

1. Introduction

Missoula's Emma Dickinson/Orchard Homes/River Road area (the Emma Dickinson neighborhood or "neighborhood" for short) has changed considerably in recent years. Despite having changed, this historically rural neighborhood still possesses some semi-rural characteristics. Residents and business owners value characteristics such as land in active agricultural use, a community garden, songbird and wildlife habitat, mature trees, homes and buildings with historic character, and other open space that contributes to rural character. The neighborhood has a mix of newer and long-time residents, including a family that has lived in the area continuously since 1903. Several original Orchard Homes families are prominent in Missoula history. Area residents value and wish to preserve the diverse mix of income levels in the neighborhood by retaining affordable housing that has been characteristic of the neighborhood for decades. Neighborhood residents also value the area's racial and ethnic diversity and its mix of single- and multi-family housing.

The neighborhood has experienced significant new residential development since its annexation to the City in 1996, with the most significant development having occurred since the last half of 2001. Increased development and the resulting population increase have underscored the need for safer, more convenient circulation in and around the area. Much of the new development has included subdivisions with cul-de-sacs and dead-end streets that have foreclosed possible infrastructure options and street connections. The Emma Dickinson Neighborhood is generally recognized as the only neighborhood in Missoula without a public park. The school district closed the neighborhood public elementary school in 1999.

This infrastructure plan was prepared as a cooperative effort between the Missoula Office of Planning and Grants and the Emma Dickinson/Orchard Homes/River Road Infrastructure Planning Coordinating Group. This effort was undertaken in the hopes of developing a new model of public and neighborhood participation in an infrastructure planning process. This is the first infrastructure plan ever produced. It is meant as an implementation tool for the Missoula Growth Policy and the *Reserve Street Area Plan, 1995 Update*.

The Coordinating Group's input and involvement was instrumental in the development and writing of this plan. Appended to this plan is a document entitled "For the Love of Our Neighborhood: A Supplemental Statement of Neighborhood Concerns about Infrastructure Planning & Implementation". This was prepared by the Coordinating Group as a direct expression of the neighborhood's views and opinions concerning the pace and nature of development in the area and how it has affected the neighborhood. It is included to give an active voice to the neighborhood's opinions and allow expression of more subjective neighborhood views than were otherwise included in the plan itself. The neighborhood's views and opinions are important and should be carefully considered as development occurs.

Plan Goals

The River Road/Emma Dickinson Infrastructure Plan is an implementation tool for the *Reserve Street Area Plan 1995 Update*. Goals from that plan related to infrastructure include:

- ◆ *Preserve the rural character, which exists in parts of the planning area.*
- ◆ *Create park, trail, and other open space opportunities.*
- ◆ *Maintain and enhance the area's diverse character and livability (e.g., its single and multi-family housing, large and small lots, good schools, churches, and light commercial).*
- ◆ *As a primary tool to accomplish the above goals, provide adequate infrastructure (e.g., sewer, water, streets) throughout the planning area.*
- ◆ *Limit the types and locations of commercial activities.*

To help implement the goals of the *Reserve Street Area Plan 1995 Update*, the River Road/Emma Dickinson Infrastructure Plan includes the following additional goals:

- ◆ Identify opportunities to connect existing streets, or preserve corridors for new streets, in order to provide the best possible circulation to, from and within the neighborhood.
- ◆ Identify locations for additional walkways, including sidewalks, trails, paths and/or bike routes to link areas.
- ◆ Outline goals, identify opportunities, and develop methods for preserving and enhancing open and “green” space in the neighborhood, including acquiring land for and developing parks.

Background

Neighborhood: The River Road/Emma Dickinson Infrastructure Plan covers the area shown in **Map 1 – NEIGHBORHOOD**. The neighborhood is bounded by the Clark Fork River on the north, South Third Street on the south, Russell Street on the east, and Reserve Street on the west. Total land area including the floodplain and street rights-of-way is 585 acres.

Reasons for the Plan: A number of problems have contributed to the need for the River Road/Emma Dickinson Infrastructure Plan (or “the Plan”). Following is a summary of the most pressing of those problems.

Housing Development: The neighborhood has experienced significant development, especially since the last half of 2001. As of this writing, cumulative permit data is available only through the end of 2001. But it is clear that the area has seen considerable new multiplex and multi-family housing development as well as new single-family development. Most of the recent single-family housing development has occurred under “density bonus” provisions adopted by the City in 1998. Under the density bonus provisions, the number of dwelling units allowed on a parcel may increase by up to 50

percent over the number of units allowed previously, until 80 percent of the land in the neighborhood's RLD-4 Residential Low Density zoning district is developed, excluding streets, park land, and floodplain areas. The neighborhood contains 193 net buildable acres in RLD-4 Zoning Districts (out of a total of 224 acres zoned RLD-4). 772 dwelling units would constitute 100% build out in the RLD-4 districts in the neighborhood. 618 dwelling units would be 80% build out. As of January 27, 2003 there were 553 dwelling units in RLD-4 zoning districts. This is a 72% build out. Only 65 more single-family dwelling units (after January 27, 2003) will be needed to achieve 80% build out.

Table 1 shows subdivisions and multi-family developments approved in the neighborhood since 2000.

Table 1
Subdivision and Multi-Family Development
 Januaray 1, 2000 - April 11, 2003

Subdivision name	Res. Units	Zoning	Density Bonus*	Notes
Bentley Park Phase 1, 2, and 3	51	RLD4/CDS	YES	In application process
C.D. Orchard Home Lots 23A, B, C	3	RLD4/CDS	YES	
Bondurant Ct	9	RLD4	NO	
Carter Orchard Homes	13	RLD4	YES	
Craftsman Pl	18	RLD4/CDS	YES	
Everard	14	RLD4	YES	
Jasmine Pl	12	RLD4	YES	
Jillian Ct	6	RLD4	YES	
Luella Ln	26	RLD4	YES	
Missy Way	6	RLD4	NO	
River Road Estates Phases 1 and 2	17	RLD4	YES	
Total	175			
Multi-family	Res. Units	Zoning	Increased Maximum Density**	Notes
Salvation Army Silver Crest Apts.	56	C-II	NO	Elderly Housing
Wolf Glenn Multiplex	46	Mixed Use	YES - trail easement	
Lemm 8-plexes	55	Mixed Use	YES - trail easement	
1830 Trail St (Nelson)	8	Mixed Use	YES - pedestrian easement	
Sage Duplexes	76	Mixed Use	NO	
Reineking	20	Mixed Use	YES - pedestrian easement	Bldg permit pending
Total	261			

Zoning Designations

RLD4 - Residential Low Density - Four units per acre

CDS - Cluster Development Standards Overlay

C-II - Commercial

***Density Bonuses** - In the RLD-4 zone, the maximum residential density of 4 units per acre may be increased to 6 units per acre if certain conditions are met. For a detailed description, see City Zoning Ordinance, Title 19, available at the Office of Planning & Grants.

**** Mixed Use** - Maximum Residential Density. The maximum residential density in this residential district is 12 dwelling units per acre, with one exception: up to 16 dwelling units per acre shall be permitted if certain conditions are met. For detailed descriptions of zoning designations, see City Zoning Ordinance, Title 19, available at the Office of Planning & Grants.

Lack of Adequate Street Connections and Walkways: Most of the original streets in the neighborhood were quite narrow when built and none included curbs or sidewalks. Development without the means to exact adequate improvements to address a particular development's impacts on existing infrastructure have limited choices for improving infrastructure in some areas of the neighborhood. The situation worsens with increase in the amount and density of housing development, particularly multi-family development on streets originally intended to serve a few single-family homes.

Cul-de-Sac and Dead-End Street Subdivisions: Subdivisions with cul-de-sac and dead-end streets have proliferated since mid-2001 and have compounded infrastructure problems by foreclosing possible options for pedestrian and street connections. The resulting street pattern has produced situations in which "you can't get there from here." Travel by car, bike, or on foot within the area requires taking longer routes than would be necessary if subdivision streets connected with each other. Longer travel routes mean more fuel consumption, poorer air quality, and slower emergency response times. Exacerbating the situation is the fact that the neighborhood is essentially "landlocked" because traffic conditions on Reserve, Russell, and Third Streets make entering and leaving the area from these streets difficult and often dangerous.

Lack of Parks, Bike/Pedestrian Paths, and Other Recreational Facilities: The Emma Dickinson neighborhood is the only Missoula neighborhood without a public park. Bicycle and pedestrian facilities are limited at best. Increasing population exacerbates the need for such facilities. Recent housing development has foreclosed many possible park, trail, and non-motorized trail options.

School Closure: The neighborhood's only public school (Emma Dickinson Elementary) was closed in 1999 by the Missoula County Public School system. Although the building currently serves as an adult education facility, loss of the elementary school is viewed by the neighborhood as a severe blow to the character and integrity of the neighborhood.

Third and Russell Reconstruction: The project is in the Environmental Impact Statement (EIS) phase as of the writing of this Plan. Final plans will affect the neighborhood in a variety of ways. Neighborhood residents hope This Infrastructure Plan can constructively influence the final Third and Russell reconstruction plans.

Displacement of Low-Income Residents: Neighborhood residents express concern that redevelopment in the area has caused the removal of low cost housing and may result in the displacement of low-income residents. This could have an adverse impact on the goal stated in the *Reserve Street Area Plan, 1995 Update* to preserve the neighborhood's diverse character.

Plan Assumptions

In order to achieve the above goals, the Plan offers recommendations both in terms of policy and site-specific actions. Recommendations in this Plan are based on the following assumptions:

- ◆ The River Road/Emma Dickinson Infrastructure Plan is an implementation tool for the *Reserve Street Area Plan, 1995 Update*.

- ◆ There is a variety of ways to achieve the *Reserve Street Area Plan, 1995 Update* goal of preserving the rural character that exists in parts of the neighborhood. These include: preserving land in active agricultural use; preserving and enhancing horticultural lands and community gardens; preserving existing individual trees and stands of mature and historic trees; planting additional trees; preserving and enhancing wildlife and songbird habitat; designation of open space; establishing non-motorized pathways and trails; and creating easily accessible, family-friendly neighborhood parks that are conveniently located.
- ◆ No neighborhood remains static, some change is inevitable and more development will continue to occur.
- ◆ Future development will occur at various densities that are related to and in accordance with zoning regulations, the River Road/Emma Dickinson Infrastructure Plan and the relevant land use plan, the *Reserve Street Area Plan, 1995 Update*.
- ◆ Additional developments with cul-de-sacs and dead end streets will further complicate infrastructure planning and create additional problems for circulation and connectivity, including emergency vehicle access.
- ◆ Traffic flow should be reasonably distributed throughout the neighborhood and not channeled intensively onto only five main "connectors" (i.e., Davis, Curtis, Caitlin and Wyoming Streets and River Road).
- ◆ All forms of development in the neighborhood should generally support and further the community goals stated in the *Reserve Street Area Plan, 1995 Update*.
- ◆ Missoula Ready Mix will move or abandon its operation within 10 years, creating the potential for a riverfront park. Acquisition of the property for a park would be of great benefit to all of Missoula.
- ◆ Current land use designations for the area under the *Missoula Urban Comprehensive Plan 1998 Update*, which are the same as the land use designations in the *Reserve Street Area Plan 1995 Update*, will remain as currently adopted unless, and until, those designations change through a process separate from the River Road Emma/Dickinson Infrastructure Plan.
- ◆ Current zoning district classifications for the area and current zoning regulations will remain the same as currently adopted unless, and until, those designations or regulations are changed through a process separate from the River Road Emma/Dickinson Infrastructure Plan.
- ◆ Development in the area may occur at the densities allowed under current zoning regulations.

Financing of Infrastructure Improvements

There are a variety of funding sources and strategies for financing recommended infrastructure improvements. Funding sources and strategies may include but are not limited to:

1. Impact fees

2. Payment for improvements by participating property owners or developers as part of a new subdivision or other development project as a condition of approval
3. Federal or State transportation funds
4. Open Space funds
5. Voter-approved bond issues for specific projects
6. Urban renewal revenues administered through the Missoula Redevelopment Agency
7. Conservation easements
8. Grants from private funding sources
9. Citywide funding through property tax levies
10. Citywide funding through property taxes levied to cover all or part of the cost of a specific project identified in a Capital Improvements Program
11. Formation by the City Council of a Special Improvement District (SID) to cover all or part of the cost of one or more kinds of infrastructure improvements through assessment of property owners in the district
12. Combinations of above strategies
13. Other strategies

Plan Organization and Format

The remainder of this chapter discusses existing physical conditions in the neighborhood. This chapter also provides information on population as well as current and projected development density.

Chapters 2, 3, and 4 address various infrastructure elements. Chapter 2, Circulation and Connectivity, covers transportation infrastructure including streets, pedestrian facilities and bicycle facilities, trails, and public transit. Chapter 3, Neighborhood Character and Environment, covers parks and open space as well as other subject areas including historic character and preservation, trees, agricultural land, and lighting. Chapter 4, Neighborhood Services covers public facilities including sanitary sewer, water and storm drainage, plus utilities such as natural gas, electricity, telecommunications, and schools. The titles of Chapters 2, 3 and 4 match the names of three of four working groups of neighborhood citizens who met to assess infrastructure needs and opportunities and provide comment and direction in preparation of this Plan. The fourth working group covered Impacts of Land Use, Development and Design, addressing issues related to zoning, density, design standards, and development impacts. Although there is not a separate chapter for impacts of land use, development and design, the Plan discusses those impacts as they relate to streets, parks, and other infrastructure elements. Each chapter discusses various infrastructure elements from the following standpoints:

Policies, Criteria & Standards refer to the various adopted provisions that the City uses to assure provision of a particular type of infrastructure. For example, subdivision regulations require that streets in new subdivisions include sidewalks. City Public Works construction standards specify roadway width; curb design, and pavement thickness for

various classifications of streets. The *Missoula Urban Area Open Space Plan* identifies standards for different classifications of parks ranging from “pocket parks” to regional parks.

Existing Infrastructure identifies the location of the particular type of infrastructure under discussion. Maps are provided to supplement text where appropriate.

Needed/Desired Infrastructure identifies specific street segments, parks, trail extensions, and the like, that are deemed necessary or desirable in order to assure that the proposed infrastructure system is integrated, well connected, and consistent with the goals and recommendations of the *Reserve Street Area Plan 1995 Update* and other applicable City policies, criteria, and standards.

Recommendations appear in two categories. *Policy/Procedural Changes* affect the manner in which infrastructure decisions are made in conjunction with development in general. *Site-Specific Improvements* appear in a prioritized list of projects intended to provide the desired system for various types of infrastructure. A series of maps are included to illustrate the location and type of recommended infrastructure improvements.

Previous Plans and Related Documents and Projects

Previous Plans: Since 1975, the City of Missoula and Missoula County have adopted several plans that relate to land use, transportation, and other issues in the neighborhood. The *Missoula Urban Comprehensive Plan* adopted in 1975 and updated in 1990 and 1998, covers the entire Missoula urban area. The *Reserve Street Area Plan*, adopted in 1980 and updated in 1995, covers the Reserve Street corridor from the Clark Fork River to Brooks Street, including most of the neighborhood for this Infrastructure Plan. The 1995 update of the *Reserve Street Area Plan* is the most recently adopted neighborhood or regional plan with a particular focus on the neighborhood. Additionally, the City and County of Missoula adopted the jurisdiction wide *Missoula County Growth Policy* in August of 2002. The Growth Policy encompasses all other regional, issue, and topical plans as amendments thereto.

Other Planning Documents: In addition to the *Missoula Urban Comprehensive Plan* and the *Reserve Street Area Plan*, the River Road/Emma Dickinson Infrastructure Plan contains references to a number of plans, ordinances and related documents prepared and adopted by the City of Missoula, Missoula County, and other governmental agencies. They include:

- ◆ *Southside Riverfront Area Comprehensive Plan Amendment (Urban Redevelopment District II Plan)*
- ◆ *Missoula City Zoning Ordinance (revised 1999)*
- ◆ *Missoula City Subdivision Regulations (7-26-99)*
- ◆ *Missoula Urban Area Open Space Plan (1995)*
- ◆ *Missoula Urban Transportation Plan, 1996 Update*
- ◆ *Missoula Master Sidewalk Plan*
- ◆ *2001 Non-Motorized Transportation Plan*

- ◆ *City of Missoula Floodplain Regulations (revised 1995)*

Third & Russell Street Reconstruction Project: The City of Missoula is currently planning a major reconstruction project for Russell Street from Broadway to Mount Street, and for South Third Street between Russell and Reserve Streets. Russell and Third Streets border the neighborhood on the east and south, respectively. The planned reconstruction is expected to include widening, curbs, sidewalks, bicycle lanes, landscaping and traffic signals or roundabouts at some intersections. The proposed reconstruction will affect traffic movement to, from, and within the neighborhood both during and after construction. The project will also have impacts on current and future development in the area, both residential and commercial. Finally, the project will affect neighborhood character and environment. The neighborhood hopes to link the Third and Russell Street reconstruction plans, insofar as they directly affect the area, to the goals and recommendations of the *Reserve Street Area Plan, 1995 Update* and this Infrastructure Plan.

Existing Conditions

Floodplain: **Map 1 –NEIGHBORHOOD** shows the general outline of the Federal Emergency Management Administration (FEMA) mapped 100-year floodplain of the Clark Fork River within the neighborhood. The floodplain extends south to Saulters Lane. The privately owned levees that protect the gravel pit increase the severity of flooding problems elsewhere. The levees have contributed to a northward migration of the river, causing erosion that threatens development and public infrastructure along Mullan Road. The levees protect no property other than the gravel pit.

Removing the levees may help protect nearby property, could improve public safety, and if so, should be a priority. However, before removal of the levees occurs, the gravel pit must be reclaimed. Reclamation will be a substantial and costly project. Failure to first reclaim the pit would likely result in unpredictable changes to the river's course. Substantial ecological damage could also occur.

The gravel pit has potential to be restored to a natural area that would provide riparian wetland habitat, flood storage, and recreational use. Any effort to acquire the site as a public park should take into account the need to reclaim the site. Reclamation should be finished before purchase, or the purchase price should reflect the need to reclaim the site at public expense.

Any trail systems built through the property will be in the 100-year floodplain. Floods will periodically submerge trails and make them temporarily unusable. Without the use of innovative flood proof designs and materials, potential flood damage will likely preclude paving such trails, and may preclude developing such infrastructure as restrooms and trail lighting.

Slope: The neighborhood is relatively flat and slopes gently toward the bank of the Clark Fork River. The overall drop in elevation from Third Street to the riverbank area is about ten feet. Except for land near the riverbank, the neighborhood contains no slopes in excess of one percent.

Residential Density (Units per Acre): The neighborhood contains a total of 585 acres. As currently mapped by the Federal Emergency Management Agency (FEMA) the floodplain contains approximately 103 acres, leaving 482 acres, including street right-of-way. The most recent available data shows total housing units through January 1, 2002. The Missoula City-County Health Department compiles the data from Department of Revenue Assessor's records and is referred to as *Impmob99-02*. The Health Department receives Assessor's records once a year. Table 1-A shows that as of January 1, 2002, there were 840 total dwelling units in the neighborhood, including 385 single-family units, 199 multi-family units, and 256 manufactured homes. Multi-family units include those in apartment complexes, duplexes, and other buildings containing more than one dwelling unit.

"Density Bonus" residential development has had a major impact on the neighborhood in terms of appearance and demands on infrastructure. The density bonus provisions in the City Zoning Ordinance affect land in the neighborhood zoned RLD-4 Residential Low Density. Under those provisions, a residential development may have up to 50 percent more units than allowed previously, if the development meets certain standards. Thus, an RLD-4 density bonus subdivision could have up to six units per acre instead of four units per acre. The density bonus provision is available to developers until 80 percent of the land in the adjoining RLD-4 zone (excluding streets, easements, park land, and floodplain areas) has been developed.

The neighborhood contains 193 net buildable acres in RLD-4 Zoning Districts (out of a total of 224 acres zoned RLD-4). 772 dwelling units would constitute 100% build out in the RLD-4 districts in the neighborhood. 618 dwelling units would be 80% build out. As of January 27, 2003 there were 553 dwelling units in RLD-4 zoning districts. This is a 72% build out. Only 65 more single-family dwelling units (after January 27, 2003) will be needed to achieve 80% build out. Careful monitoring and enforcement of the density bonus cut-off when 80% of build out is reached is a matter of primary importance to the neighborhood.

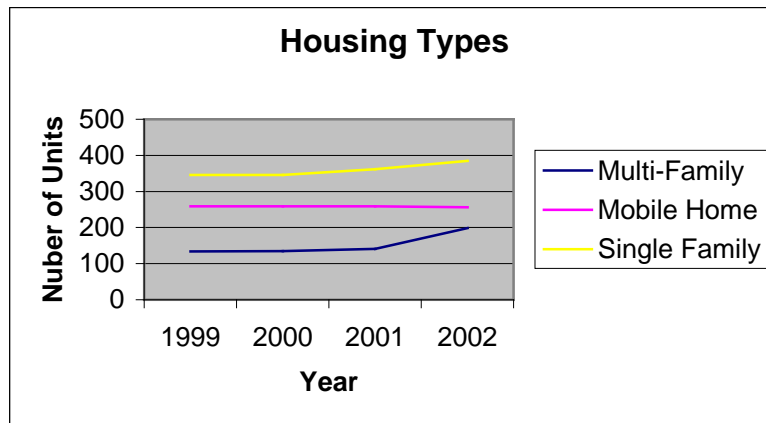
Table 1-A shows that significant new development occurred in the neighborhood between 1999 and the start of 2002. The 65 multi-family units added during that period represents a 48.5% increase over the number of units existing at the start of 1999. The neighborhood has experienced (and continues to experience) significant new development while the City lacks tools to exact improvements necessary to adequately serve the new development.

Table 1 – A

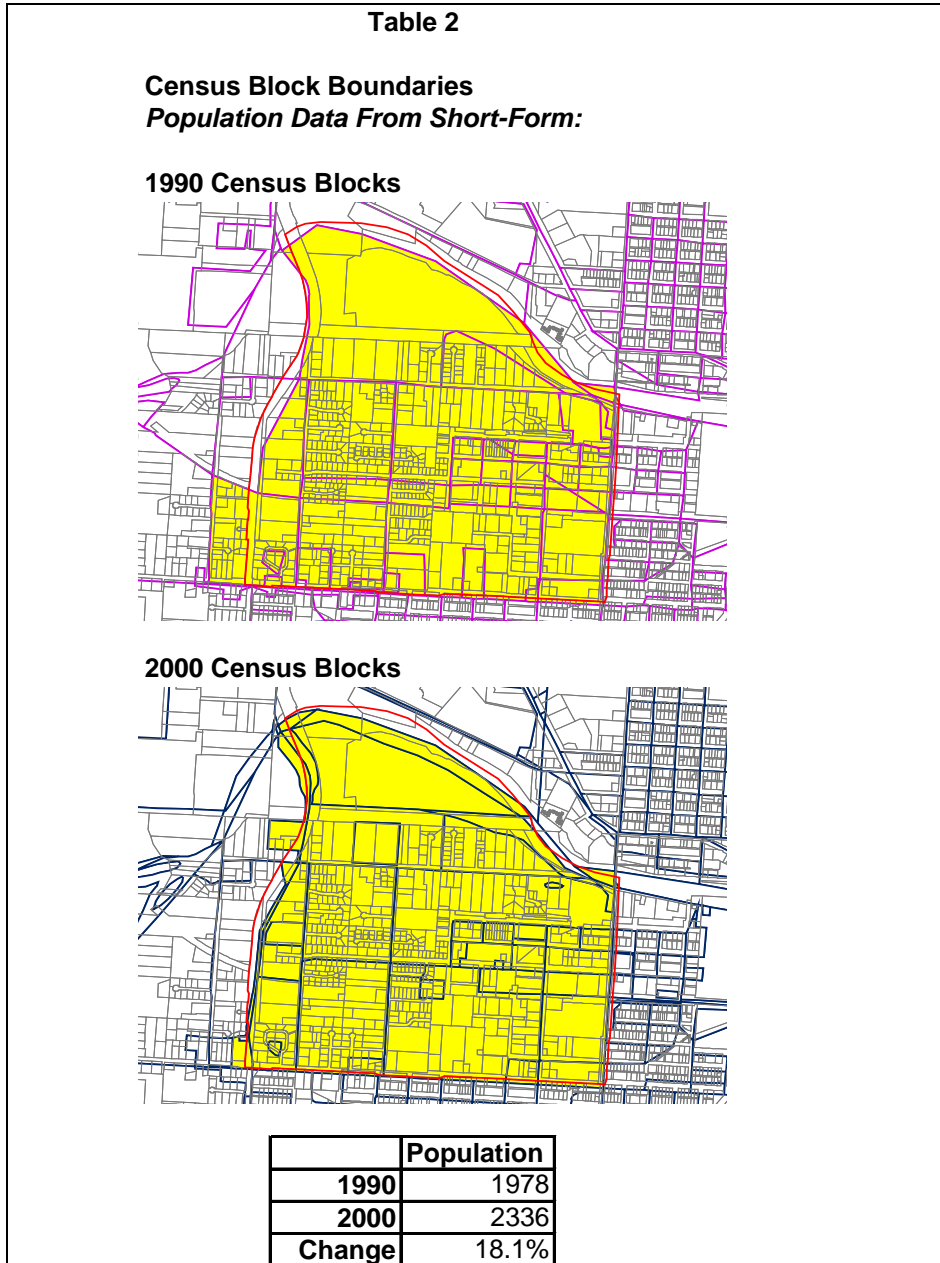
River Road/Emma Dickinson Infrastructure Plan
 Neighborhood Housing Totals
 Based on *Impmob99-02*

	1999	2000	2001	2002	Increase
Multi-Family	134	135	141	199	65
Mobile Home	259	259	259	256	-3
Single Family	346	346	362	385	39
Total	739	740	762	840	

Each yearly total represents the number of units as of January 1st in that year



Population: Table 2 shows the change in neighborhood population between 1990 and 2000 based on block data from the 1990 and 2000 U.S. Censuses. Population in the neighborhood grew from 1,978 in 1990 to 2,336 in 2000 for an increase of 18.1 percent. Neighborhood population grew slightly faster than the total Missoula urban area population between 1990 and 2000, going from 62,217 to 72,370 for an increase of 16.3 percent. Total City population in 2000 was 57,053, up 33 percent from the 1990 figure of 42,918. Note that annexations contributed to the size of the City's population increase between 1990 and 2000.



Population by Race and Income: Table 2–A shows the change in population between the 1990 Census and the 2000 Census for the Census Block Groups that include the River/Road/Emma Dickinson neighborhood. Table 2–A also shows the changes in total population and housing units between 1990 and 2000 for those block groups. The block group boundary maps are included because the Census Bureau publishes race and income data only at the block group level, and not at the block level, to maintain confidentiality.

Table 2–B shows population by race for the River Road/Emma Dickinson neighborhood, the Missoula urban area, and Missoula County.

Table 2-C shows median household income, median family income and per capita income for the River Road/Emma Dickinson neighborhood (block group level), the Missoula urban area, and Missoula County. Table 2–C shows income levels for the block groups which include the River Road/Emma Dickinson neighborhood, for the Missoula urban area, and for Missoula County.

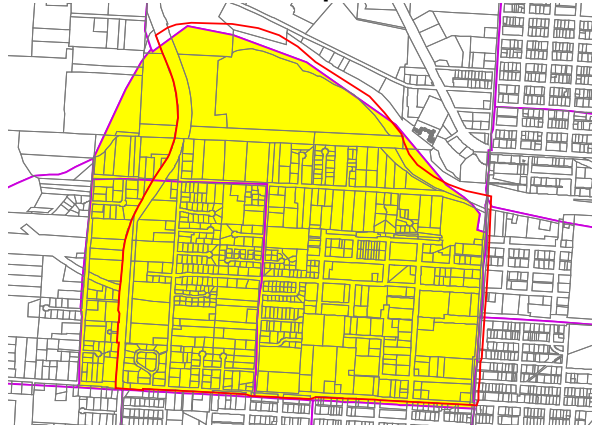
Table 2 - A

Census Block Group Boundaries

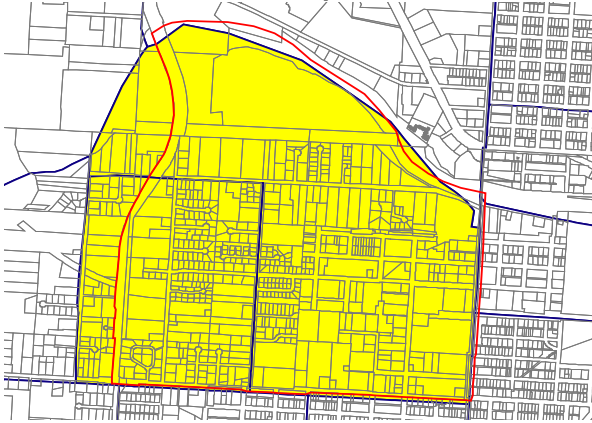
Data Available (Long-Form):

- Population
- Demographics
- Income
- Households
- Families
- Housing Units & Tenure
- Median Rental & Value

1990 Census Block Groups



2000 Census Block Groups



	Population 100%	Population Sample	Housing Units 100%	Housing Units Sample
1990	2099	2198	936	942
2000	2510	2569	1058	1082
Change	19.6%	16.9%	13.0%	14.9%

Table 2- B

**Population by Race, 1990 & 2000
River Road/Emma Dickinson Neighborhood,
Missoula Urban Area & Missoula County**

1990 Race	RR/ED Area			Urban Area	County
	8-1	8-2	Total		
Population: White	1,227	841	2,068	59,707	75,707
Population: Black	0	0	0	156	175
Population: American Indian, Eskimo, or Aleut	0	5	5	1,377	1,799
Population: Asian or Pacific Islander	125	0	125	779	794
Population: Other Race	0	0	0	198	212
Population: Two or more races	N/A	N/A	N/A	N/A	N/A
	1,352	846	2,198	62,217	78,687

2000 Race	RR/ED			Urban Area	County
	8-1	8-2	Total		
Population: White	1,288	1,070	2,358	67,783	90,060
Population: Black	0	0	0	146	169
Population: American Indian, Eskimo, or Aleut	51	0	51	1,723	2,235
Population: Asian or Pacific Islander	65	0	65	773	919
Population: Other Race	0	0	0	42	47
Population: Two or more races	82	0	82	1,439	1,823
	1,486	1,070	2,556	71,906	95,253

Table 2- C

**Population by Income Level, 1990 & 2000
River Road/Emma Dickinson Neighborhood,
Missoula Urban Area & Missoula County**

1990 Income	RR/ED			Urban Area	County
	8-1	8-2	Total		
Households: Median household income in 1989	\$14,902	\$22,321	\$18,612	\$22,778	\$23,338
Families: Median family income in 1989	\$14,205	\$25,375	\$19,790	\$27,940	\$30,359
Persons: Per capita income in 1989	\$7,612	\$11,396	\$9,504	\$11,183	\$11,944

2000 Income	RR/ED			Urban Area	County
	8-1	8-2	Total		
Households: Median household income in 1999	\$21,010	\$42,083	\$31,547	\$34,279	\$34,454
Families: Median family income in 1999	\$21,875	\$43,333	\$32,604	\$42,622	\$44,865
Persons: Per capita income in 1999	\$9,397	\$16,849	\$13,123	\$17,015	\$17,808

2. Circulation & Connectivity

In this Plan, “circulation” refers to the means by which people or goods move from place to place. The term “connectivity” means the ability of areas to connect to each other in different ways. Subdivision and multiplex development has impacted circulation and connectivity. Travel to, from and within the neighborhood on foot, by car, truck, bus, bike, wheelchair, skateboard, or any other mode, has in many instances become more difficult with new development and the resulting increase in population and traffic. This Plan addresses transportation infrastructure needs for streets, non-motorized routes (sidewalks, bicycle facilities trails) and public transit.

Streets

Policies, Criteria, & Standards

In the case of subdivisions, the City Subdivision Regulations require all roadway improvements, including pavement, curbs, sidewalks, and drainage to comply with street and road standards. If the subdivision connects to a city street, the connecting street must meet city standards.

For development other than subdivisions, the City Zoning Ordinance provides that in the Enterprise Commercial (EC) District, the City Engineer may require a traffic study to determine what traffic improvements will be required. In the EC district, the City Engineer may require the applicant to finance and construct traffic improvements necessitated by the development. The City has no similar authority in any other zoning district.

Existing Infrastructure

Map 1 –NEIGHBORHOOD shows the streets in and adjacent to the neighborhood. Reserve, Third, and Russell Streets border the area on the west, south and east, respectively. As of the writing of this Plan, a reconstruction project for Russell and South Third Streets is in the Environmental Impact Statement (EIS) phase. The main east/west streets in the area include River Road, Idaho, Montana, and Wyoming Streets. The main north/south streets include Davis, Curtis, Johnson, and Catlin Streets.

Functional Classification: The term *functional classification* refers to a system of categorizing roadways according to the purpose that they serve. A roadway’s functional classification depends on its use, operational characteristics, and overall importance. *Principal Arterials* are the corridors with the highest traffic volumes and longest trip lengths. *Minor Arterials* provide service for trips of moderate length, allowing a lower level of mobility than principle arterials. *Collectors* provide land access, channeling traffic from the arterial system to local streets. Remaining streets are *low-volume residential streets*, which provide direct land access. The functional classification map published by the Montana Department of Transportation designates Reserve Street as part of the Non-Interstate National Highway System (NHS) network. The map designates

River Road/Emma Dickinson Infrastructure Plan

Russell Street as a principal arterial. South Third Street is a minor arterial adjacent to the neighborhood. Curtis Street and River Road are collectors. Catlin, Wyoming, and Davis Streets function as collectors even though the map does not designate them as collectors. The remaining streets in the area are low-volume residential streets.

Controlled Intersections: A *controlled intersection* uses a traffic signal, sign, or roundabout to control access from one street to another. Presently there are traffic signals on Third Street at Reserve and Russell Streets. Stop signs control access from all other streets onto Russell and Third Streets.

Before installation of a traffic control device at an intersection, a *warrants study* is required. The warrants study determines whether conditions at the intersection meet certain minimum standards (warrants) regarding factors such as traffic volume, congestion, frequency of crashes, and injuries.

People sometimes perceive signals, stop signs and other traffic control devices as means of reducing vehicle speed. However, their purpose is to control access onto collector and arterial streets. The section below on traffic calming describes ways to design streets so that they discourage high vehicle speeds and improve traffic safety.

Needed/Desired Infrastructure

An objective of the neighborhood is that traffic be distributed throughout the area rather than being funneled onto just Curtis, Davis, Wyoming, and River Road. Achieving this objective requires creation of a street network that connects the neighborhood to public resources such as parks and retail services, as well as to Russell, Third, and Reserve Streets. Neighborhood residents report that Catlin is handling an increasingly large volume of traffic, including heavy trucks.

Street Layout: Cul-de-sacs serve most of the subdivisions in the neighborhood. In all, there are at least 48 existing or platted cul-de-sacs and dead-end streets with residential development on them. Some of these are private roads, but for the purposes of this Plan, the only private roads included in the total are those serving three or more residences. Many people enjoy living on cul-de-sacs and dead-end streets because they are quieter and have less traffic than through streets. However, the large number of cul-de-sacs and dead-end developments makes emergency access difficult and limits circulation within the neighborhood because the subdivisions do not connect to one another. Approval of new cul-de-sac and dead-end developments will only make the problem worse.

For the reasons stated above, new cul-de-sac development should be a design choice of last resort. If street connection for new residential development is reasonably possible, the street should be connected. Every effort should be made to successfully address circulation and connectivity concerns not only for the particular development, but also for the neighborhood as a whole, before approving a cul-de-sac or dead-end development.

There is strong neighborhood support for an improved network of low volume residential streets in order to reduce the funneling of traffic onto Catlin, Curtis, Davis, and Wyoming

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Streets and River Road. There is concern that cul-de-sacs limit future options for creating such a network. Another neighborhood concern is that the proliferation of cul-de-sacs creates problem for pedestrian and bicycle travel by removing opportunities for through connections. Cul-de-sacs hinder quick emergency access and increase travel distance, air pollution and vehicle miles traveled. Fire department officials and other emergency service providers recommend keeping the number of cul-de-sacs to a minimum to shorten response times. To improve circulation and connectivity for all modes of travel, avoiding the use of cul-de-sacs in new subdivisions would be preferable. Instead, streets or street rights of way in a subdivision should go clear to the edge of the site so that they can continue to adjacent properties when subdivisions occur on those properties. If a cul-de-sac is the only alternative, the maximum length allowed should be 300 feet, instead of the present maximum in the area of 600 feet.

Again, as of this writing, development in the RLD-4 zone within the neighborhood is at or near 72 percent of the area's total RLD-4 build-out capacity. Density bonus provision will not be available once 80 percent of the land in the adjoining RLD-4 zone is developed, excluding streets, easements, park land, and floodplain areas.

In situations where two existing cul-de-sacs are "back-to-back," connecting the two to make a continuous street would improve connectivity. While such a connection might be physically possible, the resulting change in the character of existing residential streets by the introduction of through automobile traffic might be unacceptable to residents. A preferable compromise in such cases might be to connect the two cul-de-sacs with a bicycle-pedestrian link. The result could meet the neighborhood objective of improving bicycle-pedestrian connectivity with less disruption for residents accustomed to living on dead-end-streets. In the case of existing cul-de-sacs, it is important that planning and decision-making for such links be grounded in a process that includes, and seeks input from, affected residents. New development should provide for street connections wherever possible and should always provide for bicycle-pedestrian connections.

A goal of this Plan is to identify opportunities to connect existing streets, or preserve corridors for new streets, in order to provide the best possible circulation to, from, and within the neighborhood. To provide better north-south travel, Johnson Street should continue north from Third Street to Idaho Street.

According to the City Engineer, roadways can be as narrow as 22 feet and still accommodate two-way motor vehicle traffic. The addition of bike lanes and on-street parking requires additional width.

Increase in Multi-Family Development: A proliferation of multi-family residential development has occurred since mid-2000, including complexes containing anywhere from 50 to 100 units each. While City subdivision laws provide regulatory tools for assuring appropriate street improvements for new single-family development, the City has no similar regulatory ability in the case of multi-family, commercial, and industrial development.

Access To and From the Neighborhood: There is concern within the neighborhood that ingress and egress into and out of the area is more difficult due to increased development. For example, getting from River Road to Russell Street is difficult and dangerous, yet residents do not seek a solution that will simply increase traffic and make River Road an attractive 'cut-through' road from Russell to Reserve Street. At the time of this writing, three proposals are under consideration for the Third and Russell Street reconstruction project. The first is to limit turning movements at the River Road-Russell Street intersection to right-in and right-out only. The second proposal is to improve the connection between River Road and Idaho Street, in turn allowing access to the signalized intersection proposed for Wyoming and Russell Street. The third option is to do nothing.

The Davis and Third Street intersection is another subject of neighborhood concern since traffic on Davis increased by approximately 14% between 1999 and 2001 at a point 1000 feet north of Third Street¹ from new development along the street. Additional development has occurred since 2001 both along Davis Street and on nearby streets that feed into Davis. Plans for the Russell-Third reconstruction project do not include a signal or roundabout at Davis and Third Streets.

The Environmental Impact Statement (EIS) for the Third and Russell Reconstruction includes consideration of signals or roundabouts for five intersections. The EIS recommends that all affected intersections on Russell Street have signal lights, whereas most affected intersections on Third Street have roundabouts. This infrastructure plan can only seek to influence, not to determine the final outcome of decisions about Third and Russell reconstruction. Because it will be so directly affected by this reconstruction, the neighborhood may well wish to hold special discussions on Third and Russell reconstruction, and consider ways in which EIS recommendations do or do not support the goals and objectives of the *Reserve Street Area Plan, 1995 Update*.

Cut-through traffic is a major neighborhood concern. One source of cut-through traffic is motorists who use neighborhood residential streets not to reach neighborhood destinations, but to avoid other streets that are busier or that are under construction. Another source of cut-through traffic results from detours related to development projects.

Emergency Access: To ensure maximum efficiency for emergency fire access, a well-designed street system should provide emergency fire lanes in places where streets do not connect to one another. Fire department officials recommend that emergency fire lanes should have all-weather surfaces. Officials stress the importance of regular plowing of fire lanes during snowy weather. The Uniform Fire Code requires that emergency fire lanes have a minimum unobstructed width of 20 feet, (excluding parking).

Air Quality: Streets need to have curbs and adequate turn lanes. Without curbs, motorists sometimes drive off the street on the right to park, turn around, or pass vehicles stopped to turn left. Such practices reduce air quality by raising dust raised by vehicles traveling on unpaved surfaces. By necessitating additional driving distances, cul-de-sacs generate more air pollution in the neighborhood.

Traffic Calming: High traffic speeds are a frequent problem in the neighborhood. The Institute of Transportation Engineers defines traffic calming as “changes in street alignment, installation of barriers, and other physical measures to reduce traffic speeds and/or cut-through volumes, in the interest of street safety, livability, and other public purposes.”² The changes may include creating the illusion of less space or reduction of roadway width. Examples of traffic calming devices include traffic circles, curb bulb-outs and center medians. Street trees and other landscaping can also function as traffic calming by slowing traffic. When extending street, it may be possible to discourage high speeds by offsetting or “jogging” intersections to create the illusion of short streets.

Residents on the portion of Wyoming Street between Curtis and Davis Streets have petitioned the City for providing traffic calming. There may also be interest by affected residents in adding traffic calming to the remainder of Wyoming Street to discourage drivers from cutting over to Wyoming to avoid traffic on Third Street. The neighborhood also supports appropriate traffic calming measures for River Road to discourage cut-through traffic on that street. Consideration of traffic calming is also appropriate as part of projects to extend or rebuild other neighborhood streets such as Davis, Curtis, or Catlin.

Tree Preservation and Replacement: As noted in Chapter 3, large mature trees play a major part in shaping the visual character of the neighborhood. Construction of new streets and the addition of curbs and sidewalks to existing streets can mean removal of trees from the right-of-way. However, it is often possible to save trees by “meandering” or relocating sidewalks or curbs to avoid significant trees. The saving of trees through realignment of street, curb and sidewalk improvements could become part of the traffic calming strategies on some streets. If trees removal is unavoidable in a street construction project, the project should include planting of replacement trees of appropriate size and species.

Other Factors Increasing Traffic Volume: It is important to consider the effect of land uses outside of the area that could generate additional traffic within the neighborhood, as well as uses within the neighborhood that could draw additional trips into the area. The following are examples of such uses:

1. Franklin School.
2. The Good Food Store relocated to the former Bi-Lo market location at Third and Russell Street.
3. Any other new or expanded commercial or retail activity on Russell or Third Streets.
4. The new Missoula Osprey ballpark is under construction northwest of McCormick Park at Hickory Street and Cregg Lane. (Installation of appropriate traffic calming devices on streets such as Wyoming would discourage motorists from cutting through the neighborhood to reach the park)

Recommendations

Policy/Procedural Changes:

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- ◆ In addition to the existing subdivision review process, establish a formal “public facilities review” process covering all residential, commercial or industrial development that assures systematic consideration of all infrastructure needs.
- ◆ Before initiating a project to upgrade a street with curbs, gutters and sidewalks adjacent to older development, the City should establish a resident involvement process to assess neighborhood needs and preferences with respect to placement and design of possible new infrastructure.

Financing Improvements: The City should consider using one or more of the financing strategies described in Chapter 1 under “Financing of Infrastructure Improvements.”

Street Layout and Design

- ◆ Approve new cul-de-sac or dead-end residential development only as a matter of last resort.
- ◆ Require utilization of existing street connections where possible.
- ◆ Distributed traffic flow throughout the neighborhood and not channeled into only Wyoming, Davis, Curtis, and Catlin Streets and River Road.
- ◆ Within the River Road/Emma Dickinson Neighborhood, reduce the maximum allowable cul-de-sac length from 600 feet to 300 feet.
- ◆ Where two existing cul-de-sac streets are “back-to-back” in adjacent subdivisions, the City should seek to improve connectivity and at the same time minimize disruption of established residential streets. In some cases, a street connection may be appropriate. At a minimum, a bicycle or pedestrian connection is desirable. In any case, there should be a public process involving affected residents to consider either connecting two cul-de-sacs or establishing a bicycle and/or pedestrian connection.
- ◆ Conduct a review of on-street and off-street parking to address concerns of overcrowded parking. Review criteria should be developed cooperatively by the City Engineering and the Missoula Office of Planning and Grants.

Tree Preservation

- ◆ Support preservation of the semi-rural character of the neighborhood by designing infrastructure improvements so as to avoid or at least minimize removal of existing trees in public rights-of-way.

Third and Russell Street Reconstruction

- ◆ Final decision-making regarding the Third and Russell Street reconstruction project should be guided by this Infrastructure Plan.
- ◆ Ensure that the planning and review process for the Third and Russell Street reconstruction project considers and incorporates the goals and recommendations of this Infrastructure Plan and the *Reserve Street Area Plan 1995 Update*.

Comment [d1]:

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Traffic Calming

- ◆ Implement traffic calming strategies to reduce speeds and discourage through traffic on low volume residential streets when requested by neighborhood property owners.
- ◆ Incorporate traffic calming strategies into the design of new and reconstructed streets.
- ◆ When extending a street, consider offsetting intersections to discourage high speeds by creating the illusion of short streets.
- ◆ ~~Substantial increase in tax revenues derived from increased~~ Increased development and density should be reflected in increased traffic controls to address the increased traffic resulting from the development.

Circulation and Connectivity

- ◆ Develop new regulations regarding mailbox placement for subdivisions and multiplexes in consultation with the United States Postal Service in order to ensure compliance with federal law while also ensuring that mailbox placement does not create a new safety or traffic congestion hazard.
- ◆ Exercise care to ensure that applications for sidewalk variances meet all applicable approval criteria.
- ◆ Ensure that appropriate notifications of street closures are provided.

Neighborhood Character and Environment

- ◆ Ensure continued enforcement of landscaping standards and agreements for new subdivisions and multiplexes.

Site-Specific Improvements: **Map 2 –CONNECTIVITY AND POTENTIAL IMPROVEMENTS** shows the location of possible street connections and intersection improvements. Table 3 describes each improvement, cross-references the improvement's location to Map 2 and identifies the group, agency, or planning effort where the idea for the improvement originated. The ideas for some proposed improvements are the result of input by neighborhood residents at workshops, working group meetings and community meetings. The ideas for other proposals came from engineering, planning and other technical staff. Still other proposals represent recommendations in the Third and Russell Street reconstruction project that is in the Draft Environmental Impact Statement (DEIS) phase at the time of this writing. Members of the Emma Dickinson/Orchard Homes/River Road Infrastructure Planning Coordinating Group, technical staff members and interested neighborhood members have reviewed and commented on each of the proposals in Map 2 and Table 3. Note that the neighborhood Infrastructure Plan Coordinating Group has not endorsed all of the Third and Russell DEIS recommendations. The Coordinating Group believes that a much more intensive full neighborhood discussion of the Third and Russell DEIS is required. In cases where a proposed improvement could require public acquisition of private property, the map and table include proposals for which neighborhood leaders have contacted affected property owners and have ascertained that the affected owners are willing to consider use of their land as proposed.

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Map 2 and Table 3 also include some proposals that do not have total support of affected property owners at the time of this writing, but which the Planning Board considered to be valuable connectivity links should they prove feasible at some time in the future. The phrase “RR/ED Infrastructure Planning Process” is short for “River Road/Emma Dickinson Infrastructure Planning Process” and refers to the process used to identify these additional connections and improvements. That process consisted of a meeting on May 12, 2003 of staff from the Office of Planning and Grants, the City Public Works Department, City Parks and Recreation Department, and a member of the Infrastructure Plan Coordinating Group. The Coordinating Group member’s participation in this meeting did not mean that neighborhood residents or property owners supported the additional connections and improvements identified at the meeting.

The additional connections and improvements appear in Table 3 and Map 2 as items [4-A](#) and [4-B](#), and items 11 through 19.

Table 3

Connectivity and Potential Improvements in Neighborhood

#	LOCATION	DESCRIPTION	AGENCY/PROCESS
1.	Johnson Street, between Dakota & First	City of Missoula has purchased is negotiating with private landowners for 54' 54 feet of Right of Way (ROW). from private landowners. Cost = \$80,000.00	City of Missoula
2.	Salvation Army Silvercrest Residence	Curb, gutter and sidewalks on north side of South Second Street as part of development.	City of Missoula, subdivision review process
3.	Russell & Wyoming Streets	New traffic control	Third and Russell EIS
4. A. B.	River Road & Idaho Street	Improved road connection to Idaho Street. Would also provide route to new signal proposed for Russell & Wyoming Streets by- Either. Extend Catlin Street north from Idaho Street to River Road; or connecting River Road to Idaho Street via the west side of the mobile home park.	Third and Russell EIS and RR/ED Infrastructure Planning Process
5.	Russell Street and River Road	Right turn only (neighborhood prefers closing off River Road).	Third and Russell EIS
6.	Third & Russell Streets	Traffic Control	Third and Russell EIS
7.	Third & Johnson Streets	Traffic Control	Third and Russell EIS
8.	Third & Curtis Streets	Traffic Control	Third and Russell EIS
9.	Third & Catlin Streets	Traffic Control	Third and Russell EIS
10.	Reserve Street & River Road	Traffic Signal. Need to consider timing of signal installation and improvements to Reserve and South Third Street West so traffic does not use River Road to cut through neighborhood to avoid Third and Reserve Streets. Also, need to consider traffic calming measures on River Road.	Transportation Plan Update
11.	Johnson Street	Extend Johnson Street from Third	RR/ED Infrastructure

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#	LOCATION	DESCRIPTION	AGENCY/PROCESS
	between First & Third Street	Street to First Street. Johnson would then run continuously from Third Street to Idaho Street.	Planning Process
12.	Johnson Street to Lafray Lane	Connect Johnson Street to Lafray Lane.	RR/ED Infrastructure Planning Process
13.	Between Johnson & Curtis Streets	Add a new connection between Johnson and Curtis Streets Either . Connect Jasmine Place to Lafray Lane; or Extend Montana Street west to connect with Inverness Place; or Extend Idaho Street west from Johnson to Curtis Street.	RR/ED Infrastructure Planning Process
A.			
B.			
C.			
14.	Idaho & Russell Street	Extend Idaho east to Russell Street and remove the existing River Road/Russell Street intersection (# 5).	RR/ED Infrastructure Planning Process
15.	Grant Street to Trail Street	Extend Grant Street south to connect with Trail Street.	RR/ED Infrastructure Planning Process
16.	First Street from Russell to Catlin Street	Extend First Street west from Russell to Catlin Street	RR/ED Infrastructure Planning Process
17.	Trail Street west to Johnson Street	Connect Trail Street to Johnson Street if the trailer court is redeveloped or if redevelopment of other property suggests appropriate right-of-way.	RR/ED Infrastructure Planning Process
18.	East / West access to Potential future Park on Missoula Ready Mix Site	Provide for connections to a future park on the Missoula Ready Mix site through: A. Motorized access on the west near Davis Street; AND B. Motorized access on the east, either near Catlin Street or a new street connecting River Road and Idaho Street	RR/ED Infrastructure Planning Process
A.			
B.			
19.	Potential future Park on Missoula Ready Mix Site	Provide for motorized circulation within the park as determined at the time of park development	RR/ED Infrastructure Planning Process

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Non-Motorized Facilities

Non-motorized transportation facilities are those intended for use by pedestrians, bicyclists and others who do not travel by motor vehicles. The three main types are sidewalks, bike lanes (or routes) and trails. Non-motorized facilities are an integral part of the total circulation system, often located in or parallel to streets. More importantly, non-motorized facilities often provide links between areas where streets may be neither feasible nor appropriate.

Policies Criteria & Standards

Walkways: As used here, walkways are a combination of paths, trails, and sidewalks intended to help increase safe transit, circulation, and connectivity throughout the neighborhood and to adjacent areas and to help preserve neighborhood character and environment. Walkways strengthen connectivity to open spaces, parks, and other green features as well as to homes, schools and businesses.

The *Missoula Urban Transportation Plan, 1996 Update* identifies pedestrian needs including the following:

- ◆ “There is a need for a continuous pedestrian system.
- ◆ Removal of barriers that restrict pedestrian travel is needed.
- ◆ Many existing neighborhoods need pedestrian facilities.”

The *Missoula Urban Transportation Plan, 1996 Update* shows the percentage of blockfaces that have sidewalks in each Missoula neighborhood. About 17% of blockfaces in the River Road/Emma Dickinson neighborhood have sidewalks—a relatively low figure compared to many other areas of the city.

The Engineering Division of the City Public Works Department has drafted a *Master Sidewalk Plan* for Missoula. The Plan establishes a strategy for the systematic completion, repair and upgrading of the city sidewalk system. The Plan will:

- ◆ “Identify areas with high pedestrian concentration.
- ◆ Identify areas with the highest need for the installation and repair of sidewalks.
- ◆ Establish project selection criteria.
- ◆ Establish criteria for sidewalk inventorying and problem identification.”

The *Master Sidewalk Plan* identifies the River Road/Emma Dickinson neighborhood as an area where sidewalks “may be installed with development and other selected locations.” The Plan identifies River Road, Reserve, Third, and Russell Streets as part of the “Primary Sidewalk Network,” a sidewalk network that aligns with the arterial and collector streets. Sidewalks in the Primary Network are usually on streets that are between ¼ and ½ mile apart. The Plan identifies Davis, Wyoming, Curtis and Catlin

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Streets as part of the “Secondary Sidewalk Network” in which streets are a minimum of three blocks apart where possible.

The Neighborhood Infrastructure Planning Coordinating Group reports that there is a strong desire within the neighborhood for a public process to occur before the City begins such a sidewalk installation project in order to allow for input from affected neighborhood property owners. The coordinating group indicates that there are few, if any, neighborhood residents knew of the existence of the *Master Sidewalk Plan* until the rewriting of this Infrastructure Plan was in process. The Coordinating Group believes it is important for the City not to proceed until affected residents have had an opportunity to discuss the *Master Sidewalk Plan* and its implications for the neighborhood. The Coordinating Group believes time is needed to allow for the neighborhood's assessment of the type of walkways, including paths, trails, and sidewalks, needed to improve pedestrian circulation and connectivity while also preserving semi-rural neighborhood character and environment.

The *2001 Non-Motorized Transportation Plan* encourages installation of sidewalks through the following action steps:

- ◆ “Make sidewalks in subdivisions a priority. Require that sidewalks or an adequate alternative be installed at the time of development.
- ◆ Increase the rate of implementation of the City Public Works *Master Sidewalk Plan*, especially where pedestrian demand exists or is anticipated.
- ◆ Enforce and publicize the priority of pedestrians on sidewalks.
- ◆ Investigate financing alternatives to supplement or replace homeowner’s costs.”

It is important to consider the goals of the *Reserve Street Area Plan, 1995 Update*, which include preserving the semi-rural character of the neighborhood. Given that goal, a vision of walkways that provides for a mix of urban and green infrastructure is needed to preserve a semi-rural character.

Universal Access: The Americans with Disabilities Act (ADA) was adopted in 1990. The ADA requires buildings and facilities used by the public to be accessible to persons with disabilities. As stated in the *2001 Non-Motorized Transportation Plan*, the US Access Board is responsible for developing accessibility guidelines to ensure that new construction and reconstruction covered by the ADA is readily accessible and usable by people with disabilities. The U.S. Access Board originally issued the guidelines in 1991. The guidelines cover access in public rights-of-way, parks, playgrounds, recreational trails and outdoor access routes. The guidelines provide, for instance, that curbs at intersections must have wheelchair ramps that meet specific standards for width, slope and surface texture. Certain directional signs must have letters that meet minimum size requirements. Control buttons on pedestrian crosswalk signal must be of specified size and shape.

Universal access benefits everyone, not just people with disabilities. For example, curb ramps are necessary for wheelchair users, but also aid parents with strollers or "baby-

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joggers," people with carts, children who are riding their bicycles on the sidewalk, rollerbladers and people on scooters. Note that the ADA also addresses universal access in rural areas, so that all access issues are not bound up with sidewalks, but can also include paths and trails. Regarding universal access, the Federal Highway Administration (FHWA) says:

“Sidewalks and trails serve as critical links in the transportation network by providing pedestrian access to commercial districts, schools, businesses, government offices, and recreation areas. Because sidewalks and trails provide such fundamental services to the public, they should be designed to meet the needs of the widest possible range of users. . . . People with disabilities are better able to participate in the community if it is easier for them to reach their desired destinations. Accessible sidewalk and trail networks are cost-effective because they promote independence . . . and reduce the need for social services in many cases. . . . More accessible sidewalks and trails also mean better pedestrian facilities for everyone. Sidewalks and trails with curb ramps and benches invite strolling and shopping. Neighborhoods with well-designed pedestrian facilities are generally safer because more people are out walking. . . . Unfortunately, many sidewalks and trails do not adequately meet the needs of people with disabilities, who make up nearly one-fifth of the American population.”³

The *2001 Non-Motorized Transportation Plan* sets out the following action steps to ensure universal access:

- ◆ “All newly constructed or reconstructed facilities should meet accessibility requirements, insofar as this is feasible.
- ◆ Non-motorized commuting is a reasonable alternative via interconnecting sidewalks and trails.
- ◆ A selection of recreational trail experiences is available to people with disabilities, including access to open space lands, parks and waterways.
- ◆ Universal access is assured, including during periods of construction.
- ◆ A public agency shall not accept work that does not meet accessibility criteria set for the project.
- ◆ Encourage the Specialized Transportation Advisory Committee and the City Bicycle/Pedestrian Advisory Board to review projects based on universal access and ADA needs.
- ◆ Develop and implement a Master Curb Ramp Plan in conjunction with the *Master Sidewalk Plan*, including accessible routes to major destinations.
- ◆ Research and evaluate the unique needs of mentally disabled people for non-motorized facilities.
- ◆ Consider appropriate guidelines for low population, rural areas to enhance safety of travel for the elderly, disabled, and others.”

Bicycle Facilities: Bike lanes and bike routes are the two main types of bicycle transportation facilities. A bike lane is a portion of a roadway dedicated for bicycle use and designated with striping, markings and signage. A bike route is a part of the bicycle

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system that is designated with signage to encourage use of the route to provide continuity of the system where separate bicycle lanes are not present or may not be possible due to inadequate right of way width.

The *2001 Non-Motorized Transportation Plan* encourages installation of bicycle lanes and routes through the following action steps:

- ◆ “Continue developing the Missoula Bicycle System to include bike lanes or routes on all arterials and collectors.
- ◆ Identify where connections between parts of the system are needed, utilizing bicycle routes where necessary.
- ◆ Re-stripe four-lane arterials as part of any new overlay or improvement project to provide wider curb lanes if there is insufficient width for bicycle lanes.
- ◆ Research the use of innovative techniques such as separated on-street bikeways; colored bike lanes; bike boxes at intersections; and signed bicycle routes on low-volume streets.”

Shared Use Facilities: The *2001 Non-Motorized Transportation Plan* encourages installation of shared-use paths or trails through the following Action Steps:

- ◆ “Implement and adopt a comprehensive non-motorized trail network for recreational bicycling, walking, running and other activities.
- ◆ Carefully evaluate the necessary level of development to serve the anticipated uses.
- ◆ Choose alignments that minimize environmental impacts as much as possible, given that the best alternative, from a travel standpoint, may encounter sensitive areas.
- ◆ Ensure that landscaping and lighting are adequately addressed in the design of trails.”

Existing Infrastructure

Sidewalks: Reserve Street is fully improved and has curbs and ADA-compliant sidewalks adjacent to the neighborhood. There are some ADA-compliant sidewalks along the streets of City-approved subdivisions within the neighborhood. As of the writing of this Plan, the reconstruction project for Russell and South Third Streets is in the Environmental Impact Statement (EIS) stage. Improvements to both streets will include ADA-compliant sidewalks.

There are ADA-compliant sidewalks along the streets of City-approved subdivisions built in the neighborhood since annexation in December of 1996. Most of the remaining streets in the area lack sidewalks. In most cases adjacent development occurred before adoption of ordinances requiring sidewalks. Curtis Street has some asphalt sidewalks that are a raised continuation of the roadway.

Bicycle Facilities: There are bike lanes in Reserve Street adjacent to the neighborhood. Wyoming Street is designated as a bike route between Russell and Davis Streets. There is

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a bicycle/pedestrian underpass under Reserve Street in the former Milwaukee Railroad right-of-way (referred to as Milwaukee Trail).

The *2001 Non-Motorized Transportation Plan* identifies four major bicycle-pedestrian links affecting the neighborhood:

1. Extension of the Riverfront Trail west from its present terminus at McCormick Park along the south bank of the Clark Fork River (the portion within the neighborhood is between Russell and Reserve Streets).
2. Extension of the Milwaukee Trail west from its present terminus just east of Russell Street to the underpass at Reserve Street. (Trail route follows the former railroad right-of-way between Wyoming and Dakota Streets).
3. Bike lanes on Russell Street (reconstruction project plans in EIS phase, 2003).
4. Bike lanes on Third Street (reconstruction project plans in EIS phase, 2003).

Neighborhood residents report that some developments in the area were required, as conditions of approval, to have bike corrals and other bike-related amenities, but these required improvements have not been installed. If developments are not in compliance with conditions of approval, remedial action should be required.

Shared Use Facilities: Presently the Milwaukee Trail runs westerly from McCormick Park and stops just east of Russell Street. The trail follows the abandoned right-of-way for the Milwaukee Railroad in a line running south of and parallel to Dakota Street. A bicycle-pedestrian underpass runs beneath Reserve Street in the old railroad right-of-way. Preliminary engineering has been done on a preferred alignment for the expansion of the Milwaukee Trail westward across the neighborhood.

Universal Access: Access for the elderly and for people with disabilities within the neighborhood is poor. There is no interconnected system of sidewalks or trails. Curbs with ramps are essential for safe access for wheelchairs and pedestrians, but most streets in the neighborhood have no curbs.

Needed/Desired Infrastructure

Walkways: Neighbors want an excellent system of non-motorized connections, including walkways. The challenge is to design a system of walkways that are uniquely suited to this neighborhood, and to involve neighborhood residents in developing that plan. A variety of design options should be available: no build, paths and trails that provide safe transit, but are appropriate to semi-rural settings, and sidewalks. Used in combination, these options will provide safe, non-motorized transit through the neighborhood and to adjacent areas, improve circulation and connectivity, and preserve and enhance neighborhood character and environment.

The Master Sidewalk Plan identifies several methods that the City uses for funding walkway construction.⁴ In order of frequency of use, the methods are:

- ◆ Curb and Gutter Assessment Program

- ◆ Special Improvement District
- ◆ General Fund
- ◆ Missoula Redevelopment Agency
- ◆ State Gasoline Tax
- ◆ Federal Intermodal Surface Transportation Efficiency Act (ISTEA)
- ◆ Federal Transportation Equity Act for the 21st Century (TEA-21)
- ◆ Federal Surface Transportation Program—Urban (STPU) Funds
- ◆ Congestion Mitigation and Air Quality (CMAQ) Improvement Program Funding
- ◆ Community Development Block Grant

Travel To and From School: A 2002 traffic analysis shows a significant percentage of trips starting inside the neighborhood and ending outside of it are related to school transit.⁵ Such trips have increased since the closure of Emma Dickinson School, because most elementary students in the neighborhood now attend Hawthorne School at Hiberta and Third Streets, west of Reserve Street. Furthermore, those trips are likely to be by motor vehicle because of the safety hazard for children trying to cross Reserve Street on foot or on bicycles.

Enhancements for Non-Motorized Use: It is important to make the transportation system conducive to non-motorized travel. Installation of benches is a way to make the streetscape comfortable for pedestrians. Other street furniture such as chairs or tables can be used to provide areas for pedestrians to pause and relax.

Bicycle and Pedestrian Travel near Land Uses with Heavy Auto and Truck Traffic: Parts of the neighborhood have mixed uses (e.g., residential, commercial and industrial) in close proximity to one another. It is important to consider, and work to balance, the multiple needs of bicycle, pedestrian, and commercial traffic by encouraging ways that strengthen circulation and connectivity and that help to fulfill the goals and objectives of the *Reserve Street Area Plan, 1995 Update*.

Bicycle Facilities: The preferred east-west bicycle connection through the area is an off-street link running between Wyoming and Dakota streets in the general location of the old Milwaukee Railroad right-of-way. This link is a key implementation goal in the *2001 Non-Motorized Transportation Plan* because it would extend the Milwaukee Trail westward from its present terminus just east of Russell Street to the bicycle-pedestrian underpass at Reserve Street.

If the Milwaukee Trail extension were deemed unfeasible, a system of bike lanes on Wyoming Street would be a second choice. The Wyoming Street bike lane alternative is less desirable as a non-motorized route due to the industrial traffic on the street.

River Road runs all the way from Russell to Reserve Street. The street could accommodate an on-street bike route. Catlin and Davis Streets could function as north-south bike routes. Care should be taken to maximize safety for bicyclists using River Road.

Shared Use Facilities: Two important trail needs in the neighborhood are extension of the Riverfront Trail along the south bank of the Clark Fork River and continuation of the Milwaukee Trail west from Russell Street to Reserve Street. Regarding the Riverfront Trail the largest property in single ownership is the site of the Missoula Ready Mix Concrete plant on River Road. It is expected that the concrete plant will be in operation for at least the next five years, but city officials have expressed interest in acquiring the site at such time as it is no longer used for concrete production.

In the case of the Milwaukee Trail, there are some private properties through which the former Milwaukee Railroad right-of-way runs. If the Milwaukee Trail is to be continued westward then the City must proactively seek to acquire these parcels. Otherwise, some type of development could occur that would not necessarily require subdivision or other special land use approval. In such a case, the City would have no ability under present law to make dedication of the land or easement a condition of approval.

Universal Access: In order for persons with disabilities to have maximum mobility and accessibility to transportation facilities, it is important to design and build pedestrian and bicycle facilities so that those who depend on walkers or wheelchairs can use them. Specifically, streets need to include curbs and walkways – paths, trails, and sidewalks – that all are ADA compliant, accommodating wheelchairs and walkers. Curbs and steps need to be equipped with appropriate ramps. Traffic signals need to be equipped with “walk/don’t walk” controls that can be activated by those who must use wheelchairs.

Recommendations

Policy/Procedural Changes: Many parts of the area lack appropriate non-motorized transportation facilities. The City should consider one or more of the following strategies to bring such areas up to current standards:

Walkways

- ◆ Require developers to install ADA-compliant sidewalks on all projects.
- ◆ Seek to incorporate the vision of the *2001 Non-Motorized Transportation Plan* and the goals of *Reserve Street Area Plan 1995 Update* to achieve infrastructure that preserves neighborhood character while providing excellent non-motorized circulation and connectivity.
- ◆ Apply the recommended Action Steps in the *2001 Non-Motorized Transportation Plan* relating to universal access.
- ◆ Develop a public process that includes neighborhood participation to review and assess the *Master Sidewalk Plan* as it relates to the neighborhood, and to assess neighborhood preferences regarding various kinds of walkways, including, but not limited to sidewalks, that would enhance neighborhood safety, circulation, and connectivity while also preserving semi-rural character. The *Reserve Street Area Plan, 1995 Update* should also be referenced in this process.

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- ◆ Where they exist, replace substandard sidewalks with standard curbs, gutters and ADA-compliant sidewalks.
- ◆ Enlist the assistance of the Specialized Transportation Advisory Committee (STAC) to identify places in the existing sidewalks system where ADA-compliant enhancements such as ramps, benches, or increased width are needed, and then construct those enhancements.
- ◆ All sidewalks and walkways along cul-de-sacs, local streets, collector streets or commercial or industrial routes (travel corridors) must be buffered from the street by a landscaped boulevard as described in the Missoula Subdivision Regulations [Section 3-1 (15) (B)], unless there are existing landscaping features or other mitigating circumstances.
- ◆ Walkways and paths should be constructed in ways that preserve and enhance Neighborhood character, environment and are consistent with the concept of green infrastructure as described in the Plan.

Bicycle Facilities

- ◆ When development is proposed abutting corridors where the *2001 Non-Motorized Transportation Plan* designates bike lanes or routes, require completion of abutting segments in conjunction with development or mandatory participation in Special Improvement Districts (SID's).
- ◆ When reviewing proposed developments on properties along the north side of River Road, require provision for pedestrian access from River Road through adjacent land to the Missoula Ready Mix property to the north.
- ◆ Assess compliance of development projects that were required to provide bike corrals and other bike-related amenities and take action to enforce compliance where necessary.
- ◆ Apply the recommended Action Steps in the *2001 Non-Motorized Transportation Plan* relating to bike lanes and bike routes.

Shared Use Facilities

- ◆ Seek to incorporate the vision of the *2001 Non-Motorized Transportation Plan* and the goals of *Reserve Street Area Plan 1995 Update* to achieve infrastructure that preserves neighborhood character while providing excellent non-motorized circulation and connectivity.
- ◆ When constructing new shared use routes or extending existing routes, apply the recommended Action Steps in the *2001 Non-Motorized Transportation Plan* with respect to universal access.
- ◆ Enlist the assistance of the Specialized Transportation Advisory Committee (STAC) to identify places in the existing shared use route system where ADA-compliant

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enhancements such as ramps, benches, or increased width are needed, and then construct those enhancements

Site-Specific Improvements: The City should consider the following bicycle /pedestrian infrastructure improvements either on its own initiative or through conditions of approval in conjunction with development of adjacent properties.

Map 3 –POTENTIAL BICYCLE-PEDESTRIAN CONNECTIONS shows how the system would appear if all the recommended improvements listed below were made. Note that item B-6 was modified, and items B-14 and B-15 were added as a result of the May 12, 2003 meeting discussed on page 2-8.

- B-1** Continue the bike-pedestrian trail in Inverness Place eastward across the Rice Addition via the public right-of-way easement that extends east from the present cul-de-sac.
- B-2** Provide a bicycle-pedestrian connection between the Emma Dickinson Learning Center, the Council Grove Apartment, and a future segment of Johnson Street if and when Johnson is extended north from Third Street.
- B-3** Create bicycle-pedestrian connections between Classic Court, the Everard Addition and the Milwaukee Trail.
- B-4** Facilitate westward extension of the Riverfront Trail by taking appropriate steps to ensure incorporation of a bicycle-pedestrian underpass into the design of the Russell Street Bridge.
- B-5** Create a pedestrian connection between Carter Court and Idaho/Grant Street. There are two willing sellers plus a pedestrian easement at southeast end of Carter Court.
- B-6** Work toward eventual reclamation and public acquisition of the Missoula Ready Mix property to facilitate extension of the Riverfront Trail after concrete production ceases on the site. Plan for non-motorized circulation within the park as determined at the time of development of the park. It is necessary for reclamation to occur before the property is turned over to public use.
- B-7** Wherever possible, acquire property occupying the old Milwaukee Road right-of-way and construct the Milwaukee Trail west from Russell Street to Reserve Street.
- B-8** Ensure that the reconstruction of Russell Street includes a grade-separated crossing for the Milwaukee Trail at Russell Street.
- B-9** Extend the Milwaukee Trail west to Grove Street to facilitate bicycle and pedestrian travel by children from the neighborhood attending Hawthorne Elementary School.
- B-10** Establish a non-motorized connection from Curtis Street to Idaho Street as part of City of Missoula subdivision review process.

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- B-11** Create a non-motorized crossing under and onto the Russell Street bridge on north side of Clark Fork River, per the Third and Russell EIS.
- B-12** Existing pedestrian easement runs from end of Missy's Way north to gravel pit.
- B-13** Consider establishment of a non-motorized connection from Idaho to LaFray Lane and property to the northwest.
- B-14** Provide for connections to a future park on the Missoula Ready Mix site through non-motorized access from the end of each new street that may be created if development occurs on land on the north side of River Road.
- B-15** Add a bicycle/pedestrian bridge from Mullan Road over the Clark Fork River to the Missoula Ready Mix site, preferably somewhere about halfway between Reserve and Russell Streets.
 - The exact location of the bridge will depend on development and design on both sides of the river.
 - Cooper Street is one possible approximate location.
 - A parking lot should be provided with access from Mullan Road near the north end of the bridge.

Public Transit

The Missoula Urban Transportation District (MUTD) has operated the Mountain Line bus system in the Missoula area since 1977. The system serves the city as well as several unincorporated areas. The neighborhood is within the transit district.

Policies Criteria & Standards

Transit service planning requires an assessment of the needs of the residents. Typically, public input, along with availability of funding, is the driving force behind new lines or changes in service. The general assumption is that the greatest demand for service is within ¼ mile of a bus line.

According to Mountain Line officials, buses require a signalized intersection for making left turns in order to operate efficiently and safely.

As stated in the *Missoula Urban Transportation Plan, 1996 Update*, Mountain Line has the following visions for its transit system:

“Community

- ❖ A transit system capable of serving an expanding community with convenient, efficient, safe and affordable mass transit.
- ❖ A flexible and innovative system. Mass transit should be the first choice option. Community involvement should include energy saving, clean environment, partnerships, cultural visibility and community ownership.

* * *

Service

- ❖ A system that provides safe, convenient, accessible service with coverage to all commercial and residential centers in our community.

Existing Infrastructure

Map 4 –TRANSIT ROUTES shows the Mountain Line bus routes that serve the neighborhood. Currently two routes service the area. Route 9 (Target Range) operates between 6:13 a.m. and 8:00 p.m. on weekdays and from 9:50 a.m. and 5:50 p.m. on Saturday. Route 11 (Reserve/Southgate Mall) provides peak hour service on weekdays only between 7:45 and 10:45 a.m. and between 3:45 and 5:57 p.m. There is no bus service on Sundays or major holidays. Comparable Paratransit Service is available in the neighborhood.

Needed/Desired Infrastructure

To consider new service to the neighborhood, residential density should be at least four dwelling units per acre. The Neighborhood Council can request new service. Current

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funding for transit is limited. Additional service would be considered if the funding to support it were available and service criteria were met.

Certain supporting facilities tend to make it easier for more people to use public transit. Such facilities that are currently missing in the neighborhood include:

- Walkways providing universal access and ADA-compliance;
- Street lighting (please refer to section on Lighting in Chapter 4); and
- Bus shelters.

Recommendations

Policy/Procedural Changes:

- ◆ MUTD should discuss the potential and possibilities for expanded bus service.
- ◆ MUTD should explore the development of funding to expand services.

Site-Specific Improvements

- ◆ MUTD should work with the neighborhood and other entities to increase ridership through the provision of transit infrastructure enhancements such as ADA compliant sidewalks, bus shelters, bus pullouts, bus stop signs, street lighting, etc. Such enhancements should become conditions of approval for subdivisions or other new development on land adjacent to bus routes.
- ◆ Re-evaluate transit routing through the neighborhood.
- ◆ Continue to provide on-street infrastructure for transit stop locations. Provide transit shelter installations at key locations to be identified.
- ◆ Future transit routing may occur on any collector street in the neighborhood. Transit stops should be included on all collector streets developed in the area.

Notes

¹ Montana Department of Transportation, City of Missoula, and Missoula County, *Missoula Transportation Study Area Traffic Count Program, Official 2002 Counts*, March 31, 2003, p. 5, Station no. 126.

² Institute of Transportation Engineers, *Traffic Calming: State of the Practice*, www.trafficcalming.org/whatis.html

³ City of Missoula, *2001 Non-Motorized Transportation Plan*, p.74

⁴ Missoula Public Works Department, *Master Sidewalk Plan*, Appendix B (2003)

⁵ WGM Group, *River Road Area Transportation Study, Missoula MT*, March 6, 2002, p. 13.

3. Neighborhood Character & Environment

This chapter attempts to define a vision for the neighborhood that provides opportunities that allow people to recreate, to meet their neighbors, and to move safely by walking, bicycling or rolling, all within a framework that respects and preserves the existing historic elements of a semi-rural landscape.

For decades, residents and small business owners have been drawn to the neighborhood because of its semi-rural character which is regarded as enhancing neighborhood livability and supporting its diversity. This diversity includes agricultural land in active production, a variety of other “green” and open spaces that enhance semi-rural character, stands of mature trees and shrubs, single and multi-family housing, schools, retail, and light commercial. The semi-rural character, livability, and diversity comprise the fabric that defines this neighborhood, holds it together, and gives it its distinct character. Many newer residents have moved to the area because of the semi-rural characteristics that still exist. The *Reserve Street Area Plan, 1995 Update* affirms the importance of preserving these characteristics.

The irrigation ditches, which are essential to preserving horticultural and agricultural features and infrastructure and which continue to be used and maintained, provide a reminder to the neighborhood of a rural economy that still exists for some. Many residents still irrigate their lawns, gardens and trees from the ditches. The ditches now also function as wildlife corridors, and support agriculture, horticulture, and habitat in other Missoula neighborhoods. The remnant stand of cottonwood trees with the home, barn or farm shed that evokes an earlier era is a treasure to this neighborhood. This Plan recognizes the value of planning for the future while protecting what historic character remains, just as other neighborhoods value and protect historic features important to them.

One of the objectives inherent in the goals of the *Reserve Street Area Plan, 1995 Update* is to preserve the neighborhood’s historical character and environment. The central challenge in preserving historic and much-valued neighborhood character and environment is to add the concept of “green infrastructure” to planning for this neighborhood. Wisely balanced with more urban forms of infrastructure -- streets, utilities, etc. -- green infrastructure planning will make a critical difference to the vitality and quality of life for this neighborhood. The central question is not whether development will take place in the neighborhood, but what principles and policies will help determine what kind of development occurs, and the pace at which it occurs.

For this neighborhood, green infrastructure includes open land in active agricultural production (pastures, cornfields, etc.), community and private gardens, stands of mature trees and shrubs on public and private land, orchards, and the irrigation ditches that are the lifeline for agriculture, horticulture, and songbird and wildlife habitat. Green infrastructure also includes other public or private open spaces -- parks, open lots, lots not developed to maximum zoning, etc. -- that enhance the feeling of livability. It

includes the formal and informal paths and trails that permit residents and others to circulate easily through the neighborhood on foot, in wheelchairs, on rollerblades, and on bicycles.

Embodied in these concepts is an understanding that the neighborhood is a mix of complex interactions and effects that carry far beyond the physical constraints of the neighborhood boundaries. Others will come to the neighborhood from other parts of town, bikes will roll through on their way to the river or to downtown, protected habitat will help wild populations throughout the valley, and other neighborhoods or communities will refer to this plan, for good or bad.

Impacts of Development

The neighborhood is experiencing development that foreclosed or severely restricted many possible options for parks, paths, and trails, reducing neighborhood circulation and connectivity. In the future there may be short-term impacts of construction and development. These short-term impacts include utility interruptions, street closures, and the storage of equipment and placement of debris resulting from the construction process. Such impacts upon the community should be minimized wherever possible.

At a time that the population of the neighborhood was rapidly expanding, the neighborhood elementary school, Emma Dickinson, was closed. The children are now traveling further to school, rarely biking or walking due to the danger of the roadways. Habitat, whether it is hedgerows, tall grasses along irrigation ditches, or stands of mature trees, is also disappearing. Very few of the small orchards, the namesakes of the Orchard Homes tracts, remain. There are still a few pastures with livestock, large gardens such as community supported agricultural farms and community gardens, mature trees, and occasional old agricultural out-buildings, yet the pressure on individual landowners to sell to developers or subdivide for higher density development is considerable.

Green Infrastructure for the Neighborhood: A System of Open Space, Trails and Walkways, Agriculture, Horticulture, and Historic Preservation

The neighborhood envisions green infrastructure as an interrelated set of features that helps sustain historic character and diversity while also providing for greater neighborhood circulation and connectivity, relaxation and recreation, and visual appreciation of the natural world. This might be imagined as a variety of small and large open spaces and green features that are in some way connected throughout the neighborhood. The connections may be both formal and informal, and the pattern may seem at first glance to be meandering. But interconnectedness does not imply conformity to a single template. The vision is that people in the neighborhood -- residents, business owners and employees, and others who visit or pass through -- are always close to some green features and can make their way easily and safely through the neighborhood while encountering a series of "green" and open space connections.

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This kind of vision is not put into place all at once, but is sustained and expanded by patient, continued public and private planning and decision-making. Such should be carried on with resolve to preserve the historic neighborhood character and environment and to enhance the green infrastructure of the neighborhood. Creating incentives to support property owners in their efforts to preserve open spaces and provide green infrastructure will help fuel such planning and decision-making.

Much of the existing green infrastructure in the neighborhood is found on large lots that possess many green features and open space. Some of these are parcels still in active agricultural production and some parcels, already developed, but not to maximum possible density, feature single family residences with open spaces, stands of mature trees, hedgerows, and other green features. The preservation of such large lots, together with other preservation and conservation strategies, is important. To eradicate the mix of large and small lots would contradict an area-specific goal of the *Reserve Street Area Plan, 1995 Update*, referenced in the Introduction to this Plan, to preserve a mix of large and small lots in order to maintain and enhance the area's diverse character and livability.

The following goals for green infrastructure preservation and enhancement were identified at neighborhood meetings and by infrastructure planning working groups. They provide the basis for many of the recommendations made on pages 3-11 through 3-13.

- *Preservation of open space -- land in active agricultural production (including public and private gardens), tracts of property that have not been subdivided and developed to density permitted by existing zoning, and existing stands of tall grasses and shrubs that are not invasive or harmful and that provide songbird and small wildlife habitat. The irrigation ditches are central to these preservation goals.*
- *Preservation of stands of mature trees on public and private property, and encouragement of the creation of new tree corridors and canopies where development has destroyed existing mature trees.*
- *Creation of a network of parks between 1/2 to 5 acres in size that will provide children, teens, families and senior citizens with a variety of recreational and fitness opportunities and provide communal gathering space for neighborhood residents.*
- *Creation of corridors of greenery, including a network of trails and walkways that preserves, protects and enhances neighborhood character and environment while also improving circulation and connectivity within and through the neighborhood. (See also Chapter 2: Circulation and Connectivity for more discussion of walkways, including paths, trails, and sidewalks that will serve pedestrians, bicyclists, and others traveling by non-motorized means.)*
- *Conservation of homes and buildings that are fifty years old or older, have architectural or design features that help document the earlier Orchard Homes era or otherwise contribute to preservation of historic neighborhood character.*

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- *Document with interpretive historical markers, images, and maps the locations of features identified as significant elements of the historic character of the neighborhood. These images reinforce assets already identified in the Reserve Street Area Plan 1995 Update and documented in 2003 by the Emma Dickinson/Orchard Homes/River Road Infrastructure Planning Coordinating Group. Assets include historic homes and buildings, Emma Dickinson School, old orchards, agricultural land, railroad rights of way, irrigation ditches, and more.*
- *Utilization of existing unpaved surfaces for retention, detention, and infiltration of storm water runoff wherever possible. Contaminated runoff from parking lots and roads should not be allowed to run directly into the irrigation ditches or river channels.*
- *Enhancement of the "green" or habitat potential of developed and undeveloped land.*
- *Utilization of lighting technology for the neighborhood that provides for safe transit while avoiding light pollution and trespass and preserving dark night skies (see lighting discussion and recommendations in Chapter 4: Neighborhood Services).*

Policies, Criteria & Standards

The *Reserve Street Area Plan, 1995 Update* identifies several area-specific goals, including:

- Preserve the rural character which exists in parts of the planning area.
- Create park, trail, and other open space opportunities.
- Maintain and enhance the area's diverse character and livability (including active preservation of remaining historic areas, e.g., the agricultural pockets in Orchard Home tracts).

The *Missoula Urban Area Open Space Plan* identifies five categories of parks and open spaces, and establishes area and siting standards for each category. The categories include pocket parks (very small-scale areas serving limited populations with minimal facilities), neighborhood parks (larger in scale, internal to residential areas with facilities for both active and quiet recreational activities), community parks (fairly large-scale parks centered around historically significant features, focused on organized active recreation, or focused on natural features and designed predominantly for quiet recreation), regional parks (recreational centers for the urban community and surrounding areas, focused on a natural feature or historic site or district), and visual green spaces (types of green infrastructure that form borders or islands of vegetation that minimize a sense of congestion or overcrowdedness and contribute scenic qualities).

The City's *Small Parks Resolution*, adopted in September, 2001, authorizes acquisition and development of neighborhood parks ranging in size from 2-5 acres and declares that the area bounded by South Third Street, the Clark Fork River, Russell Street, and Reserve Street is

undergoing especially rapid development and “is of highest priority for park land acquisition and development” and says that acquisition and funding for other areas should come only after this area is given priority attention.

The City's *2001 Non-Motorized Transportation Plan* defines the proposed layout for future trails, often based on the continuation of existing trail alignments adjacent to the neighborhood. The Missoula Parks and Recreation Department reviews all subdivision proposals and mixed use developments that involve density increases for potential trail easements and pedestrian connections.

Parkland Dedications and Cash in Lieu of Parkland Dedication: State law establishes minimal provisions for the recreational and open space needs of residents of subdivisions. The formal process allows for actual park land dedications, common areas, and cash in lieu of park dedication or combinations of the aforementioned. Under the subdivision park dedication requirement a landowner has the option of dedicating up to 11% of the “net lotted area” of the property (exclusive of right-of-way) for park use, either as dedicated park or private common area. Under the “cash in lieu” provision the City may accept a cash payment equal to the value of raw (unimproved) land up to 11% of the property. The City then may apply the cash toward acquisition or development of parkland at a location other than the subdivision site.

Existing Infrastructure

◆ Agricultural, Horticultural, Other Open Space & Green Features

The neighborhood has inventoried lands in active agricultural production, orchards and other stands of mature trees, hedgerows and other significant stands of mature shrubs, a community garden, and other open space that had not, by January, 2003, been developed. **Map 5 – NEIGHBORHOOD CHARACTER** represents this inventory undertaken by the neighborhood.

This inventory was developed to provide a visual means of showing the remaining amount of agricultural and horticultural land, other open space, and green features in the neighborhood at the time this Plan was written. Inclusion of a parcel in this inventory does not imply that any particular land use for that parcel is recommended.

● Parks & Recreation Infrastructure

There are no public neighborhood parks, community parks, or regional parks within the neighborhood. Only two sites for recreation are open to the public: one, Westside Lanes, a much-valued commercial establishment featuring a bowling alley and batting cages, and the playground area at the Emma Dickinson Learning Center (formerly the Emma Dickinson Elementary School). The Missoula Parks and Recreation Department already has a lease agreement with Missoula County Public Schools to develop and maintain the playground as a neighborhood park. The neighborhood believes that because the Learning Center operates in both the daytime and evenings, sufficient parking to support both the school and a park is may not be available.

There are at least 10, perhaps more, common areas that are part of subdivisions in the neighborhood. The areas average between 1/4 and 1/2 acre in size and thus meet the size standard for pocket parks. However, the common areas do not function as public parks because the homeowners' associations for the various subdivisions hold title to the respective common areas. If they are used at all, they are used almost exclusively by subdivision residents. In certain common areas the option may exist for the City to obtain the land for dedicated park land if all parties are in agreement. Development of these areas is limited mostly to grass, landscaping and, in some cases, a picnic table or two.

◆ **Pedestrian/Bicycle Paths and Trails**

Very little bike or trail infrastructure currently exists in the neighborhood. The City's Park and Recreation Department reviews all subdivision proposals and mixed use developments that involve density increases for potential trail easements and pedestrian connections. Generally, community-minded developers cooperate when possible to provide pedestrian easements. Unfortunately, the potential for other easements is opportunity driven unless a landowner is willing to sell an easement to the City prior to any development plans. The *2001 Non-Motorized Transportation Plan* defines the proposed layouts for future trails, often based on the continuation of existing trail alignments adjacent to the neighborhood. Several easements are in place throughout the neighborhood and others are likely to follow.

◆ **Conservation of Historic Homes & Buildings**

Some homes and other buildings that reflect historic neighborhood character and environment still exist in the neighborhood. An inventory was conducted in January, 2003, by the Neighborhood Infrastructure Plan Coordinating Group and is reflected in **Map 5 - NEIGHBORHOOD CHARACTER**. Although these residences and buildings may not meet criteria established for federal registry as an historic building, they are part of the historic fabric of the neighborhood, and it is desirable to preserve as many as possible. It should be noted that preservation of an historic home or building does not mean taking it out of active use. In fact, the neighborhood values seeing this link to the past remain an active part of contemporary community life.

Several homes and buildings considered to be of historic neighborhood interest (for example, a Craftsman home) have been demolished to make way for new development. Some new developments and subdivisions have preserved historic dwellings which are often converted to rental units.

Interpretive Historical Markers & Other Documentation of the Neighborhood's Social History & Geography

The name and signage for River Road speaks to an essential feature of neighborhood geography and some street names honor owners of original Orchard Homes tracts (Bulen Street is one example). But there are virtually no visible interpretive markers easily encountered by those who are walking, biking, or rolling through the neighborhood that more meaningfully document the neighborhood's vibrant character, history, and

evolution. For example, the significance of the life and work of Emma Dickinson, for whom the much-beloved elementary school was named, is acknowledged on a plaque inside the school, but there are no visible markers by the school honoring her or, indeed, the central role the Emma Dickinson Elementary School has played in the life of the neighborhood.

The history of Orchard Homes is found in the private collections of some residents and the Orchard Homes Country Life Club. There are no interpretive markers that help newer residents and others understand its significance to Missoula's history.

Lighting

Cost-effective and environmentally-friendly lighting that provides for safe transit while avoiding light pollution and trespass and preserving dark night skies is not in use in the neighborhood.

Needed/Desired Infrastructure

Criteria for site selection for parks, trails, paths, and other forms of open space enhancement or preservation follow in a separate section.

◆ Agricultural, Horticultural, Other Open Spaces, & Green Features

Providing for green circulation and connectivity and conservation of visual green spaces, songbird/wildlife habitat, stands of mature trees and shrubs, community gardens, land in active agricultural production, and other property that is not developed but contributes to neighborhood semi-rural character is deemed highly desirable by the neighborhood.

Conservation strategies and incentives will encourage conservation of existing agricultural, horticultural, other open spaces, and green features and enhance these forms of green infrastructure where that is possible.

Visual green spaces function primarily to enhance community atmosphere and environment and provide a spot for compatible forms of quiet recreation. Because their function is visual and scenic, they should be located in visually accessible spots. Visual green spaces should also be concentrated in areas of intense development.

Large mature trees play a major role in shaping the visual character of the neighborhood. Continued development in the area does not have to occur at the expense of large trees simply because building on a bare site may be perceived as easier and less expensive. Preservation of individual trees, stands of mature trees, and remnant orchards should be encouraged, as should efforts to interplant new trees to replace dying mature trees.

◆ An Interconnected System of Parks, Trails, and Walkways

Potential park and trail opportunities that provide neighborhood connector nodes and good access to residents have been identified by Missoula Parks & Recreation and the

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Neighborhood. Any landowner of parcels specifically identified in the Plan has been involved in conversations with the City, Parks and Recreation, and members of the Emma Dickinson/Orchard Homes/River Road Infrastructure Plan Coordinating Group and have agreed to allow the parcels to be mapped as potential park or trail sites.

Parks appropriate to particular communities help make neighborhoods livable. Parks provide green spaces with trees and other vegetation to be enjoyed by the entire neighborhood. Development in the neighborhood has severely diminished open space. This change has intensified the need for public parks and open space to meet the needs of the neighborhood.

As previously noted, this neighborhood is the only neighborhood in Missoula that lacks a public park of any kind, but the neighborhood does not believe that "a park," a single parcel, will meet its needs.

Parkland dedication and cash in lieu of parkland dedication have not produced the desired results. The net result of the minimal allocations for parkland or park facilities is very few usable parks. When subdivisions dedicate areas for pocket parks; the areas dedicated need to meet a minimum definition of a pocket park, and not contain steep hillsides, gullies or odd-shaped areas that are unusable for parks. Further, if cash in lieu is given, the dollar amount barely covers the cost of a quality play structure. Other mechanisms are currently being explored to increase funding for park acquisition and include impact fees and other mechanisms that allow for development of dedicated park parcels that could potentially be sold at market value.

Mixed-Use zoning further complicates the park issue due to a lack of park dedication requirements for the standard 12 dwelling unit/ acre density allowed in this zoning. Mixed-Use zoning within a ½ mile radius of a dedicated park can allow for a density increase to 16 dwelling units/acre. Therefore, an inadequate park dedication as a result of a subdivision could allow an adjacent mixed-use zoned development to increase its density while providing no additional funding to help with the infrastructure or maintenance of dedicated park. The recreation demands on the dedicated park could easily be far beyond any reasonable level of service.

Missoula Parks & Recreation has determined there is a need to review the practice of establishing radii from park boundaries to determine neighborhood service areas of existing parks. The "radius method" does not work well when there are significant physical barriers to park access such as busy streets or lack of sidewalks. A one-half mile or three mile radius buffer from an existing park is meaningless if the path to the park requires users to walk long distances along busy streets or cross them at uncontrolled intersections.

The neighborhood desires a network of parks (not simply active playing fields for team sports) between 1/2 to 5 acres in size that will provide children, teens, families, and senior citizens with a variety of recreational and fitness opportunities and provide communal gathering space for neighborhood residents. This vision of new infrastructure is based upon common values that speak to neighborhood needs and desires for the

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future. These values, distilled from comments by many neighborhood residents at general neighborhood meetings and sessions of the Neighborhood Infrastructure Plan Coordinating Group, are summarized here:

- *We need family-friendly spaces that work for both elders and young ones and people in between.... We want parks that help provide a recreational and/or fitness experience for people of all ages. We need parks that seniors and youngsters can safely and easily walk to. We need parks that people can safely and easily bike to. At the same time, we don't want a bicycle path strategy driving our park strategy. Bike connectivity should be a part of a whole, not the dominant part.*
- *Parks should feature, in various combinations, excellent-quality playground equipment, picnic tables, and mature trees.*
- *We envision multiple uses for some parks. For example, a climbing wall might be a feature in a park that also has playground or picnic equipment.*
- *Parks could be of various sizes, for various purposes. For example, a skate park could use a small parcel of land, but would be attractive to many pre-teens and teens. Small, shaded areas conceivably could be flooded for hockey and ice-skating.*
- *Placement of parks is important. We want parks to help draw us together as a neighborhood. We don't want them placed on the margins, where they are not easily accessible to many neighbors.*
- *A good neighborhood park system should go through the neighborhood and help people move easily through the neighborhood. Connectivity should be a key element in such a system. The system could be radial or linear, with different starting points.*
- *Thinking about uses of the Emma Dickinson playground should proceed carefully, and not in any way preclude the possibility of re-opening as an elementary school.*
- *The "pocket parks" and "common areas" in subdivisions are not seen by the neighborhood as filling the need of parks.*

This network of parks should connect to a network of bike trails and pedestrian walkways that help preserve neighborhood character and environment while improving circulation and connectivity within and through the neighborhood. The notion of trails and connectivity also has some historic relevance. For decades, the railroad right-of-way was how people walked to the river, the city center, or to visit neighbors. Where other connections were needed, neighbors often gave permission to cut through pastures or fields, knowing that the streets were unsafe or inappropriate for children. This is an example of the historic character that the neighborhood is struggling to regain; the

cooperation of neighbors to provide safe and convenient paths throughout the neighborhood. The proposal of the continuation of a path on the old Milwaukee railroad right-of-way goes further to memorialize this major pedestrian artery through the neighborhood.

(Pedestrian walkways and trails, and their relevance to new and existing development, are addressed more thoroughly in Chapter 2: Circulation and Connectivity.)

◆ **Interpretive Historical Markers**

Interpretive historical markers, images, and maps placed in or near parks and along non-motorized paths, trails, and walkways would document the history of the neighborhood in order to help preserve and educate about historic neighborhood character, features, and assets. The history and significance of the original Orchard Homes, the Emma Dickinson School, and the irrigation ditches are illustrative of the type of neighborhood history that would be preserved and promoted. Such documentation will educate not only neighborhood residents, but others who make use of these facilities and amenities.

◆ **Lighting**

Environmentally-friendly, cost-conscious lighting that provides for safe transit while avoiding glare and light trespass and preserving dark night skies is needed in the neighborhood and should be considered an essential part of infrastructure that preserves and enhances neighborhood character and environment.

Criteria for Site Evaluation & Selection for Green Infrastructure

The criteria listed below should apply to site evaluation and selection for creating, preserving, or enhancing green infrastructure.

- *Location:* does it provide, or have the potential to provide, for easy access by neighborhood residents and others using walkways, bicycle paths, and streets?
- *Type of park, trail, habitat, or open space:* Does this site lend itself to a particular infrastructure need that is congruent with neighborhood values and goals?
- *Appropriate assessment of physical characteristics.* Due to the neighborhood's desire of a park system that favors family-friendly spaces that are not active sports fields for teams, there are very few limiting physical characteristics. Any potential parcel could be considered on its potential merits. For example, a poorly drained site could be enhanced as a wetland natural area park.
- *Contribution to neighborhood character and environment:* Would preservation, enhancement, or development of this site help fulfill the goals and objectives of the *Reserve Street Area Plan, 1995 Update* and preserve or enhance the historic semi-rural character of the neighborhood?

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- *Property owner willingness*: Is the owner willing to consider and possibly negotiate for use/enhancement/acquisition of this property?
- *Funding and incentives for property owners*: Are there funding strategies and possible incentives that could make acquisition of this site a possibility for property owners?
- *Regulations and policies governing new development*: Are there applicable City regulations and policies that support site selection for enhancement of neighborhood green infrastructure?

Recommendations

- ◆ The City and the neighborhood should work together to ensure that the area-specific goals, objectives, and recommendations of the *Reserve Street Area Plan, 1995 Update* relating to preservation of rural character and creation of park, trail, and other open space opportunities help guide decisions about the kind and pace of new development and infrastructure in the neighborhood.
- ◆ The City should closely monitor permit applications for new development and neighborhood density and build out calculation, which at the time of the release of this document, is close to 80% build out in land zoned RLD-4. The City should ensure that density bonuses that would result in build out beyond 80% are not permitted. The neighborhood should monitor these processes.
- ◆ The City should ensure that approval for new subdivisions does not foreclose opportunities for preservation and enhancement of green infrastructure, including parks. This should include keeping open irrigation ditches that pose no new or unusual safety hazards and may be enhanced for songbird and small wildlife habitat.
- ◆ The City should review and revise multi-dwelling development standards in ways that maximize green infrastructure options. The neighborhood should continue to participate in the review and revision of those standards through the ongoing public process known as Growth Management Phase 2.
- ◆ The City and the neighborhood should build upon and strengthen the model of City-Neighborhood partnership that has guided development of the first ever Infrastructure Plan to ensure that the neighborhood has a continuing voice in green infrastructure planning. For example, the neighborhood should continue to work with Missoula Parks & Recreation and the City to fulfill commitments made in the *Reserve Street Area Plan, 1995 Update* and the *Small Parks Resolution*. Working together and adding involvement of the Open Space Committee, these entities should identify and make arrangements to fund acquisition and development of at least one 2-5 acre parcel and/or several smaller 1/2-2 acre parcels to be used for parks. A parks plan should be neighborhood-driven, but proceed in partnership with appropriate public and private partners.

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◆ State statute specifies that park in-lieu funds can only be spent to serve the subdivision as designated by a plan. This Plan identifies a lack of parks serving subdivisions in the neighborhood. Funds collected in-lieu of parks in this neighborhood should be used in the neighborhood to serve those subdivisions.

- ◆ The City and the neighborhood should work in partnership to compile and disseminate information about incentives that will help support the efforts of property owners to preserve, protect, enhance, or create new green infrastructure. These should include land swaps, conservation easements, and other tax incentives.
- ◆ The City should develop a mechanism for land swaps with owners willing to trade appropriate neighborhood parcels for other appropriate parcels of land.
- ◆ The City should explore the possibility of public/private land swaps to develop appropriate park sites and preserve open space.
- ◆ The City should grant landowners dedicated park credits should they be willing to sell or donate part of a larger parcel of land for use as a park so that they can later develop part of their property in accordance with underlying zoning without having to give up more land for a park, or provide cash in lieu.
- ◆ Identify multiple sources of funding and funding strategies that will help the neighborhood achieve its goal of preserving and enhancing green infrastructure. The City, Missoula Parks & Recreation, the Open Space Committee, and the neighborhood should work to identify available and potential funding from public and private sources
- ◆ Ensure that the neighborhood is involved with Missoula Parks & Recreation and the Missoula County Public School System in decisions concerning the possible designation of the playground at Emma Dickinson Lifelong Learning Center (formerly the Emma Dickinson Elementary School) as a neighborhood park. Avoid decisions that preclude the possibility of re-opening Emma Dickinson as a K-5 elementary school in the future.
- ◆ The City should revisit regulations governing developer requirements to provide resources for open space, including cash in lieu, provision of pocket parks/common areas, etc. in order to determine if these regulations and enforcement of same are producing the desired result for this neighborhood and others. If they are not producing results satisfactory to both the City and various neighborhoods, additional or alternative funding strategies, including increased impact fees for park land acquisition and preservation of green infrastructure should be explored.
- ◆ The City should explore the possibility of entering into options to purchase or having cash readily available for park acquisitions so that negotiations can proceed without delay as opportunities arise. Other options that would allow for some flexibility in gathering funding while still provisionally securing the property for a mutually agreed upon time frame is an *Option to Purchase* agreement. Under this agreement, the

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River Road/Emma Dickinson Infrastructure Plan

landowner is paid an agreed upon amount that allows for income from the property while the City gathers funds for acquisition. If, after the agreed upon period, the City cannot gather sufficient funds to complete the purchase, the land owner has still made money, perhaps comparable to the increasing value of the land. If the City acquires the land, the money already paid the land owner will go towards the fair market asking price.

- ◆ Complete a Missoula Urban Forestry inventory of trees located on City right-of-way or parkland. (The trees at Emma Dickinson Adult Learning Center have already been inventoried.)
- ◆ The City should encourage preservation of mature trees and other natural site amenities through enactment of appropriate site design and landscaping standards, and other appropriate means. If trees must be removed to accommodate buildings or other development, planting of new trees of appropriate size and quality should be required elsewhere on the site.
- ◆ The City should encourage sustainable urban forestry practices by the City and by developers in the neighborhood, favoring a tree species list that is weighted toward species that require less water and can survive periods of restricted watering due to drought. Similarly, publicize "sustainable" tree species lists, and the benefits of sustainable forestry to residents and property owners within the neighborhood.
- ◆ Establish a working relationship among the neighborhood, the City, Missoula Parks & Recreation, and appropriate historical preservation agencies/organizations to assess possibilities for creating and placing interpretive historical markers, images, and maps along bicycle and pedestrian trails, paths, and walkways, in parks, and at other appropriate locations.
- ◆ The City, Missoula Parks & Recreation, and the neighborhood should work together to ensure that the neighborhood is involved with the City, and Missoula Parks & Recreation to develop a lighting plan appropriate to parks, trails, and walkways. Proposed lighting should be environmentally sound and help preserve dark night skies while increasing the safety of motorists, pedestrians, those using wheelchairs, and bicycle riders. (See lighting discussion in Chapter 4: Neighborhood Services.)
- ◆ The City should enforce conditions of variances, re-zonings, and subdivisions. For example, there are dozens of pedestrian easements in the City that were conditions placed on developments that are now blocked or illegally encroached upon. Further, no condition should require that the City pay for an easement that was a condition of development.
- ◆ The City should adopt and implement Best Management Practices for Storm Water Management that protects ground water, rivers and wetlands from contaminated storm water runoff.

4. Neighborhood Services

Neighborhood services include a range of public and private facilities, utilities and services that support neighborhood residents and business owners. Sanitary sewer, water, storm drainage, and street lighting are examples of public facilities. Utilities include services such as natural gas, electricity, telecommunications, garbage and recycling services. The transmission lines and cell phone towers associated with electrical and telecommunication services affect the appearance of the area. The neighborhood desires and would support certain types or sizes of commercial businesses and services. Schools, both public and private, are an important form of neighborhood service.

Sanitary Sewer

The City began extending sewer lines into the neighborhood in 1961. The summer of 2000 brought completion of Phase 2 of the East Reserve Street Sewer Project (SID No. 526), making sewer available throughout the area. (Completion within the neighborhood occurred in 2001.) Cost of the project was over \$7 million. Area property owners paid about 60 percent of the project cost while the balance was paid through a combination of sources including Community Development Block Grant funds, the Montana Department of Natural Resources and Conservation, the Treasure State Endowment Fund, the Missoula Water Quality District, and the Missoula Sewer Utility Fund. Sanitary sewer improves and protects water quality, an important benefit for homes that use private wells for water supply. Sewer availability in the neighborhood has created increased development opportunities.

Policies, Criteria, & Standards

The City requires all new subdivisions, multi-family, commercial, or industrial development to connect to the sewer system. Existing development is not required to connect to the City system if it is connected to a community (private) sewer system or subsurface sewage disposal system that is functioning properly. Such existing development must, however, connect to the sewer system if (1) the existing private system fails, (2) expansion occurs, or (3) a lending institution requires connection when the property is sold.

Existing Infrastructure

Public sewer lines exist throughout the neighborhood. The system will accommodate similar new development at levels allowed under current zoning. The system will also accommodate existing development that is not currently connected but may connect at some time in the future. No additional sewer mains are needed. New connections to existing mains can occur upon payment of appropriate connection fees.

Water

Many residences in the neighborhood obtain their water from private wells. In most cases of new construction, however, Mountain Water Company provides water service to the

neighborhood. The company works with developers to extend water lines when new development occurs in areas not already served. This Plan focuses on water service in terms of domestic water, fire flow, and fire hydrants.

Domestic Water

Policies, Criteria, & Standards

The Missoula Valley Water Quality Ordinance prohibits installation of a new drinking water supply well if the primary building served by the well is within 200 feet of a water main (e.g. owned by Mountain Water Company) and if the property abuts the right-of-way in which the main is located.¹

Under Mountain Water Company's "Advance Contract Procedure," a developer wishing to extend a main to a new subdivision pays for all costs of design and construction of the extension. After all costs are in, Mountain Water signs a final advance contract with the developer and returns the developer's investment over a 40-year period. The cost of the main extension includes construction, engineering and Mountain Water costs. By Montana Public Service Commission rules and regulations, the developer must pay the entire cost "up front" so that the water company's existing customers do not pay anything for the developer's new water line extension. Mountain Water pays back to the developer 2½% a year (which is about equal to depreciation of the main) for 40 years, without interest. The new line extension does not cost Mountain Water's existing customers anything.² Eight (8) inches is the minimum size for a water main installed by the company. Twelve (12) inches is the typical size for mains in commercial areas.

Existing Infrastructure

Map 6 -UTILITIES shows the existing water lines in the neighborhood. Mountain Water has extended water service to new development in the area. Residences served by private and community wells may continue to use those wells or may connect to the Mountain Water system. Mountain Water requires that when connecting to the company's system, an owner of property served by an "auxiliary" water source (well, ditch, pond, etc.) must install an approved reduced pressure backflow prevention assembly. The reason for the requirement is to prevent a cross-connection, which would allow water from the auxiliary source to flow into the Mountain Water mains.

Needed/Desired Infrastructure

Water mains should be extended to areas of the neighborhood with existing homes so that property owners would have the option to connect to the system if desired. Connection should remain an option, especially for single family residential use, as the use of wells lends itself to the preservation of a semi-rural character for the neighborhood.

Recommendations

- ◆ Support extension of water lines to areas of new development. Explore means of providing extension of lines to areas of existing development, if such is desired by property owners, in a manner that minimizes costs to area homeowners.
- ◆ Ensure that new development does not adversely affect the use of existing private and community wells, or the ability to exercise existing water rights.

Fire Flow

The term “fire flow” refers to the volume of water that a system can deliver over a sustained period of time in order to fight fires. Fire flow is expressed in gallons per minute (gpm).

Policies, Criteria, & Standards

The Missoula Fire Department follows the *Uniform Fire Code (1997 ed.)* regarding fire flow regulations.³ The City Fire Marshal, a Missoula Fire Department employee, is responsible for reviewing development projects for compliance with the *Uniform Fire Code*. The Missoula Rural Fire District also follows the *1997 Uniform Fire Code*. The District’s Assistant Fire Chief/Fire Marshal is responsible for administering the *Uniform Fire Code* in the unincorporated portions of the neighborhood. For residential space without fire sprinklers, the minimum fire flow is 1,500 gpm for a minimum duration of two hours. If the building has sprinklers, the minimum is 1,000 gpm.

Commercial or industrial spaces without sprinklers need a minimum fire flow of 3,000 gpm for a minimum duration of two hours. If the building has sprinklers, the minimum is 1,500 gpm. If only one building in an area does not have fire sprinklers, then the line serving the area is required to have a 12-inch diameter.

According to the City Fire Marshal, fire flow requirements are based on use, square footage and type of construction and could be up to 3,000 gpm or more in commercial or industrial buildings. Whether a proposed building meets fire flow requirements depends not only on the size of the water line serving the building, but also on whether the building has devices such as an automatic fire sprinkler system, a roof tank or pressurized water system.⁴

Existing Infrastructure

New multi-family, commercial, and industrial developments typically must extend lines and connect to the system in order to help meet fire flow requirements. Mountain Water serves some but not all existing areas of residential, commercial and industrial development in the neighborhood. The company extends water mains as required of, or requested by, property owners.⁵

Needed/Desired Infrastructure

Water main extensions throughout the neighborhood should be in accordance with requirements of the Uniform Fire Code and the Fire Marshal. Appropriate extensions will raise the level of fire protection by providing more water at higher pressure for fighting fires.

Recommendations

- ◆ Ensure that the definition and interpretation of appropriate fire flow are solely the responsibility of the fire marshal and that the fire marshal's determinations of desired fire flow are non-negotiable.
- ◆ Continue to ensure that the Missoula Fire Department verifies adequacy of the water lines to be installed by developers prior to installation.
- ◆ Ensure that all new development provides adequate fire flow as interpreted by the fire marshal. Explore and establish means to bring any existing development that does not have adequate fire flow into compliance.

Fire Hydrants

Fire hydrants allow fire apparatus to connect to the water system and draw enough water to put out a fire as fast and efficiently as possible.

Policies, Criteria, & Standards

Mountain Water installs hydrants at its own expense in conjunction with subdivision or other development. The City pays about \$350 yearly in operation and amortization costs per hydrant. The City follows standards of the American Water Works Association on hydrant placement and size. The minimum space between hydrants is 200 feet in commercial and industrial areas and 500 feet in residential areas. In some areas of the neighborhood, there is a mix of commercial and residential land use. The minimum spacing in such areas is 300 feet, depending on type of building construction, square footage, and other factors discussed in the section on Fire Flow.⁶

Existing Infrastructure

Map 6 -UTILITIES shows the location of fire hydrants in the neighborhood. Most of the hydrants in the area were recently installed to serve new development. Note that hydrant coverage is less extensive in areas of older development.

Needed/Desired Infrastructure

Additional hydrants may be desirable throughout existing commercial and residential portions of the neighborhood.

Recommendations

- ◆ Continue to require installation of fire hydrants that meet applicable standards in the *Uniform Fire Code* for spacing and fire flow capacity.
- ◆ Continue to ensure that the Missoula Fire Department verifies adequacy of newly installed hydrants to meet fire flow standards in the *Uniform Fire Code*.
- ◆ Conduct an evaluation of the adequacy of fire hydrant locations and fire flow rates throughout the neighborhood. Develop means to address any inadequacies.

Storm Drainage

Storm drainage systems collect and dispose of rain and melting snow on roofs, streets, and other impervious surfaces. *Storm sewers* use catch basins and underground pipes to dump the run-off into a creek or river. *Dry-well sumps* collect the run-off and allow it to seep into the ground. *Catch basins* are reservoirs for collecting surface drainage or runoff. The neighborhood is concerned about storm drainage and run-off in the area as the amount of impervious surface increases with development.

Policies, Criteria, & Standards

City policy is to require new development to dispose of storm water on-site. Due to a combination of low precipitation levels and rocky alluvial soils, the City has found dry-well sumps adequate to handle run-off from new development. The City has no plans for new storm sewers in the neighborhood.

Existing Infrastructure

The only storm sewer system in the area was installed as part of the Reserve Street reconstruction. That system handles only run-off from Reserve Street itself. New development projects have used dry-well sumps for on-site disposal of storm water.

Needed/Desired Infrastructure

There is concern within the neighborhood regarding the adequacy of existing storm drainage to handle run-off as the amount of impervious surface throughout the neighborhood increases with new development.

Storm drainage as an infrastructure concern should be of the kind and type to help preserve neighborhood character. For example, neighborhood residents believe that dry-well sumps for single-family development are consistent with the neighborhood character that they seek to preserve and that is referred to in the *Reserve Street Area Plan 1995 Update*. However, for multiplex, multi-unit, and commercial developments, residents believe that dry-well sumps without catch-basins may not be adequate.

Recommendations

- ◆ Require that developers provide adequate drainage systems, consistent with the level and type of development, as determined by the City Engineer.
- ◆ Review current drainage system requirements, and assess the efficacy of existing systems, to determine if existing standards are adequate. Revise standards if assessment indicates that such is warranted.

Lighting

Policies, Criteria, & Standards

The *Missoula Subdivision Regulations* state that the City may require street lights in new subdivisions. However, street lights are not an automatic requirement. The City considers street lighting needs for each new subdivision on a case-by-case basis.

Existing & Needed/Desired Infrastructure

Residents feel that lighting is an important safety issue and consider lighting to be inadequate in particular areas, most notably where there are intersections with Third, Russell, and Reserve Streets. More thorough neighborhood assessment by residents and business owners is desirable in order to develop a comprehensive plan for addressing lighting needs and concerns. At the same time, area residents want to blend their safety concerns with their concern for neighborhood character and ecology. To achieve that blend, resident's desire street lighting that will:

- ◆ Support safety;
- ◆ Preserve dark night skies;
- ◆ Support and preserve wildlife/songbird habitat;
- ◆ Save energy;
- ◆ Avoid light trespass;⁷
- ◆ Avoid glare; and
- ◆ Be aesthetically pleasing

Recommendations

- ◆ Establish a resident-driven process to assess neighborhood lighting needs, desires, and preferences with respect to such factors as placement, type, and design. Follow through with the development of reasonable and enforceable standards for neighborhood lighting.
- ◆ Create a means to prevent "light trespass" from lighting installed with new development and to correct instances of light trespass from existing lighting.

- ◆ Require that lighting throughout the neighborhood complies with Illumination Engineering Society of America (IES)⁸ standards.

Public Utilities

Public utilities include electricity, natural gas, and telecommunications such as telephone, cable television and high-speed internet service.

Policies, Criteria, & Standards

Service Providers: Utility companies provide various services in the City through accounts with individual customers. Private developers and utility companies arrange for extension of lines to new subdivision lots and buildings. NorthWestern Energy Company provides natural gas and electric power. Qwest provides telephone service. AT&T Broadband provides television cable service. Over a dozen companies offer either dial-up or high-speed wireless internet service. Cell phone service also is available from several providers, as is satellite television.

Both Qwest and Blackfoot Telephone Company offer Digital Subscriber Link (DSL) internet service. It is available to some neighborhood businesses and residents. Both companies will perform a “loop qualification test” to verify the ability of a specific residence or business to obtain DSL service.⁹

Placement and Inspection: City Subdivision Regulations require underground placement of public utilities where “technically and economically feasible.” Overhead lines are permitted to remain where they already exist in older subdivisions. The City inspects individual utility connections (e.g., gas and electricity) as part of the building inspection process. Except in subdivisions, the City does not require underground placement of utilities.

Transmission and Distribution Lines: Two electric power transmission lines run through the neighborhood. One line follows the former Milwaukee Railroad right-of-way. The other runs north along Catlin Street and crosses the Clark Fork River near the Missoula Ready Mix plant. According to NorthWestern Energy officials, there are no plans for any new transmission lines in the neighborhood.

In some areas natural gas distribution lines are buried at very shallow depths (as little as one foot according to anecdotal accounts of some residents). Development must occur in a manner that does not interfere with, or adversely, impact natural gas transmission lines.

Telecommunication Towers: The 1996 Federal Telecommunications Act calls into question the ability of the City and County to restrict the placement of telecommunications towers in any zoning district. Presently, there are two cellular towers in the neighborhood. One is located on the site of an apartment complex near the east end of Carol Ann Court and the other is behind Mountain Imports, near Sussex School on Second Street.

Existing Infrastructure

Homes and businesses in the neighborhood are either connected to, or have access to, the kinds of public utility services described in this section. New subdivisions arrange with utility companies to have service extended to the edge of each new lot. Commercial and industrial developers have service extended to each tenant space. Individual residents obtain service on request by establishing accounts with the utility companies. Existing utility distribution lines are mostly above ground and are generally being installed above ground in connection with new development. Utility poles have been placed in some rights-of-way in locations that pose problems for effecting infrastructure improvements because the poles will have to be moved.

Needed/Desired Infrastructure

Changes in technology continue to make new types of service available to residents and businesses, often using existing infrastructure such as telephone lines. An example is improved methods of internet service. Service providers should develop and offer new services to the neighborhood as they become available.

It is preferable and desirable that utility distribution lines serving any new development be buried whenever it is “technically and economically feasible” from a reasonable and neutral perspective. The neighborhood desires to be given a voice in determining what constitutes “technical and economic feasibility.”

Utility poles should be placed within street rights of way so as to minimize their impact on the utilization of the right of way for other infrastructure needs.

Recommendations

- ◆ Establish standards for the construction and location of cell phone and similar telecommunications towers. Engage the public in the development and review of these standards.
- ◆ Establish means to provide for the installation of fiber-optic conduits with any street improvement, new subdivision or other utility work.
- ◆ Explore and establish means to provide for the underground burial of existing distribution lines over time.
- ◆ Establish standards for assessing the technical and economic feasibility of burying utility distribution lines. Engage the public in the development and review of these standards.
- ◆ Create opportunities for public input regarding the placement and location of utility poles.

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Private Utilities

Irrigation Ditches

Map 7–IRRIGATION DITCHES shows irrigation ditches that run through the neighborhood. The ditches are owned by the Orchard Homes Ditch District and the Missoula Ditch Company. Water rights and ditch easement issues are of paramount concern to many neighborhood residents who are Orchard Homes Ditch District shareholders and Missoula Ditch users. There is concern among neighborhood ditch users and shareholders about the manner in which developers are giving up water rights and "opting out" of the ditch districts. Opting out reduces the revenue base that supports maintenance of the ditches. Remaining ditch users in the neighborhood, generally long time neighborhood residents, must then assume an increasing share of the costs to maintain the ditches. There is concern that if developers continue to opt out of the ditch district and remove more and more land from the revenue base, the districts may not be able to survive.

The ditches were originally dug to provide water for crops and orchards not only in the River Road/Emma Dickinson neighborhood but also in other areas of Missoula. Because the ditches contribute greatly to the rural character of the neighborhood, residents are concerned about detrimental effects of development on the ditches and their ability to provide irrigation as originally intended. Many residents value the ditches and consider them key to the preservation of the neighborhood's rural/natural infrastructure because the ditches are essential lifelines supporting agriculture, the community garden, stands of mature trees, and wildlife/songbird habitat.

There is concern within the neighborhood regarding the impacts of development on the ditches and their ability to function as originally intended. There have been instances in which development disrupted the flow of water and shareholder access to the ditch.

Policies, Criteria, & Standards

City Subdivision Regulations require that subdivision plats describe and show the location of all ditches, including irrigation ditches (Subdivision Regulations, p. 119). Plats must also identify safety hazards including irrigation ditches (Subdivision Regulations, p 124). Notification of any affected ditch company is part of the City's agency review process that precedes a subdivision hearing.

State law generally requires that subdivisions provide easements for use and maintenance of irrigation facilities that convey water through a subdivision to other land. Internally, subdivisions must include easements for irrigation water to the new lots, unless water rights are removed through an appropriate legal or administrative process. Landowners along the ditch may not use the irrigation ditch water unless they have an established water right. Water rights are administered (but not allocated, assigned or granted) by the Montana Department of Natural Resources. Landowners are not allowed to obstruct access to the ditch for upkeep and maintenance.¹⁰

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Individual ditch company by-laws and shareholder agreements may provide other rights, duties or obligations than those set forth in local or state regulations.

Existing Infrastructure

Map 7–IRRIGATION DITCHES shows the main ditches owned by the Missoula Ditch Company and the Orchard Homes Ditch District. The map also shows some private laterals that connect to the company-owned ditches. (There may be other private laterals that connect to the company-owned ditches which are not depicted.)

Needed/Desired Infrastructure

The ditches provide water essential to neighborhood agriculture, horticulture, and habitat (collectively referred to as green infrastructure). New development sometimes impedes shareholder ability to exercise their water rights which presents a serious problem. There is a need to ensure that the ditches can continue to function and be maintained properly and safely.

Recommendations

- ◆ Assess effectiveness of, and recommend improvements to current means and processes designed to ensure that new development: (a) satisfies the requirements of state and local regulations concerning ditches; (b) addresses issues arising under the by-laws of the ditch companies; (b) does not adversely impact the ability of irrigation ditches to deliver water safely and properly; (c) permits ditches to continue to serve as essential lifelines for agriculture, horticulture, and habitat in the neighborhood; and (d) does not create new and unusual safety hazards.
- ◆ Encourage land developers to remain in the ditch districts and contribute to continued maintenance and use of the ditches to the benefit of the entire neighborhood.
- ◆ Explore possibilities for assisting residents in dealing with developers who interfere with residents' rights to access ditches and exercise their water rights.

Schools

There are two school sites in the neighborhood. The Emma Dickinson Lifelong Learning Center (formerly the Emma Dickinson Elementary School) is part of the Missoula County Public School (MCPS) system. It is used for adult education and kindergarten classes. The Learning Center is located at 310 Curtis Street, just north of Third Street. Sussex School is a private school with kindergarten through eighth grade, and is located at 1800 Second Street.

Policies, Criteria, & Standards

When the School Board closes a school, district policy is to keep the building and use it for other purposes until the Board decides that there is a need to re-open the school or good reason to dispose of the property. According to school officials, the sale or disposal

of buildings is unlikely.¹¹ Thus, the school district will probably continue to use Emma Dickinson for adult education if it is not reopened as an elementary school.

Existing Infrastructure

When Emma Dickinson Elementary School was open, the school's attendance area boundaries were Reserve, Third, and Russell Streets and the Clark Fork River — the same as those for the neighborhood planning area. Emma Dickinson School was a K-5 elementary school operating at near full capacity when it was closed in 1999. Its students were shifted primarily to Hawthorne School at Third and Hiberta Streets, across Reserve Street from the neighborhood. According to a MCPS official, a small number of neighborhood elementary students attend Franklin Elementary School at Tenth and Johnson Streets. There is concern among neighborhood residents that Hawthorne School may be overcrowded.

Needed/Desired Infrastructure

Re-opening Emma Dickinson Elementary School: Prior to its closure as an elementary school, Emma Dickinson School was regarded by many of its students and their families as a model educational environment. About 70 percent of the student population qualified as low-income. There was a much-valued racial and ethnic mix of students, and many special needs children attended the school. Children and their parents could easily and quickly walk or bike to school. The school anchored the neighborhood and served as a community hub. Residents named their neighborhood after the school in recognition of its importance to them. According to residents, closure of the school took the neighborhood by surprise and had a devastating and disheartening effect.

The neighborhood continues to value and desire a neighborhood school. Residents report that research shows that smaller, neighborhood-centered schools tend to have more parental involvement and fewer serious discipline problems. Transit time is reduced (which in turn reduces vehicle miles traveled and air pollution). The relationship between school and neighborhood is dynamic and vital.

Re-opening the school would:

- A. Make travel to school for children safer and more convenient.
- B. Attract more families with young children to the neighborhood.
- C. Facilitate family involvement in the neighborhood children's school.

Improved School Access: Improving their children's ability to get to school conveniently and safely is a major neighborhood goal. To this end better and safer bicycle and pedestrians facilities are needed in the neighborhood. Moreover, safe and convenient access to school will be improved if increasing traffic can be more evenly distributed throughout the neighborhood and not routed entirely onto River Road and Curtis, Davis, Wyoming, and Catlin Streets.

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Safe bicycle and pedestrian circulation has always been important in the neighborhood even when Emma Dickinson Elementary School was open. It is all the more important with closure of Emma Dickinson School, which is now a school bus pickup and drop-off point for a significant number of children. Children who do not take the bus to school must travel longer distances to reach Hawthorne and Franklin Schools, which are located west and south of the neighborhood, respectively, across two of the busiest streets in the city.

Ultimately, reducing the distance children have to travel to school by reopening a neighborhood elementary school could have the greatest impact on improving safe and convenient access to school.

Recreational Use of School Playground: Affecting an arrangement between the City and MCPS to allow use of the Emma Dickinson Learning Center playground for general park-related purposes is an attractive possibility. Care should be taken, however, that such an arrangement does not complicate, or interfere with the possibility of re-opening Emma Dickinson as an elementary school, which is an important goal for the neighborhood. Furthermore, now that the school is operating as an adult learning facility, parking is often filled to capacity.

School Reopening: Re-opening Emma Dickinson as an elementary school is a major neighborhood goal. Doing so would be highly desirable for all the reasons discussed above, but may require a policy shift by the school district.

MCPS officials have indicated that a decision to reopen Emma Dickinson (or any elementary school) would be based on a need for additional classroom space on a district-wide basis. MCPS officials indicate that the district currently has more than sufficient space in its elementary schools for the present student population. In addition, MCPS does not believe there will be a need for additional K-5 elementary space in the foreseeable future. District officials have stated that there is not sufficient revenue to keep all neighborhood schools open given current and projected enrollment levels.

Recommendations

- ◆ Support the concept of neighborhood schools. Work in concert with the community to establish the ways and means for the school district to adequately finance and staff and operate neighborhood schools without regard to enrollment capacities.
- ◆ The neighborhood should continue to support the reopening of the Emma Dickinson Elementary School and work with MCPS and others in public and private partnerships to explore ways of increasing funding for public education in general and the re-opening of Emma Dickinson as a K-5 school in particular.
- ◆ The neighborhood should encourage MCPS to avoid selling the Emma Dickinson School building or altering the physical facility in a manner that would preclude reopening it as an elementary school.
- ◆ Establish regular communication between the neighborhood and the school district in order to strengthen the ties between them. Encourage a joint assessment of neighborhood needs and school district resources while exploring partnerships that might prove beneficial to both parties.
- ◆ Establishing public use of the playground at the Emma Dickinson Lifelong Learning Center should not preclude, complicate, or interfere with the possibility of reopening Emma Dickinson as an elementary school.
- ◆ Recognize that until and unless Emma Dickinson is reopened as a neighborhood school it is an important asset to the neighborhood and serves a vital function to the community in its present incarnation as an adult education center.
- ◆ Support adult education and life long learning opportunities in the neighborhood and throughout the community.

Commercial and Retail Services

Street design and street connectivity, neighborhood character, neighborhood environment, zoning and neighborhood plans all influence the kind and nature of commercial businesses that exist or may locate in the neighborhood. The neighborhood desires that new businesses enhance, and not detract from, neighborhood character and environment.

Policies, Criteria, and Standards

Map 8 – AREA ZONING shows the location of commercial zones in the neighborhood. The City Zoning Ordinance lists the uses that are allowed in each zoning district. Some uses are allowed outright. Other uses are conditional uses that require Design Review Board approval following a public hearing.

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River Road/Emma Dickinson Infrastructure Plan

The Zoning Ordinance does not necessarily differentiate between specific types of business activities that may be acceptable to some people but not to others. For example, the Zoning Ordinance allows book sales or video rentals in some zones, regardless of whether the books or videos are for general audiences or are intended for “adults only.” There is one adult business in the neighborhood. There are no special regulations governing adult businesses.

In some cases, the Zoning Ordinance allows businesses that include certain activities (such as liquor consumption or gambling) that require state licensing. Opportunity for public comment is part of the licensing process. The City recently denied, on the basis of strong neighborhood opposition, a rezoning request which, if approved, would have allowed a casino license application for a location in the neighborhood.

Existing Commercial Businesses

Map 8 – AREA ZONING also shows the location of existing commercial or industrial uses in the neighborhood. The mix of uses includes convenience stores, auto-related parts and services, some gardening/fencing/landscaping businesses, a Laundromat, and a neighborhood tavern. The Good Food Store of Missoula is remodeling the former Bi-Lo market on Third Street and plans to relocate there.

Needed/Desired Infrastructure and Businesses

Area residents believe the neighborhood could benefit from additional neighborhood retail businesses and other neighborhood commercial services. Particularly desirable businesses include modestly-priced restaurants and smaller, neighborhood-friendly retail services. The neighborhood would particularly welcome commercial interests whose owners live in the neighborhood. These would contribute to neighborhood stability and ensure that the owners have an ongoing interest in the quality of neighborhood life.

While the neighborhood is not calling for an outright ban on casinos or adult businesses residents do not wish to see casinos or adult businesses in or immediately adjacent to residences, residential areas or places where children congregate. The neighborhood does not desire "big box" retail stores such as those located along North Reserve Street come into the area or to see infrastructure planning that would encourage stores and business of such a large size and scale.

The neighborhood has expressed a preference for smaller streets rather than large streets that handle greater density and volumes of traffic. The street system desired by the neighborhood is one that would distribute traffic more evenly throughout the area instead of funneling traffic onto just River Road, Davis, Curtis, Catlin, and Wyoming Streets. The neighborhood views the desired street system as one that would support and encourage the desired type and size of neighborhood businesses.

Recommendations

River Road/Emma Dickinson Infrastructure Plan

- ◆ Exercise care to design streets that support levels and scale of development consistent with the *Reserve Street Area Plan 1995 Update*.
- ◆ Encourage concerned citizens to monitor applications for casino licenses at locations within the neighborhood in order to provide comment to decision-makers.
- ◆ Exercise care in designing streets and other infrastructure to ensure that the chosen designs support the goals of this Plan and the goals and recommendations of the *Reserve Street Area Plan 1995 Update*.
- ◆ Ensure that commercial development is of a level and scale consistent with the goals and recommendations of this plan and of the *Reserve Street Area Plan 1995 Update*.
- ◆ Prevent the development of casinos and adult businesses in locations adjacent to residences, residential areas or places where children congregate. Create regulations to this effect.

Notes

¹ Missoula Municipal Code (MMC) 13.26.090 C

² E-mail from Gerry Lukasik, Engineer, Mountain Water Company, April 3, 2003.

³ There will be a new fire code adopted probably in 2004. It is possible that some small changes may occur regarding hydrant, flow or duration. In other words, the Fire Department utilizes the most recently adopted fire code. E-mail from Bob Rajala, Fire Marshal, Missoula Fire Department, to Dave Prescott, March 27, 2003.

⁴ E-mail from Bob Rajala to Dave Prescott, February 26, 2003.

⁵ E-mail from Gerry Lukasik, April 3, 2003.

⁶ Telephone conversation with Bob Rajala, April 15, 2003

⁷ International Dark Sky Association: <http://www.darksky.org> has extensive information regarding light pollution, light trespass and lighting that provides for safety while also protecting dark night skies in a cost-and-energy efficient manner. References to lighting codes in various communities can be found and Lighting Codes from the cities of Tempe, AZ and the County of San Diego can be downloaded.

⁸ Website at <http://www.iesna.org>

⁹ On February 24, 2003, a Qwest representative ran a "loop qualification" test on six phone number from within the neighborhood. The Qwest representative stated that each number passed "loop qualification" test for DSL service. A Blackfoot Telephone representative told Dave Prescott of OPG that Blackfoot DSL service "should" be available to locations in the neighborhood, based on their proximity to Coca-Cola and the new Good Food Store.

¹⁰ See, generally, Montana Code Annotated Title 85, Chapter 6 and also Title 76, Chapter, 3, Section 504.

¹¹ Telephone interview with Gary Botchek, Director of Operations and Maintenance, Missoula County Public Schools, March 24, 2003.