

7275 W. MAIN STREET, KALAMAZOO, MI 49009-9334 269-216-5220 Fax 375-7180 TDD 375-7198 www.oshtemo.org

NOTICE OSHTEMO CHARTER TOWNSHIP Zoning Board of Appeals

Tuesday, February 26, 2019 3:00 p.m.

AGENDA

- 1. Call to Order
- 2. Pledge of Allegiance
- 3. Public Comment on Non-Agenda Items
- 4. Approval of Minutes: January 22, 2018
- 5. Public Hearing: Variance request from Consumers Credit Union

Bosch Architects, on behalf of Consumers Credit Union, request variances from Section 64.100: Designated Highways to allow for a variance to the building setbacks from both West Main Street and Drake Road, and to Section 75.130: Greenspace Areas to allow for reduced landscape buffers. The subject property is addressed as 5018 West Main Street, parcel no. 3905-13-280-062.

- 6. Any Other Business
- 7. ZBA Member Comments
- 8. Adjournment

Policy for Public Comment Township Board Regular Meetings, Planning Commission & ZBA Meetings

All public comment shall be received during one of the following portions of the Agenda of an open meeting:

a. Citizen Comment on Non-Agenda Items or Public Comment – while this is not intended to be a forum for dialogue and/or debate, if a citizen inquiry can be answered succinctly and briefly, it will be addressed or it may be delegated to the appropriate Township Official or staff member to respond at a later date. More complicated questions can be answered during Township business hours through web contact, phone calls, email (oshtemo@oshtemo.org), walkin visits, or by appointment.

b. After an agenda item is presented by staff and/or an applicant, public comment will be invited. At the close of public comment there will be Board discussion prior to call for a motion. While comments that include questions are important, depending on the nature of the question, whether it can be answered without further research, and the relevance to the agenda item at hand, the questions may not be discussed during the Board deliberation which follows.

Anyone wishing to make a comment will be asked to come to the podium to facilitate the audio/visual capabilities of the meeting room. Speakers will be invited to provide their name, but it is not required.

All public comment offered during public hearings shall be directed, and relevant, to the item of business on which the public hearing is being conducted. Comment during the Public Comment Non-Agenda Items may be directed to any issue.

All public comment shall be limited to four (4) minutes in duration unless special permission has been granted in advance by the Supervisor or Chairperson of the meeting.

Public comment shall not be repetitive, slanderous, abusive, threatening, boisterous, or contrary to the orderly conduct of business. The Supervisor or Chairperson of the meeting shall terminate any public comment which does not follow these guidelines.

(adopted 5/9/2000) (revised 5/14/2013) (revised 1/8/2018)

Questions and concerns are welcome outside of public meetings during Township Office hours through phone calls, stopping in at the front desk, by email, and by appointment. The customer service counter is open from Monday-Thursday 8:00 am-5:00 pm, and on Friday 8:00 am-1:00 pm. Additionally, questions and concerns are accepted at all hours through the website contact form found at www.oshtemo.org, email, postal service, and voicemail. Staff and elected official contact information is provided below. If you do not have a specific person to contact, please direct your inquiry to oshtemo@oshtemo.org and it will be directed to the appropriate person.

Oshtemo Township Board of Trustees				
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Township Department Information				
Assessor:				
Kristine Biddle	216-5225	assessor@oshtemo.org		
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Mark Barnes	375-0487	mbarnes@oshtemo.org		
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Planning Director:				
Julie Johnston	216-5223	jjohnston@oshtemo.org		
Public Works:				
Marc Elliott	216-5236	melliott@oshtemo.org		

OSHTEMO CHARTER TOWNSHIP ZONING BOARD OF APPEALS

MINUTES OF A MEETING HELD JANUARY 22, 2019

Agenda

<u>2019 ZBA OFFICER APPOINTMENTS – CHAIR AND VICE CHAIR</u>

ZONING ORDINANCE INTERPRETATION: PLANNED UNIT DEVELOPMENT SPECIAL EXCEPTION USE

BUILD SENIOR LIVING AND BYCE & ASSOCIATES, ON BEHALF OF HAMPTON MANOR, REQUESTED A ZONING ORDINANCE INTERPRETATION OF SECTION 60.400: PLANNED UNIT DEVELOPMENT SPECIAL EXCEPTION USE ORDINANCE, SPECIFICALLY SECTION 60.412: ALLOWABLE LAND USES, TO DETERMINE IF ASSISTED LIVING FACILITIES WOULD BE A PERMITTED COMMERCIAL USE.

A meeting of the Oshtemo Charter Township Zoning Board was held Tuesday, Tuesday, January 22, 2019 at approximately 3:00 p.m. at the Oshtemo Charter Township Hall.

All MEMBERS WERE PRESENT: James Sterenberg, Chair

Fred Antosz Nancy Culp Fred Gould Micki Maxwell

Neil Sikora, Vice Chair

Anita Smith

Also present were Julie Johnston, Planning Director, James Porter, Township Attorney, and Martha Coash, Meeting Transcriptionist. Five other persons were in attendance.

Call to Order and Pledge of Allegiance

Chairperson Sterenberg called the meeting to order and invited those present to join in reciting the "Pledge of Allegiance."

He welcomed three new members, Fred Antosz, Fred Gould and Micki Maxwell, Planning Commission Liaison, and all members introduced themselves.

Public Comment on Non-Agenda Items

There were no comments on non-agenda items.

<u>2019 ZBA OFFICER APPOINTMENTS – CHAIR AND VICE CHAIR</u>

Chairperson Sterenberg asked for nominations for the position of Chair for 2019.

- Mr. Sikora nominated Mr. Sterenberg to continue as Chair for 2019. It was determined he was willing to accept the nomination. There were no further nominations.
- Mr. Sikora made a <u>motion</u> to elect Mr. Sterenberg as Chair for 2019. Mr. Antosz <u>supported the motion</u>. The motion was approved unanimously.
- Chairperson Sterenberg asked for nominations for the position of Vice Chair for 2019.
- Ms. Culp nominated Mr. Sikora to continue as Vice Chair for 2019. It was determined he was willing to accept the nomination. There were no further nominations.
- Ms. Culp made a <u>motion</u> to elect Mr. Sikora as Vice Chair for 2019. Mr. Sterenberg supported the motion. The motion was approved unanimously.

APPROVAL OF THE MINUTES OF NOVEMBER 27, 2018

Chairperson Sterenberg asked if there were any additions, deletions or corrections to the minutes of November 22, 2018.

Hearing none, the Chair asked for a motion.

Mr. Sikora made a <u>motion</u> to approve the Minutes of November 27, 2018 as presented. Ms. Maxwell <u>supported the motion</u>. <u>The motion was approved unanimously.</u>

Chairperson Sterenberg moved to the next agenda item.

ZONING ORDINANCE INTERPRETATION: PLANNED UNIT DEVELOPMENT SPECIAL EXCEPTION USE

BUILD SENIOR LIVING AND BYCE & ASSOCIATES, ON BEHALF OF HAMPTON MANOR, REQUESTED A ZONING ORDINANCE INTERPRETATION OF SECTION 60.400: PLANNED UNIT DEVELOPMENT SPECIAL EXCEPTION USE ORDINANCE, SPECIFICALLY SECTION 60.412: ALLOWABLE LAND USES, TO DETERMINE IF ASSISTED LIVING FACILITIES WOULD BE A PERMITTED COMMERCIAL USE.

The Chair asked Ms. Johnston to review the request for zoning ordinance interpretation related to assisted living facilities in PUDs.

Ms. Johnston said Building Senior Living and Byce & Associates, on behalf of Hampton Manor, would like to develop an assisted living facility within the Sky King Meadows Planned Unit Development (PUD). The property is located at the northeast corner of North 9th Street and Lexy Lane, approximately one-half mile south of the 9th

Street/West Main Street intersection. The specific parcel in question was planned as part of the commercial component of the PUD. She noted this is the first zoning ordinance interpretation request since she has been employed by the Township.

She said reviewing the Planned Unit Development Special Exception Use Ordinance, Section 60.412 indicates the following:

Planned unit developments are restricted to one or more of the following uses regardless of the zoning classification in which the development is located, provided such land uses are consistent with the goals and objectives of the Township Master Plan including the Sub-Area Plans:

- A. One-family, two-family, three- or four-family, and multiple-family dwellings, including uses and buildings accessory thereto.
- B. Low intensity nonresidential uses such as educational, cultural, recreational, neighborhood office or neighborhood commercial nature, including uses and buildings accessory thereto. Non-residential uses shall be compatible in design, layout, scale and appearance with the residential character of the area, and shall be an integral part of a residential development logically oriented to and coordinated with the planned unit development to serve the day-to-day needs of residents in the development.

Ms. Johnston explained after staff review of this language, the applicant was informed the proposed use did not meet the specific requirements of Section 60.412.B, which details the types of commercial uses permitted within the PUD. While similar to the envisioned uses, staff did not feel an assisted living facility could be defined as educational, cultural, recreational, neighborhood office, or neighborhood commercial.

The applicant is still very interested in the available parcel, so staff outlined some possible steps to achieve their goal of an assisted living facility at this location. One option was to request a zoning ordinance interpretation to evaluate staff's assertion that assisted living facilities are not a permitted use within the PUD. Per the documents provided by the applicant, they believe their use meets the ordinance requirements and is neighborhood commercial in nature.

She said after careful review of the zoning districts within the Township, assisted living facilities can be clearly found in the R-4: Residence District and the C: Local Business District. The R-4 District under Section 24.203 permits nursing, handicapped, convalescent, and senior citizen homes by right. The C: Local Business District under Section 30.405 allows nursing, convalescent, handicapped and senior citizen homes as a special exception use. An argument could also be made for these types of facilities within the VC: Village Commercial District. Section 33.310 allows a mix of residential and nonresidential uses within the same building as a special exception use and Section 33.255 allows professional services within the District.

She explained the PUD ordinance indicates that low intensity nonresidential uses should be permitted within the commercial component of a PUD. It specifies that such

uses should include educational, cultural, recreational, neighborhood office, or neighborhood commercial that meet the day-to-day needs of the residents in the development. Unfortunately, neither the PUD ordinance nor the Definition section of the Zoning Ordinance define what constitutes "neighborhood" commercial or office uses. The Planner's Dictionary, a publication from the American Planning Association, defines neighborhood retail establishments as "establishments primarily engaged in the provision of frequently or recurrently needed goods for household consumption..." The requested use of an assisted living facility would not fit this definition or the PUD ordinance requirement of meeting the day-to-day needs of the residents.

In addition, she said, the Zoning Ordinance does not distinguish between neighborhood, local, and general commercial uses. Without clear direction within the Zoning Ordinance for these often-utilized zoning categories, it becomes difficult to differentiate which commercial uses may be considered "neighborhood commercial." However, as the Township has identified senior living centers as a commercial use in the C: Local Business District, allowing them within the commercial component of a PUD does not seem incongruous.

The PUD ordinance also indicates uses should be consistent with the goals and objectives of the Township Master Plan, which does provide a distinction between neighborhood, local, and general commercial districts. The neighborhood commercial district was specifically established to provide day-to-day convenience needs for residents who live in the rural areas of the Township. Therefore, staff does not feel it correlates to the intent of the PUD ordinance. However, the local commercial district within the Master Plan could be examined as a comparison. It states the following:

The purpose of the Local Commercial designation is to provide low volume commercial businesses that mix well with a variety of land uses including residential, industrial, and general commercial. These uses are not high-volume / high-traffic uses with a significant number of cars coming and going, drive-through service, and/or automobile service. (These elements or characteristics can detract from the residential character or pedestrian orientation of the surrounding area and are therefore not present in the Local Commercial designation). Examples of uses that could be found in a Local Commercial designation include professional offices, unique shops such as antique shops and specialty food shops, and generally low volume enterprises that do not operate 24 hours a day.

Certainly, she said, an assisted living facility would be a low volume commercial business. According to the Institute of Transportation Engineers Common Trip Generation Rates table, an assisted living facility generates 0.22 trips per unit at peak hours. For a 60-unit building, this would equate to approximately 13 vehicle trips. A specialty food or retail store could generate anywhere from 30 trips to 64 trips during peak hours.

The difficulty with the component of the PUD ordinance related to nonresidential uses is the somewhat inconsistent language between "low intensity nonresidential uses" and meeting the "day-to-day needs" of the development residents. From a commercial

perspective, the uses that would meet the day-to-day needs of area residents are often the uses that generate the most traffic and typically have ancillary functions like truck deliveries, extended hours, etc., which may have compatibility issues with the neighboring residential development. The Master Plan Local Commercial District considers this by indicating uses should not be high-volume/high-traffic. The language of "day-to-day needs" limits nonresidential uses likely to be considered permissible.

She said it is important to note that the PUD ordinance changed in 2014 to include "to serve the day-to-day needs of residents in the development." Prior to that change, uses like the Hannapel kitchen and bath design studio, which is located within the Sky King Meadows PUD at 370 North 9th Street, were permitted uses. Staff does not believe Hannapel would be allowed under the current PUD ordinance language. A kitchen and bath design studio is a professional service a homeowner may access infrequently during the course of their homeownership.

While possibly not serving the day-to-day needs of the neighboring residents, an argument could be made that both Hannapel and the proposed assisted living facility do serve area residents. If homeowners within the Sky King Meadow PUD have home improvement needs, the design studio is within walking distance, meeting a need of the resident. If a homeowner of Sky King Meadows either has a family member in need of assisted living services, or they themselves now need this service, they can visit family or move to this proposed facility without requiring them to leave their neighborhood.

Ms. Johnston outlined a summary of the interpretation arguments which could influence the Board's deliberations:

- A senior living facility does not meet the commercial day-to-day needs of the PUD residents, as required by Section 60.412.B.
- Senior living facilities have been deemed a commercial use within the C: Local Business District and therefore are similar to other possible uses allowed within the commercial component of the PUD Ordinance (Section 60.412.B).
- While not meeting the day-to-day needs of the residents of the PUD, a senior living facility does meet a need in both the local neighborhood and general Oshtemo community.
- The PUD Ordinance indicates any use must meet the intent of the Township's Master Plan. A senior living facility does meet the intent of the Local Commercial District outlined in the Future Land Use Plan.
- A senior living facility is a low intensity nonresidential use generating limited traffic during peak hours.

Based on the considerations outlined above, she suggested the Zoning Board of Appeals may wish to deliberate the following possible actions:

- 1. Conclude that since assisted living facilities are a low intensity commercial use within the C: Local Business District, they therefore are an acceptable low intensity nonresidential use with the PUD Ordinance.
- 2. Determine that an assisted living facility is consistent with the goals and objectives of the Local Commercial District of the Township Master Plan, and therefore is an allowed use within the PUD Ordinance.
- 3. Conclude that an assisted living facility is not an acceptable use because it does not meet the day-to-day needs of the residents of the PUD.

Regardless of the final interpretation made by the ZBA, she felt it would be appropriate to forward a recommendation to the Planning Commission to review Section 60.412. The language utilized in the ordinance – "day-to-day needs" – severely limits the types of nonresidential uses which may be considered compatible within a residential PUD. In addition, it is incongruent with the desire to have low intensity commercial uses within the PUD. The existing Hannapel business is a good example of this type of use.

Chairperson Sterenberg thanked Ms. Johnston for her review and asked if there were questions from board members.

- Mr. Antosz asked if the inclusion of a salon, kitchen and other amenities that will be open to the public as well as residents fit in with commercial requirements.
- Ms. Johnston said she did not consider that as part of her review and could consider it but that the request is an interpretation of the ordinance, not of this particular use. Focus should be on whether the request fits into the ordinance as written.
- Ms. Maxwell asked for an explanation of the difference between the first and second possible actions listed by Ms. Johnston.
- Ms. Johnston said both options would allow assisted living facilities as a permitted commercial use in the PUD. Option one justification is that because assisted living is allowed in C: Local Business, they should be allowed in the PUD. The second option maintains that regardless of the district, the request fits with the Master Plan.
 - Mr. Sikora asked what defines "day to day needs."
- Ms. Johnston felt it was reasonable to think of it as access once a week, consistent and frequent.

The Chair asked whether public notice was required in this case. Ms. Johnston said it was not.

Ms. Johnston said the Sky King PUD has both residential homes and the Hannapel design center. Today, staff would not agree that Hannapel would meet requirements; it was built prior to the ordinance change including "day to day needs." She felt the Planning Commission needs to look at the ordinance to reconcile how low volume traffic and "day to day needs" work together.

The Chair asked how binding the zoning board's interpretation would be.

Attorney Porter said it sets precedent but could be challenged; he hoped clearer ordinance language will be developed to clarify the ordinance before the issue comes up again.

Ms. Johnston said terminology is not defined and the Planning Commission needs to look at it. Although Hannapel is a perfect low-volume business with little impact on residents, other businesses that would be much more impactful are also permitted under the current ordinance.

Ms. Smith asked for clarification of how an apartment complex is different from an assisted living building under the ordinance.

Ms. Johnston said in Oshtemo Township assisted living facilities are considered a commercial use.

Mr. Sikora added that although an apartment complex might be money making, it is defined by Oshtemo ordinance as family residential. Assisted living is allowed in Oshtemo ordinance as commercial.

Hearing no further questions, Chairperson Sterenberg asked if the applicant wished to address the Board.

Mr. Sam Martin, 5275 Conestoga Drive, Flushing MI, of Build Senior Living, and one of the owners of the business, thanked the Board for their consideration. He described the attractive complex that would be developed and showed examples of their other assisted living developments, saying the view for neighbors would be pleasant and the impact on them low. He described the need and quality of services which would include residential, independent assistance, and end of life care all in the same apartment. He indicated the facility would provide up to 50 jobs.

Attorney Porter complimented Mr. Martin on his presentation but reminded Board Members their purpose is to determine whether assisted living facilities would be a permitted commercial use in the PUD under Ordinance language.

Mr. Antosz confirmed if the ZBA determines the request meets ordinance language that the developers would request a special exception use and site plan approval, and that neighbors would be notified at that time.

There were no comments from the public; the meeting moved to Board Discussion.

Attorney Porter explained a motion needed to be based on the facts and reminded them of the three options for consideration as described by Ms. Johnston.

In response to a question from Mr. Sikora, Ms. Johnston said the underlying zoning was R-2.

Ms. Maxwell said this is a commercial use and fits the criteria for which we are looking.

Mr. Sikora said he would like to see it work there, and maybe the ordinance missed addressing this situation at the time, but it is not in the Ordinance and he was not comfortable with trying to interpret something that was set previously. He referred specifically to the language "day to day needs."

Ms. Smith said people in the neighborhood could use it, either by moving there or by visiting. It fits under potential "day to day use."

Chairperson Sterenberg said he was leaning to option #1. It fits under the commercial district and the Master Plan umbrella, although maybe there was a glitch when the PUD was created. If it is interpreted to meet option #1 and it goes to the Planning Commission and they tweak the Ordinance, then the Zoning Board of Appeals action becomes mute at that point.

Attorney Porter said interpretation authority rests with the Zoning Board of Appeals. He expected action taken by the Board would force future Planning Commission action, likely to amend the Ordinance.

Ms. Johnston said the Planning Commission could rewrite the ordinance to specifically outline uses. She noted when the ordinance was changed in 2014, the Planning Commission probably thought they should allow commercial operations that support the residential development and that's how "day to day use" ended up being included.

The Chairperson explained that was why he was leaning toward the first option with a recommendation to the Planning Commission.

Mr. Sikora indicated he was hesitant to use Hannapel's as justification.

Ms. Johnston said she reviewed minutes from when the ordinance was being discussed in 2014; the Planning Commission felt Hannapel's was a great use.

Chairperson Sterenberg asked if anyone wished to make a motion.

Ms. Maxwell made a $\underline{\text{motion}}$ to conclude that since assisted living facilities are a low intensity commercial use within the C: Local Business District, they therefore are an acceptable low intensity nonresidential use within the PUD Ordinance. In addition, a recommendation should be forwarded to the Planning Commission requesting review of Section 60.412 of the Zoning Ordinance. Chairperson Sterenberg supported the motion. The motion was approved 4-1, with Mr. Sikora voting against.

Any Other Business

Ms. Johnston told the Board the Michigan Association of Planning will be offering seminars/training for Planning Commissioners and ZBA Members in March and suggested those interested should contact her for sign up.

She also indicated there will be a meeting in February to consider a variance request regarding setbacks and landscaping.

ZBA Member Comments

Mr. Sikora recalled a setback variance request to add a ramp and wheelchair access to a front door, but did not know if the Planning Commission took action.

Ms. Johnston said she would look into it.

<u>Adjournment</u>

Chairperson Sterenberg noted the Zoning Board of Appeals had exhausted its Agenda. There being no other business, he adjourned the meeting at approximately 4:00 p.m.

	prepared: 23, 2019
Minutes	approved: , 2019

February 19, 2019

To: Zoning Board of Appeals

From: Julie Johnston, AICP

Planning Director

Mtg Date: February 26, 2019

Applicant: Bosch Architects, Steve Bosch

Owner: Consumers Credit Union

Property: 5018 West Main Street

Zoning: C: Local Business District

APPLICATION OVERVIEW

Consumer Credit Union (CCU), located at 5018 West Main Street, would like to demolish their existing building to redevelop the site. Based on concerns related to parcel size, the applicant is requesting variances associated to both building setbacks and the landscape buffer requirements. The following outlines the requirements and the requested variances:

Building Setbacks

- <u>Drake Road (east property line)</u> a 120-foot setback is required from the centerline of Drake Road. The applicant is requesting a 103-foot setback, resulting in a needed 17-foot variance.
- West Main Street a 170-foot setback is required from the centerline of West Main Street. The applicant is requesting a 149-foot setback, resulting in a needed 21-foot variance.

Landscape Buffers

- <u>East property line</u> requires a 20-foot landscape buffer. The applicant is requesting a landscape buffer that tapers from 20 feet down to almost 1 foot as you move from north to the south along the east property line. The maximum variance needed would be 19 feet.
- <u>South property line</u> requires a 20-foot landscape buffer. The applicant is requesting a five-foot landscape buffer, requiring a 15-foot variance.
- <u>West property line</u> requires a 10-foot landscape buffer. The applicant is requesting six-foot landscape buffer, requiring a four-foot variance.

From previous records, staff was able to ascertain that a bank was originally approved on this site in 1973 and that Consumers Credit Union has occupied the site since 1999. In May of 2005, the Planning Commission granted an amendment to the special exception use and site plan to add an additional teller lane and ATM. Subsequent to the redevelopment of the site, the Michigan Department of Transportation (MDOT) approached CCU about acquiring additional right-of-way for the Drake Road/West Main Street intersection. Ultimately, CCU and MDOT agreed to a "swap" of property. Right-of-way at the southeast corner of the CCU property was provided in exchange for additional right-of-way on Drake Road, CCU's

east property line. The road improvements that were completed after the land swap was an additional left-turn lane and a designated right-turn lane on Drake Road. Please see the attached aerials.

Due to this change in site circumstances, CCU presented an alternate plan for the drive through lanes and ATM lane to the Planning Commission in April of 2006, which is the present configuration of the site. It should be noted that the current site does not meeting building setback or landscaping buffer requirements, as follows:

- Existing building setback from the centerline of West Main Street is approximately 131 feet where 170 feet is required.
- Existing building setback from the centerline of Drake Road is approximately 84 feet where 120 feet is required.
- Existing south landscape buffer is essentially nonexistent.
- Existing west landscape buffer is approximately five.
- Existing north landscape buffer ranges from approximately three to nine feet
- Existing east landscape buffer is relatively nonexistent at about the middle of the site. (See attached aerial).

The redesign plan for the site, while needing variances to be approved, does bring the site more into compliance with the current setback and buffer standards.

It should be also noted that the ZBA granted a sign setback variance in 2006 for this property. Per *Section 76.420*, signs are to be setback a minimum of 10 feet from the right-of-way. CCU requested placement of the sign seven feet from the right-of-way of West Main Street. They received approval from MDOT to allow the sign to encroach within the right-of-way. The ZBA granted the variance stating unique circumstances with the loss of property on Drake Road to the improved interchange.

STANDARDS OF REVIEW - STAFF ANALYSIS

The Michigan courts have applied the following principles for a dimensional variance, which collectively amount to demonstrating a practical difficulty, as follows:

- Special or unique physical conditions and circumstances exist which are peculiar to the property involved and which are not generally applicable to other properties in the same district.
- Strict compliance with the standard would unreasonably prevent the landowner from using the property for a permitted use; or would render conformity to the ordinance unnecessarily burdensome.
- The variance is the minimum necessary to provide substantial justice to the landowner and neighbors.
- The problem is not self-created.

Staff has analyzed the request against these principles and offer the following information to the Zoning Board of Appeals.

Standards of Approval of a Nonuse Variance (practical difficulty):

Standard: Unique Physical Circumstances

Are there unique physical limitations or conditions which prevent compliance?

Comment:

The location as a corner property adjacent to two large rights-of-way provides some unique physical circumstances. The width of the parcel has been made incrementally smaller with the acquisition of right-of-way for Drake Road. Property was acquired in 2005/2006 to allow the expansion of Drake Road from a five-lane interchange to a seven-lane interchange adjacent to this parcel. The "land swap," which provided additional property to CCU at the immediate southeast corner of their site, did not offer any additional square footage that would assist with building setbacks as they are measured from the centerline of the road.

Are reasonable options for compliance available?

Conformance Unnecessarily Burdensome

Does reasonable use of the property exist with denial of the variance?

Comment:

Standard:

The building setback ordinance has changed over time, which has affected this property. When the site was originally developed in 1973, the setbacks for both West Main Street and Drake Road were 100-feet from the centerline of the road, allowing the building in its current location. Today, the setbacks are 170 feet from the centerline of West Main Street and 120 feet from the centerline of Drake Road. While it is believed that the setback ordinance was changed as rights-of-ways increased to help maintain a uniform building line, these ordinance changes have impacted the ability to redevelop this site. Please see the attached aerial, which outlines the available square footage (4,600 square feet) for placement of a building.

Though the setbacks provide minimal available square footage on the site, a smaller commercial use without the need for drive through lanes could be redevelop on this site. Building setbacks could be maintained allowing parking and other ordinance requirements to be met within the setback areas.

When this site was originally developed in 1973, there were no landscaping requirements for commercial developments. Since that time, the site has remained relatively unchanged except for the addition of pavement in 2006 when the Planning Commission approved new drive through and ATM lanes. With the redevelopment of the site, the landscaping requirements could be met. But it would be difficult to achieve the other ordinance requirements and have a building that meets the size needs of the credit union, as well as the drive through facility.

In addition, the landscaping requirements on a corner lot have an extra burden. A 20-foot landscape buffer is needed on both West Main Street and Drake Road. If this was an internal commercial lot, the eastern buffer (Drake Road) would be 10 feet.

Finally, the redevelopment of the site is providing an opportunity to increase some of the existing landscape buffers. While still not fully addressing ordinance requirements, the redevelopment will meet the buffer regulations to the north and will provide wider

landscape buffers to the west, east and south. However, as stated above, this does not preclude the site from being redeveloped by a smaller commercial business that may have a better chance of meeting all ordinance requirements.

Standard: Minimum Necessary for Substantial Justice

Applied to both applicant as well as to other property owners in district.

Review past decisions of the ZBA for consistency (precedence).

Comment: In resea

In researching past Zoning Board of Appeals decisions regarding building and landscape setbacks, staff found the following:

Building Setbacks

- Hurley & Stewart Office Building, 2800 South 11th Street
 In 2016, the Hurley & Stewart engineering firm received a variance to Section 64.100:
 Designated Highways to allow their office building to sit 40 feet from the 11th Street
 right-of-way where a 70-foot setback was required, granting a 30-foot variance. The
 ZBA noted that existing site conditions, significant grade changes and the current
 location of the existing building made compliance with the enhanced setbacks on 11th
 Street unnecessarily burdensome to the applicant.
- 2. Kalamazoo Storage, 7694 Stadium Drive In 2016, Kalamazoo Storage was granted a reduced setback of 20 feet from Stadium Park Way where a 70-foot setback was required. The ZBA noted the unique shape of this particular parcel with a 9:1 depth to width ratio constituted a practical difficulty in complying with the 70-foot setback requirement, which was not self-created.
- 3. The Hinman Company, 5474 West Main In 2010, the Hinman Company requested a variance from the 70-foot setback requirement on Maple Hill Drive in order to construct a building addition in-line with a pre-existing, legally non-conforming structure that was originally constructed with a 38-foot setback. Deliberating on the request, the ZBA felt that a variance was justified, given the negative impact that the 70-foot setback had on the developability of the property.

Landscape Buffers

1. Latitude 42, 6101 West Main Street

In 2017, the ZBA granted a landscape buffer variance for Latitude 42 to eliminate the 10-foot buffer required between their property and the Ethan Allen commercial property to the east. The ZBA found that the MDOT limitation of a right-out-only turning movement onto West Main Street was an unexpected burden on the applicant, which resulted in a unique circumstance. This circumstance required Latitude 42 to find alternative means for patrons to access West Main Street moving west bound. The requested resolution was to alter the Ethan Allen parking lot allowing cross-access between properties, resulting in the loss of the landscape buffer. It was noted that this hardship was not self-created.

2. Field & Stream, 5215 Century Avenue

In 2015, American Village Buildings (AVB) received approval to allow parking to encroach into the western boundary landscape buffer for the Field & Stream development. The applicant indicated the encroachment was needed to allow for the required parking spaces outlined in the Zoning Ordinance. To help alleviate concerns related to greenspace and landscaping, AVB secured approval from MDOT to utilize part of the US-131 right-of-way for their required greenspace and plantings. The ZBA felt the spirit and intent of the Landscaping Ordinance was being met through the agreement with MDOT. The landscape buffer varies in size from one-foot to 10 feet, requiring a maximum variance of 19 feet where a 20-foot buffer was required.

3. McDonalds, 6820 West Main Street

In 2014, the McDonalds located within the larger Menards development requested relief from the 20-foot landscape buffer required along West Main Street to 10 feet to allow for a second drive-through lane. The request was approved due to the substantial amount of greenspace that could not be developed because of the MDOT right-of-way and the topography further to the south that helps mitigate the impacts created by the site improvements. The drive was finally built in 2018.

Some past precedence has been set to allow a certain amount of flexibility for both building setbacks and landscape buffers. Previous Boards have considered the size of the parcels, the impact of larger setbacks on the developability of a property, and the substantial rights-of-way that could provide additional greenspace for a project.

Based on the proposed site plan, the applicant has tried to bring the site more into compliance with current setback and landscape buffer standards. In addition, they have worked to accommodate the minimum variances necessary while still allowing for both a building and drive through facility.

Standard:

Self-Created Hardship

Are the conditions or circumstances which resulted in the variance request created by actions of the applicant?

Comment:

With the redevelopment of the site an argument could be made that the variances needed are self-created. However, the building setbacks for this corner property severely limit the amount of space available for redevelopment. Based on the aerial provided with this staff report, there is only 4,600 square feet available outside the two required setback areas from Drake Road and West Main Street. In addition, the size of the parcel, which has been reduced by acquired right-of-way, makes it difficult to meet all ordinance requirements for a commercial use that also requires a drive through facility. CCU is reducing the size of the building and pavement from its current configuration to accommodate the small size of the parcel. While three of the four landscape buffers are still noncompliant, the applicant has made an attempt to design the site that improves on existing conditions.

In addition to the above principles, the Zoning Enabling Act of Michigan states that when considering a variance request, the Zoning Board of Appeals must ensure that the "spirit of the ordinance is observed, public safety secured, and substantial justice done." Staff believes the applicant has made every attempt to adhere to the spirit of the ordinance by reducing the size of the building and asphalt on the site and increasing the amount landscaping from what is currently existing. If the Zoning Board of Appeals is amenable to granting the requested variances, Township staff and the Planning Commission will be reviewing the required site plan to ensure public safety.

ALTERNATE APPROACH

Based on the site plan provided by the applicant, the only other alternate approach staff can see for this site is to eliminate the drive through lanes and reorient the building to accommodate the enhanced setbacks. This would allow for more square footage on the site to be dedicated to the landscape buffer requirements. However, current banking practices would make this approach prohibitive to the applicant.

The only alternative would be to redevelop the site for a commercial use that can be successful within a 4,600 square foot building envelop.

FINDINGS OF FACT

Any motion made by the ZBA should include the findings of fact relevant to the requested variance. Based on the staff analysis, below are findings of fact:

Variance request #1: Reduction in the required building setbacks

Support of variance approval:

- A unique physical circumstance exists for this property as a corner lot adjacent to two significant rights-of-way, which have acquired property from this parcel over time.
- Conformance to the ordinance is unnecessarily burdensome as the enhanced setbacks for West Main Street and Drake Road severely limit the buildable area of this parcel.

Support of variance denial:

• Reasonable use of the property still exists under the C: Local Business District for an allowable commercial use that can utilize the available 4,600 square feet of building envelope.

Variance request #2: Reduction in the required landscape buffer

Support of variance approval:

- The physical condition of a corner property places an extra burden on the parcel to meet landscape buffer requirements.
- Past precedence has allowed smaller landscape buffers adjacent to large rights-of-way where additional greenspace is provided.

Support of variance denial:

• Reasonable use of the property still exists under the C: Local Business District for an allowable commercial use that can utilize the available 4,600 square feet of building envelope.

POSSIBLE ACTIONS

The Zoning Board of Appeals may take the following possible actions:

- Motion to approve as requested (conditions may be attached)
- Motion to approve with an alternate variance relief (conditions may be attached)
- Motion to deny

Possible motions for the Zoning Board of Appeals to consider include:

- 1. Based on the findings of fact, motion to approve the applicants requested variances as presented in their plan dated January 22, 2019:
 - A 103-foot setback from the centerline of Drake Road, resulting in a needed 17-foot variance.
 - A 149-foot setback from the centerline of West Main Street, resulting in a needed 21-foot variance.
 - A landscape buffer variance for the east property line that tapers from the required 20-foot buffer down to a 1-foot buffer, resulting in a maximum 19-foot landscape buffer variance.
 - A five-foot landscape buffer for the south property line, requiring a 15-foot variance.
 - A six-foot landscape buffer for the west property line, requiring a four-foot variance.
- Motion to approve the requested variances with some alternate approach determined acceptable by the Zoning Board of Appeals.
- 3. Motion to deny the requested variances because reasonable use of the property is possible under the C: Local Business District.
- 4. A combination motion that would approve one and/or deny the other variance request, utilizing the findings of fact and the possible motions outlined above.

Respectfully Submitted,

Julie Johnston, AICP Planning Director

Attachments: Application

Site and Landscape Plan

2004 Aerial 2018 Aerial

2018 Aerial with Setbacks



7275 W. Main Street, Kalamazoo, Michigan 49009-9334 Phone: 269-216-5223 Fax: 269-375-7180

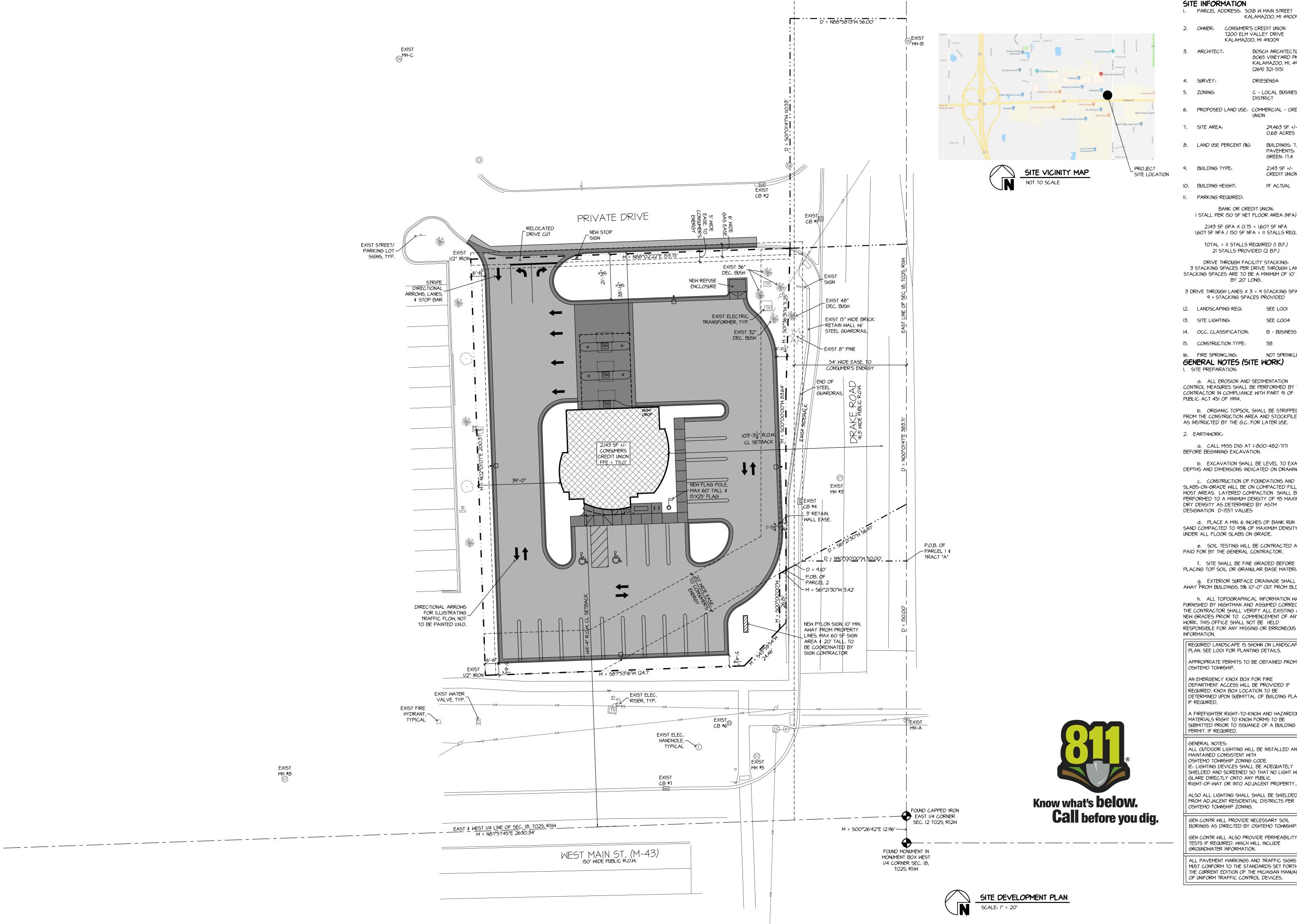
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PROJECT NAME & ADDRESS 5018 WEST N		
PLANNING & ZONING APPLICATION	•	
Applicant Name: Streve Rossen	Ochtono Charton Township	
Company Boses Accument	Oshtemo Charter Township 7275 W MAIN ST KALAMAZOO, MI 49009	
Address 8065 VIVEYALD PORKWHY	Phone: 269-375-4260 OSHTEMOTOWNSHIP.ORG	
KALAMARRO MILL LEGROOF		
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E-mail (SBOSCH COM)	Receipt: 147675	OE11E 1117
Telephone 769-207-5632 Fex	Cashier: GTAYLOR	
Interest in Property Accept a Decemporary	ITEM REFERENCE	AMOUNT
OWNER*:	1092 ZONING VARIANCE ZONING VARIANCE	\$500.00
Name CONSUMERS CREDTO DUNON	TOTAL	\$500.00
Address 7200 Eum Venzy	CHECK 1465	\$500.00
KALAMAROS MICHIGAN	Total Tendered:	\$500.00
Email Scotte CONSUMERSEU. BEG	Change:	\$0.00
Phone & Fax 269-342-1938		
NATURE OF THE REQUEST: (Please check the appropriate item((c	
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	and Division-1090	
	Subdivision Plat Review-1089 Rezoning-1091	
	Interpretation-1082	
	Text Amendment-1081	
	Sign Deviation-1080	
Accessory Building Review-1083C	Other:	
BRIEFLY DESCRIBE YOUR REQUEST (Use Attachments if Necessary)		
ETAIL BANK BROWERS TO INCEASE EXISTING	SETBOLK GUDYIOUS.	
LCIANCE REDUKES WILL BE 144' SETBAL		
TEAL BY 20') AND 103' ALONG D	leave Ro (INCREUSE	>
SETENCE BY 41') Page 1	10/15	

LEGAL DESCRIPTION OF PROPERTY (Use Attachments if Necessary):				
Karauazaa Mich				
TAX LEGAL DESCRIPTION (SEE ATTERNED)				
PARCEL NUMBER: 3905- 13-230-062				
ADDRESS OF PROPERTY: 5018 WEST MAIN, KALAMAROO, MI				
PRESENT USE OF THE PROPERTY: ZETLIL CONL				
PRESENT ZONING	SIZE OF PROPERTY 0,9 Acres			
NAME(S) & ADDRESS(ES) OF ALL OTHER PERSONS, CORPORATIONS, OR FIRMS HAVING A LEGAL OR EQUITABLE INTEREST IN THE PROPERTY:				
Name(s)	Address(es)			
*				
SIGNATURES				
I (we) the undersigned certify that the information required documents attached hereto are to the bes I (we) acknowledge that we have received the Tow Infrastructure. By submitting this Planning & Zon Oshtemo Township officials and agents to enter the of completing the reviews necessary to process the	t of my (our) knowledge true and accurate. nship's Disclaimer Regarding Sewer and Water ning Application, I (we) grant permission for e subject property of the application as part			
Owner's Signature(* If different from Applicant	1/10/2019 Date 1/10/2019			
Applicant's Signature	Date			
s to:				

Copies to:
Planning –I
Applicant -1
Clerk –I
Deputy Clerk –1
Attorney-1
Assessor –1
Planning Secretary - Original

PLEASE ATTACH ALL REQUIRED DOCUMENTS

2



EXIST MH #8

SITE INFORMATION

I. PARCEL ADDRESS: 5018 W MAIN STREET KALAMAZOO, MI 49009

2. OWNER: CONSUMER'S CREDIT UNION 7200 ELM VALLEY DRIVE KALAMAZOO, MI 49009

ARCHITECT: BOSCH ARCHITECTURE

8065 VINEYARD PKWY KALAMA*ZOO*, MI. 49*00*9 (269) 321-5151

DRIESENGA C - LOCAL BUSINESS 5. ZONING: DISTRICT

6. PROPOSED LAND USE: COMMERCIAL - CREDIT

29,463 SF +/-0.68 ACRES +/-

8. LAND USE PERCENT (%): BUILDINGS: 7.3 PAVEMENTS: 75.3 GREEN: 17.4

2,143 SF +/-9. BUILDING TYPE: CREDIT UNION

19' ACTUAL IO. BUILDING HEIGHT:

II. PARKING REQUIRED:

BANK OR CREDIT UNION: I STALL PER 150 SF NET FLOOR AREA (NFA)

2,143 SF GFA X 0.75 = 1,607 SF NFA 1,607 SF NFA / 150 SF NFA = 11 STALLS REQ.

> TOTAL = II STALLS REQUIRED (I B.F.) 21 STALLS PROVIDED (2 B.F.)

DRIVE THROUGH FACILITY STACKING: 3 STACKING SPACES PER DRIVE THROUGH LANE. STACKING SPACES ARE TO BE A MINIMUM OF IO' WIDE BY 20' LONG.

3 DRIVE THROUGH LANES X 3 = 9 STACKING SPACES 9 + STACKING SPACES PROVIDED

12. LANDSCAPING REQ: SEE LOOI

13. SITE LIGHTING: SEE C004

14. OCC. CLASSIFICATION: B - BUSINESS 15. CONSTRUCTION TYPE:

NOT SPRINKLED 16. FIRE SPRINKLING: GENERAL NOTES (SITE WORK)

CONTROL MEASURES SHALL BE PERFORMED BY THE CONTRACTOR IN COMPLIANCE WITH PART 91 OF PUBLIC ACT 451 OF 1994.

b. ORGANIC TOPSOIL SHALL BE STRIPPED FROM THE CONSTRUCTION AREA AND STOCKPILED AS INSTRUCTED BY THE G.C. FOR LATER USE.

2. EARTHWORK:

a. CALL MISS DIG AT 1-800-482-7171 BEFORE BEGINNING EXCAVATION.

b. EXCAVATION SHALL BE LEVEL TO EXACT DEPTHS AND DIMENSIONS INDICATED ON DRAWINGS.

c. CONSTRUCTION OF FOUNDATIONS AND SLABS-ON-GRADE WILL BE ON COMPACTED FILL IN MOST AREAS. LAYERED COMPACTION SHALL BE PERFORMED TO A MINIMUM DENSITY OF 95 MAXIMUM DRY DENSITY AS DETERMINED BY ASTM DESIGNATION D-1557 VALUES

d. PLACE A MIN, 6 INCHES OF BANK RUN SAND COMPACTED TO 95% OF MAXIMUM DENSITY

UNDER ALL FLOOR SLABS ON GRADE. e. SOIL TESTING WILL BE CONTRACTED AND

F. SITE SHALL BE FINE GRADED BEFORE PLACING TOP SOIL OR GRANULAR BASE MATERIAL.

g. EXTERIOR SURFACE DRAINAGE SHALL BE AWAY FROM BUILDINGS, 5% 10'-0" OUT FROM BLDG.

h. ALL TOPOGRAPHICAL INFORMATION WAS FURNISHED BY WIGHTMAN AND ASSUMED CORRECT. THE CONTRACTOR SHALL VERIFY ALL EXISTING AND NEW GRADES PRIOR TO COMMENCEMENT OF ANY WORK, THIS OFFICE SHALL NOT BE HELD RESPONSIBLE FOR ANY MISSING OR ERRONEOUS

REQUIRED LANDSCAPE IS SHOWN ON LANDSCAPE PLAN, SEE LOOI FOR PLANTING DETAILS, APPROPRIATE PERMITS TO BE OBTAINED FROM OSHTEMO TOWNSHIP.

AN EMERGENCY KNOX BOX FOR FIRE DEPARTMENT ACCESS WILL BE PROVIDED IF REQUIRED, KNOX BOX LOCATION TO BE DETERMINED UPON SUBMITTAL OF BUILDING PLANS, IF REQUIRED.

A FIREFIGHTER RIGHT-TO-KNOW AND HAZARDOUS MATERIALS RIGHT TO KNOW FORMS TO BE SUBMITTED PRIOR TO ISSUANCE OF A BUILDING PERMIT, IF REQUIRED,

GENERAL NOTES: ALL OUTDOOR LIGHTING WILL BE INSTALLED AND MAINTAINED CONSISTENT WITH OSHTEMO TOWNSHIP ZONING CODE. IE: LIGHTING DEVICES SHALL BE ADEQUATELY SHIELDED AND SCREENED SO THAT NO LIGHT WILL GLARE DIRECTLY ONTO ANY PUBLIC

ALSO ALL LIGHTING SHALL SHALL BE SHIELDED FROM ADJACENT RESIDENTIAL DISTRICTS PER OSHTEMO TOWNSHIP ZONING.

GEN CONTR WILL PROVIDE NECESSARY SOIL BORINGS AS DIRECTED BY OSHTEMO TOWNSHIP. GEN CONTR WILL ALSO PROVIDE PERMEABILITY TESTS IF REQUIRED. WHICH WILL INCLUDE

GROUNDWATER INFORMATION. ALL PAVEMENT MARKINGS AND TRAFFIC SIGNS MUST CONFORM TO THE STANDARDS SET FORTH IN THE CURRENT EDITION OF THE MICHIGAN MANUAL OF UNIFORM TRAFFIC CONTROL DEVICES.

5018 Wes

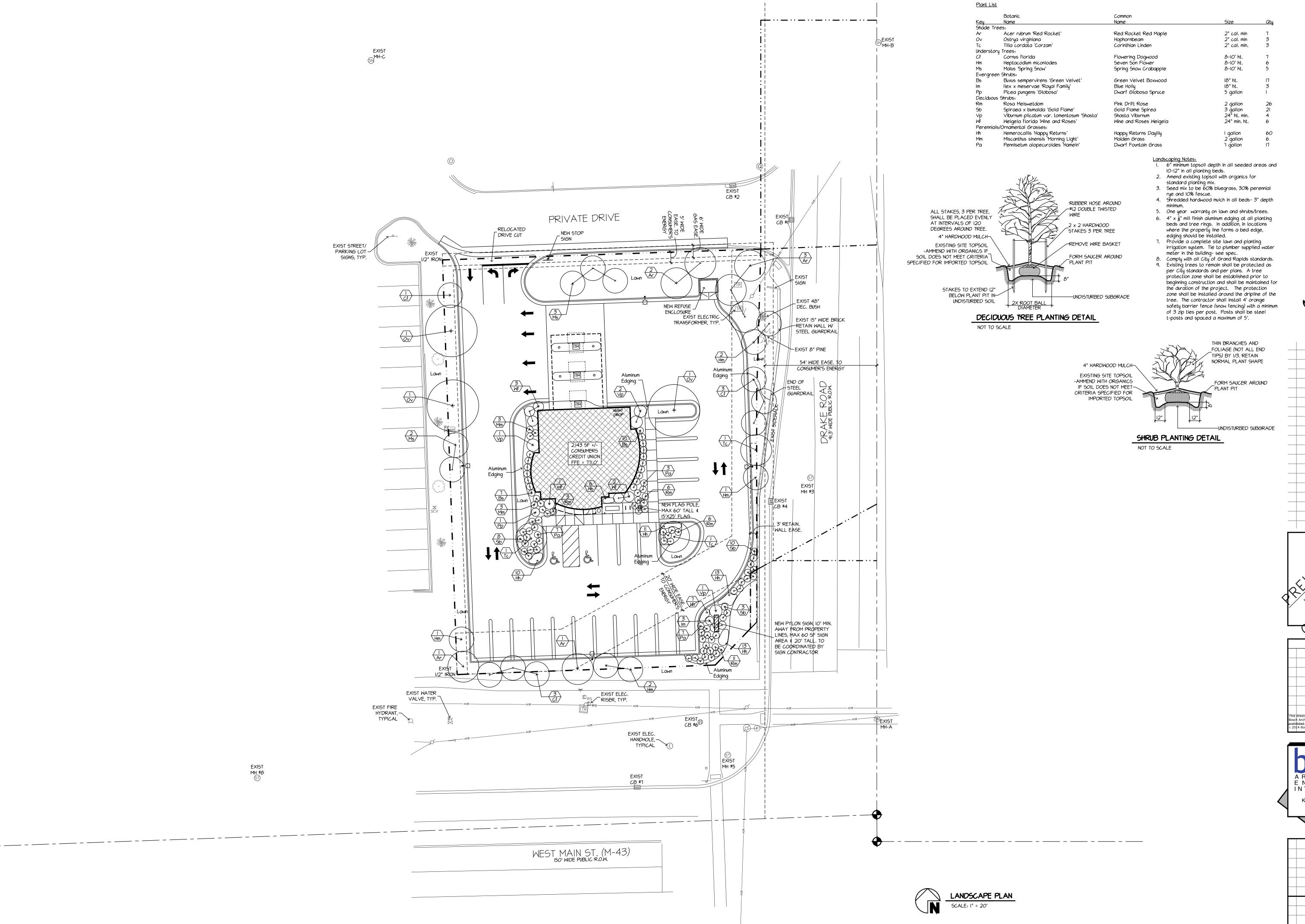
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INTERIOR DESIGN 8065 Vineyard Parkway Kalamazoo, Michigan 49009 ph: 269-321-5151 www.boscharch.com

JOB NUMBER

DEVELOPMENT

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JOB NUMBER
17068

LANDSCAPE PLAN

17068L001.dwg

