

NOLLER TRUCK AND RV CENTER

PLANNED UNIT DEVELOPMENT - STAFF REPORT #KPUD-22-02

**KALISPELL PLANNING DEPARTMENT
MAY 4, 2022**

A report to the Kalispell City Planning Board and the Kalispell City Council regarding a request from JCA Management, LLC (Noller Truck and RV Center) for a Planned Unit Development (PUD) overlay on approximately 9.72 acres zoned B-2 (General Business). A public hearing has been scheduled before the Planning Board for May 10, 2022, beginning at 6:00 PM in the Kalispell City Council Chambers. The Planning Board will forward a recommendation to the Kalispell City Council for final action.

BACKGROUND INFORMATION

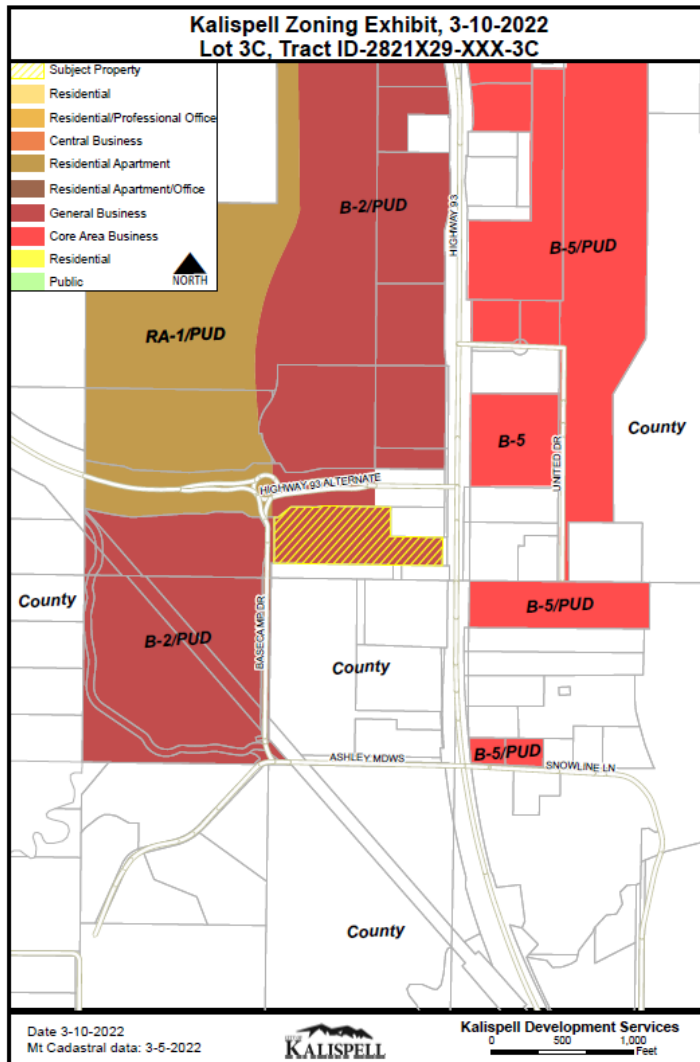
JCA Management, LLC, has applied for a Commercial PUD overlay on approximately 9.72 acres of land. The property is currently zoned B-2 with a placeholder PUD overlay, which requires a full PUD submittal prior to development. The proposal includes locating a truck and RV Center on the property.

- A: Applicant:** JCA Management, LLC
2245 SW Topeka Blvd
Topeka, KS 66611

- B: Location:** The property is located at 3178 Highway 93 South near the intersection of Highway 93 and the Bypass. It can be described as Assessor’s Tract 3C, a tract of land situated, lying and being in the southeast quarter of the southeast quarter of Section 29, Township 28 North, Range 21 West, P.M.M., Flathead County, Montana, shown as Tract 1 of Certificate of Survey 21952 in the office of the Clerk and Recorder, Flathead County, Montana.



C: Existing Land Use and Zoning: The subject property is currently vacant. It was previously annexed into the city and is zoned B-2 (General Business), which is “a district which provides for a variety of sales and service establishments to serve both the residents of the area and the traveling public. This district depends on the proximity to major streets and arterials and should be located in business corridors or in islands. This zoning district would typically be found in areas designated as commercial and urban mixed use on the Kalispell Growth Policy Future Land Use Map.” The property is subject to a Placeholder PUD, which requires a full PUD process prior to development.



D. Size:

The subject property is approximately 9.72 acres.

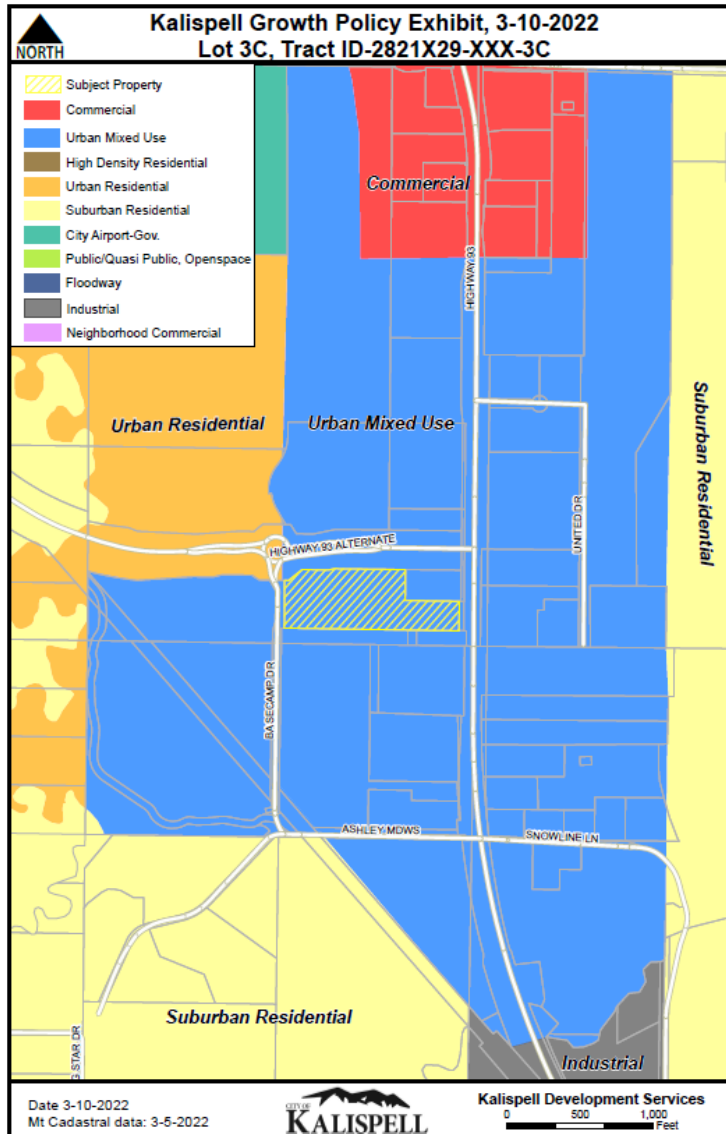
E: Adjacent Zoning:

North: City B-2/PUD Placeholder
 East: City B-5; City B-5/PUD Placeholder; County I-1H
 South: County I-1H
 West: City RA-1/PUD Placeholder; City B-2/PUD Placeholder

F: Adjacent Land Uses:

North: Highway 93 Bypass; RV Center; Undeveloped
 East: Industrial
 South: Industrial
 West: RV Park

H: General Land Use Character: The subject property is near the intersection of Highway 93 South and the Bypass. It is also fronts on Basecamp Drive with access to the roundabout on the Bypass. It is part of one of the primary commercial entrance corridors to the city. It also contains a mix of light industrial uses. Montana Basecamp RV Park is immediately to the west of the property. Adjacent to the northeast corner of the property is a small light industrial building that currently accesses the highway.



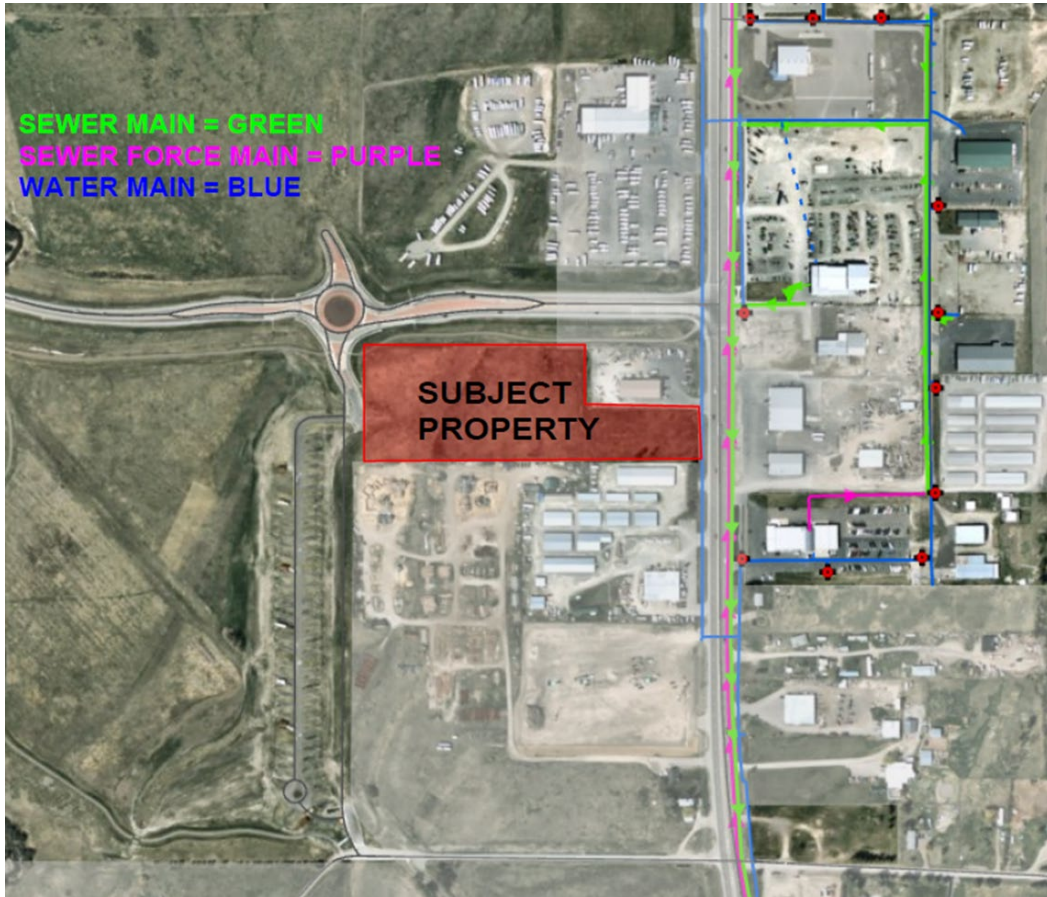
I: Relation to the Growth Policy: The Kalispell Growth Policy Future Land Use Map designates the subject property as Urban Mixed Use. Chapter 4B on Business and Industry provides for commercial districts along major arterials that are anticipated to provide areas for commercial uses that require space for outdoor display of merchandise, storage of materials/equipment and outdoor sales areas as well as general retail. Additionally, highway community entrances should emphasize the objective of pleasing corridors that encourage highway landscaping.

The property is also located within the Highway 93 South Corridor Area Plan, which was adopted in 2008 and is incorporated into the growth policy. The Plan has several stated goals and policies which are discussed in more detail as part of the PUD criteria.

J: Availability of Public Services and Extension of Services: Water and sewer services have previously been extended along the eastern edge of the property within the east side of the highway right-of-way and, subject to possible extension of the mains, are available for this development. Any extensions will need to be designed to conform to the City of Kalispell Standards for Design and Construction. Access to Highway 93 will be limited and likely eventually eliminated with a future Montana Department of Transportation (“MDT”) project at the intersection with the bypass. The primary access for the site will be from Basecamp Drive, which connects to the roundabout at the bypass.

- Sewer: City of Kalispell upon annexation
- Water: City of Kalispell upon annexation
- Refuse: City of Kalispell upon annexation
- Electricity: Flathead Electric Cooperative
- Gas: NorthWestern Energy
- Telephone: CenturyTel

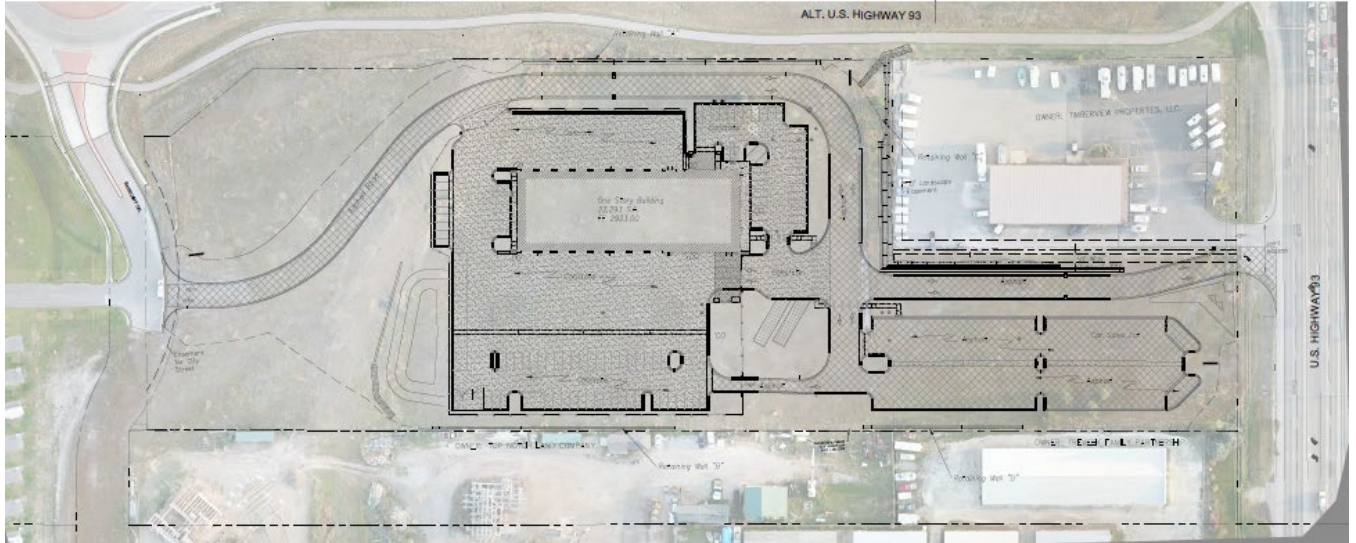
Schools: School District #29 (Somers/Lakeside)/Flathead High School
Fire: South Kalispell Rural Fire/City of Kalispell upon annexation
Police: Flathead County Sheriff/City of Kalispell upon annexation



EVALUATION OF THE PLANNED UNIT DEVELOPMENT PROPOSAL

The intent of a PUD district is to serve as an overlay zoning district. The district shall function in concert with one or more of the underlying zones to provide a comprehensive, integrated development plan which will serve to modify the underlying zone and, where appropriate, subdivision standards with the intent of providing flexibility of architectural design and density as well as providing the option to mix land uses and densities while preserving and enhancing the integrity and environmental values of an area.

The Noller Truck and RV PUD would provide a layout of 9.72-acres and would contemplate development of a Truck and RV center. The PUD will be a commercial PUD and function in concert with the existing B-2 underlying zone.



Section 27.19.020(4) of the zoning regulations provides that the planning board shall review the PUD application and plan based on the following criteria:

- A. The compliance of the proposed PUD with the city growth policy and, in particular, density and use policies of the plan.**

The Kalispell Growth Policy Future Land Use Map designates the subject property as Urban Mixed Use, which supports the current B-2 zoning district. Chapter 4B on Business and Industry provides for commercial districts along major arterials that are anticipated to provide areas for

commercial uses that require space for outdoor display of merchandise, storage of materials/equipment and outdoor sales areas as well as general retail. Additionally, highway community entrances should emphasize the objective of pleasing corridors that encourage highway landscaping.

The property is also located within the Highway 93 South Corridor Area Plan, which was adopted in 2008 and is incorporated into the growth policy, has the following stated goals and policies:

GOALS:

2. *EXPANSION OF COMMERCIAL DEVELOPMENT SOUTH OF CEMETERY ROAD/LOWER VALLEY ROAD NEEDS TO BE ADDRESSED UNDER A PLANNED UNIT DEVELOPMENT IN ORDER TO ADEQUATELY ADDRESS VEHICULAR AND PEDESTRIAN ACCESS, SIGNAGE, SETBACKS, AND OTHER ISSUES RELATING TO PROTECTING AND PRESERVING THE COMMUNITY ENTRANCE WAY TO KALISPELL.*

The proposed development is being addressed under a PUD.

3. *PRESERVING THE FUNCTIONALITY OF THE INTERSECTION OF HIGHWAY 93 AND THE HIGHWAY 93 BYPASS SHOULD BE A PRIORITY.*

The PUD accounts for the intersection. No new accesses onto the highway or the bypass are contemplated, and the existing shared access will be modified to a right-in, right-out only with the primary access being Basecamp Drive, which then connects to the bypass at the roundabout.

4. *DEVELOPMENT ALONG THE HIGHWAY 93 SOUTH CORRIDOR SHOULD OCCUR IN AREAS WHERE PUBLIC SERVICES, UTILITIES AND FACILITIES ARE AVAILABLE OR CAN BE PROVIDED.*

Public services are available in Highway 93 and the proposal would include possible extensions of sewer and water mains, which would be designed and constructed to meet city design standards. All necessary public services, utilities, and facilities are available to the property.

12. *THE HIGHWAY 93 BYPASS, THE INTERSECTION OF HIGHWAY 93 AND THE BYPASS AND HIGHWAY 93 ARE GATEWAY ENTRANCES AND SCENIC CORRIDOR ENTRANCES TO OUR COMMUNITY AND AS SUCH NEED SPECIAL TREATMENT AND PROTECTION.*

Since the adoption of the South Corridor Area Plan, the City adopted entrance corridor standards which would apply to the project. Those standards include a 40-foot landscaped buffer area with limited other uses. The proposal includes the buffer area, and the specific plans for the buffer will be reviewed as part of the building permit and site review process.

Policies:

7. *Provide alternative north/south roadways parallel to Highway 93 on both the east and west sides of the highway.*

This PUD is a subpart of the overall PUD placeholder encompassing the majority of the property along the west side of Highway 93 from Cemetery Road to just south of the bypass. Basecamp Drive is intended to serve the properties to the south of the bypass and connect with a similar road to the north of the bypass. Basecamp and the northern extension would both provide the north/south roadways parallel to the main highway called for in the plan.

18. *The following design standards are intended to enhance the gateway entrances to Kalispell:*

c. Areas planned for commercial development along Highway 93 should occur as an integrated development utilizing and enhancing the property back from the highway as opposed to occurring as a shallow linear strip. Significant individual business highway exposure, individual access points, and pole signage would not be the norm.

As mentioned above, this property is part of an overall PUD placeholder that would envision this property integrated into the larger PUD, rather than as an individual development in itself.

The requested PUD can be found to comply with the Urban Mixed Use land use designation, as well as policies found within the Kalispell Growth Policy Plan-It 2035.

B. The extent to which the PUD departs from the underlying zoning and the reasons why such departures are or are not deemed to be in the public interest, and the mitigating conditions that the PUD provides to address the deviations.

No deviations from the zoning regulations are being requested by the applicant.

C. The extent to which the PUD departs from the subdivision regulations (if subdivision is anticipated) and the public works standards for design and construction applicable to the subject property, the reasons why such departures are deemed to be in the public interest, and the mitigating conditions that the PUD provides to address the deviations;

No deviations from the subdivision regulations are being requested by the applicant.

D. The overall internal integrity of the PUD including the appropriate use of internal design elements, the use of buffers between different land uses, the use of transitions between uses of greater and lesser intensity, the use of enhanced design features to provide connectedness for both vehicle and pedestrian traffic throughout the PUD

and the use of innovative and traditional design to foster more livable neighborhoods;

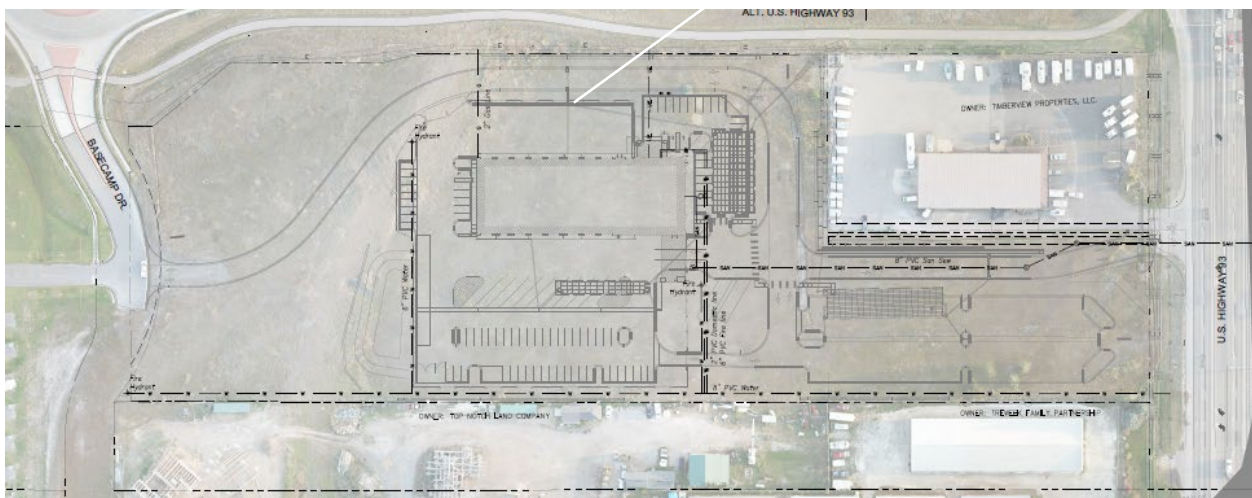
As a portion of a greater PUD placeholder area, this property needs to fit within the overall development scheme of the area. However, since there are separate properties and ownerships, it is difficult to review the entire PUD area as part of this proposal. That being said, the plan for this PUD accounts for utility and road extensions that fit within the conceptual scheme of the overall PUD by providing for a north-south connection parallel to Highway 93 and south of Cemetery Road. Additionally, appropriate buffering will be reviewed during architectural and site review.

E. The nature and extent of the common open space in the planned development project, the reliability of the proposals for maintenance and conservation of the common open space and the adequacy or inadequacy of the amount and function of the open space in terms of the land use, densities and dwelling types proposed in the plan;

As a commercial development, there are no specific open space or park areas required. Landscape buffering along the highway will need to meet entrance corridor requirements, and there may also be additional landscape screening/buffering along the bypass frontage if required by the architectural and site review committees.

F. The manner in which said plan does or does not make adequate provision for public services, provide adequate control over vehicular traffic and further the amenities of light or air, recreation and visual enjoyment;

Public service facilities and infrastructure are adequate for the development of this site. Any new improvements to the property such as internal roads, storm water facilities and water/sewer connections would be installed in accordance with city policies and standards at the developers' expense.



Water: Water to the subdivision will be provided by the City of Kalispell. There is an existing water main within the Highway 93 right-of-way. The preliminary utility layout shown above includes an extension to the western property line through the property. The specific layout and routing of the main may need to be changed to better align with city standards (the proposed layout has fire hydrant leads exceeding the 50-foot maximum length and need to be located to provide year-round access). The main will likely be placed under the access road or drive aisles in the parking lot, and then south within Basecamp Drive. Regardless of the specific location on site, it will need to extend to the southwest corner of the property to provide for future extensions which will tie into the water main in Ashley Meadows. An easement will need to be provided for the main extension. There is adequate capacity within the city's water system to accommodate this project.

Sewer: Sewer to the subdivision will be provided by the City of Kalispell. There is an existing sewer main within the Highway 93 right-of-way. An extension within the bypass right-of-way is not necessary because sewer service to the north of the bypass would be routed separately from sewer service to the south of the bypass, which would run south to a lift station. The preliminary utility layout shows a service line connecting to the main in the highway, which may prove difficult based on grades. As an alternate design, it would also be feasible to extend a main within Basecamp Drive to serve the property. In that case, the sewer would connect to the regional lift station on the south end of Basecamp Drive and the main would need to be located appropriately within the current and future road section. All-weather maintenance access to manholes along the main must be adequate to support maintenance equipment. In either situation, any on-site sanitary sewer facilities will be considered private and must be privately maintained. There is adequate capacity within the city's sewer system to accommodate this project.

Solid Waste: Solid waste collection can be provided by the City of Kalispell. Specific designs of the garbage enclosures and collection areas will be reviewed in conjunction with the building permit and site review process.

Access and Roads: There are several different aspects of access to the site which need to be addressed. The current plan includes a shared access onto Highway 93. The access is existing, but is subject to review with the additional use. Based on comments from MDT, the access can be maintained in the short-term as a right-in/right-out access. The specific design of the proposed access will need to be changed to account for the cross-traffic created between the two sites. It will be subject to review and approval by MDT and the city, and would need to avoid parallel traffic in the same direction. MDT is currently studying the Highway 93/Bypass intersection and, in the next two to five years, it is likely the intersection will be modified, leading to a closure of that access. The access to both properties needs to include an access road from Basecamp Drive, as well as an access easement for the adjoining property, as part of the initial development of this property.

Basecamp Drive provides a partially developed street along the western side of the property which would be the primary, and eventually sole, access. City standards require extending the street to the far extent of the property, so it will need to be extended to the southern property line. The street is designated as a major collector and would need to be developed to that standard.

Additionally, other frontage improvements including, but not necessarily limited to, curb/gutter, landscape boulevard, street lights and sidewalks, will need to be installed across the property's full frontage. All improvements would be designed according to the Standards for Design and Construction and approved by the Public Works Department. Additionally, typical city streets in newer developments include a 10-foot easement along the street for private utilities such as phone and electric lines, which should be provided as well.

The frontage along Highway 93 will need to be upgraded to city standards including, but not necessarily limited to, street lights, trees, and a sidewalk in addition to meeting entrance corridor standards on-site. The frontage along the bypass includes a bike path and no additional improvements are required.

Control over vehicular traffic: Public Works has determined that a Traffic Impact Study ("TIS") is not required based on the projected traffic counts and improvements. A TIS may be required in conjunction with any potential subdivision or building permit that would be part of a future development. There are potential plans for the current roundabout at the northwest corner of the property on the Highway 93 Bypass to be replaced with an interchange (although current indications are that the roundabout will remain), as well as possible upgrades to the intersection with Highway 93 and the bypass itself. The applicant will need to coordinate future development with MDT to ensure the interchange and connecting road are taken into account, as well as any other aspects of the highway improvements.

Storm Water: Storm water runoff from the site shall be managed and constructed per the City of Kalispell Standards for Design and Construction and storm water management program. Any open storm water facilities should have an elevated aesthetic design to be reviewed and approved by the Architectural Review Committee. Final design will be approved by the Kalispell Public Works Department prior to development. Additionally, prior to receiving any building permits, the developer will need to submit a construction storm water management plan to the Public Works Department. This plan will need to show how storm water will be treated and where it will be directed during construction activities.

Schools: The property is within the boundaries of School District #29 (Somers/Lakeside and Flathead High School). As a commercial property, it is not anticipated that there would be any impact on enrollment in the schools.

Police: Police services will be provided by the Kalispell Police Department. The department can adequately provide service to this property.

Fire Protection: Fire protection services will be provided by the Kalispell Fire Department. The department can adequately provide service to this development. As part of the building permit and site review process, fire protection, including fire flow and hydrant location, will be reviewed. Fire station 61 is located approximately 3.0 miles away providing good response time.

Parks: As a commercial project, no park area or recreational amenities are required.

G. The relationship, beneficial or adverse, of the planned development project upon the neighborhood in which it is proposed to be established;

This property is in the southeast corner of a larger PUD placeholder area and separated from the rest of the PUD by the bypass along the property's northern boundary. The PUD plan, as noted above, accounts for how this project fits into the overall development scheme of the area with utility and road extensions. It is important for the proposed building to be designed in a manner that is consistent with city architectural designs standards with four-sided architecture, avoidance of large masses without offsets or variations, and shielding of mechanical equipment. The property is located in a primary commercial corridor transitioning from rural to urban and is consistent with other existing and future development in the area.

H. In the case of a plan which proposes development over a period of years, the sufficiency of the terms and conditions proposed to protect and maintain the integrity of the plan which finding shall be made only after consultation with the city attorney;

The proposal does not include any phasing with a single use on one property. It is possible that there may be additional development at a later date on the western portion of the property, which will need to be reviewed and approved if and when such development was to occur.

Section 27.19.020(10) of the zoning ordinance outlines procedures for abandonment/expiration to be followed when the PUD fails to comply with a completion schedule. Part of the requirements of the PUD is that the developer would enter into an agreement with the City of Kalispell to adequately ensure that the overall integrity of the development, the installation of required infrastructure, architectural integrity and proposed amenities, are accomplished as proposed. A recommended condition of approval for the PUD would require this agreement be in place prior to issuance of a building permit for the first phase of the project.

I. Conformity with all applicable provisions of this chapter.

Section 27.19.030(2) of the zoning ordinance allows for Commercial PUDs in B-2 zones with a minimum of two developable acres. The development contains 9.72 acres, well over the minimum threshold. No specific deviations from the Kalispell Zoning Ordinance or Subdivision Regulations can be identified based upon the information submitted with the application other than those addressed in this report.

RECOMMENDATION

Staff recommends that the Kalispell City Planning Board and Zoning Commission adopt Staff Report #KPUD-22-02 as findings of fact and recommend to the Kalispell City Council that the PUD for Noller Truck and RV Center be approved subject to the conditions listed below:

CONDITIONS OF APPROVAL

1. The development of the site shall be in substantial compliance with the application submitted, the site plan, materials and other specifications as well as any additional conditions associated with the preliminary plat as approved by the city council.
2. A development agreement shall be drafted by the Kalispell City Attorney between the City of Kalispell and the developer outlining and formalizing the terms, conditions and provisions of approval. The final plan as approved, together with the conditions and restrictions imposed, shall constitute the Planned Unit Development (PUD) zoning for the site that shall be completed and signed by the city and owner prior to the issuance of a building permit.
3. Upon approval of the preliminary PUD by the City Council, the property owner shall proceed with the preparation of the final PUD plan as provided in Section 27.19.020(7) of the Kalispell Zoning Ordinance.
4. The abandonment or expiration of the PUD is governed by Section 27.19.020(10) of the Kalispell Zoning Ordinance.
5. Any storm water ponds shall be designed in a way that they become a visual interest to the development. Chain link fencing surrounding the retention pond as the dominant fixture shall not be allowed without mitigation. The developer shall work closely with the Parks Department and Public Works to develop a design that is both visually appealing and meets the required safety guidelines. It is intended that when the project is developed the ponds will act as features, particularly along the roadways, rather than a private maintenance utility facility.
6. Prior to issuance of the building permit or any development of the site, the developer shall submit to the Kalispell Public Works Department for review and approval a storm water report and an engineered drainage plan that meets the requirements of the current city standards for design and construction.
7. The developer shall submit to the Kalispell Public Works Department prior to construction an erosion/sediment control plan for review and approval and a copy of all documents submitted to Montana Department of Environmental Quality for the General Permit for Storm Water Discharge Associated with Construction Activities.
8. The developer shall submit water and sanitary sewer plans, applicable specifications, and design reports to the Kalispell Public Works Department and the Montana Department of Environmental Quality for concurrent review, with approval of both required prior to construction.
9. New infrastructure required to serve the property shall be designed and constructed in accordance with the City of Kalispell's Standards for Design and Construction. All design work shall be reviewed and approved in writing by the Kalispell Public Works

Department prior to construction.

10. Water and sewer main extensions shall be designed and constructed in accordance with the City of Kalispell's Standards for Design and Construction and in compliance with the city's facilities update and extensions of services plans. The water and sewer main extension plans shall be reviewed and approved by the Kalispell Public Works Department. Prior to certificate of occupancy, a certification shall be submitted to the Public Works Department stating that the water and sewer mains have been built and tested as designed and approved.
11. The specific layout and routing of the water main shall be modified to conform with city standards and extend to the southwest corner of the property to provide for future extensions. An easement shall be provided for the main extension.
12. If the sewer main is extended within Basecamp Drive, the sewer would connect to the regional lift station on the south end of Basecamp Drive and shall be located appropriately within the current and future road section. All-weather maintenance access to manholes along the main must be adequate to support maintenance equipment. Any on-site sanitary sewer will be considered private and must be privately maintained.
13. The access onto Highway 93 can be maintained in the short-term as a right-in/right-out access, although the specific design of the proposed access shall be modified subject to the review and approval of MDT and Public Works. It is likely the intersection of Highway 93 and the bypass will be modified, leading to a closure of that access. The access to both properties shall include an access road from Basecamp Drive, as well as an access easement for the adjoining property, as part of the initial development of this property.
14. Basecamp Drive shall be extended to the southern property line. The street is designated as a major collector and shall be developed to that standard. Additionally, other frontage improvements including, but not necessarily limited to, curb/gutter, landscape boulevard, street lights and sidewalks, shall be installed across the full length of the property's frontage. All improvements shall be designed according to the Standards for Design and Construction and approved by the Public Works Department.
15. A 10-foot private utility easement shall be provided that runs parallel to and outside of the right-of-way of Basecamp Drive.
16. The frontage along Highway 93 shall be upgraded to city standards including, but not necessarily limited to, street lights, trees, and a sidewalk in addition to meeting entrance corridor standards on-site.
17. The applicant shall coordinate development with MDT to ensure that any potential improvements to the bypass intersections with both Highway 93 and Basecamp Drive are taken into account, as well as any other aspects of potential highway improvements.

18. If any fencing is to be constructed as part of the development, it shall comply with height and location zoning standards and should be a consistent design throughout the development. Any fencing will be required to be reviewed and approved by the city Architectural Review Committee, which shall ensure a consistency of colors and materials to be used to present an aesthetically pleasing design.
19. A landscape buffer shall be installed along the Highway 93 frontage that meets the entrance corridor standards set forth in Section 27.20.29 of the Kalispell Zoning Ordinance. The buffer in this area would be a minimum of 40 feet wide and would be located outside the right-of-way on the subject property.
20. Additional landscape screening/buffering shall be installed along the bypass frontage if required by the Architectural Review Committee. Specific landscape plans will be reviewed as part of the building permit and site review process.
21. All signs, including, but not limited to, freestanding and wall signs, shall be designed to meet the sign regulations contained in Chapter 27.22 of the Kalispell Zoning Ordinance. A sign permit is required and is subject to review and approval by the Kalispell Development Services Department.
22. Architectural renderings are required to be submitted to the Kalispell Architectural Review Committee for review and approval prior to issuance of a building permit. Building design shall be provided as listed below:
 - (a) Four sided architecture is required for all structures and buildings. Large, rectangular masses should be avoided by incorporating offsets in the wall and roof. A change in the plane of the walls, changing the direction or providing some variety in the roof form gives diversity and visual interest.
 - (b) Entries should be a prominent component of the building face by providing an architectural covered or recessed entry with modified roof accent and increased usage of windows and trim.
 - (c) Franchise architecture may be subject to modification to achieve the building style objectives.
 - (d) All roof mounted equipment, i.e. HVAC, should be shielded from all views.