

CASCADE COUNTY PLANNING BOARD

March 21, 2017

9:00 am

Court House Annex

325 2nd Ave North



Board Members: Mark Carlson, Charles Kuether, Elliott Merja, Rob Skawinski, and Ken Thornton

Notice: These minutes are paraphrased to reflect the proceedings of the Cascade County Planning Board, and are considered a draft until formally approved by the Planning Board.

Staff Present: Brian Clifton, Alex Dachs, and Nadine Thares

Attendees: Devlin Carlson, Ron Gessaman, Troy Hangen

1. Call to order: Elliott Merja called the meeting to order at 9:00 am

2. Roll call:

Board Members Present: Mark Carlson, Charles Kuether, Elliott Merja, Ken Thornton, Rob Skawinski

Board Members Absent: none

3. Approval of Minutes: February 21, 2017

Mark Carlson asked for spelling correction.

Charles Kuether motioned to approve the minutes of February 17, 2017 as corrected.

Mark Carlson seconded the motion.

All in Favor, Motion passes 5-0

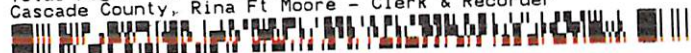
4. New Business:

A. Public Hearing: Amended Cascade County Zoning Regulations

Alex Dachs presented the update and request for the change in the Cascade County Planning Division, and for the review of the Cascade County Zoning Regulations, Sections 2 (Definitions) and 7.2.4 (Uses Permitted Upon Issuance of a Special Use Permit in Agricultural District).

The definition was added "Medical Marijuana Dispensary" due to changes in Montana State Law that will take effect after June 31, 2017. Currently all "providers" are allowed in I-2 Districts, this new term defines dispensary. Previously only Medical Marijuana Provider was defined.

Definitions were also added based on the Special Uses Permitted in an Agricultural District. These include definitions such as meat market, slaughterhouse, rendering plant, wholesale feedlot and distillery. These definitions were added to further define the Special Uses added to the Ag District such as "Commercial propagation, boarding, grazing or butchering of animals and fowl, which also included operating as a wholesale feedlot, meat packing plant, slaughterhouse, rendering plant and the like." Value Added Agricultural Commodity



Processing Facility was also added along with Distillery to the allowed uses with a Special Use Permit. Some uses were added due to potential incoming development that would be compatible in agricultural districts as there may not be enough property zoned Heavy Industrial, which would allow these types of uses. The use of a Distillery was added based on other uses around the state. A distillery could be contained on a farm property where a crop/farm product is grown and chemically transformed to alcohol on site.

ZONING ANALYSIS

Pursuant to MCA 76-2-203 and Chapter 1 of the Cascade County Zoning Regulations, all zoning amendment requests are to be considered in light of the following ten criteria and guidelines.

The first criteria:

1. *Made in accordance with the growth policy.*

State statutes specify the following uses and limitations on uses of the Cascade County Growth Policy:

MCA 76-1-605 Use of adopted growth policy.

(1) Subject to subsection (2), after adoption of a growth policy, the governing body within the area covered by the growth policy pursuant to 76-1-601 must be guided by and give consideration to the general policy and pattern development set out in the growth policy in the:

- (a) authorization, construction, alteration, or abandonment of public ways, public places, public structures, or public utilities;
- (b) authorization, acceptance, or construction of water mains, sewers, connections, facilities, or utilities; and
- (c) adoption of zoning ordinances or resolutions.

(2) (a) A growth policy is not a regulatory document and does not confer any authority to regulate that is not otherwise specifically authorized by law or regulations adopted pursuant to the law.

(b) A governing body may not withhold, deny, or impose conditions on any land use approval or other authority to act based solely on compliance with a growth policy adopted pursuant to this chapter.

The 2014 Cascade County Growth Policy contains five goals, which the policy defines as a broad, generalized expression of commonly held community values regarding growth, development patterns, and quality of life. They are intended to express the primary theme, or general intent and direction of the growth policy. Each goal also includes a subset of objectives which the growth policy defines as a more narrowly defined and concrete expression of community intent. The five goals and their related objectives are:

Goal 1: Sustain and strengthen the economic well-being of Cascade County citizens.

Objectives:

These primary goals are the same goals listed in the 2006 Cascade County Comprehensive

Plan, as well as new additional goals. The planning board believes that these goals continue to provide the best overall direction for county planning.

- A. Stimulate the retention and expansion of existing businesses, new businesses, value-added businesses, wholesale and retail businesses, and industries including agriculture, mining, manufacturing/processing and forest products.
- B. Stabilize and diversify the county's tax base by encouraging the sustainable use of its natural resources.
- C. Identify and pursue primary business development that complements existing business, which is compatible with communities, and utilizes available assets. Identify and pursue targeted business development opportunities to include, but not limited to, manufacturing/heavy industry, telecommunications, and youth/social services.
- D. Promote the development of cultural resources and tourism to broaden Cascade County's economic base.
- E. Foster and stimulate well-planned entrepreneurship among the county's citizenry.
- F. Promote a strong local business environment. Encourage and strengthen business support mechanisms such as chambers of commerce, development organizations and business roundtable organizations.
- G. Improve local trade capture for Cascade County businesses. Promote local shopping as well as well-planned businesses and new businesses.
- H. Network with and support other economic development efforts in the region and statewide, in recognition of Cascade County's interdependence with other communities and to leverage available local resources.
- I. Encourage the growth of the agricultural economy.
- J. Stimulate the growth of the economy by encouraging the use of alternate methods.

Goal 2: Protect and maintain Cascade County's rural character and the community's historic relationship with natural resource development.

Objectives:

- A. Foster the continuance of agriculture and forestry in recognition of their economic contribution and the intrinsic natural beauty of grazing areas, farmlands and forests.
- B. Preserve Cascade County's scenic beauty and conserve its forests, rangelands and streams, with their abundant wildlife and good fisheries.
- C. Preserve Cascade County's open space setting by encouraging new development to locate near existing towns and rural settlements and by discouraging poorly designed, land subdivisions and commercial development.
- D. Assure clean air, clean water, a healthful environment and good community appearance.
- E. Support the development of natural resources including but not limited to timber, mining, oil and gas production, and renewable energy production.
- F. Continue to work with federal and state agencies to redevelop properties within Cascade County, which are currently undergoing Superfund and Brownfields processes.

Goal 3: Maintain agricultural economy**Objectives:**

- A. Protect the most productive soil types.
- B. Continue to protect soils against erosion.
- C. Protect the floodplain from non-agricultural development
- D. Support the development of value-added agricultural industry in Cascade County utilizing the products from the regional area.

Goal 4: Retain the presence of the U.S. Military in Cascade County**Objectives:**

- A. Encourage the federal congressional delegation to actively support maintaining the current mission status at a minimum.
- B. Promote the location of additional military missions in Cascade County.
- C. Encourage the reactivation of the runway at Malmstrom Air Force Base for fixed wing operations
- D. Refer to the Joint Land Use Study for resolving conflicts and promoting mission compatible development.

Goal 5: Preserve and enhance the rural, friendly and independent lifestyle currently enjoyed by Cascade County's citizens.**Objectives:**

- A. Maintain Cascade County's citizen's independent lifestyle and minimize local governmental intervention, to the extent possible, consistent with the requirements of a continually evolving economy and constantly changing population.
- B. Preserve and promote Cascade County's rich cultural heritage, rooted in natural resource development and reflected in its numerous cultural/historic sites and archaeological areas.
- C. Promote fire prevention measures throughout the county, giving special emphasis to the extreme fire hazards present at the wild land/urban interface.
- D. Encourage the continued development of educational programs and facilities, recreational opportunities and spaces and health services for all county residents.

STAFF ANALYSIS:**Goal 1: Sustain and strengthen the economic well-being of Cascade County's citizens.**

With respect to Goal 1, staff finds the proposed zoning amendment to be in general compliance with the growth policy's goal to sustain and strengthen the economic well-being of Cascade County's citizens. Objectives A, B, C, E, F, G, H, I and J of this goal will be met as the additional proposed uses allowed with a Special Use Permit in an Agricultural District deal with the economy and business in Cascade County. The economy would not only be strengthened by adding new businesses, but existing businesses could grow to fulfill the needs of new businesses. The above objectives will be met as attracting large businesses, and new business development will help strengthen the economy. This goal does not generally promote objective D, as this zoning amendment for allowed uses is not expected to promote the development of cultural resources and tourism to broaden the economic base.

Goal 2: Protect and maintain Cascade County's rural character and the community's historic relationship with natural resource development.

Objective A, B, C, D, E, of this goal will be met as the additional uses allowed with a Special Use Permit will promote economic growth and development within rural settlements, and the Agricultural Districts which better preserves Cascade County's rural character as well providing a good community appearance, assuring clean air and water, development of alternative energy production through a rendering plant, and preserving the scenic beauty of the county's open space. It does not meet Objectives F (continue to work with Fed and State to develop lands that continue to be underdeveloped) as this is not located in a Superfund site.

Goal 3: Maintain Agricultural Economy

The changes to the zoning regulations would not put the objectives out of harmony, the additional allowed uses will need approval through the Zoning Board of Adjustment (ZBOA) and any objectives A, B, or C; to protect the most productive soils types, protecting soils against erosion, and protecting the floodplain from non-agricultural development can be conditioned before the ZBOA, as these objectives are site specific. Objective D will be met as the use for value-added agricultural commodity processing facility was added to allowed uses with a Special Use Permit in the Ag district.

Goal 4: Retain the presence of the U.S. Military in Cascade County

Staff finds the proposed regulation changes do not affect the U.S. Military either negatively or positively. Objectives A, B, C, D, and E will be able to be conditioned thru the ZBOA as the impact will be determined based on the location of the proposed use, with some locations having greater impacts than others.

Goal 5: Preserve and enhance the rural, friendly and independent lifestyle currently enjoyed by Cascade County's citizens.

Objective A seeks to maintain the independent lifestyle of Cascade County's citizens while minimizing governmental intervention to the extent possible, consistent with the requirements for a continually evolving economy and constantly changing population. The proposed change to the zoning regulations can lessen governmental regulations with fewer development barriers and allow these additional uses with a SUP to be located away from highly populated areas that may not be compatible. Staff feels there are areas within the county that these uses could be permitted without conflict. Objective C and D would not be impacted negatively. Most of the agricultural zoned land in the county does not lie at the wildland/urban interface. Objective B is addressed as part of the SUP process and can be conditioned by the ZBOA.

Overall Compliance:

Determining compliance with the growth policy for the proposed zoning regulation changes demonstrates the inherent tensions and contradictions between various goals and objectives. The intentionally broad language used in forming goals naturally leads to statements that are capable of multiple interpretations. Fully meeting one goal may mean that a land use action

fully contradicts another. Staff also remains mindful that recent statutory changes to the Growth Policy Act and related court decisions make it clear that growth policies are not regulatory documents and may not be used to condition or deny a land use action.

With these principles in mind, staff finds the proposed changes generally comply with the 2014 Cascade County Growth Policy and the level of compliance is acceptable. The proposal meets the growth policy's goal to sustain and strengthen the economic well-being of the county's citizens. The proposal does not negatively affect Cascade County's rural character or agricultural economy. The growth policy's goal to retain the presence of the U.S. Military does not directly apply.

Criteria #2:

Whether the zoning regulations have been designed to secure safety from fire and other dangers.

There have been no proposed changes that would affect the way to secure additional safety from fire and other dangers. There are no changes to enhance or worsen protection from these types of dangers.

Criteria #3:

Whether the zoning regulations have been designed to promote public health, public safety, and general welfare.

The zoning regulation changes are not proposing change that would affect the public's health, public's safety or their general welfare.

Criteria #4:

Whether the zoning regulations have been designed to facilitate the adequate provision of transportation, water, sewage, schools, parks, and other public requirements.

Staff does not feel any proposed regulation change will have an effect on adequate provision of transportation, water, sewage, schools, parks, or other public requirements. There are building code requirements that must be met for Commercial ventures within a structure. Water and sewer requirements will vary based on soil factors, size of lot, water demands of the operation, etc.

Criteria #5:

Whether the zoning regulations have been designed to provide adequate light and air.

Staff does not feel any proposed regulation change will have an effect on light and air.

Criteria #6:

Whether the zoning regulations have been designed to address effects on motorized and non-motorized transportation systems.

Staff does feel the proposed regulation change could have an effect on motorized and non-motorized transportation systems. Traffic impacts would depend upon several factors including employees, operations, and shipments. Traffic impacts would be addressed through the Special Use Permit process.

Criteria #7:

Whether the zoning regulations have been designed to be compatible with urban growth in the vicinity of cities and towns that at a minimum must include the areas around municipalities.

The proposed zoning regulation changes will remain compatible with urban growth in the vicinity of cities and towns.

Criteria #8:

Whether the zoning regulations have been made with reasonable consideration to the district's peculiar suitability for particular uses.

The proposed zoning amendment only affects the Ag zone district, and staff feels that there could be areas in the district that would be appropriate for these types of uses.

Criteria #9:

Whether the zoning regulations have been made with a view to conserving the value of buildings.

Some uses were added due to potential incoming development that would be compatible in agricultural districts as there may not be enough property zoned Heavy Industrial which would allow these types of uses. The uses added in the amendment could be contained to a large Agricultural District parcel with minimal impacts to the community.

Criteria #10:

Whether the zoning regulations have been made with a view to encouraging the most appropriate use of land throughout the jurisdictional area.

Staff feels the proposed change to the Zoning Regulations are to encourage the most appropriate use of land throughout the jurisdictional area. The opportunities for several uses will have another avenue for entrepreneurs to develop in Ag districts. The entire County will be able to benefit from these additional uses in the Ag district.

RECOMMENDATION

The recommendations before you are for consideration today for the public to have an opportunity to voice their approval or concerns. This recommended change will be forwarded to the Commissioners where the public will again be able to address any additional questions or concerns.

MOTIONS:

Alternative One-: The Planning Board, after reviewing the staff report and proposed regulation changes for compliance with the criteria and guidelines for zoning regulations MCA 76-2-203, adopt the staff report and recommend to the Board of County Commissioners that the request to amend Section 2 (Definitions), and Section 7.2.4 (Uses Permitted Upon Issuance of a Special Use Permit in Agricultural District)" be **denied**;

OR:

Alternative Two-: The Planning Board, after reviewing the staff report and proposed regulation changes for compliance with the criteria and guidelines for zoning regulations MCA 76-2-203, adopt the staff report and recommend to the Board of County Commissioners that the request to amend Section 2 (Definitions), and Section 7.2.4 (Uses Permitted Upon Issuance of a Special Use Permit in Agricultural District)" be **approved**.

Board Questions:

Charles Kuether said the date list in paragraph two should be June 30, 2017, not 31st. He asked for clarification in the phrasing in 'housing power or power producing machines' in 7.2.4(2).

Brian Clifton explained the difference, one meant a structure housing power and the other would be such as a transformer.

Elliott Merja added generators.

Charles Kuether asked if the wording needed to be changed to clarify the difference.

Brian Clifton recommended waiting, changing the proposed ones, as we need to concentrate on current changes. At the end of the Legislature, we will have to do come other changes too.

Charles Kuether asked if the Legislature would change any of these. He thought the Board and Staff should consider other necessary changes.

Brian Clifton replied no, but we had not anticipated these ahead of time.

Elliott Merja said there usually are public notices that have to be placed also.

Charles Kuether requested that Staff make note of clarification request on 7.2.4 (9d), and 7.2.4 (36) could use some editing on phrasing or terms.

Public Comment Opened at 9:20 am

Proponents: None

Opponents: None

Informational:

1. **Ron Gessaman, 1006 36th Avenue NE, Great Falls,** asked about 7.2.4 (9d), shielding (lack of) on storage facility on 36th Avenue NE, which is in the county.

Brian Clifton replied the staff would need to check the area zoning, the regulations, and the requirements at the time for the approved permit.

Mr. Gessaman was concerned with possible inconsistencies for that permit. He inquired on the differences in 7.2.4 (6) and (25), which were 'small' and '200 feet' versus '1-lot'.

Brian Clifton explained the differences on the animal size, setbacks and lot size, adding that #25 would be for a heavier use.

Elliott Merja asked if 7.2.4 (6) meant pigs, sheep, goats, not cattle.

Brian Clifton replied correct, cattle are considered large livestock.

Ron Gessaman said he was concerned, because animal tend to be messy no matter what the size, and compared the possible problems to a Lewistown area slaughter of buffalo and the mess it created.

Brian Clifton replied what you are referring to is a killing plant versus a meat packing plant, #25 would have to be out further so as not to disturb the neighbors. He reminded the Board and public that these definitions give the planning staff and developers another item in the 'tool box'.

Ron Gessaman said both would have some proper method to dispose of the blood and such.

Brian Clifton replied yes. The ZBOA would have requirements for the applicant, such as contacting and compliance with several agencies.

Ron Gessaman advised the Board and public that today is 'National Ag Day' and that we need to recognize our farmers and ranchers.

Elliott Merja thanked him for the acknowledgement. He asked staff for clarification on the 1-mile setback with respect to adjacent residents and future neighboring landowners.

Brian Clifton explained the 1-mile setback from any existing resident, it does not require the applicant to own all the land, but should a new landowner wants to build a home closer than the 1-mile setback, they would have prior knowledge that the commercial propagation is there.

Elliott Merja asked if this would help prevent lawsuits due to the odors.

Brian Clifton replied it would be similar to the agricultural notifications or a COS, that makes the landowners aware of any nearby agricultural and the smells, dust associated with Ag.

Public Comment Closed at 9:30 am

Board Decision:

Charles Kuether motioned to accept the staff report and proposed regulation changes for compliance with the criteria and guidelines for zoning regulations MCA 76-2-203, adopt the staff report and recommend to the Board of County Commissioners that the request to amend Section 2 (Definitions), and Section 7.2.4 (Uses Permitted Upon Issuance of a Special Use Permit in Agricultural District)" be approved..

Ken Thornton seconded the motion.

All in Favor, Motion 5-0-

5. Old Business: none

6. Board Matters:

Brian Clifton introduced new employee, Troy Hangen, and that Alex Dachs is senior planner.

7. Public Comments Regarding Matters within the Board's Jurisdiction:

None

8. Adjournment:

Ken Thornton motioned to adjourn.

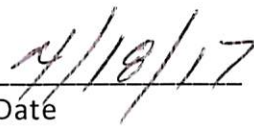
Mark Carlson seconded motion

All in Favor, Motion passed. 5-0


Meeting adjourned at 9:33 am



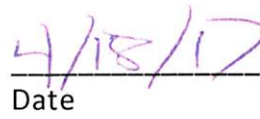
Elliott Merja or Mark Carlson



Date



Brian K. Clifton



Date