

BRIARWOOD SUBAREA PLAN

An amendment to the
City of Ann Arbor South Area Plan

NOVEMBER 1995



Adopted by the
Ann Arbor Planning Commission
on August 1, 1995

Adopted by the
Ann Arbor City Council
on November 9, 1995

Briarwood Subarea Plan

Table of Contents

1.	What is the Briarwood Subarea?	1
	Boundaries	1
	History	1
2.	Past Planning Efforts	3
3.	The Current Master Plan	5
	Goals	5
	Recommendations	6
4.	Constituent Viewpoints	8
	Interviews	8
	Open House	10
	Taubman Company Perspective	11
5.	Impact Factors	
	Population	12
	Transportation Issues	13
	Zoning and Land Uses	17
	Other considerations	21
	Current Markets	21
	Property Values	23
	Pittsfield Township Comprehensive Plan	24
	Crime and Safety	25
	Public Utilities	25
	Drainage and Water Quality	25
	Mass Transit	25
6.	Briarwood Subarea Recommendations	27

Appendices

- A. Original Approved Area Plan - 1978
- B. 1995 Development for Residual Lots
- C. Population Growth 1960-1990
- D. Comparison of Peak Hour Trip Generation
- E. Ann Arbor Shopping Centers

List of Figures

- A. Briarwood Subarea Boundary follows page 2
- B. Briarwood Subdivision follows page 2
- C. Briarwood Subarea Zoning Districts follows page 18
- D. Ann Arbor Shopping Centers follows page 22
- E. Ann Arbor Retail Uses Disbursement follows page 22
- F. Briarwood Subarea Plan Recommendations follows page 26

What is the Briarwood Subarea Plan?

Development of the Briarwood Subarea has been guided by policies established almost 25 years ago when the land for Briarwood Subdivision was first annexed from Pittsfield Township and site planned. In the ensuing time period, a number of the residual properties have developed with some deviations from the policies which were originally established in 1971. The continuing vacancy of the parcels south of Briarwood Circle and the frequent inquiries and proposals for development which is not in keeping with the longstanding policies prompted the City Planning Commission to initiate a study of the Briarwood Subarea. The purpose is to: reexamine City Planning Commission policies and recommendations, to evaluate current conditions as Briarwood Mall and surrounding areas have developed, and to make recommendations for future land use.

Boundaries

The study area extends beyond the Briarwood Subdivision itself in order to better analyze the impact of the previous recommendations and policies and to evaluate current conditions as Briarwood Mall and surrounding areas have developed. The office and commercial zoning districts east of South State Street; the residential, multiple-family, office and commercial zoning districts south of Eisenhower Parkway extending west of Briarwood Mall to Ann Arbor-Saline Road; the research and industrial districts located southeast of the Eisenhower/I-94 interchange; and the extensive amount of recent development in the northwest area of Pittsfield Township have an impact on future land use decisions for the Briarwood Subarea.

The boundaries of for the study area are:

North: I-94 to Ann Arbor-Saline Road to Eisenhower Parkway

South: Ellsworth Road

East: Ann Arbor Railroad

West: Maple Road extended to I-94

Illustration A shows the South Area and the Briarwood Subarea boundaries. Figure B shows the Briarwood Subdivision with current uses.

Recommendations for future planning policies and land uses are made only for the Briarwood Subdivision and undeveloped residual properties.

History

Prior to 1950, only the neighborhoods directly south of Stadium Boulevard and Packard were in the City of Ann Arbor. Throughout the 1950s annexations from Pittsfield Township to the City occurred regularly. In 1956, the City of East Ann Arbor, centered on the Packard/Platt intersection, was annexed due to the failure of wells and septic tanks within its boundaries. Ann Arbor continued steady growth in the southern areas during the 1960s. In the 1970s, the Lansdowne, Briarwood area, and Edwards Brothers sites were annexed. In the late 1970s, the City and Pittsfield Township settled on a boundary that defines the current South Area. Since 1980, most of the annexations have been infill between these larger annexations.

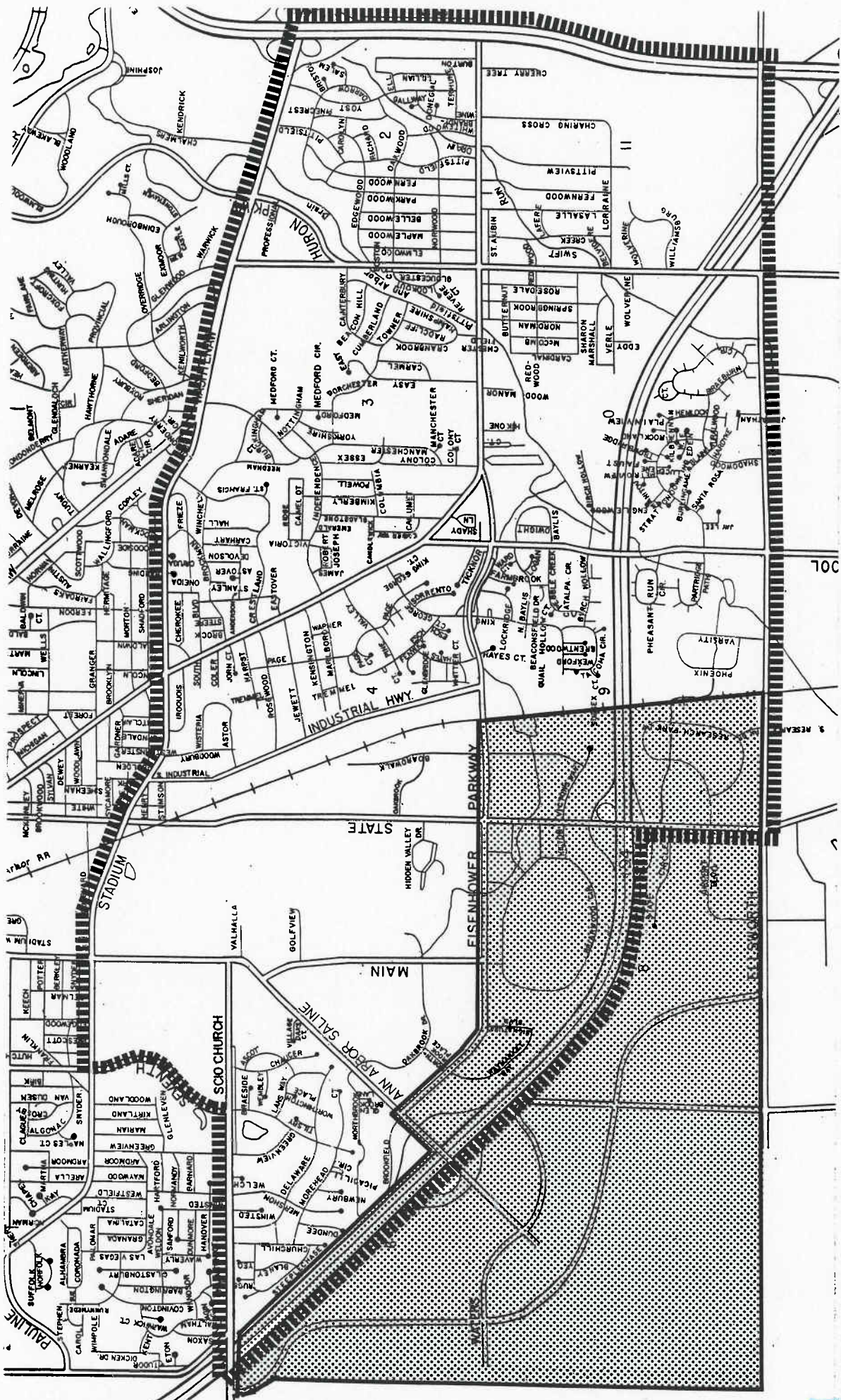
The land which was to be developed as the Briarwood Subdivision was annexed into the City of Ann Arbor in June 1969. Much discussion centered around the impact the proposed shopping center would have on the City. At the time of annexation, three zoning classifications were placed on the property. The area of the mall structure and extending 50 feet from the outside wall was zoned C2B (Business Service District). The residual property outside the ring road (Briarwood Circle) was zoned AG (Agricultural-Open Space District). The AG zoning was intended as a holding zone to allow for review of appropriate zoning classifications as development was proposed. The area between the C2B and the AG zones was zoned P (Parking District). The area plan and zoning were approved in June 1971.

The original site plan for Briarwood Mall covered 147.38 acres and was approved in November 1971. Later, the developer requested rezoning for two additional parcels totalling 0.63 acres for the Sears and J.C. Penney locations; these were approved in March 1972. Since then, there have been a small number of amended site plans or minor modifications to the original building footprint.

In November 1978, final approval for the Briarwood Subdivision preliminary plat and revised area plan was granted for the approximately 61 acres surrounding the shopping center. The approval provided for subdivision of the parcel into 16 lots, including two office parcels which were owned by Great Lakes Federal Savings and Loan and National Bank and Trust Company. In January 1980, 6.53 additional acres on the west edge of the Mall were annexed: 5.61 acres zoned R4B (Multiple-Family Dwelling District) and 0.95 acres zoned PL (Public Land District). Also at that time, 7.20 acres were rezoned from AG: 0.03 acres to PL and 7.17 acres to R4B. The 0.95-acre annexation and the 0.03-acre rezoned parcel were combined for the new City fire station. The remaining 5.61 acres and 7.17 acres were site planned for housing for the elderly. This latter proposal was never implemented.

The area plan proposed how each of the parcels might be utilized, recognizing the existing topography, retention areas, parking requirements, and resulting buildable area. Uses were primarily regional or local offices of 1-10 stories with the possibility indicated of residential uses on the west side of the property and other non-specified special uses on the east side.

An analysis of the 1978 area plan is in Appendix A. An analysis of the current development of residual lots is in Appendix B.



City of Ann Arbor
 Briarwood Subarea Boundary

Briarwood Subarea
 South Area Boundary

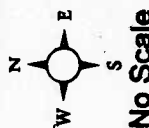
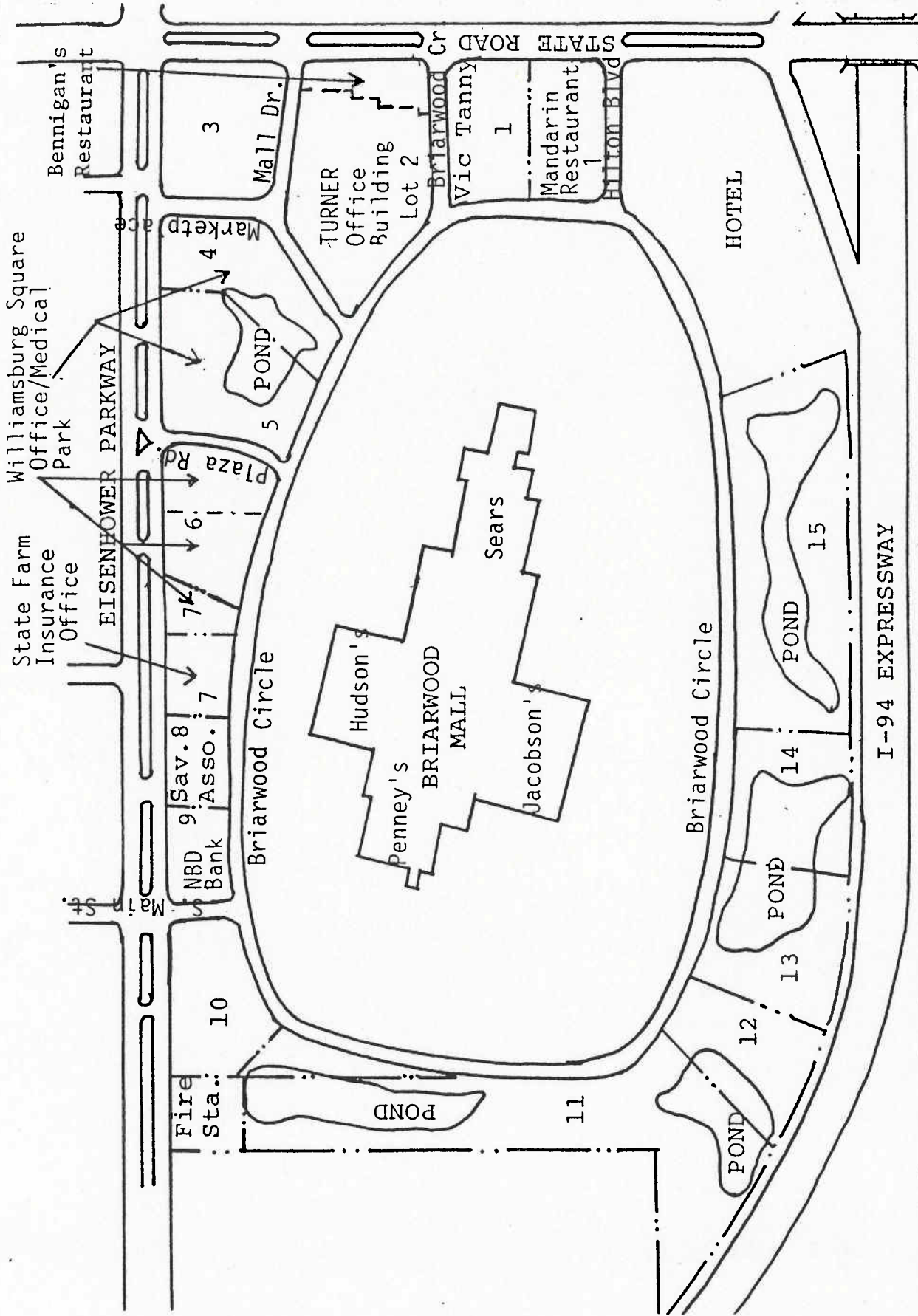


FIGURE A

5



**City of Ann Arbor
Briarwood Subdivision**

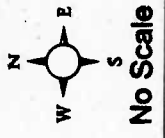


FIGURE B

6

Past Planning Efforts

The formal policy for development of the Briarwood vicinity, specifically the area west of State Street and north and south of Eisenhower Parkway, was adopted by the City Planning Commission in February 1971. The policy stated:

1. Planning Commission will encourage multiple use on-site and off-site.
2. Housing of a high-density nature should be provided on-site; off-site it should be of a mixed type and cost.
3. The Planning Commission shall not tolerate or otherwise act in favor of strip commercial development on any abutting road.
- 3a. Planning Commission will deny the zoning of commercial uses along Eisenhower Parkway and State Street on the Briarwood site.
4. Planning Commission shall discourage development of any commercial districts within one-half mile of the Briarwood center beginning at the property line.
5. Planning Commission shall encourage development of residential and office uses adjacent to the proposed road improvements.
6. Planning Commission discourages random curb cuts placed along major thoroughfares and further states that recognizing access is necessary and that every effort should be made to consolidate access points along Eisenhower Parkway and State Street.

The intent of the policy was both to develop a positive and distinctive identity for the Briarwood area and, more important, to discourage strip commercial development attracted to the area primarily because of the influence of the regional shopping center and the I-94/State Street interchange. The Arborland/Washtenaw and Westgate-North Maple/Stadium developments were both cited as examples to be avoided. The approved zoning and area plan for the residual parcels and the site plan for the mall itself were approved with these policies as guidelines.

The policies were reaffirmed in 1973 with the Pittsfield Valley South Area Plan and again in 1976 with the Compendium of South Area Plans and Policies. The Pittsfield Valley South Area Plan encouraged PUD development or any of the medium- to high-density residential districts to achieve a mixture of housing types and prices. Further commercial districts were discouraged. The Compendium continued to discourage commercial or service activities as principal uses adjacent to Eisenhower Parkway but encouraged PUD zoning for office/commercial complexes with related uses. It also encouraged high density residential uses adjacent to I-94. The Pittsfield Valley Plan policies modified the original Briarwood policies by encouraging PUDs.

The PUD recommendation was the primary guideline for the subsequent development of the Briarwood residual properties along State Street. Some commercial uses (Lot 1—Vic Tanny's/JoJo's; Lot 2—Bennigan's/Office) were allowed with three provisions: 1) they were a part of a PUD mixed-use zoning district (not a commercial use zoning), 2) they were connected to other buildings and activities on the site, and 3) they contained uses that are of an office type or serve the employees of the immediate area. Thus, they have not been considered to be a contradiction to the original Briarwood area policy. Most recently, City Planning Commission has recommended approval of both a Preliminary Phase PUD and a Final Phase PUD site plan for Briarwood Residual Lot 3, also for a medical/general office in combination with a restaurant.

Other C3 (Fringe Commercial District) zoning in the Briarwood Subarea reflects commercial uses that preceded the Briarwood Mall or are off the main thoroughfares and were designed to serve the major office/ hotel/employment area east of State Street along Broadwalk. This area was "down zoned" from M1 to C3. Similarly, the C1B (Community Convenience Center District) zoning at the west end of Eisenhower Parkway services the Cranbrook and Lansdowne neighborhoods.

The Current Master Plan

The South Area Plan, an element of the City Master Plan, was adopted in December 1990. It contained goals for the south area which were derived from the 1973 General Development Plan, 1973 Pittsfield Valley/South Area Plan, 1989 City of Ann Arbor Housing Policy, and public meetings and discussions held during 1988. A summary of the goals and recommendations of the Plan follows.

South Area Plan Goals

The elements of the goals which most directly impact the Briarwood Subarea include:

Residential Land

- * Providing a variety of housing types, ownership types and costs; and
- * Having neighborhoods with adequate pedestrian and vehicular access to the public street system and with interconnected sidewalks.

Nonresidential Land

- * Providing a wide range of goods and services in locations that will serve neighborhoods and businesses;
- * Encouraging a range of employment opportunities and opportunities for business creation and expansion; and
- * Providing easy accessibility by pedestrians and automobiles.

Circulation

- * Linking all neighborhoods with a system of bikeways and sidewalks;
- * Making available alternatives to automobile use;
- * Planning land uses to minimize the need for private automobile traffic;
- * Alleviating areas of major traffic congestion; and
- * Providing collector streets to link residential streets with major streets.

Parks and Open Space

- * Completing the linear park system by filling or bridging gaps in the system;
- * Providing recreation facilities for residents and employees who use the area; and
- * Providing passive and active areas in locations convenient to all neighborhoods.

Urban Design

- * Paying attention to the imagery on major streets; and
- * Encouraging building design that enhances the appearance of the area and is appropriate to the character of nearby architecture.

South Area Plan Recommendations

The specific recommendations which were included in the South Area Plan dealt with five elements: urban design, circulation, parks and open space, community facilities, and land use.

Urban Design

When the South Area Plan was developed, much of the nonresidential areas were just beginning to evolve a sense of place. Image areas, in which the Briarwood Mall plays a major part, fall into two categories: the large retail center, and the office/research center. The tall buildings at the State/Eisenhower intersection create a focal point. Briarwood Mall and the 2- to 4-story offices along Eisenhower Parkway, State Street and Boardwalk, with their extensive landscaping of parking lots and prominent water features, establish a character for other retail centers to the west which was to be encouraged. The restaurant and hotel uses north of the freeway interchange at State Street and I-94 blend well with the office campus, and the character established prevents a strip commercial appearance.

The area south of the State/I-94 interchange, east of State Street, was primarily research park uses. Uses which reinforce the "tech park" image were encouraged. The adjacent area on the west of State Street, in Pittsfield Township, was primarily commercial and frequently freeway-oriented. However, the boulevard in State Street helps to create a separation between the two image areas. The area north of I-94 surrounding the Briarwood Subdivision bounded by Scio Church Road, State Street, and Ann Arbor-Saline Road was viewed as a district center, containing a range of land uses including employment, housing, commercial uses, recreation, and open space.

Enhancing key intersections was a primary recommendation for urban design. The visual impact of key intersections, either as stand-alone elements or within a corridor, provides a "gateway" to, or first impression of, the City. The architecture, front open space, and use of public space set the tone for the corridor. Ideally, buildings at key intersections are set back further from the street than typically found along the corridor and specific landscape treatments, sculptures, or a particular architectural style influence the impression of the intersection and adjacent corridors. Guidelines for private property also could be established that would encourage design that is compatible with various character areas defined.

The current land vacancy along the southern edge of the Briarwood Subdivision emphasizes the barren quality of the corridor along I-94. While the Briarwood site development agreement requires some landscaping, a more unified design approach for the southern parcels, with coordinated building location and appearance, parking, and landscaping would serve to soften the impact of the mall and its parking areas, enhance the appearance of the water features, and have the potential of creating a greenway adjacent to the roadway. Discouraging a single building with a long facade and encouraging several buildings in a compatible architectural style, separated by landscaping, retention ponds, and parking would further this recommendation.

Circulation

Several road improvements identified in the South Area Plan would impact east-west circulation throughout the area. However, none of the potential road improvement recommendations directly enters the Briarwood Subarea.

Waymarket Way serves as a continuation of Northbrook Place south of Eisenhower. Extending Waymarket Way east to Briarwood Circle would provide additional access and an alternative to the South Main/Eisenhower intersection. Another desirable option would be to create a bicycle and pedestrian path for the neighborhoods west and north of the mall.

Parks and Open Space

Creation of linkages to enhance access between major community resources is stressed. Additionally, the Plan for Parks, Recreation and Open Space emphasizes the special park and recreation needs such as open space and areas for gardening, walking and viewing wildlife for the growing elderly households in the neighborhoods west of Briarwood Mall.

Waymarket Park, west of Briarwood Circle, subsequently has been acquired.

Community Facilities

The South Area Plan designates no specific community facilities within the Briarwood Subarea. However, the South Area is mentioned as a good location for a senior citizen center that would serve as a focal point for senior activities.

Location of this type of center within the Briarwood Subdivision could be accessed by public transportation and its proximity to shopping, offices, and banks would provide additional convenience.

Land Use

The parcels along Eisenhower Parkway were recommended for office use; commercial and residential uses were discouraged. The parcels south of Briarwood Circle were also recommended for office or research use; hotel and motel uses were discouraged. Multiple-family residential was recommended as a possible use for the parcel west of Briarwood Circle, if adequately buffered from I-94. Other uses considered appropriate were office and mixed use. On the site southwest of the State Street and Briarwood intersection, a parking deck to conserve open space and a building height higher than Briarwood but less than ten stories, as found at 777 Eisenhower and Wolverine Towers, was another consideration.

Both parcels adjacent to Eisenhower Parkway have current site plans or active petitions. Neither of the sites west or south of Briarwood Circle have had proposals submitted.

Constituent Viewpoints

Staff conducted a series of meetings with persons who might be impacted by changes in zoning and land use policies in the Briarwood Subarea and persons who are familiar with the City's growth and development trends. The opinions of the participants were almost equally divided between retaining and altering the policies regarding development.

Interviews

*** Maintain the status quo...**

The primary argument for maintaining the status quo could be summed up with the sentence, "It's working as it was designed to work." The historic motivation behind planning policies at the mall was concern that the area might take on the character of a "Northland" or an "Oakland Mall", attracting the kinds of commercial development that were not willing to pay the lease rates or build to the standards required by the mall developer but that wanted to take advantage of the regional draw. In order to reduce the pressure for retail development at the mall proper, a commercial zone was created east of Eisenhower Parkway along Boardwalk, resulting in the hotel, restaurant, and fast food development which now exists there.

Supporters of the status quo liked the fact that no strip mall effect has developed surrounding Briarwood Mall and expressed the belief that it is better to wait for appropriate users than rezone to a commercial zoning district and risk that new retail might remain vacant. There were concerns expressed by some interviewees that overcommercialization has occurred along Ann Arbor-Saline Road, southwest of I-94, creating traffic congestion and vacant retail space. They felt that the complementary office uses which have developed along Eisenhower Parkway will help to attract quality office/corporate/research uses to the I-94 residual lots and that, although office may take longer to develop than commercial, it will happen.

One participant expressed the opinion that the City needs "small, discreet research facilities" to set the tone and serve as an appropriate gateway to the community. Also, medical offices might locate in the undeveloped parcels because they do not appear to be as disrupted by the mall traffic as are other offices. For example, physical or mental health therapists like the diversity of the Mall locations in part because patients can be treated while a companion or driver goes shopping for the hour.

Another concern was with maintaining City Planning Commission consistency in its decisions. Other commercial developers have sought to have parcels rezoned in the Subarea and have been denied.

*** Make changes in policy...**

Advocates for changes in policy focused on two issues: why office has not and is not likely to develop on the designated parcels, and why retail or commercial development would be an appropriate change.

Reasons cited for why office has not developed were varied. Corporate headquarters or growth/technology firms tend to look for an informal, office/campus environment where they can have spacious, low-rise buildings and campus-like surroundings with opportunities for expansion. The size constraints of the undeveloped parcels preclude easy expansion which might make them difficult to lease. Corporate offices tend to look more regionally and there are more opportunities that are already zoned and planned for office elsewhere. Additionally, a corporate office seeks to maintain an image of a workplace environment which would be disrupted by the seasonal heavy traffic encountered at and the visual aspects of overlooking the parking lot of a mall. Another negative factor of the available locations is the proximity to noise generated by I-94. Foreclosures are also providing competition for development of the parcels because it is more economical to acquire them at distressed rates and remodel. As financing has become increasingly less available, much higher equity and pre-leasing arrangements are required.

Several arguments were presented supporting some type of commercial zoning. As residentially-zoned land reaches build-out in the southern portion of the city, there will be even greater demand for goods and services. The mall is viewed as having a regional draw—the shopper driving around Briarwood Circle is "thinking" commercial and the inaccessibility of the southern residual lots, except from Briarwood Circle, create the need for destination shopping. The existing detention areas create more open space and will inhibit a "strip mall" appearance from developing. It was also suggested that it may be more feasible to develop Lots 12 and 13 and Lots 14 and 15 together because of size constraints. "Large box" commercial single users would make sense because there are few available sites left for them in Ann Arbor at "destination" malls. From a tax assessment standpoint, the highest and best use of the land would suggest commercial. Taxes would be higher eventually if the land were rezoned to C2B.

From a regional perspective, most of the land zoned for general retail in Pittsfield Township has been utilized; only areas zoned for highway-oriented commercial uses have significant availability. If additional retail is needed, it will have to be located north of I-94 or west of Oak Valley Drive, in Lodi Township.

*** The Area adjacent to Eisenhower Parkway...**

At the time of interviews, no proposal had been made for the vacant parcel at the corner of State Street and Eisenhower Parkway. Several participants recommended keeping office with mixed use at this site because of its visibility and the impact on the City. Subsequently a PUD containing office and restaurant use has been approved by the City Planning Commission and City Council.

*** Housing issues...**

Participants commented on Residual Parcel 11, located west of and adjacent to Briarwood Circle, which is zoned for multiple-family residential use. Several expressed doubts regarding the feasibility of housing on that site due to its close proximity to the mall parking, shopping, and the automobile service facility. One suggestion was for a congregate care center. It was noted that the housing south of I-94 (Valley Ranch, Woodland Meadows) has been successful because it has kept a "wooded" feeling which would be difficult to achieve on the Briarwood site.

*** Other concerns and comments...**

It was commented that all uses and types of development would impact the mall in a variety of ways and that it is not possible to evaluate fully how any use or combination of uses would be most beneficial. Aesthetics, the customer base, the changing retail mix, impact of inflation, and the residential areas which continue to grow are all elements. Participants stressed that the quality of development is of prime consideration. They suggested that the focus be on what is not appropriate, rather than on what is, and that either commercial or office zoning or a mix would not be detrimental.

Mall sales have increased steadily. The occupancy rates fluctuate rapidly, usually between 88% and 96%. At the time of the interview it was in the 90% range. The issue of non-compete clauses which are frequently included in mall leases was raised. It was stated that all developers use them to protect the viability of the tenants, that very few retail businesses have two successful operations within a 5- to 10-mile radius, and that it is handled on a case-by-case basis. It was noted that real estate agreements with mall lessees require "stand alone" developments; that is, each site must provide parking at the rate of five parking spaces per 1,000 square feet or meet the City's parking requirement, whichever is higher. Therefore, commercial development on outparcels must provide sufficient parking on site and shared parking is not utilized.

Other suggestions which were offered were exploring a teen center or a mixed teen-senior citizens activity center west of the mall to provide additional recreational opportunities; providing, in cooperation with AATA, a single-ticket shopper's shuttle within the southwest quadrant (Briarwood-Mervyn's-Oak Valley Center-Colonnade) and between the southwest shuttle and downtown to ease traffic congestion and to provide multiple-store shopping.

Open House

An informal public open house was held April 26, 1995 to allow neighbors, members of the general public and other interested parties to review prepared background materials and to provide feedback on the draft recommendations. Twelve people attended. Questionnaires were circulated and returned. Comments received were supportive of the commercial uses for the lots south of Briarwood Circle and office uses west of Briarwood Circle. Concerns included: the importance of maintaining an image of quality, creating a positive entryway into the city, and avoiding the appearance of strip commercial growth; the desire for additional landscaping in the South State Street medians and additional trees, shrubbery and natural landscaping within the mall area; and encouraging uses which would not adversely impact peak hour traffic and which would concentrate traffic rather than disperse it throughout the city.

Additional concerns expressed at the meeting included: the negative impact of allowing taller buildings on the parcels adjacent to I-94 and the negative impact of a vehicular connection between Waymarket Way and Briarwood Circle, allowing motorists to use the connection as a shortcut to S. State Street and creating a hazardous mix with slower moving vehicles from the parking lots.

Taubman Company Perspective

The Briarwood Mall developer, the Taubman Company, categorizes the mall as a regional center. The developer would like the flexibility to develop complementary, stand-alone uses on the remaining residual parcels which would contribute to and expand the existing soft-goods and smaller, gift-oriented hard goods merchandising emphasis.

Lower density offices than originally proposed were developed on parcels north of the mall, adjacent to Eisenhower Parkway. Two primary factors contributed to this change in intensity: development was market-driven and constructed speculatively and there was not a demand for taller structures at that time. The offices are now totally occupied. Because of the lower intensities, traffic impact from these sites is less than originally projected. Changing office market preferences and their location make it less likely that the residual properties will develop for offices.

Since the initial development of the mall, other forms of merchandising have evolved including free-standing specialty retail stores which carry a more extensive depth of product line, sometimes requiring a larger store than can be accommodated within the enclosed mall. Taubman representatives believe that these types of stores have the same type of regional market appeal as would be found in the regional mall. Examples of such complementary uses would include furniture stores or specialized retail sales for products such as computers, electronics, books, toys, or housewares. Uses such as fast food restaurants, discount apparel or appliance stores, or grocery stores would be inappropriate.

The fact that the nearby Colonnade, Cranbrook and Oak Valley commercial developments are predominantly full is viewed as good for business. Competition is seen as healthy: locations near competitors make it easier for the customer, with more stores resulting in more volume of sales with less impact on the overall transportation system.

Taubman representatives assert that the advantages to the City of developing regional draw retail uses on the residual parcels would be threefold: the land will market faster, thereby adding tax base on a more timely basis; regional customers will have a more efficient, one-stop shopping trip by travelling to Briarwood; and expanding the regional shopping categories would result in a reduction of traffic on public roads surrounding Briarwood.

Population

Past and Present

Ann Arbor and the Briarwood Subarea have undergone notable changes in population since the inception of the mall. In the 1960s, the University of Michigan expanded and a number of large research and development companies such as Bendix, Northern Telecom and Parke-Davis moved into the Ann Arbor area. The resulting influx of professionals significantly increased the demand for single-family housing.

From 1960 to 1990, the City of Ann Arbor experienced a 49% increase in population, from 73,354 to 109,592. The number of housing units increased by 95%, from 22,516 to 44,010. The household size experienced a steady decrease in ratio from 3.3 persons per household to 2.5 persons in 1990, reflecting a nation-wide trend.

The Briarwood Shopping Corridor, an area of census tracts which roughly coincides with the Briarwood Subarea, increased in population by 276% in the same 30-year period. Housing units increased by 457% with a corresponding decrease of persons per household from 3 to 2. With the exception of the neighborhoods that adjoined Packard Road, most of this area was vacant, undeveloped farmland located outside the City limits in 1960.

Another notable change in population in the Briarwood Subarea has been within Pittsfield Census Tract 4148. This tract is bounded on the north and east by Scio Church Road, Ann Arbor-Saline Road and I-94; on the south by South State Street and Ellsworth Road; on the west by Maple Road. It is immediately outside the I-94 ring and southwest of the Briarwood Shopping Corridor. During the decades prior to 1980 the area remained virtually unchanged. From 1980 to 1990, however, there was an increase in population of 435%, from 132 to 706, and an increase in housing units of 810%, from 52 to 473. Persons per household decreased correspondingly, from 3 to 1.5.

A chart illustrating the comparable population growth over the last thirty years in the City of Ann Arbor and in these two census areas is included in Appendix C.

Projections

According to projections done by the Urban Area Transportation Study (UATS) the overall population in the urbanized area made up of the cities of Ann Arbor, Ypsilanti, and Saline and the townships of Pittsfield, Ann Arbor, Scio, Ypsilanti, Superior and Lodi is projected to reach 330,000 by 2010. As the Briarwood Shopping Corridor approaches build-out, the population level in the next decade in this area of Ann Arbor will most likely remain stable. Projections for the Briarwood Subarea include the addition of more than 1,000 households in Pittsfield Township and 200-600 households in the City. The housing units which have been planned and approved for development indicate that over 900 dwelling units are expected to be completed in the Pittsfield census tract included in the Subarea, an increase of 198%. Population is one basis for determining demand for shopping facilities.

Also included in the UATS projections was a growth in employment which would significantly impact the Briarwood Subarea, including the addition of more than 1,600 jobs in the Briarwood Mall area, 740 in the area immediately south of the mall and 540 east of the mall.

Transportation Issues

Traffic generation

In typical suburban settings, traffic generation is the primary measure of traffic intensity because it provides a direct measure of the number of people who frequent various establishments. Trip generation rates published by the Institute of Transportation Engineers (ITE) are used to estimate the number of vehicle trips for normal and peak traffic periods. Estimated peak hour traffic is greatest for convenience stores and fast food restaurants and lowest for residential uses. Service traffic ranges from minimal for office and research facilities to intensive for supermarkets, building materials and home improvement establishments and warehouses. Hours of operation also impact intensity at peak hours.

Weekday peak traffic periods in the City and on the streets near Briarwood Mall are from 7:00 a.m. to 9:00 a.m. and 3:15 p.m. to 5:30 p.m. Peak hours of trip generation for general office buildings coincide with the citywide peak; peak hours for medical offices coincide only with the p.m. peak period. Frequently peak hours for retail developments do not coincide with the same times that adjacent roadways are experiencing peak demands.

A comparison of peak trip generation by various land uses is provided in Appendix D.

Future Improvements

The City of Ann Arbor's Transportation Plan, adopted in 1990, identified a series of improvement alternatives which would reduce current and projected roadway capacity deficiencies. The South Area Plan recommendations for primary land uses for the southern undeveloped parcels in the Briarwood Subdivision area plan are for offices and research facilities, both medium-level traffic generators. Multiple-family residential is recommended for the undeveloped parcel west of Briarwood Mall. Projections done for the Transportation Plan assumed that the Briarwood subdivision would develop as master planned and therefore included the increase in traffic.

Roadways which were exceeding design capacity at the time of adoption of the Transportation Plan include: South State from I-94 to Eisenhower Parkway; State Street from I-94 to Ellsworth Road; and Ellsworth Road from State Street east to the railroad. To make projections of future traffic volumes, traffic analysis zones were established based on specific socioeconomic activities occurring in the zones. A computer model was used to develop the projections. Assuming no additional roadway improvements were completed other than those committed at the time of the study, the deficiencies on these road segments were projected to increase by 2010. Additional deficiencies would be expected at Ellsworth Road from State Street west to Lohr Road; Eisenhower Parkway from State Street to South Main Street; and I-94 from State Street to Ann Arbor-Saline Road. Overall the projected increase in traffic generation in the Briarwood area is approximately 48% by 2010.

There are other improvements identified in the Transportation Plan which are interrelated with the Briarwood Subarea, including consideration of interchange improvements at Ann Arbor-Saline Road and I-94 and a new interchange at Scio Church Road and I-94. More significantly, the extension of Oakbrook Drive from Main Street to Boardwalk is included in the 1995-2001 Ann Arbor Capital Improvements Program construction in 1997. This new street development will increase options for east-west circulation in south Ann Arbor and have

a positive impact on traffic demand on Eisenhower Parkway.

The 2015 Long Range Transportation Plan for Washtenaw County, prepared by UATS, also projected significant deficiencies on I-94 occurring in the length from US-23 interchange on the east to the M-14 interchange on the west. Future improvements by the Michigan Department of Transportation include widening to three the east and the westbound lanes and construction, replacement and upgrading of bridges and overpasses; no new interchanges are anticipated. Engineering feasibility studies would be conducted first and exact timing would be established at a later date, most likely around 2004.

A potential improvement, not addressed in the Transportation Plan, is the extension of Waymarket Way to Briarwood Circle. While the interconnection of streets helps form a more extensive grid network and provides additional ways for traffic to distribute, Briarwood Circle is a private road. The traffic regulation, maintenance, impact on adjoining neighborhoods, potential volumes on the road and at related intersections would need to be studied before a final recommendation is made.

Traffic Impact

The City of Ann Arbor Transportation Division prepared a comparative analysis for a variety of uses on the undeveloped parcels in the Briarwood Subdivision for this study. This analysis shows that the greatest projected impacts on traffic volumes are generally from medical offices and higher turn-over restaurant uses. The lowest impact in retail use is from furniture stores and quality restaurants. The differences in peak hour volumes between office uses and specialty retail are not significant. The predicted traffic generation for the undeveloped parcels in the Briarwood subdivision based on a variety of proposed land uses is included at Appendix D.

While future development on the remaining residual parcels at the Briarwood Subdivision will generate additional traffic volumes, it is difficult to predict the impact development might have on the transportation system. General office development would tend to contribute most to peak hour volumes. Retail uses in general have a low impact in the morning peak but a higher impact in the evening peak. A portion of the trips to and from the area will have multiple destinations since the overall Briarwood development is multiple-use in nature with restaurants, banks, office and retail. This would result in a reduction in overall trip generation than if these same uses were on scattered sites. Additionally, the times of peak attraction rate may not coincide with the same time adjacent roadways are experiencing peak demand.

East-West Circulation

Currently there is a lack of direct east-west circulation between Briarwood Mall subdivision and the offices, restaurants and motels east of South State Street. At the Hilton Boulevard/Victor's Way intersection, South State Street is a four-lane divided arterial with additional exclusive right turn lanes at intersections or driveways. There are pedestrian walkways parallel with the west edge of South State Street which connect with the interior walkways of the Mall, along portions of the east edge of South State Street, and a single walkway parallel with the north edge of Victor's Way. There is only one pedestrian crosswalk, which is located at the intersection of South State and Eisenhower Parkway.

Hilton Boulevard ends at its intersection with southbound South State Street. Victor's Way

is located almost directly across from Hilton Boulevard on the east side of South State, but channelization design prevents vehicles leaving Hilton Boulevard from entering Victor's Way and vice versa. Vehicles from Hilton Boulevard and Victor's Way can turn left onto South State Street, waiting in a channel of the median for a gap in traffic to complete the turn. As a result, vehicular access across South State must be accomplished by either turning north to Eisenhower or south to the turning lanes beyond I-94.

A fully actuated signal at Briarwood Drive and southbound State Street, approximately 400 feet north of the Hilton intersection, meters the traffic flow and provides the gaps for the turns from Hilton and the completion of the left turn from Victor's Way. Additionally, Hilton Drive is the only intersection permitting left turns from the Mall on South State Street.

The traffic flow on northbound State, upstream of the Victor's Way/South State Street intersection is controlled by a traffic signal at northbound State and the westbound off-ramp of I-94. The signal is semi-actuated and dwells on green on State until actuated by traffic on the ramp. Vehicles turning from Victor's Way must wait for gaps in this traffic, as must the vehicles waiting to complete left turns from Hilton Boulevard.

Two conditions exist which would complicate direct access between Hilton Boulevard and Victor's Way. The first is the volume of motorists (frequently patrons of the various motel complexes located east of State Street) wishing to go west on I-94. There is limited room to merge with southbound traffic in order to access the westbound on-ramp to I-94 on the west side of South State. The situation is further complicated by motorists turning right from Hilton Boulevard. If motorists are unable to merge into the on-ramp, they are forced south and must make u-turns, either illegally at several driveways or at the median crossover to return to the westbound on-ramp on the east side of South State Street. Motorists turning left at Victor's Way are currently accepting very small gaps in traffic, increasing the risk of crashes.

The second condition results from semi-actuated traffic signal which controls the traffic at northbound State and the I-94 ramp. During the morning peak, there are few gaps available for the left turns from Victor's Way because the ramp traffic uses all of its green time and continues to turn "right on red" in gaps that occur during the green time on northbound State.

Signalization at the South State/Victor's Way/Hilton Boulevard intersection, while providing additional turning opportunities and possible east-west access, creates the potential for vehicle queuing on the exit ramp from I-94 to northbound State. This is not recommended because ramp length is designed for vehicle deceleration, not storage.

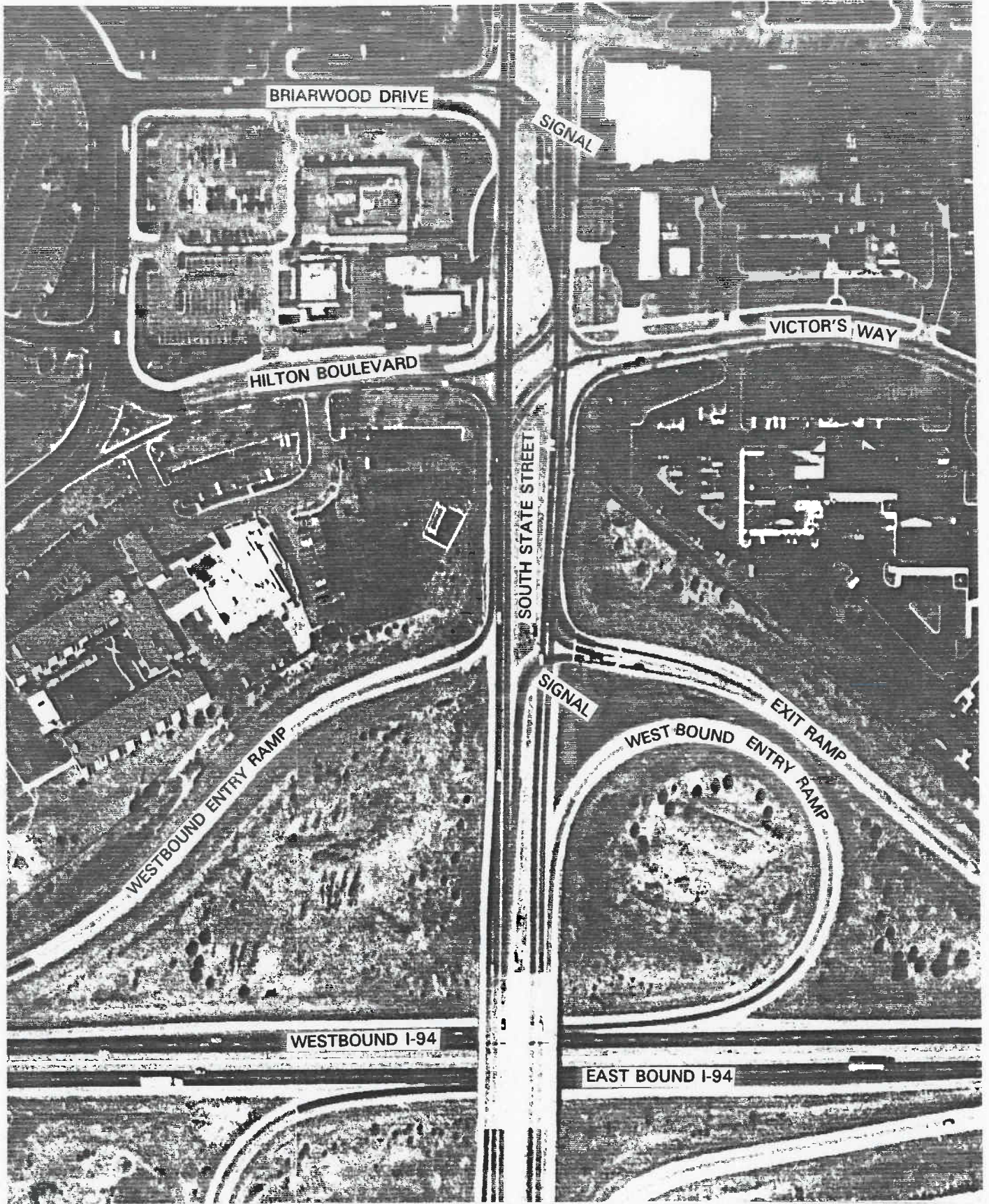
If straight crossing movements are permitted without signalization at the Victor's Way/Hilton Boulevard intersection, movement at the intersection becomes even more complex. Gaps for left-turning opportunities from Victor's Way to west bound I-94 would be reduced and the distractions for motorists turning right at Hilton Drive and number of potential conflicts are increased. The introduction of additional pedestrian traffic into the intersection would create another complicating factor.

Review of traffic crashes in 1993 showed eight occurring at Victor's Way and South State Street and 18 at Hilton Boulevard and South State Street; in 1994 there were two at Victor's Way, 20 at Hilton Boulevard. Records were not analyzed for precise cause and contributing factors.

A traffic impact analysis was conducted over three days in mid-June 1994 in conjunction with the proposed Hilton (Crowne Plaza) hotel expansion. The traffic study showed that the largest volumes of traffic were northbound on South State. Traffic counts also showed that the northbound turns from Victor's Way and Hilton Boulevard accounted for 3% of the total northbound volume at the a.m. peak and 8% of the northbound volume at the p.m. peak. Southbound turns at the same time were significantly higher, 21% at the a.m. peak and 19% at the p.m. peak. During peak periods, the level of service for left turns from Victor's Way was at "F"; at Hilton Boulevard, "D". These levels of service were primarily a consequence of the heavy traffic flow from the I-94 off-ramp in the morning peak.

A comprehensive evaluation of the entire State Street corridor from Eisenhower to Ellsworth would be needed in order to make any changes in the present patterns of vehicular and pedestrian circulation rather than evaluating a single intersection. At the inception of the current configuration of South State Street, elimination of the straight east-west access caused the least inconvenience because of the minimal demand compared with the other turning movements. Without a comprehensive approach, one problem might be solved for a very small percentage of motorists but a much larger one created.

Figure C illustrates the existing intersection.



City of Ann Arbor
Victor's Way/Hilton
Boulevard Intersection

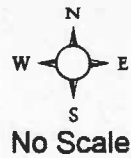


FIGURE C

Zoning and Land Uses

Recommended Land Uses

Recommendations for land use in the South Area Plan for the residual parcels at Briarwood Mall include office use, office/research use, mixed uses, and, for the parcels west of Briarwood Circle, multiple-family residential. The zoning districts in which these types of uses would be permitted include the following:

"O" Office Zoning District

The O zoning district is intended primarily for office buildings. The district is frequently utilized as a transitional use buffer between residential uses and uses which would be incompatible in direct contact with residential uses. Parcels in the Briarwood Subarea with a current O classification include those located between Briarwood Circle and Eisenhower Parkway, southeast of the South State/Eisenhower intersection, and west of the Signature Villas development.

"ORL" Office/Research/Limited Industrial Zoning District

"ORL" is designed to provide for a mixture of research, office, and light industrial uses whose external effects are restricted to the site and do not adversely impact surrounding districts. Preservation of significant natural features and low-density, campus-like developments are objectives of this zoning district. Generally, land uses which might typically be located in an ORL zoning district include offices for a variety of occupations, excluding medical and dental; research and development facilities; technical training and design of products; data processing and computer centers; laboratories for research, development and testing; and some industrial uses wholly contained within an enclosed building. Retail sales are permitted only as accessory uses and are limited in allowed floor area. There are no areas of ORL zoning near the Briarwood Subarea.

"RE" Research Zoning District

The "RE" zoning district is designed for research facilities for commerce, industry and education. Prime characteristics are low intensity of land coverage and absence of nuisance factors. Land uses which might typically be located in this district include research and development laboratories; pilot plant operations and testing; headquarters business offices; processing and assembling of certain instruments; and printing or similar production.

Research Park, which is located southeast of the South State Street and I-94 interchange, is a nearby example of the RE zoning designation. There has been minimal development in Research Park in the recent past, 24% of the land remains undeveloped after 30 years under the zoning classification, and City Planning Commission has requested City staff to study whether an alternative zoning classification, which would allow more flexibility in the use of the buildings and possibly encourage new development, would be more appropriate.

An analysis of the separate requirements of the O, ORL, and RE zoning districts and of the Briarwood Subdivision residual lots demonstrates that each lot is sufficiently large to meet the minimum requirements for any of these zoning districts. The maximum allowable floor area in an O or ORL district is approximately one third larger than the maximum allowable floor area in the RE district. Requirements for setbacks, lot sizes and floor area in percentage of lot area are similar in both the ORL and RE zoning districts, as are parking requirements.

Residential

The current zoning designation for parcels west of Briarwood Circle is R4B (Multiple-Family Dwelling District). This district is intended to be located in intermediate areas of the City on medium-sized tracts of land for moderate-sized developments. Under R4B, the parcels are large enough to allow approximately 150 dwelling units, limited to 30 feet maximum height.

An alternative multiple-family district, R4D, is intended to permit higher densities in high-rise buildings outside the central business district. Criteria used in selecting an appropriate location would be the presence of natural land features, proximity to bypasses or entrances into the City providing housing near outlying centers of commercial, service or employment. Under R4D, approximately 250 dwelling units limited to 60 feet in height could be accommodated.

The relationship to I-94 and Briarwood Circle present a challenge for either residential zoning district in terms of adequate buffers and access to the rest of the community.

Existing zoning districts are shown in Figure D.

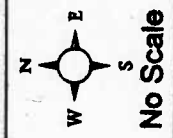
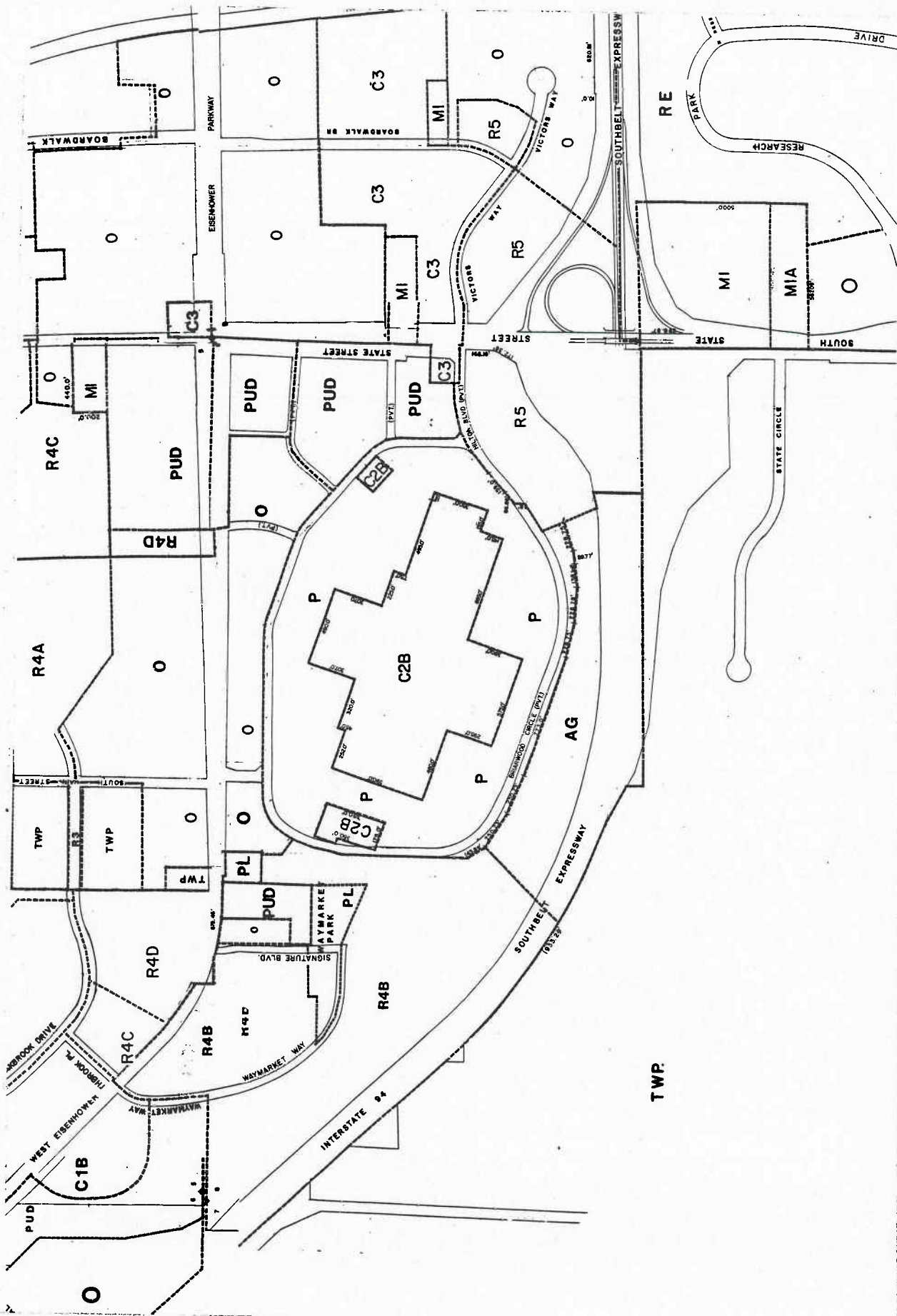
Alternative Zoning Districts

Any change in zoning districts must be considered for the consequences that the permitted land uses might bring about. The following districts are analyzed for possible impacts on the Briarwood Subarea.

Commercial Zoning Districts

There are nine separate types of commercial zoning districts in the City. Several are inappropriate for consideration in the Briarwood Subdivision. These include zoning districts which are designed to serve solely the needs of a surrounding residential neighborhood or community (C1-Local Business; C1A-Campus Business; C1B-Community Convenience Center; and C1A/R-Campus Business/ Residential) or the central business district (C2A or C2A/R-Commercial Residential) where primary characteristics are intense pedestrian activity, development of comparison shopping, and customers who come by automobile, typically parking once to carry out several errands.

Briarwood Mall itself is zoned C2B (Business Service District) with areas outside the mall proper extending to Briarwood Circle zoned P (Parking District). The C2B zoning district is characterized by commercial activities which have functional and economic relationships to a central business or fringe commercial district but permits other uses



No Scale

**City of Ann Arbor
Briarwood Subarea
Zoning Districts**

FIGURE D

24

which, because of their required contact with auto and truck traffic, would be incompatible in the central business district.

Another commercial zoning district, C3 (Fringe Commercial District), permits all of the uses found in the C2A and C2B zoning districts. However, customers usually come to such establishments in cars. Consequently, the minimum lot size is larger (4,000 square feet for C2B; 6,000 square feet for C3) and the maximum usable floor area in percentage of lot area is much smaller (200% for C2B; 50% for C3).

Typical land uses in C2B and C3 include retail sales, eating and drinking establishments, shops providing personal services such as a barber or beauty salon, hotels and motels, theaters and concert halls. Additionally permitted are retail sales with connected service, repair or show rooms; drive-ins; vehicular repair; wholesaling, warehousing and storage; veterinary hospitals and kennels; or outdoor recreation facilities.

Each of the residual lots is large enough to meet the minimum requirements for either the C2B or C3 zoning districts.

Additional commercial land uses currently are not recommended by the South Area Plan for the Briarwood Subdivision. While some of the lower intensity uses permitted in the commercial zoning districts appear to be compatible with the adjoining land uses, other of the more intense uses, such as auto service and repair; building contractor offices and sales; storage and repair of autos, trucks and construction equipment; drive-ins; and wholesaling and warehousing, would not. Briarwood Circle is a private road designed to serve only as a local collector to the interior parking areas; it has no direct access to major thoroughfares. Either the nature of work or the volume of traffic generated by the more intense commercial uses would make them inappropriate for the location. Thus, the Commercial zoning districts could not be supported because of the potential for very intense commercial development.

"PUD" Planned Unit Development

The PUD is a flexible zoning technique that is an alternative to lot-by-lot development. Project elements combined with the natural features of a site may be planned and built as a functional unit. Variations in lot configurations (size, setbacks, open space) and land use are permitted to allow for more design flexibility. Flexibility in site design allows buildings to be clustered, housing types to be mixed, and/or land uses combined. In return for this greater design flexibility, the ordinance requires that the PUD provide a beneficial effect advancing certain public objectives, for example, preservation of open space or unique or fragile natural features; excellence of design; energy conservation; and recreational opportunities. In reviewing PUD site plans, City Planning Commissioners and City Council members have considerable discretionary authority in approving and amending elements of the proposed site plan and the approved land uses.

In certain instances, proposed uses may appear to be compatible with the surrounding area only if developed exactly as presented to the City. With the PUD, the proposed uses and design may be permitted, but no other uses or lot configuration allowed. Parking requirements are based upon the specific types of business or use. There are currently two PUDs with mixed uses in the Briarwood Mall area. One contains a

16,000-square foot health club and a 5,700-square foot restaurant; the other, an

83,270-square foot office and a 6,950-square foot restaurant. Additionally, a third preliminary phase PUD has been approved containing medical and general offices and a restaurant.

Because each PUD is evaluated individually, there are no minimum size, setback or density restrictions. The requirements of zoning districts having similar land uses are used for comparison, however.

The unusual location and configuration of the residual parcels south and west of the mall, the retention ponds and their potential as a positive feature for the mall and for the view corridor and gateway to the City, and the challenge of integrating several uses into a unified development would suggest an opportunity for using the PUD zoning district.

Other considerations

Current markets

*** Office**

Recent studies of current office and retail activities in real estate, prepared in 1994 by Allen & Kwan Commercial, reveal a number of trends. Except in the downtown area, new construction for office has been low-rise, predominantly 1-2 stories, due to tenant preference. Within the city there are also some blended use facilities (research, light manufacturing and/or distribution combined with traditional office uses of financial, insurance and/or real estate). These, however, have occurred within business park-type developments such as Domino Farms or Plymouth Professional Park. It is questionable whether this type of blended use could be accommodated at the mall location due to constraints of lot size and the perception of being located "behind the mall".

Overall occupancy rates of the 35 office complexes surveyed which are within the general Briarwood Subarea averaged 88% at the end of 1994. This is up slightly from the 1993 average of 86% in the area and above the national rate of 85% for suburban office markets tracked by the Urban Land Institute. The Allen & Kwan Commercial market survey of "for lease" class A office and flexible buildings of greater than 10,000 square feet in the city and adjacent townships showed approximately 4,771,400 square feet. The office space within the Briarwood Subarea and immediately to the north constitutes 41% of the total, approximately 1,954,500 square feet.

Purchase of the Wolverine Tower by the University of Michigan and the subsequent purchase of the Williamsburg office complex and offices approved for Lot 10 by the University Medical Center have resulted in and will continue the gradual displacing of the lease tenants. This displacement will contribute to a demand for office space citywide. Planning staff for the University of Michigan has indicated that the University Medical Center has no plans to acquire additional Briarwood parcels. However, plans for the Briarwood Lot 3 Planned Unit Development indicate that medical office may occupy a portion of this development also.

*** Retail Development**

Retail space throughout the city totals approximately 4,110,330 square feet, excluding such uses as gas stations, banks, free-standing fast food restaurants, or owner-occupied single tenant spaces. Of the total square footage, 28% is located in the Central Area which includes the downtown, 37% in the South Area, 14% in the West Area and 21% in the Northeast Area. These figures are based on information included in the 1994 Ann Arbor Retail Center Report, compiled by Allen & Kwan Commercial in July 1994, and adjusted for the city limits.

The Urban Land Institute publication Shopping Center Development Handbook categorizes shopping centers in general categories of neighborhood, community or regional, although distinctions between these are often blurred. Under ULI classifications, each of the categories of shopping center exists within a general range of floor area and acreage, and each requires a certain threshold of population to survive. Scattered throughout Ann Arbor, there are approximately 12 developments which fall within the neighborhood center classification. A neighborhood center classification offers geographical convenience, sale of goods and services for daily needs, and generally a supermarket as a principal anchor.

Maple Village and Westgate in the West Area, Cranbrook in the South Area, and Traverwood in the Northeast Area are all classified as **community centers**. A community center, while offering a greater range of tenants and merchandise than a neighborhood center, generally lacks a full-line department store as the principal tenant. The community center may compete with a regional center but generally both can succeed because of differing types of merchandise and the community center's shorter driving distance from its support market.

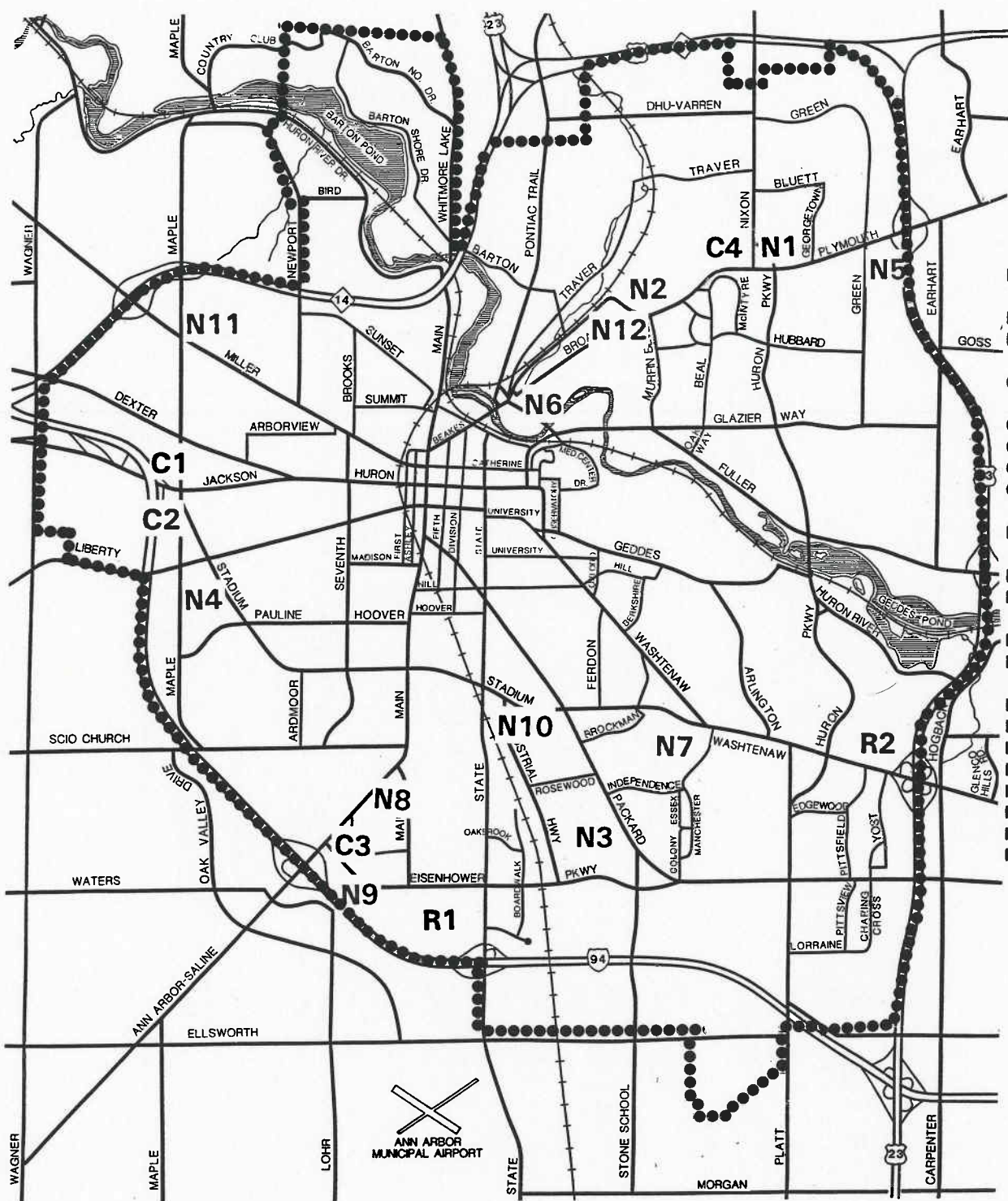
The Briarwood Mall, generally classified as a **regional mall**, has a leasable floor area of over 900,000 square feet and four anchor department stores. Arborland, the only other local shopping center which falls within the regional mall classification by ULI standards, is less than half the size of Briarwood Mall (404,700 square feet) and has two anchor stores.

A regional center provides a full range of shopping goods, general merchandise, apparel, furniture, and home furnishings, and is typically built around two or three full-line department stores. A typical regional center frequently has a gross leasable area of 400,000 square feet with a range in size from 300,000 to 1 million square feet. A "super" regional center generally has three or more department stores and gross leasable area of 800,000 square feet, with a range from 500,000 to well over 1 million square feet. Both classifications of center have large trade areas and serve populations of more than 150,000, often drawing shoppers who travel 25 to 30 minutes to reach the center. Regional centers attract customers and extend their trade areas by offering a full range of shopping facilities and goods.

Appendix E lists the classification, size, and geographical planning areas of these shopping centers. Figure E shows the locations of the shopping centers; Figure F, the disbursement of the retail uses by percentages in the Planning Areas.

In the Handbook, major tenant classification is the prime determinant of shopping center classification. The tenant classification and auxiliary facilities are in keeping with the territory from which customers are drawn. Site area or building size alone is inadequate in classifying centers because each implies a direct correlation between center size and the trade area, tenant characteristics and mix, or functions in terms of retail goods categories. Likewise, the number of people needed to support such centers is not fixed because other factors such as income level, disposable income, competition and changing methods of merchandising and store sizes have significant impact.

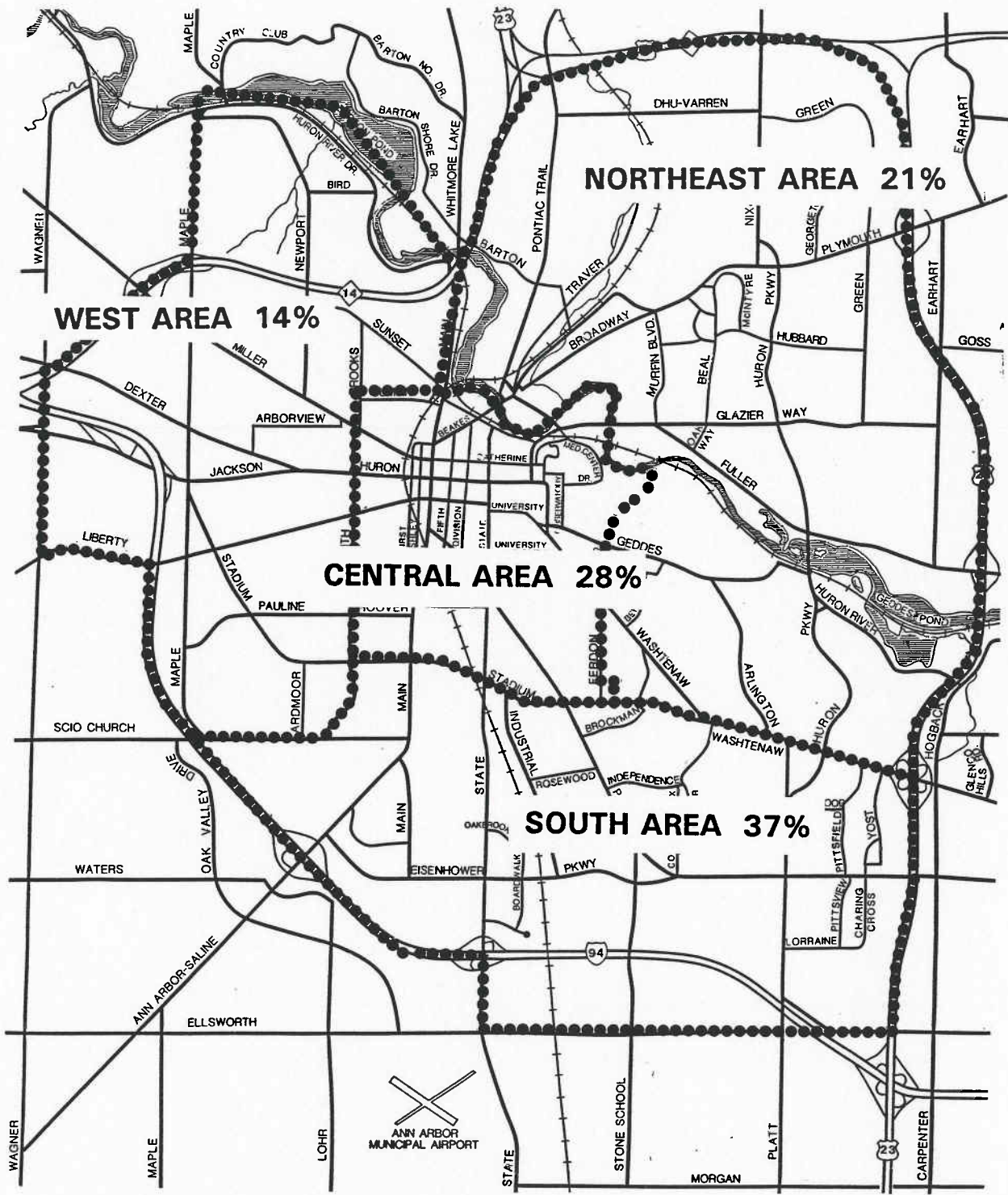
Trade areas, the geographic area that provides the majority of steady customers, are determined by a number of factors: the type of center, accessibility, physical barriers, location of competitors, and limitations of time and distance. The primary trade area for a neighborhood center is generally within 1 1/2 miles or a 5-10 minute drive; for a community center, 3-5 miles or a 10-20 minute drive. For a regional center, the primary trade area, 70-80% of the regular customers, is generally within 8 miles (20 minutes); for a super regional center, within 12 miles (30 minutes). Customer attraction generally depends upon easy access, parking convenience and better merchandise. The secondary trade area is estimated to be an additional 15-20% of the customers. In smaller markets, however, the tertiary trade area may extend 50 miles. In market research studies prepared by Urban Science Applications, Inc. for the Taubman Company, vehicle surveys indicate that 80% of the customers of Briarwood Mall are drawn from a trade area radius of approximately 24 miles.



- Regional**
- R1 Briarwood
 - R2 Arborland
- Community**
- C1 Maple Village
 - C2 Westgate
 - C3 Cranbrook
 - C4 Traverwood
- Neighborhood**
- N1 Plymouth Mall
 - N2 North Campus/
Plymouth Commercial
 - N3 Georgetown Mall
 - N4 Stadium Row/
(Farmer Jack's)
 - N5 Plymouth/Green
 - N6 Broadway
 - N7 Lamp Post Plaza
 - N8 Woodland Plaza
 - N9 Colonnade
 - N10 Colonial Lanes Plaza
 - N11 Miller/Maple
 - N12 Plymouthview

City of Ann Arbor Shopping Centers

City Limit
 No Scale
FIGURE E



**City of Ann Arbor
Retail Uses Disbursement**

No Scale

FIGURE F

In studies prepared by Urban Science Applications, Inc. census figures for 1990 indicate a population of 885,350 within the estimated 80% trade area of Briarwood Mall. An estimated increase by 1994 to 910,076 was predicted. These projections and the UATS projections for the Ann Arbor urbanized area indicate potential demand for additional regional commercial shopping opportunities.

The 1994 average household income in the 80% trade area is \$54,736. SEMCOG studies show Westland Shopping Center to be the only comparable regional mall within a twenty mile radius. Four other regional malls are within a thirty mile radius, all within a quadrant northeast of Ann Arbor.

Downtown Ann Arbor does not fit neatly into any of the ULI shopping center categories. The downtown is characterized by four major retail districts: Main/Liberty, the traditional heart of downtown retail and commercial activity; State Street, the shopping district adjacent to the UM campus; Kerrytown/Farmers market, specialty retail orientation; and South University, campus-oriented shopping. The downtown may no longer serve as the primary commerce district; however, a range of specialized retail goods and services as well as offices, banks, governmental facilities, museums, churches, and housing continues to exist and thrive. As some markets have shifted, other functions such as restaurants and entertainment businesses have moved into many of the spaces. At the end of July 1994 the Retail Center Report showed an occupancy rate of 91.9%, the highest of any area of the city. The City experienced an occupancy rate of 89.3% overall. The traditional downtown is evolving, but it appears unlikely that the expansion of regionally-based types of commercial users at Briarwood will have a negative impact.

Additionally, there is approximately 666,000 square feet of retail space located in adjacent areas outside the city limits, such as at Oak Valley Center and Carpenter Plaza, not including Home Quarters or Target, two large specialty/discount stores. The tenants in these retail spaces provide goods and services which fall within those types provided in the community or neighborhood center.

The existing community and neighborhood shopping centers appear to provide ample opportunities for provision of goods and services within the City. The inclusion of certain commercial users could enhance the existing regional quality of the Briarwood Mall, both for the residents of Ann Arbor and the larger trade area that it serves.

Property Values

According to the City Assessor's Office, the residual land at Briarwood Mall located south of Briarwood Circle, with an AG (Agricultural-Open Space District) zoning classification, is currently valued for tax purposes at \$1.26 per square foot. Undeveloped Lot 3, which has a preliminary phase PUD approval, and Lot 10, which has been rezoned to O and has an approved site plan, have somewhat higher valuations: \$2.11 per square foot for Lot 3 and \$2.73 for Lot 10. Both are located adjacent to Eisenhower Parkway. Lot 9, which has an R4B zoning classification, has a valuation of \$1.39 per square foot.

Based on recent comparable development, rezoning the Briarwood residual parcels from AG to another classification eventually could raise the valuations to approximately \$5 per square foot for office zoning district or general commercial zoning such as found in the C2B zoning district. Valuations for research, such as found in the RE or ORL zoning districts, are

approximately \$3.00 per square foot. However, recent changes in State of Michigan tax laws capped increases in property taxes at the previous year's rate. Increases could only be made at the rate of the consumer price index, currently 1.026%.

While a change in zoning would not have a significant impact on the valuations, the sale of the property would be the basis for a reassessment. Construction or other improvements would increase the value and would also be taxable.

The Pittsfield Comprehensive Plan

The objectives and land use recommendations included in the recent draft of the Pittsfield Township Comprehensive Plan would impact the areas in the south and west portion of the Briarwood Subarea.

*** Housing**

Included in the objectives is restoring a balance in the housing inventory between ownership and rental and between single-family detached housing and all other types. During the early 1970s, there was a strong shift to rental units and apartments. The Plan states that a 1:1 ratio of housing types is desirable and attainable by 2010, based on the proposed land uses and densities. A total of 4,250 new dwelling units is projected by 2010 with 71% being single-family detached. In the census tract of the township which is within the Briarwood Subarea, three condominium developments with approximately 575 units are under construction. Additionally, 280 apartment units have been completed and another 80 proposed since the 1990 census.

New and proposed projects would increase the number of dwelling units within the census tract 198%, with a corresponding increase in population by the end of the decade.

*** Commercial/Retail**

Other Pittsfield Township land use policies will also impact the Briarwood Subarea. At present, the major commercial/retail land uses are concentrated at the Ann Arbor-Saline Road and I-94 and at the South State Street and Ellsworth Road intersections. The Plan encourages new commercial development to locate in shopping centers and limits such development on individual lots to lots of record in designated commercial areas. Approximately 200 acres are designated for commercial development by 2010. It recognizes Briarwood Mall as the major commercial center of the region with the other malls, both in Ann Arbor and in Pittsfield Township, serving as subregional centers. Only highway-oriented commercial uses are planned for the 14-acre site condominium located at the Ann Arbor-Saline Road and I-94 interchange. Because of the presence of these existing centers and the undeveloped land within the township designated for commercial uses, the Plan anticipates no additional major commercial centers by 2010.

The policies on location and the additional acreage designated for commercial/retail uses in the Plan significantly limit the land which would be available in Pittsfield Township for commercial development. Consequently, future demand for these uses would have to be met either north of I-94 within Ann Arbor or farther west, perhaps in Lodi Township.

* Office

The Plan projected the need for only 40 additional acres in Pittsfield Township for office development by 2010, but recognized strong fluctuations in this demand and left an additional 180 acres in the Lohr Road-Waters Road area which could be either residential or office. In general, land designated for office development would serve as a permanent buffer between the commercial development at Ann Arbor-Saline Road and neighboring residential uses to the east. The Valley Ranch PUD also has provisions for offices as well as research types of users. It provides a campus environment, different from the Briarwood Mall area.

Crime and Safety

The Ann Arbor Police Department prepared a breakdown of calls for service in the geographical area which includes the Briarwood Subarea. An analysis of the list shows no significant difference in demand by land use categories with the exception of the peak retail seasons, such as Christmas.

Police staff recommended that consideration be given to another transportation egress to Briarwood Circle. Back-ups which develop at Hilton Boulevard and Briarwood Circle at State Street suggest the need for an alternative route. One suggestion was the extension of Waymarket Way from Eisenhower Parkway to Briarwood Circle.

Public Utilities

Within the Briarwood Subarea, the Briarwood Subdivision was dominant in planning the utility system. Development on the residual lots, if generally within the parameters set by the area plan, would have minimal impact on utilities.

Drainage and Water Quality

The County Drain Commissioner's main focus with regard to development of the residual parcels is on maintaining or improving water quality. Coefficients of runoff were established for each of the undeveloped residual parcels in the design of the drainage system and construction of the existing retention ponds. Any new development which did not exceed the established maximum would be accommodated in the system. Because of standards used at the time of their development, the existing retention ponds have no settlement features and are muddy following rains. However, no problems exist downstream from the southern residual ponds. There have been a few erosion problems downstream from Lot 3, but it is doubtful that these are a direct result of Briarwood runoff. The County Drain Commissioner's staff expressed the goal of having future developments utilize the recommendations in the Michigan Department of Natural Resources Guidebook of Best Management Practices and the Drain Commissioner's Procedures and Design Criteria for Subdivision Drainage.

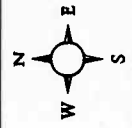
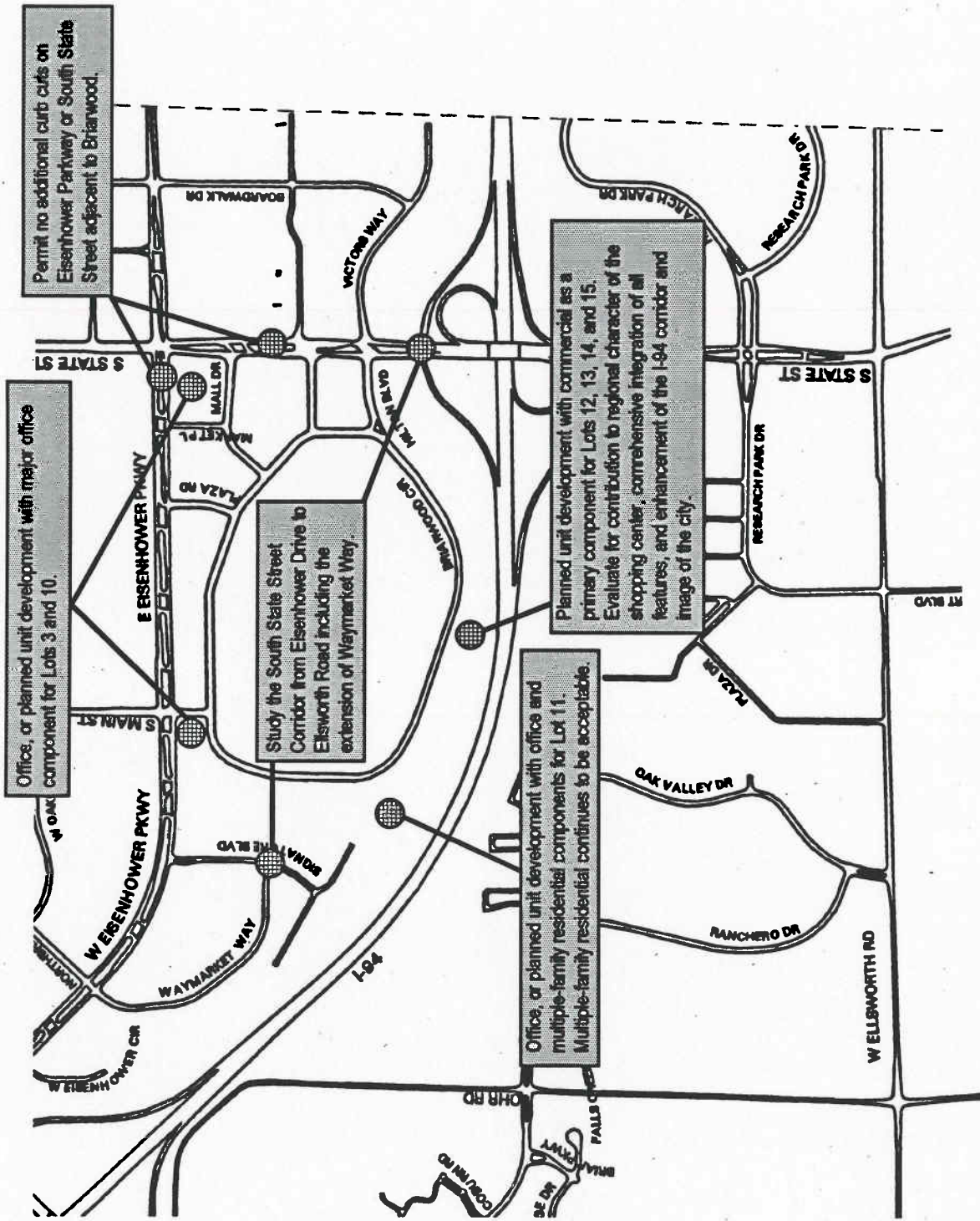
Mass Transit

Briarwood Mall and the residual parcels are currently being served by Ann Arbor Transportation Authority (AATA) pick-ups on Briarwood Circle and at the northeast corner of the mall. It is difficult to service the entire area without travelling the entire Briarwood Circle and this, from a ridership demand standpoint, currently is not supported. Most current AATA riders are employees, not shoppers.

Office uses would create the greatest demand for AATA services, particularly those using part-time employees or students in lower paying positions. Housing for senior citizens would also create an intensive land use west of the mall to potentially generate even more AATA passengers.

AATA staff stressed the importance of all developments within the Briarwood Subarea maintaining pedestrian connections to the mall. Currently, there exists a heavily-travelled footpath from the Signature Villas development which indicates a lot of pedestrians from that direction. Also, in good weather, pedestrians frequently walk over from the Burlington office complex, north of the mall.

The AATA is currently studying additional Eisenhower/Briarwood/University of Michigan transit circuit opportunities. Additional suggestions have been made for transit circulators for shoppers between the Briarwood area and other shopping centers. There are such routes generally in the downtown area which are not dedicated to shoppers; but the more stops that are added to a route, the longer the time spent in transit. Transfers between routes are generally unpopular and consequently are not well utilized. It is likely that such a route would have to be heavily subsidized.



No Scale

City of Ann Arbor
 Briarwood Subarea
 Recommendations

FIGURE G

Recommendations

Figure G identifies the location area of each recommendation.

1. Office, or planned unit development of which office is a significant land use component, is recommended for the Lots 3 and 10, adjacent to Eisenhower Parkway in the Briarwood Subdivision.

Currently, there are site plans approved for both Lot 10 and Lot 3, the only vacant parcels adjacent to Eisenhower Parkway. Lot 10, together with the Williamsburg Office complex on Lots 4, 5, 6, and 7, has been acquired by the University of Michigan. Lot 3 is in the process of receiving Final Phase PUD approval for a mixed use office/restaurant development. These proposals, if developed, would accomplish this objective. This policy will support the viability of existing office uses along Eisenhower and will strengthen the visual identity of the entryway into the City. Traffic patterns and peak hours of use will tend to complement those of the commercial/retail uses of the Briarwood Mall.

2. Office, or planned unit development with office and multiple-family residential components, is recommended for Lot 11, the vacant parcel of land west of Briarwood Circle, currently zoned R4B (Multiple-Family Dwelling District). Multiple family residential could continue to be considered an acceptable use, provided appropriate measures are taken to lessen the impact of the adjacent freeway, Briarwood Circle, and mall parking.

Proximity to Briarwood Circle and I-94 makes this parcel less appropriate for residential uses. Office uses would provide a buffer between the intensity of the mall and the existing multiple-family residential areas west of Briarwood Circle. The addition of appropriately designed office uses might also provide adequate buffering from the roadways and the mall to permit the inclusion of residential uses on the parcel. The expansion of the adjacent multiple family development on the west is also an option. Improved pedestrian and bicycle access from Waymarket Way would create a compatible linkage with other residential areas located on the west and north. A roadway connection from the public street, Waymarket Way, to a private street, Briarwood Circle, would provide alternatives for motorists leaving the mall, but will require careful evaluation. Again, traffic patterns and peak hours of use would tend to complement the commercial uses at Briarwood Mall.

3. For Lots 12, 13, 14, and 15, the parcels located between Briarwood Circle and I-94, a single planned unit development of which commercial is a primary component is recommended. Such a proposal should be evaluated for its contribution to the regional character of the shopping center; its comprehensive integration of all buildings, parking, landscaping, pedestrian amenities, retention ponds and natural features; and its enhancement of the I-94 corridor and the image of a quality gateway of the city. Typical primary uses might include sales of items of infrequent purchase, for example furniture, jewelry, certain types of appliances, or specialty goods which would draw customers from a large trade area rather than the sale of convenience goods or food service. Typical complementary uses might include offices or businesses which provide a service to neighboring retail and office uses.

The planning policies followed for the Briarwood area during the 20 years since its inception were intended to prevent strip development with a lower quality of design and resulting traffic congestion from surrounding the mall. While current planning policies recommend offices or special uses for the residual parcels south of the Mall, current development trends have been for these types of users to seek office/campus environments with opportunities for expansion. The size and configuration of the remaining southern parcels severely limit opportunities for this type of development. There is other land in the City and in the adjacent area of Pittsfield Township where office uses could be developed.

Conversely, while land within the Briarwood Subarea as well as the region has developed, thus increasing population and market area, minimal land in the South Area is available for commercial development. The inclusion of commercial uses south of Briarwood would provide additional land within the City for commercial development, specifically of a type which would enhance the existing regional quality of the mall rather than provide community or neighborhood shopping. The recommendation for planned unit development does not preclude any office use on these residual parcels, however, office use should be a part of a comprehensive mixed use planned development.

Allowing retail development of the residual parcels would most certainly enable the land to develop sooner, contributing to the city's tax base. Since the addition of regional draw retail uses would frequently serve as destinations in and of themselves, it is questionable whether there would be an overall reduction of traffic on public roads surrounding Briarwood Mall. On the other hand, office uses as currently recommended would concentrate traffic at peak hours, whereas retail uses would spread traffic more widely through the day and have an overall positive impact on peak hour traffic. Analysis has shown minimal difference between the impact of office use and retail/commercial use on City services, infrastructure, and traffic level of service. Additionally, there are no residential neighborhoods near the undeveloped parcels adjacent to I-94 which would be negatively impacted by commercial development.

In the preliminary phase planned unit development, the City would be able to identify the parameters of use, appearance, circulation, and impact of proposed uses. Factors to be considered in review of the preliminary phase would at minimum include: architectural massing and compatibility with existing structures; integration of landscaping with existing natural features; screening of existing and new parking from I-94 by buildings and landscape features; pedestrian linkage between new buildings, existing surrounding buildings, and the mall; evaluation of parking demand and the potential for shared parking and alternative methods of transportation; identification of potential uses, their contribution to the regional nature of the shopping center and the ranges of building sizes; and appearance and character of the boundary created for the I-94 corridor and the southern edge of the subdivision. Architectural and design details of individual sites would be reviewed in the final phase planned unit development.

4. Conduct a comprehensive traffic study of the South State Street Corridor from Eisenhower Drive to Ellsworth Road including the extension of Waymarket Way as a continuation of Northbrook Place south of Eisenhower Parkway.

The presence of the I-94 interchange and the significant volume of traffic on South State Street present challenges to maintaining safe and functional vehicular and pedestrian access within the Subarea. Due to the significant increases in traffic projected by the Transportation Plan, an in-depth analysis is necessary to make decisions concerning improvements to vehicular and pedestrian circulation in the area. Future improvements at the interchange may provide an opportunity for implementation of recommendations resulting from such a study.

Extending Waymarket Way east to Briarwood Circle could provide additional vehicular access and an alternative to the South Main Street/Eisenhower Parkway intersection. However, the impact of channeling traffic from a public street to a private drive must be carefully evaluated. At a minimum, creation of bicycle and pedestrian path would provide a valuable alternative transportation link for the neighborhoods west and north of Briarwood Mall.

5. Within the Briarwood Subdivision, no additional curb cuts should be permitted to either Eisenhower Parkway or South State Street.

Additional curb cuts would create more vehicular movements, resulting in congestion and a lessening of level of service.

Original Approved Area Plan - 1978

LOT	LOT SIZE (ACRES)	PROPOSED SQUARE FEET	FLOOR AREA RATIO	NUMBER OF STORIES	USE
1	3.85	40,000	24%	1-3	RO, REC, SP
2	5.74	75-80,000	32%	3-10	RO, SP
3	4.20	50-60,000	33%	3-10	RO, SP
4	2.43	10-15,000	14%	1-3	RO, SP
5	3.37	12-14,000	9.5%	1-3	RO, SP
6	3.79	28,000	17%	1-3	R/LO, SP
7	2.77	25,000	21%	1	LO
10	6.74	30,000	10%	1-3	LO
11	2.77	22,000	18%	1-3	LO, HSNG
12	6.60	30-40,000	14%	2-10	RO, HSNG
13	3.85	30,000	17.8%	2-10	RO, SP
14	4.42	22,000	11.4%	2-10	RO, SP
15	3.40	10,000	6.8%	1-6	RO, SP
16	4.79	12,000	5.8%	1-6	RO, SP

USE KEY

- RO - Regional Office
- LO - Local Office
- SP - Special Purpose
- REC - Recreational
- HSNG - Housing

1995 Development for Residual Lots

LOT NUMBER	ORIGINAL LOT SIZE (ACRES)	DEVELOPMENT	BUILDING (SQARE FEET)	REVISED LOT SIZE (ACRES)	FLOOR AREA RATIO
1	3.85	PUD - Vic Tanny Mandarin Restaurant	16,000 7,387	3.85	13.9%
2	5.74	PUD - Bennigan's Office	6,950 83,270	5.84	35.5%
3	4.20	PUD - Office* Restaurant*	18,000 5,000	4.20	12.6%
4	2.43	Williamsburg Office	14,000	2.43	13%
5	3.37	Williamsburg Office	16,000	3.37	10.9%
6	3.79	Williamsburg Office	36,750	4.89	17%
7	2.77	State Farm Office	8,568	1.67	11.8%
10	6.74	Fire Station Medical Office*	8,542 20,318	0.95 2.69	20.7% 17.3%
11	2.77			12.78 (Lots 11, 12 and a portion of Lot 10 were combined.)	
12	3.85 (Lot 13 in the original area plan.)			2.77	
13	4.42 (Lot 14 in the original area plan.)			4.42	
14	3.40 (Lot 15 in the original area plan.)			3.40	
15	4.79 (Lot 16 in the original area plan.)			4.79	

* Approved site plan or preliminary PUD only.

Population Growth 1960-1990

CITY OF ANN ARBOR			
CENSUS	POPULATION	HOUSING UNITS	PERSON/UNIT
1960	73,354	22,516	3.3
1970	104,532	33,821	3
1980	107,966	40,139	2.7
1990	109,592	44,010	2.5

BRIARWOOD SHOPPING CORRIDOR				
(The area bounded by Packard/Stadium/Scio Church Road on the north, I-94 on the west and south, and Platt Road on the east.)				
CENSUS	POPULATION	HOUSING UNITS	PERSON/UNIT	PERCENT OF CITY
1960	3,005	1,000	3	4.5%
1970	7,236	2,293	3.2	7.3%
1980	10,015	4,195	2.4	9.3%
1990	11,284	5,567	2	10.3%

PITTSFIELD TOWNSHIP - CENSUS TRACT 4148			
(The area bounded by Scio Church Road, Ann Arbor-Saline Road and I-94 on the north and east; South State Street and Ellsworth Road on the south; and Maple Road on the west.)			
CENSUS	POPULATION	HOUSING UNITS	PERSONS/UNIT
1960	n/a	n/a	----
1970	146	49	3
1980	132	52	2
1990	706	473	1.5

Comparison of Peak Hour Trip Generation By Land Uses

LOT NUMBER	BUILDING SIZE* (SQUARE FEET)	LAND USES AND TRIP GENERATION (AM AND PM)				
		GENERAL OFFICE	MEDICAL OFFICE	OFFICE PARK	FURNITURE STORE	SPECIALTY RETAIL
12	40,353	93 AM 95 PM	108 AM 164 PM	74 AM 61 PM	7 AM 16 PM	85 AM 132 PM
13	46,208	105 AM 105 PM	125 AM 189 PM	85 AM 69 PM	7 AM 18 PM	97 AM 151 PM
14	35,545	85 AM 87 PM	96 AM 144 PM	65 AM 54 PM	6 AM 14 PM	75 AM 117 PM
15	50,076	111 AM 112 PM	135 AM 204 PM	92 AM 75 PM	9 AM 19 PM	106 AM 164 PM

* Assuming a 24 percent floor area ratio.

Ann Arbor Shopping Centers

KEY*	CENTER	FLOOR AREA	LOT AREA	PLANNING AREA
<i>Regional</i>				
R1	Briarwood	984,421	94.0	South
R2	Arborland	404,700	35.0	Northeast
<i>Community</i>				
C1	Maple Village	274,042	39.6	West
C2	Westgate	187,419	17%	West
C3	Cranbrook	180,846	21%	South
C4	Traverwood	154,000	10%	Northeast
<i>Neighborhood</i>				
N1	Plymouth Mall	92,810	9.8	Northeast
N2	North Campus/ Plymouth Commercial	60,700	7.5	Northeast
N3	Georgetown Mall	81,947	6.6	South
N4	Stadium Row (Farmer Jack's)	73,480	8.6	West
N5	Plymouth/Green	51,583	6.7	Northeast
N6	Broadway	41,830	4.5	Northeast
N7	Lamp Post Plaza	41,016	3.3	South
N8	Woodland Plaza	94,329	10.1	South
N9	Colonnade	47,000	6.1	South
N10	Colonial Lanes Plaza	34,052	3.29	South
N11	Miller/Maple	14,600	1.5	West
N12	Plymouthview	12,000	1.6	Northeast

* Reference for Illustration C