

## PUBLIC WORKS COMMITTEE REPORT

June 2, 2010, 2:20 PM

City Council Chambers

**Members Present:** Jason Wiener (chair), Ed Childers, Dick Haines, Lyn Hellegaard, Roy Houseman, Bob Jaffe, Renee Mitchell, Pam Walzer, Jon Wilkins

**Members Absent:** Marilyn Marler, Dave Strohmaier

**Others Present:** Steve King, Scott Michell, Monte Sipe, Mayor Engen, Doug Harby, Gregg Wood, Kevin Slovarp, Phil Smith, Jim Nugent, Ethel MacDonald, Bob Giordano, Jed Taylor, Bob Wachtel, John Wolverton, Marta Munoz, Karl Englund, Larry Howell, Lyn Ascher, Jim Costamagna, Steve Leto

### I. ADMINISTRATIVE BUSINESS

- A. Approval of the minutes of May 26, 2010 – forthcoming.
- B. Announcements –
- C. Public Comment on Non-Agenda items –

### II. CONSENT AGENDA ITEMS

1. Confirm the appointment of Matt Jennings to the Bicycle and Pedestrian Advisory Board completing a term ending September 15, 2010 and for a term commencing September 16, 2010 and ending September 15, 2013 (memo).—Regular Agenda (Mayor Engen) (Referred to committee: 05/24/10) **REMOVE FROM AGENDA**

**Motion: The committee recommends the City Council confirm the appointment of Matt Jennings to the Bicycle and Pedestrian Advisory Board completing a term ending September 15, 2010 and for a term commencing September 16, 2010 and ending September 15, 2013**

Mayor Engen stated that Matt Jennings was the only applicant for this opening that he thought Mr. Jennings would be a good addition to the board.

Mr. Wilkins made the motion to confirm the appointment.

The motion passed unanimously.

2. Confirm the re-appointments of Roger Petersen and Jonathan Gass to the Building Code Board of Appeals for a term commencing July 1, 2010 and ending June 30, 2013 (memo).—Regular Agenda (Mayor Engen) (Referred to committee: 05/24/10) **REMOVE FROM AGENDA**

**Motion: The committee recommends the City Council confirm the re-appointments of Roger Petersen and Jonathan Gass to the Building Code Board of Appeals for a term commencing July 1, 2010 and ending June 30, 2013.**

Mayor Engen stated that both individuals were re-appointments and that this had been a difficult board to recruit for. He asked to committee to confirm the reappointments.

Mr. Childers made the motion to confirm the appointments.

The motion passed unanimously.

3. Review proposed curb and sidewalk improvement project 06-047, University Area Phase III – Beckwith to McLeod, and pass a resolution to order the improvements which also directs that notice be given to all affected property owners (memo).—Regular Agenda (Doug Harby) (Referred to committee: 05/24/10) **REMOVE FROM AGENDA**

**Motion: The committee recommends the City Council adopt the resolution to order curb and sidewalk improvements adjacent to properties in the University Area Phase III – Beckwith to McLeod, Project 06- 047.**

Mr. Harby stated this was the third phase of the University area sidewalk upgrades. They started at 4th Street and are working their way south. They have responded to many trip and fall complaints as well as requests for continuous

sidewalks. It is a priority one area in the Draft Master Sidewalk Plan. These are some of the oldest sidewalks in Missoula, and are deteriorated. Rather than ordering small pieces replaced, it is more economic to do an area-wide project. They also have gotten requests for ADA access in the area. Students at Hellgate and UM need accessible sidewalks to get to school. There were 135 properties notified in the project area. The notice letter included a cost estimate, ranging from \$100 to \$12,000. They feel the bids will come in lower than that. The letter also included contact information for staff consultations as well as Public Works Committee and City Council meeting dates. It notes construction and finance options. Owners can defer all costs if they meet the income requirements. The project includes installation of sidewalks where there aren't any, the installation of curb ramps, removal of obvious trip hazards, and replacement of deteriorated sidewalks that may not be trip hazards now but may become one in the near future. In a project on Brooks 11 years ago, they replaced obvious trip hazards only, and some areas need to be replaced now. It is important to install a sidewalk that will last 20 to 50 years. The project includes the removal of old driveway openings where people are parking on the boulevard. They have responded to 40 property owners, who are generally in favor of the project and understand it's needed. Some have requested they look at other design options for streets, and some have boulevards rich in vegetation where they may do a curb-side sidewalk or narrow the streets. The north-south sidewalks and boulevards have no setbacks, so they might not do a full 15-foot boulevard. On side streets with no curb they have included the cost of asphalt repair for the minimum two foot patch on the curb in the owners' assessments. If a larger patch back is needed, the City will pay for it. Drainage is a City cost as well. People are looking to narrow the streets, and staff are willing to meet on-site and are open to alternative designs.

Karl Englund of 301 Keith, stated he supports repairing existing sidewalks. He has a corner lot, with sections of bad sidewalks on Keith and was beginning to address them when he got the letter. There is no sidewalk at all on Ronald. The project will address the lack of sidewalk there. There has been traffic calming work in the neighborhood, and they may be able to build on what they've done with traffic calming and narrow the street or do an alternative design. He is concerned about moving too fast and wants sufficient time to look at alternative designs and costs. He thought that now is not the time to be letting bids because it is toward the end of the season, but Mr. Harby had assured him it was a good time to do bids and that the City was willing to do alternative designs.

Larry Howell of 301 McLeod stated he was not there to oppose the project. He wants sidewalk and had known it was coming, but raised issues of equity and funding. He had given a memo to Mr. Nugent outlining his concerns and asked Council to look at it in the long run. Mr. Wiener requested that Mr. Nugent circulate the letter.

Mr. Wiener made the motion to adopt the resolution to order.

Mr. Childers asked if they still had time to look at redesigns if they made a motion today or if they should wait. Mr. Harby stated they could meet onsite and discuss designs until the construction crews actually arrive onsite. The quantities won't be significant in the bids. Mr. Childers asked to be kept informed as things were happening.

Ms. Walzer stated she wanted to make sure flexibility was available for potential ideas in traffic calming. She asked if ADA ramps were receiving separate funding. Mr. Harby stated that there would be about three months before work started, and the bids have unit prices, so they will be able to tell people exactly what it will cost. They can work with citizens to come to a workable agreement. All the ADA improvements are included in the assessments on this project; there is no separate funding available.

Mr. Wiener stated that the issue of sidewalk equity is confronted regularly. He asked the Deputy Mayor of Missoula's sister city, Palmerston North, who said that the City responds to sidewalk problems within 24 to 48 hours, but their taxes are twice as high and the federal government pays for police and fire.

The motion passed unanimously.

### III. REGULAR AGENDA ITEMS

1. Resolution on Brooks Street lane configurations between Mount and Higgins ([Presentation](#)) ([memo](#)).—Regular Agenda (Steve King) (Referred to committee: 05/24/10) **REMOVE FROM AGENDA**

**Motion: The committee recommends the City Council adopt a Resolution in favor of Option One, parking on both sides of the street with no bike lanes, on the Brooks Street lane configurations between Mount and Higgins.**

Steve King, Public Works Director, stated that the project is on Brooks Street from Higgins to Mount and the purpose is boulevard preservation and pavement maintenance. They will replace deteriorated curbs and pavement, install ADA (Americans with Disabilities Act) ramps, and improve storm water drainage. This gives them an opportunity to

consider lane markings. State of Montana Stimulus funding is providing \$240,000 for curbs, ADA ramps, and the boulevard, and the Montana Department of Transportation (MDT) is providing \$224,000 for the pavement overlay. They will configure pavement markings this summer and final them next year when the road is chip sealed. Deteriorated curbs degrade the boulevard. The pin-down curbs are deteriorating as well. People are parking on the boulevard in the drip zone for the trees. The street is missing bike lanes, and the transportation plan supports expansion of the bike lane system. Brooks Street has connections to other bike routes and lanes. They are working within the current curb width, so they can't accommodate parking and bike lanes on both sides of the street with the travel lanes. There are three options available for lane configurations. Option one is to have two parking lanes like it is now. Option two is two bike lanes and no parking lanes, and option three is to have parking on one side of the street and bike lanes on both sides. The attached resolution is for option three. MDT is receptive to the design of any of the three options subject to final design approval. St. Paul's Church and Hellgate School cause a parking demand, especially on the east side of Brooks Street. There is on-street residential parking use throughout the corridor, with some change in the street character at Beckwith. They may switch the parking to the west side of the street at Beckwith. Curb, drainage, and ADA ramps will be constructed in July with paving in August and a final chip seal in 2011. Public comments at the neighborhood meeting in early April included concerns about widening the street, and the majority interest was in preserving on-street parking with some support for bike lanes. The Bicycle and Pedestrian Advisory Board met on May 13 and their interest was in preserving bike lanes. Their recommendation is in the resolution. Right-of-way (ROW) is primarily for moving people and goods, and a secondary use of the street is for storing vehicles. Option three provides a balance of those two. They have received public comment from 20 people, 14 of which supported bike lanes in various forms, and eight were primarily for parking and not in favor of bike lanes. Some comments were in support of bike lanes with recognition of parking.

Ms. Mitchell asked how many structures along there were owner-occupied and how many were rentals. She asked how much off-street parking was available for them. Mr. Harby stated that about half of them are rentals. He looked at alleys, and nearly all have parking available. Many have garages that are full of stuff and some junk vehicles are taking up off-street parking spaces. Most people have parking available, and most that don't are on the west side of the street.

Mr. Haines asked if they could put a paved route between the curb and the trees to reduce the hazard of parked cars opening doors. They could make it asphalt so it's flexible. It would handle bike traffic on both sides of the street and save trees. He would like to see a cost estimate for that. Mr. King stated that they had talked about those kinds of features, but the work needs to be done by August 31 due to the economic stimulus funds, which were meant to go to shovel-ready projects. It is not practical to take on a controversial application of the boulevard in this short time frame.

Mr. Houseman supported doing cost estimates for independent bike lanes.

Ms. Rye stated that at the neighborhood meeting, most of the residents were upset about changing the street. It is a truck route and parking provides a buffer to the street. There is crowding in the alleys and not enough parking in alleys for rentals. She asked if anyone had checked with residents to make sure they don't need parking on the street. She stated that alleys are crowded and that building a 7.5 foot parking lane would be too narrow for most vehicles. Residents also want better lighting and crosswalks at the cross streets, preferably with a different surface for crossing. Mr. King stated there was no requirement to use public ROW for private parking use, but there is a requirement for land use to provide parking on-site. There is a parking demand, but it is not saturated. The total volume of demand on the corridor may be satisfied with parking on one side. There is not enough space on Brooks Street within the existing curb lines to build standard 12 foot travel lanes, 8 foot parking lanes and five foot bike lanes. They can provide accommodation of parking and bike lanes together.

Ms. Mitchell stated that people like to park on the street in front of their houses and will park illegally to do that. Bicyclists have more options than drivers, and can go on a different street. There are no bike lanes on Higgins, and they don't need one on that side of street. Bicyclists rarely use this stretch of road and have other options.

Mr. Wilkins stated that Mr. Haines' idea was good and that the separate bike path could be a hard gravel trail instead of concrete or asphalt. Complete streets may not be a reality here. Bancroft could be used a bike corridor. He asked what they would do about places that didn't have parking in back. Mr. King stated that the apparent parking demand would be satisfied by parking on one side of the street.

Lyn Ascher of 612 Brooks stated that she was speaking for herself and for her neighbors. They were in favor of option one. Having parking on one side would be inconvenient and dangerous because it is difficult to cross the street. She is not fond of having bike lanes until there are lanes on Higgins and the rest of Brooks. Woodford is a perfect bicycling street. They would like to keep the turn lanes. Putting a bike lane in the boulevard would be an imposition to people mowing lawns.

Jim Costamagna of 521 Brooks stated that his preference was to keep the street as is. He did not see how they could add bikes without restricting the flow. They could restrict left turns at peak hours. If there is a need for bike traffic, they can move it back to Blaine where there is less traffic. The bulb-outs and traffic calming circles are already restricting to traffic. Parking is limited, and both sides of the street use the alley for parking. Bicycle traffic is about one bike per ten cars. There is not much bike traffic. Adding another use doesn't make any sense safety-wise.

Marta Munoz, a Rose Park resident, would like to increase biking and make it safer for people. When they added stripes from Brooks to Broadway on Higgins it made it safer. She doesn't want to weave in and out on side roads. If they put bike lanes on Brooks she would feel safer, and they would see more cyclists riding on Brooks. She likes the option of parking on one side and accommodating bike lanes, and observes that not a lot of cars are parking on the street.

Steve Leto of 635 Brooks stated that he was in favor of keeping the street as it is and urged the Council to make a site visit before they vote. There are lots of land-locked houses with no off-street parking. There will be lots of jaywalking and accidents if there is parking on only one side of the street. Adding bikes will create a hardship and there are other streets to funnel bikes to.

Bob Wachtel, the Vice Chair of the Bicycle and Pedestrian Advisory Board stated that he strongly supported the recommendation from the board to implement option three. In the downtown cycle track, cycles rejoin traffic at the intersections and cross with traffic. On the boulevard, cyclists would not be expected or protected. State law and City ordinances give bikes the right to ride on streets, in the traffic lanes if necessary. Either they can give them bike lanes or put bikes in the traffic lanes, slowing all the traffic behind them.

Jed Taylor of the Bicycle and Pedestrian Advisory Board stated they were just reducing parking, not eliminating it. AASHTO guidelines state the primary function of roads is to move people and goods. There is a large group of stakeholders affected by Brooks, not just the residents. He supported better crosswalks for pedestrians.

Ethel MacDonald of the Bike/Walk Alliance of Missoula (BWAM) and a resident of the Rose Park neighborhood, said she supported parking on just one side of the street. They want to encourage cyclists. Lots of people are afraid to bike in Missoula. The reason to put bike lanes on Brooks is to acknowledge biking as a valid form of transportation.

Bob Giordano of the Missoula Institute for Sustainable Transportation supported option three. Bike lanes increase the safety of cyclists. When they have complete facilities, cyclists use them and tend to obey the laws.

John Wolverton of BWAM and Missoula Advocates for Sustainable Transportation stated that one way to have a healthier and more active community was to give people the choice to move themselves around the way they want to. Creating the infrastructure will bring more cyclists. The side street option is unnecessarily complex and would only work for bikes if they have the right-of-way. He supported option three.

Ms. Rye stated that complete streets needs to recognize the diversity of needs for residents. It is a busy street, and a truck route. Parking is needed on both sides and acts as buffer to the traffic. Bikes can still go places if they're not on Brooks. The residents have expressed their desires and she needs to respect that.

Mr. Jaffe stated that having only one lane of parking was not dramatic. He doesn't mind riding in traffic, and it doesn't save anything to go on Brooks. He asked if there were any resources in the project to direct bike traffic to the side streets. He supported keeping the parking and directing resources to making other bike lane connections. Mr. King stated there were resources within Public Works, such as the Bicycle and Pedestrian Office, but not within the project itself, to look at alternatives.

Mr. Wilkins made a motion to pass a resolution in favor of option one. His primary concern is safety, and people parking on one side of the street and crossing to get to their homes on the other side of the street is dangerous.

Mr. Wiener reminded the Council of the complete streets policy, and stated that it defined a complete street as one that provides for the safety and convenience of all users. It stated they must ask if the scope of work needed to make it a complete street is reasonable, and that any exception must be approved by Council with documentation of the reason for the exception. His experience is that there is ample parking on Brooks. Even with removal of parking, the closest the houses would be to the driving lanes is 40 feet. He will oppose the motion.

Mr. Childers stated that Brooks is a primary road. If they had taken advantage of an additional three feet on each side of the road, they would have had parking, bikes, and traffic, but they got push-back from the neighbors. He stated that the neighbors gave up their parking when they decided the road couldn't be widened to accommodate everyone.

Ms. Hellegaard stated she would support Mr. Wilkins' motion and asked Public Works to look at Mr. Haines' and Mr. Jaffe's proposals.

Ms. Mitchell stated the project needed to be shovel-ready, so it affected what they could do in a short time. They need more crosswalks and it is a practical issue to have people parking across from their houses and crossing in the middle of the street. Bicyclists already have an option to ride in the street, and she will support the motion.

Mr. Jaffe stated that they have a year to revisit the issue because they will do epoxy next summer. They can initiate a process later to make changes.

Mr. Houseman stated that residents had an opportunity to widen and accommodate everyone, and the Council has an obligation for a complete street. Independent bike lanes are something to look at as a community. He supports parking on one side.

Mr. Wilkins stated that if the neighborhood wanted to shorten the boulevard, he would support it. Having no place to park closer than a block away may cause the house to depreciate. Crosswalks are needed other places in town, too.

Mr. Wilkins called the question. The motion to end debate passed unanimously.

The motion to adopt the resolution in favor of option one passed with five ayes (Wilkins, Jaffe, Hellegaard, Haines, Mitchell) and four nays (Houseman, Walzer, Wiener, Childers).

#### **IV. HELD AND ONGOING AGENDA ITEMS**

1. Discussion on the sizes of grease interceptors for the restaurant industry ([Grease Interceptor PowerPoint](#)) ([memo](#)).—Regular Agenda (Stacy Rye and Bob Jaffe) (Referred to committee: 04/21/08)
2. Consider restructuring the city's Sewer Loan Program along the lines of the recently approved change to the Sidewalk & Curb Loan Fund.—Regular Agenda ([Chapter 3.16 – Sidewalk & Curb Loan](#)) ([Chapter 3.18 Sewer Loan](#)) ([Ordinance 3344](#)) (Ed Childers) (Referred to committee: 06/26/06)
3. Interlocal Agreement between the City of Missoula and the County of Missoula related to the Reserve Street / Mullan Road Intersection Improvements Project. ([memo](#)) Regular Agenda (Gregg Wood) (Referred to committee: 01/11/10)
4. Review infrastructure conditions at the locations of serious and fatal traffic accidents: 2007-2009 ([memo](#)).—Regular Agenda (Jason Wiener) (Referred to committee: 01/25/10)
5. Resolution to restore vacated Inez Street at South 2<sup>nd</sup> Street to the public trust and public use, and vacate a public access easement that was a condition of the vacation ([memo](#)).—Regular Agenda (Carla Krause) (Referred to committee: 04/26/2010)
6. Discuss back-in angle parking on Spruce Street ([memo](#)).—Regular Agenda (Steve King) (Referred to committee: 05/24/10)

#### **V. ADJOURNMENT**

Respectfully Submitted,

Jessica S. Miller  
Office Manager  
City Public Works Department