



City Hall
208 North First Avenue
Alpena, Michigan 49707
www.alpena.mi.us

Planning & Development

AGENDA

City of Alpena Planning Commission

Regular Meeting

Tuesday, August 20th 2019, 7:00 p.m.

Alpena, Michigan

CALL TO ORDER:

ROLL CALL:

PLEDGE OF ALLEGIANCE:

APPROVAL OF AGENDA:

APPROVAL OF MINUTES: Meeting July 30, 2019

PUBLIC HEARING AND COMMISSION ACTION:

BUSINESS:

P.C. Case No. 19-Z-02. Hope Network Affordable Independent Living & Services, 3075 Orchard Vista Dr SE, Grand Rapids MI 49546 are requesting the property located at 555 S Fifth Avenue is rezoned from R-2 Single Family Residence District to Planned Unit Development District for the purpose of converting the existing vacant school building to an independent senior living facility. Article 5.24

COMMUNICATIONS:

REPORTS:

1. Development Update-

CALL TO PUBLIC:

MEMBERS' COMMENTS:

ADJOURNMENT:



MINUTES
City of Alpena Planning Commission
Regular Meeting
July 30, 2019
Alpena, Michigan

CALL TO ORDER:

The regular meeting of the Planning Commission was called to order at 7:00 p.m. by Paul Sabourin, Planning Commission Chair.

ROLL CALL: PLANNING COMMISSION

PRESENT: Kirschner, Austin, Wojda, Mitchell, Gilmore, Sabourin, VanWagoner, Boboltz

ABSENT: Lewis

STAFF: Adam Poll (Director of Planning & Development), Cassie Stone (Recording Secretary).

PLEDGE OF ALLEGIANCE:

Pledge of Allegiance was recited.

APPROVAL OF AGENDA:

Agenda was approved as printed

APPROVAL OF MINUTES:

June 11, 2019, minutes approved as printed.

PUBLIC HEARING AND COMMISSION ACTION:

1. **P.C. Case No. 19-SU-01.** Cherokee Girard, 147 Barry Street, Alpena MI 49707, has requested a special use permit to allow for a daycare (7-12 children) to be located at 147 Barry Street in the R-2 One-Family Residential District. Article 5.7B and 7.10. Poll presented the Staff Report and Recommendation to the Commission.

Girard, 147 Barry Street Owner, stated she already has the license for six children. Three of the parents are pregnant so she would like to keep the families together is the reason she is requesting this special use permit to up the amount of children she is allowed so brothers and sisters can be together.

FAVOR:

None.

OPPOSITION:

None.

Closed public hearing at 7:06

COMMISSIONER'S DISCUSSION AND ACTION:

Gilmore questioned if the applicant was going to exceed the capacity of the license of 12 children in which Girard stated no. Sabourin questioned if there was indeed a fence at the property in which the applicant stated yes and that she owns two lots there. Wojda suggested that in regards to the letter received on the traffic issues, it appears to be directed toward one specific vehicle rather than traffic at large in the roadway.

Motion made by Boboltz, to approve the special use request subject to the approval of the recommendations of staff listed on report A. through I., and the requirements needed. ***Seconded by Wojda.***

Ayes: Mitchell, Gilmore, VanWagoner, Boboltz, Sabourin, Austin, Wojda, Kirschner

Nays: None

Absent: Lewis

Motion approved by a vote of 8-0.

2. P.C. Case No. 19-TX-01. The City of Alpena has filed a request to amend the following sections of the City Zoning Ordinance relative to allowing Medical Marijuana Facilities as a use allowed by special land use permit.

Poll stated that he did not include a prepared staff report since this has been talked about at length. The first part Poll has indicated on the sheets provided specifying the five different types of commercial medical marijuana facilities that are allowed and regulated straight from the state law. Poll adds the other area of significant change that was included in the Planning Commissioner's packet is section 7.22., which states that all facilities must maintain buffers from the listed protected uses. Poll indicated adding under section 7.22 A. language that states buffers should be specified as being measured from the edge of the property line and not from the building. Poll also added language on District Regulations. Modifications in this section would allow Medical Marijuana facilities in certain districts with the approval of a special land use permit. Industrial Districts (I-1 and I-2) would allow Grow Facilities, Testing Facilities, Secure Transport Facilities, Processing Facilities and Provisioning Centers. Most Office, Business and Commercial Districts (OS-1, B-3, B-2, and CCD) would allow Testing Facilities and Provisioning Centers and the Central Business District (CBD) would allow Provisioning

Centers. Poll noted that these are the same recommendations that were given to Council.

FAVOR:

Jerry Griffin, President of GMG Public Affairs Consulting from Brighton, stated that he would recommend that the Planning Commission reconsider the buffers around a day care center. Day cares centers are often hard to identify where they are located and once they are it can become a conflict. Griffin also adds that children are getting driven to the day care and dropped off there, picked up from there and driven home. They are not wandering away from the day care center. Another buffer in question is the distance from one provisioning center to another. Although it is not anticipated that this would happen it can sometimes get challenging with the zoning and regulations put in place where provisioning centers could exist. Griffin does not feel that the language of 500 feet is necessary but to make it seem more feasible for the language to state that provisioning centers can't be store front to store front in the notice of it being a concentration. Griffin states that with allowing two he doesn't feel it will be an issue.

OPPOSITION:

None.

Closed public hearing at 7:19

COMMISSIONER'S DISCUSSION AND ACTION:

Wojda questioned if there was anything in the early sections of the ordinance that provides for general measurement standards. Wojda feels that buffers should be defined which would solve the measurement issue. Poll added that as long as it's ok with the Planning Commission he would define the measurement from the property line or improved area of property. Wojda added whichever is less restricted. Wojda also suggested in article 2 to remove the (medical) in parenthesis and word it Medical Marijuana Facilities and also under article 7 to add medical in front of Marijuana Facilities so there is no confusion on if recreational marijuana is allowed. Also in article 7 add the word of after City of Alpena consist "of" five different types of facilities. Language stating as defined in article 2 should also be added. Wojda also suggested adding language that states Medical Marijuana Facilities are subject to special regulations (the buffer language will follow below that). Mitchell questioned recreational marijuana. Poll stated that city council has opted out of allowing recreational marijuana. Boboltz questioned if the planning commission wanted to agree or disagree with what Griffin said. Mitchell feels that the buffer should stay the same for the daycares. Poll added that most daycares are going to be located in residential districts. There will probably be some that will border commercial districts that could become an issue. Sabourin questioned if a map was available to show all the special use

permits for daycares that have been granted previously. Poll stated he does not have one available right now but could be produced. Austin questioned if a daycare with 1-6 children was still considered a daycare in which Poll replied yes, they are still state licensed. Kirschner added that LARA (Michigan Department of Licensing and Regulatory Affairs) holds all that information. Sabourin mentioned that City Council should be made aware of what Griffin said and explain to them that the Planning Commission just came up with numbers for said buffers of day care centers etc., and this could be added to the motion since council will be making the ultimate decision.

Motion made by Wojda, to approve the ordinance language as suggested through amendment today and also move to forward to council the public comments that were received today with regard to buffer zones especially. **Seconded by Mitchell.**

Ayes: Sabourin, Kirschner, Austin, Mitchell, Wojda, VanWagoner, Boboltz, Gilmore

Nay: None

Absent: Lewis

Motion approved by a vote of 8-0.

Poll stated that he will need to draft the stand alone ordinances with the City Attorney as well as any odor control issues after that is completed then it will be forwarded to council to attempt to adopt. Since it is an ordinance change, it will have to go through two readings and then it will be published. This will not be presented at the next council meeting but potentially the following meeting. Then there will be a period of time where we will take applications from people interested in operating facilities. Poll assumed that will be two months but wasn't positive. Poll also added that at this time he does not know how the applicants will be selected.

COMMUNICATIONS: None

REPORTS:

1. Development Update: Poll stated that work with the MEDC continues on a number of projects although they recently changed their match of ten percent with public improvements. They are in the process of revaluating and have not got back to Poll yet on what the change will be. Poll added that they are currently working with the owner of the Antique Store to try to get some development at that location. Park Place road project was put on hold to allow traffic to access for Brown Trout Festival.

CALL TO PUBLIC: None

MEMBERS COMMENTS: None

ADJOURNMENT: There being no further business, the meeting was adjourned at 7:39 p.m.
by Sabourin, Planning Commission Chair.

Wayne Lewis, Secretary

Memorandum



Date: August 16, 2019

To: Planning Commission

Copy: Greg Sundin, City Manager

From: Adam Poll, Planning and Development Director

Subject: PC 19-Z-02- Rezone 555 W Fifth (Former Bingham School) from R-2 to PUD to allow a 40 unit senior independent living facility.

RE: **P.C. Case No. 19-Z-02.** Hope Network Affordable Independent Living & Services, 3075 Orchard Vista Dr SE, Grand Rapids MI 49546 are requesting the property located at 555 S Fifth Avenue is rezoned from R-2 Single Family Residence District to Planned Unit Development District for the purpose of converting the existing vacant school building to an independent senior living facility. Article 5.24

Background: Bingham School is a vacant elementary school located at 555 W Fifth Street in an R-2 zoning district located in a neighborhood consisting primarily of single-family homes. The applicant, Hope Network has submitted a site plan for a 40-unit independent senior living building. This would include an addition of a wing on the rear of the building in order to increase the over all residence count. Bingham School has previously been used as a public school and a charter school, but the charter school left the building a number of years ago eventually selling the building to a private company.

Zoning and Planning Issues: The property in question is zoned R-2 Single Family Residence District which is typical for schools as they are a permitted use in the residential district with a special permit. The applicant is requesting a conversion to a multi-family building specifically for independent income restricted senior housing. The applicants could have requested a rezone to RM-2 Multiple Family Residential District which allows 6 or more units per acre (The site in question contains 1.34 acres.) But as the site is among single family home a Planned Unite Development (PUD) was thought to be more appropriate as any significant changes to the design or scope in the future would have to go through the public hearing process. This site meets or exceeds the minimum requirements to be zoned to a PUD.

The use for residential housing would appear to be the best use for the existing building. Staff would note that there is a trend from school systems to prefer new buildings as opposed to utilizing older buildings due to the lack of modern systems and amenities. Assuming this trend continues, the odds of this building being able to be utilized as a school would be low.

The site plan currently shows 40 off street parking spaces and appears to show the possibility of using the local streets for any overflow parking needs. The Zoning Ordinance requires one parking space for every four units for elderly housing and one parking space per employee on the largest shift. The Ordinance does not define elderly. Multiple-family housing requires one- and one-half parking stalls for each

efficiency and two stalls for each unit with two bedrooms or more. The proposed development would consist of nine two-bedroom units and 31 one-bedroom units which would usually require 65 parking stalls. As this would be independent senior living, the amount of staff would appear to be minimum so anywhere between 15 (assuming five employees max on a shift) stalls and 65 parking stalls. As the request is a PUD, no variance would be needed for parking. Ultimately it would appear to staff that this use would fall somewhere between elderly housing (which would appear closer to an assisted living home) and multiple family housing. Forty stalls would appear to be adequate, but if green space is desired, the applicant could make a case that less parking would be required.

The applicant has indicated that they would buffer the parking area and the new addition from the neighboring residence. Staff would prefer to add a condition requiring that a six-foot-tall privacy fence is required to be constructed along the property line shared with the residences to the northwest.

The existing building does appear historic in nature. Staff records show the building was constructed in 1936, and there are few large-scale masonry buildings left in Alpena, even fewer outside the downtown. The applicants have indicated in their narrative that the addition to the building would be brick. The elevations submitted show the building in vinyl. The applicants have indicated the addition matches the surrounding residential style of housing in the rest of the single-family neighborhood. When asked why the narrative said the addition was brick and the elevations showed a vinyl sided residential style the applicant noted the brick along the base of the proposed addition. Staff would prefer to see any new construction match the historic nature of the building and be constructed to match the existing brick building and match the style of the existing building as well. The applicants have noted that cost is a factor in their proposed design.

The applicants have indicated that this will be an income restricted building limited to seniors. Although there can sometimes be concern voiced regarding income restricted developments, the role of the planning commission is the look at the development itself regarding density, style, drainage, and impact on the neighborhood. Where a development is market rate or income restricted should not have an impact on land use.

At this point staff has not received a landscape plan. Given the timeline from the applicant, staff would ask that one is prepared, prior to adoption from City Council.

Staff has received a letter which was included in the packet noting several concerns regarding the proposed development. Concerns ranged from the ownership of the property, to the lack of greenspace, and a concern the density would be out of sync with the neighborhood, and a concern this development would bring down property values. No other communications have been received at this time.

The Future Land Use Map in the Comprehensive Plan calls out this area as Intentional and surrounded by one and two family residential. As the building is a former school, it was expected to remain as such when the Comprehensive Plan was adopted.

Site Plan Review:

1. Setbacks- The new addition would be rather close to existing single family residential to the north. The applicants have proposed a six-foot privacy fence for screening. Other setbacks would not appear to change.
2. Parking- Parking would appear to be adequate as discussed earlier in the report.

3. Stormwater - Engineering requires that all storm water must be controlled, and any offsite impact must be minimized. There are adequate water in sewer connections. The site as it exists has some storm water issues that drain on to an adjacent residential property to the north, drainage would have to be contained on site.
4. Dumpster- A dumpster is shown, the zoning requires a dumpster to be screened by similar materials to the buildings which in this case would be masonry.

Recommendation: The development in question would appear to be the best type of use given the vacant school building which is unlikely to be utilized for school purposes in the future. The proposed addition would not appear to match the existing historic masonry building. There would appear to be adequate off-street parking for the proposed use.

Therefore, staff recommends **approval** of the rezone request from R-2 Single Family Residence District to Planned Unit Development (PUD) District for the purpose of developing a 40-unit independent senior living facility with the following conditions:

1. The new addition is constructed to match the style of the existing building with a flat roof and a masonry exterior.
2. A six-foot-tall privacy fence is constructed between the proposed development and adjoining residential to the northwest.
3. The dumpster is screened with masonry on three sides.
4. A landscape plan is completed meeting zoning ordinance criteria prior to any construction.



PC Case No. 19-Z-02



PC Case No. 19-Z-02



PC Case No. 19-Z-02



Residential properties near the addition area



Residential properties across 5th Street



PC Case No. 19-Z-02



Adjoining residential property to the northwest

Project Narrative
Hope Network Housing and Community Development
Alpena Bingham School

Project Description

Hope Network Housing and Community Development (HNHCD) is planning a 40-unit affordable housing development in downtown Alpena, Michigan. The project will consist of the renovation of the former Alpena Bingham School and include a two-story addition. A community room, property manager office, and elevator will be located in the school building. All units are proposed to be funded through 9% LIHTC from MSHDA and a permanent mortgage.

The Alpena Bingham School is located at 555 S. 5th Avenue and is approximately one-half mile from Alpena downtown business district. The project is bounded by S. 5th Avenue, McKinley Avenue and Saginaw Street. Upon successful LIHTC funding, construction of Phase I housing units would begin in fall 2020. The school building will undergo a significant interior rehab and restore the existing exterior brick facade. The exterior façade of the two-story addition will be brick.

Tenants Served

The project is proposed to serve seniors making between 30% (with Project Based Vouchers) and 80% of area median income (AMI) for Alpena County.

Unit Mix

The unit configuration proposed for the existing school building is as follows:

- 14 one-bedroom apartments
- 7 two-bedroom apartments
- 3 one-bedroom lofts.

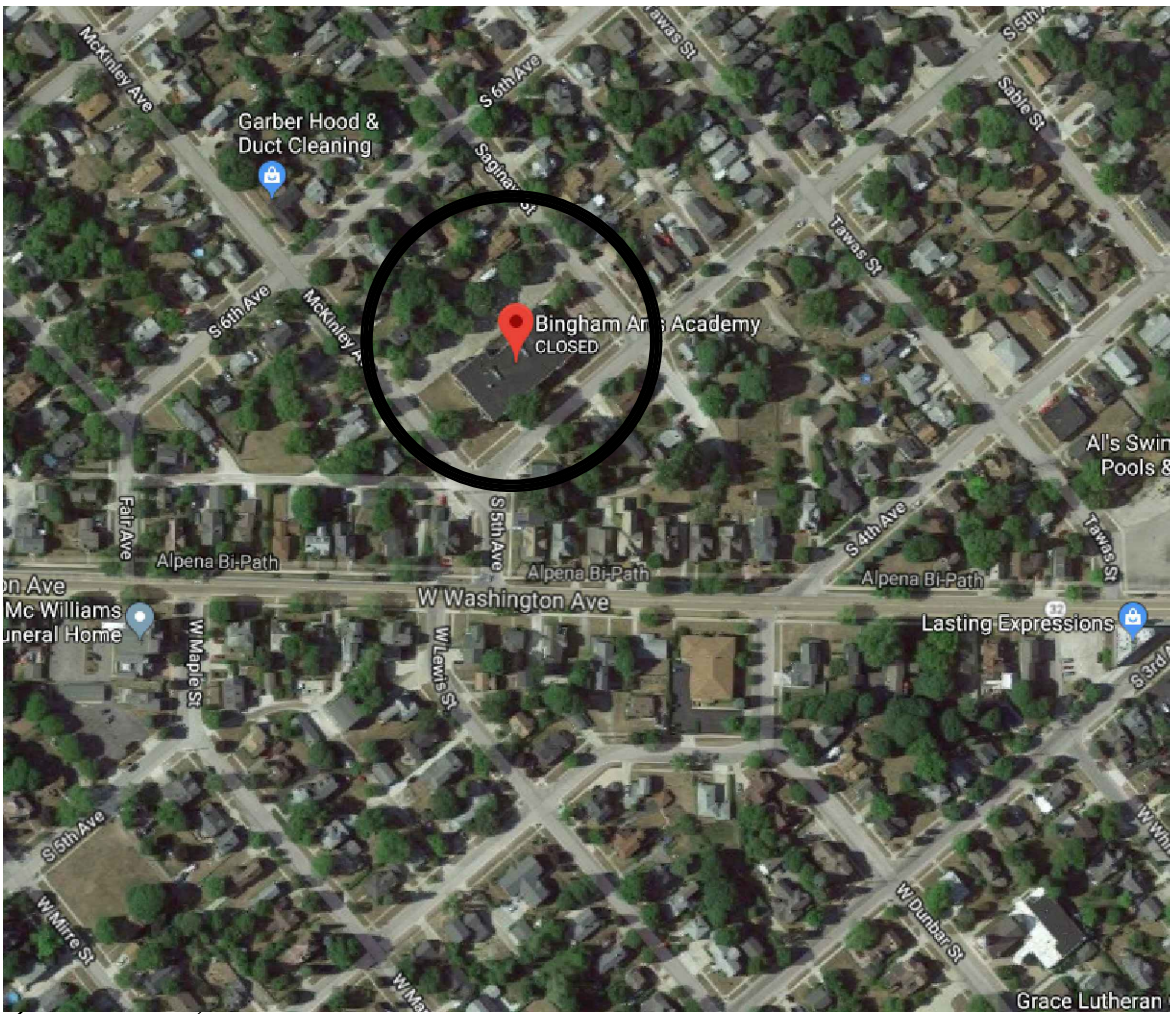
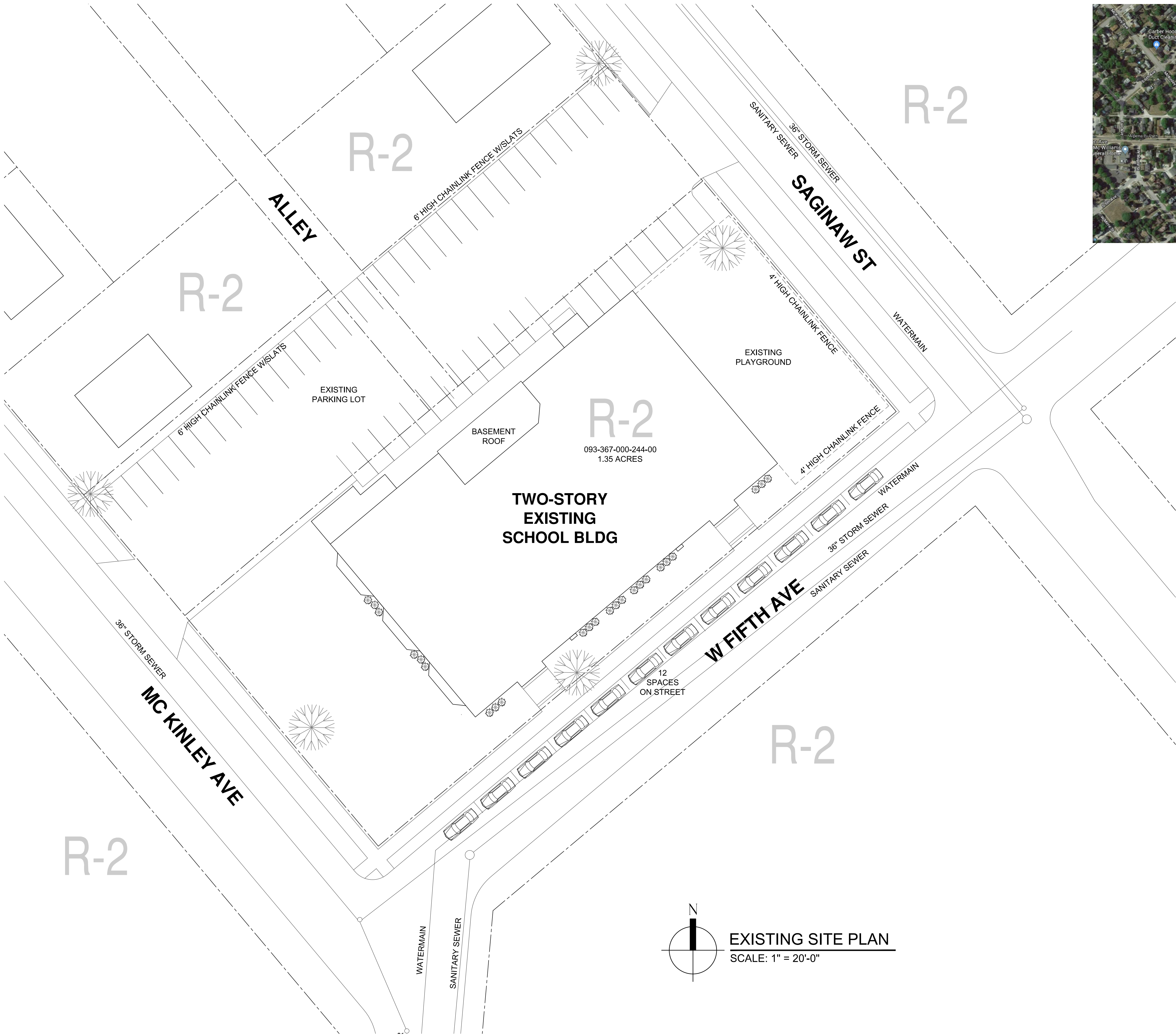
The unit configuration proposed for the new addition to the building is as follows:

- 14 one-bedroom apartments
- 2 two-bedroom apartments

More detail on unit square footages and income targeting are included in this request.

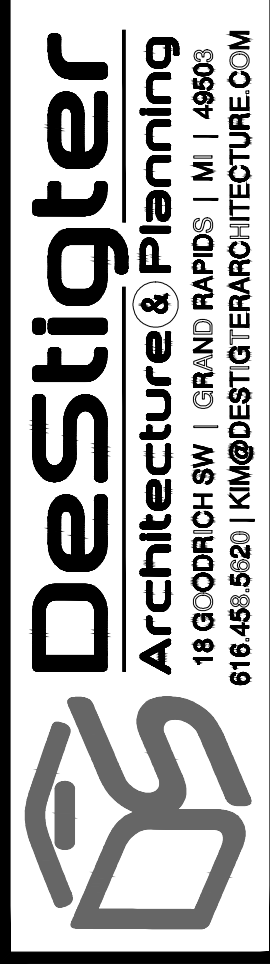
Hope Network

Hope Network Affordable Independent Living NPHC (“Hope”) is a 501c3 nonprofit with its principal office located in the Grand Rapids metropolitan area. Hope’s service footprint extends throughout Michigan including several housing and service locations in northern Michigan. Our desire is to house those individuals who experience the highest barriers to housing, especially those susceptible to homelessness. Hope’s vision is that supported services coupled with appropriate housing will allow our identified populations to achieve their highest level of independence. We have a particular desire to serve those with the developmental disabilities, mental illness, substance-abuse disorders, chronic homelessness, youth aging out of foster care, families, seniors, victims of domestic abuse, returning citizens, and veterans.



LOCATION MAP

SITE INFORMATION		
	SF	ACRE
Total Site Area	59,125	1.35
Existing BLDG Footprint	17,149	0.39
Asphalt Parking & Concrete	22,941	0.53
Total Covered Area	40,090	0.92
Green Space %	32%	
Structure Coverage %	29%	
Total Covered Area %	68%	

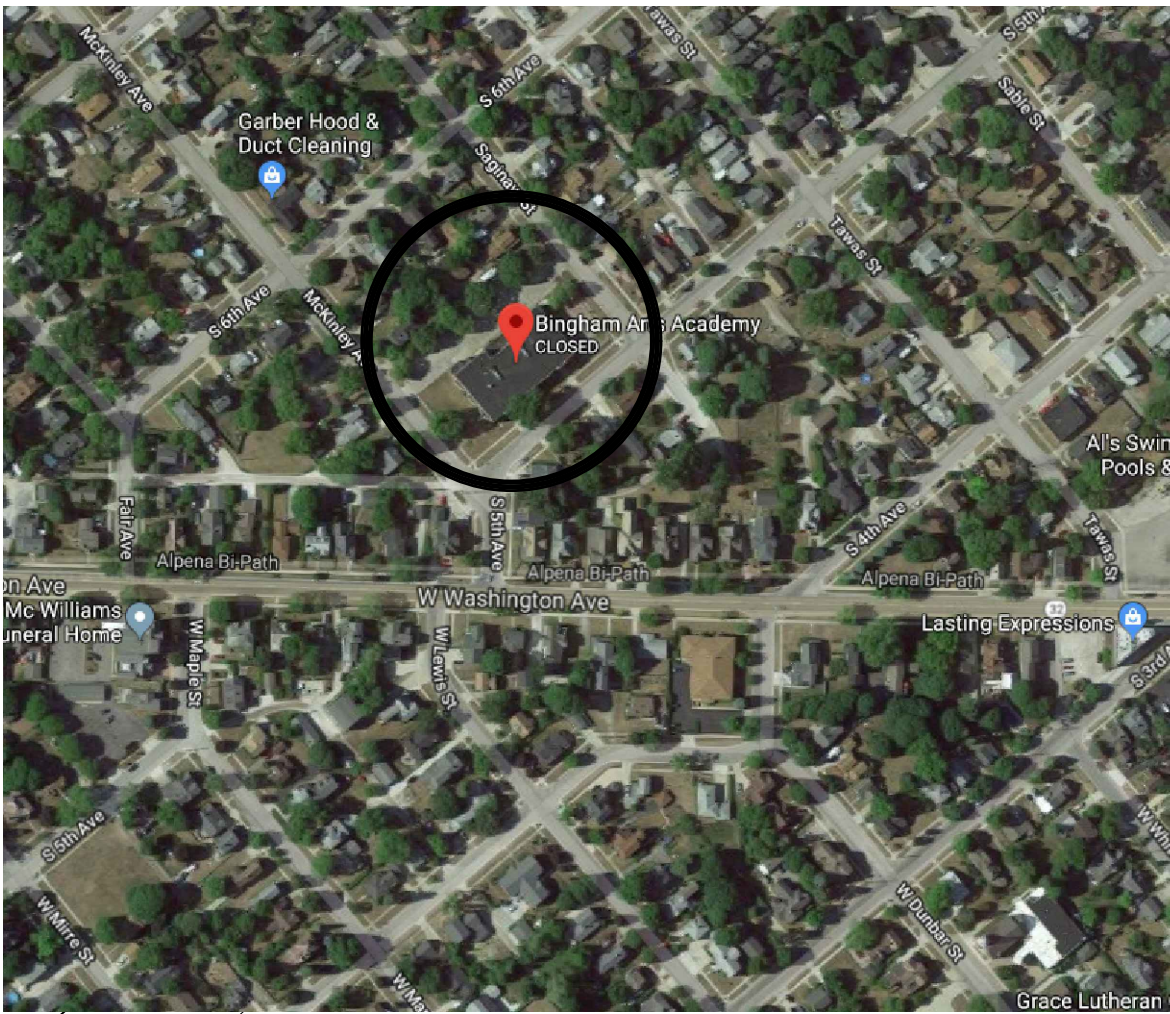
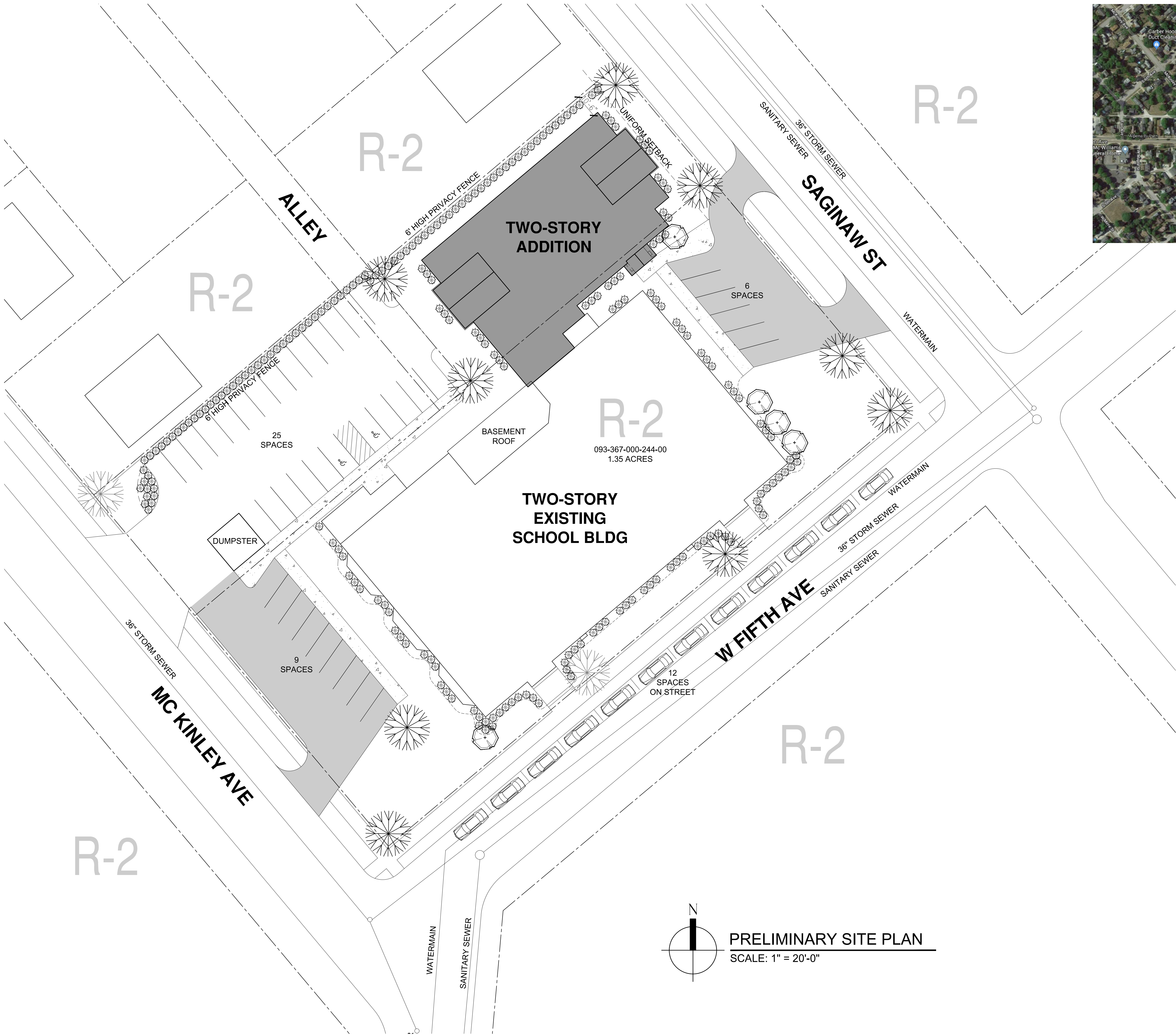


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DEVELOPER:
HOPE NETWORK
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ALPENA
ADAPTIVE RE-USE & ADDITION
555 S 5TH AVE. | ALPENA | MICHIGAN 49707

SHEET TITLE:	DATE:	ISSUED FOR:	DATE:	REVISION:
	07/18/19	OWNER REVIEW		
	07/22/19	CITY PUD SUBMISSION		
DRAWING NO.				
C1.0				

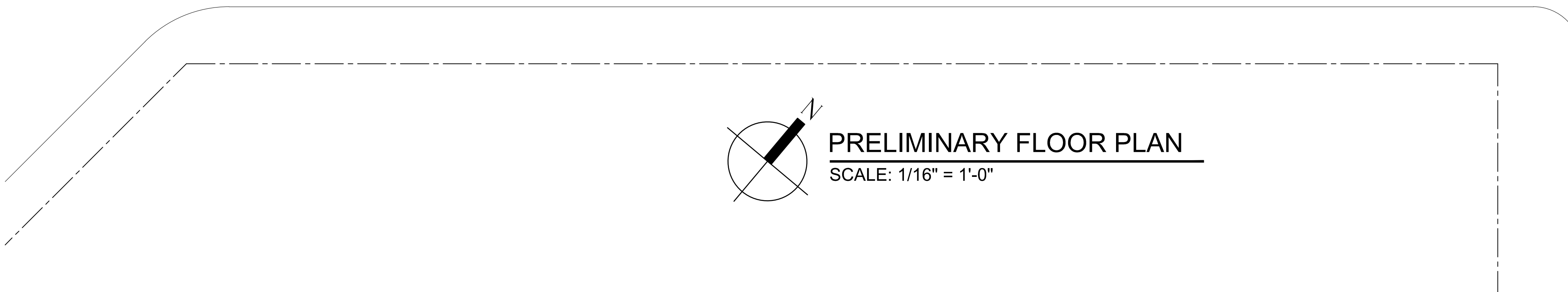


LOCATION MAP

SITE INFORMATION		
	SF	ACRE
Total Site Area	59,125	1.35
Existing BLDG Footprint	17,149	0.39
New Addition Footprint	6,480	0.15
Total Structure Footprint	23,629	0.54
Asphalt Parking	15,468	0.36
Concrete Walks	2,227	0.05
Total Paved Area	17,695	0.41
Green Space %	30%	
Structure Coverage %	40%	
Total Covered Area %	70%	
Existing Units	0	Per acre
New Units	40	0.00
Total Units	40	29.63
Total Parking Spaces	40	
Parking Space/Unit Calc.	1	
Typical Parking Space		9' x 18'

PRELIMINARY SITE PLAN

SCALE: 1" = 20'-0"





SOUTHEAST ELEVATION

SCALE: 3/16" = 1'-0"



EXISTING NEW

NORTHEAST ELEVATION

SCALE: 3/16" = 1'-0"

SHEET TITLE:	DATE:	ISSUED FOR:	DATE:	REVISION:
	07/18/19	OWNER REVIEW		
	07/22/19	CITY PUD SUBMISSION		
DRAWING NO.				
A2.0				



NORTHWEST ELEVATION

SCALE: 3/16" = 1'-0"



SOUTHWEST ELEVATION

SCALE: 3/16" = 1'-0"

NEW EXISTING

SHEET TITLE:	DATE:	ISSUED FOR:	DATE:	REVISION:
	07/18/19	OWNER REVIEW		
	07/22/19	CITY PUD SUBMISSION		
DRAWING NO.				
A2.0				

Zoning Amendment – Hope Network / Bingham School

4. Impact of Request

- The existing school building would be renovated into 24 apartments with a 16 apartments addition to the north. We are anticipating that the facility will serve primarily independent seniors who are residents of the Alpena area. There may be some supportive services contracted from outside the facility, but it will not be licensed as assisted living.

A. Public Utilities:

- The building is located in area where all utilities; water, storm, sewer, gas and power are all readily available.
- The impact on the water and sewer utilities will be minimal. The water and sewer services were sized for the peak demand of a school using old flush valve type fixtures. This included showers for the gym as well as a school kitchen. The new apartments will utilize high efficiency low flow plumbing fixtures which may even reduce the total water consumption from the previous building use.

B. Public Service:

- The building and addition will be protected with an automatic sprinkler system reducing the probability of a fire requiring emergency personnel response.
- This project is targeting older adults that are self-sufficient. This is not an assisted living facility. Excessive ambulance service is not anticipated.
- We anticipate that our residents will recreate in the community like other residents. No special considerations or services are expected from Alpena.
- Our senior residents will not impact the school system other than potential volunteer activity in the schools.
- Some of our residents will have cars but our experience with senior facilities suggests that the car ownership is not at the same level as a typical apartment complex. Dial-a-ride would be beneficial to our residents without cars.
- We do not anticipate special equipment required for our projected population.

C. Transportation:

- The project is in a portion of Alpena where the streets, sidewalks and utility infrastructure are all in place and connected back to the immediate community.
- An off-street parking space is provided for all apartments. Adequate snow storage is provided at the ends of the parking lots.
- The new site plan does not significantly change the paved area on the site. Part of the parking lot in the rear of the site will become a building with landscaped perimeter, the existing parking lot on the northeast side of the building will be reduced and the paved area redistributed to both sides of the existing building. This will allow us to frame both sides of the front of the building with landscaping.
- The existing chain link fence will be removed.

- The project will generate some traffic, but the nature of a senior population is that they are most likely to take fewer trips per day than a younger working adult with children. We believe that the traffic activity will certainly be far less than a school would generate.

D. Environment:

- The project will be certified by an agency approved by Michigan State Housing Development Authority.
- One of the critical items in the point scoring system for environmental projects is the reuse of an existing building. There are no new natural areas, wildlife, groundwater, drainage, topography, groundwater, flood areas, or waterways effected by this renovation and addition.
- In addition to a green building the certification includes environmental considerations for low flow plumbing fixtures, storm water treatment, landscaping materials, low flow irrigation systems, connections to transit systems, bike storage, and other items.
- The existing Bingham School building is of historic and aesthetic significance and contributes positively to the character of the neighborhood. The design approach to the architecture is to maintain the brick façade and detailing of the school building to the greatest extent possible. The addition will borrow elements from the existing building but be more subdued to allow the school building to maintain prominence on the site. The addition includes a gabled portion which borrows imagery and scale from the historic homes in the neighborhood and facilitates compatibility with the adjacent residential structures.

Poll, Adam

From: Cecilia Peasley <kaucec@gmail.com>
Sent: Friday, August 16, 2019 12:49 PM
To: Poll, Adam
Subject: Hope network issues

Dear Adam,

Thank you for sending me the notice of public hearing, however, I received it yesterday and the hearing is on Tuesday. This is not providing adequate notice for individuals to plan to attend especially in view of the fact that it only allows for a few days to rearrange schedules. That is generally, in my opinion, a tactic that is used in order to push things forward without sufficient public input.

I have just yesterday become aware of the fact that it takes a full seven to nine days for mail to arrive when sent from one location in Alpena to another. Subsequently, and in view of this fact, you need to probably take greater effort in providing leeway for a more than lethargic mail delivery system.

In view of this I would like to voice my opinion as to the issue of providing public housing in the proposed region. It would be nice to hold off on selling this building to these investors and instead seek investors who have interest in the community. This company is from out of town and not at all invested in the city of Alpena. Clearly public housing is developed as a means of certain organizations to make money and not necessarily for the enhancement of the community. Promises can be made now, but who will back up these promises when the need arises.

From what I can see of the proposed development there will be practically no 'green' space. In addition, a 40 unit housing development in the midst of primarily single or multi housing units that rarely exceed 3-4 units in the area would be out of sync with the balance of the neighborhood makeup. There will be no tax base from this housing. There will be, however, a need for services supplied by the city, which will be supported by taxpayers who will not be receiving any benefit from the extra burden of 40 added family units in the area.

It appears to me that Alpena has made significant strides in development of its economic base. To seek and attract public housing development 300 feet from the main entry way into Alpena i.e. Washington Avenue, is not, in my opinion, enticing the movement of individuals with income into the area.

I have noticed the efforts of certain individual homes along Washington Ave to enhance the overall development of their property. This has been a long time coming and now that we see this movement, to be rewarded with the placement of public housing practically next door is defeating to say the least.

It is for the above rationale and especially for the lateness of the notice that I currently stand opposed to the low income housing development in the Bingham school. Please accept this data as part of your decision making.

Respectfully,

Cecilia Peasley.
328 Washington Ave.