



PLANNING COMMISSION

Thursday, September 21, 2017

1. Roll Call – 7:00 P.M. – Council Chambers
2. Approval of Minutes – August 24, 2017 Special Planning Commission Meeting
3. New Business
 - (a) A public hearing on amendments to the Petoskey Zoning Ordinance to create a new zoning district (Article 30 H-Hospital District) and amendments to the Petoskey Zoning Map including application of the H Hospital District.
 - (b) Discussion/Action on Zoning Ordinance and Map Amendments
 - (c) Election of Officers
4. Updates
5. Adjournment



PLANNING COMMISSION

August 24, 2017

A special Planning Commission meeting was held in the City Hall Community Room, Petoskey, Michigan, on Thursday, August 24, 2017. Roll was called at 7:00 P.M. and the following were:

Present: Gary Greenwell, Planning Commission Chairperson
Dana Andrews
James Holmes
Emily Meyerson
Rick Neumann
Cynthia Robson

Absent: Betony Braddock
Dean Burns
Eric Yetter

Staff: Amy Tweeten, City Planner

Others Present: Greg Potter, McLaren Northern Michigan
Bill Culhane, Kramer Management Group

Upon motion and support, the minutes of the August 17 joint meeting were approved with a correction on page 2, and the minutes of regular August 17 meeting were also approved.

Discussion/ Action on a hospital-specific zoning district

The Commission continued discussion on the hospital district, with a question on the rear-yard setback shown along the bluff. The Commission decided to make all exterior setbacks 25 feet similar to a PUD and the internal setback along the bluff was eliminated as it was not a property line. Commissioner Robson raised her concern with the bluff needing a greater setback, with other Commissioners responding that any development would have to be engineered with the bluff taken into account. The difference between this section of the bluff and the one along the highway that had been quarried was noted. It was also stated that the ring road would need to stay and that possibly one of the performance standards could address the bluff rather than establishing a larger setback.

Commissioners also directed to eliminate the need for the front building entrance to face the street, and to add pharmacies without a drive-through as a special condition use in the H1 District, and to amend the language on parapet walls. Other changes from the draft provided were to remove the parking area setback requirements, to move the language on parking structures to the parking performance standards, to simplify the screening language, and to eliminate the list of suggested plantings.

There was further discussion on building height in the H2 District. The proposed language would be: The maximum building height shall not exceed Elevation 710 feet with the following exceptions:

1. Structures adjacent to Connable Avenue have a maximum height of 35 feet, with an additional one foot of height allowed for each two feet of setback over 25 feet, not to exceed Elevation 710.
2. Structures adjacent to West Lake Street have a maximum height of 35 feet.

Commissioner Robson stated a concern about the building height along the bluff with a 25 foot setback and wanted to know the height of the building from the ring road; it was noted that the existing lobby level is at Elevation 627. Other Commissioners felt the need for the ring road to remain would restrict how close any building would move toward the bluff. Commissioner Meyerson noted that the Special Condition Use Section 1717(b) would allow review to ensure the bluff is protected. Mr. Potter did not believe that there would be additional development to the north or west of the existing building during the next 20 years.

The meeting then adjourned at 9:10 P.M.

Minutes reviewed and approved by Emily Meyerson, Vice Chairperson/ Secretary

DRAFT



BOARD: Planning Commission
MEETING DATE: September 21, 2017 **DATE PREPARED:** September 10, 2017
AGENDA SUBJECT: Public Hearing on Hospital Zoning District
RECOMMENDATION: Hold Hearing/Make Recommendation to City Council

Background

The Commission began discussions on a hospital-specific district in January of 2016 to ensure uses necessary for the future success of McLaren Northern Michigan are accounted for, and to plan for longer term facility expansions given the hospital-owned land along Charlevoix Avenue. After several months of discussion and revisions, the Commission scheduled a public hearing at its August 24th special meeting to accept comment on a proposed zoning ordinance article that would create a new district H Hospitals pursuant to the Zoning Enabling Act (MCL 125.3306).

Proposed Ordinance Language

Based on discussion at the August 24th meeting and recommendations from the City Attorney, the enclosed ordinance language was drafted. Two changes recommended by the City Attorney that have been incorporated:

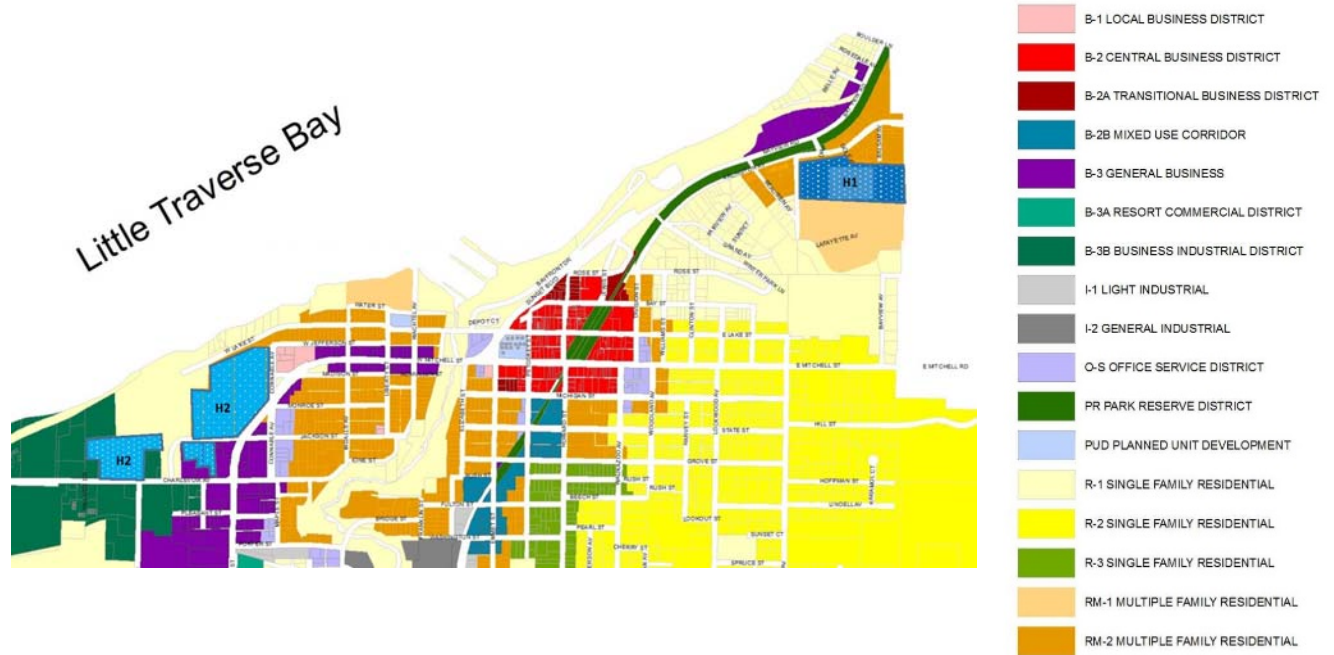
- Clarification of language on minor versus major changes and appeal process to more closely align with language for planned unit developments.
- Elimination of the noise section as this should be covered under the City nuisance ordinance. The language exists in the B-3B Zoning District, however, due to existence of the nuisance ordinance and experience with legal challenges on similar language, the City Attorney felt it should be removed.

The new H Hospital District would create two district designations – H1 and H2- and the property proposed for rezoning to the districts is the Demmer and Hospice campus (H1) and the main hospital campus along with all adjacent properties (H2) and illustrated on the map below.

The intent of the new district is to “accommodate medical centers, hospitals and all their normally related functions and to ensure they are properly sited in relation to each other and pursuant to an approved plan for that district. The H-1 district is a lower intensity, primarily outpatient services medical district, while the H-2 district includes all hospital related activities in a functionally integrated manner.” The district requires approval of a Master Site and Facilities Plan with a twenty-year time horizon before any site plans may be submitted.

H1 District

The H1 District is proposed for the area that currently houses the Demmer Wellness Pavilion and Hiland Cottage, Hospice of Little Traverse Bay. The property is the former site of Lockwood Hospital, has direct access to US 31 and is zoned RM-2 Multiple Family. When Lockwood Hospital was demolished, the Demmer facility became legal non-conforming which means it could not be expanded upon or a similar building built on the former hospital footprint. The Commission felt it was important to allow these types of out-patient facilities at this location, both given the historic uses in this area (Lockwood and Reus Care Facility) and a need to provide areas for these uses in the City rather than locating outside the City limits.



The proposed district structure standards (building height and setbacks) would be the same as those of the adjacent RM-2 Multiple Family District, with additional site development standards required for buildings, open space and site landscaping, and parking areas. The proposed uses include housing and uses consistent with a medical campus and are detailed in the table below (P is a permitted use and SCU is a special condition use). The three uses that would not be allowed be allowed in the H1 District that would be allowed in the H2 District are hospitals, landing areas for air ambulances and pharmacies with a drive-through window, while building mounted alternative energy sources, pharmacies without a drive-through window and residential care and treatment facilities are proposed as special condition uses.

	H-1 District
Alternative Energy Sources Building-Mounted	SCU
Assisted Living Facilities	P
Behavioral Health Facilities	P
Boarding Houses	P
Dwellings, multiple family	P
Day Care Facilities	P
Hospitality houses	P
Hospice houses	P
Hospitals	
Landing areas for air ambulance	
Medical, Dental, Optical Clinics	P
Outpatient care centers	P
Pharmacy without drive-through	SCU
Pharmacy with drive through	
Residential care and treatment facilities	SCU
Urgent care centers	P

H2 District

The H2 District is proposed for the main hospital campus, including the new West Colleague Lot and parking lot on the south side of Jackson Street. These properties are currently zoned RM-2 Multiple Family, B-3B Business Industrial and B3 General Business, respectively. The district standards for setbacks and height are varied due to the complexity of the site that abuts five public streets and has a significant grade change (see below). The building setbacks are 25 feet from all perimeter property lines, and the height maximum is established as the height of the existing hospital (not the Burns Building, which is taller), or Elevation 710. There are two exceptions to this height limit, which are for a buildings placed on W. Lake Street or Connable Avenue, due to the difference in elevation of these areas of the hospital campus and the adjacent residential uses.

Average Street
Elevation abutting hospital property

Connable Avenue	630
West Mitchell Street	651
Jackson Street – existing	667
Jackson Street – proposed	674
Charlevoix Avenue	678
West Lake Street	599

The proposed maximum height along Connable Avenue would be 35 feet for any building at the 25 foot setback. For every two feet more of building setback, the building could increase in height an additional foot, with the maximum height not to exceed Elevation 710.

	H-2 District
Alternative Energy Sources Building-Mounted	SCU
Assisted Living Facilities	P
Behavioral Health Facilities	P
Boarding Houses	P
Dwellings, multiple family	P
Day Care Facilities	P
Hospitality houses	P
Hospice houses	P
Hospitals	P
Landing areas for air ambulance	SCU
Medical, Dental, Optical Clinics	P
Outpatient care centers	P
Pharmacy without drive-through	P
Pharmacy with drive through	SCU
Residential care and treatment facilities	P
Urgent care centers	P

After approval of a Master Site Facilities Plan for the subject properties, any future development would have to receive site plan approval, which would be subject to the site development standards for buildings, open space and landscaping and parking in the proposed Section 3108. These standards are for the most part the same as the existing standards for the B-3B district.

The proposed changes are consistent with the Master Plan Future Land Use Plan that identifies the proposed H1 and H2 Districts as “Public/Quasi Public” and the following Master Plan Goals, Objectives and Strategies:

- Balance land use decisions for the best overall community outcome;
- Work with McLaren Northern Michigan and Northern Lakes Economic Alliance to promote medical-related business opportunities;
- Work with existing businesses to identify needs and expansion possibilities;
- Maintain the City as a second home and resort destination; and
- Retain existing business and industry whenever possible

Action

After holding the public hearing, the Commission may make further amendments and postpone further action, or recommend approval to City Council of the language for the H Hospitals and the rezoning to **H2** the properties identified with tax parcels 52-18-01-200-015, 52-18-01-200-010, 52-19-06-100-058, 52-19-06-100-057, 52-19-06-100-056, 52-19-06-126-070, 52-19-06-100-013, 52-19-06-126-013, and 52-19-06-126-012;

And rezone to **H1** the properties identified with tax parcels 52-16-32-402-024, 52-16-32-402-015, 52-16-32-402-025, 52-16-32-402-018, 52-16-32-402-017, 52-16-32-402-016.

ARTICLE XXXI H - Hospital Districts

Sec. 3100 Intent

The H-1 and H-2 Hospital Districts are for the purpose of accommodating medical centers, hospitals and all their normally related functions and to ensure they are properly sited in relation to each other and pursuant to an approved plan for that district. The H-1 district is a lower intensity, primarily outpatient services medical district, while the H-2 district includes all hospital related activities in a functionally integrated manner.

Any development or construction in these districts requires consistency with the current Master Site and Facilities Plan. The Master Site and Facilities Plan shall indicate current uses and anticipated uses for a minimum of the next 20 years. This plan shall show adjacent properties sufficiently to identify surrounding uses and potential impacts on them by the applicant's plan and shall conform to the requirements of the **Section 3106**.

Sec. 3101 Master Site and Facilities Plan Standards

A master site and facilities plan shall conform to the following site development standards:

1. Every principal building or groups of buildings shall be so arranged as to permit emergency access.
2. Every development shall have legal access to a public or private street.
3. The plan shall provide vehicular and pedestrian circulation systems that reflect and extend the existing street pattern, pedestrian and bicycle ways in the area.
4. A pedestrian circulation system shall be provided which is physically separated and insulated from the vehicular circulation system.
5. All parking areas shall be located in a manner which will reduce the visual impact of such parking areas from adjacent public streets.
6. Where the opportunity exists, developments shall use shared drives and interconnect with adjacent properties to reduce travel distance and curb cuts and create alternative access routes.

Sec. 3102 H-1 and H-2 Districts Permitted Uses

In the H-1 and H-2 Hospital Districts, no building or land shall be used except for one or more of the following specified uses unless otherwise provided in this Ordinance.

Key	
P	Permitted Use
SCU	Special Condition Use (Regulated by Section 1717)

	H-1 District	H-2 District
Alternative Energy Sources Building-Mounted	SCU	SCU
Assisted Living Facilities	P	P
Behavioral Health Facilities	P	P
Boarding Houses	P	P
Dwellings, multiple family	P	P
Day Care Facilities	P	P
Hospitality houses	P	P
Hospice houses	P	P
Hospitals		P
Landing areas for air ambulance		SCU
Medical, Dental, Optical Clinics	P	P
Outpatient care centers	P	P
Pharmacy without drive-through	SCU	P
Pharmacy with drive through		SCU
Residential care and treatment facilities	SCU	P
Urgent care centers	P	P

Sec. 3103 District Standards

	H-1 District	H-2 District
Height (Maximum)	35 feet from adjacent public street grade	The maximum building height shall not exceed Elevation 710 feet with the following exceptions: <ol style="list-style-type: none"> 1. Structures adjacent to Connable Avenue have a maximum height of 35 feet, with an additional one foot of height allowed for each two feet of setback over 25 feet, not to exceed Elevation 710. 2. Structures adjacent to West Lake Street have a maximum height of 35 feet.
Front Setback (Minimum)	25 feet	25 feet
Side Setback (Minimum)	25 feet	25 feet
Rear Setback (Minimum)	35 feet	25 feet

Sec. 3104 Additional Requirements.

1. All roof-mounted equipment, including satellite dishes and other communication equipment, shall be hidden from view by a parapet, screen, or similar architectural feature. The equipment shall not be visible from recreation trails or from public sidewalks adjacent to the site. Screening shall incorporate exterior building materials similar or complementary to those of the main building.
2. No material, equipment, or goods of any kind shall be stored on the roof of any building or outside unless otherwise allowed by ordinance.

Sec. 3105 Procedure for all Master Site and Facilities Plans.

1. *Pre-application conference.* Before submitting a Master Site and Facilities Plan, an applicant shall meet with the City Planner to review the proposed plan, the Petoskey Code of Ordinances, and the City Master Plan.
2. *Application.* An applicant shall submit a Master Site and Facilities Plan for consideration not less than 21 calendar days before the date on which such plan shall be introduced to the Planning Commission. The plan shall be submitted to the City Planner for review according to the standards and requirements of this Code.
3. *Official review.* The City Planner shall circulate the Master Site and Facilities Plan to the Department of Public Works and the Department of Public Safety to provide comment to the Planning Commission.

4. *Approval; referral.* After staff review and determination that the submittal requirements for the Master Site and Facilities Plan have been met, it shall be referred to the Planning Commission for review with a recommendation to approve, deny or modify the plan and said recommendation shall also be forwarded to the applicant. The Planning Commission shall review the Master Site and Facilities Plan according to the standards and requirements of this article. No zoning permit or building permit shall be issued without an approved Master Site and Facilities Plan and approved site plan in accordance with the provisions of this article.
5. *Compliance.* After approval of a Master Site and Facilities Plan, the land to which it pertains shall be developed and used in its entirety only as authorized and described in the Master Site and Facilities Plan, as approved by the City.
6. *Amendments Standards and Procedures.* Requests for changes or revisions to an approved Master Site and Facilities Plan may be initiated by the applicant. The City Planner shall determine which category of plan revision applies to the request. In the event an applicant wishes to appeal such an interpretation, the request shall automatically be presented to the Planning Commission for review.
 - (a) *Minor change.* A slight modification to a Master Site and Facilities Plan involving the siting of buildings, the adjustment or extension of utilities, walkways, traffic ways and parking areas and similar modifications may be approved by the City Planner.
 - (b) *Major change.* A change or amendment to a Master Site and Facilities Plan, involving a significant change in the number and location of access points to public streets, alleys and parking areas, a major relocation or re-siting of buildings, a significant increase in the building footprint or height of a building, a significant reduction in open space and similar major changes shall require the approval of the Planning Commission.

Sec. 3106 Master Site and Facilities Plan Submittal Requirements.

1. The plan shall be drawn to scale, rendered on a minimum sheet size of 11 inches by 17 inches and include the following:
 - (a) The property owner and applicant/preparer name and address;
 - (b) A legal description of the property;
 - (c) The plan scale, date, north arrow and vicinity map;
 - (d) The zoning classifications of the surrounding properties;
 - (e) The lot lines, yard designations and setbacks
 - (f) Existing and proposed private and public street names with right-of-way and pavement width indicated;
 - (g) Natural features such as topographic features, boundaries of regulated wetlands, 100-year flood plain elevations and water features such as lakes, rivers, creeks, springs, etc.;
 - (h) Location of existing and proposed building envelopes and their sizes in three dimensions (length, width & height);
 - (i) The percentage of property allocated for buildings, parking areas/structures, and open space;
 - (j) A general circulation plan for pedestrians and motorists;
 - (k) A general parking plan, taking into account parking requirements established in Section 1704

- (l) A preliminary storm water management plan.

Sec. 3107 Site Plan Approval

Once a Master Site and Facilities Plan has been approved, no building shall be constructed without first obtaining site plan approval subject to Section 1716 of the Zoning Ordinance. Those uses identified as Special Condition Uses in Section 3102 shall also provide the information required in Section 1717 and Section 1718.

Sec. 3108 Site Development Standards

In addition to requirements of Section 1716, 1717, and 1718, the following site development performance standards shall apply.

1. Buildings. In review of building facades and features, the planning commission shall consider:
 - (a) Exterior materials should be of a finished appearance and textural quality suitable to the desired image for this entryway to town. The commission may limit the amount of or prohibit the use of corrugated metal, concrete block, sheet metal and colored plastic or fiberglass. The commission may consider such factors as whether the building is an accessory structure, the adequacy of the setback and screening, and any impact upon street view and view from nearby residential buildings.
 - (b) The scale, bulk, shape, exterior materials, and color of buildings shall be evaluated for their compatibility with the site size and shape and with surrounding buildings and structures.
 - (c) Buildings shall be situated to fit the existing site rather than imposed on the landscape in a manner that requires significant alteration of site grades. This restriction may be waived by the planning commission where significant alteration of grades would result in preservation and protection of a scenic view or other significant natural or manmade resource, or would result in an improved site layout and function without adversely impacting significant resources.
 - (d) Street fronting walls shall have no less than 30% fenestration.

2. Open space and site landscaping
 - (a) All areas on a property not used for buildings or for pedestrian or vehicular traffic circulation shall be either left in a natural state or be landscaped.
 - (b) No parcel shall have less than 15 percent of the total site area devoted to natural or landscaped open space.
 - (c) Along street frontage of the parcel, larger scale trees shall be planted at a minimum of one tree per 50 feet of street frontage and, where possible, near buildings with long facades or multistory structures.
 - (d) Plantings of shrubs and flowers shall highlight vehicular and pedestrian access points, such as driveway ingress, building entry doorways, etc. Such vegetation should be clustered for adequate scale and visual interest.
 - (e) Existing vegetation that is healthy and suitable for landscaping objectives shall remain undisturbed. Existing trees that are five inches in diameter or greater should be retained to the extent possible. The planning commission may permit greater or less disturbance of said material where it determines proposed

mitigating new landscaping and an improved site layout warrants such a waiver of standards.

- (f) Landscaping shall be irrigated and maintained.

3. Parking, circulation and loading

- (a) Loading zones and freight truck storage shall be in the rear yard only and shall be screened so as not to be visible from the road or from neighboring properties. Where an existing use already has a loading zone in the side yard and it is not feasible to relocate the zone with proposed improvements, then the planning commission may permit continuation of the loading zone in the side yard subject to provision of appropriate screening.
- (b) Surface parking shall be in the side or rear yards only. In cases where an existing use is proposed for expansion, the planning commission may determine it is not feasible to relocate all parking to the side or rear yards. The commission may then approve the front yard parking but shall reduce said front yard parking as much as feasible and shall require screening of the parking.
- (c) Surface parking, driveways, and other circulation features shall be designed to follow the dominant topographic contour lines of the site to reduce long views down parking aisles and to allow drainage to function naturally.
- (d) Parking lot interior landscaping shall consist of a minimum of seven percent of the total parking area, and a ratio of one canopy tree per eight parking spaces. Landscaping islands shall be a minimum of 80 square feet in area, and a minimum of eight feet in width.
- (e) Parking areas and driveways shall have a minimum of eight feet of landscaped area separating the pavement edge from any property line, except where two or more adjacent properties have a written agreement or easement for a shared driveway access.
- (f) Parking areas in side yards shall be screened from the street frontage with evergreen plant materials, berms, a screening wall, or a combination that has a minimum height of 42 inches above the surface grade of the parking lot. Screening devices meeting this height requirement may also be required by the planning commission where a parking lot is judged to be near enough to an adjacent property or properties that the lot must be screened to mitigate impacts of noise, light, and visibility upon the neighbor(s).
- (g) Screening walls shall be durable, weather-resistant materials compatible with building finishes on the site. Physical relief in the surface and facade of any wall or fence should be provided with landscaping bands or clusters to soften the appearance of the fence or wall. The finished side of the wall or fence shall face the adjoining property or public right-of-way.
- (h) Sidewalks shall be included to provide safe access to buildings on the site and to permit safe pedestrian movement along the street frontage of the property.
- (i) Parking structures, public or private, subject to the following standards:
 - i. Parking structures shall be designed to have horizontal versus stepped or sloping levels at areas of public view. All ramping shall be concealed from public view.
 - ii. Openings shall not exceed 60 percent of the total wall surface. Openings shall be vertical or square.

- iii. A roof top treatment is required to terminate the deck and give proper architectural finish to the structure. Cornices, overhangs, corbels, and other devices may be employed.

4. Screening and buffering.

When a permitted use in the H-1 and H-2 District abuts residential or park uses, complete visual screening shall be provided if there is no existing buffer. Such screening may include a masonry wall, fence, landscaped earth berm, or evergreen landscaping of a minimum height of six (6) feet. In the case of a wall or fence, the finished side shall face the adjoining property or public right-of-way. Any landscaping shall provide a complete visual buffer when planted.



BOARD: Planning Commission

MEETING DATE: September 21, 2017

DATE PREPARED: September 13, 2017

AGENDA SUBJECT: Election of Officers

RECOMMENDATION: Elect Chair and Vice Chair/Secretary

The Commission annually elects its officers. Current officers are Gary Greenwell, Chair, and Emily Meyerson, Vice Chair/ Secretary.

The role of the chair is to run the meetings, making sure everyone from the Commission and public is allowed an opportunity for input, and works with staff on the meeting agenda.

The role of the vice chair/secretary is to run the meetings in the absence of the chair and to review the draft minutes before they are sent to the Commission.