



Item: Public Hearing – Resolution 10109 for a Conditional Use Permit to construct an Emergency Shelter on Lot 2A, Block 414, Great Falls Original Townsite, Section 12, Township 20 North, Range 3 East, P.M.M., Cascade County, Montana, addressed as 408 2nd Avenue South.

From: Garrett Norman, Planner I, Planning and Community Development

Initiated By: Great Falls Rescue Mission

Presented By: Craig Raymond, Director of Planning and Community Development

Action Requested: City Commission adopt Resolution 10109.

Public Hearing:

1. Mayor conducts public hearing, calling three times each for proponents and opponents.
2. Mayor closes public hearing and asks the will of the Commission.

Suggested Motion:

1. Commissioner moves:

“I move that the City Commission (adopt/deny) Resolution 10109.”

2. Mayor calls for a second, discussion, and calls for the vote.
-

Recommendation

At the conclusion of a public hearing held on March 24, 2015, the Zoning Commission recommended the City Commission approve the Conditional Use Permit to construct an Emergency Shelter on the subject property legally described above.

Notice of Public Hearing before the City Commission was published in the *Great Falls Tribune* on April 5, 2015.

Background

The subject property is located on 2nd Avenue South, between 4th and 5th Street South, addressed as 408 2nd Avenue South. The applicant, Great Falls Rescue Mission, is requesting a Conditional Use Permit (CUP), as required by City Code Exhibit 20-1 of Section 17.20.010, to allow for the construction of an Emergency Shelter. The new Great Falls Rescue Mission Family Center would be located on a vacant lot, on the south side of 2nd Avenue South. The subject property is located between the Bighorn Outdoor Specialists store and a mixed-use church and residential property (Baatz Building). The proposed Family Center would be an addition to the existing

men's shelter and women and children's shelter, and would provide shelter for families across northcentral Montana.

Conditional Use Permit

Chapter 20 of Title 17 of the Official Code of the City of Great Falls (OCCGF) requires a Conditional Use Permit (CUP) before permitting a use that is defined as an Emergency Shelter. An Emergency Shelter is defined as a building that is used or is intended to provide temporary housing and ancillary services to primary indigent, needy, homeless, or transient individuals. The CUP process is typically done to allow staff and the City's decision making bodies to establish appropriate conditions onto the project to protect the health, safety and general welfare of neighboring property owners and the public. Additionally, it gives the public the opportunity to voice any concerns or support they may have on the proposed development.

Project Description

The proposed project consists of three floors and a basement including, but not limited to, the following components on each floor:

- Basement (5,859 sq. ft.): Controlled storage and utility space
- 1st Floor (18,676 sq. ft.): 11 offices; 4 medical exam rooms; 1 classroom and child care room; 1 kitchen; dining rooms; 2 gender specific locker rooms
- 2nd Floor (9,713 sq. ft.): 13 individual bedrooms; 1 women's family dorm with 18 beds; shared kitchen; media and living room; office and janitorial space; laundry facilities
- 3rd Floor (8,758 sq. ft.): 13 individual bedrooms; 1 men's family dorm with 18 beds; shared kitchen; media and living room; office and janitorial space; laundry facilities
- 114 total beds for homeless families in northcentral Montana

The development also includes a recreational courtyard located near the southeast corner of the property that has a play yard, basketball court, and greenspace for the residents' enjoyment. The development will transform the streetscape on 2nd Avenue South by building to the property line, planting six street trees with urban décor tree grates, and reconstructing a 15-foot sidewalk. In addition, there will be landscaped beds located along the front façade of the building, creating more articulation to the building while softening its edges. The north and east elevations include architectural features that help break up the massing of the building by incorporating awnings and various step-backs on the 2nd and 3rd floors. The building is architecturally appealing and fits in with the existing structures along 2nd Avenue South and the downtown area.

Zoning Analysis

The proposed development is within the C-4 Central business core zoning district. This zoning district is intended to accommodate and create a high level of business and social activity from morning through the nighttime hours. The development standards of this zoning district facilitate large scale development with zero-foot setback lines, encouraging construction at 100-percent lot coverage. The proposed development takes advantage of these development standards by

building to the front and rear property lines and encompassing approximately 62-percent lot coverage.

Traffic Analysis

Traffic is expected to be minimal with the proposed development. Traffic flow will head east on 2nd Avenue South and turn into the provided parking lot on the site. The flow of traffic will continue south from the proposed parking lot onto the alley, where it can head east or west.

Parking

The Great Falls Rescue Mission currently leases 9 spaces from City Parking Lot 3 for their other two facilities and is under negotiations to lease 30 more spaces with the addition of their new facility, subject to approval by the City Commission. It is expected the Family Center will generate 15 parking spaces for employees during daytime shifts and 3 during nighttime shifts, and a total of 1 parking space annually for the residents. The Family Center will provide a total of 7 off-street parking spaces on site, which includes 1 ADA space. The Land Development Code does not have a specific standard for this land use, but based on the provided information, the leasing of Lot 3 and existing and proposed off-street parking should accommodate the parking needs for all three of the Rescue Mission facilities.

Neighborhood Council Input

The subject property is located in Neighborhood Council #7. Patty Cadwell, Neighborhood Council Coordinator, itemized the project on the Council's March 7, 2015 agenda. The Council voted to support the project. To date, staff has not received any questions or comments regarding the project.

Design Review Board

The applicant presented the proposed project to the Design Review Board (DRB) on March 7, 2015. The DRB unanimously approved the project, with no recommended changes.

Conditional Use Permit Basis of Decision

The basis for decision for Conditional Use Permits is listed in Section 17.16.36.040 of the Land Development Code. The Zoning Commission recommendation and the decision of the City Commission shall at a minimum consider the following criteria:

1. The conditional use is consistent with the City's Growth Policy and applicable neighborhood plans, if any.

The proposed Conditional Use Permit request is consistent with the overall intent and purpose of the 2013 City Growth Policy Update. This project specifically supports Social, Environmental, and Physical Goals and Policies of the Growth Policy.

Social:

- *Soc 1.4.15: Expand transitional housing with supportive services benefitting the homeless and special needs population in the City.*

Approving the CUP allows the Great Falls Rescue Mission to expand their operation. Currently, the Rescue Mission turns away an average of 26 families each month, when calculated over a time period of one-year.

- *Soc 1.7: Bolster the capacity of non-profits in the City.*

Approving the CUP increases the Rescue Mission’s capacity in providing shelter for families in need.

Environmental:

- *Env 2.3: Enhance the urban built environment by promoting infill and redevelopment in the City.*

This project maximizes the use of undeveloped land in Downtown Great Falls by fully utilizing existing infrastructure.

Physical:

- *Phy 4.1.4: Foster the development of safe, walkable, neighborhoods with a mix of uses and diversity of housing types.*

The proposed development is architecturally sensitive to the design of surrounding buildings, specifically the Baatz Building located directly west. The project includes a new 15-foot sidewalk located along its front property line and 6 street trees. These improvements encourage pedestrian activity by creating a safe and walkable streetscape.

- *Phy 4.1.5: Encourage and incentivize the redevelopment or adaptive reuse of vacant or underutilized properties so as to maximize the City’s existing infrastructure.*

Approval of the CUP allows development on the vacant site, maximizing the City’s existing infrastructure.

- *Phy 4.1.8: Support the implementation of the Downtown Master Plan.*

The subject property is within the Downtown Master Plan, designated in the Transition Sub-area. This Sub-area is a vital part of Downtown Great Falls, where land uses gradually shift from the primarily non-residential buildings to the primarily residential buildings. The unique aesthetics of downtown are an asset that should be preserved, enhanced and celebrated to propel downtown toward a vibrant and sustainable future. One way of doing this is by supporting existing and attracting new commercial and retail business downtown, while ensuring streetscape improvements are designed to enhance pedestrian safety and pleasure by providing sufficient space for pedestrian needs and uses.

No neighborhood plans have been adopted for this area.

2. The establishment, maintenance or operation of the conditional use will not be detrimental to, or endanger the health, safety, morals, comfort or general welfare.

The CUP allows the City to place appropriate conditions on specific projects to help mitigate or reduce the total off-site nuisances a project may have on the surrounding properties and environment. The conditions listed in Resolution 10109 apply specific measures to protect the health, safety, and general welfare of the public. It is not anticipated the proposed development will have an adverse impact on the surrounding properties or to the public.

3. The conditional use will not be injurious to the use and enjoyment of other property in the immediate vicinity for the purposes already permitted, nor substantially diminish and impair property values within the neighborhood.

Development of the lot will not impair property values within the neighborhood and the project will not be injurious to the use and enjoyment of property in the immediate vicinity, as the

development will comply with the development standards in the C-4 zoning district. Once completed, the project will be a compatible addition to the urban environment of the block by providing an architecturally appealing building and urban streetscape.

4. The conditional use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district.

The proposed project will not impede the normal and ordinary development and improvement of surrounding properties. Adjacent property owners have been notified about the project and Staff has not received any comments. Additionally, the proposed development is compatible in scale and character to surrounding buildings.

5. Adequate utilities, access roads, drainage and/or necessary facilities have been or are being provided.

Adequate services and infrastructure exist to operate the proposed project.

6. Adequate measures have been or will be taken to provide ingress and egress so designed as to minimize traffic congestion in the public streets.

The proposed project will be accessed from the 2nd Avenue South public right-of-way. It is anticipated that the final build-out of the Rescue Mission will create minimal traffic; the existing public street has adequate capacity to accommodate any new traffic.

7. The conditional use shall, in all other respects, conform to the applicable regulations of the district in which it is located, except as such regulations may, in each instance, be modified by the City Commission.

The proposed project will conform to all the applicable regulations of the Land Development Code, specifically within the C-4 zoning district, and all codes and ordinances of the City of Great Falls, the State of Montana, and all other applicable regulatory agencies.

Concurrences: Representatives from the City's Public Works, Park and Recreation, and Fire Departments have been involved throughout the review and approval process for this project.

Fiscal Impact: Approval of the Conditional Use Permit will allow the applicant to develop the vacant lot. Because the Great Falls Rescue Mission is tax exempt, the improvements to the lot will not increase the tax base of the City, nor will it contribute to the Great Falls Downtown Urban Renewal Tax Increment Financing (TIF) district. However, the Great Falls Rescue Mission is responsible to pay for the street lighting, alley lighting, and street maintenance special improvement districts. The subject property also falls within the proposed boundary expansion of the Business Improvement District (BID). If the City Commission approves the proposed boundary expansion to include the subject property, the Great Falls Rescue Mission will also be responsible to pay into the BID.

Alternatives: If there are justifiable reasons to do so, the City Commission could deny the requested action to the extent allowed in City Code and State Statute.

Attachments/Exhibits: Resolution 10109
Proposed Site Plan
Proposed Renderings

Aerial Map
Zoning Map

Cc: Jim Rearden, Public Works Director
Dave Dobbs, City Engineer
Patty Cadwell, Neighborhood Council Coordinator
Max Grebe, AIA, LPW Architecture, Project Representative;
maxg@lpwarchitecture.com
Carrie Sunwall, Great Falls Rescue Mission, Applicant;
carrie.sunwall@gfrescuemission.org

RESOLUTION 10109

A RESOLUTION APPROVING A CONDITIONAL USE PERMIT TO ALLOW THE CONSTRUCTION OF AN EMERGENCY SHELTER ON THE PROPERTY ADDRESSED AS 408 2ND AVENUE SOUTH, AND LEGALLY DESCRIBED AS LOT 2A, BLOCK 414, GREAT FALLS ORIGINAL TOWNSITE, SECTION 12, TOWNSHIP 20 NORTH, RANGE 3 EAST, P.M.M, CASCADE COUNTY, MONTANA.

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WHEREAS, the Great Falls Rescue Mission has petitioned the City of Great Falls for a Conditional Use Permit to allow for the construction of an Emergency Shelter on the property legally described as Lot 2A, Block 414, Great Falls Original Townsite, Section 12, Township 20 North, Range 3 East, P.M.M., Cascade County, Montana; and,

WHEREAS, the subject property is presently zoned C-4 Central business core wherein the operation of an Emergency Shelter is permitted upon processing and approval of a Conditional Use Permit; and,

WHEREAS, the proposed Conditional Use Permit for the construction of an Emergency Shelter on said property meets the Basis of Decision requirements in the Official Code of the City of Great Falls Section 17.16.36.040; and,

WHEREAS, the Great Falls Zoning Commission conducted a public hearing on March 24, 2015 to consider said Conditional Use Permit application, and at the conclusion of said hearing passed a motion recommending a Conditional Use Permit be granted for the property addressed as 408 2nd Avenue South and legally described as Lot 2A, Block 414, Great Falls Original Townsite, Section 12, Township 20 North, Range 3 East, P.M.M., Cascade County, Montana, to allow for the construction of an Emergency Shelter on a portion of the site, subject to the following conditions:

General

1. Approved Plans and Conditions: Failure to build and/or operate the conditional use in accord with the approved plans and these conditions of approval is a violation of the Official Code of the City of Great Falls (OCCGF), subject to the penalties provided for such violations and/or to civil process to compel the correction of violations.

2. Modifications: It is understood that minor changes are often necessary during the development and operation of a conditional use. The Administrator (the Administrator is the City employee assigned by the City Manager to administer conditional uses) is hereby authorized to permit minor changes, as provided below.

a. Revised Plans. Before making changes, the Applicant must submit revised plans to the Administrator for review. Failure to do this before the proposed change is made is a violation of the OCCGF. The Administrator shall respond to all proposed changes within five (5) business days.

b. Dimensional Changes. Based on a review of the revised plans, the Administrator may permit minor dimensional changes provided that they do not result in a violation of the conditions of approval or the OCCGF.

c. Materials Changes. Based on a review of the revised plans, the Administrator may permit substitutions for proposed building materials provided that the proposed substitute has the same performance and, for exterior materials, appearance as the originally approved material.

d. Public Works Changes. Minor changes in the location and specifications of the required public improvements may be permitted. Revised plans showing such changes must be referred to and accepted by the Director of Public Works before being permitted by the Administrator.

e. Substantial Change. Substantial changes are not permitted. A new public review and permitting process will be required for such changes. 'Substantial Change' is defined here in order to clarify the contrasting term, 'Minor Change.' A Substantial Change changes the permitted use; the location or extent of the area proposed to be cleared, graded, or otherwise disturbed by more than 4,000 square feet (a smaller change in the area that will be cleared, graded, or otherwise disturbed may be treated as a minor dimensional change); the location, extent, or design of any required public improvement, except where a minor change is approved by the Director of Public Works and the Administrator; the approved number of lots, buildings, structures or units; or the size of any lot, building, or structure by more than 10% (a smaller change in the size of a lot, building, or structure may be treated as a minor dimensional change).

f. Changes in Use. Conditional uses are regulated as such because the use presents the possibility of significant impacts on the community. Therefore,

changes in conditional uses must be strictly limited. A significant change in the type or level of activity, including changes in the number of employees or operating hours, or changes in the types of materials present on the site, may void the conditional use permit. Proposed changes should be reviewed with the Administrator, who may require that the permit be amended following the same public process used for its adoption.

Planning

- 3. Expiration:** The conditional use permit shall expire one (1) year after the date of issuance, if a Certificate of Occupancy has not been issued. The Administrator may extend the expiration date by up to one year if substantial work is ongoing. The Administrator may issue a Temporary Certificate of Occupancy that is valid for no more than one year if the only condition(s) remaining to be fulfilled involve landscaping that cannot be successfully established until the weather permits.
- 4. Abandonment:** If a conditional use ceases to operate for more than six (6) months, the conditional use permit is void.
- 5. General Code Compliance:** The proposed project shall be developed consistent with the conditions of approval adopted by the City Commission, and all codes and ordinances of the City of Great Falls, the State of Montana, and all other applicable regulatory agencies.
- 6. Dust Control:** Prior to start of construction, including any earthwork, except for boring and drilling for soil samples, the Applicant shall provide a Dust Control Plan that applies to during construction operation. A Dust Control Plan shall be reviewed and approved by the Director of Planning and Community Development.
- 7. Parking:** The Applicant shall submit a parking plan in compliance with OCCGF sections 17.36.2.040 and 17.36.2.070 to Planning and Community Development for review and approval prior to issuance of zoning and building permits.
- 8. Outdoor Lighting:** The Applicant shall submit an outdoor lighting plan to the Administrator for review and approval prior to issuance of zoning and building permits.

Building

- 9. Building Plans:** The Applicant shall provide a full set of building plans that includes, but is not limited to, architectural plans to the Administrator for review and approval, prior to the issuance of zoning and building permits.

Fire

- 10. Building Plans:** The Applicant shall provide a full set of building plans for review and approval by the Great Falls Fire Department before zoning or building permits are

issued by the Administrator.

Public Works

11. Civil Plans: The Applicant shall provide a half size set of civil plans for review and approval by the Director of Public Works before zoning or building permits are issued by the Administrator. The Applicant will provide a full set of as-built plans to the Director of Public Works within 90 days after completion of the approved work.

12. Water and Sewer: The civil plans shall be accompanied by estimates of the project's demand for water, including fire flows, domestic and industrial water demand, and wastewater discharge amounts. A properly sized domestic water service line and sewer service line shall conform to standard City sizes.

13. Sidewalk Drains: The Applicant shall submit plans to the Director of Public Works for review and approval showing compliance with City Standard Drawing 5-16 for any and all proposed sidewalk drains across the boulevard sidewalk on 2nd Avenue South.

14. Traffic Control: The Applicant shall submit plans to the Director of Public Works for review and approval of traffic control during the construction of a new utility line in 2nd Avenue South.

15. Initial Compliance On and Off Site Civil: The Applicant shall submit for review to the Director of Public Works any plans, specification and design report for any proposed on/off site public utilities not previously reviewed by Public Works and/or the Montana Department of Environmental Quality. Also, the site civil plans shall be submitted to the Director of Public Works for review.

16. Grading Plan: The Applicant shall submit a final grading plan to the Director of Public Works for review and approval prior to issuance of zoning and building permits.

17. Grease Inceptor: The Applicant shall denote on the floor plans the location of a grease inceptor that is properly sized for the proposed kitchen facility. The location and size of the grease inceptor shall be approved by the Director of Public Works prior to issuance of zoning and building permits.

Acknowledgement

18. Acceptance of Conditions: No zoning or building permit shall be issued until the Applicant acknowledges in writing that it has received, understands, and agrees to comply with these conditions of approval.

NOW, THEREFORE, BE IT RESOLVED BY THE COMMISSION OF THE CITY OF GREAT FALLS, MONTANA:

That a Conditional Use Permit be granted at the property addressed as 408 2nd Avenue South to allow for the construction of an Emergency Shelter, conditioned upon the owner complying with the said conditions; and,

BE IT FURTHER RESOLVED BY SAID CITY COMMISSION that this Resolution shall become effective immediately upon its passage and approval.

PASSED AND ADOPTED by the City Commission of the City of Great Falls, Montana, on April 21, 2015.

Michael J. Winters, Mayor

ATTEST:

Lisa Kunz, City Clerk

(SEAL OF CITY)

APPROVED FOR LEGAL CONTENT:

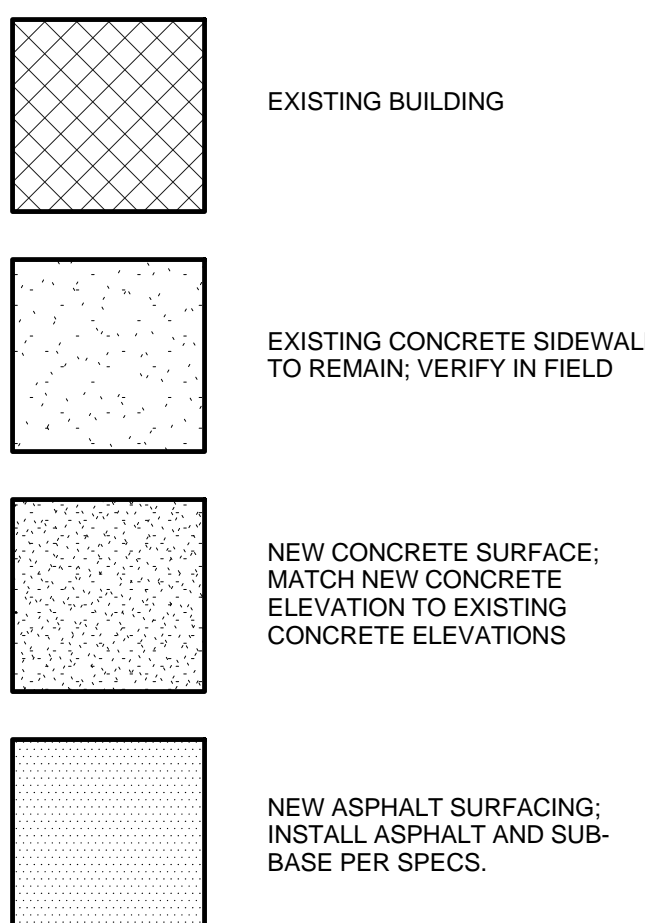
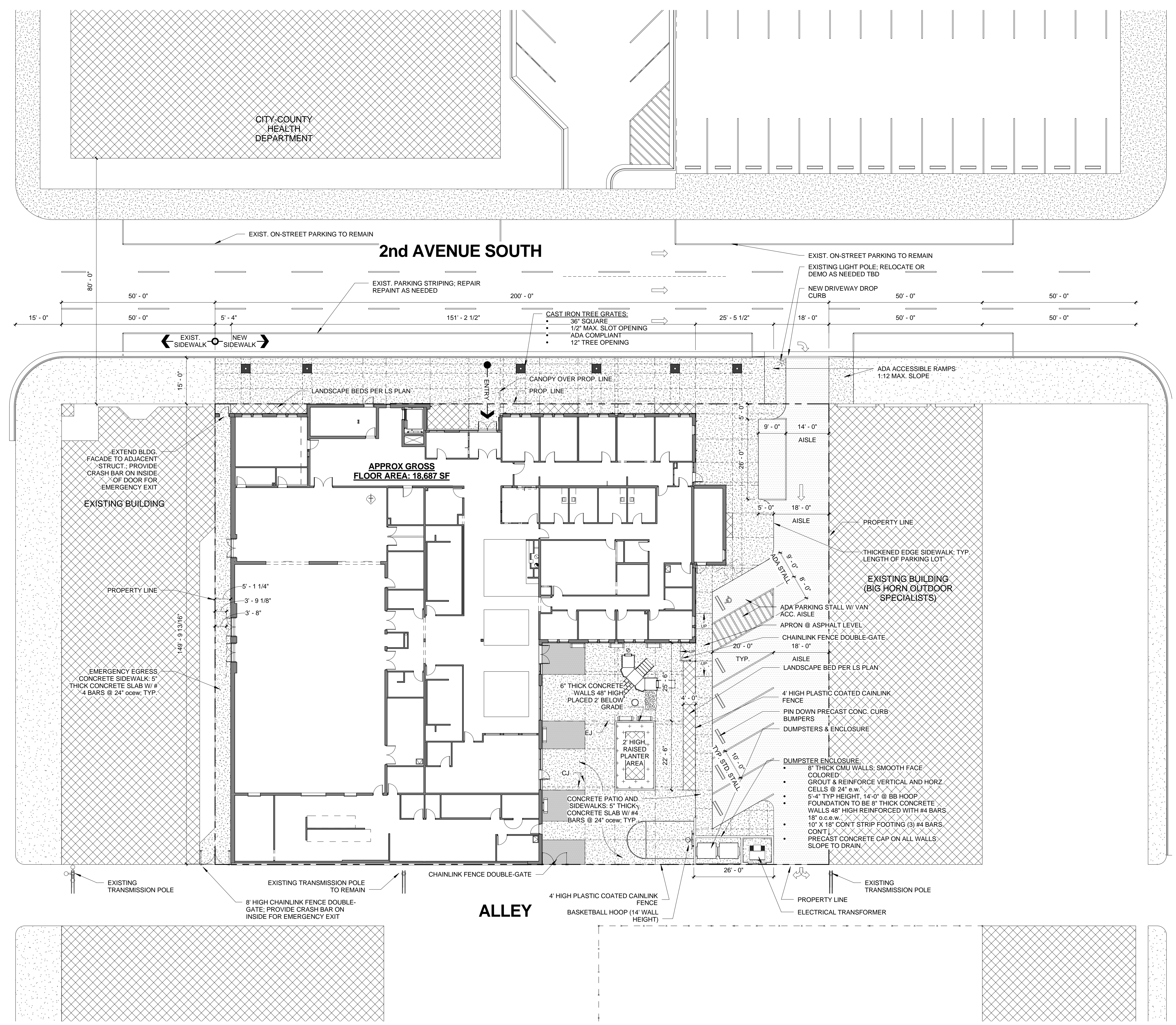
Sara R. Sexe, City Attorney



100%
 FOR CONSTRUCTION

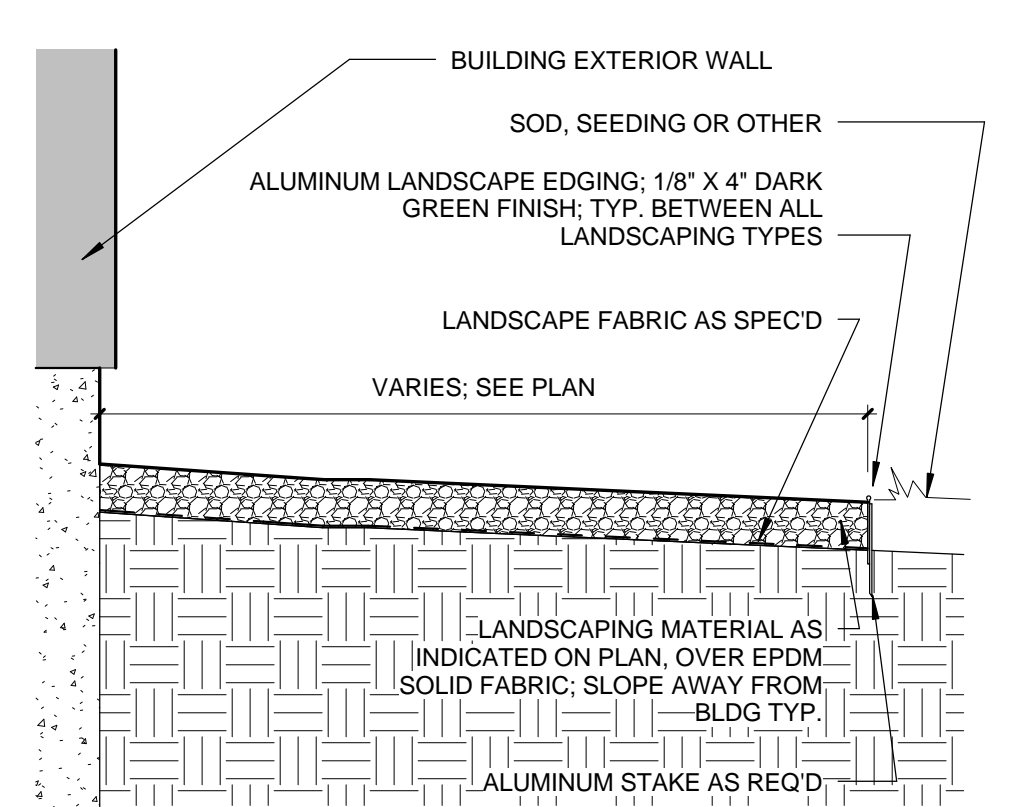
A BEACON OF HOPE SINCE 1963

GREAT FALLS RESCUE MISON
 NEW FAMILY CENTER
 417 2nd AVE SOUTH
 GREAT FALLS, MT 59401
 ARCHITECTURAL SITE PLAN

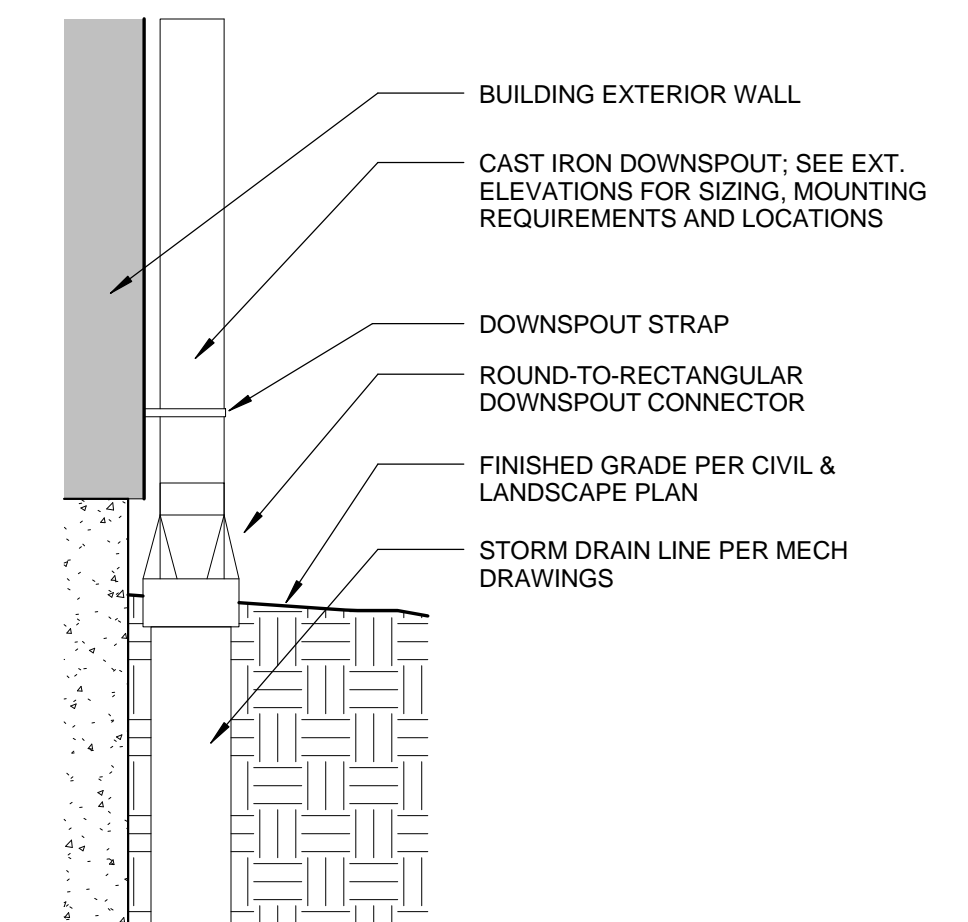


Site Plan Materials Legend

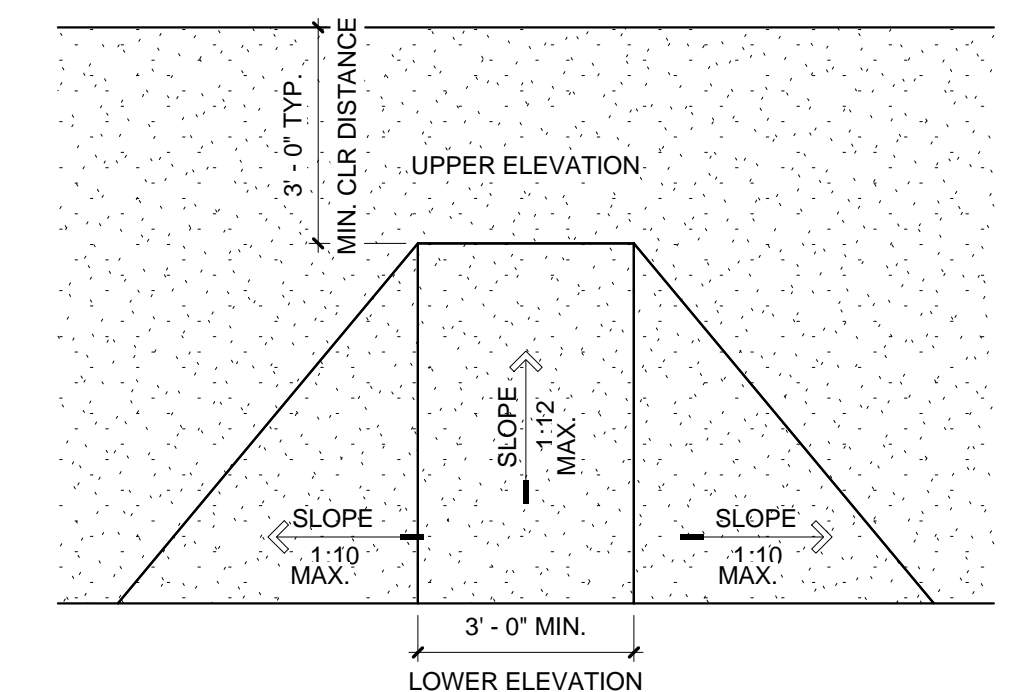
1 Architectural Site Plan
 1/16" = 1'-0"



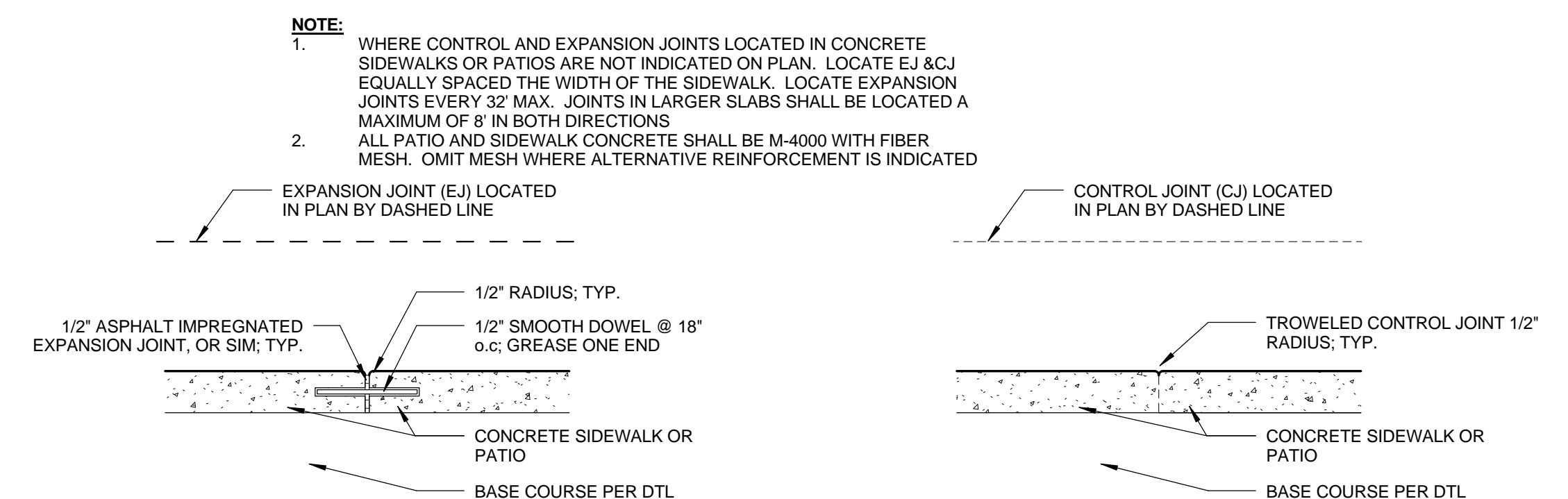
EDGING DTL.
 1" = 1'-0"



TYP. DOWNSPOUT TERMINATION DTL.
 1" = 1'-0"



TYP. CURB RAMP DTL.
 3/8" = 1'-0"



TYP. EXPANSION & CONTROL JOINT DTLS.
 3/4" = 1'-0"

Revision Schedule		
No.	Revision	Date

Submittals		Date
No.	Description	Date
1	SCHEMATIC DESIGN SUBMITTAL	2.15.15
2	DESIGN DEVELOPMENT SUBMITTAL	4.28.15
3	30% CD SUBMITTAL	6.28.15
4	100% CD FOR CONSTRUCTION	8.31.15

THE DRAWING IS THE PROPERTY OF THE ARCHITECT. IT HAS BEEN PREPARED SPECIFICALLY FOR THIS SITE AND IS NOT TO BE REPRODUCED OR USED FOR ANY OTHER PROJECT, LOCATION, OR OWNER WITHOUT WRITTEN CONSENT OF THE ARCHITECT.

DESIGNED BY:	MDG
CHECKED BY:	TMP
DATE:	03.09.2015
PROJECT NUMBER:	11-071
SHEET NUMBER:	SP1.1

Proposed Renderings



Proposed southwest elevation



Proposed south elevation (front entrance)

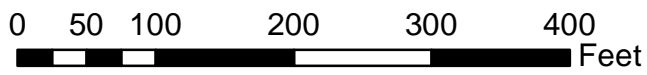




Proposed courtyard on southeast side of property



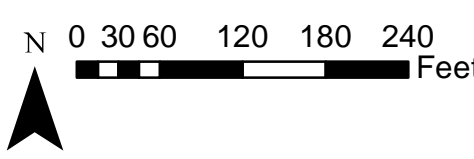
Proposed play structure in courtyard



Aerial Map



-  Subject Property
-  Parcels

Zoning Map



-  Subject Property
-  Parcels
-  C-4 Central Business Core
-  C-5 Central Business Periphery
-  M-2 Mixed-use Transitional