

TO:

Ellie Ray, Planner II Community Development Department

316 North Park Avenue, Room 404

Helena, MT 59623

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DATE: 1/4/2022

File: PREZ2105-001 Cooney Dr.

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STAFF REPORT

CITY OF HELENA PLANNING DIVISION

316 North Park Avenue Helena, Montana 59632

Helena Zoning Commission

FROM: Ellie Ray, City Planning

Sharon Haugen, Community Development Director

SUBJECT: Consider first passage of an ordinance pre-zoning prior to annexation to R-3

(Residential) District and upon annexation amending the official zoning map for the City of Helena for property legally described as Tract 2-A in COS

#579398, in Lewis and Clark County.

OVERVIEW

GENERAL INFORMATION

DATE OF APPLICATION: May 17, 2021

PUBLIC HEARING DATES:

Zoning Commission 5:30 P.M. Tuesday, January 11, 2022 City Commission 6:00 P.M. Monday, February 28, 2022

APPLICANT/OWNER: Joe Nistler

ADDRESS: 4994 Smallwood Court, Helena, MT 59601

LEGAL DESCRIPTION: Tract 2-A, S18, T10 N, R03 W, C.O.S. 579398/B, ACRES 1.57, IN SW4SE4,

Helena, Montana

GENERAL LOCATION: East of Cooney Drive and approximately 150 feet north of West Custer

Avenue

DESCRIPTION

PROPOSAL:

Applicant and property owner, Joe Nistler, has requested the annexation of Tract 2-A as shown in COS #579398/B, which is a 1.57-acre parcel east of Cooney Drive, approximately 150 feet north of the intersection with West Custer Avenue in Helena, Lewis and Clark County, Montana. The property is adjacent to the city of Helena and is also located within the Urban Standards Boundary Area. The property is currently undeveloped, but the applicant wishes to annex the parcel to allow

for the development of seven (7) four-plex multi-family dwelling unit structures that would be connected to city services.

The parcel, while adjacent to incorporated city properties to the west, has not been pre-zoned. The applicant is seeking a R-3 (Residential) District zoning designation for the property. The proposed multi-family dwelling unit structures the applicant wishes to develop would be permitted by right within the R-3 District. The subject property is adjacent to R-3 T #16 zoned parcels located on the western side of Cooney Drive in Barney Subdivision No. 1. These parcels are currently zoned R-3 T #16 and allow for multi-family dwelling unit uses by right, albeit with heightened dimensional standard limitations. All other adjacent properties located east of Cooney Drive are unincorporated county parcels that have developed a blend of commercial and residential uses. While adjacent unincorporated parcels are now zoned Urban Residential Mixed Use, there are no use or dimensional standard limitations associated with the applied district. The proposed R-3 pre-zoning of the subject parcel would become effective upon annexation.

SIZE: 1.57 Acres/68,390 Square Feet

PRESENT LAND USE: Undeveloped

ADJACENT LAND USES: North: Single-Dwelling Unit Residential, General Professional Services,

Lewis & Clark County

East: Ministorage Facility, Contractor Yard, Lewis & Clark County South: Single-Dwelling Unit Residential, General Professional Services,

Lewis & Clark County

West: Single-Dwelling and Two-Dwelling Unit Residential, City of

Helena

ADJACENT ZONING: North: Lewis and Clark County, Urban Residential Mixed-Use

East: Lewis and Clark County, Urban Residential Mixed-Use South: Lewis and Clark County, Urban Residential Mixed-Use

West: City of Helena, R-3 (Residential) T #16

CURRENT ZONING: Lewis and Clark County, Urban Residential Mixed-Use

RECOMMENDATION

Staff recommends **APPROVAL** for the adoption of first passage of an ordinance pre-zoning prior to annexation to R-3 (Residential) District and upon annexation amending the official zoning map for the City of Helena for property legally described as Tract 2-A in COS #579398, in Lewis and Clark County.

EVALUATION

GROWTH POLICY

Montana MCA Section 76-2-304 (1.a), Criteria and guidelines for zoning regulations: Zoning regulations must be made in accordance with a growth policy.

Properties to the north, east, and south are also designated as Mixed Use. The Growth Policy also includes several goals and objectives that are applicable to the proposed zone change.

The 2019 Growth Policy identifies "Mixed Use" future land use areas as areas where "people can work, live, and play and learn," with a wide variety of complementary uses that are well integrated with one another in a densely developed area. Uses range from all forms of residential uses to offices, retail uses, entertainment uses, public uses, and even light industrial/manufacturing uses. These areas are also typified by multi-modal transportation offerings and high levels of walkability. Uses in these areas are not segregated from one another and may, in fact, collocate within a parcel or structure.

The Land Use chapter of the 2019 Growth Policy sets forth a range of objectives relevant to the present pre-zoning application. When considering pre-zoning of lots into the city, consideration must be made for factors such as the future land use mapping (discussed above), compatibility with surrounding land uses, and the development of vacant and under-utilized buildings, to name a few. A further Growth Policy objective is to "encourage infill development on vacant and under-utilized land within the city, directing growth to areas currently served by, or in close proximity to, existing infrastructure and that harmonizes with the character of existing neighborhoods."

The R-3 (Residential) District is intended to provide "for the development of a mixture of residential structures to serve varied housing needs and allows limited compatible nonresidential uses." The proposal to pre-zone Tract 2-A east of Cooney Drive as R-3 will afford for multi-family residential use density as well as compatible commercial uses to align with the mixed-use future land use designation that the city has established for the property. As such, it is anticipated that the proposed development of Tract 2-A will be compatible with the surrounding residential and commercial uses while also conforming with the 2019 Growth Policy.

The City of Helena, in accordance with the 2019 Growth Policy, annexes properties within the Urban Standards Boundary. The subject property owner applied for Annexation by Petition in 2021, expressing a willingness and desire to connect the subject parcel to city services. Currently, the property has a sanitary sewer main crossing the property. The existing sewer service on property can be used if it is inspected during the design process and found to be in serviceable condition with ample capacity in accordance with city Engineering and Design Standards, as its 62-years old. If the sewer main is not serviceable, a new sewer main must be installed across the entire frontage of the property to serve the parcel. It would be necessary to establish a water connection to—and across the Cooney Drive frontage of—the property. The property is a prime candidate for annexation into the city based on its location adjacent to the city, proposed multi-family residential use, and its proximity to existing city services.

In consideration of the analysis above, the proposed pre-zoning is compatible with the identified goals, objectives, and policies of the Growth Policy.

ZONE CHANGE CRITERIA

Montana MCA Section 76-2-304 (1.b) continues with criteria:

Montana MCA Section 76-2-304(1.b), Criteria and guidelines for zoning regulations:

- (1) Zoning regulations must be (b) *designed to:*
 - (i) secure safety from fire and other dangers;
 - (ii) promote public health, public safety, and the general welfare; and
 - (iii) facilitate the adequate provision of transportation, water, sewerage, schools, parks, and other public requirements.

Montana MCA Section 76-2-304(2.a thru e), "Purposes of Zoning" states:

- (2) In the adoption of zoning regulations, the municipal governing body shall consider:
 - (a) reasonable provision of adequate light and air;
 - (b) the effect on motorized and non-motorized transportation systems;
 - (c) promotion of compatible urban growth;
 - (d) the character of the district and its peculiar suitability for particular uses; and
 - (e) conserving the value of buildings and encouraging the most appropriate use of land throughout the jurisdictional area.

The proposed pre-zone to R-3 District meets all the zone change requirements outlined in MCA Section 76-2-304(1.b) and (2.a thru e). This is documented below.

Designed to (i) secure safety from fire				
and other dangers;				

Tract 2-A is currently undeveloped, but any new construction will be required to comply with the currently adopted editions of the building and fire codes that are enforced by the Building Division and the Fire Department, if annexed. Any new development, such as the proposed multi-family dwelling units, will be required to comply with all relevant dimensional limitations of the R-3 District as well. These measures are intended to help protect the property from fire and other dangers.

A fire hydrant is proposed near the southwest corner of the property to serve the proposed development in the event of a fire. The subject property is currently located in the West Helena Valley Fire District and is adjacent to the boundary for the Westside Fire District served by the City of Helena Fire department. Once annexed, the parcel will receive all city services, including fire and police.

The property has adequate access to transportation facilities along Cooney Drive and other rights-of-way in the vicinity of the subject parcel, namely West Custer Avenue.

Designed to (ii) promote public

The proposed pre-zone to R-3 District designation for

health, public safety, and the general welfare; and (iii) facilitate the adequate provision of transportation, water, sewerage, schools, parks, and other public requirements Tract 2-A will not have any significant impacts on the promotion of public health, public safety, and the general welfare. One of the functions of zoning is to prevent hazards that may occur from incompatible development of residential, commercial, and industrial uses as well as to prevent overcrowding of land. The proposed R-3 District zoning designation recognizes the proposed uses and their beneficial concentration into the area because it can be served by City water and sewer and the established transportation network.

Zoning enables more accurate estimates of "build-out," population, and traffic. Zoning then helps facilitate planning to address infrastructure and service needs in the area. Annexation entails developer-financed installation of water, sewer, streets, drainage, sidewalks, and other city services. A water main will need to be extended to Tract 2-A to serve the proposed multi-family dwelling unit residential development.

Access to the subject property is from Cooney Drive to the west of the parcel. Any increase in residential traffic will be handled by the current transportation network. Sidewalks are required to be installed along Cooney Dr. with parcel development. Cooney Drive itself has not been developed to city Engineering and Design Standards for Local Streets. Therefore, a waiver of protest for participation in a Special Improvement District (SID) for future street improvements may be required with annexation of the property into the city to bring the street up to city Engineering Standards and into alignment with the city's complete streets policy.

The application shall also be reviewed through Montana MCA Section 76-2-304. Montana MCA Section 76-2-304(2.a thru e), In the adoption of zoning regulations, the municipal governing body shall consider:

(a) reasonable provision of adequate light and air.

The subject property is currently outside the city limits in Lewis & Clark County. It sits within the Urban Standards Boundary (USB) and is zoned by the county as Urban Residential Mixed-Use, which presently does not have codified use or dimensional standard limitations. The proposed R-3 District has a 36-foot height maximum, a 40% maximum lot coverage requirement, 10-foot minimum front and rear setbacks, and 6-foot side yard setbacks. These zoning requirements will apply to all future structures on this property and are the mechanism to enforce compliance for these criteria and mitigate impacts of future development. Enforcement of the zoning requirements will ensure that all future development has adequate light and air. Additionally, the property must be developed in accordance with other

(b) the effect on motorized and nonmotorized transportation systems;

zoning requirements and restrictions for the district, such as: use, off-street parking, and landscaping.

The subject property has access to Cooney Drive, a paved street to the west of the property that has been annexed into the city. As mentioned previously, the ROW does not meet current city Engineering and Design Standards or the city's complete Streets policy. It is expected that a waiver of protest for participation in a Special Improvement District (SID) for future street improvements may be required with annexation associated with the present pre-zoning case.

The 2014 Greater Helena Area Long Range
Transportation Plan Update classifies Cooney Drive as a
"Local Street." The City of Helena Engineering and Design
Standards states "Local Streets" are designed to carry less
than 1,500 vehicles per day. There are no traffic counts or
identified non-motorized trails in the vicinity of the
proposed pre-zoning. The nearby Cooney Drive/West
Custer Avenue intersection is identified in the LRTP as
operating at a level "B," and is anticipated to continue
operating at that level.

The city Community Development Department uses a traffic generation model that assumes several use types will be located on the subject property, based on relevant examples throughout the community and the allowable uses in each zoning district. This modelling is used in the pre-zoning process to establish transportation impacts resulting from future parcel build out within the context of the requested zoning district rather than assessing project-specific impacts. The result is estimates that are more general in nature to avoid instances where pre-zoning has been approved only to have project details substantively altered or rescinded at a later date.

Using this trip generation model and in consideration of the parcel's total land area, motorized traffic generation is estimated to be as much as 170 new vehicle trips per day. The applicant employed Abelin Traffic Services to complete a Traffic Impact Study (TIS). Their assessment of future traffic volumes from the proposed multi-family residential development using Institute of Transportation Engineers (ITE) *Trip Generation* manual numbers established that full build-out of the parcel would produce 205 vehicle trips per day (vpd). In the event the property were developed commercially, the figure would increase to 235 vpd (using the ITE *Trip Generation* manual estimates for Business Parks).

The TIS analysis provides vehicle trip distribution data that anticipates 20% of traffic created ultimately traveling west on West Custer Avenue, 20% traveling south on Benton Avenue, 45% traveling eastbound on West Custer Avenue, 10% traveling north on McHugh Lane, and the remaining 5% traveling southbound on McHugh Lane. While this project will add to existing congestion along Custer Avenue, the engineers at Abelin Traffic Services note that the impact will be minimal, pointing to intersection level of service (LOS) data and existing traffic volumes along rights-of-way (ROWs).

There are currently no sidewalks, curbs, and gutters adjacent to Tract 2-A. These facilities will be installed at the time that building permits are secured for development of the parcel to provide bicycle and pedestrian access to the property. Full compliance with the city's Engineering and Design Standards must be met as a condition of annexation for these street components.

R-3 District zoning designation will generally promote a lower intensity use type, which does not substantially increase transportation impacts within the vicinity of the subject property. In following the city's established Engineering and Design standards and Complete Streets policy with the installation of required ROW facilities, multimodal connectivity will increase as well as safety for all systems users in the long-term.

(c) promotion of compatible urban growth;

The proposed use of the subject property is compatible with the proposed R-3 District designation. The R-3 district its allowable uses are compatible with the surrounding area, which has been built out with a blend of commercial and residential uses in all directions surrounding Tract 2-A. The subject property is adjacent to the city of Helena, and currently has a city wastewater main bisecting the property. Its serviceability for future development will be investigated as a condition of annexation. A city water line is located across Cooney Drive along Russell Lane, and it is proposed to be extended to Cooney Drive and then run south along the full frontage of Tract 2-A. In the event the sewer main is not deemed serviceable, sewer services will be extended in conjunction with water services. In addition, the subject property is served by an established transportation system for vehicles. Any new construction will be subject to the requirements of the R-3 District regulations and other applicable City Code requirements once annexed.

The future land use map designates the subject property

	as "Mixed Use." The Growth Policy encourages lands to be developed with city services and built out at a higher density if they are designated "Mixed Use." The proposed pre-zoning to R-3 District would permit uses and density that promote compatible urban growth and blend with other uses in the parcel's vicinity.
(d) the character of the district and its peculiar suitability for particular uses; and	The subject property is located in Lewis and Clark County within the Urban Residential Mixed Use zoning district, and is also located within the city's Urban Standards Boundary. City staff is recommending pre-zoning to R-3 District prior to annexation into the city because the uses and other requirements associated with R-3 zoning are compatible with the adjacent residential and commercial
	developments in the area, both within the city as well as in the county.
(e) conserving the value of buildings and encouraging the most appropriate use of land throughout the jurisdictional area	The proposed pre-zoning to R-3 District will ensure that the property will be developed within the zoning requirements for use, dimensional, parking, and landscaping standards as set forth in the City Zoning Ordinance. The R-3 District is a suitable district designation for Tract 2-A when considering the existing blend of residential and commercial development in the vicinity. Surrounding properties are already fully developed, and the proposed zoning change is not expected to result in a significant change in the overall character in the area.
	All new construction must comply with the appropriate building codes, the Helena Zoning Ordinance, and all other applicable City Codes. These requirements are intended to conserve building values.

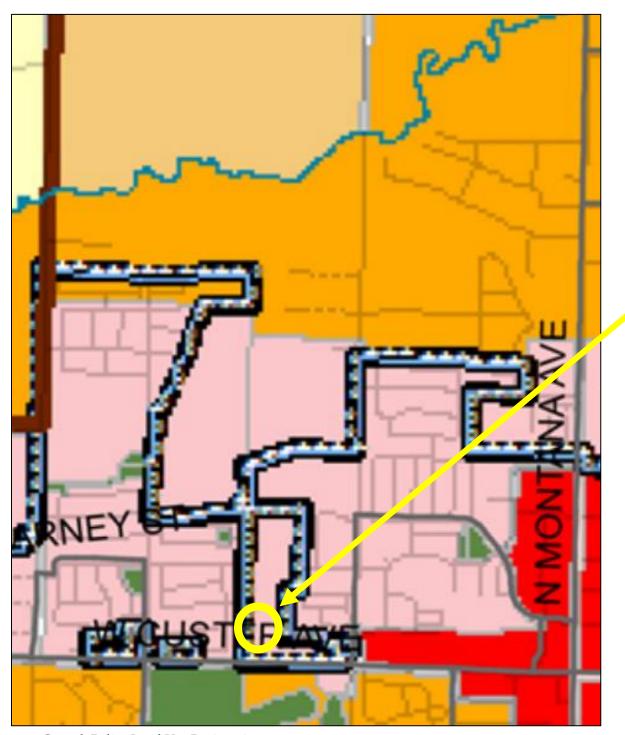
PUBLIC COMMENT

As of Tuesday, January 4, 2022, no written public comments have been received about this proposal.

CONCLUSION

Staff concludes this proposed pre-zoning is consistent with the 2019 Helena Growth Policy and the Montana zone change criteria.

2019 Growth Policy Future Land Use Map



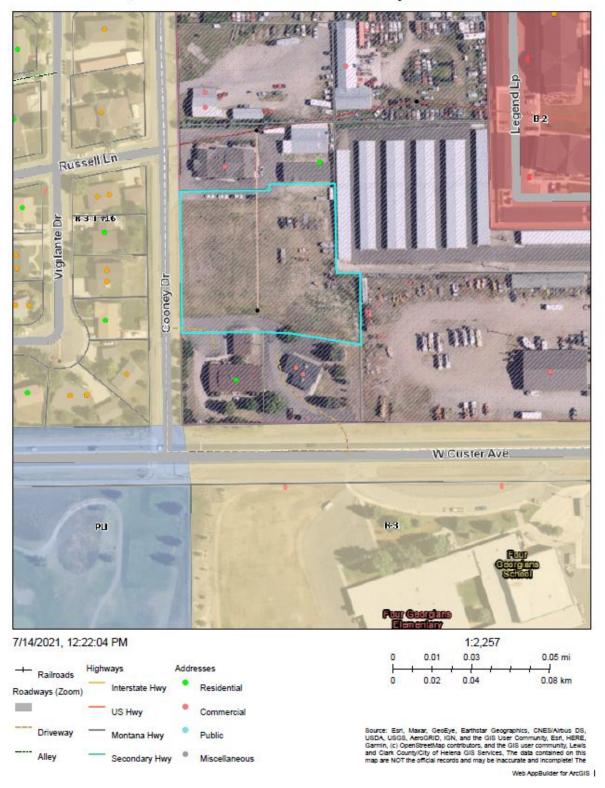
Growth Policy Land Use Designations: Red = Commercial

Pink = Mixed Use

Green = Open Space Gold = Urban

Proposed Pre-zone to R-3 (General Commercial) District Zoning

Tract 2-A, COS 579398/B: Nistler Cooney Drive Annexation



DATE RECEIVED:



City of Helena PREZONE Application Form

APPLICATION FEE: \$410.00 (Payable to the City of Helena) ALL FEES ARE NON-REFUNDABLE

INTENT: Application to the Helena Zoning Commission and City Commission for an amendment to the official Zoning Map; such amendment will pre-zone property for annexation purposes. Zoning does not become effective until the property has been annexed into the City.

	does not become effective until the property has been annexed into the City.
1.	IS THE PROPERTY CONTIGUOUS TO EXISTING CITY LIMITS? Yes No If so, what is the adjacent city zoning?
2.	IS THE PROPERTY IN OR ADJACENT TO A COUNTY SPECIAL ZONING DISTRICT? If so, what zoning district?
3.	PROPOSED ZONING:
4.	PRESENT USE:
5.	ADJACENT USES:
6.	PROPOSED USE: (attach additional information if necessary)
7.	REASON(S) THIS PROPOSAL SHOULD BE APPROVED: (attach additional information if necessary)
Subr	ERAL REQUIREMENTS: nit the following materials: An application, including the application fee, according to the Zone Change schedule available in the Community Development Department.
2	
3	Vicinity map of the area with the application form. This map must show the location of the property in relation to surrounding land and zoning in the immediate area; location of City water and sewer mains and other utilities; and City streets.
4	The application must be COMPLETE and SIGNED by the applicant <u>and</u> property owner. An incomplete application may delay review of your request. Attach additional information if needed.

Review Criteria

(A different zoning district may be recommended if it appropriately fits the review criteria)

Your application will be reviewed using Montana MCA Section 76-2-304, "Criteria and Guidelines for Zoning Regulations" stated below. Therefore, please describe how your proposal relates to the following criteria (attach additional sheets if necessary):

- (1) Zoning regulations must be:
 - (a) made in accordance with a growth policy; and
 - (b) designed to secure safety from fire and other dangers;
 - (ii) promote public health, public safety, and the general welfare; and
 - (iii) facilitate the adequate provision of transportation, water, sewerage, schools, parks, and other public requirements.
- (2) In the adoption of zoning regulations, the municipal governing body shall consider:
 - (a) reasonable provision of adequate light and air;
 - (b) the effect on motorized and nonmotorized transportation systems;
 - (c) promotion of compatible urban growth;
 - (d) the character of the district and its peculiar suitability for particular uses; and
 - (e) conserving the value of buildings and encouraging the most appropriate use of land throughout the jurisdictional area.

Section 11-1-10 of the Helena Zoning Ordinance states the Zoning Commission and the City Commission will hold public hearings, to give the public an opportunity to be heard upon the matter.

ZONING IS NOT EFFECTIVE UNTIL THE PROPERTY HAS BEEN ANNEXED INTO THE CITY.

The Zoning Commission will make a recommendation to the City Commission who will approve, deny or conditionally approve the requested prezoning.

Owner:	Date:_11/10/2021
Applicant: Muth Wat	Date: 11/10/2021



City of Helena **LAND USE**Application Form

Please provide all of the information requested in the Application Instructions. AN INCOMPLETE APPLICATION MAY DELAY REVIEW OF YOUR REQUEST.

1.	APPLICANT:	2.	PROPERTY OWNER (if different from applicant):		
	Name: Mitch West		Name: Joe Nistler		
	Address: P.O. Box 162	_	Address: 2190 Gold Avenue, Ste B		
	Helena, MT 59624	_	Helena, MT 59601		
	Primary Phone: _(406) 980-1014	_	Primary Phone: <u>(406)</u> 439-7888		
	Secondary Phone		Secondary Phone:		
	Email address: <u>mwest@tripletreemt.com</u>		Email address: smfnistler@yahoo.com		
3.	Authorized Representative Mitch West (The representative is authorized to represent the property owner and to receive all correspondence) LEGAL DESCRIPTION (submit a deed and recent copy of the plat to verify description): Subdivision/Blocks/Lots and COS number: Tract 2-A, COS 579398/B				
	Section, Township, and Range: Section 18, Township	vnshiţ	o 10N, Range 3W		
4.	ADDRESS OF PROPERTY: Section 18, Township 10N, Range 3W				
5.	CURRENT ZONING: Currently not zoned, proposed zoning R-3				
6.	GEOCODE: 05-1888-18-3-01-31-0000				
	te indicate the type of land use/land use change you e-Zone Annexation	are rec	questing and submit this form with your application:		
□ Co	nditional Use Permit				

IT IS THE POLICY OF THE CITY COMMISSION <u>NOT</u> TO ACT ON A PROPOSAL IF THE APPLICANT/ APPLICANT'S REPRESENTATIVE IS NOT PRESENT AT THE COMMISSION MEETING. City Planning Staff represents the City; staff cannot answer questions for the applicant.

Revised 1/9/14 Land Use Application 1

The taxes and assessments on the applicant's property, which is the subject of the proposed action, must be paid or payment of said taxes and assessments must be made a condition of final approval of said action by the city commission, with the taxes and assessments to be paid within fourteen (14) days after final passage. In the event the taxes and assessments are not paid, the proposal will be brought back before the city commission at the next regularly scheduled meeting for reconsideration.

I HEREBY CERTIFY AND ACKNOWLEDGE THE ABOVE STATEMENTS AND ANY ATTACHED INFORMATION ARE TRUE AND CORRECT TO THE BEST OF MY KNOWLEDGE.

SIGNED:	Ge M	Date: 11/10/2021
Applicant	nnt	
Property Owner:	Math West	Date: 11/10/2021
	(If different from applicant)	

Revised 1/9/14 Land Use Application 2



MEMORANDUM

DATE: 11/10/2021

TO: City of Helena Planning Division

FROM: Mitch West

RE: Nistler Cooney Drive Lot

Purpose

The purpose of this memorandum is to describe the pre-development storm water plan for Tract 2-A located on Cooney Drive. Attached is the preliminary lot layout including the preliminary storm water facilities.

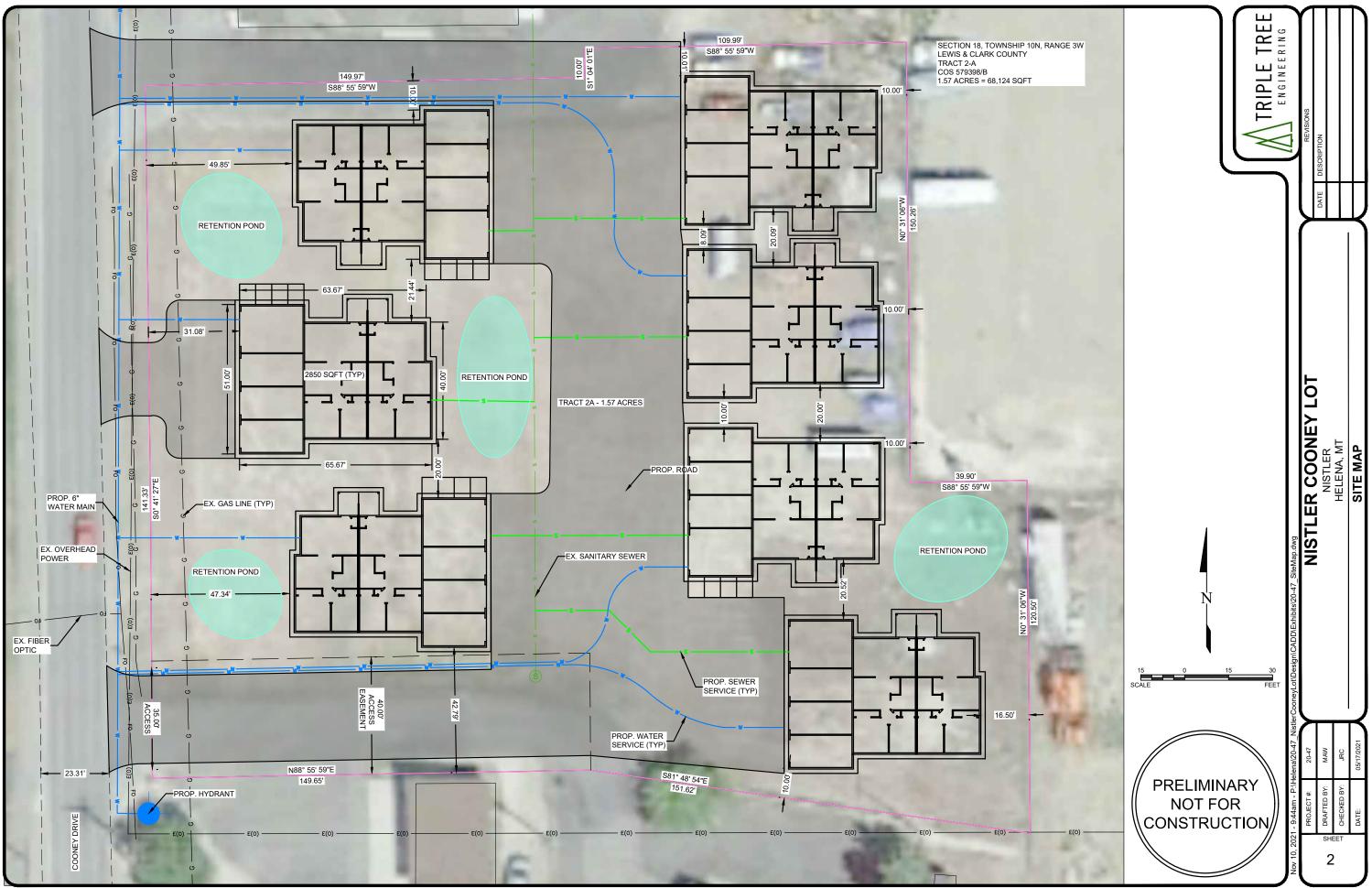
Project Description

The 1.57-acre project is located on Cooney Drive half a block north of West Custer Avenue in section 18, Township 10N, Range 3W. Lot 2-A is an undeveloped lot and it is proposed to construct seven 4-plex units on the property. This lot is serviced by City sewer and a City water main will be extended to provide water service. An R-3 prezone application is currently being considered by the City.

The City of Helena requires that a storm water impact analysis must be performed for all projects involving an increase in impervious area of 5,000 ft² or more. We are proposing four retention ponds which will be sized using the Simplified Volume Method described in Section 4.5.5 of the City Engineering Standards. Both locations will have a test pit dug for the purpose of performing percolation test. PVC will be placed inside the pits to the desired depth to evaluate the infiltration rate at the bottom of the detention pond.

Based on the NRCS Web Soil Survey, the soils at the site consist of Hydrologic Soil Group B soils which are characterized as being moderately well drained or well drained and having moderately fine to moderately course texture. These soils have a moderate rate of water transmission.







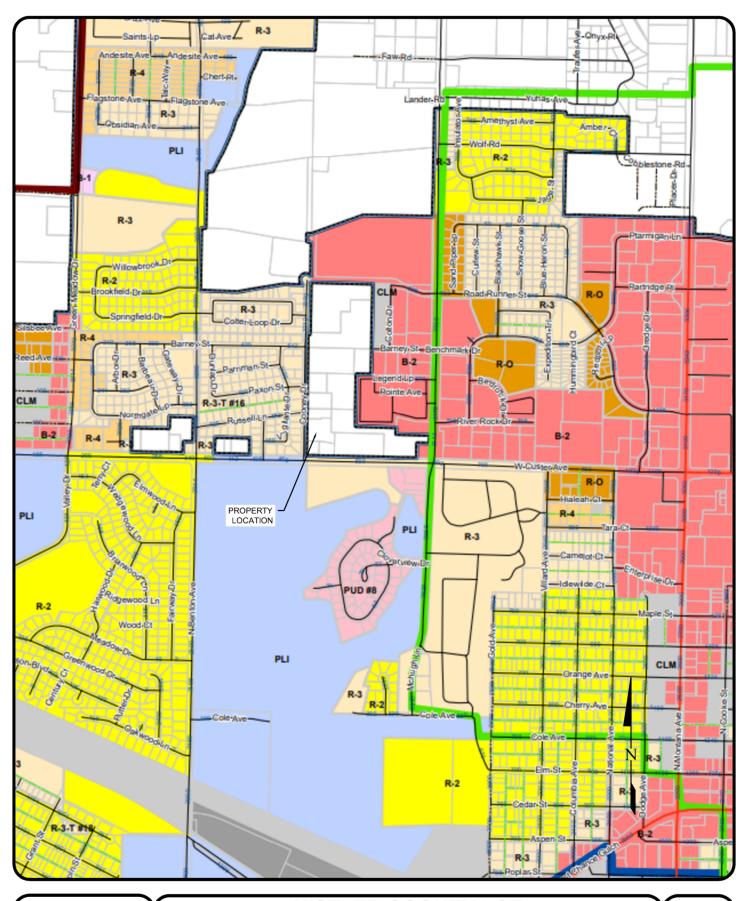


NISTLER COONEY LOT

JOE NISTLER HELENA, MT

VICINITY MAP

EXHIBIT





NISTLER COONEY LOT

JOE NISTLER HELENA, MT

ZONING MAP

EXHIBIT