PLANNING ADVISORY BOARD ZONING COMMISSION

FEBRUARY 12, 2013

Case Number

ZON2013-2 CUP2013-1

Applicant/Owner

JKW Enterprises, Inc.

Property Location

4711, 4727 & 4811 2nd Avenue North

Parcel ID Numbers

974100, 973000, 973100

Requested Action

Rezone property from C-2 General commercial to M-2 Mixed-use transitional

Conditional Use Permit request for mini-storage

facility to be permitted on a portion of the property

Neighborhood Council

Neighborhood Council #4

Recommendation

Approval of the request with Conditions

Project Planner

Galen Amy





Project Description

The subject property is generally located north of 2nd Avenue North and east of 46th Street North. The applicant is requesting rezoning from C-2 General commercial to M-2 Mixed-use transitional, and consideration of a Conditional Use Permit application allowing redevelopment of said property for a mini-storage facility.

The property owner developed the ministorage facility, abutting said property to the east. For the proposed project the owner is required to provide an amended plat that will aggregate two lots into one, which is not subject to City Commission approval as no new lots will be created.

Background

Legal Description:

 Lots 3-5, Block 3, Heren Addition, Section 9, Township 20 North, Range 4 East, P.M.M., Cascade County, Montana

Area: ±6.03 acres

Agency Comment

Representatives from the City's Public Works, Fire Department and Parks and Rec. have been involved in the review process for this application. All comments made by the above parties have been addressed by the applicant or in the conditions of this report.

Existing Conditions

The existing site information for the said property includes:

Existing Use: Two of the three lots are vacant undeveloped land which are currently unutilized. The remaining east lot has a trailer court that will potentially be redeveloped as mini-storage when tenants have moved out.

Existing Zoning: C-2 General commercial. This district is primarily intended to accommodate high-traffic businesses that focus on vehicle traffic.

Requested Rezoning: M-2 Mixed-use transitional. This district is intended to promote a transition over time to a predominately mixed-use land pattern. The mixed-use district is intended to allow a balanced and harmonious mixture of commercial, residential, institutional uses, and public spaces. A mini-storage facility is permitted, but only with Conditional Use approval in the M-2 Zoning District.

Adjacent Land Use: The property is located in a developing area. Adjacent property to the west, and across 2nd Avenue North to the south, is zoned C-2 General commercial. North of the subject property is residential uses. The abutting property to the east is the existing U Stor It mini-storage facility, which has a county zoning of B-2 General business. See Exhibit A - Vicinity/ Zoning Map, and Exhibit B - Aerial Photo, for more information on the surrounding properties.



View north across subject property from 2nd Ave N.



View east along the front of subject property and 2nd Ave N.



View of abutting, previously developed U Stor It facility to the east of the subject property.



View northeast at existing trailer court, addressed as 4811 2nd Ave N., and the abutting U Stor It facility to the east of subject property.

EXHIBIT A - VICINITY / ZONING MAP



U Stor It Rezone/CUP

EXHIBIT B - AERIAL PHOTO



City Limits



Tracts of Land

UStor It Rezone/CUP

Rezoning and Conditional Use Permit

Project Description

The applicant is requesting rezoning from C-2 General commercial to M-2 Mixed-use transitional and consideration of a Conditional Use Permit application to allow a Mini-storage facility on a portion of the subject property. The applicant is proposing constructing single-story commercial storage buildings as an expansion of their existing U Stor It operations to the east of the subject property.

The redevelopment will occur in two phases. The first phase will consist of nine buildings comprising a total of 305 storage units of various dimensions (see Exhibit E - Proposed Site Plan) on the two westerly lots, consisting of ± 3.58 acres. Said buildings will total approximately 58,716 square feet, resulting in $\pm 38\%$ lot coverage.

The storage buildings will be constructed using split faced block, asphalt shingles and garage doors, finished to match the exiting U Stor It facility (see site photographs, page 2 of this Agenda Report). These storage units will not be insulated. There will be no outdoor storage area of vehicles, RVs or boats. No employee parking spaces will be required on the subject property as it will be an expansion of the U Stor It facility to the east.

Landscaping along the north property line is required to screen the project from the residential neighborhood, per City of Great Falls landscaping requirements. A 6-foot high vinyl-coated chain-link security fence is proposed around the perimeter of the site. It is further proposed to have three-strand barbed-wire above 6 feet similar to the existing fence surrounding the adjacent U Stor It facility (see site photographs, page 2 of this Agenda Report) which is permitted for a "security fence" (Sec 8.50.035 B.1., City Code).

Vehicular access will be from 2nd Avenue North.

Zoning Analysis

A mini-storage facility is conditionally allowed in the M -2 zoning district. In addition, there are special standards provided in the Official Code of the City of Great Falls (OCCGF) that accompany this land use which are attached as Exhibit F (17.20.6.130). The proposed facility appears to meet all of the requirements of said Special Standards.

The basis for decision on zoning map amendments is listed in the Land Development Code 17.16.40.030. The recommendation of the Planning Advisory Board/ Zoning Commission and the decision of City Commission shall at a minimum consider the following criteria:

The amendment is consistent with and furthers the intent of the City's growth policy.

The proposed rezoning is consistent with the overall intent and purpose of the 2005 City Growth Policy. The Economic Goals of the Growth Policy support diversifying the City's base economy, and encouraging businesses that will utilize existing infrastructure. The Economic element also seeks to upgrade the physical appearance and community image of Great Falls.

The Growth Policy further seeks to infill vacant, underutilized, or substandard lots. The redevelopment and investment created by this compact and unified project will help stabilize the land uses in this vicinity by upgrading a site that was in decline, and a source of concern with the neighboring community.

This stabilization of land use is consistent with the intent of the M-2 zoning district. The City's codes and requirements and the required Conditional Use Permit will address any compatibility issues related to this development.

The amendment is consistent with and furthers adopted neighborhood plans, if any.

Great Falls is separated into nine Neighborhood Councils. There are no adopted Neighborhood Plans for any of the Councils within the City. The subject property is located in Neighborhood Council #4. Patty Cadwell, Neighborhood Council Coordinator, provided information to the Council on January 22, 2013. Ryan Buffington, with Woith Engineering, met the Council on January 24, 2013, and they unanimously approved a motion to recommend approval of the project.

The amendment is consistent with other planning documents adopted by the City Commission, including the river corridor plan, transportation plan and sub-area plans.

The amendment is generally consistent with other planning documents adopted by the City Commission given the area.

The Transportation Plan established the following pol-

icy for Infill Development:

The pattern of land use and development in the Great Falls area should continue to be consolidated and focused to control sprawl, encourage compatible infill and redevelopment, preserve open space, and promote the most cost-effective use of area services and infrastructure. It should reflect a mix of interdependent, compatible, and mutually supportive land uses. The land use pattern should be self-contained, promote compact pedestrian-oriented development, address transportation system needs, and enhance opportunities for walking, bicycling, and efficient transit service while increasing connectivity and smooth flow of all transportation modes throughout the community.

To that end, JKW Enterprises, Inc. has proposed a project that is explicitly consistent with this policy, though the location of the project is in a developing area and there is not a bike/pedestrian trail to connect to, nor would the type of development generate much bike/pedestrian traffic.

There are no other plans or sub-area plans relevant to this project.

The code with the amendment is internally consistent.

The proposed zoning map amendment is consistent with the applicable code. The proposed rezoning is contiguous to the City. Adjacent properties to the east, located outside the City, have similar uses and if annexed into the City would be consistent with the proposed development. The rezoning and proposed use of the site is consistent with applicable code, and the continued use of the trailer court on the east lot of subject property would perpetuate a legal nonconforming use.

The amendment is the least restrictive approach to address issues of public health, safety, and welfare.

The proposed mini-storage facility project is on the two westerly lots which was previously the site of an office and the B&H Trailer Court. Both properties were the source of numerous citizen complaints. The trailer court deteriorated over time from lack of maintenance and repair, making the living conditions unsafe and unsanitary.

In 2009, the Building Inspector issued a "Notice of Order" for the property addressed as 4727 2nd Avenue North to remove 16 uninhabitable mobile homes. Final demolition and cleanup of both westerly lots occurred July of 2012, making it ready for new development.

All of these site improvements have been to the benefit of public health, safety and welfare. The proposed mini -storage facility requires City review, and rezoning the property would not be restrictive to redevelopment and will have no negative effect on the public health, safety and welfare.

The City has or will have the financial and staffing capability to administer and enforce the amendment.

The rezoning will have beneficial financial impact and there is adequate staffing to administer and enforce the amendment.

Amended Plat Request

As a condition of the rezoning, JKW Enterprises, Inc. is also processing an Amended Plat that consolidates two lots into one lot (See Exhibit E - Draft Amended Plat). The area of the Amended Plat is ± 3.58 acres and establishes the rezoning boundary for the project.

Conditional Use Permit Findings

The procedure for processing a Conditional Use Permit is to conduct a public hearing before the Zoning Commission, which makes a recommendation to the City Commission. A second public hearing and a final decision regarding the Conditional Use Permit application are the purview of the City Commission. The City Commission may, through a written agreement with the applicant, establish such conditions and restrictions upon the construction, maintenance and operation of the conditional use as is deemed necessary for the protection of the public interest and to secure compliance with standards and requirements. The City Land Development Code lists seven criteria to be applied to a request for a conditional use for evaluation purposes, including:

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

The project is consistent with the City's Growth Policy as previously stated in this report. No neighborhood plans have been adopted for this area that address mini -storage facilities.

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That 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 proposed facility is located on a private lot that will be owned and maintained by JKW Enterprises, Inc. and, as previously stated, the Neighborhood Council is in support of this facility, and the redevelopment is a vast improvement to the prior conditions associated with the demolished B& H Trailer Court. The facility will not generate off-site nuisances.

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.

The proposed mini-storage facility will not be injurious to the use and enjoyment of property in the immediate vicinity. The proposed facility meets the required setbacks of the OCCGF and will include installation of a landscape buffer on the north, northwestern, and south property lines of the site in order to minimize its visual impact from surrounding properties and roads.

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 facility will not impede the normal and ordinary development and improvement of the surrounding property. Adjacent property to the west, and across 2nd Avenue North to the south, is zoned C-2 General commercial. North of the subject property is multifamily residential use. The abutting property to the east is an existing U Stor It mini-storage facility, which has a county zoning of B-2 General business. The surrounding property owners have been notified of the proposed facility and the City has not received any comments. The proposed location of the facility appears to meet the requirements of the Special Standards per the OCCGF (see Exhibit F).

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

Adequate services and infrastructure exists to operate the proposed Mini-storage facility.

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 subject property abuts the existing U Stor It facility that was developed to the east in the county. One ingress/ egress road has been designated to access the site, and if the remaining trailer court is developed into additional mini-storage the subject property will then have shared internal access, with the one entrance/exit to the public roadway. The adjacent roadways have sufficient capacity to accommodate the increased traffic from the proposed development. It is not anticipated that the proposed development will increase traffic congestion in the public street.

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 facility, with conditional use approval, conforms to the applicable regulations of the M-2 zoning district and all of the Special Standards set forth in the OCCGF. As a condition of approval, the east lot of the subject property, where the existing trailer court is located, will be required to go through the Conditional Use Permit application process if the owner plans to redevelop the lot into additional mini-storage. City Commission, as part of the approval process, has the right to modify regulations through the Conditional Use Permit process.

Improvements

Traffic Analysis

The previous use on the subject property was a 22-unit mobile home park and one single family residence. In addition, the mobile home park included an office building and one trailer used for storage. According to the 7th Edition Trip Generation Manual, Institute of Transportation Engineers, the 22 mobile homes and one single family dwelling would generate an average of 120 vehicle trip ends per weekday.

The proposed use, a development of maximum of 305 storage units, would produce around 86 vehicle trip ends per weekday, or 34 trips less than the previous use. The adjoining roadway, 2nd Avenue North, is a 4-lane principal arterial, and has adequate capacity to accommodate the trips generated by the proposed development.

Streets & Utilities

The subject property abuts 2nd Avenue North, which is improved to a City standard. The applicant will not be required to improve any streets as a part of this application. There are no utility reimbursements owed for a water main on 2nd Avenue North, as it was initially installed to serve Malmstrom Air Force Base and was last replaced in 1977; nor is there utility reimbursements owed for the sanitary sewer in 4th Alley North.

There is a 12-inch asbestos cement pipe water main located in 2nd Avenue North with existing taps that have been stubbed to the property line for the developer's use. There is an 8-inch clay sanitary sewer main located in the undeveloped public right-of-way, 4th Alley North, at the north of the subject property with existing taps that have been stubbed to the property line for the developer's use. Per City requirements, only one water and one sewer tap is permitted per address/lot. Lot 4 of the subject property will remain a trailer court until tenants have moved out, which will have one water and one sewer line. The subject property for the mini-storage facility will have one water and sewer line for irrigation. As a condition of approval, JKW Enterprises, Inc. will be required to abandon any unused water and sewer lines at the main.

Stormwater Management

With annexation, development and/or redevelopment improvements to the property, the owner will need to comply with requirements of the City's Storm Drain Design Manual, which at this time requires mandatory on-site detention to reduce storm water runoff peak flows. Best Management Practices for improving water quality are suggested as part of the Storm Water Management Program. The existing nearby storm drain facilities on 4th Avenue North are limited to two inlets with a connecting pipe between them discharging to a ditch on the north side of 4th Avenue North that drains northward between Columbine and Deerfield Courts.

At this time it is anticipated that most of the property will drain toward the north end of the property. The runoff will need to be detained and conveyed along the existing 4th Alley North, either by pipe or valley gutter, to the northeast corner of the property, thence along a short segment of North/South oriented Alley (plated in Potage Meadows No. 1 Addition) to 4th Avenue North where discharge may be diverted to the gutter or to the south curb inlet, located approximately 20 feet east of the intersection of the alley with 4th Avenue North. As above-mentioned, the City has an existing sanitary sewer main located along 4th Alley North, therefore the storm drain conveyance will need to be located to not conflict with the sanitary sewer main or vehicular access along any of the alley right-of-way.

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Recommendations

The Zoning Commission has the responsibility to review and make recommendations on zoning requests. As such, each of the three recommendations presented below are to be considered and acted upon separately by the specified Board or Commission:

Recommendation I:

The Zoning Commission recommends the City Commission approve rezoning the subject property legally described as Lots 3-5, Block 3, Heren Addition, Section 9, Township 20 North, Range 4 East, P.M.M., Cascade County, Montana from the existing C-2 General Commercial to M-2 Mixed-use transitional, subject to the listed conditions being fulfilled by the applicant.

Recommendation II:

The Zoning Commission recommends the City Commission approve the Conditional Use Permit that a ministorage facility be established at the property legally described as Lot 3 and Lot 5, Block 3, Heren Addition, Section 9, Township 20 North, Range 4 East, P.M.M., Cascade County, Montana, subject to the Zoning Commission adopting Recommendation I (above) and the Conditions of Approval being fulfilled by the applicant and based on the findings of fact.

Conditions of Approval

- 1. Amended Plat. The Amended Plat of Lot 3 and Lot 5, Block 3, Heren Addition, Section 9, Township 20 North, Range 4 East, P.M.M., Cascade County, Montana, herein referred to as Amended Plat, which eliminates property lines, thus aggregating two lots into one lot shall be filed by the developer with the County Clerk & Recorder's Office, and shall incorporate corrections of any errors or omissions noted by staff.
- 2. **Stormwater Management.** A Stormwater Management Plan shall be developed to City standards and shall be submitted to the City Public Works Department for review and approval prior to issuance of building permits for the Site.
- 3. Substantial Compliance. Final build-out of the project shall be in substantial compliance with the final approved site plan documents, drawings and renderings dated 12/19/2012.
- 4. Land Use and Zoning. Except as provided herein, development of the property shall be consistent with the allowed uses and development standards of the M-2 Mixed-use transitional district designation.
- 5. **General Code Compliance**. The proposed project shall be developed consistent with the conditions in this report, and all codes and ordinances of the City of Great Falls, the State of Montana, and all other applicable regulatory agencies.
- 6. **Subsequent modifications and additions.** If after establishment of a conditional use, the owner proposes to expand or modify the use, buildings, and/or structures, the Director of the Planning Department shall determine in writing if such proposed change would alter the finding for one or more review criteria. If such proposed changes would alter a finding, the proposal shall be submitted for review as a new conditional use application. If such proposed change would not alter a finding, the owner shall obtain all other permits as may be required.
- 7. Landscape Screening. Applicant shall provide and maintain a 15-foot landscape buffer including trees and shrubs along the north and northwestern portion of the property. Applicant shall provide landscaping in the boulevard.
- 8. Utilities. Any additional water and sewer lines be abandoned at the main so there is only one irrigation line serving the mini-storage facility (Lots 3 & 5), and one water and one sewer line serving the trailer court (Lot 4).

Findings of Fact

- 1. The conditional use is consistent with City's Growth Policy and applicable neighborhood plans, if any.
- 2. That the establishment, maintenance or operation of the conditional use will not be detrimental to, or endanger the health, safety, morals, comfort or general welfare.
- 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.
- 4. The conditional use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district.
- 5. Adequate utilities, access roads, drainage and/or necessary facilities have been or are being provided.
- 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.
- 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.

Review/Approval Process

Next Steps

- 1. The Zoning Commission recommendation will be presented to the City Commission.
- 2. City Commission will approve or deny the rezoning request and Conditional Use Permit.
- 3. If approved, the applicant will submit any required documents for review and then file the required documents with the Cascade County Clerk and Recorder's Office.
- Cc: Jim Rearden, Public Works Director
 - Dave Dobbs, City Engineer

Patty Cadwell, Neighborhood & Youth Council Coordinator

Jim Workman, JKW Enterprises, Inc., PO Box 773, Great Falls, MT 59403

Spencer Woith, Woith Engineering, spencerwoith@woithengineering.com

EXHIBIT C - APPLICATION

CITY OF GREAT FALLS PLANNING & COMMUNITY DEVELOPMENT DEPT. P.O. BOX 5021, GREAT FALLS, MT, 59403-5021 406.455.8415 • WWW.GREATFALLSMT.NET DEVELOPMEN'T' APPLICATION			Submittal Date: <u>JAN 15 2013</u> Application Number: <u>ZGN 2013-2</u> Paid (Official Use ONLY): Annexation: \$400 Establish City Zoning: \$700		
DEVELOPME	NT APPLICAT	11 (D) N	X z	oning Map Amendment: \$700 onditional Use Permit: \$700	
U Stor It			D P	lanned Unit Development: \$700 ubdivision Preliminary Plat: \$800	
Name of Project / Development:				ubdivision Minor Plat: \$600 ubdivision Final Plat: \$300	
JKW Enterprises Inc		·		mended Plat (6 or more lots): \$600	
Owner Name:	Owner Name:			acate Public Right of Way: \$200	
PO Box 773 Great Fa	IIs, MT 59403				
Mailing Address:					
406-799-1555	406-799-1555 kworkin(@yaho	oo.com	
Phone:	Phone: Email:			DECEIVED	
Woith Engineering				D IAN 15 2013	
Representative Name:		9			
1725 41st Street	S Great Falls, MT	59405		CITY OF GREAT FALLS PLANNING & COMM. DEV.	
Mailing Address:	ana shinta sa				
406-761-1955		spencerwoith@woithengineering.com			
Phone:		Email:			
DRODERTY DESCRIP	TION / LOCATIO	N.			
Heren Addition	PROPERTY DESCRIPTION / LOCATIO Heren Addition 9			R 4 E	
Mark/Lot:	Section:	Township/Block:		Range/Addition:	
4727 2nd Ave N Great	Falls, MT 59405, 4711	2nd Ave N	Great	Falls, MT 59405	
Street Address:					
ZONING:		LAND U	JSE:		
C-2 General Commercial	M-2 Mixed-use Transitional	Vacant		Mini-Storage	
Current:	Proposed:	Current:		Proposed:	
understand that the fee pays application. I (we) further up	rstand that the filing fee accor for the cost of processing, and nderstand that other fees may ove information is true and co	d the fee does to be applicable [not cons per City	on is not refundable. I (we) further stitute a payment for approval of the Ordinances. 7 (our) knowledge.	

Prope	erty Ow	ner's S	Signat	ure:
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Representative's Signature:

Date: 1/15/2013 Date:

Form Creation Date: 08.25.2011

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RAFT AMENDED PLAT	AN AMENDED PLAT OF LOTS 3 AND 5 OF BLOCK 3, HEREN ADDITION TO THE CITY OF GREAT FALLS
XHIBIT D - D	



EXHIBIT E - PROPOSED SITE PLAN



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EXHIBIT F - MINI-STORAGE FACILITY STANDARDS

17.20.6.130 - Mini-storage facility.

- A. Minimum lot size. The lot on which a mini-storage facility is located shall be at least one (1) acre in size.
- B. Access. The access to a cubicle shall not open directly onto a public street or alley.
- C. Access. A mini-storage facility shall front on and have direct access to a roadway classified as a collector or a higher classification.
- D. Paving required. All driveways, interior aisles, and walkways shall be concrete or asphalt.
- E. **Storage of prohibited substances.** No cubicle shall be used to store explosives, toxic substances, hazardous materials, or radioactive materials.
- F. Uses. Only uses which are specific to storage shall occur. No portion of the site may be used for fabrication or any similar use.
- G. Special standards and guidelines for mini-storage facilities in a commercial zoning district. When a mini-storage facility is allowed in a commercial zoning district it shall meet the following architectural design standards and guidelines (See Exhibit 20-6):
 - 1. **Roof.** The roof shall have a minimum pitch of 4 and 12 and be covered with sculptured asphalt, wood, or tile shingles.
 - 2. Door adjacent to a residential district. No door providing access to a rental cubicle shall be located on the outer perimeter of the building when abutting a residential district.
 - 3. **Placement of doors on a single-loaded building.** When a mini-storage facility is single-loaded (i.e., cubicle doors only on one (1) side), the cubicle doors shall not face the outer perimeter of the site.
 - 4. Exterior material. At least forty (40) percent of the wall surface facing toward the outer perimeter of the site shall be brick, decorative concrete block (e.g., ground face or split face), stucco, or a combination thereof.
 - 5. **Fencing.** Fences shall be placed on the interior of buffer areas, if required. Fences should be decorative, but at a minimum shall be vinyl coated chain link fence material with support posts three (3) inches or greater in diameter. Vinyl banding shall not be inserted into a chain link fence.

EXHIBIT F - MINI-STORAGE FACILITY STANDARDS



Exhibit 20-6. Key design features of a mini-storage facility project