

APPROVED MINUTES OF THE REGULAR MEETING OF THE ZONING BOARD OF APPEALS OF THE CITY OF ANN ARBOR October 22, 2008

The Regular Session of the Zoning Board of Appeals was held on Wednesday, October 22, 2008 at 6:00 p.m. in City Council Chambers, 100 N. Fifth Avenue, Ann Arbor, Michigan.

The meeting was called to order at 6:09 p.m. by Acting Chairperson Kathryn Loomis

ROLL CALL

Members Present: (7) C. Carver, D. Gregorka, J. Carlberg, C. Briere, W. Carman, K. Loomis and D. Tope (arr.@ 6:12 p.m.)

Members Absent: (2) C. Kuhnke and R. Suarez

Staff Present: (2) M. Kowalski and B. Acquaviva

Introduction – Acting Chair Kathryn Loomis welcomed the ZBA's newest member, Jean Carlberg. Jean fulfills the vacant seat of Planning Commission representative and replaces former member Ron Ea?? She stated that the Board welcomes her valuable experience.

A - APPROVAL OF AGENDA

A-1 Moved by C. Carver, Seconded by D. Gregorka, "to Approve the Agenda as Presented."

On a Voice Vote - MOTION TO APPROVE - PASSED (Agenda Approved as Presented).

B - APPROVAL OF MINUTES

B-1 Approval of Draft Minutes of the August 27, 2008 Regular Session.

Corrections: Header of minutes says "June" - Change to "August."

Moved by C. Carver, Seconded by C. Briere, "to approve the minutes of the August 27th, 2008 Regular Session be Approved as Amended.

On a Voice Vote – MOTION TO APPROVE – PASSED (Minutes of the August 27th, 2008 Regular Session were Approved as Amended).

B-2 Approval of Draft Minutes of the September 24, 2008 Regular Session.

Moved by C. Carver, Seconded by D. Gregorka, "to approve the minutes of the September 24th, 2008 Regular Session be Approved as Presented."

On a Voice Vote – MOTION TO APPROVE – *PASSED* (Minutes of the September 24th, 2008 Regular Session were Approved as Presented).

C - APPEALS & ACTION

C-1 <u>323 Virginia Avenue – ZBA08-006</u>

Paul and Kristen Nickodemus are requesting one variance from **Chapter 104 (Fences)**, **Section 8:434**, in order to permit a maximum 5 foot 2 inch, 100% opaque fence in the front open space; a maximum 4 feet, 50% opacity is permitted.

Description and Discussion

The subject parcel is located on the corner of Virginia and Charlton Avenue, and as a result, is subject to two front setbacks. The parcel is zoned R1D (Single-Family Dwelling District), which requires a 25 foot front setback. The house was built in 2005, and the fence was constructed in (unknown) - The builder of the fence did not obtain the required fence permit (Zoning Compliance) for the construction of the fence.

The following requirements are excerpts from Chapter 104, Section 8:434(1):

- (1) Fences located in residential districts:
 - (a) In the required front open space shall not exceed 4 feet in height and 50% opacity
 - (b) Shall not exceed 6 feet in height and 80% opacity in any part which is 25 feet behind the front setback line.
 - (c) Shall not have a height of greater than 8 feet at locations other than those described in subsections (a) and (b).

The petitioner has constructed a maximum 5 foot 2 inch high 100% opaque privacy fence within the required front open space of Charlton Avenue, the top 1 foot 3 inches of the fence is 50% opaque. The fence extends 19 feet from the southern side of the house to the front property line along Charlton. The existing house is 20 feet from the front property line along Charlton. The fence continues 50 feet east parallel to the Charlton sidewalk to 4 feet from the driveway and then extends north 24 feet to the side of the detached garage. The fence includes a gate near the corner of the existing garage. The current fence standards were established in 1963.

The subject parcel is located on a corner resulting in 2 front yard setbacks. The parcel has a very narrow lot, and as a result there is little area available for a backyard. Placing the fence at the required front setback line would provide a rear yard of approximately 560 square feet, but would not require a variance. A four foot high 50% opaque fence could be built in the same area as the subject fence without the need for a variance. The fence was constructed to provide a secured rear yard for the residents of the house.

The fence is 52 feet from the sidewalk corner of Charlton and Virginia and approximately 4 feet from the driveway of 323 Virginia. Due to the distance from the intersection of Charlton and Virginia, the fence will not impact the sight lines for that intersection, and will maintain the visual clearance for pedestrian and vehicular traffic. The fence is 4 feet from the driveway on Charlton; this may present some difficulty for vehicles using the driveway to view pedestrian sidewalk traffic from the west. Due to the distance between the curb and sidewalk, it does not appear to present a problem for vehicular traffic along Charlton. Staff has received 10 letters of support from neighborhood residents.

Questions to Staff by the Board

C. Carver (to M. Kowalski) – How did this come to the attention of the city? (M. Kowalski – There was a complaint filed, and when that occurs, we have to investigate.

Petitioner Presentation

Mr. Paul Nickodemus, home owner, was present to speak on behalf of the appeal. He thanked the Board for hearing this and thanked M. Kowalski for walking them through the appeal, as they don't normally do things in this manner and apologized. He stated that the builder had done other fences in the neighborhood, had done a good job and were nice folks. This was presented to him (and is his way of pleading ignorance in the situation) that the builder stated that he would get a permit, if there was a complaint, then he would go back and get a variance. He also stated that this was his own ignorance, as he didn't know how the whole situation worked.

He continued to say that had he known that this fence had been built without a permit, he would never have allowed it to be built at all. They have had other contractors work on other projects in the house, and this has never been an issue previously. The builder did a great job, it was a good investment for us, we were happy with it and then we received the notice from the city that we were in violation of the Zoning Code.

He had written a letter in response to the city's enforcement action, and confirmed with the Board that they had received that communication (the Acting Chair confirmed that they had received it and read it). (He continued to outline his points in the letter).

"We assumed that all the responsibility for lack of attention to following the possible procedure was the builder's responsibility. We've invested \$7000.00 in the fence, we don't think that the fence is a safety hazard and adds to the property and the corner. The most important reason for wanting a fence there was to allow their kids to access the yard via the back door into the yard to play. It's not a super busy neighborhood, but there is not a stop sign on the east-west crossway on Charleton Street. There is a stop sign going north-south on Virginia, but this has always been a concern."

He concluded by saying that they have had tremendous support from the neighbors and asked that the Board consider approving this.

Questions of the Petitioner by the Board

C. Carver (To Petitioner) – The Code allows you a 4', 50 percent opaque fence. Why isn't that sufficient for your purposes? (P. Nickodemus – We didn't know that was the code). That isn't my question. Why isn't a 4 foot, 50 percent opaque fence sufficient for your purposes? (We haven't really thought if it would be sufficient or not. We could think about that if this is something you'd like us to consider). Ok. (The current fence is 3'7" with 100 percent opacity. I don't know if we could have the same quality of fence under the 4' limit. He stated he has seen some chain link fence that was 100 percent opacity, but they wanted to do something nicer for their house).

(STAFF NOTE: As was reported by M. Kowalski in his staff report, Petitioner actually has a 5 foot 2 inch high 100% opaque privacy fence within the required front open space of Charlton Avenue, the top 1 foot 3 inches of the fence is 50% opaque as it is made of lattice work. This contradicts the petitioner's statement above that the fence is 3'7" in height.)

D. Gregorka – Who is your builder that failed to pull the permit? (Petitioner – D & D Carpentry). Thank you.

(STAFF NOTES: Building Dept. Contractor records show the following for D & D Carpentry: Registered Building Contractor on 10/17/2007 – Contractor registration expired 05/31/2008. Hartley Jr., Douglas Charles (Licensee), 9168 N. Platt Road, Milan, Ml. It should be noted that D & D Carpentry has only pulled one permit in the city of Ann Arbor in the last 3 years (Permit Number PB072704 for 319 S. Revena Blvd. to reroof a 24 x 24 detached garage.)

(It should also be noted that this particular permit was taken out on and finaled out (by the city Inspector) on the same date as the registration took place. This is usually an indicator that the contractor in question was found to be doing non-permitted work by an inspector who drove by and checked it and the contractor was required to come in, register and obtain a valid permit. Inspectors who find contractors doing non-permitted work usually try to work with the contractor to allow them to make the situation valid before issuing tickets).

Building Department records also show that the general contractor who built the home from the ground up at 323 Virginia beginning in 2004 had 20 permits taken out, including demolition of the former home on that site from November of 2004 through September 30, 2005, when they were issued a temporary certificate of occupancy – issued to BIG HOUSE MANAGEMENT, LLC., 1027 South Forest. D & D Carpentry was NOT the general contractor who built the home.)

The petitioner stated that he feels bad for the contractor, as they were nice folks and did a good job, but it is what it is.

Public Comment –

 1. Deirdre Casey, 305 Virginia Avenue, A2, MI — She stated that she thinks that this is a great fence, it adds to the corner and that she sympathasizes with the Nickodemus family, as she, too, has two small children. They have a fenced back yard and she can send her kids out there while she makes dinner and does the dishes and doesn't have to worry about them. She added that she understands their need for privacy because they live on a corner lot. She stated that she hasn't researched the reasoning for the code for opacity and height, and although she's sure that there are reasons for it, someone living on a corner doesn't have a back yard and this is a way for them to create that space.

Discussion by the Board

W. Carman – Agreed that this is a beautiful fence, and that she is sympathetic to the cost, but the rules are the rules. The rules are that you need to obtain a permit and the person who is building the fence needs to abide by the city rules. Even if the homeowner didn't know, the builder knew or he wouldn't have stated "I'll get a permit." The contractor didn't do that and he caused this awkward situation. There is nothing unique about corner lots, we have lots of them in Ann Arbor, and unless we change our Code, the Code states that you have two front setbacks, and the rules are that you can have a fence, 4 feet high, 50 percent opaque and that would meet their needs. It would keep the children in the yard and keep them safe. It would not create a 'wall' down the sidewalk, which is aesthetically unappealing to a lot of people and which I think does, despite what the city said, does present a hazard when backing out of your driveway.

I am particularly sensitive to this because I have a friend whose daughter was babysitting, and when they brought the daughter home, they pulled into the drive, let the daughter out, then they backed out and ran over an 18 month old child riding a big wheel. Because the 18 month old wasn't tall enough to be seen and they couldn't see past the fence, they backed over her and killed her. I don't want to see that happen again, and I think that a 50 percent opacity fence saves us from that kind of thing, and I can't support this. I would like to figure out a way that they could build something out of this that would be just as attractive but not violate the ordinance.

C. Carver – I won't support this. If they had come to the ZBA prior to the fence being built and had asked for this variance, I wouldn't have been able to vote for it. Everyone likes privacy and safety, and if that were the rule, everyone would have a stockade fence in their yard – but that's not the rule. If we grant this variance, who do we deny? I'm sorry that they've invested in this fence, but they should go back and make the contractor responsible. Approving this would send a bad message – 'build a fence then hope that the ZBA will approve a variance after the fact.' I did ask the petitioner if a 4 foot, 50 percent opaque fence was sufficient, and I didn't get a sufficient answer.

D. Gregorka – I'm disappointed that the builder isn't here, because this is primarily the builder's problem - the builder should have gotten a permit, paid the fees, he should have to explain the situation and tell the homeowner what it's going to take to fix this situation. I feel that if the petitioner had known that a 4 foot, 50 percent opacity fence was the option, they would have been able to find a design that could have worked for them. This should all be the responsibility of the builder, and the petitioner should not be paying a nickel to solve this problem. I'm also sympathetic about Wendy's point that the driveway safety is a key issue. If you really want to talk about safety, talk about the fence positioned against the driveway and the sidewalk. I won't support this either.

K. Loomis – We hate to see this sort of situation, as we feel for the homeowner who has been somewhat misled by the builder, but it is a situation where we would be encouraging wrongful behavior. If the fence hadn't been built, and just looking at this situation on its own, I wouldn't have voted in favor of it.

MOTION

Moved by W. Carman, Seconded by D. Tope, "In the matter of ZBA08-006, 323 Virginia Avenue, that based on the following findings of fact and in accordance with the established standards for approval, the Zoning Board of Appeals hereby grants a variance of 1'2" and an additional 50 percent opacity from Chapter 104, Section 8:434 (Fences), to allow a 5'2" high, 100 percent opaque fence to be placed within the front setback. Given that this fence is in the interests of public health, safety and welfare of the inhabitants of the community.

On a Voice Vote – MOTION FAILED – UNANIMOUS (Variance Denied)

C-2 2500-2600 Green Road – ZBA08-007

Green Road Investments are requesting four variances from Chapter 47 (Streets), Section 4:20:

1. A variance of 15 feet in order to permit a driveway turning radius of 30 feet (15 feet is required by Code).

- 2. A variance of 10 feet in order to permit a driveway turning radius of 25 feet (15 feet is required by Code).
- 3. A variance of 23 feet 2 inches in order to permit a curb cut width of 83 feet 2 inches (60 feet is required by Code).
- 4. A variance of 4 feet 7 inches in order to permit a driveway width of 34 feet 7 inches (30 feet is required by Code).

Description and Discussion

The subject site is located on Green Road, just north of Plymouth Road. The site is currently zoned RE (Research District) and contains two large office buildings (2500 and 2600 Green Road). The 2500 Green Road building is 40,000 square feet and the 2600 Green Road building contains 107,200 square feet. There are no building additions or other site improvements proposed at this time. The driveway modifications proposed do not require site plan approval.

The variances are being requested in order to modify an existing curb cut to allow ingress/egress of large trucks and busses. The curb cut is the sole method of ingress and egress for the 16 acre site. As noted in the application the existing curb cut does not allow for large vehicles to enter the site without extending their turning movement into adjacent lanes and/or running over existing curbing and damaging landscaping. The existing drive approach is also at a very steep grade that results in many vehicles scraping the concrete, creating potential damage to the vehicles and the cement surface. Engineering staff have examined the variance application and have no objection to the proposed variance.

The proposed project requiring the variances is the modification of existing curb cuts in order to allow more efficient use of the driveway by large trucks and buses. While the use of the driveway by large vehicles is dependent on the tenant, the significant slope of the drive affects all vehicles entering and exiting the site. This condition is due to the topography of the parcel and would be improved by the requested variances which would allow for the leveling of the drive approach. The existing curb cut and turning radius results in the large vehicles swinging out into traffic resulting in traffic hazards and may provide a risk to public safety. This may result in more than a mere inconvenience due to the potential impact to traffic patterns on Green Road. The driveway as proposed meets the intent of Chapter 47. Staff does not feel that the requested variances would negatively affect any surrounding property.

Questions to Staff by the Board - None.

- W. Carman Do we know why the requests for the turning radiuses are different? (M. Kowalski We can ask the petitioner, but I would assume it's because there is greater traffic coming from the south the Plymouth Road intersection, and most trucks or busses would be turning left out of the site when exiting, so they wouldn't need as much room).
- C. Carver I would assume that the appropriate city department has looked at this and blessed it? (M. Kowalski Yes. This is how it was originally referred to us. They pulled an application for a curb cut that exceeded code, so it was forwarded to me. Engineering doesn't state an approval or disapproval of this, but they have no objections and understand what it's for.
- D. Tope I was asking that same question. Another reason to expand the radius on the south side that is different from the north side is that when they decelerate, there is no deceleration lane. They have traffic behind them, they're pulling into a two-way drive and if there are cars waiting to come out onto Green Road, it's easier to pull in if they have a wider radius.

D. Gregorka – Regarding curb radius (we've had this question before), we've talked about the code being amended – where does that stand? (M. Kowalski – We did agree to look at these issues yearly to see if we need to amend the code to prevent this from happening. We'll review this in January. This will be a situation that I'll flag).

W. Carman – This has been happening for years. (M. Kowalski – Yes, but it doesn't just involve our department. The Engineering department has their standards that are based on their engineering standards, and not on Chapter 47. It's not all under Chapter 55, but in the last year we've had at least two radii requests).

D. Tope – What we decide to do is determined by us, and if we don't want to see this keep repeating itself, we need to take action on it regardless of other standards. She suggested that the chair schedule a working session and have dialogue to change this.

Petitioner Presentation

Mr. Pete Ferio with Contracting Services, contractor for the owner and Jeff Rizzo with Fenn and Associates, civil engineers and surveyors for the petitioner, Green Road Investments.

Mr. Rizzo stated that the staff report accurately outline the current situation and request. The current drive approach does not allow for large trucks and/or busses to access the property. Our client wishes to have trucks and buses to access the property. The radius that we're requesting for the south side is 30 feet; if you look on the north side, there is a large light pole. This is another reason we kept that radius smaller than the south side. If we went larger, we would have to relocate the light pole or would have been very close to it. I went to the approach and there are areas that vehicles have bottomed out and concrete is missing. We hope for approval by the ZBA. He offered to answer any questions that the Board may have.

Questions of the Petitioner by the Board

W. Carman – The drive is steep – the post office nearby has the same steep drive, and even cars bottom out, but why the current change? (Petitioner – Pfizer used to occupy that building. The current owner is in negotiation with the University of Michigan hospital to allow them to utilize this as a research and development center, and they shuttle most of their employees in on busses. They've noticed that the front bumper of the busses hits the drive on the way in, and the back bumper hits on the way out. They haven't signed a lease yet, but this was one of the outlying issues with leasing the property, and we wanted to solve that. They want to solicit U of M to lease the rest of the building instead of having it stay vacant

The owner wants to be sure that if this contract is signed, that the busses will be able to enter the complex.

W. Carman - When this was built, there was nothing along Green Road, it wasn't owned by Pfizer, and it didn't have busses going in and out of the property. I'm not certain that this is still a good site for large busses. (Petitioner stated that this would be the shorter, smaller busses entering the site). My concern is that with continued growth in that area, which we should expect - will be the amount of space that the pedestrians have to cross that isn't 'safe space.' I'm not certain what kind of current traffic this will generate, but it is certainly more than what was anticipated when it was held by the owner prior to Pfizer. (Petitioner explained that it would be less than five feet additional open space at the sidewalk.

Based on the past traffic that has gone in and out of there in the past twenty years, I don't see that as being an issue, but I don't have a feel for what you're proposing to do there.

You stated it would be used for R and D? (Petitioner – Stated they were not in negotiations with the owner, so they couldn't speak to exact usage by U of M). Pfizer came to us in the past with a similar proposal, and they proposed an 'island' of sorts in between the drives. Do you have enough room to do that? (No. It would be too tight. With the improvements, one would be able to turn in while the other pulls out, so a landing area would not be viable. These improvements would also put us into A.D.A. compliance).

The other document in this application states that the neighbor 'gives permission' for this to be closer than what code requires? (M. Kowalski — Clarified that according to the code, that radius cannot encroach upon a neighboring property unless that neighboring owner gives their permission, which would not require a variance).

 J. Carlberg – You mentioned the northern radius, you mentioned the light near there. You're redesigning this site, and you only want to do that once. Having watched a lot of busses 'lurch' over curbs, which is very unsafe, is the north drive radius what you want it to be or are you settling for something? (Petitioner – The northern radius is fine, and we've turned out truck templates that show that, but if the light pole wasn't there, we probably would have been more conservative with a larger approach).

Public Comment - None.

Discussion by the Board

C. Carver – Three of the four requests are in the city right of way, and if the city doesn't object to it, I'm not going to object to it.

J. Carlberg – I think this is also good to support, because the conditions on this site have changed. It was originally expected to be "Office" usage. The service vehicles have also increased in size over time – the FedEx trucks are larger, and I think for the sake of safety, it's in the community interest to make this change.

W. Carman – Since this motion stated you were going to make it 'less steep,' is that true? (Petitioner – Yes. There will be improvements made on the site to pull away the pavement and lessen the slope. Right now it's at about 13 percent, and that exceeds the normal maximum allowed).

MOTION

Moved by D. Gregorka, Seconded by C. Carver, "In the matter of ZBA08-007, 2500-2600 Green Road, based on the following findings of fact and in accordance with the established standards for approval, Chapter 47 (Streets), Section 4:20, the Zoning Board of Appeals hereby grants the following variances:

1. A variance of 15 feet from the required 15 foot maximum turning radius for a driveway onto Green Road in order to permit a turning radius of 30 feet;

2. A variance of 10 feet from the required 15 foot maximum turning radius for a driveway onto Green Road in order to permit a turning radius of 25 feet;

3. A variance of 23 feet 2 inches from the required 60 foot maximum curb cut width for a curb cut 83 feet 2 inches wide; and

 4. A variance of 4 feet 7 inches from the required 30 foot maximum driveway width for a driveway 34 feet 7 inches wide, per the attached plans.

The Zoning Board of Appeals finds that this exception is in harmony with the general purpose and intent of this Chapter, given that it provides for a safer ingress and egress to the site, allows for removal of a steep entranceway and has also been found to be acceptable by the city engineering department."

On a Voice Vote - MOTION PASSED - UNANIMOUS (Variances Granted)

D. OLD BUSINESS

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D-1 1123 South Forest Avenue – ZBA08-005

Request by the Owner and Petitioner to postpone Appeal Number ZBA08-005 to the November 19, 2008 Regular Session of the ZBA.

Moved by W. Carman, Seconded by D. Gregorka, "to postpone Appeal Number ZBA08-005, 1123 South Forest Avenue until the November 2008 Regular Session to allow the petitioner additional time to consult with neighbors regarding their proposal."

On a Voice Vote – MOTION TO POSTPONE - PASSED – UNANIMOUS (Postponed to the November 2008 Regular Session).

E. **NEW BUSINESS** - None.

F. REPORTS & COMMUNICATIONS - Included under each appeal.

G. AUDIENCE PARTICIPATION – GENERAL

Mr. Paul Nickodemus, 323 Virginia Avenue, A2, MI – "Just for the record, a few thoughts. We're fine with your judgment on not awarding the appeal for the fence, but if you were to walk around your own neighborhood, definitely if you walk around ours, you might be surprised at the number of fences not within code. I didn't take pictures or bring them here as I didn't want to get anyone else in trouble, but the reality of the situation is that there are a lot of fences out of code. This doesn't make ours right, I just wanted to state this for the record."

 "As to the builder's presence, I was advised by someone that you all know, and I'm not going to mention any names, NOT to bring the builder to this – they told me that oftentimes, the builder doesn't give you as much support as you're looking for as you're obviously in a disagreement with them. The reality of the situation is that it's not really fair to bring the builder."

"As far as the visual impairment that Mrs. Carman brought up about the fence and having the block wall along the sidewalk, I know there are no rules, or I don't think there are any rules against a hedgerow. I see many hedgerows that are much more visually impairing than our fence and I thought some of the arguments were weak. I think your judgment was inaccurate in this case. To kind of 'thumb your nose' at the investment we have in this and a dozen neighbors that supported our fence, it's disappointing and disheartening."

W. Carman (To Petitioner) – Sir, you should know that the Zoning Enabling Act that governs this body prevents us from considering monetary issues in these situations. It's not that it's

'not important' to us or that we don't sympathize with your problem, but it's actually something we're not supposed to be considering. (Fair enough). There was no 'penalty' involved in the decisions we're making – we're not penalizing you because you didn't get a permit – we look at this in the aspect of what we would have done had you come to us with this proposal before the fence had been built, and try to establish whether we would support it or not. This is the kind of thing that we have continuously turned down – you are not the first. It is true that there are fences that get put up and no one complains about, and for much of this, it is complaint driven.

C. Carver – As to the neighbor support, if we grant one for you, it starts a chain reaction and sets precedence for future cases. "If we grant yours, how can we deny theirs?"

Petitioner stated that he was still surprised that the Board had nothing to say on his side of the argument.

ADJOURNMENT

Moved by D. Gregorka, Seconded by C. Carver, "that the meeting be adjourned."

On a Voice Vote - MOTION TO ADJOURN - PASSED - UNANIMOUS

Acting Chairperson Kathryn Loomis adjourned the meeting at 7:10 p.m.

(Submitted by: Brenda Acquaviva, Administrative Support Specialist V – Zoning Board of Appeals)

Kathryn Loomis, Acting Chairperson

1/28/2009

Dated

ZBA Minutes