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July 8, 2008

Mr. Chris Cheng, Planning Department
Ms. Jayne Miller, Director of Planning
Planning & Development
City Hall, 6th Floor
100 N. Fifth Avenue
Ann Arbor, MI 48104

Subject: **Proposed Site Plan for 202 Division Street**
Our File Number 1088-000

Dear Mr. Cheng and Ms. Miller:

Our firm represents the Michigan Historic Preservation Network ("MHPN") which is the holder of the historic preservation easements on the properties located at 322-324 East Washington Street known as the "Heydon Washington Street Properties" (the "Heydon Historic Properties"). These properties, which are on the National Register of Historic Places, are located one lot west of the proposed high-rise apartment building for the property at 202 South Division Street known as Metro 202. I represented the MHPN in a public hearing before the Ann Arbor City Council with regard to the recent proposal to build a nine-story hotel at the 202 Division location. On behalf of MHPN I submitted written comments as well as speaking at the January 22, 2008 City Council meeting on the high-rise hotel proposal. As you know, the City Council voted against the hotel's PUD proposal by a 10 - 1 vote.

I recently learned that a new proposal to alter original plans for a nine-story apartment on this site have been submitted to the City Planning Department. As I understand it, the new application proposes to double the proposed number of apartments and to increase the square footage of the building, including increasing the area of the top floor of the building. To my great surprise, I also learned that the planning department was considering doing only an internal administrative review of these new revisions. This seems a particularly unwise course of action given the City Council's vote rejecting the approval of a building of comparable size and impact.

I am writing to request that this matter not be handled as an "administrative amendment" and instead that it be referred to the full Planning Commission for a public hearing and to City Council for a public hearing for a number of reasons. MHPN has a significant concern that the development of a building of the proposed height, mass and design would have a "catastrophic impact" upon the Heydon Historic Properties, as expressed in a letter to City Council dated

October 8, 2007 regarding the nine-story hotel proposal (a copy of which is attached). Prior to the City Council's January 22, 2008 meeting in which the nine-story hotel was rejected, the City Council was made aware that a nine-story building at this location over-shadowing the Heydon Historic Properties would violate the City's own Master Land Use Plan, which includes the Central Area Plan and the Downtown Plan (a copy of my letter to City Council dated January 17, 2008 is attached). The original Metro 202 site plan for a nine-story apartment similarly violates the Master Land Use Plan with regard to the size of buildings near historic properties. To approve any expansion of the initial site plan would simply make the violation worse.

In light of the City's recent rejection of the nine-story hotel proposal for this site, and the strong opposition expressed at that meeting, it is clear that any new proposal for this site demands a thorough evaluation. MHPN would appreciate the opportunity to address the proposed new plan more fully before the Planning Commission once the requested copies of documents are obtained.

In addition, it would appear, at a minimum, that the new proposal does not meet the criteria for "administrative amendments" under the city's ordinance provisions in Chapter 57. Among other things, there is a change in part of the building height that creates new floor area by the proposed alterations to the top floor.

Also, it appears that a new owner has made the new application for site plan modifications and it is not clear that the City Council has approved any assignment of the Development Agreement that was a part of the initial approval of the building known as Metro 202.

I would appreciate it if you would let me know as soon as possible if this matter will be referred to the full Planning Commission, and if possible, place me on your notification list for any matters concerning this proposed project.

Thank you.

Sincerely yours,
RENTROP & MORRISON, P.C.

Gary R. Rentrop

Gary R. Rentrop

Enclosures

cc: Nancy Finegood, Michigan Historic Preservation Network
Peter Heydon
Ann Arbor Planning Commission
Ann Arbor Mayor and City Council Members
Ann Arbor City Clerk's Office

October 8, 2007

City of Ann Arbor
Planning Commission
100 North Fifth Avenue
Ann Arbor, Michigan 48104

Re: Proposed Ann Arbor Hotel, Washington and Division Streets

Ladies and Gentlemen:

This organization worked in partnership with Peter and Henrietta Heydon to preserve the three significant historic properties they own at 332 East Washington Street, 324 East Washington Street, and 322 East Washington in the City of Ann Arbor. Our organization works in partnership with the National Trust for Historic Preservation. These properties are listed on the National Register of Historic Places under their historic names of the Methodist Episcopal Parsonage, the Jacob Hoffstetter House and the Graves Garage. The Heydons have meticulously restored all three properties at great cost to preserve their character and have been commended by the Ann Arbor Historic District Commission for their efforts.

At the Heydons' request, our organization examined these properties to determine if they were historically significant. Our board unanimously agreed that they were in fact very important. The Heydons then donated historic preservation easements so that the properties could not be altered except in accordance with specific historic standards. These easements significantly diminished the market value of these properties.

We are advised that McKinley Properties is seeking to obtain a zoning change to enable the construction of a nine-story hotel on a small 8,200 square land parcel immediately adjoining the Heydons' properties. We believe that the construction of the hotel would be of catastrophic impact on these properties and their remaining value. The proposed new hotel would overshadow these small 2-story buildings, would deprive them of light and air, and would contain none of the historic building materials found in the Heydons' properties. Instead the proposed hotel would be a large modern monolithic structure of pre-cast concrete that would negatively impact these protected properties. We would ask the City Planning Commission to deny the proposed rezoning to signal to the community that it values the preservation of its historic structures.

Sincerely,

Nancy Finegood

Nancy Finegood,
Executive Director

Michigan Historic Preservation Network
107 E. Grand River, Lansing, MI 48906
Phone: 517-371-8080 Fax: 517-371-9090

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January 17, 2008

Ann Arbor City Council
Ann Arbor City Hall
100 N. 5th Avenue
Ann Arbor, MI 48104

Subject: **202 South Division Street Proposed PUD / Peter and Rita Heydon Properties**
322-334 Washington Street
Our File Number 1083-000

Dear Council Members:

Please be advised that I represent the Michigan Historic Preservation Network ("MHPN") with regard to the pending application for a Plan Unit Development to construct a high-rise hotel at 202 South Division (the "PUD"). The MHPN holds the Historic Preservation Easements on properties located at 322-334 East Washington known as the "Heydon Washington Street Properties" (the "Heydon Historic Properties"); these properties are located one lot west of the proposed high-rise hotel. The MHPN has retained my services because of its significant concern that the development of a hotel of the proposed height, mass, and design would have a "catastrophic impact" upon the Heydon Historic Properties, as expressed by the MHPN in a letter to you dated October 8, 2007.

I am writing this letter because of the extent of my comments on behalf of the MHPN and because I am unable to attend your caucus meeting scheduled for January 20, 2008. I do, however, plan on attending your Council Meeting on January 22, 2008, and asking Council for the opportunity to speak on this agenda item.

I have attached to this letter certain writings and photographs, which I will reference in this letter by tab letters.

Request

For the reasons set forth in this letter, on behalf of the MHPN, I request that Council deny petitioners' proposed PUD because the PUD, as presented, does not comply with the standards for Approval of a PUD, including it does not comply with the City of Ann Arbor's

Master Land Use Plan, which includes the Central Area Plan and the Downtown Plan as adopted by this City Council.

If petitioner seeks approval of a new revised PUD for a high-rise hotel at this location, then, on behalf of the MHPN, I request that Council utilize the design standards set forth in the Downtown Plan and establish an advisory design review process, as proposed on page 40 of the Downtown Plan, attached at Tab C, which would include the kind of expertise of those who were part of the Professional Design Group which helped develop the Downtown Plan's guideline.

Introduction to the Heydon Historic Properties

The Heydon Historic Properties are each listed on the National Registry of Historic Places, and each is subject to a perpetual Historic Easement Agreement held by the MHPN.

The fact that the properties are listed on the National Register reflects their historical importance. The National Park Service administers the National Register of Historic Places under the National Historic Preservation Act of 1966. Properties on the National Register are recognized for "their significance in American History."

The fact that the properties are subject to a perpetual Historic Easement Agreement means that the properties shall for all times be subject to the terms and conditions of the Historic Easement Agreement and must be maintained in their historic original condition. Any improvement and renovation must be done in conformance with federal guidelines and requirements, as administered by the National Park Service. Photos of the Historic Properties are attached at Tab A. The Historic Assessment document, which the Park Service required from Heydon's consultant for Register eligibility, concludes:

> the continuity of these buildings the preservation of the setting with theses three buildings and the relationship between the parsonage and the Grave Garage all lead to particular historic significance.

In a nutshell, Ann Arbor has a jewel in the center of its town. The assemblage of these historic properties, all on the National Registry, is one of the finest example of American history a town can claim. Ann Arbor, its citizens, and its consultants have, for years, recognized the significance this kind of historic preservation – as discussed in the sections in the letter entitled "Central Area Plan" and "Downtown Plan."

However, before discussing these important planning documents, it is important to address an issue raised by the petitioner's request to be reviewed as a PUD. That is the distinction between a PUD and a variance.

The Proposed PUD

The Appropriate Zoning Tool in This Case: A PUD or Variance?

While the focus of this letter, and my presentation, will be upon historic preservation issues, and while I do wish to avoid repeating what others have presented to this Council and the Planning Commission, I do wish to address this critical point: height and setback variances are just that – "variances." Effecting variances-by-another-name is not an appropriate use of the City's planned unit development authority, and Council should not overlook this point.

As many of you no doubt are aware, the University of Michigan's Clan Crawford Jr. is considered the "guru" of Michigan zoning; his text "Michigan Zoning and Planning" is and has been used by attorneys throughout the state for years. Clan Crawford, as he does on most subjects, nicely addresses the distinction between a PUD and a Variance:

1. *What is a PUD*: Crawford first discusses how regulations such as maximum density, minimum setbacks, and height limitations are applied in the context of typical urban lots, writing, "... they are necessary in such circumstances to protect each owner from the thoughtlessness of neighbors and that when applied to a unified development of substantial tracts of land these rules are sometimes unnecessary." Crawford, Michigan Zoning & Planning, Sec. 11.02. The traditional use of a PUD occurs when a municipality agrees not to require certain zoning restrictions in exchange for the developer committing to some public benefit. The classic example is "cluster housing," with reduced setbacks allowed in exchange for public open space – or even historic preservation. One must ask: does a nine story building with reduced setback, and no corresponding public amenity such as a park or greenbelt, really provide the "public benefit" which should be part of a PUD? Or, rather, should the limitations of building height and setbacks be enforced to "protect each owner from the thoughtlessness of neighbors"?

2. *What is the Intent of a PUD?* Section 11.02 of Clan Crawford's text addresses what the "intent" of a planned unit development should be. He states: "This zoning district (PUD) shall not be allowed where this zoning classification is sought primarily to avoid the imposition of standards and requirements of other zoning classification or other city regulations..." Is not that exactly what is occurring here?

3. *PUD used as a means to grant Variances.* Clan Crawford, in Sec. 11.02 of his text, cautions against using a PUD as a "sneaky way to grant numerous variances in circumstances where the owner cannot meet the standards for variances."

The variance standards of the Ann Arbor Zoning Ordinance are set forth in Article IX, Sec. 5.99(1). This section requires a showing of practical difficulties are hardship based upon *evidence in the official record.* Relevant standards to petitions request to change the FAR,

building height and setback requirement of the Zoning Ordinance are set forth as follows with my comments in italics:

(a) That the alleged hardships or practical difficulties, or both, are exceptional and peculiar to the property of the person requesting the variance, and result from conditions which do not exist generally throughout the City.

Comment: There is nothing "exceptional" or "peculiar" about petitioner's 0.2 acre lot when compared to other lots throughout the City or for that matter in the C2/R zoned district. The City has established in it Zoning Ordinance height, setback, and FAR limits for all such lots. There is nothing exceptional or peculiar to petitioner's lot that would justify a variance.

(b) That the alleged hardships are practical difficulties, or both, which will result from a failure to grant the variance, include substantially more than mere inconvenience, inability to attain a higher financial return, or both.

Comment: According to staff report dated 10/11/07, "Petitioner has stated that a hotel meeting the open space, front setback, height limits and FAR limitations in the O or C2A/R district are not economical." First, there is absolutely no evidence presented that support this claim. Second, even if there was evidence, the inability to attain a higher financial return would not be a basis for a variance.

(c) That allowing the variance will result in substantial justice being done, considering the public benefits intended to be secured by this Chapter, the individual hardships that will be suffered by a failure of the Board to grant a variance, and the rights of others whose property would be affected by the allowance of the variance.

Comment: This standard requires the consideration of the impact a variance would have on others whose property would be affected by allowance of the variance. There has been absolutely no consideration of the impact upon the Heydon Historic Properties.

(d) That the conditions and circumstances on which the variance request is based shall not be a self-imposed hardship or practical difficulty.

Comment: If this were a variance request, which is what it should be, then the variance is certainly self imposed. Petitioner has presented no evidence – in fact, has made no claim – that this property could not be put to some other economic use.

(e) A variance approved shall be the minimum variance that will make possible a reasonable use of the land or structure.

Comment: Would the PUD's result of nine stories reflect the "minimum variance"? Again there has been no evidence presented that only a nine-story hotel will economically work.

I respectfully suggest to Council that petitioner's request for a PUD, in lieu of seeking variances, is what Clan Crawford cautions against: "a sneaky way to get variances where the owner cannot meet the requirements for variances."

That is not to say a PUD is not possible for a high-rise hotel that follows the guidelines and addresses the standards of the Downtown and Central Area Plans – which are part of the City's Master Land Use Plan, as discussed later in this letter. This City has the tools in place in these plans to structure real public benefit from the parcel's appropriate use through a PUD.

Concerns about Staff's Report Dated October 11, 2007, as It Relates to Historic Preservation

Much has been said and submitted by others about the perceived inadequacies in the Staff report's findings when applying the PUD Standards for Approval. I will address only the standards as they directly pertain to the issues of historic preservation as found on pages 4 and 6 of the report, and the likely adverse impacts from this proposed hotel upon the Historic Heydon Properties.

(a) -1 Standard: Innovation in land use and variety in design, layout and type of structures *which further the stated design goals and physical character of adopted land use plans and polices.* (Emphasis added)

Staff's Finding: No specific finding made. As discuss later in this letter, the Central Area Plan and Downtown Plan are both adopted as part of the City Master Land Use Plan. It was incumbent upon staff to have considered these plans as they pertain to historic preservation.

(h) Standard: Disturbance of... historical features and historically significant architectural features of the district shall be limited to the minimum necessary to allow a reasonable use of the land and benefit the community shall be substantially greater than any negative impact.

Staff's Finding: "There are no natural features in the proposed district, not historically significant architectural features."

Apparently the staff, in reaching its conclusion that there are no historically significant architectural features in the district, assumed that in this planning review process all that was before it was the site-specific parking lot where the hotel is proposed to be constructed, and it did

not consider neighboring property such as the Heydon Historic Properties. For the reasons stated below, this approach, and the resulting staff findings, are not in accordance with the requirement of (a) -1 above, that the proposed PUD must address "Innovation in land use and variety in design, layout and type of structures, which further the stated design goals and physical character of adopted land use plans and polices."

While the staff report mentions the Central Area Plan and Downtown Plan in support of high density for this area, it ignores the "goals and land use plans and polices" in place in the Central Area Plan and Downtown Plan as they pertain to historic structures. In light of this, I will address the goals and polices set forth in the Central Area and Downtown Plan as they pertain to the Heydon Historic Properties and impacts of new development upon its Historic Buildings.

Ann Arbor has done a wonderful job over the years incorporating the contributions of notable experts in developing plans and goals to protect historic structures. Now what is necessary is the implementation of these plans and goals:

The Master Land Use Plan

Central Area Plan (Tab B)

The City Planning Commission adopted the Central Area Plan (the "CAP") on October 13, 1992, and the City Council adopted it on December 21, 1992 as a Land Use Element of the City Master Plan. A broad coalition of many committed individuals, some 50 people, volunteered their time in the development of the CAP (CAP, p. i, attached). The CAP organized the planning process into various topics – including the topic of Downtown. The site of the proposed PUD and the Heydon Historic Properties are located within the CAP's designated "Downtown" area.

Relevant issues raised by the CAP include the following; my comments follow in italics:

(h) Significantly, Carl Luckenbach was part of the Downtown Committee; he participated in developing the CAP, as well as the Downtown Plan discussed below. As you know, Mr. Luckenbach presented a letter to the Council, dated December 10, 2007. That letter concluded that the PUD petition for the proposed hotel on South Division Street does not comply with the requirement of the Zoning Ordinance, and explained its deficiencies in light of Chapter 55 of the City Code, Section 5:80.

(i) The very first paragraph of the portion of the CAP concerning "Downtown" explains that historic structures are one of the elements that keep the downtown a vital place. (CAP, p.46, attached.)

(j) The CAP indicates that while some progress has been made in implementing the 1988 Downtown Plan, the effort of various stakeholders – city departments, the DDA, merchants, property owners, residents and developers – have not been well coordinated. (CAP, p. 47, attached.)

(k) The CAP recognizes the importance of historic structures to Ann Arbor. They "contribute to [the Cental Area's] unique character.... [Help] create a positive identity and special market appeal. This architecture, considered an invaluable resource, provides visual interest and maintains links to the past which give deeper meaning to the built environment." The CAP further finds that, "At issue is encouraging new development while at the same time preserving structures that contribute to the character of the Central Area." (CAP, p.59, attached.)

(l) The CAP includes "Goals and Actions," which include: "To encourage the preservation, restoration or rehabilitation of historically and culturally significant properties as well as contributing or complementary structures, streetscapes, groups of buildings and neighborhoods;" "To preserve the historic character of Ann Arbor's Central Area;" and "To designate historic buildings and encourage their preservation." (CAP, p.61, attached.)

(m) The CAP outlines specific "Goals and Actions for New Development," which include: "Where new buildings are desirable, the character of historic buildings... should be respectfully considered so that new buildings will complement the historic, architectural and environmental character of the neighborhood." (CAP, p. 62, attached.)

(n) Under the CAP, the City should apply the recommendations of the Downtown Plan and Downtown Design Guidelines when considering plans for new development downtown. (CAP, p. 61, attached.)

This brief review of the CAP makes clear that the City must consider the impact upon the Heydon Historic Properties when reviewing the proposed PUD – or any other PUD proposed for the same location.

The Central Area Plan makes the following points quite clear: (1) The protection of historic structures are a priority for Ann Arbor; (2) When addressing the Zoning Ordinance's PUD Standards for Approval, one does not look only at the lot where that new development is to occur, but rather the neighborhood, particularly in applying the standard which requires a determination of whether there is a disturbance of existing historical features and significant architectural features in the district; (3) There needs to be coordination, balance, and respect between new development and existing historic structures, which are so important to the character of the downtown; and (4) These points are further and more completely emphasized in the Downtown Plan, discussed below in this letter.

One must remember the Central Area Plan has been adopted by the Planning Commission and Council to be part of the Master Land Use Plan for the City of Ann Arbor. What is at stake here is not one but three properties, each wonderfully restored by the Heydons and each are on the National Register of Historic Places, nationally recognized as significant to our American History. Under PUD standards for approval Sec. 5:80(6), most specifically 5:80(6)(a)(i) it is incumbent the stated design goals of the Central Area and Downtown Plan be considered when reviewing and making findings on a PUD. This has not occurred.

Downtown Plan (Tab C)

The Planning Commission adopted the Downtown Plan (the "Plan") on April 26, 1988, and the City Council adopted it on July 5, 1988, to be part of the City Master Plan. The Plan takes a greater focus on the downtown than the Central Area Plan, and not only identifies goals and objectives for the area, but provides guidelines and drawings to assist in its future development. It is quite an excellent document. The Plan's Steering Committee had broad community participation, involving citizens, City Council and Planning Commission members, a Downtown Development Authority member, and a Historic District Commission member; additionally, merchants and developers were consulted on the Plan's development. The Steering Committee also had a Profession Design Group to assist. (Plan, p. vii, attached). The Profession Design Group included consultants with impressive credentials and reputations, volunteering their time to develop a meaningful and useful plan to guide developers and future Commission and Council Members in their approval process.(Plan, p. viii, attached).

The staff, in its Planning and Development Services Staff Report dated October 11, 2007, identifies the area of petitioners' proposed hotel to be located within the "core area," and states that "the objective of the core is to encourage downtown's highest density development and tallest buildings to locate within the core area to create the critical mass of activity needed to support a range of central retail, services, cultural, residential, and entertainment functions." (Staff Report, p.4.) However, the report fails to address language in the same section, which proceeds to state:

> However, the Plan does not foresee or suggest indiscriminate new high-rise development in this portion [the core] of the DDA district. On the contrary, guidelines and incentives are recommended for encouraging:
>
> - A low-rise building profile at the front property line on downtown's primary pedestrian streets. (see figure 25, p. 47);
>
> * * * * *
>
> -Incremental transitions in height between new and existing buildings;" (p.17 and 18 Plan, attached).

When one reviews the objectives, statements, and guideline in the Plan it is abundantly clear that the staff ignored the Downtown Plan – which is part of the City Master Plan – when writing the Staff Report for the petitioners' proposed PUD. It is also abundantly clear that the proposed PUD does not even begin to address the Downtown Plan guidelines. Relevant points in the Plan and my comments in *italics* are as follows:

(o) "It was agreed that building height per se was not the primary factor in determining whether these assets could be preserved and strengthened or in promoting high quality of urban design in new development. Instead, emphasis has been placed on how the mass of larger, new buildings should be articulated and how tall buildings should relate to existing development context and to one another." (Plan, p.18, attached.)

(p) "Designate historic buildings to encourage their preservation. Encourage new development to reinforce these buildings' contribution to downtown identity and pedestrian orientation." (Plan, p. 25, attached.)

(q) "No matter what technique is used to encourage historic preservation and compatibility in the design of new (and renovated) buildings, illustrated guidelines should be provided to assist property owners, developers... These guidelines might also emphasize (1) how new buildings can help to create a context which complements designated historic str[u]ctures, rather than treating these special buildings as 'leftovers' . . ." (Plan, p. 27, attached.)

(r) "Encourage articulation in the massing of larger new buildings to fit sensitively into the existing development context. Encourage design approaches which minimize the extent to which high-rise buildings create negative impacts in terms of scale, shading, and blocking views." (Plan, p. 29, attached.)

(s) "These guidelines include encouraging new development to honor the existing low-rise building profile on the street by locating taller building elements towards the middle of the block rather than at the front property line (see figure 18 in the Plan, attached).

* * * * *

- Encourage the use of incremental transitions in building height to tie taller building elements into the surrounding development context. (Plan, p. 32, attached.)

- Encourage sensitive relationships between the height and width of high-rise building elements to reduce their apparent bulk and to minimize the extent to which they block views and/or shading and down-draft impacts." (Plan, p. 32, attached.)

(t) "Encourage suitable transitions in land use, development intensity, building scale and height within the DDA district. (Plan, p. 37, attached.)

* * * * *

- Incorporate recommended land use and urban design objectives as standards for the review and approval of PUD projects in the Interface area." (Plan, p. 37, attached.)

(u) "Sensitivity to Context: Building Mass and Height
(1) Adopt the following design guidelines for future downtown development:
(a) Encourage the use of variations in building height, roof lines, minor facade setbacks and architectural detailing to break larger new buildings into smaller scale components which fit more sensitively into the existing development context.
(b) Encourage the use of incremental transitions in building height to tie taller building elements into the surrounding development context.
(c) Encourage sensitive relationships between the height and width of high-rise building elements to reduce their apparent bulk and to minimize their impact in blocking views, shading sidewalks and public spaces, and creating down-draft and wind tunnel effects."
(Plan, p. 39, attached.)

(v) "Incorporate these design guidelines as standards for the review and approval of downtown PUD projects.

(w) "Establish an advisory design review process.
- Adopt guidelines concerning sensitivity to context, as well as those recommended... " (Plan, p. 40, attached.)

Comments: Please see pgs. 32 and 33, which contain illustrations showing the concept of "incremental transitions in building height" and "sensitive relationships between height and width of high-rise building elements to reduce their apparent bulk and to minimize the extent to which they block views and/or create shading... " Other than comments of density in the core area, at this point the review process of this proposed PUD has not considered the Central Area Plan and the Downtown Development Plan, as required by Sec. 5:80(6)(a)(i) of the Zoning Ordinance, nor has it considered the proposed project's impact on the Heydon Historic Properties. The petitioner's PUD has not even attempted to incorporate or even address the guideline of the Downtown Plan. The Plan's recommendation of a advisory design review process, which could utilize the caliber and scope of the expertise found in the Plan's Professional Design Group, would be helpful in determining adverse impacts and ways to

eliminate or mitigate against these the adverse impacts upon this National Register Property.[1]

Conclusion:

I have no doubt that Council understands the importance of following its Master Land Use Plan, which includes the Downtown Development Plan, when considering petitioner's PUD. I have no doubt Council will "incorporate these design guidelines as standards for the review and approval of a [this] PUD project." (Plan, p. 40, attached). If Council does so, I have no doubt that Council will deny petitioners' proposed PUD as presently submitted and recommend to petitioner that his proposed hotel address the objectives standard and guidelines set forth in the Downtown Plan.

Request:

That petitioners proposed PUD be denied for the reason the PUD as presented does not comply with the Standards for Approval of a PUD and is not in compliance with the City of Ann Arbor's Master Land Use Plan, including the Downtown Plan as adopted by this City Council.

If petitioner seeks approval of a new PUD for a high-rise hotel at this location, then, on behalf of the MHPN, I request that Council utilize the design standards set forth in the Plan and establish an advisory design review process as proposed on page 40 of the Plan, which would include the kind of expertise of those who were part of the Professional Design Group which helped develop the guideline.

Sincerely yours,
RENTROP & MORRISON, P.C.

Gary R. Rentrop

Enclosure

[1] There is nothing unusual about utilizing an advisory process in assessing impacts or disturbances of proposed development on historic structures or sites that are on the National Register of Historic Places. The National Historic Preservation Act, Sec. 106 creates an Advisory Council on Historic Preservation and a process to ensure, if possible, that Federal Agency projects or projects involving federal funding do not adversely impact a property on the National Register. The purpose of Sec 106 is not to stop a project, but to consider historic preservation issues and avoid or mitigate the adverse effect. Adverse effect is found when an undertaking may alter, directly or indirectly, any of the characteristics of a historic property in a manner that would diminish the integrity of the property's location design, or setting. Examples of adverse effect include introduction of incompatible visual, atmospheric, or audible elements.

PHOTOS OF HISTORIC PROPERTIES

TAB A

Easement Baseline Documentation for 322 East Washington Street, Ann Arbor, Michigan – the Jacob Hoffstetter Home

Fig. 1. Hoffstetter House, north façade.

Physical Description

The Jacob Hoffstetter House faces north on a tidy city lot on East Washington Street in downtown Ann Arbor. The house has three physical addresses – 322, 324, and 326 – and they begin on the easternmost side of the front façade and continue westward. Built circa 1887 by German immigrants, the two-story house is composed of common red brick set high upon a hefty ashlar fieldstone foundation. The house is most closely associated with the Queen Anne style,[1] and is of the cross-gabled, free classic subtype. These subtypes are easily identified by the cross-gable with a more prominent, central hipped unit and the use of classical columns (in this case, used singularly) raised to porch rail height, and simple turned balusters rather than delicate, turned spindle work.

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[1] A Victorian Era house style, Queen Anne (1880-1910) falls into four shape subtypes, and four decorative detailing subtypes. According to McAlester, about 20 percent of American Queen Anne's are cross-gabled in plan, and about 35 percent employ free classic details. Named and popularized by a group of 19th-century architects, the moniker is inappropriate, as the historical precedents had little to do with Queen Anne herself, nor the formal Renaissance architecture dominant during her reign. This style tends to borrow instead from earlier Medieval models of both the Elizabethan and Jacobean periods.

The roof is clad with asphalt shingles, not original to the house. Copper gutters and downspouts grace the eaves, and three brick chimneys with simple corbelling rise from the roof. 1/1 wood replacement windows are capped by carved limestone keystones set into segmental arches, and are finished with simple limestone lintels. More Queen Anne details such as oculus windows and kingpost gable ornaments occupy all three gables. The kingpost ornaments are carved with trefoil designs, creating more visual depth at the uppermost reaches of the house, and help achieve the Queen Anne design result of varied wall textures. The protruding front bay is topped by a bracketed cornice, and has a simple paneled base. The house boasts three separate entry porches, two accessed from the front façade, and a third from the east elevation. Typical wooden steps, porch skirting and lattice make up the porches, and each has slender classical wood columns, engaged where they meet the house. All entry doors are wooden, as are basement windows, though at the foundation level they occur at and below grade, and are fixed or awning in operation. A smaller rear addition sits at the south (rear) elevation; it may be original, but it was at least there by 1892.[2] The house is listed in the National Register of Historic Places,[3] and was designated as a significant historic resource in the city of Ann Arbor's former Individual Historic Properties district,[4] but currently has no local designation.

Front façade (north): The front façade consists of a prominent gable with protruding box bay, sitting atop a fieldstone foundation, and topped with two 1/1 wood windows at the second story. The bay also has four 1/1 wood windows, two centered on the front of the bay. The bay is topped by a wide, dentillated cornice with ornate double brackets at the corners. Each upper window has a segmental arch with carved limestone keystone in the center. The windows are flanked by narrow, louvered wood shutters.

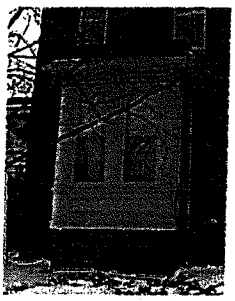

Fig. 2. Front box bay.

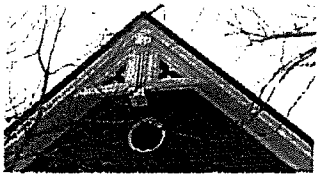

Fig. 3. Gable screen and oculus window.

An oculus window occupies the gable, which also has a wide soffit. Pierced kingpost ornamentation screens the gable peak. The cross gable, set back from the main gable front, has a hipped-roof westernmost section with a single, 1/1 wood window at the second floor, and an entry porch with wood door and wood storm at the first floor. The easternmost portion of the front cross gable has the same treatment, save for a hipped roof. The entry porch at this section is turned to face east, so appears asymmetrical when viewed from the front. Like the front bay, this porch has a box bay, but it faces on the east elevation.

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[2] According to 1892 and 1899 Sanborn fire insurance maps for the city of Ann Arbor.

[3] Listed March 19, 1982, per National Park Service records.

[4] This district was created by city ordinance in the early 1990s, but was declared defunct in 2001, when the Michigan State Supreme Court ruled it was formed out of compliance with PA 169, Michigan's enabling legislation creating local historic districts.

immigrants.[8] German settlers influenced the development of Ann Arbor in many ways, the least not their sturdy and respected building tradition and fine masonry skills.

The Hoffstetter House was built for Jacob Hoffstetter, who originally settled in Ann Arbor in 1854 with his parents, Christian and Mary.[9] The Hoffstetters were among the second wave of German immigrants to Washtenaw County.[10] It is unknown whether or not Jacob Hoffstetter or anyone in his family performed the mason work at the house.

Jacob Hoffstetter was an entrepreneur in early Ann Arbor, not unlike many immigrants to the newly-established city. He opened a saloon and a grocery on Main Street in 1872, and lived with his wife and two sons above the grocery until the mid-1880s. In 1887, Hoffstetter sold the business and moved into his new house. In 1888, Hoffstetter and his family rented out part of the house to a newly-organized fraternity, Alpha Tau Omega, which called 322 East Washington home from then until 1894.[11]

Beginning in 1894, both Gustave and Jacob Hoffstetter are listed at the house, Gustave as a border. This may have been Jacob's brother. By 1896, Gustave is still boarding there, but Gertrude Hoffstetter, widow of Jacob, is listed as main resident. Listings for 1898 through 1936 include a number of Hoffstetters, assumed relatives of Gertrude and Jacob.[12]

Evolution of the Building

By 1939, two more distinct addresses appear in the city directories for the Hoffstetter House. This is due to the fact that major renovations in 1937-1938 divided the house further up into apartments or boarding rooms. The house still retains three separate entry porches and three addresses.

The current owner purchased the Hoffstetter House in 1980, and began to restore and rehabilitate the building using care to find appropriate materials and treatments. Much of the work the owner performed entailed interior repairs. For exterior repairs, brick walls and stone foundation walls were repointed with appropriate strength mortar. A fire escape was also removed from the west elevation, and vines were removed from the exterior wall surfaces. All porches were badly deteriorated, so all features were replaced with the same dimension and materials. All exterior wood trim was repaired and painted, and wood shutters were treated similarly. In cases where shutters were missing, they were

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[8] Bordin, Ruth. *Washtenaw County: An Illustrated History.* 1998.

[9] *Historic Buildings of Ann Arbor.* Reade and Wineberg, 1998.

[10] According Bordin, approximately 5,000 Swabians, from Rhineland, were living in Washtenaw County. This amounted to 1/6th of the population, and German migration continued in successive waves through the first half of the twentieth century.

[11] From paper by UM student Anna Gordon, January 1980. Miss Gordon's paper details the former Methodist Episcopal Parsonage next door, but also includes a list of residents at the Hoffstetter House for a time.

[12] Ibid.

This elevation also has a basement entry to the north of the southernmost porch. Decorative wrought iron grilling announces the entry, and a decorative lighted sign in the window reads "cellar entry." (See figure 8 above.)

South (rear) elevation: The south elevation is a simple, gable-end with no decoration at the gable peak nor at the three windows. This elevation also has a one-story brick addition, offset from the east elevation plane. It is unknown whether this is an original part of the Hoffstetter House, but it does appear on the earliest Ann Arbor Sanborn map available (1892).[5] The addition has a slightly pitched shed roof, and an entry door centered on the south. One wood window is centered on the east face of the addition. It is the only full-size window around the entire house and may be original; it is a double-hung, 4/4 sash. It is topped by a slight brick arch and flanked by wood shutters.

Fig. 9. South elevation.

Fig. 10. Window at rear addition.

Site/Grounds

Situated on a typical city lot, the Hoffstetter House is cited west of center on the property, in the original plat of Ann Arbor Township.[6] Typical foundation plantings grow around the house's front and east elevation, while the east elevation faces a paved parking area and vehicle throughway for the resource next door. The west elevation faces the drive-through area of a branch bank next door. The rear of the property contains a small storage shed, non-original to the site, and a decorative iron gate leading to the alley directly behind the property. Utilities for the site run underground, and the yard was planted with appropriate shrubbery during rehabilitation undertaken by the current owner.[7]

Background and Historic Context

In 1822, Governor Cass Lewis had laid out forty townships in the southeastern regions of Michigan, and by 1824, Ann Arbor was a village proper. John Allen and Elisha Rumsey were two of the first settlers in Washtenaw County, having come from New York State. They named Ann Arbor for their wives' first names (both Ann) and the abundance of lofty trees in and around the settlement. The completion of the Erie Canal in 1825 facilitated even more westward migration, which included the first wave of German

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[5] According to the National Register of Historic Places nomination (august 1980), there was an entrance and a room added to the rear of the house, but no date is given for the addition. The author does not necessarily believe these were later additions, per the evidence on the early Sanborn map. It could be a replacement structure on the same site as a former addition.

[6] From geographical data, National Register of Historic Places nomination.

[7] Historic preservation tax credits were taken for extensive rehabilitation (and in some cases, restoration), in 1983. Documents supporting the rehabilitation indicate a landscape plan for the site, as well as a long list of interior and exterior repairs.

West elevation: The west elevation is characterized by the prominent bay of the cross gable, which is treated similarly to the front, except for the absence of the box bay. One 1/1, wood window is centered in each of the first and second stories. The windows are topped with the same segmental arches and keystones, and also have shutters. One typical window sits to the north of the bay, at the second story, and one much smaller, wood window occupies a space vacated by an original window at the first story. (See Fig. 5.) To the south of the prominent bay are more windows: one 1/1 at the second story, and three at the first story, one being a twin to the smaller replacement window found to the north.

Fig. 4. West elevation.

Fig. 5. Bricked-in window.

Fig. 6. Typical basement sashes.

Many basement windows can be seen at the west elevation, and these are a mix of fixed and awning windows. Each is set into the heavy fieldstone foundation, and some are at grade, while others are below. At the rear of the west elevation sits a one-story, brick addition.

East elevation: The east elevation has two entry porches – one that wraps from the easternmost section of the front façade – and one that stretches across the southernmost entryway, addressed 326 E. Washington. Both porches are typical free classic Queen Anne style, and have sturdy steps and decks, with tight porch ceilings. The northernmost porch displays a higher style than the southernmost, exhibiting a wide, dentillated cornice and a second box bay integrated into the porch. The southernmost porch has similar detailing, sans the decorative cornice. Windows on the east elevation are symmetrically placed and sit one atop the other from the first to second stories. They are finished like all other windows around the house, with shutters. The windows in the foremost bay and central cross gable also display the segmental arches and carved keystones in the other prominent gables. The southernmost entry (addressed 326) has a single wood entry door, centered in the bay.

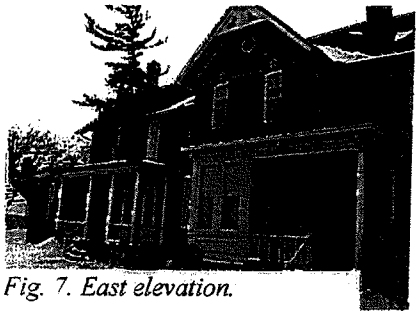

Fig. 7. East elevation.

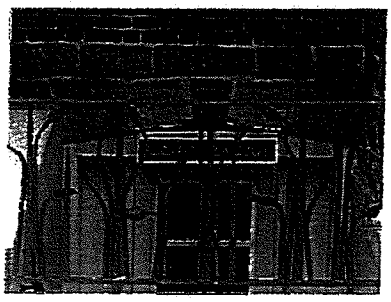

Fig. 8. Cellar entry with grill.

duplicated. New roofing (asphalt and terne) was applied, as well as half-round gutters and downspouts.[13]

Current Condition

The Hoffstetter House is once again an outstanding example of Queen Anne masonry architecture in Ann Arbor. It is significant as a rare survivor of the early downtown neighborhood in which it is sited. On a street where many buildings have been demolished for parking lots or new commercial buildings over the years, the Hoffstetter House remains in a peaceful, residential setting, thanks to the tremendous efforts of the owner.

Following are a few images that detail areas of minimal concern. Any attempt to repair and maintain these areas should be included in the annual maintenance plan mentioned above. Aside from keeping an eye toward general maintenance, including defective or missing mortar, there is nothing pressing that causes concerns for the fate of this resource. The author suggests the compilation of an annual maintenance plan the owner or caretakers can follow, for the express purpose of maintaining and preserving this house as it is now for the next generation. See Appendix A for some images.

Brick

In general, exterior brick is in excellent condition. The stringcourse around the building seems to have had paint or stucco applied to it at one point in time; the author suggests treating this with a protective coat so the brick does not spall.

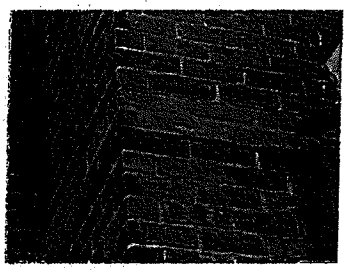

Fig. 11. Brick stringcourse detail, east elevation.

Fig. 12. West gable with stringcourse detail.

In addition, it appears that the brick walls have never been painted. It is suggested they never become painted, but rather watch for signs of deterioration and spalling under a general maintenance plan.

[13] All according to part 2 of the Historic Preservation Tax Credit Application, no date. Work was done prior to June 1983, when the certification was awarded.

Mortar

Some bricks appear to have shifted in the walls, causing gaps to appear between some courses. The most notable gap occurs on the north façade. This gap should be repointed with appropriate strength mortar.

Fig. 13. Crack in mortar on diagonal from oculus to keystone.

Fig. 14. East gable with mortar repair.

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Letter from U.S. Department of Interior, National Park Service, dated 6/29/1983, informing owner of certification for historic tax credits.

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Reade, Marjorie and Susan Wineberg. *Historic Buildings, Ann Arbor, Michigan.* Second edition, 1998: Ann Arbor Historical Foundation and Ann Arbor Historic District Commission, Ann Arbor, Michigan.

Photography and Credits

Edwards, Heather R. Current conditions of the Hoffstetter House. February 2007. All photos.

Appendix A: Images of Jacob Hoffstetter House, 322 E. Washington Street

Fig. 1. Front facade.

Fig. 2. West elevation.

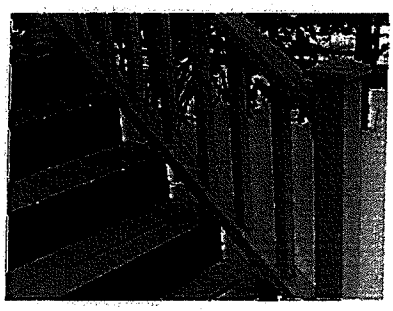

Fig. 3. Typical porch stairs, balustrade.

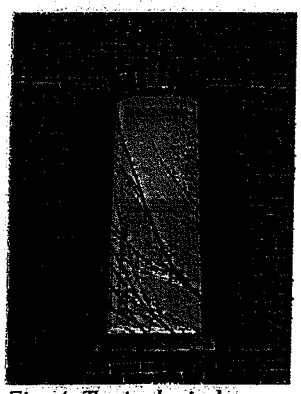

Fig. 4. Typical window with shutters, keystone and voussoir.

Fig. 5. Typical gable with trefoil screen and oculus window.

Fig. 6. Northeast porch.

Fig. 7. Southeast porch.

Fig. 8. Rear elevation.

Fig. 9. Typical foundation treatment.

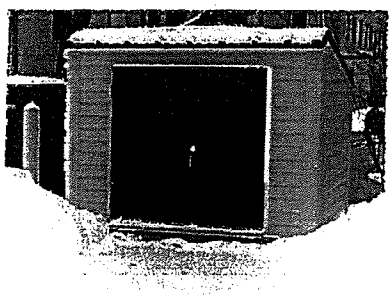

Fig. 10. Shed at rear of property.

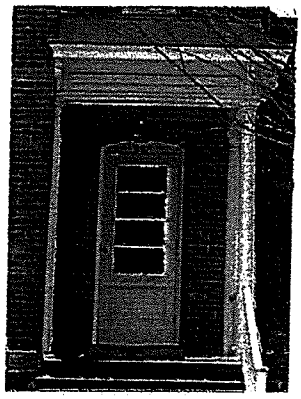

Fig. 11. Typical door, storm door.

Fig. 12. Rear alley wrought iron gate.

duplicated. New roofing (asphalt and terne) was applied, as well as half-round gutters and downspouts.[13]

Current Condition

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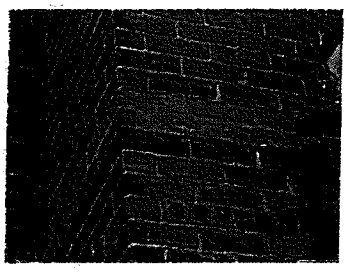

Fig. 11. Brick stringcourse detail, east elevation.

Fig. 12. West gable with stringcourse detail.

In addition, it appears that the brick walls have never been painted. It is suggested they never become painted, but rather watch for signs of deterioration and spalling under a general maintenance plan.

[13] All according to part 2 of the Historic Preservation Tax Credit Application, no date. Work was done prior to June 1983, when the certification was awarded.

Easement Baseline Documentation for 332 East Washington Street, Ann Arbor, Michigan – Methodist Episcopal Parsonage

Physical Description

Built in 1858, the two-story, clapboard former Methodist Episcopal Parsonage (hereafter, "parsonage") faces north on a small city lot on East Washington Street in downtown Ann Arbor. It is a classic example of the Greek Revival style[1], and displays high-style characteristics of the form. The low-pitched, front-gabled roof plan is characterized by wide, divided entablatures, decorated by dentils and scalloped trim; a recessed entry porch[2] with simple, narrow sidelights and transom; and a divided-glass, triangular window at the center of the front gable. This particular example also has a side entry stoop (east elevation) that is more elaborate than the front stoop. The house has typical 1/1 wood replacement windows, an asphalt shingled roof, galvanized gutters, and one chimney on the east elevation. Most windows around the house have narrow wood

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[1] According to McAlester, the Greek Revival style dominated the Romantic styles that became popular beginning in the 1820s. Architectural models evocative of Greek democracy dominated United States' domestic dwellings from about 1830 – 1850, and to about 1860 in the South. It is thought that Greek Revival architecture was so popular as it linked the Greek's struggle for independence from the Turks with the new republic's independence from Great Britain. This style was spread by carpenters' pattern books, the most influential being Asher Benjamin's *The Practical House Carpenter* and *The Builder's Guide*, and Minard Lafever's *The Modern Builder's Guide* and *The Beauties of Modern Architecture*.

[2] About 20 percent of Greek Revival houses have less than full-height entry porches, and in some examples the entry porch is recessed into the façade. (McAlester)

shutters. A smaller, one-story wing addition sits at the south (rear) elevation, and is parallel to the house, not perpendicular, like those found in the upright-and-wing Greek Revival subtypes. All entry doors are wooden, as are basement windows, though at the foundation level they occur below grade, and are fixed or awning in operation. The house is listed in the National Register of Historic Places,[3] and was designated as a significant historic resource in the city of Ann Arbor's former Individual Historic Properties district,[4] but currently has no local designation.

Front façade (north): The front façade consists of a prominent gable with a classic broken pediment and wide cornice returns leading to the divided entablature. A triangular window with true divided diamond-shaped panes is centered in the middle of the broken pediment. The recessed entry stoop is at the easternmost corner of the house, with two 1/1 windows in a plane beside it. Three 1/1 windows sit atop the three openings below them, in perfect symmetry. Wide corner boards wrap to each side elevation and continue up the house to the decorative entablature, and are capped by simple, integral capitals. The frieze board has a row of small dentils at the bottom edge, a row of wide dentils at the upper edge, and a scalloped pattern protruding down from the eave line, which is evidence of this building's late date for the Greek Revival style.

Fig. 3. Entry stoop.

West elevation: The west elevation is defined by the wide entablature and corner boards evident on the front façade. These wide trim details create an elegant and grounded contrast to the simple clapboard of the house's main body. Wood windows on this elevation are mostly symmetrical, with those above directly atop the first-story windows, for the most part. There are three windows, flanked by shutters, on the first floor, and two windows plus a double window, all flanked by shutters, on the second floor. The reason for the double window is unknown; the northern portion may have been added at some time over the years. Likewise, two windows occupy the wing addition, and these also have wood shutters. The wing has a similarly wide entablature, but no decorative details like the main cornice line.

Fig. 5. East elevation.

East elevation: The east elevation likewise is defined by the wide entablature and corner boards that occur on the front façade and west elevation. This elevation also has a simple brick chimney and a second entry stoop that projects slightly from the house. The stoop is topped by a pitched roof, and supported by cut-out screens that meet at

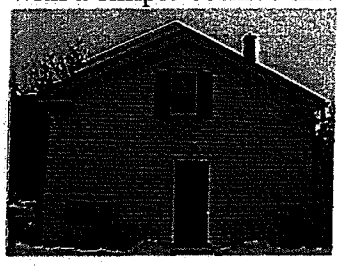
[3] Listed March 18, 1982, per National Park Service records.

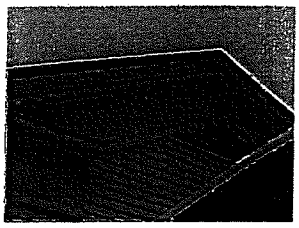
[4] This district was created by city ordinance in the early 1990s, but was declared defunct in 2001, when the Michigan State Supreme Court ruled it was formed out of compliance with PA 169, Michigan's enabling legislation creating local historic districts.

90-degree angles at each front corner. There are only two first-story windows without shutters flanking the chimney, and four second-story windows, the southernmost two without shutters and also separated by the chimney. The wing addition has only one window, and this window is the only window with 6/9 divided lights.

Fig. 6. East el entry stoop.

South (rear) elevation: The south elevation is a simple, gable-end with a simple cornice line. One narrow entry door sits slightly off-center, and one simple 1/1 window is centered in the gable. The wing meets the body of the main house below the roof line, so the decorative gable end and entablature can still be seen.





Site/Grounds

Situated on a typical city lot, the Parsonage is cited nearly at center of the property, in the original plat of Ann Arbor Township.[5] The west elevation faces a paved parking area and vehicle throughway for the resource next door. Utilities for the site run underground, per rehabilitation undertaken by the current owner.[6] Though no documentation exists for a landscape plan, there are small foundation shrubs at the front façade, and some wispier shrubs at the side elevations.

Background and Historic Context

Ann Arbor was first recognized as a village proper in 1824, after New England pioneers John Allen and Elisha Rumsey subdivided 640 acres of land above the Huron River[7] into a settlement named after their wives (both named Ann) and the abundance of trees in the wild Michigan territory. With the completion of the Erie Canal and subsequent westward migration[8] of settlers, Ann Arbor soon grew by leaps and bounds. As Greek Revival architecture became a popular way to express a new nation's independence, it is no surprise that the builders chose this style in a new city.

German Rich migrated from New York and purchased the lot in 1839. He soon transferred the lot to family who joined him in the village, Mr. and Mrs. Elijah and Olivia

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[5] From geographical data, National Register of Historic Places nomination.

[6] Historic preservation tax credits were taken for extensive rehabilitation (and in some cases, restoration), in early 1982. Documents supporting the rehabilitation also include a long list of interior and exterior repairs.

[7] "332 East Washington – Serving Ann Arbor since 1859: A Case-Study in Historic Preservation." Paper by Anna Gordon, College of Architecture, University of Michigan, 1/21/1980.

[8] Bordin, Ruth. *Washtenaw County: An Illustrated History.* 1998.

Rich. German then sold the lot in 1856 to the trustees of the Methodist Episcopal Church as a site to build a new parsonage.[9]

The Methodist Episcopal Church already had a well-established presence in the village, with a large roster of congregants. The Methodist brethren were the second religious group to establish permanently in Ann Arbor, and the first congregation was served by circuit riders. Rev. John Baughman was the first pastor to reach Ann Arbor in 1825. Circuit riders continued to service Ann Arbor's church until 1829, when Rev. L. B. Gurley became a resident pastor.[10] As church membership grew and Methodism became a bigger draw for settlers, plans to build a church proper began in earnest. The first church building was constructed in 1837 on the corner of Ann Street and Fifth Avenue. Though there was an early parsonage associated with this building a few blocks away, no evidence of it, photographic or physical, remains. Indeed, there has been found no definite location for this parsonage, but it is assumed it was built on the property along Ann Street. Perhaps because the parsonage on Ann did not suit the pastor's needs, land for a new parsonage was located on East Washington Street. Church trustees purchased German Rich's site for $400.00 in the late 1850s, and by 1860, Rev. J. H. Perrine was located at 332 East Washington.[11]

The church retained the parsonage for a relatively short time – until only 1883 – when it was sold to William Allaby. Mr. Allaby and his son, William, Jr., operated a shoe store on Main Street. Allaby resided here until his death in 1910. William, Jr. retained ownership of the house and rented out a portion for a short while after his father's death. In 1912, William, Jr. sold the house to John and Pauline Baumgardner. Baumgardner in turn sold the house to Albert and Beatrice Graves in 1924, who was employed in the auto business. Graves predicted the continued success of the personal automobile and auto servicing market, so soon erected a service garage at the rear of his property in 1925.[12] (See baseline easement documentation for the Graves Garage for more details.)

Evolution of the Building

Mr. Graves died in 1927, and from 1938 to 1956, Beatrice frequently rented out space in the Parsonage to another tenant. In 1957 – 1958, extensive interior remodeling occurred, dividing the dwelling into four distinct apartment units. In 1978, the property became threatened by a proposal by Michigan Bell, located across the street, for use as a commercial parking lot. The lot was saved by the current owner, who purchased it the same year and began extensive rehabilitation.

The owner restored the exterior's high-style details, and remodeled the interior spaces to serve as two apartments on the second floor, and office space on the first floor. The owner repaired and repainted all wood siding and trim, and repaired all wood sills.

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[9] Gordon paper.
[10] Ibid.
[11] Ibid.
[12] Ibid.

Shutters were either repaired or replaced where missing, and wood storms were fabricated to fit each opening.[13]
The east entry porch had been modified and suffered from deterioration. The owner removed an older fire escape that ran above the porch roof, and repaired the porch and restored the original rake to the roof. An addition that had been made to the east elevation during the 1957 renovations was removed (no photographic evidence was available). Where siding was missing or damaged, it was repaired or replaced with the same material.

New roofing (asphalt) and gutters and downspouts (galvanized half-rounds) were installed for the entire house.

Current Condition
The Methodist Episcopal Parsonage is once again an outstanding example of late period Greek Revival architecture in Ann Arbor. It is not particularly significant for its style in a city rife with Greek Revivals, but is not insignificant for its care and maintenance by the current owner. Additionally, on a street where many buildings have been demolished for parking lots or new commercial buildings over the years, the Parsonage remains in a peaceful, residential setting, thanks to the tremendous efforts of the owner.

Attempts to repair and maintain any area of the Parsonage should be included in an annual preservation/maintenance plan. Aside from keeping an eye toward general maintenance, there is nothing pressing that causes concerns for the fate of this resource. The author suggests the compilation of an annual maintenance plan the owner or caretakers can follow, for the express purpose of maintaining and preserving this resource as it is now for the next generation. See Appendix A for a complete set of images.

Clapboard and Trim
In general, the clapboard sheathing is in excellent condition. No signs of splitting, rotting, or even alligatoring of paint was evident. Likewise, all wood trim appears to be in excellent condition as well. The current owner stated in the tax credit certification that all wood siding and trim were in a state of advanced deterioration from neglect. All was repaired and repainted, and all wood plates were also repaired.

Shutters
Like wood clapboard and trim, the shutters are in excellent condition. Any missing shutters were replaced with like, and any deteriorated were repaired by the owner, according to tax credit certification documents.

[13] All according to part 2 of the Historic Preservation Tax Credit Application, no date. Work was completed by January 1981, and certification was awarded in June 1983.

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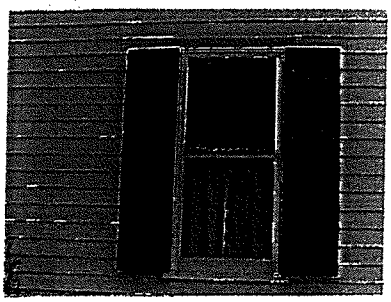
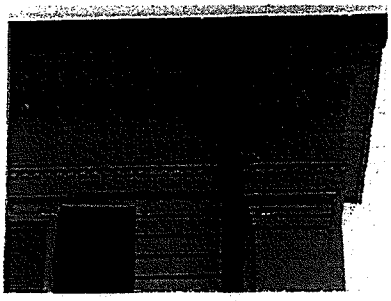
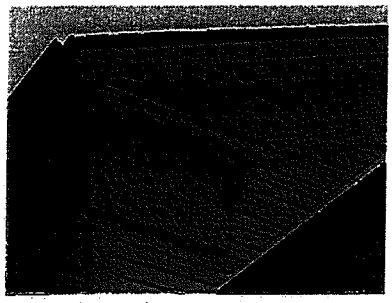
Photography and Credits

Edwards, Heather R. Current conditions of the Methodist Episcopal Parsonage. February 2007. All photos.

Appendix A: Images of Methodist Episcopal Parsonage, 332 E. Washington Street







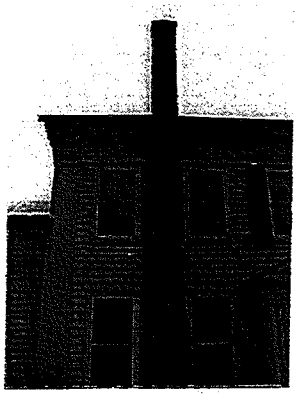
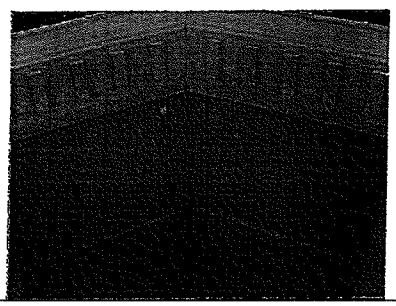


Fig. 6. East elevation with chimney.



Easement Baseline Documentation for 334 East Washington Street, Ann Arbor, Michigan – Graves Garage

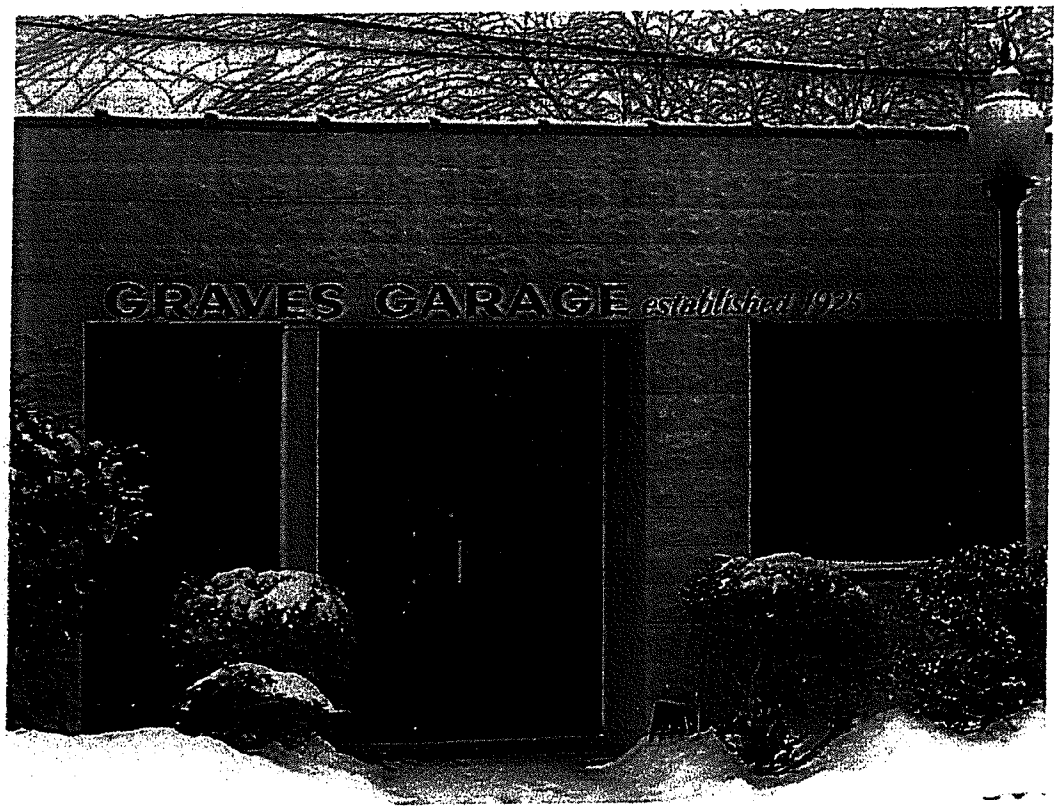


Fig. 1. Graves Garage, middle bay.

Physical Description

The block building known as Graves Garage, at 334 East Washington Street, was built in 1925. It is a simple, one-story, three-bay garage built of rough-faced concrete block. A one-story, three-bay garage addition was added to the western end at an unknown point in time. It is likewise composed of concrete block, is set back from the façade of the original garage.

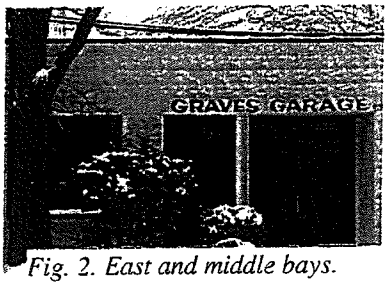


Fig. 2. East and middle bays.

Front façade (north): The front façade consists of rough-faced concrete block and six smoked glass window and door openings. Windows have rough limestone sills. A combination of fixed aluminum window systems and doorways have been fitted into former garage bays meant to accommodate automobile service.

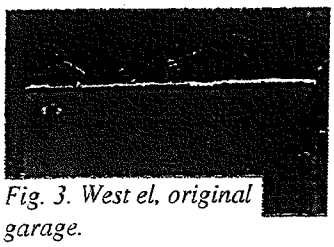


Fig. 3. West el, original garage.

West elevation: The west elevation contains a set-back three-bay addition. It has a smoother surface, with a regular concrete block pattern.

East elevation: The east elevation is also laid up in a regular concrete block pattern with a smoother surface. It is identical to the west elevation, minus the addition of three set-back bays.

South (rear) elevation: The south elevation of the original garage building cannot be seen or accessed. The rear of the garage addition, however, mirrors the two side elevations. It is utilitarian and faces an alleyway behind the buildings. The roofing surface is likely rolled rubber, with a very slight slope to a central or off-center drain to a downspout at the west elevation.

Fig. 4. Rear el, garage addition.

Site/Grounds

The Graves Garage building sits behind both 332 East Washington and 322 East Washington. The original portion of the garage (built 1925) sits almost perfectly behind the former Methodist Episcopal Parsonage (332 E. Washington), while the addition is centered at the termination of the shared driveway with the Parsonage and the Jacob Hoffstetter House at 322 E. Washington next door. The lots the garage sits on are typical city lots. The garage has impervious surfacing around it and leading up to it, with no landscaping or other site features.

Background and Historic Context

Albert and Beatrice Graves bought the former Methodist Episcopal Parsonage (332 E. Washington) in 1924. Albert was in the auto industry, and he built the original portion of Graves Garage in 1925 to service the many personal automobiles that were fast becoming popular in Ann Arbor. The introduction of the automobile to the city was influential in 20th-century growth in the area: When Graves opened his garage in 1925, there were 24 other auto servicing shops advertising in the city directory; by 1926, there were 40.[1]

Graves was unable to make his projected fortune in the auto service business. He operated a used car sales business for two years, until his death in 1927. After his death, Beatrice leased the garage to assorted auto servicing agents, until 1933, when Maynard Battery and Auto Electric Shop located in the building. The city directory lists the Maynard Battery Shop occupying the building at least up until 1958, when the Parsonage was divided up into apartments.[2]

Evolution of the Building

The garage building did not go through many changes over time, but has lost its original auto bay doors because of an adaptive reuse for office and professional space. At the time of rehabilitation, the owner replaced deteriorated, wooden garage doors and windows with metal systems more compatible with the industrial service character and updated use.

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[1] "332 East Washington – Serving Ann Arbor since 1859: A Case-Study in Historic Preservation." Paper by Anna Gordon, College of Architecture, University of Michigan, 1/21/1980.

[2] Ibid.

According to tax credit certification documents, the owner replaced the roof with a slightly raised surface to allow for insulation. He also added skylights to provide natural lighting in the back offices and entrance corridor.

The concrete block was scraped, cleaned and repainted when the owner undertook the major rehabilitation in the early 1980s. An additional course of block was also added at the top of the building in order to hide the newer roof.[3]

Current Condition

The Graves Garage building is in excellent condition overall. There are no external areas of concern that need to be immediately addressed. The author suggests the compilation of an annual maintenance plan the owner or caretakers can follow, for the express purpose of maintaining and preserving this resource as it is now for the next generation. See Appendix A for a set of garage images.

[3] All information in the evolution of buildings portion from the historic preservation tax credit certification application, completed in August 1981.

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Beakes, Samuel. *Past and Present of Washtenaw County, Michigan.* 1906: S. J. Clarke Publishing Co., Chicago, Illinois.

Bordin, Ruth. *Washtenaw County: An Illustrated History.* 1998.

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Photography and Credits

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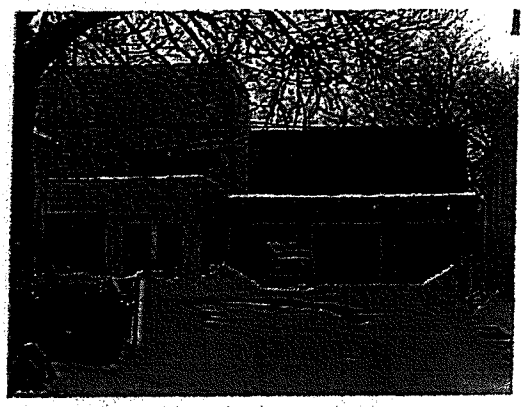

Fig. 1. Garage at termination of drive.

Fig. 2. Perspective of original garage from 322 E. Washington.

Fig. 3. Newer garage portion.

Fig. 4. Easternmost bay, original garage.

CENTRAL AREA PLAN

TAB B

ACKNOWLEDGEMENTS

The Central Area Plan was nearly two years in the making and made possible by efforts of many committed individuals. Some 50 people generously volunteered their time and energy to participate on a Citizens Task Force that would guide the development of the plan. Meeting nearly every month, the Task Force shaped and monitored the planning process and reviewed and refined the plan. The contributions of the Task Force members were essential to create a document which incorporated the unique conditions and needs of the Central Area.

The City Planning Commission and Planning Department acknowledge the important contributions that the following individuals made to the development of the Central Area Plan:

CENTRAL AREA PLAN CITIZENS TASK FORCE - SUBCOMMITTEES

Housing and Neighborhoods

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Jim Jones
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Eppie Potts
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Jim Schueler
Andrea VanHouweling
Letty Wickliffe

Parks and Public Areas

Robert Arno
Jeff Clevenger
Bobbi Coluni
Gay Delanghe
John Stark

Government

Glenn Bowles
Lisa Danto
Chris Grasso
Michael Rein
Catherine Stevens
Jeff White

A special thanks also goes to member Dan Whisler, who designed the cover of the plan.

DOWNTOWN

Background

The downtown is the heart of the Central Area, and the place that most people feel represents the character of Ann Arbor. Its pedestrian orientation, variety of historic structures, diverse retail and entertainment attractions, along with its proximity to the University's Central Campus, have worked to keep the downtown a vital place even as newer commercial districts have developed at the perimeter of the City.

For purposes of this plan, the downtown is defined as the area contained in the 66-block Downtown Development Authority (DDA) District (Map 4). The DDA, established in 1983 as a tax-increment finance district, contains four major retail centers: Main Street, State Street, South University and Kerrytown.

The downtown is one of the City's major employment centers. An estimated 14,000 jobs, which represent almost a quarter of the City's total, are located in the downtown. This figure is projected to grow 13 percent to 15,850 jobs over the next 20 years. This compares with a City-wide growth rate of 25 percent.

Although the downtown is considered a commercial area, it also functions as an urban neighborhood. An estimated 2,300 residents live in the downtown. A number of new housing units have been added over the past several years through new mixed-use development and loft conversions, although a significant number of units have been lost through new commercial construction and conversions to non-residential uses.

Construction activity in the downtown peaked in the late 1980's after several years of office development. Since 1980, approximately 972,000 square feet of non-residential floor area has been added to the downtown.

Because of the importance of the downtown, it has a rich planning history. The first comprehensive plan for the downtown, A Guide to Action, was developed in 1962 as a joint effort between the Planning Commission and the Chamber of Commerce. The plan focused on efficient circulation patterns and maintaining economic vitality. Construction of Briarwood Mall in the early 1970's prompted the Central Area Policy Plan (1973), which outlined the City's commitment to downtown and surrounding neighborhoods in light of this major development. The policy plan was followed in 1975 by the Downtown Ann Arbor Development and Conservation Strategy. This document was developed as Part I of the Central Area Plan (Part II, covering the neighborhoods, was never completed). Recommendations identified ways to create a unique "downtown neighborhood."

In the 1980's, the emphasis turned to physical improvements. In 1982, the Downtown Development Plan and Tax Increment Finance Plan was developed in coordination with the establishment of the DDA tax increment financing district. The objectives of the plan were increased parking opportunities, planned open space and pedestrian linkages, and increased tax base. This plan was followed by the DDA District Master Plan for Pedestrian Improvements in 1988, which outlined guidelines for future design and location of public and private improvements to the downtown sidewalk system.

Following several years of unprecedented growth in the downtown, the Planning Commission initiated an update to the 1975 plan and provide guidelines for the future physical form of the downtown. The 1988 Downtown Plan outlines action strategies to meet objectives in the areas of land use, development character and circulation, transit and parking. Since the adoption of the plan, five downtown commercial historic districts have been established.

Problem Statements

Although the Downtown Plan outlines comprehensively the problems facing the downtown, the Central Area planning effort reinforced three areas of concern. These are:

- Downtown Plan Implementation
- Housing
- Security/Maintenance/Cleanliness

Downtown Plan Implementation

Some progress has been made in implementation of the 1988 Downtown Plan, but the efforts of various actors (City departments, DDA, merchants, property owners, residents and developers) have not been well coordinated. Because priorities have not been assigned to the many actions recommended by the plan, implementation efforts have little focus. In some cases, this lack of effort has resulted in an eroding of the consensus built in the development of the plan.

Housing

The downtown lacks certain amenities important to support residential use, such as reliable parking, open space and shops selling convenience goods. Concerns about safety, real or perceived, and noise may discourage new housing development. Regulatory requirements make it difficult to convert vacant upper floors to loft housing. The availability of lower-cost housing units in the downtown appears to be decreasing.

Security/Maintenance/Cleanliness

Although there have been improvements in City police staffing and maintenance efforts in the downtown over the past several years, problems continue to exist. Trash and recycling storage facilities for many parts of the downtown are inadequate, particularly for restaurants. Many sidewalks on both improvement and non-improvement streets are in need of repair. Structural problems in parking structures are being repaired, but appearance and maintenance are still problems. Many property and business owners do not take responsibility for keeping the sidewalk in front of their building clean or free of snow or ice in the winter.

Amendments to Downtown Plan

In the four years since the Downtown Plan was adopted, the pace of new development has slowed considerably. Since many of the plan's recommendations centered on directing new development, the Citizens Task Force determined that some amendments to the plan were needed to provide direction in improving the quality of the environment for existing

HISTORIC PRESERVATION

Background

The preservation of historic structures in Ann Arbor has long been a priority of the community. Ann Arbor's Historic District Commission (HDC) was established by City Council in 1971 as the successor to the Historical Commission. Their charge was to study and recommend to Council the creation of new historic districts and to administer them thereafter. Currently there are 12 historic districts in the Central Area, including the Division Street District, the Liberty Street District, The Old West Side District, The Ann Street Historic Block, the Washtenaw/Hill District, the Old Fourth Ward District, the Main Street District, the Fourth/Ann District, the East William District, the State Street District and the East Liberty Street District. Additionally, there are 28 individual historic properties in the Central Area. See Map 5.

Ann Arbor's Central Area contains many architecturally and historically significant buildings, both in residential neighborhoods and the downtown commercial districts, which contribute to its unique character. This helps create a positive identity and special market appeal. This architecture, considered an invaluable resource, provides visual interest and maintains links to the past which give deeper meaning to the built environment. Because of the importance of historic structures in defining the character of the central City, there is a public interest in preservation which in some cases conflicts with financial feasibility and personal preference of the owners. At issue is encouraging new development while at the same time preserving structures that contribute to the character of the Central Area.

Several existing plans demonstrate the commitment of the City to foster historic preservation efforts. These include the Downtown Design Guidelines (June 1989), a guide for preservation and new construction; the Downtown Plan (July 1988), which includes detailed design guidelines to address scale, massing and compatibility; and the Library Block Study (June 1991), which considers the surrounding uses and structures when making design recommendations. In 1977, the Historic District Commission published a comprehensive guidebook, Historic Buildings, which describes the history and architectural details of historic buildings throughout the City. An updated version of this is due out in October 1992.

Problem Statement

The furtherance of historic preservation is hindered on many fronts. Problems have been identified which can be rectified by the plan recommendations, specifying what impedes those efforts, and includes the following:

- Code Compliance and Cost/Flexible Codes
- Public Awareness and Support of Historic Preservation
- Government Exemption
- New Construction

Goals and Actions

• To encourage the preservation, restoration or rehabilitation of historically and culturally significant properties, as well as contributing or complimentary structures, streetscapes, groups of buildings and neighborhoods.

• To preserve the historic character of Ann Arbor's Central Area.

• To enforce existing historic district ordinances through City staff, the Historic District Commission and neighborhood monitoring programs.

• To designate historic buildings to encourage their preservation.

Code Compliance and Cost/Flexible Codes

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

HP1 Develop building code amendments to authorize building officials to waive regulations or to consider alternative ways for historic buildings to comply with code requirements. Examples of code items to consider include sprinkler systems, fire separation, etc.

HP2 Review and recommend any amendments to the building regulations necessary to preserve the architectural and historical integrity and authenticity of structures.

HP3 Develop a list of alternative building materials and techniques, and a set of criteria for their use, that provides the HDC with some discretion in their decision making, and reduces the cost of preservation.

HP4 Monitor the reasonableness/efficacy of historic district regulations, and the consistency of the preservation standards for the individual districts. Recommend revisions where necessary.

HP5 Develop specifications and design guidelines for making historic buildings comply with the Americans with Disabilities Act provisions.

Public Awareness and Support of Historic Preservation

• To increase public awareness and understanding of the designation and project approval processes.

HP6 Develop an informational video with CATV reviewing the importance of preservation and outlining the process for using the system.

HP7 Create handbooks that walk the public through the steps needed to accomplish property designation or project approval, with copies kept on file in the Planning and Building Departments, as well as the Public Library.

HP8 Conduct a follow-up survey of those who have gone through the Historic District Commission approval process to get suggestions for improvements, and provide case studies of persons who have successfully completed the process.

HP9 Coordinate efforts between the Historic District Commission and the Board of Realtors to advise and educate the public about historic properties.

a. Provide Realtors with information to give to purchasers about what it means to own a building in an historic district.
b. Establish real estate listing service for historic properties or work with the Board of Realtors to determine the feasibility of amending the Multi list book to include a category for historic properties or properties located in historic districts.

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

HP10 Coordinate educational efforts of historical organizations and commissions with volunteer support.
HP11 Develop a comprehensive, community historic program and integrate it into the school curriculum, including coloring book, games, tours, etc.
HP12 Establish and publicize a regular walking tour program which is made available to residents, conventions and tourists, including guided tours and self-guided tours with written and possibly audio material.
HP13 Publicize the Kempf House Center for Local History as the central distribution system, or clearing house, for information.
HP14 Develop and install an historical street exhibit program in the downtown.
HP15 Use the media to publicize important preservation projects, both large and small.
HP16 Coordinate the development of a private non-profit preservation organization to facilitate public support for preservation.
HP17 Develop site design standards that encourage creative design while maintaining sensitivity for existing neighborhood character.

Government Exemption

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

HP18 In coordination with the University, schools, County and other exempt entities, develop protocol for compliance with historic preservation regulations addressing house moving, demolitions, removing additions and new construction.
HP19 Develop notification procedures so that the City is informed of projects undertaken by exempt entities.
HP20 Support State regulations that will require exempt entities to be subject to local historic preservation ordinances.

New Development

• Where new buildings are desirable, the character of historic buildings, neighborhoods and streetscapes should be respectfully considered so that new buildings will complement the historic, architectural and environmental character of the neighborhood.

HP21 Develop site design techniques that encourage creative design while maintaining sensitivity for existing neighborhood character.

DOWNTOWN PLAN

TAB C

ACKNOWLEDGEMENTS

Broad community participation has been encouraged throughout the process of developing this Plan for the future of downtown. Hundreds of people have given generously of their time and energy in helping with its preparation.

1. The Steering Committee

The planning effort has been directed by a 14-member Steering Committee including representatives of the bodies who must review, adopt, and implement the Plan (City Council; City Planning Commission; Downtown Development Authority); representatives of the DDA Citizen's Council, the Historic District Commission, and Park Advisory Commission; and four at-large members. The Steering Committee has shaped and monitored the planning process and has reviewed and refined the Plan content over a 16-month period.

Steering Committee members include:

Doris Preston, City Council (Chair)
Terry Martin, City Council
Janice Caldwell, Planning Commission
Ilene Tyler, Planning Commission
Emily Jones, Planning Commission (moved out of town)
Kent Whiteman, Downtown Development Authority
Mary Reilly, Downtown Development Authority
Jim Hart, Downtown Development Authority
Ron Rollet, DDA Citizen's Council
Dave Evans, Historic District Commission
Leslie Morris, Park Advisory Commission
Ethel Potts, At-Large
Tom Fegan, At-Large
Doug Smith, At-Large
Larry Hahn, At-Large

2. The Professional Design Group

Major contributions to the Plan's content have also been made by an 11-member volunteer group of local design professionals. The Design Group members have served as an expert resource by combining their planning expertise, creative talents, and knowledge of downtown Ann Arbor to (1) help translate the objectives defined on the basis of early public input into development concepts and guidelines; (2) assist the participants in community workshops to visualize and evaluate alternative planning approaches; and (3) develop the graphics which have been used in the workshops and which illustrate the Plan report.

added floor area for desirable public amenities (such as plaza spaces) under formulas and criteria which are spelled out in the zoning ordinance.[2]

The highest development densities now permitted in the downtown area range from a normal FAR of 300 - 400% to a maximum of 600% with premiums. These densities are currently allowed throughout the Core area -- consistent with the Plan's objectives -- with two exceptions (see figure 10):

- The area in the southwest corner of the Core, bounded by Washington Street, Ashley, William and the Ann Arbor rail line and

- The area in the northwest corner of the Core, bounded by Miller, Ashley, Ann and the rail line.

In evaluating future downtown zoning ordinance modifications, consideration should be given to increasing permitted normal FAR's, and providing premiums, in these areas (now zoned C2B and M1) consistent with the development densities in the remainder of the Core. In doing so, however, it is important to recognize that these changes are likely to promote redevelopment, rather than conservation of existing structures. Because many of these structures are older residential buildings -- some of which continue to accommodate residential use -- such a zoning change will present trade-offs between (1) encouraging the preservation of remnants of downtown's older residential architecture (if not otherwise protected by historic designation) and (2) encouraging new development, preferably with incentives for providing additional housing within a mixed use context. (See also Housing, p. 89)

Building Height: With the exception of those areas now zoned C2B and M1, no maximum building heights are specified in existing Core area zoning classifications. This flexibility is consistent with the Plan's overall objectives for the

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[2] This premium system is largely "self-administered;" in other words, the standards which must be met to qualify for each increment in bonus floor area are defined in advance and are not negotiated on a project-by-project basis. However, densities higher than the maximum permitted in each zoning district can also be approved under the Planned Unit Development (PUD) classification. In contrast to the premium system, site-specific development agreements are negotiated by the City and approved by Council prior to PUD re-zoning. These agreements are negotiated within broad approval parameters defined in the zoning ordinance and are made part of the preliminary and final site plan.

Core. However, the Plan does not foresee or suggest indiscriminate new high-rise development in this portion of the DDA district. On the contrary, guidelines and incentives are recommended for encouraging:

- A low-rise building profile at the front property line on downtown's primary pedestrian streets (see figure 25, p. 47);

- A terraced development profile, with building heights stepping up to the crest of the slope, within the Allen Creek Valley (see Objective 5 below);

- Incremental transitions in height between new and existing buildings; and

- Separation between high-rise structures.

As suggested below (see Objective 6), these guidelines could be implemented by modifying the zoning ordinance's existing system of premiums and by making advisory design review part of the development approvals process.

It is important to note that the issue of building heights, and the pros and cons of recommending the adoption of more definitive height limitations, was discussed extensively throughout the planning process. These discussions centered on the question of whether or not height controls were the most effective method for accommodating growth, while safeguarding the downtown characteristics which public input had identified as especially worthy of protection, including the comfortable sense of scale and pedestrian orientation which exists in downtown's four major retail areas and the stability of neighborhoods located on downtown's edges.

It was agreed that building height per se was not the primary factor in determining whether these assets could be preserved and strengthened or in promoting a high quality of urban design in new development. Instead, emphasis has been placed on how the mass of larger, new buildings should be articulated and how tall buildings should relate to the existing development context and to one another. As noted above, emphasis has also been given to modifying the system of premiums which is already part of the downtown zoning ordinance to create a more effective set of incentives for promoting compliance with objectives and guidelines for new higher density, and high-rise, development.

While the Plan does not recommend establishing a limit on maximum building heights within the Core, it does recommend that a minimum building height of two stories be established for new development within the downtown area. This will help to ensure that the underutilization of valuable

As noted with reference to the Core area, some of these "fringe commercial" and industrial uses may continue to have a legitimate and necessary place in downtown. But it may also be appropriate to discourage the expansion of these uses within the DDA district and to encourage their relocation to outlying areas, thereby creating opportunities for re-use and redevelopment which are more complementary to downtown's neighborhood edges and central, Core area functions.

In particular, the Interface zone holds significant potential for the future expansion of downtown housing opportunities and special consideration should be given to measures which will encourage residential investment. Certainly, modifications necessary to allow residential densities which are more consistent with permitted Floor Area Ratios should be made in the C2B/R zone to make housing as attractive as commercial development. In addition, where premiums are already available (C2B/R and C2A/R districts), they should be modified to create incentives for housing development. Consideration might also be given to the option of making commercial use accessory to residential in some portions of the Interface zone. This would continue to allow mixed-use development incorporating retail, office, and service components, but only as part of a larger residential project.

Parking: New development in the Interface zone may be served by surface, as well as structured, parking. Although this surface parking format can help to reduce overall intensity of use -- which is appropriate in creating transitions to near-downtown neighborhoods -- it also presents some very difficult urban design problems. Because surface parking can create "gaps" in the development fabric, and isolate uses from one another, special care will be needed in determining appropriate criteria for the size, location and screening of new parking lots.

It is especially important to ensure that large portions of the Interface area do not become an inexpensive parking "resource" for more intensive downtown development. Surface parking lots should not be allowed to dominate this area's development character. Wherever possible, parking lots should be located to minimize their visibility by using new or existing buildings (and/or landscape buffers) for screening and to maintain consistent spatial definition of the street space.

Historic Preservation and Compatible Infill

Objective 4: Designate historic buildings to encourage their preservation. Encourage new development to reinforce these buildings' contribution to downtown's identity and pedestrian orientation.

No matter what technique is used to encourage historic preservation and compatibility in the design of new (and renovated) buildings, illustrated guidelines should be provided to assist property owners, developers, and the public in understanding the shared characteristics which should be retained and the individual characteristics which are critical to each building's design integrity. These guidelines might also emphasize (1) how new buildings can help to create a context which complements designated historic strictures, rather than treating these special buildings as "leftovers," and (2) how new development can reinforce the qualities which give each of downtown's four retail districts its individual identity.

The questions of whether, and how, owners of historically designated properties should be compensated for theoretical losses in future development potential has also been raised. In response, the Plan suggests that a Transfer of Development Rights (TDR) program be evaluated as a technique for encouraging building preservation and compensating property owners. A low-interest loan program for the renovation of buildings might also be considered as an additional preservation incentive.

Land Form

Objective 5: Encourage new development to respond to downtown's land form by reinforcing the visibility of the Allen Creek valley.

The Allen Creek valley on the western edge of downtown is a special topographic feature which can be used to advantage in:

- Developing an improved transition between the Core and the neighborhoods to the west;
- Establishing a visual and recreational amenity which enhances the potential for downtown residential development;
- Creating improved entries to downtown; and
- Enhancing downtown's unique identity as a place.

To realize these potentials, the height and massing of new development -- within both the Core and Interface areas -- should be encouraged to reinforce the visibility of this valley land form.

Existing zoning already establishes maximum building heights of 3-4 stories in most of the area to the west of the Ann Arbor rail line. Low to moderate building heights are

also appropriate on other portions of the valley floor; certainly, high-rise development should be discouraged in this area.

New development on the eastern slope of the valley (within both the Core and Interface areas) should be encouraged to create a terraced development profile which echoes the valley land form by using a progression of upper story setbacks and by locating taller building elements at the slope's crest on Ashley and South Main (see figure 15). These valley edge developments should also be encouraged to take advantage of the change in elevation by building parking into the slope to minimize its visibility and impact on the urban fabric.

The development of a highly visible "greenway" on the valley floor is also recommended as a Plan objective. Such an open space amenity can serve as a catalyst to downtown housing development and create improved gateways to downtown, especially from the south and west (see Pedestrian/Open Space System). This greenway is most likely to take the form of a series of small open spaces, linked by well-landscaped sidewalks and pathways. Implementation will require a sustained policy commitment on the part of the City and a combination of (1) public investments; (2) the dedication of portions of public parcels already in public ownership for open space; and (3) the use of incentives for private cooperation in providing landscaped setbacks and easements.

Sensitivity to Context

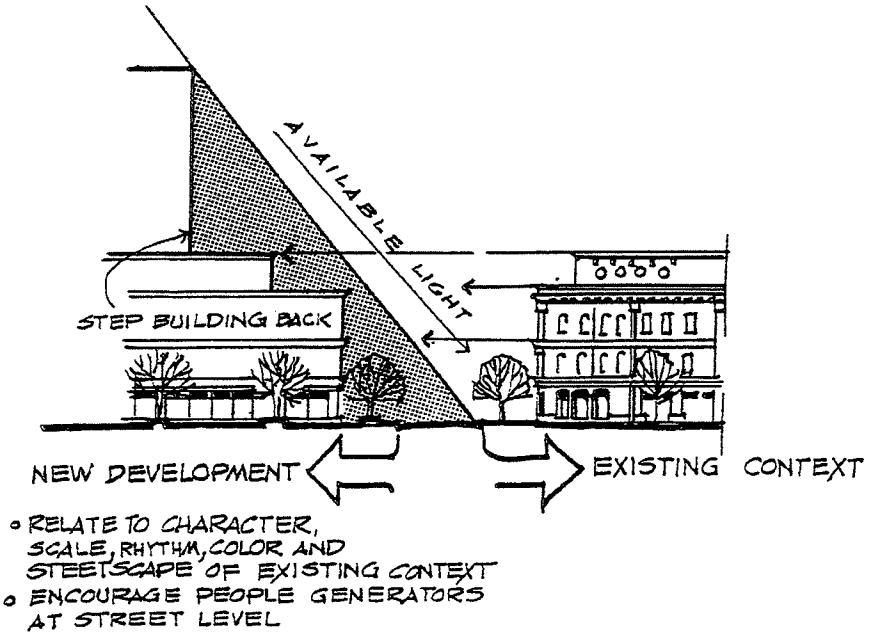
Objective 6: Encourage articulation in the massing of larger new buildings to fit sensitively into the existing development context. Encourage design approaches which minimize the extent to which high-rise buildings create negative impacts in terms of scale, shading, and blocking views.

The most fundamental recommendations for the design of new downtown buildings are to (1) complement the scale and character of the existing development context; (2) reinforce the clarity of the overall urban form; and (3) add to the area's identity as a special place. This will require that harmony be encouraged in overall visual relationships, while still fostering design excellence and the diversity which adds richness and interest to the cityscape.

In the final analysis, the degree of success which is achieved in creating a coherent and satisfying set of visual relationships will depend on the sensitivity, skill, and creativity of individual developers and their design teams. These qualities cannot be legislated into existence; nor is it possible to define a strict set of requirements that can be universally applied to prevent "mistakes" from happening. But it is possible, and worthwhile, to define a number of important architectural design considerations and to provide related guidelines and incentives to which all new development projects are asked to respond.

Objective 5, above). In addition, streets within downtown's pedestrian-oriented areas have been identified as primary pedestrian connections and guidelines concerning the relationship between new development and the street have been suggested. These guidelines include encouraging new development to honor the existing low-rise building profile on the street by locating taller building elements towards the middle of the block rather than at the front property line (see figure 18).

Figure 18 Building Height: Pedestrian Streets



The potential development of additional high-rise buildings raises other concerns about compatibility with the existing development context, as well as issues related to views and microclimate impacts. The following guidelines (illustrated in figure 19) are recommended to address these issues:

- Encourage the use of incremental transitions in building height to tie taller building elements into the surrounding development context.

- Encourage sensitive relationships between the height and width of high-rise building elements to reduce their apparent bulk and to minimize the extent to which they block views and/or create shading and down-draft impacts.

- Use this model to evaluate road construction and operational alternatives, especially the proposed S. Main/Ashley connector.

- Institute operational modifications as needed.

- Allocate funds for road alignment acquisition, if needed.

(4) Encourage suitable transitions in land use, development intensity, building scale and height within the DDA district.

- See below.

Interface Area

(1) Determine whether to reduce maximum permitted FAR's of 600% in any portion of the Interface zone, giving special consideration to neighborhood edges.

(2) Revise existing premiums, and provide premiums where not currently available, to create incentives for residential development and for achieving urban design objectives in the Interface zone (incremental transitions in scale and height; sensitivity to context; open space; pedestrian orientation; parking).

- Evaluate existing normal and maximum Floor Area Ratios to determine whether modifications are needed to encourage greater use of premiums by developers.

- Establish appropriate maximum FAR's in areas where premiums are not currently available.

- Refine Plan recommendations to establish criteria/standards for qualifying for premiums.

- Define premium amounts to be awarded for accomplishing land use and urban design objectives. Consider using alternatives to floor area bonuses as premiums in portions of the Interface area, including waivers in parking and setback requirements.

(3) Incorporate recommended land use and urban design objectives as standards for the review and approval of PUD projects in the Interface area.

(4) Evaluate the need for/desirability of (a) compensating owners of designated properties (considering a Transfer of Development Rights program) and (b) establishing a low-interest renovation loan program for larger projects.

Land Form

(1) Revise existing premiums (and establish premiums where necessary) to provide incentives for new development to create a terraced development profile on the eastern slope of the Allen Creek valley, by using a progression of upper story setbacks and by locating taller building elements at the slope's crest.

- Refine recommended guidelines to define premium eligibility criteria.

- Establish appropriate premium amounts.

(2) Determine whether (and where) additional height limitations may be appropriate on the valley floor.

Sensitivity to Context: Building Mass and Height

(1) Adopt the following design guidelines for future downtown development:

(a) Encourage the use of variations in building height, roof lines, minor facade setbacks and architectural detailing to break larger new buildings into smaller scale components which fit more sensitively into the existing development context.

(b) Encourage the use of incremental transitions in building height to tie taller building elements into the surrounding development context.

(c) Encourage sensitive relationships between the height and width of high-rise building elements to reduce their apparent bulk and to minimize their impact in blocking views, shading sidewalks and public spaces, and creating down-draft and wind tunnel effects.

(d) Encourage separation between high-rise buildings to avoid creating "canyon" effects.

(2) To the greatest possible extent, incorporate these guidelines into the zoning ordinance's premium system.

- Refine recommended guidelines to define eligibility criteria. Define appropriate bonus amounts.

- Review study results and recommendations in public hearings; adopt approved modifications to the zoning ordinance.

(3) Incorporate these design guidelines as standards for the review and approval of downtown PUD projects.

(4) Establish an advisory design review process.

- Adopt guidelines concerning sensitivity to context, as well as those recommended for pedestrian orientation, parking, and open space, as the basis of an advisory design review process.

- Evaluate alternative administrative structures, and staffing requirements, for design review with the goal of minimizing delays, while maximizing quality results.

(5) Develop Area Urban Design Plans as advisory, site-specific development guidelines.

- Identify those downtown areas with the highest potential for growth and change in the short term.

- Commission studies to develop site-specific guidelines for coordinating the functional and visual aspects of future development in these areas, based on the Downtown Plan's objectives and principles.

- Review and adopt these Area Plans as advisory guidelines to be used as the basis for pre-planning conferences and in site plan review.