

Kyle Holland, Planner II Community Development Department 316 North Park Avenue, Room 445 Helena, MT 59623

Phone: 406-447-8492 Fax: 406-447-8460 Email: <u>kholland@helenamt.gov</u>

helenamt.gov

**Date:** October 26, 2023

#### STAFF REPORT

To: City of Helena Board of Adjustment

From: Kyle Holland, City Planner II

**Subject:** Consideration of:

- 1. A variance from Section 11-4-2 to increase the maximum building height from 60' to 67' for a property with a legal description of S28, T10 N, R03 W, C.O.S. 291462, TR IN NW4NW4
- A variance from Section 11-22-3 to reduce the required number of parking spaces from 70 to 58 for a property with a legal description of S28, T10 N, R03 W, C.O.S. 291462, TR IN NW4NW4

The reason for this variance is to construct an addition to the State of Montana liquor warehouse.

This property is located at 2517 Airport Road.

#### **OVERVIEW**

GENERAL INFORMATION

DATE OF APPLICATION: Application received October 02, 2023

PUBLIC HEARING DATE: Board of Adjustment - 5:30 p.m., Tuesday, November 7, 2023

PROPERTY OWNER:	State of Montana A&E Division
MAILING ADDRESS:	1520 East 6th Avenue, Helena, MT 59620
CONTACT NUMBER:	(406) 444-3327
EMAIL ADDRESS:	mlittle@mt.gov

APPLICANT:William Grant, ArchitectMAILING ADDRESS:650 Power Street, Helena MT 59624CONTACT NUMBER:(406) 443-2340EMAIL ADDRESS:bgrant@cwg-architects.com

PROPERTY ADDRESS: 2517 Airport Road, Helena, MT 59620

LEGAL DESCRIPTION:

S28, T10 N, R03 W, C.O.S. 291462, TR IN NW4NW4

PRESENT LAND USE: State owned warehouse PRESENT ZONING: CLM

ADJACENT LAND USE:

North:	Airpor	t –	Helena Regional Airport
South:	CLM	-	Warehouse
East:	CLM	-	Warehouse
West:	CLM	-	Warehouse
	MI	-	Warehouse
			Montana Rail Link

#### **VARIANCE PROPOSALS:**

- 1. A variance from Section 11-4-2 to increase the maximum building height from 60' to 67' for a property with a legal description of S28, T10 N, R03 W, C.O.S. 291462, TR IN NW4NW4
- A variance from Section 11-22-3 to reduce the required number of parking spaces from 70 to 58 for a property with a legal description of S28, T10 N, R03 W, C.O.S. 291462, TR IN NW4NW4

HISTORY OF APPLICABLE PERMITTING ACTION:

- 1) Various permits for roofing, remodel, and electrical from 1990 to 2017
- 2) Permits for new racking in 2012 and 2014
- 3) January 2010 A permit for warehouse addition
- 4) October 2001 A permit for a loading dock
- 5) November 1976 Initial permit

## ZONING EVALUATION for the properties legally addressed as 2517 Airport Road, Helena, MT, located in a CLM zoning district.

ZONING REQUIREMENT	Applicable ZONING REGULATION	PRESENT CONDITION	PROPOSAL	VARIANCE REQUIRED
City Code: §11-4-2 (Table 2) (CLM) LOT REQUIREMENTS BY ZONING DISTRICTS	Height	31'	Construct addition with 67' height	Yes
§11-23-3 MINIMUM NUMBER OF OFF STREET PARKING SPACES REQUIRED	Warehouse land use requires 0.5 space/1,000 sq. ft. GFA	138,045 sq. ft. combined existing and proposed requires 70 spaces	Reduce parking requirement to 58	Yes

#### **BOARD OF ADJUSTMENT VARIANCE CRITERIA**

Section 11-5-5 of the Helena Zoning Ordinance includes certain criteria that must be reviewed as part of the variance procedure.

To approve a requested variance for a new building or portion thereof, the board of adjustment shall consider the following standards and find as follows:

1. The variance will not create a significant risk to the public health, safety, or general welfare;

2. The variance will not significantly reduce or impair the peaceful use of existing property or improvements in the vicinity and the zoning district in which the subject property is located;

and

3. Strict compliance with the provisions of this title would create unnecessary hardship or practical difficulty.

In evaluating the standards above, the board of adjustment may consider the following factors:

1. Special conditions and circumstances that are unique to the applicant's site, including the size of the property, unusual or extreme topography, or unusual shape of the property.

2. The height, location, or dimensions of existing structures located on the site or in the vicinity of the site.

3. Whether there is a prevalence of nonconformities in the vicinity of the site that are similar to the variance requested.

4. The subsequent imposition of zoning restrictions creating nonconforming lots or parcels, and governmental actions beyond the applicant's control.

5. Whether a literal interpretation of the provisions of this Title would deprive the property owner of rights commonly enjoyed by other properties similarly situated in the same district under the terms of this Title.

6. The extent to which the hardship or difficulty results from the actions of the applicant. 7. Whether granting the variance requested will confer an unreasonable special privilege to the subject property that is not available to other properties similarly located in the same zoning district.

#### **PUBLIC COMMENT:**

As of Thursday, October 26, 2023, no comments have been received.

#### **<u>City Attorney's Office:</u>**

It is the recommendation of the City Attorney's Office, that staff does not make a recommendation to approve or deny a variance.

#### CONCLUSION

Montana law states the Board of Adjustment has authority to consider "...upon appeal in specific cases such variance from the terms of the ordinance as will not be contrary to the public interest, where, owing to special conditions, a literal enforcement of the provisions of the ordinance will result in unnecessary hardship and so that the spirit of the ordinance shall be observed and substantial justice done." (76-2-323 MCA)

#### Motion:

#### Move to <u>Approve or Deny</u>

- 1. A variance from Section 11-4-2 to increase the maximum building height from 60' to 67' for a property with a legal description of S28, T10 N, R03 W, C.O.S. 291462, TR IN NW4NW4
- 2. A variance from Section 11-22-3 to reduce the required number of parking spaces from 70 to 58 for a property with a legal description of S28, T10 N, R03 W, C.O.S. 291462, TR IN NW4NW4

If the Board of Adjustment approves the requested variance, the following condition is recommended:

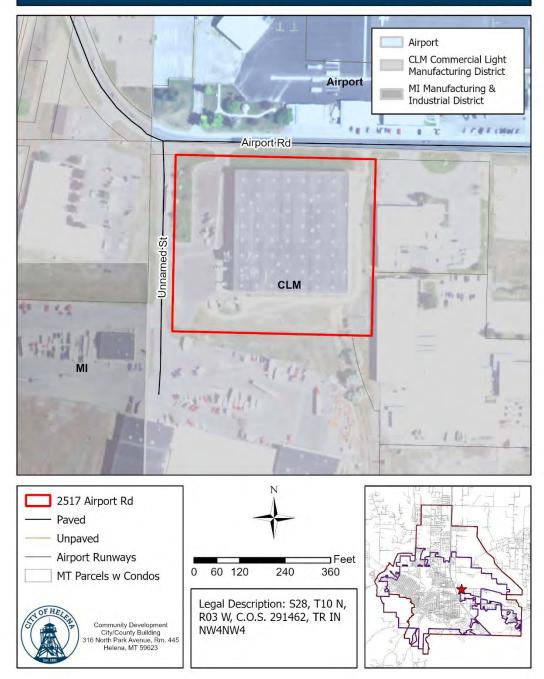
<u>Building Permit:</u> A building permit must be obtained within one (1) year.

Regards,

21- gellow

**Kyle Holland, Planner II** Community Development Department City-County Building 316 N. Park Ave, Rm 403 Helena, MT 59623

## 2517 Airport Rd Zoning Map





Kyle Holland, Planner II Community Development Department 316 North Park Avenue, Room 445 Helena, MT 59623

Phone: 406-447-8492 Fax: 406-447-8460 Email: <u>kholland@helenamt.gov</u>

Date: October 12, 2023

**TO WHOM IT MAY CONCERN:** Variances from district dimensional standards requirements are being proposed in your area. Please review the enclosed description, and vicinity map. You may respond to the proposal at the public hearing or submit written comments prior to the November 7th, 2023 Board of Adjustments public hearing to the City Planning Division, 316 North Park, Helena MT 59623.

The Helena Board of Adjustments will hold a public hearing on the variance request on <u>Tuesday</u>, <u>November 7th, 2023</u> at 5:30 p. m. in the Commission Chambers, 316 N Park Ave, and via Zoom at <u>https://zoom.us/j/95139091644</u>, Meeting ID: 951 3909 1644. Dial in at (346) 248-7799 or find your local Zoom phone number by going to <u>https://zoom.us/u/abx78Gko9e</u>.

Interested parties are encouraged to attend this meeting. We may not be able to reach all who may be interested in this application, and we encourage you to talk to your neighbors about this proposal.

#### **PROPOSAL**:

- 1. A variance from Section 11-4-2 to increase the maximum building height from 60' to 67' for a property with a legal description of S28, T10 N, R03 W, C.O.S. 291462, TR IN NW4NW4
- 2. A variance from Section 11-22-3 to reduce the required number of parking spaces from 70 to 58 for a property with a legal description of S28, T10 N, R03 W, C.O.S. 291462, TR IN NW4NW4

The reason for this variance is to construct an addition to the State of Montana liquor warehouse.

#### ADDRESS:

This property is located at 2517 Airport Road.

#### **GENERALLY LOCATED:**

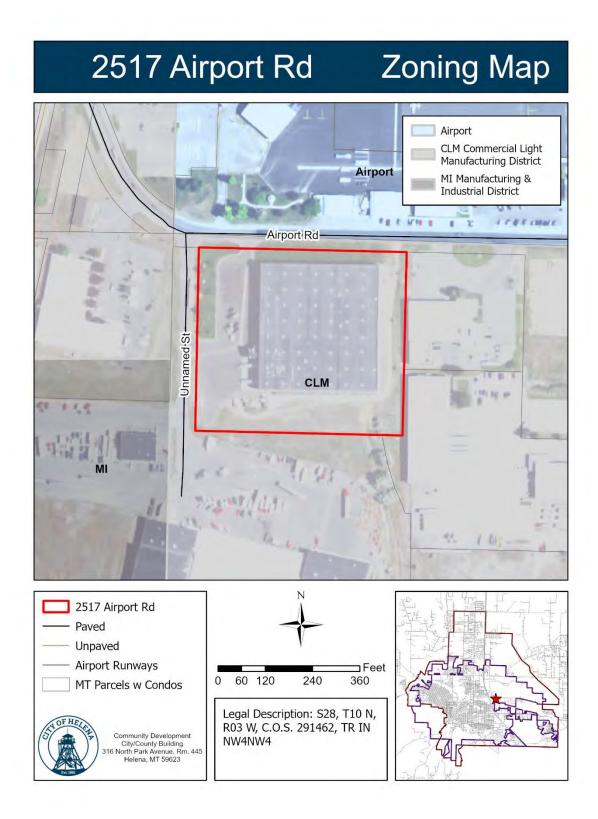
This property is generally located south of Airport Road between Walnut Street and Blaine Street.

If you have questions concerning the proposed change, please contact the City Planning Division of the Community Development Department at 447-8459.

Sincerely,

L gellow

**Kyle Holland, Planner II** Community Development Department City-County Building 316 N. Park Ave, Rm 403 Helena, MT 59601





#### BOARD OF ADJUSTMENT VARIANCE APPLICATION

Community Development Department, Planning Division 316 North Park Avenue, Room 445, Helena, MT 59623 406-447-8490; citycommunitydevelopment@helenamt.gov

Date received:

#### APPLICATION FEE: \$125.00 (PAYABLE TO THE CITY OF HELENA) ALL FEES ARE NON-REFUNDABLE

PROPERTY	OWNER: Primary Contact? 🖸			
Name:	State of Montana A&E Division	Primary Number:	406 444 33	327
Address:	1520 East 6th Avenue, Helena, MT 59620	Other Phone:		
Email:	mlittle@mt.gov			
APPLICAN	T (If different from property owner): Prir	mary Contact? 🗆		
Name:	William Grant Architect	Primary Number:	406-443-2	2340
Address:	650 Power Street, Helena, MT 59624	Other Phone:		
Email:	bgrant@cwg-architects.com	Company:	CWG Architecture, Inc	
AUTHORIZ	ED REPRESENTATIVE: Primary Contact	? 🖸		
Name:	Marina Little	Primary Number:	406 444 3	327
Address:		Other Phone:		
Email:		Company:		
Address	s of Property 2517 Airport Road, Helena, MT	59601		
	Address	City	State	Zip Code
	escription (Block & Lots, Subdivision, COS#)			
Tha	at tract described in Book 288 of Deeds page	e 848 and shown on certi	ficate of sur	vey No 291462
Geocod	le_05-1888-28-2-13-02-000			
The mo	est recent deed for impacted property			
Lot or P	and a second mean of the second by the second			
Current	Parcel Size (square feet) $\frac{5.65 \text{ Acres}}{2}$ = 240,4	l64sf		
	Parcel Size (square feet) $\frac{5.65 \text{ Acres}}{2}$ = 240,4	164sf Warehouse Expansion 96,	695 sf exist fir	st floor, 10,190 sf exist
Current	Parcel Size (square feet) $\frac{5.65 \text{ Acres}}{2000 \text{ Acres}} = 240,4$ and proposed use of structure or property:	164sf Warehouse Expansion 96,	695 sf exist fir	st floor, 10,190 sf exist
	Parcel Size (square feet) <u>5.65 Acres</u> = 240,4 and proposed use of structure or property: Zoning District <u>CLM</u>	Warehouse Expansion 96,		st floor, 10,190 sf exis
Are the	Parcel Size (square feet) <u>5.65 Acres = 240,4</u> and proposed use of structure or property: Zoning District <u>CLM</u> re other related Land Use Applications being	Warehouse Expansion 96,		rst floor, 10,190 sf exist
<ul><li>Are the</li><li>Submit</li></ul>	Parcel Size (square feet) <u>5.65 Acres</u> = 240,4 and proposed use of structure or property: Zoning District <u>CLM</u>	Warehouse Expansion 96,		

standard and the proposed variance to the standard.

# Section B: INDICATE WHICH VARIANCE(S) IS (ARE) BEING REQUESTED AND THE EXTENT OF THE VARIANCE.

EXAMPLE: [X] Reduce Front Lot Line Setback: From the required 10 feet to 3 feet.

Please provide all the information requested in the Application. An incomplete application may delay the review of your request. Please note: "N/A" is not an acceptable answer alone and requires an explanation if used.

#### **Dimensional Criteria:**

	Reduce front lot line setback:		
	Front lot line setback #2 (corner lot):		
	Reduce garage entrance setback:		
	Reduce side lot line setback:		
	Reduce rear lot line setback:	C	
	Exceed building height limitation:	from the required 60	Oft to 67 feet
Lot	Coverage/Area Criteria:		
	Lot coverage percentage:		
	Front porch lot coverage percentage:		
	Lot area per dwelling unit:		
Lan	ndscaping Criteria:		
	Reduce or eliminate landscaping area	1.	
	Reduce or eliminate screening:		
Par	rking Criteria:		
	Exceed the maximum parking spaces	allowed:	
	Reduce the amount of required on-sit	te parking spaces:	From 70 to ????
	Reduce or eliminate loading berths:		
	Reduce or eliminate required bicycle	spaces:	
	Reduce size of parking space:		
Sig	an Criteria:		
	Sign area (square footage):		
	Sign height:		
	Sign location:		
	Number of signs:		

□ Other:

#### Section C: BOARD OF ADJUSTMENTS VARIANCE REVIEW CRITERIA.

To approve a requested variance for a new building or portion thereof, the Board of Adjustment shall consider the following standards in section 11-5-5 of the Helena City Code and find as follows:

- 1. The variance will not create a significant risk to the public health, safety, or general welfare;
- 2. The variance will not significantly reduce or impair the peaceful use of existing property or improvements in the vicinity and the zoning district in which the subject property is located; and
- 3. Excluding monetary hardship, strict compliance with the provisions of this title would create unnecessary hardship or practical difficulty.

These are the standards your application for variance will be judged on. Your answers in section D should speak to the review criteria.

It is the applicant's burden of proof to show that a variance should be granted. As part of your application, you are required to provide information for each of the following factors including all alternatives considered. Failure to provide adequate responses or requested documentation may result in a returned application.

#### Section D: EVALUATION FACTORS

- Special conditions and circumstances that are unique to the applicant's site, including the size of the property, unusual or extreme topography, or unusual shape of the property.
  If the above condition applies, state the specific factors and provide supporting documentation. For example, if the variance request is due to an abnormal lot configuration, provide a survey of the lot that specifically demonstrates the issue. See Attached
- The height, location, or dimensions of existing structures located on the site or in the vicinity of the site.

Ex: How is the proposed variance compatible with the other structures located on the site or in the vicinity of the site? On the site plan you provide, please represent accurately and to scale the height, location, and dimensions of existing structures. See Attached

See Allacheu

3. Whether there is a prevalence of nonconformities in the vicinity of the site that are similar to the variance requested.

If so, what are those nonconformities and provide supporting documentation. See Attached

 The subsequent imposition of zoning restrictions creating nonconforming lots or parcels, and governmental actions beyond the applicant's control.

Is the need for a variance request a result of government action? For example, the front yard setbacks were increased after construction of the structure, thereby creating the non-conformity. Explain.

See Attached

5. Whether a literal interpretation of the provisions of this title would deprive the property owner of rights commonly enjoyed by other properties similarly situated in the same district under the terms of this title.

For example, would the denial of the variance deny the property owner the right to safe placement of a garage where garages are typical? If so, explain.

See Attached

- 6. The extent to which the hardship or difficulty results from the actions of the applicant. Explain the extent of the circumstances that are creating hardship or difficulty in compliance with the City Code and list alternatives and options considered by the applicant. Provide supporting documentation. See Attached
- Whether granting the variance requested will confer an unreasonable special privilege to the subject property that is not available to other properties similarly located in the same zoning district.
  See Attached
- 8. Do you think a rebuttable presumption, as identified in City Code Section 11-5-5(E), should apply to your property, yes or no? For example, do you have an existing non-conforming structure that you wish to rebuild in the same location? If yes, show the original footprint of the building. Provide documentation that proves the existence of the prior nonconformity. Document that the nonconformity can be in compliance with building and fire codes. See Attached
- 9. Provide any additional information you would like the Board to consider. See Attached

IT IS THE POLICY OF THE CITY OF HELENA'S BOARD OF ADJUSTMENT TO NOT ACT ON A PROPOSAL IF THE APPLICANT/PROPERTY OWNER OR REPRESENTATIVE IS NOT PRESENT AT THE BOARD OF ADJUSTMENTS HEARING. CITY STAFF REPRESENT THE CITY AND CANNOT ANSWER QUESTIONS ON BEHALF OF THE APPLICANT AT THE BOARD OF ADJUSTMENT HEARINGS.

#### I HEREBY CERTIFY AND ACKNOWLEDGE THE STATEMENTS IN THIS APPLICATION AND ANY ATTACHED INFORMATION ARE TRUE AND CORRECT TO THE BEST OF MY KNOWLEDGE.

Signed:

a M. hotte

12023 Date:

Date:

Property Owner

Applicant:

(If different from Owner)

(Property owner must sign application)

It is recommended that the applicant contact neighbors to inform them of proposal and identify any concerns that the applicant may be able to address.

City Planning Staff represents the City; staff cannot answer questions for the applicant.

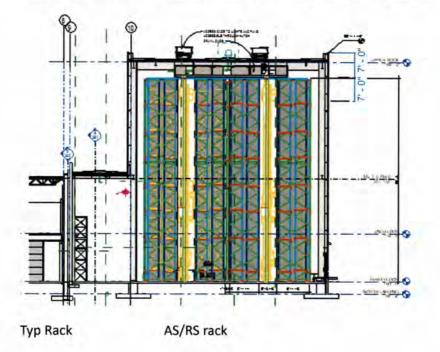
#### Special conditions and circumstances that are unique to the applicant's site, including the size of the property, unusual or extreme topography, or unusual shape of the property.

The State Liquor Warehouse is the only building of its kind in Montana, dedicated to receiving and redistributing liquor to the entire state of Montana. We do not have the option to look at other land, so we are / have been tasked with making the best use of this site. The warehouse is a constant trucking operation utilizing forklifts and high pile storage of liquor laden pallets. The warehouse also contains the Department of Revenue liquor division staff offices. The current space is not adequate for servicing the entire state.

Liquor Division staff determined additional area is required to keep abreast of the storage challenges. The property lot is open to the south and site studies revealed a 31,000sf building could be constructed. Cost analysis initially considered only standard high pile storage. Idaho, our neighboring State, also has a liquor distribution statute which requires storage of liquor and dispersed to State liquor stores. Their operation invested in an automated storage and retrieval system (AS/RS).

The AS/RS operation maximizes the floor area with multi-tiered storage over the typical three or four levels found in the current warehouse high piled storage. The study found that seven levels of AS/RS pallet storage was most feasible for meeting the Owner's current and future needs. The design of the facility hinged on that decision. The storage solution pushes the building height to an extent greater than allowed by the Helena CLM Zone with a maximum height of 60 feet.

The following building section indicates a typical storage rack to the left and the AS/RS rack to the right. The diagram also indicates how a seven-foot drop in height would affect the storage capacity by eliminating the top tier of AS/RS storage. A total of 688 pallet storage spaces (14%) will be lost out of 4768 overall spaces by reducing the building height by seven feet.



#### The height, location, or dimensions of existing structures located on the site or in the vicinity of the site.

The existing building has a height from the finish floor of 31'-0". Adjacent buildings to the east and south are approximately 15-20' height. Similarly, buildings to the west are one story pre-manufactured buildings.

Whether there is a prevalence of nonconformities in the vicinity of the site that are similar to the variance requested.

There are few if any buildings in the CLM zone that approach the maximum building height.

4. The subsequent imposition of zoning restrictions creating nonconforming lots or parcels, and governmental actions beyond the applicant's control.

This paragraph not applicable.

5. Whether a literal interpretation of the provisions of this title would deprive the property owner of rights commonly enjoyed by other properties similarly situated in the same district under the terms of this title.

The use of AS/RS for storage in this zone type is limited because the zone restricts building height. Where this CLS – commercial light manufacturing – zone exists within the City, flexibility in the building envelope is essential in the future of manufacturing and storage facilities.

#### 6. The extent to which the hardship or difficulty results from the actions of the applicant.

The building program requirement to maximize storage inherent in the AS/RS Automation layout and storage density is greatly impacted by a limited exterior building wall height. A shorter wall height causing the warehouse to lose pallet positions impacts the future operations and functional longevity of the warehouse due to other site constraints.

Whether granting the variance requested will confer an unreasonable special privilege to the subject property that is not available to other properties similarly located in the same zoning district.

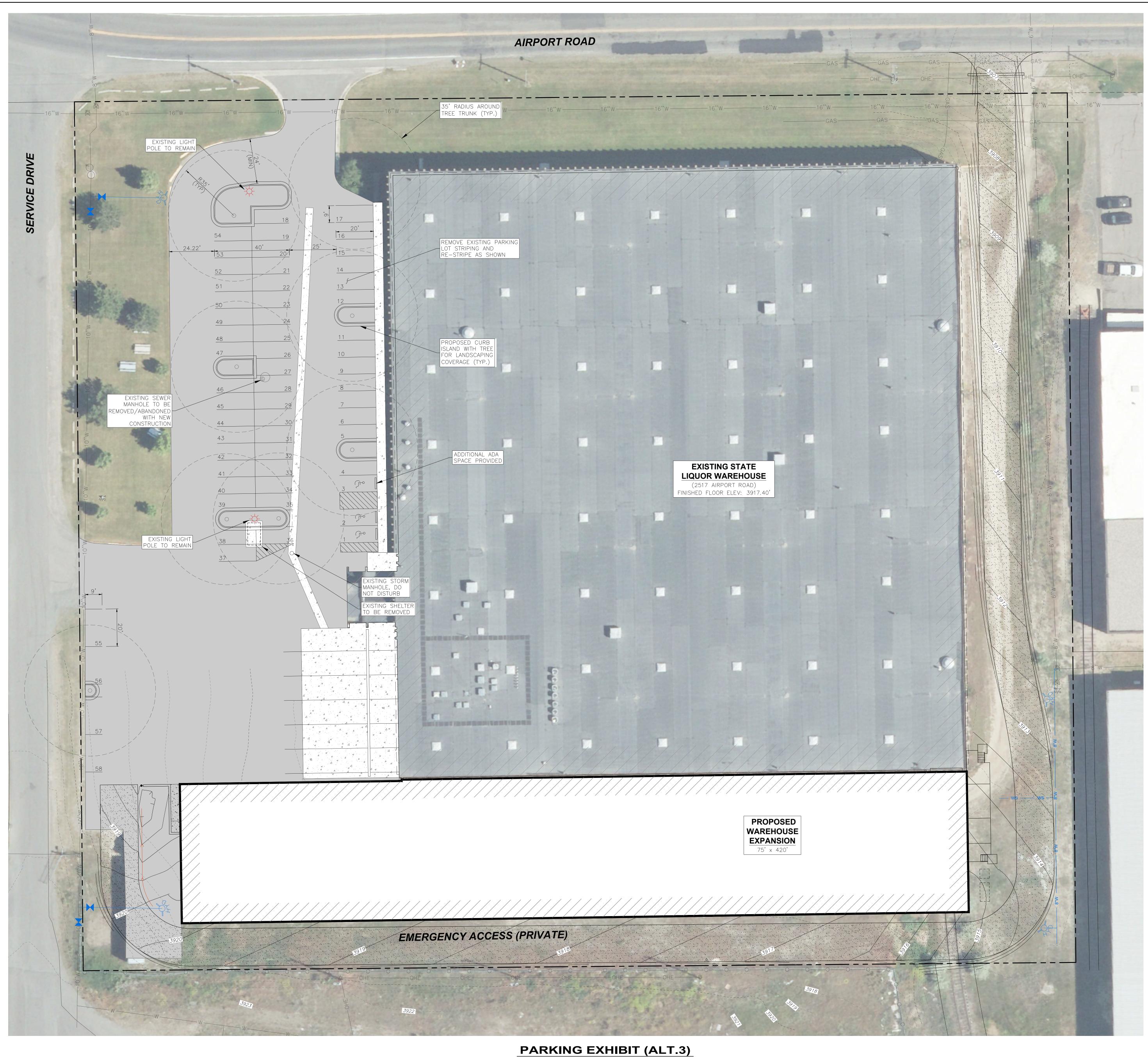
There are not other properties attempting to attain the same vertical wall height as the Liquor Warehouse Expansion, however the adjacent B-2 zone allows a building height of 75 feet, so it would seem this CLM zone with a maximum height of 60 ft presents an unfair condition.

8. Do you think a rebuttable presumption, as identified in City Code Section 11-5-5(E), should apply to your property, yes or no? For example, do you have an existing non-conforming structure that you wish to rebuild in the same location? If yes, show the original footprint of the building. Provide documentation that proves the existence of the prior nonconformity. Document that the nonconformity can be in compliance with building and fire codes.

The design team has been working with the City Codes Department and the Fire Marshall to assure the site and building meet the safety requirements of the city. There are currently no non-conforming aspects of the site.

#### 9. Provide any additional information you would like the Board to consider.

The State and the design team have invested time and dollars into the development of this site and building to maximize the investment of a building expansion including an AS/RS automated system for the warehouse. Please allow us to move forward with this project as it is currently designed and help us to attain a balance of volume and pallet storage on this one site as the building footprint can't be enlarged or consider any other location for the operations.



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SCALE IN FEET

	PERTAINS TO THIS PROJECT PROPOSAL FOR ALL CONDITI INDICATED IN THE PROJECT I
PARKING REQUIREN	IENTS:
	6,695 S.F. 0,190 S.F. 1,160 S.F. (22,691 S.F.)
TOTAL BUILDING AREA FOR 1	PARKING CALCULA 15,354 S.F.
REQUIREMENT: (0.5) PARKING SPACE, <i>(HELENA CITY CODE,</i>	
MINIMUM NUMBER OF ADA (208.2, ADA STANDAF	
<u>PARKING SPACES:</u> – REQUIRED: 58 (TOTAL)	, ADA SPACE: 3

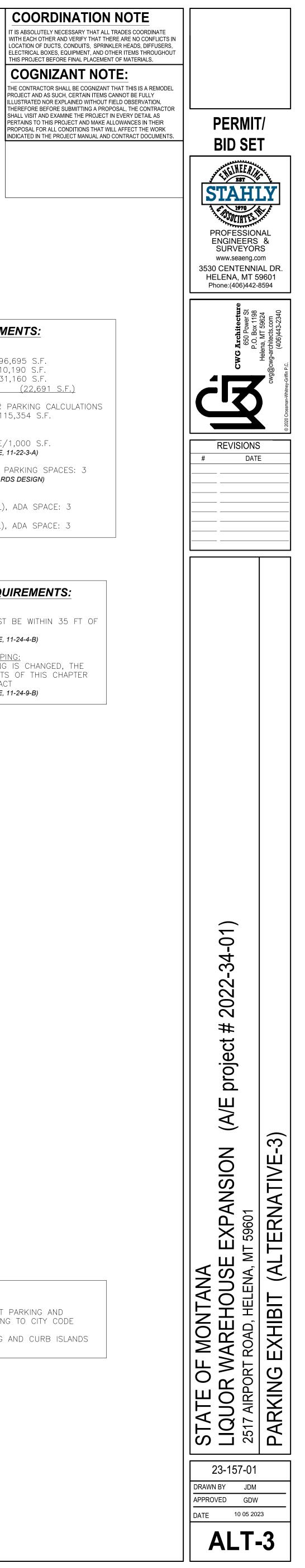
- PROVIDED: 58 (TOTAL), ADA SPACE: 3

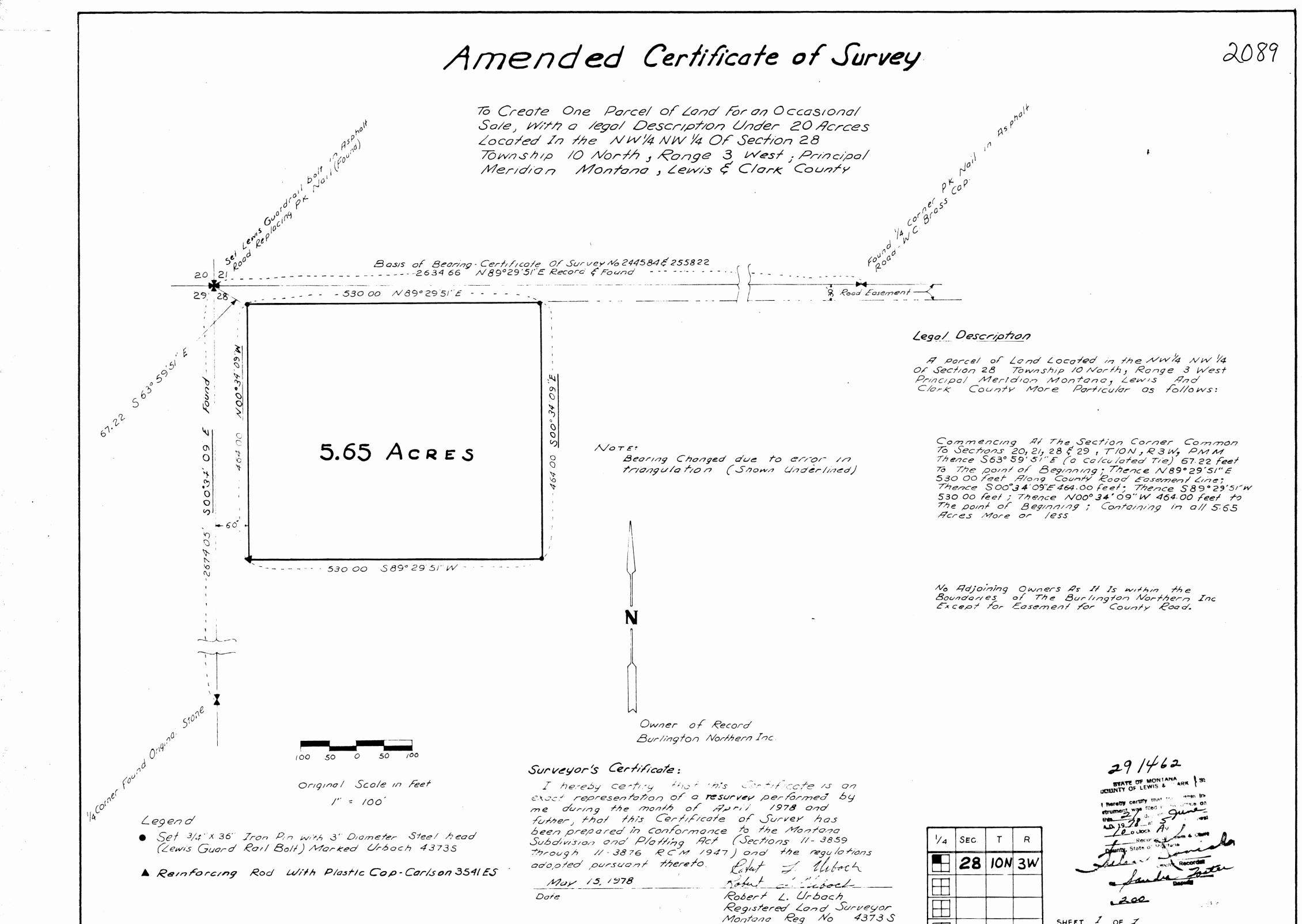
# LANDSCAPING REQUIREMENTS:

- <u>REQUIREMENT:</u> ALL PARKING SPACES MUST BE WITHIN 35 FT OF a tree trunk (HELENA CITY CODE, 11-24-4-B)
- NONCONFORMING LANDSCAPING: IF THE SIZE OF A BUILDING IS CHANGED, THE LANDSCAPING REQUIREMENTS OF THIS CHAPTER APPLY TO THE ENTIRE TRACT (HELENA CITY CODE, 11-24-9-B)

## ALTERNATIVE - 3

- COMPLETE OFF-STREET PARKING AND LANDSCAPING ACCORDING TO CITY CODE
- INCLUDES RE-STRIPING AND CURB ISLANDS FOR TREE COVERAGE





Montana Reg No 43735

1/4	SEC.	т	R
	28	JON	3W
H			
H			

SHEET \_\_\_\_ OF \_\_\_\_ CERTIFICATE OF SURVEY NO. 267/44

### Project Reviews City of Helena

Description: 2517 Airport Road

#### Project Number: ZBOA2310-003

Applied: <b>10/2/2023</b>	Approved:	Site Address: 2517 AIRPORT RD
Closed:	Expired:	City, State Zip Code: HELENA, MT 59601
Status: <b>RECEIVED</b>		Applicant: <b><none></none></b>
Parent Project:		Owner: STATE OF MONTANA
		Contractor: <b><none></none></b>

#### Details:

LIST OF REVIEWS						
SENT DATE	RETURNED DATE	DUE DATE	ТҮРЕ	CONTACT	STATUS	REMARKS
Review Group: ALL						
10/12/2023	10/17/2023	10/26/2023	BUILDING	Kim Mack	APPROVED	
Notes: Complete building code review will be completed to ensure compliance. 75 feet permitted by current building code based on use and type of construction.						
10/12/2023		10/26/2023	CITY ATTORNEY	Attorney Bucket		
Notes:						
10/12/2023	10/24/2023	10/26/2023	ENGINEERING	Tyson Lesmeister	NO COMMENT	
Notes:						
10/12/2023	10/18/2023	10/26/2023	FIRE	Lou Antonick	APPROVED	
Notes: International Fire Code review in coordination with the International Building Code will be completed to ensure compliance.						
10/12/2023		10/26/2023	POLICE	Police Bucket		
Notes:						
10/12/2023	10/13/2023	10/26/2023	PUBLIC WORKS	JAMIE CLARK	SEE COMMENTS	Please see comments
Notes: The FAA and Airport should be consulted as to whether or not additional building heights would affect airport operations, runway safe areas and/or approaches and whether or not building heights in the location are subject to any applicable FAA guidelines/regulations. There is no reference to FAA regulations found within the application materials nor any correspondence/approval from the FAA presented. This location is within 100 feet of the						

airport.

## Project Reviews City of Helena

10/12/2023		10/26/2023	TRANSPORTATION SYSTEMS	Mark Young	
Notes:					
Review Group: AUT	0				
10/2/2023		10/5/2023	DIRECTOR REVIEW	Christopher Brink	
Notes:					

