



PLANNING COMMISSION

Thursday, August 18, 2016

1. Roll Call – 7:00 P.M. – City Hall Community Room
2. Approval of Minutes – July 21, 2016 Planning Commission Meeting
3. New Business
 - (a) Hold a public hearing on amendments to Section 1704 of the Zoning Ordinance
 - (b) Discussion and action on amendments to Section 1704 of the Zoning Ordinance
 - (c) Review and recommendation on the 2017-2022 Capital Improvements Plan
4. Updates
 - (a) Presentation on the Michigan Public Power Agency as it relates to the City electric utility
5. Adjournment



PLANNING COMMISSION

July 21, 2016

A regular meeting of the City of Petoskey Planning Commission was held in the City Hall Community Room, Petoskey, Michigan, on Thursday, July 21, 2016. Roll was called at 7:03 P.M. and the following were:

Present: Gary Greenwell, Chairperson
Betony Braddock
Dean D. Burns
Emily Meyerson
Rick Neumann
Cynthia Linn Robson

Absent: Dana Andrews
James Holmes
Eric Yetter

Staff: Amy Tweeten, City Planner

Upon motion and support, minutes of the May 19 meeting were approved.

Continued Discussion of Zoning Incentives

Staff reviewed draft special condition use language specific to the B2 Central Business District that could allow for an additional story of residential (4 stories, 48 feet rather than 3 stories, 40 feet). For discussion purposes, a fourth story could be allowed with the condition that a building be LEED (Leadership in energy and environmental design) Silver certified and either provide public parking or affordable housing. She noted that the difficult part would be to find a formula that would be seen as an incentive, that is, the cost-benefit to the developer made sense to take advantage of it.

Commissioners discussed the language and questioned whether the cost of LEED certification would make it less likely that the incentive would be used; whether such a special condition incentive would negate the use of planned unit developments; whether LEED certification was the priority objective versus affordable housing or parking; whether specific environmental standard conditions such as R factors, storm water management or green or white roofs would be preferable to LEED certification.

Staff noted that the proposed language was specific to the CBD because a lot of work had gone into the form standards, but that this would allow for an additional story. Incentives could also be created in other zoning districts, but the intent of the proposed language was to discourage rezoning to the PUD in the CBD.

The Commission also discussed the requirement for providing the incentives of affordable housing or public parking at the site versus providing \$X per unit into a fund for either housing or

parking (e.g., a housing trust fund). There was discussion on what the priority condition would be and whether a single or multiple conditions that provide public benefit should be required. The consensus was that language should be reviewed by a developer.

Updates on Section 1704 Parking

Staff explained the delay in the parking amendments moving forward to City Council and the subsequent changes to the text, which were primarily formatting with the exception of changes to large retail malls. There had been concern about how shared parking would be enforced, which staff believes is addressed in the current version.

Commissioners indicated their displeasure with the delay and asked that the graphic of parking should coincide with the order of the table. At this time, a motion was made by Commissioner Meyerson with support from Commission Burns to schedule a public hearing for the August 18 meeting.

Updates

Staff updated Commissioners that they would receive the 2017-2022 Capital Improvements Plan for review at the August 18 meeting; that the City of Petoskey had been bronze certified through the Michigan Green Communities program, that the West Lake Street non-motorized improvements and the SAW Grant for the storm water management master plan. An inquiry was made on the completion status of the Northmen Drive sidewalk as approved by the Commission.

The meeting then adjourned at 8:40 P.M.

Minutes reviewed by Emily Meyerson, Commission Secretary.



BOARD: Planning Commission

MEETING DATE: August 18, 2016

DATE PREPARED: August 11, 2011

AGENDA SUBJECT: Public Hearing on Section 1704 of the Zoning Ordinance

RECOMMENDATION: Hear Comments/ Make Recommendation

In 2011, the Commission held a hearing on recommended changes to the Section 1704 of the Zoning Ordinance. At the time, the City Manager and City Attorney had concerns with the ordinance language, and it did not make it to City Council. While the goal of the Commission was to provide for flexibility in the parking requirements, there was concern with some of these elements as difficult to enforce. Most of the elements to increase flexibility (shared parking, banked parking) have been used in other communities and are now encourage through the Redevelopment Ready Communities, but to address the concern, the language has been altered.

The current draft has a modified format and incorporates the following changes from the existing ordinance:

- Clearly states when a zoning permit or site plan approval is necessary for parking;
- Restricts parking lot size to the requirements; a parking lot larger than required would need a variance;
- Specifies maximum curb-cut widths in residential and commercial districts;
- Clearly establishes standards in residential versus commercial districts
- Establishes a requirement for bicycle parking;
- Allows for use of on-street parking for a portion of parking requirement;
- Creates standards for shared parking agreements;
- Modifies some parking requirements from Net Useable Floor Area to Gross Floor area for calculation simplification; and
- Modifies parking requirements for some medical uses and large format retail.

Staff believes the current draft incorporates the changes wanted by the Commission but is waiting for comment from the City Attorney, which she hopes will be available at the public hearing. At this time, staff recommends that the Commission hold the public hearing and consider making a recommendation to City Council.

SECTION 1704 OFF-STREET PARKING, DRIVEWAY CURB CUT STANDARDS, AND LOADING REQUIREMENTS

INTENT: This section shall apply to all zoning districts as provided for herein. The purpose of this section is to make Petoskey safe and accessible for drivers, pedestrians and cyclists in the design of all parking areas by promoting site designs that help to reduce conflicts, enhance the community and support a multi-modal transportation mix.

1704(1) GENERAL PROVISIONS APPLYING TO ALL ZONING DISTRICTS

- A. No parking area, driveway, or off-street parking space shall be constructed, expanded or improved without a Zoning Permit. Normal maintenance, such as regrading of legal non-conforming gravel parking areas or the addition of top coat or sealer to existing paved parking areas, will not trigger full off-street parking compliance; however, pulverizing an existing asphalt, concrete or other paved parking surface, the outright removal or substantial modification of the paved surface in preparation for paving and demolition by neglect which serves to return a parking area substantially to gravel or other aggregate surface, shall, for the purposes of this ordinance, be considered new parking.
- B. New parking lot construction shall require a detailed site plan in accordance with **Section 1716** and Planning Commission approval.
- C. Any expansion of an existing building shall require review of the adequacy of on-site parking.
- D. Required off-street parking spaces shall not be replaced by any other use unless and until an equal number of parking spaces are provided elsewhere and are so provided in compliance with this ordinance.
- E. All parking areas and driveways shall be constructed with an approved hard surface: paved with asphalt, concrete or other similar materials, which shall extend as a continuous uninterrupted pavement from the garage, parking area or combination thereof to a street or alley. Driveway approaches shall be concrete and provide for a sidewalk profile. The parking area shall be surfaced within one (1) year of the date the zoning permit is issued.
- F. To minimize excessive areas of pavement that contribute to higher rates of storm water runoff, exceeding the parking space requirements of Section 1704(6) in non-residential districts shall be prohibited.
- G. Driveway curb cuts shall be placed at least thirty (30) feet from an intersection measured from the radius sprint point as defined in **Section 1714**.
- H. Driveway curb cuts shall be no wider than 16 feet in one and two family districts and 24 feet in commercial districts.

1704(1.1) EXCEPTION TO GENERAL PROVISIONS

The area delineated as the **Central Business Parking Exempt District** is exempt from providing off-street parking, but if off-street parking and loading requirements are provided, the lot shall meet all applicable design standards of this Zoning Code. The Parking Exempt District is defined as the area bounded by Michigan Street on the south, Woodland and Division Streets on the east, Rose Street on the north and U.S. 31 and Elizabeth Street on the west

1704 (2) ONE AND TWO FAMILY RESIDENTIAL PARKING AREA AND DRIVEWAY REQUIREMENTS**A. General Requirements**

1. In no case should more than forty (40) percent of a required front yard be a paved surface. Parking on non-paved surfaces is prohibited.
2. A one-family dwelling is restricted to a single curb cut. In extenuating circumstances, a second curb cut may be approved for safety reasons if recommended by the Departments of Public Works and Public Safety.

1704 (3) MULTIFAMILY PARKING AREA AND DRIVEWAY DESIGN REQUIREMENTS**A. General Requirements**

1. Parking areas shall be located to the rear of the building or internal to the building to continue or establish a continuous façade wall along the street and/or to conceal the expanse of parking area.
2. Bicycle parking shall be provided for any building with 5 or more units at a ratio of 1 space per 2 units. See Section **1704(5)(b)**.

1704 (4) COMMERCIAL PARKING AREA AND DRIVEWAY DESIGN REQUIREMENTS**A. General Requirements**

1. Parking areas shall not be located within a required front-yard setback or a street frontage side-yard setback on a corner lot.
2. Parking areas shall have barriers such as concrete bumpers or curbs to prevent vehicles from extending over or into any public sidewalk, walkway, rights-of-way or landscape buffer areas. Parking areas shall include striping that delineates each individual parking space.
3. The storage of merchandise, motor vehicles for sale, trucks, or the repair of vehicles is prohibited within a required off-street parking area.
4. Parcels greater than one hundred (100) feet in width shall have curb cuts at least sixty (60) feet from an intersection measured from the curb face.
5. Curb cuts shall be aligned with driveways on the opposite side of the street or offset a minimum distance of thirty (30) feet.
6. Driveways on the same side of the street shall be separated by at least thirty (30) feet, measured from the entrance radius spring point as illustrated in Section 1714.
7. Any new parking lot with at least 10 vehicle parking spaces shall provide bicycle parking for a minimum of one bicycle and one additional bicycle parking space per 15 vehicle parking spaces. See Section **1704 (5)(b)**.

B. Use of On Street Parking to Meet Parking Requirements

1. Upon Commission review and approval, on-street parking may be used for up to twenty (20) percent of parking space requirements, not exceeding 6 spaces, provided that:
 - i. The on-street spaces are within three hundred (300) feet walking distance from the main entrance of the subject building,
 - ii. An on-street parking space shall not be counted unless its entire area falls within said three hundred (300) foot walking distance, and
 - iii. An on-street parking space shall not be counted if it is restricted in its use as a designated loading zone or if parking is prohibited for more than five (5) hours any 24-hour period.

C. Shared Parking Agreements

Where a mix of land uses creates staggered peak periods of parking demand, shared parking agreements that have the effect of reducing the total amount of required parking spaces are encouraged. Shared parking agreements for off-street parking for two (2) or more buildings or uses is permitted subject to the following:

- (1) The total number of required parking spaces for each use on each lot shall not be reduced by more than twenty five (25) percent.
- (2) Shared parking areas shall be located within three hundred (300) feet of the use, measured from the nearest point of the building to the nearest point of the off-street parking area or space.
- (3) If lots are adjacent, they shall be interconnected for vehicular passage.
- (4) Shared parking leases or agreements shall include a provision that the lease/agreement may not be canceled without the permission of the Zoning Administrator. The Zoning Administrator may allow cancellation of all or part of a lease where parking needs have been shown to be met, or a variance can be requested from the Zoning Board of Appeals.
- (5) Written easements that provide for continued use and maintenance of shared parking shall be submitted at the time of site plan or zoning permit approval. All agreements shall include provisions to address changes in use.

1704 (5) DIMENSIONAL REQUIREMENTS FOR PARKING LOTS

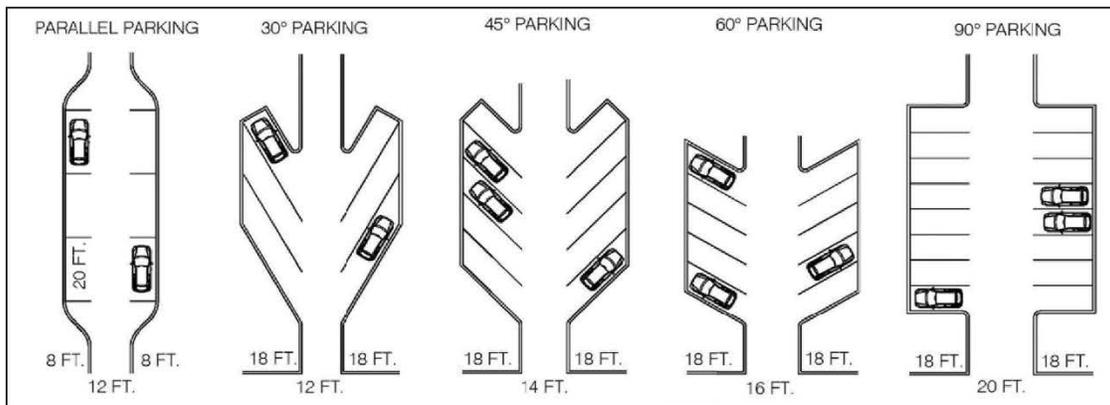
A. Vehicle Parking

- i. All parking lot spaces shall be provided adequate access by means of maneuvering lanes; access directly onto a street or public right-of-way shall be prohibited.
- ii. Maneuvering lanes for 90° parking patterns shall accommodate two-way traffic.

- iii. Parking spaces and maneuvering lanes shall be provided in accordance with the requirements below.
- iv. A driveway that is not a property-line shared driveway shall be a minimum of 5 feet from the property line.

PARKING LOT DIMENSIONAL REQUIREMENTS

Parking Pattern	Minimum Maneuvering Lane Width	Parking Space Width	Parking Space Length	Compact Vehicle Space Dimensions
0° (parallel)	12 feet	8 feet	20 feet	8'
30° to 53°	12-14 feet	9 feet	18 feet	Same
54° to 74°	16 feet	9 feet	18 feet	Same
75° to 90°	20 feet	9 feet	18 feet	8' x 16'



B. Bicycle Parking

- i. A bicycle parking space is an area provided for bike parking with a dedicated bicycle rack; the size or number of racks is dependent on the number of bicycle parking spaces required.
- ii. **Bicycle Rack Requirements**
 - a. The bicycle rack must be within 50 feet of the main building entrance or inside a building in a location that is easily accessible by bicyclists
 - b. The bicycle frame and one wheel can be locked to the rack with a high security, U-shaped shackle lock if both wheels are left on the bicycle.
 - c. A bicycle six feet long can be securely held with its frame supported so that the bicycle cannot be pushed or fall in a manner that will damage the wheels or components;
 - d. The rack must be securely anchored when necessary; and



A bicycle parking space with a single U-shaped rack supports two bikes.

- e. Each required bicycle parking space must be accessible without moving another bicycle and there must be an aisle at least five feet wide behind all required bicycle parking to allow room for bicycle maneuvering.

C. Landscaping

- i. Parking area landscaping requirements as established in Section 1709 shall be followed.

1704(6) REQUIRED NUMBER OF PARKING SPACES BY USE

For those uses not specifically mentioned below, the requirements for off-street parking facilities shall be in accord with a use which the zoning administrator considers similar in type.

USE		PARKING SPACES REQUIRED (Minimum and Maximum)
RESIDENTIAL	Single and Two Family	Two per dwelling unit
	Multiple Family	1.5 per dwelling unit
	Rooming Houses	One for each guest room
	Senior Housing	One for each three (3) units and one for each employee on the largest shift
	Bed and Breakfast	2 spaces for the principal dwelling use, plus 1 off-street space per rental room
	Residential above commercial	1 per dwelling unit
INSTITUTIONAL	Place of Public Assembly	1 space per 4 seats of legal capacity
	Hospitals	4.5 spaces per licensed bed; areas of out-patient care follow medical office requirements.
	Nursing Care Facility	1 per employee in the largest shift plus 1 space for each 6 beds
	Educational Facilities (office and auditorium or gymnasium uses calculated separately)	1/ 1,000 square feet plus 1 per classroom
	Stadium, sports arena	1 for each 6 seats or 12 feet of bench

USE	or similar place of outdoor assembly	PARKING SPACES REQUIRED
BUSINESS/ COMMERCIAL	Office (non-medical), Financial Institutions, Retail	1 space per 350 square feet of gross floor area
	Medical Office (non-urgent care)	4 per 1,000 square feet gross floor area
	Urgent Care Facilities	1 per employee or staff in the largest shift plus 2 spaces per exam room
	Lodging	One (1) space per rental room and one (1) for each employee
	Automobile Gasoline Station	1 per 150 square feet dedicated to retail activity, plus 1 space at each fuel pump, plus 1 stacking space per fuel pump
	Open Air Business	1 per 350 square feet of indoor space devoted to retail activity, plus 1 space for each 2,000 square feet of outdoor display area
	Day Care, Group and Adult Care	2 spaces for the principal dwelling use, if applicable, plus 1 space per employee of largest shift, plus 1 space per 4 clients
	Drive- through Business	5 stacking spaces per drive-through lane with window service or 3 stacking spaces for drive-through ATM, in addition to any spaces required for the non-drive-through uses
	Mortuary	1 per employee of largest shift plus 1 space per 4 seats of legal capacity
	Personal Service Establishment	1 per employee of the largest shift plus 1 space per service station
	Recreational Facility, Commercial	1 space for each 100 square feet of useable floor area.
	Planned Commercial or Shopping Center	1 space per 375 square feet gross floor area
	Retail Business; consumable and convenience goods	1 per 400 gross square feet floor area

	Retail Business; Durable goods (furniture, antiques, bicycles)	1 per 800 square feet useable floor area
	Eating and Drinking Establishment	2 for every 5 seats
INDUSTRIAL/ STORAGE AND RELATED	Municipal Uses- Utilities	Applicant shall demonstrate demand
	Research and Development	1 per employee of largest shift plus 5 visitor spaces
	Assembly/ Warehouse/ Wholesale/Manufacturing Facility	1 per 600 gross sq. feet

1704(7) LOADING

- A. Loading spaces shall be provided on the same property as any nonresidential use involving the receipt or distribution of materials or merchandise, except within the Central Business District where alleys may be used for loading.
- B. Loading spaces shall be provided adequate access by means of maneuvering lanes; access directly onto a street or public right-of-way shall be prohibited.
- C. Loading spaces shall be located within the rear yard or side yard in any Zoning District other than the industrial districts (I1 and I2). Landscaping and buffering, in addition to that required by **Section 1705 (X.X) Required Parking Area Screening**, shall be provided to fully screen loading spaces from public view when located in an interior side yard, unless the Planning Commission determines such screening is not needed based on existing land uses, site features or topography.
- D. Loading spaces shall be at least ten (10) feet in width, twenty-five (25) feet in length, and have height clearance of fourteen (14) feet.
- E. Loading spaces shall be located so loading and unloading activities do not interfere with pedestrian or private motor vehicle movement.



BOARD: Planning Commission

MEETING DATE: August 18, 2016

DATE PREPARED: August 11, 2016

AGENDA SUBJECT: 2017-2022 Capital Improvements Plan

RECOMMENDATION: Discussion / Action on the 2017-2022 Capital Improvements Plan

Pursuant to the Michigan Planning Enabling Act (PEA), Article IV, the Commission is being provided the 2017-2022 Capital Improvements Plan (CIP) for its review. The purpose of Planning Commission review is to ensure that the proposed projects are consistent with the goals, objectives and strategies of the City of Petoskey Master Plan.

The major projects in 2017 are the reconstruction of Emmet Street, extension of the Downtown Greenway Corridor to Emmet Street, and upgrades to the wastewater treatment plant. Projects in succeeding years are more fluid as to timing and contingent on funding availability.

The projects proposed for the 2016-2021 CIP implement the following strategies stated in the 2014 update to the Master Plan:

- Develop the Greenway Corridor Plan improvements through Pennsylvania Park to include use of a passenger trolley and a multi-use trail;
- Install state-of-the-art drinking water and waste-water infrastructure;
- Continue to improve and expand the pedestrian amenities of the City;
- Continue to develop a multi-modal transportation system including improvements to roads, trails, sidewalks and rail infrastructure that will support and enhance economic development;
- Continue to upgrade community infrastructure such as utilities and streetscapes; and
- Implement the City Parks and Recreation Master Plan.

Staff recommends that the Commission review and accept the plan and forward it to City Council for approval.