**Background:** Mixed land uses can help revitalize portions of the corridor, expand amenity options, and provide cohesiveness. The majority of Area 2 is made up of office and commercial/retail land uses. Continuing to promote these uses around Briarwood mall will maintain the character of the area and retain consistency.

#### **Area Specific Actions:**

1. Promote mixed use (commercial, office, and residential) land uses along the east, south, and west sections of Briarwood Mall and in the hospitality district east of the mall to use land more efficiently and encourage non-motorized opportunities (see site-specific land use recommendations on Page 31)

## AREA 3 RECOMMENDATIONS



help the city in its goal to implement community renewable energy projects (Climate Action Plan EB-24). Advantages of utilizing this land for renewable energy include the fact that infrastructure such as transmission lines, roads, and water are already onsite.

### **Area Specific Actions:**

1. Conduct a site-specific analysis to identify and/or prioritize the best sites for developing renewable energy facilities based on technical and economic potential
2. Consider strategies in Area 3 to allow for small scale renewable energy generation projects



### **CE-2: Incentivize more stringent energy efficiency standards that encourage all new buildings to have solar ready rooftops**

**Background:** Buildings in Research Park have traditionally been large one or two story facilities with large parking lots. These buildings have large underutilized rooftops that have the potential to generate energy. Solar panels on buildings can either be integrated into the buildings or mounted onto the roof.

### **Area Specific Actions:**

1. Promote the Property Assessed Clean Energy (PACE) program to existing building owners
2. Help facilitate connections between building owners and independent developers interested in leasing rooftops for energy generation.
3. Develop incentives that encourage new buildings to have solar ready rooftops

## CLIMATE AND ENERGY

### SUSTAINABLE ENERGY



### **CE-1: Evaluate the feasibility of using vacant or underutilized parcels for alternative energy generation**

**Background:** As of 2012, Research Park consists of a mixture of office and research uses as well as large vacant parcels and areas of open land. These parcels may be utilized for renewable energy development projects that help nearby businesses or the City of Ann Arbor and its residents generate their own electricity using solar, geothermal, or wind. This action would

## COMMUNITY

### ENGAGED COMMUNITY



#### **CM-2: Evaluate the utilization of open land for community gardens**

**Background:** As of 2012, Research Park consists of a mixture of office and research uses as well as large vacant parcels of open land. These parcels may be utilized for community gardens and small scale urban agriculture.

**Area Specific Actions:**

1. Identify vacant parcels and areas of open land within Research Park
2. Conduct preliminary soil tests to determine if there is any contamination on site
3. Partner with local schools to identify opportunities for education and on-going maintenance of gardens
4. Identify local organizations interested in utilizing land for urban agriculture and committed to on-going maintenance
5. Determine suitability, accessibility, management and operation of identified parcels



#### **CM-4: Integrate public art into the corridor**

**Background:** Public art improves the aesthetic quality of public spaces and helps stimulate the local economy. Improving the aesthetic quality and cohesiveness of the corridor are two major priorities outlined by stakeholders. Planning for and incorporating public art into improvements to Area 3 will help develop the character of the corridor and provide cohesiveness.

**Area Specific Actions:**

1. Support public art projects near I-94 with the roundabout project at Ellsworth and State Street

### SAFE COMMUNITY



#### **CM-5: Evaluate the utilization of open land for temporary athletic fields and recreation facilities**

**Background:** "Office space in the suburbs has been a hard sell since the financial crisis struck in 2007 and entwined with the collapse of the housing market". Currently Research Park consists of a mixture of office and research uses as well as large vacant parcels of open land. These parcels may be temporarily utilized for athletic fields and outdoor recreation facilities.

**Area Specific Actions:**

1. Work with Parks and Recreation staff to determine feasibility and assess demand
2. Develop partnerships with local athletic groups interested in pursuing athletic field development
3. Develop partnerships with Ann Arbor Public Schools to assist with development and maintenance of fields

## LAND USE AND ACCESS

See also Transportation recommendations and map on Pages 34-35

### TRANSPORTATION OPTIONS



#### **LU-4: Assess and improve motorized and non-motorized safety along the corridor**

**Background - Intersection Safety:** The intersection of State Street at Airport Blvd/ Research Park Drive is a signalized intersection that provides access to office buildings to the east and commercial uses to the west. This intersection is categorized as a critical crash location based on both crash rate and crash frequency. This intersection was upgraded in early 2012 and new traffic patterns and signage have led to confusion for many motorists.

#### **Area Specific Actions:**

1. Re-evaluate signage and traffic signal timing at the Research Park Drive and South State intersection after construction of the State and Ellsworth roundabout
2. Meet with project management, transportation planners, and intersection designers to evaluate other intersection options and designs

**Background - Road Surfaces:** State Street acts as one of the connections to Pittsfield Township and Research Park and is a heavily used corridor during morning and evening rush hour. The local roads in Research Park are less congested, but are deteriorating and lack sidewalks. Presently, the condition of the road surfaces in Area 3 are poor and need to be resurfaced in collaboration with intersection and non-motorized transportation improvements.

#### **Area Specific Actions:**

1. On Research Park Drive, consider reducing width of street and constructing standard sidewalks or using excess width to provide buffered on-street non-motorized lanes
2. Fix massive pot holes at entrance to Research Park Drive and State Street

### INTEGRATED LAND USE



#### **LU-9: Encourage better utilization of land through infill and reuse**

**Background:** Rezoning Research Park to the ORL zoning district is recommended to allow greater flexibility in land uses while maintaining consistent building placement limitations. Three parcels directly located on State Street are perfectly situated to support commercial land uses.

#### **Area Specific Actions:**

1. Support commercial and mixed use land uses on the three parcels along Research Park Drive and South State
2. Support rezoning petitions to ORL in Research Park
3. Consider rezoning properties along Research Park Drive to ORL from RE.
4. Promote office, research and limited industrial land uses in Research Park
5. Identify barriers to the full utilization of Research Park
6. Ensure infrastructure is in place to support further development in the area

## SITE SPECIFIC RECOMMENDATIONS

**Site 1-A** – This 3.6 acre area on the east side of South State Street consists of seven lots, four of which presently are in Ann Arbor Township’s jurisdiction. Current uses are primarily industrial and office, with the exception of the grocery store at the Stimson/Ann Arbor Railroad intersection, which is zoned C3 (Fringe Commercial) and P (Parking). Many of the buildings in this area are one story and located at the rear of the parcel, adjacent to the Ann Arbor Railroad, with parking in front of the buildings and little landscaping. There are no private, on-site storm water detention facilities in this area.

Area 1-A is envisioned as a future mixed-use neighborhood retail center serving the Yost and Burns Parks neighborhoods, expanding upon the existing convenience commercial offerings located near the Stimson/South Industrial intersection. As parcels are annexed or redeveloped in this area, they should be zoned C1 (Local Business) zoning district to support pedestrian oriented retail opportunities. The C1 zoning limits the size of businesses to a maximum 8,000 square feet and does not allow drive-through windows. New development in this area should provide pedestrian and vehicular connections to neighboring properties. New buildings should be fronted along South State Street to encourage non-motorized and transit access. Design of new developments should be consistent with the recommendations for mixed use neighborhood retail centers found in Chapter 5 of the Land Use Element Master Plan.

**Site 1-B** This 9.3 acre area contains 16 parcels on the west side of South State Street, five of which are in Pittsfield Township’s jurisdiction. This area contains a mix of office uses and single-family residential, in addition to an undeveloped public right of way (Parkcrest Avenue). As parcels in this area are annexed or redeveloped, O (Office) zoning continues to be the most appropriate zoning to support a mix of residential and office uses.

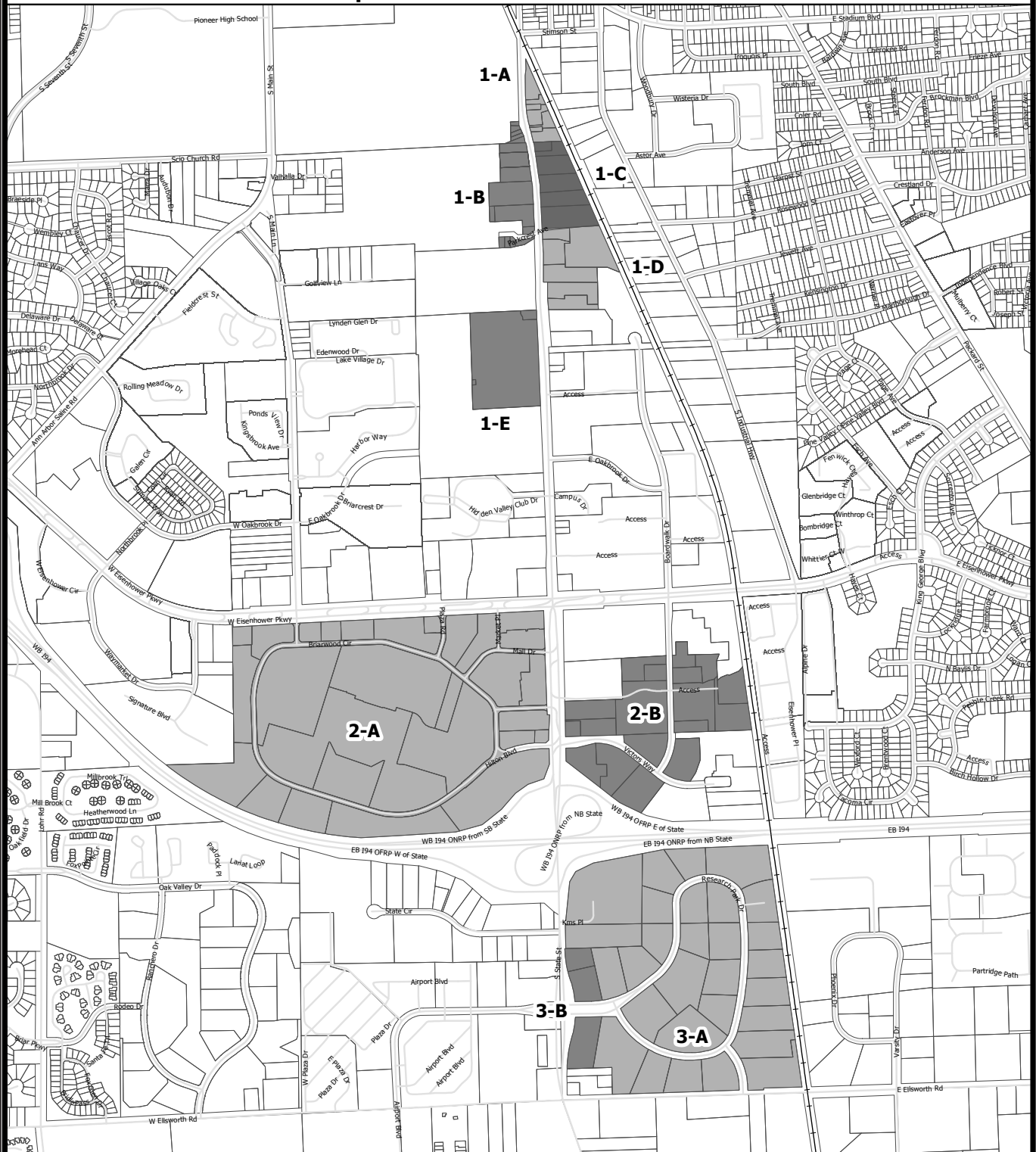
**Site 1-C** – This 9 acre area contains six parcels on the east side of South State Street, four of which currently are in Pittsfield Township’s jurisdiction. These parcels contain established light industrial and vehicle repair uses, and the two parcels within the City’s jurisdiction are zoned M1 and M1A (Limited Industrial). As parcels are annexed or redeveloped in this area, M1 or M1A zoning is recommended to support the continuation of light industrial uses.




**Site 1-D**– This 12.5 acre site consists of 6 lots on the east side of South State Street across the street from the main entrance to the University of Michigan’s South Athletic Campus. Current uses include a mixture of office uses and low-intensity businesses on land that is generally underutilized. The current zoning is MI (Limited Industrial) and O (Office). Office, residential and a mixture of office and residential uses are recommended for parcels in Area 1-D. New buildings should be fronted along South State Street to encourage non-motorized and transit access. As parcels in this area are redeveloped, the O (Office) zoning is the most appropriate zoning to support the future residential/office mix.

**Site 1-E**– This 16.7 acre site is located on the west side of South State Street and is surrounded on three sides by land owned by the University of Michigan. The site currently is being used as a book manufacturing facility. This use and similar light industrial uses, in addition to office uses, are consistent with the existing M1 (Limited Industrial) zoning and should be allowed to continue. If this parcel is redeveloped in the future, residential and a mixture of office and residential uses would be appropriate for this site. Office uses would be consistent with existing office uses along South State Street just north of the site. Residential uses would support the intensification of the University of Michigan’s South Athletic Campus as well as provide housing opportunities for students and employees working at nearby office uses. The O (Office) zoning designation would be the most appropriate zoning designation to support these future land uses.



# South State Street Corridor Study Site Specific Land Use Recommendations



-  Railroads
-  Sites
-  County Parcels

0 500 1,000 2,000 Feet

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**Site 2-A** – This 169 acre area consists of the Briarwood regional shopping mall (6 parcels) and residual properties on the periphery of the mall (22 parcels) that primarily front on Briarwood Circle and Hilton Boulevard. Briarwood Mall is the largest shopping center in Washtenaw County. Current uses along the outer edge of Briarwood Circle and Hilton Boulevard include hotels, office, and limited restaurant and retail uses, as well as a string of regional detention ponds in the Mallett’s Creek watershed. These parcels are zoned O (Office), R5 (Hotel), PL (Public Land) and PUD (Planned Unit Development). Continuation of this mix of low traffic-generating uses is appropriate for these residual parcels. Improved pedestrian and transit access should be incorporated into any redevelopment of these parcels.

The Briarwood Mall buildings are zoned C2B (Business Service) and the surface parking lots surrounding the mall are zoned P (Parking). The mall, which was built in the early 1970’s, has a low floor area to lot area ratio (FAR). Rezoning of the P districts to C2B is recommended in coordination with redevelopment of the mall to increase its FAR. Redevelopment should incorporate non-motorized and transit facilities to expand access to the site and temper increased traffic and parking demand that may result from expanding the commercial uses on site. Converting surface parking to structured parking would allow portions of the existing parking lots to be used as additional retail, restaurant, and hospitality uses. More intense uses will help use land more efficiently and can promote greater vitality at the mall.

**Site 2-B** – This 42.5 acre site contains 16 parcels that front on Victors Way and Broadway. This area contains a mix of hotel and restaurant uses, surrounded by multi-tenant office buildings and the University of Michigan’s Wolverine Tower office building. This area contains R5 (Hotel), C3 (Fringe Commercial), P (Parking), O (Office) and M1 (Limited Industrial) zoning.

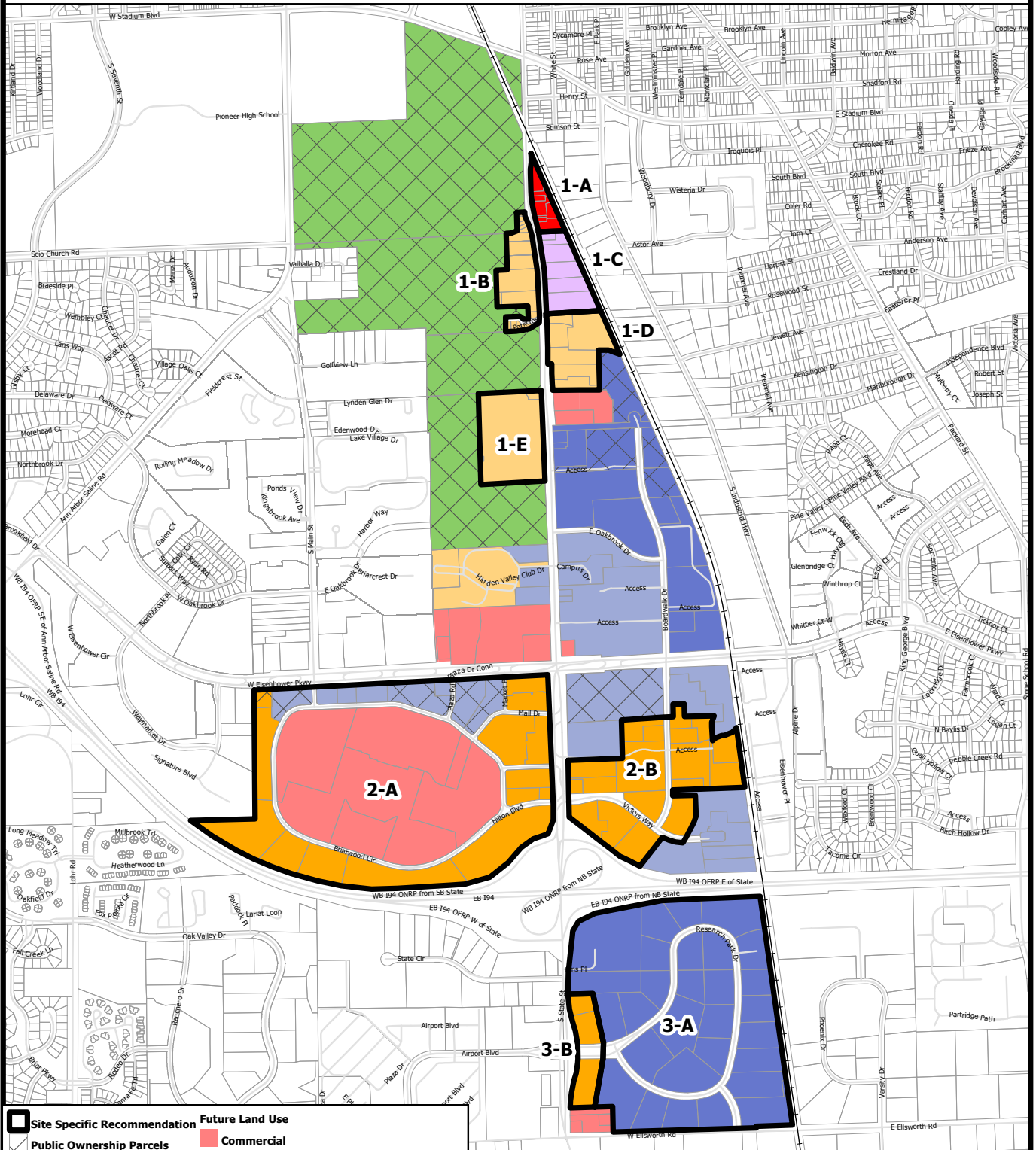
Area 2-B is an important hospitality district, with lodging and restaurant options located within walking distance of each other. This area also provides convenience food options for nearby employees with two drive-through

restaurant options. As parcels in Area 2-B redevelop, recommended zoning designations include C1B (Community Convenience) or C2B (Business Service) to support convenience commercial uses for employees and hotel guests in the immediate vicinity. New uses should be designed to encourage convenient non-motorized and transit access and connect driveways and sidewalks to adjacent sites. Connection to the private east-west drive connecting South State Street and Boardwalk is encouraged. Additional drive openings onto State Street are discouraged. The property commonly known as King Engineering is zoned M1. Office uses are appropriate for this site. Retail and hotel uses would be appropriate if located along the State Street frontage to encourage pedestrian access. Drive throughs are not appropriate along this gateway portion of South State Street.

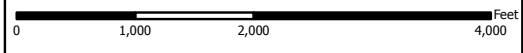
**Site 3-A** - This 120.9 acre research park was a joint project between the City and the Ann Arbor Chamber of Commerce in the early 1960’s. There are 29 parcels in Area 3-B, six of which are vacant. This area currently is zoned RE (Research), which limits uses to research and prototype manufacturing. Current uses in the area include research, office, storage and a charter elementary school. Uses consistent with the Office/Research/Limited Industrial (ORL) zoning district are recommended for those parcels along Research Park Drive, as shown on the future land use map.

**Site 3-B** - This 8.29 acre area contains three parcels fronting South State Street at Research Park Drive. The two parcels north of Research Park Drive are zoned Office; the parcel south of Research Park Drive is zoned Research. Office uses are recommended for these three parcels to provide employment opportunities along this transit corridor. Retail uses would be appropriate if the retail buildings were fronted along South State Street to provide direct non-motorized access. The retail uses should be consistent with those permitted in the retail zoning districts that do not allow drive-throughs by right. For the two properties that front Research Park Drive, vehicular access should be provided from Research Park Drive in order to limit the number of curb cuts along South State Street to improve safety.

# South State Street Corridor Plan Overall Land Use Recommendations



<ul style="list-style-type: none"> <li><span style="border: 1px solid black; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Site Specific Recommendation</li> <li><span style="border: 1px dashed black; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Public Ownership Parcels</li> <li><span style="border-bottom: 1px solid black; display: inline-block; width: 15px; margin-right: 5px;"></span> Railroads</li> <li><span style="border: 1px solid gray; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> County Parcels</li> </ul>	<p><b>Future Land Use</b></p> <ul style="list-style-type: none"> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f08080; margin-right: 5px;"></span> Commercial</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #ff0000; margin-right: 5px;"></span> Commercial Local Business</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #ccccff; margin-right: 5px;"></span> Industrial/Research</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #ffa500; margin-right: 5px;"></span> Mixed Use (Commercial/Office/Residential)</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #ffa500; margin-right: 5px;"></span> Mixed Use (Office/Residential)</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #add8e6; margin-right: 5px;"></span> Office (includes Residential)</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #add8e6; margin-right: 5px;"></span> Office/Research/Limited Industrial</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #90ee90; margin-right: 5px;"></span> Recreation</li> </ul>
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## TRANSPORTATION ISSUES

Since 2007, a number of transportation planning efforts in Ann Arbor have made recommendations for the South State Street corridor.

**Citywide Non-motorized Plan (2007)** – The plan recommends that sidewalk gaps be closed along the corridor and that bicycle lanes be provided on both sides of South State Street in the near term. The plan also recommends a major mid-block crossing at the intersection of Victors Way.

**Transportation Master Plan Update (2009)** – The plan recommends signature transit service along the South State Street corridor (see Connector Feasibility Study, below). Specific recommendations include advanced signal timing, the installation of SCOOT traffic signals at the intersections of Victors Way, I-94, and Ellsworth, and safety improvements to the intersection at Hilton Boulevard. The plan identifies the I-94 interchange as an appropriate area for a Park & Ride lot or structure. The plan also indicates that increased land use densities will help support transit. The plan identifies the need for a comprehensive transportation study from Eisenhower to I-94 which would include specific transportation improvements (midterm). This study evaluated Complete Streets elements and boulevard treatments. The plan also recommends that the Michigan Department of Transportation study the I-94 interchange and construct necessary improvements.

**Connector Feasibility Study (2012)** – This study explores multiple scenarios for high capacity transportation service along major activity centers in the Plymouth Road and State Street corridors identified in the Transportation Plan Update. The study area included the Plymouth Road corridor in northeastern Ann Arbor, downtown, and major activity centers on the south side. It included the University of Michigan's north campus, medical center campus, central campus, and athletic campus, as well as downtown Ann Arbor and employment centers near I-94.

The State Street Corridor was identified as one of three possible routes for the south end of the study area (the other two: S. Main/Ann Arbor Saline and the Ann Arbor Railroad).

## TRANSIT-SUPPORTIVE LAND USE APPROACHES

The Connector Feasibility Study (2012) explored the multiple scenarios for high capacity transportation service along activity centers in the Plymouth Road and State Street corridors, identified by the Transportation Plan Update (2009). This study explored the feasibility of fixed guideway transit service and high quality bus service.

A more detailed second phase of the Connector study is anticipated to begin in 2013, which will evaluate and provide land use recommendations for property within a ½ mile of the connector route to illustrate the potentials of higher densities aligned with improved transit service. If the South State Street corridor is chosen as part of this route, the study will likely explore ways that transit-supportive land uses could be established. Higher density, mixed-use land uses have been shown to better support transit compared to low density, single-use land uses.

Zoning overlay districts can be used to encourage transit-supportive land uses. An overlay district supplements base zoning within a defined area to provide for increased density, ancillary retail uses, non-motorized improvements and design guidelines to ensure that new private development supports high frequency transit service.

Cities such as St. Paul, MN, Seattle, WA, and Charlotte, NC created overlay districts along commercial corridors to encourage transit-supportive land use patterns. Regulations in these districts include the exclusion of certain land uses (e.g., drive-through banks and drive-through restaurants, storage facilities, car rental), reduced front setbacks, reduced parking requirements, density bonuses for structured parking, incentives for mixed use retail, and minimum densities.

A mixed-use zoning district unique to the Corridor is another tool to consider. This zoning district could incorporate the same regulations proposed by an overlay district, but would not overlay existing zoning. The advantage to this approach is that it would clarify the City's future land use direction to property owners and potential developers. Keeping the existing base zoning might reinforce outdated land uses in the corridor.



## CORRIDOR-SPECIFIC TRANSPORTATION RECOMMENDATIONS

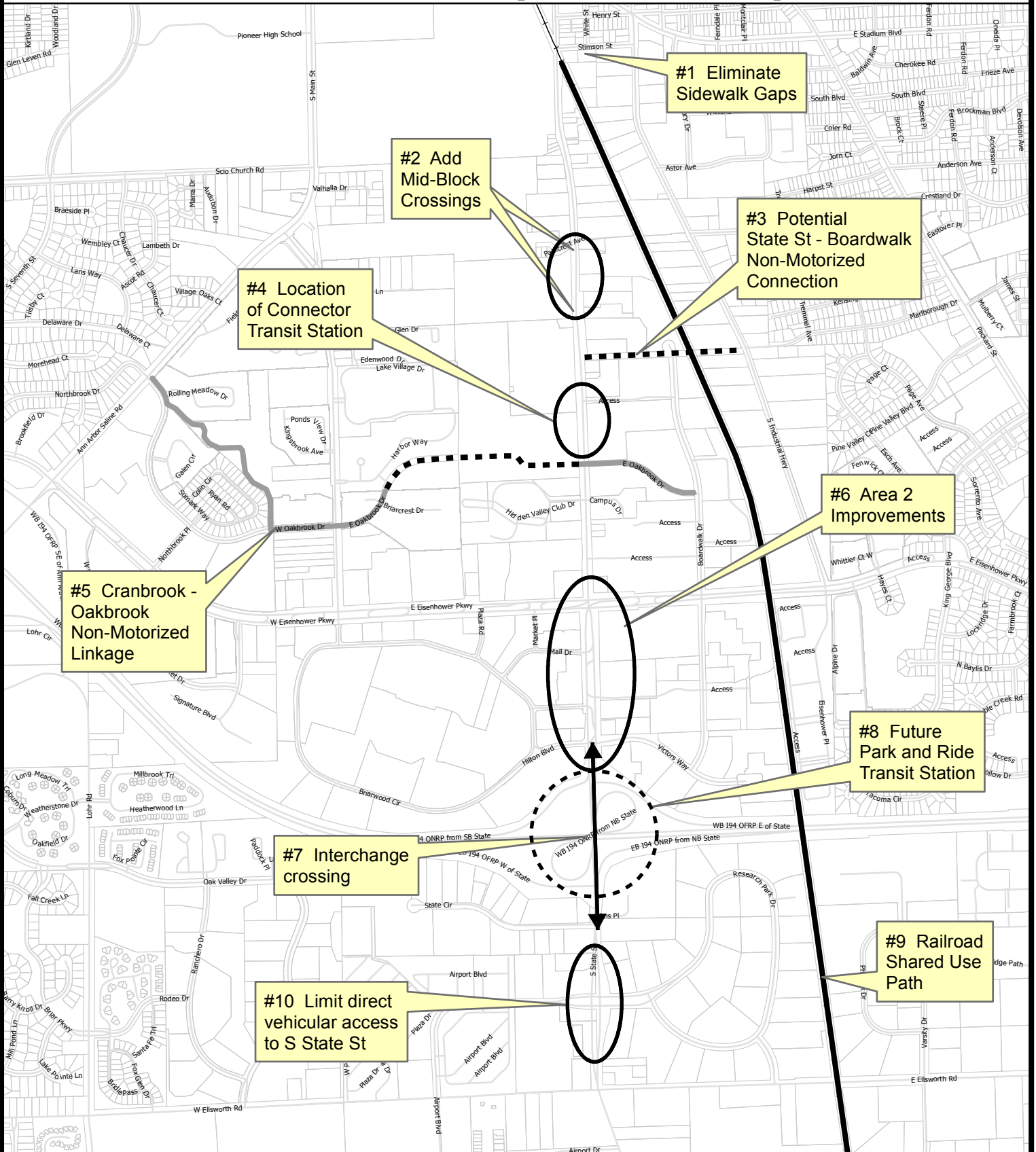
The following is a list of recommended transportation improvements for the South State Street Corridor (see map on page 35). Other recommendations exist in the Citywide Transportation Plan (2009) and the Non-motorized Plan (2007).

1. **Eliminate Sidewalk Gaps** – A number of sidewalk gaps exist in the area near Stimson and South State Street. Closing these gaps will help pedestrians and transit users walk more safely in the area and encourage non-motorized activity.
2. **Add Mid-block Crossings** – Midblock crossings should be added in appropriate locations along the entire length of the corridor. The Non-motorized Plan (2007) calls for a mid-block crossing in the segment between East Eisenhower and I-94. Additional crossings should be provided in the segment between Stimson and East Eisenhower.
3. **Potential State Street to Boardwalk Non-motorized Connection** – a non-motorized path should be considered where an existing public utility easement currently exists between South State Street and Boardwalk, north of East Oakbrook Drive. The feasibility of extending this non-motorized path across the railroad tracks to a strip of publically owned land should be explored to provide a non-motorized connection between South Industrial Highway and the neighborhood to the east with the South State Street corridor.
4. **Location of Connector Transit Station** – The location of a transit station north of East Eisenhower will be determined in the second phase of the Connector study, which should be completed in 2013.
5. **Cranbrook-Oakbrook Non-motorized Linkage** – A path and sidewalk exist between Ann Arbor-Saline Road to the end of East Oakbrook Drive (just east of South Main Street - see Callout #5 on the Transportation

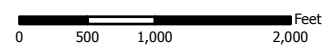
Improvement Map). This critical east-west non-motorized linkage should be connected to State Street. This link would create a substantial east-west non-motorized connection between Ann Arbor-Saline Road and Boardwalk.

6. **Area 2 Improvements** – The Transportation Plan (2009) and Non-motorized Plan (2007) call for major improvements to be made to this portion of South State Street (between East Eisenhower and I-94). Improvements include modifying the boulevard to improve traffic flow, safety, and non-motorized access, providing mid-block crossings, creating a transit station, providing safe non-motorized lanes, paths and sidewalks, providing landscaping, developing access management strategies such as curb cut consolidation, and installing storm water management facilities.
7. **Interchange Crossing** – Non-motorized crossings should be added for pedestrians and cyclists crossing the corridor at the I-94 interchange to increase accessibility and safety along the corridor.
8. **Future Park & Ride Transit Station** – An appropriate location would be between I-94 and East Eisenhower where intense commercial uses exist, including the largest retail shopping mall in Washtenaw County.
9. **Railroad Shared Use Path** – The Non-motorized Plan (2007) identifies the Ann Arbor Railroad right-of-way as being an appropriate location for a shared use path which would provide direct non-motorized access between the major employment and retail areas along South State Street and downtown Ann Arbor and the University of Michigan's Main Campus.
10. **Limit Direct Vehicular Access to South State Street** – If new retail uses are proposed for any of the three parcels on the east side of South State Street, access should be provided in a manner other than directly onto South State Street to reduce traffic conflicts. New retail buildings should be located near State Street to encourage non-motorized access and provide better links for transit users.

# South State Street Transportation Improvements



Routes		Railroads	
	Linkage existing Pathway		Railroads
	Potential Shared Use Path		Parcels
	Proposed Shared Use Path		



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## TAKING ACTION: IMPLEMENTING THE RECOMMENDATIONS

The following corridor-wide and area-specific recommendations are considered to be of the highest priority in implementing the vision and goals of the South State Street Corridor Plan. The actions identified for these recommendations include some that can be quickly implemented and others that may take more time. Due to the large number of recommendations and the limited resources available to complete all of the actions at once, it is necessary to identify those that should be implemented first.

### CLIMATE AND ENERGY



**CE-2:** Incentivize more stringent energy efficiency standards that encourage all new buildings to have solar ready rooftops (Planning, Systems Planning)



**CE-3:** Encourage the addition of Plug-in Electric Vehicle (PEV) recharge stations in new and existing developments along the corridor (Planning, Systems Planning)

### COMMUNITY



**CM-6:** Identify and preserve desirable connections to public open space, parks and trails within the corridor (Planning, Systems Planning)



**CM-9:** Convert the existing concrete/asphalt medians between Eisenhower Parkway and I-94 to rain gardens - area specific; action 1 (Systems Planning, Project Management, Parks)



**CM-11:** Preserve economic development potential by creating opportunities for high quality, attractive development and redevelopment (Planning)

### LAND USE AND ACCESS



**LU-2:** Prioritize transit improvements to support increased economic activity in the corridor (Systems Planning, Planning)



**LU-4:** Assess and improve motorized and non-motorized safety along the corridor (Systems Planning, Project Management)



**LU-5:** Redesign the State Street boulevard between Eisenhower and I-94 to enable safer automobile, bicycle and pedestrian movement (Project Management, Systems Planning)



**LU-8:** Annex remaining township parcels along the corridor (Planning, Systems Planning)

## APPENDIX A - PUBLIC INPUT PROCESS

### Introduction

As a basis for this Plan, the City of Ann Arbor Planning and Development Services conducted a planning study of the South State Street corridor from Stimson Street south to West Ellsworth Road in 2012. The study was conducted in five-phases: I Project Kick-off, II Community Input, III Information Analysis and Draft Plan, IV Review, and V Implementation.

Phase I involved gathering data, generating maps, and conducting background research of the corridor. Project leaders generated a list of parcel owners, business owners, and stakeholders along the corridor.

The core of the State Street Corridor project is built on public input. Phases II and III incorporated a variety of feedback opportunities including two public meetings, an online questionnaire (peak democracy), meetings with local business leaders, and over 50 individual stakeholder interviews.



*Planning Commission South State Street work session*

### Stakeholder Interviews

Over a three month timeframe, city staff conducted 58 individual interviews with stakeholders along the corridor. A wide range of stakeholders were represented including business owners, residents, property managers, city staff, and representatives from the University of Michigan. Interviews were recorded, transcribed, coded and then placed into a database that served as a guide for all corridor recommendations.

Interviewees were asked a series of eight questions focused on their perceived corridor strengths, weaknesses, and opportunities. Stakeholders were asked to identify changes they would like to see in the future and outline how the corridor should function within the context of the city as a whole.

Results from these interviews were very similar to the information gathered at public meetings. The “horrible aesthetics” of the corridor were cited as the biggest concern. Most respondents felt the corridor was “an eyesore with no character” and that the corridor “does not reflect Ann Arbor well.” The second most common response was the lack of safe and connected pedestrian and bicycle pathways. Poor signage and lack of character were also major concerns. When asked what improvements they would most like to see, responses focused on greening the corridor, improving aesthetics, increasing pedestrian and bicycle safety and access, and fixing dangerous intersections.

See pages 40-41 for the full spreadsheet

## Public Meetings

Two public meetings were held in May and July of 2012. The meetings provided residents, business owners, landowners, and other corridor users with an opportunity to learn about the corridor study, discuss their concerns and ideas, and identify changes they would like to see in the future. The first meeting was held on May 23, 2012 at the Malletts Creek Library. City planners provided background on the corridor and highlighted why the corridor project was a priority. Attendees were split into three groups and asked for their ideas and wishes for the future of South State Street. Participants were also given the opportunity to provide feedback on forms handed out at the end of the meeting.



*Public Input Process during July 25th Meeting*

The second public meeting was held on July 25, 2012 at a local hotel conference room along the corridor. City staff provided an update on the corridor study and reviewed draft recommendations for the corridor. Participants were given an opportunity to review the draft recommendations and to highlight specific areas where they would prefer change (on aerial maps of the corridor.) Feedback on these maps was divided into three categories: transportation, aesthetics, and land use. Participants were encouraged to draw their ideas directly on the maps and to provide additional thoughts on a handout of the draft recommendations.



*Public Meeting Result Maps: Aesthetics and Transportation*

**SOUTH STATE STREET CORRIDOR STUDY**

Categories	Stakeholder Interviews	Public Input Session- May 25	Public Input Session- July 25
STRENGTHS	<p>Efficient- functions well as a roadway</p> <p>Major opportunities for improvement</p> <p>Main connection to Ann Arbor</p> <p>Lack of retail</p> <p>Good transit service and bus route</p> <p>Convenience</p> <p>Heavily used corridor</p> <p>Good tenants and companies</p> <p>Amenities (proximity to)</p> <p>Proximity to I-94 and U of M</p> <p>Fewer land owners</p> <p>Nicer buildings on west side</p>	<p>Good AATA options and U of M bus</p>	
WEAKNESSES	<p>Aesthetics- it's an eyesore</p> <p>Horrible entrance into the city</p> <p>Does not represent Ann Arbor well</p> <p>Not pedestrian friendly</p> <p>Pedestrian and cyclist safety</p> <p>Lack of pedestrian crossings</p> <p>Poor signage, lighting, and access</p> <p>Sanitary capacity is lacking</p> <p>Traffic and congestion</p> <p>Poor stormwater management</p> <p>Too much commercial/industrial</p> <p>No trails or natural areas</p> <p>Traffic patterns are terrible</p> <p>No cohesiveness</p> <p>Islands in Area 2 are a disaster</p>	<p>Aesthetics</p> <p>Terrible first impression of A2</p> <p>Interchange discourages pedestrians/cyclists</p> <p>Not a space for pedestrians</p> <p>Pedestrian and cyclist safety</p> <p>Boardwalk/Hotels need access and safe crossings</p> <p>Poor signage - to mall, hotels, U of M, etc...</p> <p>Concrete visually dominates the area</p> <p>1950's development- hodge podge</p> <p>No brand identity for the gateway into our city</p>	<p>Victors Way intersection</p> <p>Entrance to Wolverine tower from State Street</p> <p>Mall drive from State Street- dangerous</p> <p>Terrible for pedestrian movement</p> <p>Dangerous for cyclists of any expertise</p> <p>No pedestrian crossings from east to west</p> <p>Signage and lighting</p> <p>Stormwater at entrance to I-94 going west-bound</p>
DESIRED CHANGES	<p>The Corridor needs greening</p> <p>Put rain gardens in along Area 2 islands</p> <p>Add trees to the corridor</p> <p>Increase sanitary capacity</p> <p>Increase pedestrian and bicycle access</p> <p>Improve lighting, signage &amp; design</p> <p>Put in crosswalks &amp; pedestrian crossings</p> <p>Put in divided bicycle lanes</p> <p>Diversify corridor- add different uses</p> <p>Improve accessibility for all travel modes</p> <p>Improve building themes and facades</p> <p>Create a trail and natural areas system</p> <p>Focus on decreasing stormwater runoff</p> <p>Incorporate art into the gateway</p> <p>Improve traffic flow around mall</p> <p>Re-time traffic lights</p>	<p>Improve aesthetics throughout the corridor</p> <p>Upgrade medians and add green &amp; natives</p> <p>A higher standard of landscaping</p> <p>Needs to have amenities people need/want</p> <p>Pedestrian/cycling path along the railroad</p> <p>Improve lighting (like west stadium)</p> <p>Improve pedestrian and bicycling access</p> <p>Improve bicycling paths</p> <p>Focus on local business cultivation</p> <p>Want it to feel like a place- primary entrance</p> <p>Brand the corridor with visual unity</p> <p>Incorporate natural spaces and parks</p> <p>Better transportation</p> <p>Need art, color and better welcome to A2</p> <p>Improve signage &amp; lighting along the corridor</p> <p>Conduct a traffic study if land uses change</p>	<p>Green the medians and entrances to mall</p> <p>Protect wetlands and consider native landscaping</p> <p>Year-round landscaping with little maintenance</p> <p>Need east- west connection in Area 2</p> <p>Add bike (non-motorized) path along railroad</p> <p>Install pedestrian lighting</p> <p>Maintenance of sidewalks/medians is essential</p> <p>Need safer bicycle and pedestrian pathways</p> <p>Prioritize sidewalk improvements over I-94</p> <p>Native plants, trees,</p> <p>Build a bus station- a real station- like Blake</p> <p>Consider banners and welcome art</p> <p>Improve signage and lighting in all areas</p> <p>Consider HAWK or RRFB's for pedestrians</p>
FUNCTION	<p>Sustainable transportation corridor</p> <p>Redevelopment with transit</p> <p>Incorporate more businesses</p> <p>Modern clean theme- lighting &amp; signage</p> <p>Wayfinding</p> <p>Needs to have A2 tangible visual coolness</p> <p>Accessible, safe, walkable, &amp; bikeable</p> <p>Pedestrianize</p> <p>Add more residential and townhouses</p> <p>More destination retail- food based businesses like Biercamp</p> <p>Attractive entrance to our city</p> <p>Better stormwater options</p> <p>Easier modes of transportation</p> <p>Easier access to and from mall</p>	<p>Focus on mass transit development</p> <p>Buildings closer to the street with better design</p> <p>Make the entire corridor well integrated</p> <p>Eliminate confusion for motorists</p> <p>Safe pedestrian crossings and welcome sign</p> <p>Must visually appear to be important</p> <p>Safe bike routes and divided bike lanes</p> <p>Improve pedestrian movement I-94/Briarwood</p> <p>Mixed-use residential and townhouses</p> <p>Allow more pocket retail- more interesting</p> <p>Incorporate wildlife and ecosystem restoration</p> <p>Bring in pocket parks and green spaces</p> <p>High density parking replacing sprawling lots</p> <p>More services for employees in area</p>	<p>Plan for mass transit options along corridor</p> <p>Need safe and divided bicycle lane over I-94</p> <p>Connect Oakbrook Drive!!!</p> <p>Improve signage off I-94 and along State Street</p> <p>Need pedestrian bridge from hotels to Briarwood</p> <p>MDOT directional signs are needed</p> <p>Connect sidewalk at Stimson to State Street</p> <p>Link Boardwalk to South State Street</p> <p>New zoning designation opportunities (res/retail)</p> <p>More commercial in area 1 (north-east portion)</p> <p>Put in trees, shrubs, flowers, &amp; gateway element</p> <p>Use landscaping to improve stormwater mgmt</p> <p>Please connect Oakbrook Drive</p> <p>No more turn left from Victors Way- too dangerous</p>
LAND USES	<p>Add parks</p> <p>Add walking trails</p> <p>Mixed-use development</p> <p>Add limited commercial (no fast food)</p> <p>Add residential to Area 1</p> <p>Develop commercial around the mall</p> <p>Make it easier for start-ups/small businesses</p> <p>Increase density</p> <p>Reduce limited industrial</p> <p>Increase the number of restaurants</p> <p>Bike paths and pedestrian access</p> <p>Connect Oakbrook</p> <p>Focus on sustainability</p> <p>Spot zoning for small businesses</p>	<p>Incorporate green space and use Tree city image</p> <p>Improve walking and biking trails</p> <p>Mixed-use development</p> <p>Make it visually appealing- a place people want</p> <p>Incorporate residential along corridor</p> <p>Small business cultivation</p> <p>Create a "local and homegrown" retail area</p> <p>Avoid traditional suburban strip mall feel</p> <p>Don't let retail take over</p> <p>Add more restaurants</p> <p>Make it a bicycle friendly corridor- divided lanes</p> <p>Park and ride options by I-94</p> <p>Want vibrancy in the area- cohesive area</p> <p>Bring zoning up to date</p> <p>Transportation Zone Financing (assessment district)</p> <p>TIF for the corridor? R4E</p>	<p>Develop feasible plan for pedestrians &amp; cyclists</p> <p>Encourage smart land use and density</p> <p>Encourage small businesses in north Area 1</p> <p>Allow retail/commercial at frontage in Area 3</p> <p>Connect Oakbrook Drive!!!</p> <p>Community gardens in Research Park</p> <p>Opportunities for solar or wind generation- area 3</p>
COMMENTS	<p>Connector for all modes of transit</p> <p>Make cycling better</p> <p>Maintain efficiency</p>	<p>Consolidate retail around Briarwood</p> <p>Create an attractive entrance to the city</p> <p>Focus on sustainability and efficiency</p> <p>Consider a bus lane that skips Briarwood</p> <p>Conduct a traffic study- mall traffic w/out backup</p> <p>Include WBWC in cyclist/walker proposal</p>	<p>Bicycle access should be a top priority</p> <p>Pedestrian movement and access is essential</p> <p>Put waste containers along the corridor</p> <p>Corridor needs continuous maintenance/upkeep</p> <p>Require land owners to maintain their property</p>

STAKEHOLDER COMMENTS AND INPUT			
Planning Commission	Press Comments from Chronicle/A2.com	Systems Planning & Planning	Key Words
<p>Good flow for automobiles Not too many overhead power lines Open space in research park pro for school Good landscaping by hotels Bike lane in hotel area on Boardwalk Good hotel node- comfortable as ped and bike</p>			<p>Efficient Opportunities Good Transit Proximity Used</p>
<p>Aesthetics- really ugly Corridor has no character Township islands are an issue- hard to upzone It's a suburban corridor Pedestrian and cyclist safety- need crosswalks Poor experience for visitors and pedestrians Overgrowth covers sidewalk I-94 to Eisenhower Lots of different uses- not cohesive at all Interchange configuration is big problem Businesses are all chains- non A2 feel Area is completely outdated Right-of-way doesn't bring things together Transportation in the area is peak sensitive 1-94 creates huge connectivity issues No consistency to the area- PUD's all different</p>	<p>Fix the briarwood exit turning right I-94 Traffic flow is a huge issue I-94 connection to corridor</p>	<p>Aesthetics Area needs more green/rain gardens  Stormwater management  Impervious surface</p>	<p>Aesthetics Bad impression Unfriendly Poor signage Poor experience No character Outdated Concrete Stormwater Poor sidewalks Poor bike lanes Poor signage Poor lighting Unsafe</p>
<p>Improve landscaping along corridor Upgrade medians in Area 2 Make into adequate entrance to the city Plant trees all over the area- this is tree city Use railroad as connection downtown- pathway Improve signage Put in crosswalks along corridor Improve bicycling paths Commercial along Area 3 roadside Create gateway to the city Higher design standards- attractive buildings  Add shuttle lot in Area 3 (use Miller as example) Engaged the art community during the process Boulevard the street Adjust traffic signals</p>	<p>Include environmental audit by RR tracks  Infrastructure improvements first!!! Improve sanitary capacity Put greenway along railroad for bike/ped Aesthetics, lighting and signage come 2nd Improve sidewalks Improve bicycle pathways  Install bike paths and pieces of art Plant trees and develop parks Improve trails and pathways Improve stormwater system Welcome to A2 sign Serious road and lighting upgrades Upgrade traffic signals to reduce congestion</p>	<p>Enhance aesthetics of area Upgrade medians with trees and green Add trees and rain gardens to landscaping Put trees in medians Greater connectivity Improve signage Pedestrian friendly Create bike lanes  Branding is necessary  Incorporate pervious surfaces/rain gardens  Create a boulevard Increase LOS during lunch</p>	<p>Greening Landscaping Trees Access Bike paths Crosswalks Amenities Median improvement Art Sanitary capacity Stormwater Signage Boulevard Gateway Local businesses Traffic study</p>
<p>The corridor study Add more buildings in Area 3  Add wayfinding signage Look at interchange- work with MDOT  Tax capture potential  More services- more stores opening  Lots of vacant land that can be utilized Reduce parking in the area or condense it</p>	<p>Renovate freeway crossing Don't use ugly signs like we currently have Put in pedestrian bridges  Make area more bikeable Improve bike experience State over I-94  Add trees, walking path, art and green Work on light timing along corridor Improve on and off exit ramps to I-94</p>	<p>Increased public transit  Improve signals and crosswalks  Safe bike and walking route over I-94  Improve high collision areas Prioritize protection of floodplain Place high density parking structures Focus on pedestrian pathways on West</p>	<p>Sustainable Wayfinding Accessible Safe Pedestrianize Integrated Visual appeal Bikeable Reduce parking  Pocket retail Entrance to A2 Amenities Transit</p>
<p>Expand the Greenway  There is room for residential  Upzone specific areas of the corridor  Vast open spaces = opportunities</p>		<p>Incorporate more green space and trees Improve bicyclist experience    Possibly add restaurants More local amenities</p>	<p>Parks Trails Mixed-use Residential Small business Local Restaurants Update zoning Spot zoning TZF TIF Open spaces</p>
<p>There is no "wrong" thing to do Include Briarwood and Industrial Park in study area Funding through CIA Change is going to be slow- incremental changes Re-envision the entire corridor Access issues based on time of year or day</p>	<p>Put a flagman at Ellsworth and State Don't want State Street DDA</p>	<p>Put in large shade trees (Oak, London Plantet) Put in small trees (Elm and red bud) 100 trees between 94 and Eisenhower  Create a "Downtown" out of briarwood</p>	<p>Efficiency Attractice Slow to change Re-envision Trees Mini downtown</p>



In addition, many people provided feedback through local online news media. The most common criticism was the poor aesthetic appearance of the corridor. The second most common response was the need to focus on incorporating safe pedestrian and bicycling access throughout the corridor. Respondents also cited major intersections that need traffic improvements such as Victors Way and Research Park Drive.

Members of the community will continue to have access to Ann Arbor Open City Hall throughout the duration of the project.

Phase III concluded with a draft of the plan and recommendations for the corridor. Phase IV provided an opportunity for members of the community, Planning Commission, and city staff to review the plan and provide feedback on all recommendations and actions. Comments were incorporated into the final plan and a final draft was taken to Planning Commission and City Council for approval at the end of 2012.



*Concrete medians dominate the landscape in Area 2*



*Sidewalks and pedestrian crosswalks are deteriorated*



*Intersections such as Research Park Drive and State Street need signal, signage, and pattern improvements*

