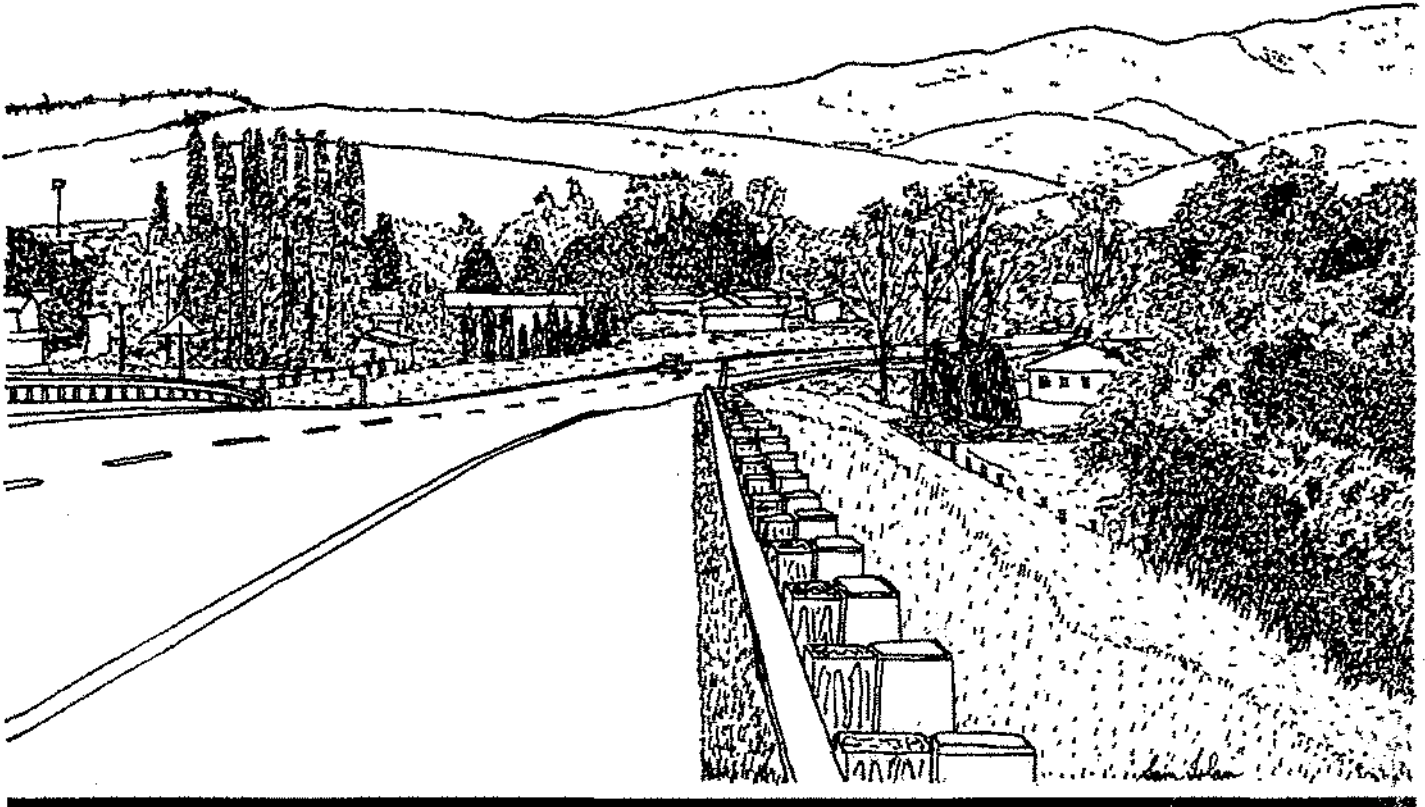


# RESERVE STREET AREA PLAN 1995 UPDATE

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Original Document:  
Missoula City Council adoption:

October 1980  
July 1995

Prepared jointly by the  
Reserve Street Citizens Planning and Zoning Committee  
and the  
Missoula Office of Planning and Grants

A RESOLUTION TO ADOPT THE 1995 UPDATE OF THE RESERVE STREET AREA PLAN AS AN AMENDMENT TO THE MISSOULA URBAN COMPREHENSIVE PLAN.

WHEREAS, 76-1-604 M.C.A. authorizes the City Council to adopt and amend comprehensive plans; and

WHEREAS, the City Council did adopt a comprehensive plan for the urban area in 1961; and

WHEREAS, the City Council has updated this comprehensive plan in 1968, 1975, and 1990 and has amended parts of it by adopting subarea and neighborhood plans; and

WHEREAS, the 1995 Update of the Reserve Street Area Plan was drafted through a public planning process conducted jointly by the Reserve Street Citizens Planning and Zoning Committee and the Missoula Office of Community Development; and

WHEREAS, the 1995 Update of the Reserve Street Area Plan was reviewed at three public hearings, dated 11/15/94, 12/12/94, and 6/19/95; and

WHEREAS, the Missoula Consolidated Planning Board recommended adoption of the 1995 Update of the Reserve Street Area Plan; and

WHEREAS, on June 19, 1995, the City Council passed a resolution of intent to adopt the 1995 Update of the Reserve Street Area Plan; and

WHEREAS, the City intends to apply the Plan to lands located within the jurisdictional limits of the City of Missoula and additional areas as they are annexed into the City of Missoula;

NOW, THEREFORE, BE IT RESOLVED that the Missoula City Council hereby adopts the 1995 Update of the Reserve Street Area Plan, in its final draft form, a copy of which is available in the Missoula Office of Community Development.

BE IT FURTHER RESOLVED that:

This Plan Update is an amendment to the Missoula Urban Comprehensive Plan. It is a policy document intended to provide the City and other agencies and districts with a coordinated guide for change over time. When making decisions based on the Plan, not all of the goals and implementation proposals can be met to the same degree in every instance. Use of the Plan requires a balancing of its various components on a case-by-case basis, as well as a selection of those goals and implementation proposals most pertinent to the issue at hand.

The common theme of all the goals and implementation proposals is acceptance of them as suitable approaches toward problem-solving and goal realization. Other valid approaches may exist and may at any time be used. Adoption of the Plan Update does not necessarily commit the City to immediately carry out each policy to the letter, but does put the City on record as having recognized the desirability of the goals and implementation proposals and the decisions or actions they imply. The City can then begin to carry out the goals and implementation proposals to the best of its ability, given sufficient time and resources.

PASSED AND ADOPTED this 10th day of July, 1995.

ATTEST:

APPROVED:

/s/ Martha L. Baker  
Martha L. Baker  
City Clerk

/s/ Daniel Kemmis  
Daniel Kemmis  
Mayor

(SEAL)

# TABLE OF CONTENTS

INTRODUCTION . . . . .	1
CHAPTER I.        BACKGROUND . . . . .	2
CHAPTER II.      PROFILE OF THE AREA . . . . .	5
CHAPTER III.     GOALS FOR THE AREA . . . . .	8
CHAPTER IV.     LAND USE RECOMMENDATIONS . . . . .	11
CHAPTER V.      ADDITIONAL RECOMMENDATIONS FOR ACTION . . . . .	13
APPENDIX . . . . .	16

# **INTRODUCTION**

## **A. Purpose**

This Plan amends the Missoula Urban Comprehensive Plan and specifically updates the 1980 Reserve Street Area Plan. The document provides:

- A more current profile of the Reserve Street area;
- A clearer and more complete set of goals for the future of the area;
- A pattern of recommended land uses; and
- An additional set of suggested actions for both initiating and managing change.

It is hoped that this Plan will be a useful decision-making guide for City and County officials, other public agencies and districts, and the residents and business people of the Reserve Street area.

This 1994 Update of the Reserve Street Area Plan is a policy document, primarily intended to provide the City and County of Missoula with a coordinated guide for change over the next 5 to 10 years. When making decisions based on the Plan, not all of the goals and recommended actions can be met to the same degree in every instance. Use of the Plan requires a balancing of its various components on a case-by-case basis, as well as a selection of those goals and recommendations most pertinent to the issue at hand.

The Plan's goals and recommended actions represent suitable strategies for addressing current and future issues, although other valid approaches may exist and may at any time be used. Adoption of the Plan does not necessarily commit the City and County governments to immediately carry out each recommendation to the letter, but it does put City and County officials on record as having recognized the desirability of the goals and recommendations and the decisions or actions they imply. The City and County of Missoula can then begin to carry out the goals and recommended actions to the best of its ability, given sufficient time and resources.

A review and update of this plan document should occur within five years, or sooner if circumstances warrant.

## **B. Planning Area**

Map A depicts the Reserve Street planning area of approximately 1,500 acres. It is a bit larger than the Reserve Street annexation study area, which includes only those lands that in 1991 were targeted for City annexation. The Reserve Street Planning Area takes in the previously annexed commercial properties along Reserve Street, Third Street West, and South Avenue. The Reserve Street Planning Area also encompasses the industrial property located in the County along the south shore of the Clark Fork River, and the Franklin Park area which falls within City jurisdiction. Approximately 3,000 households and more than 100 businesses are located in the neighborhoods and along the main transportation corridors of the planning area.

# **CHAPTER I: BACKGROUND**

## **A. Reserve Street Reconstruction**

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## **A. Reserve Street Reconstruction**

During the 70's, the Montana Department of Transportation scheduled a major Reserve Street reconstruction project to begin sometime between 1985 and 1990. The street widening project would extend from Highway 93 South to Third Street. The two-lane stretch would be widened to four lanes. By 1980, it was generally acknowledged that the upcoming street reconstruction would significantly impact the neighborhoods immediately adjacent to Reserve Street. The Missoula City-County Planning Board, Board of County Commissioners, City Council, Reserve Street area citizens, and Missoula Office of Community Development prepared a Reserve Street Area Plan in order to address the anticipated impacts.

The Reserve Street Area Plan focussed primarily upon the linear corridor of Reserve Street itself and lands bordering this "strip". A Special District #2 zoning district was enacted to guide the predicted transition to more commercial development along the corridor and denser residential development in the adjacent neighborhoods. SD #2 was designed to discourage the aesthetic and functional pitfalls of strip commercial development and, instead, foster a healthy mix of residential and light commercial activities along the heavily traveled roadway.

## **B. Commercial Corridor Annexations; Prospect of Further Annexation**

In 1980, the Reserve Street area was under Missoula County jurisdiction. During the Reserve Street Area planning process, residents expressed concern about future annexation. In the late 80's, City officials began developing a plan to annex the Reserve Street area, from 27th Street and Grove Street on the west side to the City limits on the east side, and from Old Highway 93 at the south end to the Clark Fork River at the north end. In 1990, the City completed its first significant annexation of Reserve Street properties. The City annexed Reserve Street right-of-way and the commercial properties located on the east side of Reserve Street, generally from Old Highway 93 north to Central Avenue. In early 1994, the City annexed additional right-of-way and those properties (primarily commercial) fronting on Reserve Street on both sides, north to Third Street. 1994 became the target year for annexation of the remaining lands within the Reserve Street area. The manner and terms of annexation have been the focus of extensive negotiations between City officials and area residents. These negotiations continue.

## **C. Recent Residential and Commercial Developments**

Changes have come to the Reserve Street area, as the 1980 Reserve Street Area Plan correctly anticipated. Since completion of the Reserve Street reconstruction project, much commercial and residential development has occurred within a complex set of City and County land use regulations. "Exceptions" of various types (e.g., variances, special exceptions, planned variations) have been made in order to accommodate property owner plans and project feasibility issues. Neighbors have voiced their concerns regarding traffic, loss of rural character and open space, and higher service costs; these concerns have been dealt with to varying degrees, on a project-by-project basis.

## **D. Three Comprehensive Plans in Effect; Multiple Zoning Districts**

Three community comprehensive plan documents make land use recommendations pertaining to portions of the Reserve Street area. The 1975 Urban Comprehensive Plan, the 1980 Reserve Street Area Plan, and the 1990 Update of the Urban Comprehensive Plan together offer a composite guide for how land development and conservation in the area should evolve. Unfortunately, these plans do not always work well together. Desired locations and types of commercial and industrial activity were identified in the 1990 Update of the Urban Comprehensive Plan; yet, recommended densities and configurations of the residential neighborhoods were not addressed. These areas continue to be represented in part by land uses proposed in 1980, in part by those suggested back in 1975. Similarly, although the 1990 community planning process dealt with the Clark Fork River-related open space feature of the Reserve Street area, the internal greenway system proposed back in 1975 and again in 1980 seems to have been dropped in 1990 without explanation. This separate treatment of commercial and industrial areas, residential areas, and open space features of the Reserve Street area made it unlikely that the overall suggested land use pattern could

be one which smoothly integrates a variety of land uses.

Zoning is in place for much, but not all, of the Reserve Street area (See Map B). Where lands are unzoned, a "hodgepodge" of land uses has evolved. Incompatible activities have located next to one another (e.g., heavy commercial or industrial uses immediately adjacent to residential development without any buffering in between). Other portions of the Reserve Street area are zoned for higher densities than what has been prescribed in either the 1980 or 1975 community plans; in such locations, the potential exists for new, substantially denser development to become wedged in amidst existing lower density residential areas without sufficient design provisions to maintain neighborhood character and alleviate traffic and noise impacts.

The planning and zoning situation of the Reserve Street Area illustrates how difficult yet important it is to keep a community plan and its associated land use regulations current for the many different areas and systems they are meant to cover. The preparation of this Plan Update has provided local officials and citizens the opportunity to formulate a more coherent land development and conservation plan and zoning pattern for a major portion of the Reserve Street corridor and several neighborhoods adjacent to it.

## **E. Planning Process**

In March of 1993, City officials invited Reserve Street area citizens to participate in a planning and zoning process for their neighborhoods, in conjunction with the City's own annexation study and preparations. The Reserve Street Citizens Planning and Zoning Committee (See Appendix for Committee roster) was formed with two tasks in mind: (1) develop a proposed Comprehensive Plan amendment for the Reserve Street area; and (2) develop a City zoning proposal for the lands targeted for annexation. The Committee worked well over a year, in cooperation with the Missoula Office of Planning and Grants (OPG), to fulfill its mission. The challenge has been not to "start from scratch" in preparing plans and zoning for the area. Rather, the Committee has:

- Built upon the still-relevant portions of Missoula's 1975-1980-1990 community planning efforts and the Reserve Street area's existing zoning pattern;
- Looked carefully at the existing pattern of land use and development within and adjacent to the planning area;
- Recognized the range of current community wide development goals, issues, and opportunities;
- Identified current neighborhood goals, issues, and opportunities; and
- Combined the above-four considerations into a coherent strategy for enabling the area to change on the one hand, yet retain its valued characteristics on the other.

Highlights of the joint Committee-OPG planning effort are:

- Spring-Fall of 1993  
  
Identification of citizen concerns and information needs. Educational sessions with state and local agency staff involved in Reserve Street reconstruction project and other neighborhood planning and development issues.
- Fall of 1993 - Spring of 1994  
  
Development of an interim Special District #2 zoning proposal to accompany the City's 1994 annexation of the Reserve Street right-of-way and corridor properties.
- Spring-Fall of 1994

**Inventory of neighborhoods in planning area. Goal-setting session including members of other Reserve Street citizen committees. Open houses to solicit suggestions and feedback on preliminary land use recommendations. Preparation of Comprehensive Plan amendment proposal (this document) and City zoning proposal.**



## **CHAPTER II: PROFILE OF THE AREA**

### **A. Physical and Socioeconomic Characteristics of Planning Area**

In 1991, the City of Missoula contracted with Land and Water Consulting, Inc. to conduct an extensive inventory of the Reserve Street annexation study area. This work included a thorough technical study of the area's physical and socioeconomic characteristics and also an evaluation of its need for services (e.g., police, fire, sewer, parks, etc.). This Plan Update references Land and Water Consulting, Inc.'s August, 1992 *Reserve Street Corridor Area Profile Report* and October, 1992 *Reserve Street Area Preliminary Service Plan*. These reports may be reviewed at OCD or in the Missoula Public Works Department, both located at City Hall.

### **B. Supplemental Information from Service Agencies**

In the course of this Plan Update preparation, additional service information was solicited from several City and County agencies. OPG sponsored an interagency work session in August, 1994, in an effort to obtain the most current assessments of need from both City and County departments. This more recent information is provided in the Appendix, as a supplement to the wealth of data and information provided in the 1992 Land and Water Consulting, Inc. reports.

### **C. Neighborhood Inventory Conducted by Citizens Committee**

In July-August, 1994, the Reserve Street Citizens Planning and Zoning Committee conducted an inventory of the various neighborhoods in the planning area. The canvas was an informal sampling, intended to: (1) identify key elements of neighborhood character in different parts of the area; and (2) give approximately 50 households an opportunity to express what they like and dislike about their neighborhood, and what they would like to see in the future.

The inventory sheet which guided Committee members during their inventory work is provided in the Appendix. Inventory findings are summarized below.

- As a whole, the planning area contains many different types of land use and development:
  - A housing stock of old and new homes, single-family units and duplexes and apartments, well-maintained properties to substandard homes and messy yards, large parcels and small lots, stick-built structures and individual mobile homes and mobile home parks.
  - A variety of light and heavier commercial activities.
  - One park and several schools and churches.
- Two areas are predominantly large-lot, single-family residential neighborhoods:
  - West of Reserve Street from the Clark Fork River south to South Avenue; and
  - East of Reserve Street and west of Johnson Avenue, from the Clark Fork River south to 3rd Street.
  - In many respects, these areas exhibit a rural character. Large gardens, horses and other livestock, and parcels of one or more acres are common.

- A number of concerns were expressed:
  - Many individual mobile homes are in poor condition, and some mobile home parks in the area are not well-maintained. Many objections to trailers in general were voiced.
  - A number of properties are rundown. Many of these are rentals. Junk vehicles and garbage are strewn about. Some blocks need redevelopment, although our ability to do this well and still provide affordable housing is questionable. The area may already have too many rental properties.
  - There is a disorderliness of land uses and a haphazard quality to much of the development in the area. Continuity between streets and compatibility amongst land uses are lacking.
  - Some of the heavier commercial activities in the area cause noise and traffic problems for the residential neighborhoods. Light commercial activities in or adjacent to residential areas do not seem to be a problem.
  - The bottleneck caused by the two-lane bridge along Reserve Street results in greater traffic along River Road and Davis Street.
  - In areas currently zoned C-R2 (south of 3rd Street), the possibility that property owners could construct buildings up to 70 feet tall is objectionable. The allowable density of 16 units per acre was not an expressed concern.
  - In areas currently zoned C-RR3 (west of Reserve Street; also, east of Reserve Street, north of South 3rd Street West), the way new developments are able to get around the 4-per-acre density maximum is objectionable. People want to retain the single-family, low-density character of their area. They are concerned about losing the peace and quiet, the openness, and the friendly and picturesque qualities of their neighborhoods. The historic role of Orchard Homes as the gardening, rural area of Missoula is vanishing.
  - Many property owners in the unzoned areas do not want any zoning. People who have property that is for sale and/or ripe for development are interested in being able to do with it what they want, with few regulations attached.
  - Traffic circulation is a problem in many respects. For example: (1) There are not enough through streets. Consequently, additional development tremendously affects people who live along the existing through streets; (2) As more development occurs, neighborhood streets that used to be quiet are becoming noisy and overloaded; (3) Dead-end streets (including cul-de-sacs) make it difficult for people to move through neighborhoods, whether on foot, on bicycle, or in cars; and (4) Traffic moves too quickly along Eaton Street and Central Street.
  - The areas of higher-density townhouses and apartments feel overcrowded, with insufficient open space and traffic congestion.
  - Although more parks and open space should be designated, it will be difficult to accomplish because of current development pressures and great interest in high-density housing.
- Residents made a number of suggestions for addressing problems and taking advantage of future development and redevelopment opportunities. These included:
  - Eliminate the remaining residential district zoning along the Reserve Street corridor .
  - Use zoning to help make co-existing commercial and residential uses more compatible.
  - Keep the low density zoning in the more rural neighborhoods of the planning area.

- Limit building heights throughout the area to 30 feet (from highest point to lowest point).
- Honor zoning where it exists. Do not make a practice of granting exceptions or variances.
- Preserve and improve Franklin Park . Create more parks and play areas.
- Improve and designate a few more "through" streets. Also, improve some "feeder" streets to accommodate the increased traffic, but such improvements should be paid for by the developers of new housing projects. Curtis Street, for example, needs improvement to handle school traffic safely (not only cars, but also school children walking and biking).

# CHAPTER III: GOALS FOR THE AREA

## A. Community Wide Goals, Issues, and Opportunities

The 1990 Update of the Missoula Urban Comprehensive Plan offers an extensive set of goals and objectives for the Missoula Urban Area. The Reserve Street planning area is a part of this larger urban area and, as such, its plan for future land development and conservation must be consistent with the larger planning framework. Accordingly, the 1990 Plan goals have served as an overall guide in the preparation of this document.

The need to strategically manage growth is perhaps the number one planning and development issue confronting local officials and citizens of Missoula County today. Included in the Appendix is a themes statement recently drafted by representatives of City and County governments, the Missoula Chamber of Commerce, and the Missoula Neighborhood Network as they prepare for a County-wide growth management process. The themes statement anticipates continued growth and identifies the need for a careful, ongoing effort to maintain the quality of life for future generations. This effort will require coordinated attention to a variety of issues, including natural resource protection, community-building and people's overall sense of security and well-being, parks and other open spaces, housing opportunities, job and business development opportunities, and strategic improvements in our intricate system of physical and cultural services (e.g., sewer, water, police and fire, schools, etc.).

## B. Area-Specific Goals

In addition to community-wide goals, issues, and opportunities, the Plan Update's recommendations draw heavily from a set of area-specific goals. These Reserve Street area goals developed out of a citizen-based goal-setting process sponsored by the Planning and Zoning Committee in August of 1994. The goals are outlined below. While they acknowledge that some change should and will occur throughout the Planning Area, they also place a high priority on maintaining the distinctive and diverse character of the various neighborhoods in the area.

- **Preserve the rural character which exists in parts of the planning area.**

A primary way to achieve this goal is through low-density zoning in those neighborhoods which currently have a rural or semi-rural character (e.g., in certain designated neighborhoods, no new lots smaller than ¼-acre; or, a density limitation of four units per acre).

- **Improve the overall appearance of neighborhoods where housing is substandard and properties are not kept up.**

Several ways to achieve this goal:

- As a part of City-County growth management effort, work to eliminate blighted areas.
- Get rid of junk, garbage, weeds, loud music (in part, through stepped-up enforcement).
- Require that dilapidated trailers be upgraded (perhaps at time of sale, and/or through stepped-up enforcement).
- Expand control over mobile home courts, including requirements for sewer, paved streets, and dust control.

- **Create park, trail, and other open space opportunities.**

Several ways to achieve this goal:

- Extend the riverfront park system, with developed jogging trails, bike paths, and parks. Establish river access points.
- Create corridors of greenery and pathways throughout the area, as opportunities to walk and enjoy the scenery.
- Develop an additional park at a location between McLeod, Franklin, and Fort Missoula parks.
- **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).**

Ways to achieve this goal:

- Support the local schools by maintaining the various neighborhoods as good areas for residential living.
- Actively preserve the remaining historic areas (e.g., the agricultural "pockets" in Orchard Home Tracts), perhaps through tax and other incentives.
- Locate multi-family housing as a buffer between commercial activity and single-family housing.
- Do not concentrate multi-family housing in one neighborhood; distribute it at different locations throughout the area.
- Avoid any further expansion of the Reserve Street corridor. Do not create a continuous "strip" of commercial zoning from Brooks Street to Mullan Road; also, do not increase the corridor right-of-way beyond its current size.
- **As a primary tool to accomplish the above goals, provide adequate infrastructure (e.g., sewer, water, streets) throughout the planning area.**

Basic assumption: Clean air and water are vital to the overall quality of life in the Missoula Valley.

What needs attention here:

- Hook up all buildings to sewer.
- Find additional opportunities to make "through" streets, with adequate width, curb/gutter, and construction base to accommodate heavier traffic.
- However, also limit "through" streets as a way to keep down traffic through residential neighborhoods.
- Improve the circulation system throughout the area (e.g., so that residents have easy and safe access to schools). Limit the use of cul-de-sacs, where no possible connections are provided.
- Install complete infrastructure systems throughout the planning area, so it is there when you need it.
- Install street lights throughout the area to promote traffic safety and deter crime.
- **Limit the types and locations of commercial activity.**

Ways to achieve this goal:

- ☐ Restrict commercial activity to three traffic corridors: Reserve Street, South 3rd West Avenue, and South Avenue.
- ☐ Group commercial activities together along these corridors; provide adequate space between commercial and residential land uses.
- ☐ Confine heavy commercial activity along Reserve Street to areas south of South Avenue and north of Mullan Road.
- **Have a government that represents the area and its needs.**

A primary way to achieve this goal is to consider annexation only at the appropriate time. (*Note: "appropriate" is undefined*).

## **CHAPTER IV: LAND USE RECOMMENDATIONS**

### **A. Opportunities to Maintain Existing Diversity, Protect Character of Certain Areas, and Promote Redevelopment of Certain Areas**

Map C illustrates the recommended land use pattern for the Reserve Street planning area. This pattern is meant to guide not only the development, infrastructure, and land conservation decisions of local officials, but also the investment decisions of private property owners. The primary purpose of this pattern is to maintain the best of the area's diverse character. Where compatibility amongst different activities is questionable, the land use recommendations call for the development and application of design standards to address how different land uses can co-exist without one detracting from the other. The most effective way of achieving the land development and conservation pattern depicted in Map C and described below is to translate these recommendations immediately into a set of adopted zoning regulations for the planning area.

### **B. Residential**

The recommended land use pattern provides for a wide range of residential land uses in the area. The proposed housing plan for the Reserve Street planning area has five key features: types of housing, density of housing, quality and design of housing, need for neighborhood services such as parks, other open spaces, and small-scale commercial services, as well as availability and condition of infrastructure.

This Plan accommodates all types of housing, from one-unit detached to multi-unit attached. Some neighborhoods in the planning area are limited to lower density housing (e.g., up to four dwelling units per acre), in light of their current suburban and semi-rural character, which this Plan fully respects and seeks to maintain. Opportunities for clustered development may be promoted, not as a way to increase density in future years, but as a means of retaining open spaces of significant size.

Other neighborhoods in the planning area have for years accommodated much denser development, or they have been slated to absorb additional development. These neighborhoods are seen as ones which should invite new investment and reinvestment at urban-level densities (e.g., 8-12-16 dwelling units per acre). Where densities may exceed 12 units per acre, special neighborhood compatibility standards (e.g., sidewalks, proximity to transit, additional landscaping, parks and open space) can help to fit the denser developments more smoothly into the existing neighborhoods. An additional design recommendation pertains to building heights: housing structures should not exceed 30 feet in height, from lowest point to highest point. In all cases, the quality of home construction should be at or above local building standards, whether the structure is built on-site or manufactured off-site.

Additional parks, trails, and other open spaces to serve existing and future residents of the Reserve Street planning area are needed, according to both the City Parks and Recreation Department and area citizens. This Plan recommends three additional neighborhood parks, one in the vicinity of Emma Dickinson School, one in the area of Kensington Avenue and Margaret Street, and one in the triangle-shaped neighborhood south of South Avenue. In addition, this Plan reaffirms the 1975 and 1990 Urban Comprehensive Plan designations of the industrial property along the Clark Fork River as best suited, in the long run, for parks and open space. These designations recognize the community-wide benefits of extending the downtown riverfront park system and restoring the Clark Fork River riparian area in this vicinity.

The housing-related land use recommendations also recognize the benefits of having residential storage facilities available to serve the neighborhoods of the planning area. Several residential mini-warehouses already operate in the more densely developed areas. Such establishments are considered appropriate in the denser residential neighborhoods, as long as they also meet a set of design and operating standards to help maintain the livability of the area.

The value of convenient neighborhood commercial services has also been considered. The commercial corridors of Reserve Street, South 3rd Street West, and South Avenue should provide ample opportunity for such goods and services, together with a small neighborhood commercial zoning district already in place in the vicinity of South 14th West Avenue and Johnson Street.

Finally, infrastructure improvements are needed to serve the residential areas in a more efficient and environmentally sound manner. Plans and initiatives for sewer extensions, water system improvements, and street improvements are in process. The greatest challenge, in this regard, is to develop an infrastructure upgrade program which is affordable to area property owners.

## **C. Commercial and Industrial**

The planning area presently contains five well-established areas of business activity: the Reserve Street, South 3rd Street West, and South Avenue corridors, and the heavy commercial and industrial activities at two locations: north of South 3rd Street West and east of Curtis Street, and north of South Avenue along Johnson Street. The recommended land uses depicted in Map C represent a seven-part strategy for how the Reserve Street planning area can help address the economic development needs of the larger Missoula community and, at the same time, keep the area liveable:

1. Target the three main arterials, the Southgate Mall area (east of railroad tracks) and the properties east of Catlin Street and north of South 3rd Street West as areas where additional commercial development should go.
2. Limit the extension of the Reserve Street commercial corridor to a commercial "node" at the intersection of River Road and Reserve Street- the only Reserve Street access point allowed by the Montana Department of Transportation between South 3rd Street West and the Clark Fork River.
3. Encourage new commercial development along the three transportation corridors to be of light intensity (e.g., professional office buildings) except at the south end of Reserve Street. Institute a set of design standards to help avoid conflicts between commercial and nearby residential land uses.
4. Discourage new commercial or industrial development from locating in the established residential neighborhoods.
5. Encourage the scattered-site heavy commercial and industrial facilities which exist in the midst of predominantly residential neighborhoods (either in violation of zoning or in the absence of zoning) to relocate to designated commercial and industrial areas of the community. Do not allow the expansion and reconstruction of such facilities (in the event of major structural damage) at their present locations.
6. Allow the existing heavy commercial and industrial areas in the northeast corner of the planning area to remain, but with land area limitations and neighborhood compatibility design standards instituted to guide future facility reconstructions and expansions.
7. Limit the existing heavy commercial and industrial district along Johnson Street, north of South Avenue.



# CHAPTER V: ADDITIONAL RECOMMENDATIONS FOR ACTION

In addition to making recommendations for future land use, this Plan proposes that several additional steps be taken to advance the stated goals for the planning area as well as the goals for the larger Missoula community. In many cases, the recommendations outlined below will require the City and County governments' commitment of time and resources. In several cases, citizen-based efforts and property owner initiative can effectively address the particular issue.

## A. Circulation

Circulation within and through the Reserve Street planning area warrants some special attention. Moving from Point A to Point B, whether by car, on bicycle, or on foot, often requires going a circuitous route to find a "through" street and avoid the many cul-de-sacs in the area. Not all the streets are paved, sidewalks are nonexistent in much of the area, and off-street trails are few and informal.

### **Recommendation**

Prepare and implement an areawide circulation plan which will:

- Identify opportunities for more "through" streets.
- Identify opportunities for keeping non-local traffic out of neighborhoods.
- Evaluate the condition of neighborhood streets, and identify needed improvements.
- Evaluate where street lighting is needed for illumination.
- Evaluate where stop signs are needed.
- Develop bicycle trails.
- Construct additional sidewalks where warranted for safety reasons.
- Include street and trail projects in the City's and County's capital improvement programs and in the City-County transportation funding program.

## B. Appearance

Portions of the planning area contain substandard housing and neglected property. These situations of neighborhood blight also warrant some special attention.

### **Recommendation**

Prepare and implement a neighborhood improvement program which will:

- Offer incentives to property owners for property maintenance and re-investment (e.g., a yard clean-up campaign, Community Development Block Grant housing rehabilitation loan program).
- Step up the enforcement of local building, zoning, and community decay ordinances which pertain to property maintenance and land use activities.

## **C. Additional Open Space, Recreation, and Aesthetic Opportunities**

Chapter IV, Land Use Recommendations, has identified the needs for additional neighborhood parks and an extended riverfront park system. Although such targeted efforts will significantly maintain and enhance the liveability of the planning area, attention should be given to a broader open space, recreation, and aesthetics effort.

### **Recommendation**

Design and carry out an areawide greenway system that will include:

- One or more trail connections between the Reserve Street planning area and the riverfront.
- A system of greenway corridors throughout the planning area. Such corridors may take the form of boulevard landscaping, tree plantings, trail linkages between residential cul-de-sacs, safely maintained irrigation ditches, "pocket parks", "pocket pastures", and community gardens.

With increasing business and residential subdivision activity comes the conversion of open land to structures and parking facilities. Attractive development of the Reserve Street planning area is important to both area residents and the Missoula community as a whole.

### **Recommendation**

Resume the "gateways" landscaping project initiated by Missoula County officials in 1993. Design and carry out an aggressive landscaping plan for the three commercial corridors of Reserve Street, South 3rd Street West, and South Avenue. And, encourage extensive landscaping of other established commercial and industrial centers in the planning area.

## **D. Other Infrastructure Improvements**

The desirability of extending sewer through much of the planning area is well recognized by local officials and many area citizens. Water system improvements are needed in some neighborhoods, particularly where fire flows are deficient. Residents have concerns that, although such improvements may be desperately needed in certain areas and desirable options in others, their ability to pay for these services is very limited. In direct response to expressed citizen interest in a sewer extension program, City officials have begun to develop a financing strategy for those neighborhoods of the City which remain unsewered.

### **Recommendation**

Pursue all reasonable funding sources to design and carry out an affordable plan for sewer and water service throughout the area.

## **E. Historic Preservation**

Much of the Reserve Street Planning Area retains a semi-rural character reminiscent of the days when the Orchard Home Tracts were widely recognized as the agricultural outskirts of town. As urbanization of the Missoula Valley continues, the opportunities to preserve our historic resources become fewer but more significant.

### **Recommendation**

Develop and implement strategies for maintaining "pockets" of the area's rural flavor and historic character. In particular, recognize the Benson's Farm as a community landmark of cultural significance and work with the Benson family to help them maintain their property as a viable farm.

## **F. Political Representation and Public Involvement**

Participation in community affairs is a powerful tool by which Reserve Street planning area citizens can influence the character of growth and change in their residential neighborhoods and commercial districts.

### **Recommendation**

Promote an active level of political representation and public involvement, including:

- Ward redistricting, upon annexation, to ensure area representation on the City Council.
- Area representation on City and City-County Boards.
- Participation in neighborhood organizations by both area residents and business people.
- Continued City and County support of neighborhood planning efforts.
- Active participation in the City-County growth management process.

# APPENDIX

1. Roster of the Reserve Street Citizens Planning and Zoning Committee.
2. 8/30/94 City-County Agency Work Session.
3. Neighborhood Inventory Sheet.
4. Goals from 1990 Update, Missoula Urban Comprehensive Plan.
5. *Planning for Growth in Missoula County* Working Document, 9/9/94.

# **RESERVE STREET AREA CITIZENS PLANNING AND ZONING COMMITTEE**

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# 8/30/94 CITY-COUNTY AGENCY WORK SESSION

## Reserve Street Planning and Zoning Project

**Participants:** Joe Aldegarie, Director, City Public Works Dept.  
Jim Van Fossen, Director, City Parks and Recreation Dept.  
Doug Harrison and Gerry Lukasik, Mountain Water Co.  
Chuck Wright, County Surveyor's Office  
Doris Fischer, Bud Hettich, and (briefly) Mark Landkammer, Office of Planning and Grants  
Don Stinger, Co-Chair, Reserve Street Citizens Planning and Zoning Committee

### Identified Service and Development Issues:

- Sewer

Much discussed already, no need to elaborate.

- Transportation

South 3rd Street West and South Avenue need to be widened, with attention to pedestrians and bicyclist needs. Neither road reconstruction project is scheduled yet. Development has occurred close to and sometimes in the road right-of-way. There are several instances of parking areas being located in right-of-way. Where road improvements are planned, such projects will involve land purchase.

Extending 5th and 6th Streets so that they connect Russell Street and Reserve Street has been identified through the Brooks/South Russell intersection project as a potential roadway improvement that would take pressure off of the busy intersection.

Sidewalks and trails are needed throughout the area. Also, boulevards with trees.

Given the need for sidewalks and bicycle paths, we should hold onto our 80' street widths and not vacate down to 60'.

- Parks and Trees

At least two more neighborhood parks are needed. Currently, only Franklin Park directly serves this area. The trees located in the R-O-W will become the City's responsibility upon annexation. A tree inventory will have to be made. There will need to be tree removal, as well as tree plantings.

There is a landscaping plan for the west side of Reserve Street from Brooks Street up to South 3rd Street West, but not for the east side.

- Water

Mountain Water and Missoula Water Works (formerly, Valley West) serve this area. The distribution system for east of Reserve Street is pretty well in place, but tie-ins to west of Reserve Street are

needed.

Many properties continue to use private wells, and several small community systems are in place. There is little incentive to hook onto the larger distribution system. The combination of individual wells and small community wells presents a threat to Missoula's sole-source aquifer. And, fire flows are insufficient in much of the area.

Mountain Water is looking at the area south of Monroe Street as a potential well site.

The Public Service Commission will not approve rate increases for water projects that extend water mains into areas of anticipated development. This means that water system improvements generally happen very incrementally [development project-by-development project, rather than areawide].

**Future View of the Area, 10 to 15 years from now:**

- Arterial streets are wide enough to handle the bulk of the traffic, so that neighborhood streets are not overburdened. Less traveled streets are narrower, although R-O-W is adequate for pedestrian and bicycle needs.
- The full range of infrastructure is in place to serve the development density.
- Different types of land uses occur in clusters, and in an orderly pattern.
- The hodgepodge of water systems no longer exists.
- Developers are no longer considered "the bad guys".

# NEIGHBORHOOD INVENTORY SHEET

AREA \_\_\_\_\_

CURRENT ZONING \_\_\_\_\_

POSITIVE ASPECTS OF CURRENT ZONING:

NEGATIVE ASPECTS OF CURRENT ZONING:

DESCRIPTION OF NEIGHBORHOOD:

- POSITIVE FEATURES TO BE PRESERVED, ENHANCED:

- PROBLEMS/NEEDED IMPROVEMENTS:

- OPPORTUNITIES FOR NEW DEVELOPMENT OR REDEVELOPMENT:



**OPPORTUNITIES FOR PARKS/OPEN SPACE/TRAILS:**

**HOW THIS NEIGHBORHOOD RELATES TO LARGER MISSOULA COMMUNITY:**

**ADDITIONAL INFORMATION ABOUT THIS NEIGHBORHOOD/SUB-AREA:**

\* \* \* \* \*

● **Completed by:**

Name \_\_\_\_\_

Address \_\_\_\_\_

Telephone \_\_\_\_\_

# 1990 URBAN COMPREHENSIVE PLAN UPDATE

## GOALS & OBJECTIVES

### CHAPTER 1: THE URBAN AREA POPULATION

The following goals are proposed based on the information contained in this chapter:

- *Assist individuals public agencies and community organizations in obtaining and using 1990 census information.*
- *Amend and expand this chapter upon receipt of the 1990 Census data.*

### CHAPTER 2: HOUSING THE URBAN AREA POPULATION

The following goals are recommended based upon the economic information provided in this chapter:

- *Examine the feasibility and implications of property tax incentives to encourage housing rehabilitation.*
- *Establish a central clearinghouse for all information relating to housing programs funded by state, local and federal agencies. Establish a Housing Assistance Office utilizing volunteer and existing city or county personnel to provide legal, architectural and financial formation to low and moderate income households.*
- *Encourage residential development to promote different types of housing that provide for a mixture of households of varied ages, incomes and backgrounds.*
- *Encourage high density residential development in select areas of the community*
- *Amend and expand this chapter upon receipt of 1990 census data.*

### CHAPTER 3: THE URBAN AREA ECONOMY

The following goals are recommended based upon the relationship of land use planning to economic development:

- *Foster a healthy, local economy functioning in harmony quality of life goals through the land use process.*

Specifically,

- Allocate land for commercial and industrial uses which meets their specific needs and adheres to adopted land use policy;
- Provide the necessary public services to those areas efficiently and economically;
- Maintain an ongoing and open discussion of land use issues and concerns with the business community;
- Consider the economic significance of recreation facilities and open space, in terms of their attractiveness to both residents and visitors.

Proposals for Action:

- Attain consensus on commercial and industrial land use policy through this Update process, adhere to and implement these policies through the ongoing zoning process, and review and revise as necessary when problems emerge.
- Encourage ongoing communication between the Office of Community Development and the business community through OCD participation in the Governmental Affairs committee of the Chamber of Commerce or other appropriate means.

## CHAPTER 4: THE URBAN AREA ENVIRONMENT

The following goal serves as the basis for the policies to follow:

- *Pursue urbanization in a manner which protects and enhances our natural resources, and insures public health, safety and welfare.*

### SOILS

The experience of the past fifteen years and recent research suggest the following policy as a guideline for future development:

- Pursue land development in a manner consistent with recognized soil conservation practices and the suitability of the soils for various uses.

Specifically:

- Encourage continued agricultural activity within the urban area through assisting land owners with voluntary conservation techniques, clustering, new development adjacent to existing neighborhoods, and design new subdivisions in fringe areas to reduce conflict between urban and agricultural uses. Adapt proposed new development to the peculiar characteristics of soils found on site.

### TOPOGRAPHY

The following policy is proposed regarding the relationship of topography to urbanization:

- Design proposed hillside development to accommodate the limitations and special problems posed by topography.

Proposals for Action:

- Review zoning and subdivision regulations to determine if additional design standards are warranted to deal with the consequences of hillside development.

## WATER RESOURCES

The following goal is broad enough to encompass and expanded water management planning process, but the specific recommendations are limited to the land use aspects of the larger issue:

- *Restore and maintain the chemical, physical and biological integrity of the waters of the Missoula urban area.*

Specifically,

- Minimize the impact of land development on surface and subsurface water through land use allocation, performance standards and education.

Proposals for Action:

- Continue the Riverfront planning process initiated by the Missoula Redevelopment Agency;
- Amend Zoning Regulations to include performance standards for wellhead protection and for those uses which involve materials identified by health authorities as having pollution potential
- Reduce maximum residential densities in areas which do not have access to community sewage disposal to levels which conform to the Health Department regulations for sewage disposal (greater density may be allowed with demonstration that the design mitigated the danger of groundwater contamination);
- Amend Subdivision Regulations to include design standards to protect water resources (i.e. storm drainage design, SCS Best Management Practices to limit non-point source pollution, sediment traps);
- Review standards for subsurface sewage disposal and propose amendments as necessary to insure groundwater quality; Encourage continued cooperation between all governmental agencies and private organizations involved in water resource management;
- Apply for water reservation on the Clark Fork River to protect aquifer recharge;

## OPEN SPACE POLICY

The following policy is intended to direct allocation of land for open space use:

- *Preserve open space within and around the urban area.*

Specifically,

- Preserve as open space land containing valuable resources or having environmental constraints for urban uses;
- Preserve as open space land which is not needed for urban use within the time frame of this Plan;
- Through a comprehensive approach to recreation planning and development, consider the relationship between recreational and open space opportunities within and outside the urban area boundaries.

## CHAPTER 5: URBAN AREA COMMUNITY SERVICES AND FACILITIES

Though efficiency is important for all local services, in keeping with the land use focus of this Update, only those which are directly related to land uses are discussed here. The following policy is proposed to guide future land use and the extension of local services:

- *Encourage and support new land development within or immediately adjacent to areas where public services are currently available to both maximize local government efficiency and to promote a logical growth pattern.*

## TRANSPORTATION

As an essential element in urban growth, the following goal is proposed for transportation services:

- *Encourage a land use pattern which facilitates all modes of transportation --vehicular, bicycle, pedestrian and bus service --for safe efficient and convenient access for residential, commercial and industrial uses.*

Specifically,

- Integrate street improvement plans with land use plans and goals; allow for input from those affected by planned improvements and mitigate negative impacts;
- Strive to keep urban area streets functioning at level of service "C" or better and review impact of new development on existing street capacity;
- Provide for bicycle travel in the design of new and reconstructed streets (especially collectors and arterials);
- Review existing sidewalk networks and install sidewalks where warranted for public safety; include plans for pedestrian circulation in new development;
- Provide for off-street parking as new uses are developed.

Proposals for Action:

- Explore the possibility of bicycle parking requirement for certain uses with the assistance of the Missoula Bicycle Coordinator;
- Amend the Subdivision Regulations to include provisions for sidewalks or walk ways in areas of special safety concern such as near schools, parks and along collectors;
- Improve coordination of engineering and planning functions through the Technical Advisory Committee for transportation planning;
- Prepare and adopt a comprehensive land use plan for the Missoula Airport Planning Area.
- Review land use designations and zoning classifications in areas noted in the Airport Master Plan with anticipated noise levels of LDN 65 or greater and propose compatible uses.

## EMERGENCY SERVICES

The following policies are proposed for the provision of emergency services:

- *Create a safe environment in which urban area residents live and work.*

- Initiate a long range water quality management planning process which integrates all agencies involved in water quality issues as a specific element of the comprehensive Plan (similar to the Transportation Plan);
- Initiate an education program which emphasizes voluntary compliance and individual action to prevent contamination of water resources.
- Expand the existing data base through an ongoing water quality monitoring network.

## WILDLIFE AND WILDLIFE HABITAT

The following goal is proposed:

- *Maintain wildlife as a viable presence in the urban area environment.*

Specifically,

- Eliminate development of those areas identified by wildlife experts as highly critical to wildlife survival;
- Minimize the impact of land development in and adjacent to less critical areas through appropriate design,
- Educate landowners and residents on how to coexist with wildlife.

Proposals for Action:

- Continue to work with wildlife experts to refine maps of critical wildlife habitat areas. Encourage preservation of wildlife habitat through voluntary conservation techniques and appropriate design.

## AIR QUALITY

The following goal is proposed related to air quality:

- *Maintain and improve air quality in the urban area.*

Specifically,

- Increase the efficiency of the area street network;
- Encourage use of alternative transportation (bus system, bicycle and pedestrian) through subdivision design and the land use pattern;

- Specify design standards for new development which limit particulate emissions;
- Continue public education regarding individual action to improve air quality.

Proposals for Action:

- Review requirement in City and County zoning and subdivision regulations intended to limit particulate emissions;
- Review performance standards and location for pollution producing facilities.

## VEGETATION

The following is proposed a goal regarding these issues:

- *Maintain and enhance desirable vegetation within existing and newly developed areas.*

Specifically,

- Preserve and enhance the urban forest; Include plans for noxious weed control in new subdivision;
- Build fire safety into new residential development in urban/wildland interface areas and educate residents regarding safety measures;
- Preserve critical plant communities such as species of limited distribution and riparian vegetation.

Proposals for Action:

- Amend the Subdivision Regulations to require analysis of noxious weed conditions and lands for their control;
- Amend the Subdivision regulations to require analysis of vegetative types, their relative fire hazard and fire protection standards;
- Continue the tree inventory pro-gram initiated by the Parks Department, develop maintenance reforestation plans and encourage tree planting within new and existing areas.

Specifically,

- Encourage inter-jurisdictional cooperation between public safety agencies;
- Provide the public improvements needed for public safety in newly developed areas;
- Encourage a land use pattern which facilitate provision of emergency services.

Proposals for Action:

- Amend Subdivision and Zoning Regulations to include standards for fire protection, particularly in the urban/wildland interface;
- Amend the Subdivision Regulations to include standards for street lighting;
- Continue discussion between the various fire suppression agencies to achieve the goals recommended by the Fire Master Plan;
- Concentrate the location of high density residential development and commercial uses to facilitate provision of fire and police protection.

## PARKS AND RECREATIONAL SERVICES

- *Provide a variety of indoor and outdoor recreational and open space opportunities for urban area residents.*

Specifically,

- Use the park and open space requirement in the subdivision process judiciously and creatively, to provide usable land for active recreation and to preserve land with other open space values.

Proposals for Action:

- Revise the Current Missoula County Parks, Recreation and Open Space Plan either in cooperation with the Rural Planning Office and County Park Board on a county-wide basis for develop an urban area update.
- Encourage continued and expanded coop

## SOLID WASTE

Since it is in the best interest of the Missoula community and our entire ecosystem to minimize waste disposal and maximize the recycling of our resources the following proposal for action is adopted:

- *To develop a comprehensive recycling plan and funding mechanism which will reduce the demand for a waste disposal and increase the recycling of our resources.*

## COMMERCIAL AND INDUSTRIAL LAND USE

The overall policy regarding commercial and industrial land use can be characterized as follows:

- *Provide the necessary land use elements for successful commercial and industrial development in a way which is harmonious with other adopted community goals and quality of life concerns.*

Commercial land use policies proposed with this Update build upon those adopted in 1975:

- Create thriving commercial districts which are characterized by convenience, attractive in appearance, do not negatively impact adjacent land uses, in which individual uses complement one another.

Specifically,

- Maintain and expand the redevelopment of the City Center through continued public/ private partnership;
- Support development of neighborhood commercial centers which satisfy community-wide goals and are designed to mitigate negative impacts on residential neighborhoods;
- Improve the appearance and functioning of existing commercial strips within and leading to the community;
- Allocate land for commercial use which distinguishes between diverse land use needs and impacts and create appropriate performance standards which recognize the varying intensity of the use;
- Create smooth transitions from commercial to non-commercial uses.

#### Proposals for Action:

- Update the Urban Renewal District Plan;
- Segregate disparate commercial uses through the planning and zoning process;
- Revise zoning standards for commercial development to make them performance based, including a floor-to-area ratio;
- Define limits of commercial strips and revise standards for development;
- Establish special performance standards for commercial strips within and leading to the community;
- Establish a process for reviewing neighborhood commercial proposals in which community input is an integral part.

The following policies will provide guidance to the Missoula community in developing a more positive pattern of commercial and industrial land uses.

- *Allocate sufficient land for all industrial uses in an amount which realistically anticipates market demands and provide the necessary services to support their development.*

#### Specifically,

- Encourage location of new projects within existing industrial parks and areas already developed for industrial use;
- Continue to encourage the relocation of legal nonconforming commercial and industrial uses to appropriately designated areas.
- Further designations of industrial land-use areas should be limited until such time as existing areas are approaching capacity and thereafter strong consideration should be given to land south and east of the airport as the most appropriate site for light industrial development;
- Through design and location of industrial uses, mitigate their impact on adjacent uses and community aesthetics through the use of commercial buffer zones when possible.

#### Proposals for Action:

- In cooperation with the appropriate agencies, update and make available the inventory of vacant commercial and industrial land;

- Review and revise as necessary the zoning regulations segregating industrial uses and the performance standards applied to their development; establish floor-to-area ratios appropriate to industrial and research and development districts;
- Amend the zoning regulations to create a research and development zoning district

#### RESIDENTIAL LAND USE

The following general goal should serve as the basis for residential land use policy:

- *Provide a quality living environment in a variety of residential settings.*

The following policy provides guidance in allocating and developing land for residential use:

- *Encourage a residential land use pattern which provides a high quality living environment in a variety of residential settings, protects public health and safety, minimizes local government service costs, and preserves natural resources.*

#### Specifically,

- Discourage residential development in critical resource areas or mitigate its negative impact through appropriate design where possible;
- Encourage higher density development within the identified service area;
- Design low density development within or adjacent to the service area to accommodate potential re-subdivision;
- Provide adequate design control to enable a positive mix of housing types within the service area;
- Establish an ongoing neighborhood planning process which encourages participation and facilitates compatible development.

#### Proposals for Action:

- Establish performance standards for multi-family development in zoning regulations;
- Establish and support an ongoing neighborhood planning process.

## **CHAPTER 8: PUBLIC AND QUASI-PUBLIC LANDS AND FACILITIES**

The following goal provides direction for land use policy regarding public lands and facilities:

- *Identify those uses in which the public has as substantial interest, either through use or ownership, such as those which have no private sector equivalent and allocate land appropriately.*
- *Furthermore, strive to attain a high standard of excellence in the operation and maintenance of public facilities and lands.*

Proposals for Action:

- Review zoning regulations specifying public/quasi-public uses and make appropriate revisions.

## **CHAPTER 9: COMMUNITY AESTHETICS**

The following broad goal is proposed for community aesthetics:

- *Preserve and enhance the beauty of the natural and built environment in the Missoula urban area.*

The Natural Environment:

To retain natural beauty as a distinctive part of urban area life, the following goal is proposed:

- *Promote the natural beauty within and surrounding the urban area.*

Specifically,

- Increase opportunities for easy access to natural areas and green spaces within and around Missoula;
- Preserve areas with scenic open space value (river corridors, vistas) through carefully planned development, through land preservation techniques such as clustered development transfer of development rights, conservation easements and through public acquisition where possible and warranted.

Proposals for Action:

- Continue to work with private property owners to preserve scenic open space values through private conservation techniques or other cooperative means;
- Continue the riverfront planning process initiated in the downtown area.
- Study the possibility of applying special design standards to development within river corridors.

## **THE BUILT ENVIRONMENT**

The following policy is therefore proposed:

- *Create a built environment which is visually pleasing; exciting and inviting to the people who visit and reside in it.*

Specifically,

- Incorporate artwork in to public places and other parts of the urban environment;
- Encourage interesting and innovative design of structures;
- Promote landscaping in site development and in public places;
- Encourage a development pattern along major streets within and leading to the community which is visually pleasing;
- Encourage the preservation and adaptive reuse of historic structures;
- Encourage upgrading and maintenance of private property and structures.

Proposals for Action:

- Continue the work of the Historic Preservation Advisory Commission in completing the Comprehensive Plan for Historic Preservation, inventorying historic structures, advice and assistance to public bodies and public education;
- Support beautification projects and goals undertaken by community organizations, such as working with the Society of Architects to create a competition for building and site design;
- Promote awareness of property maintenance through neighborhood planning and neighborhood associations;
- Revise zoning performance standards so



that they support a desirable standard of appearance;

- Consider application of special design standards to commercial strips within and leading to Missoula;
- Revise and update the Fort Missoula Area Plan to accommodate a broader range of uses.

*(The following proposal for action was adopted by the Missoula County Commissioners but was not adopted by the Missoula City Council.)*

- To continue to explore avenues through which local government can encourage the development of the community's cultural resources.

# PLANNING FOR GROWTH IN MISSOULA COUNTY

Working Document  
9/9/94

The Growth Management Planning Group recognizes the need to plan ahead in order to assure the well-being of our children and future generations. Currently Missoula is experiencing rapid growth and development, and we anticipate some measure of continued growth and change in the foreseeable future.

**Throughout the process of growth and change, we must preserve the valued characteristics of our communities. It is our mission to achieve two equally important goals: 1) to protect our critical lands and natural resources (e.g., riparian resources, wildlife habitat, hillsides, air and water quality, and open spaces); and 2) to enhance human resources (e.g., health and safety, social, educational, recreational and cultural services, employment, and housing).**

We pledge our commitment to address the challenges of growth and change with these goals always in mind. We pledge also to always work in full cooperation with our fellow Missoula City and County citizens.

Together we face a significant challenge to effectively encourage and direct development in accordance with our mission to enhance human and natural resources. A strategy for successfully managing growth in Missoula City and County depends upon our ability to guide three key forms of future development without exceeding the County's carrying capacity: a) housing projects that will produce an adequate supply and variety; b) business activity that will provide good jobs and a reliable tax base and c) infrastructure, including public works, human and educational services, and public uses of land such as parks and recreation. **By meeting development objectives in these three areas, we can achieve a county-wide pattern of community-building, land use, and conservation that reflects the environmental, economic, aesthetic, and social values of Missoula County residents.**

The effectiveness of our growth management strategy **will** depend largely upon our collective ability to address pertinent issues in an integrated, coordinated and on-going manner, and upon our ability to respond flexibly and intelligently to events that are unforeseen or beyond our control. Success will also depend upon the effective design and implementation of appropriate tools, both regulatory and nonregulatory, which can provide the means to manage and direct growth.

Presented below are goals, objectives, actions, and potential implementation tools which, together, provide the framework within which sustainable development and planning for the future should occur.

\* \* \* \* \*

# **I. GOALS**

## **A. Enhanced Natural Resources**

## **B. Enhanced Human Resources**

### **I. A. NATURAL RESOURCES - THE ENVIRONMENT**

We recognize the close connection between our development pattern and our environmental health. We also recognize the importance of a healthy environment to our sense of social, economic, and physical well-being. Preserving or enhancing the condition of our environment is one of the most important goals for well-managed growth.

#### Guiding Principles:

1. Our physical environment forms a continuum ranging from natural wilderness to densely populated urban landscape.
2. The topography of the County, with historic and current development, offers two patterns.
  - (a) rural, small town, and urban areas-, and
  - (b) mountains and hills, valley floors, and streams and rivers.
3. We need to respect the different elements of these patterns and integrate them so as to form a functional, aesthetically pleasing, and livable whole.
4. Missoula County can and should move toward better sustainable relationships between human activities and natural systems.
5. Social and economic factors are included in the broadest definition of "environment."

#### Considerations:

In determining how best to approach the integration of patterns of development and preservation or enhancement of the environment, we should consider the following:

1. Identify critical lands (e.g., riparian resources, wildlife habitat, scenic land) so that growth or development can be guided for their protection.
2. Locate open spaces that are recreational (parks, ball fields, golf courses, etc.) near areas where development already exists or where it is desired.
3. Accommodate growth, retain historical resources, and provide appropriate open spaces in the design of development so that areas of greater density remain healthy, safe, and livable.
4. Make decisions about infrastructure recognizing that they affect, deter or promote integration of development and environmental values.
5. Recognize the fragile status of air and water quality and the carrying capacity of the County.
6. Consider the actual, measured, and desired levels of public health and environmental health.
7. Review the current status of regulations governing environmental and health standards.

8. Develop funding mechanisms for environmental protection programs.
9. Consider re-development opportunities for both developed and undeveloped areas. Undeveloped areas may offer the chance to re-aggregate lots and thereby allow beneficial master-planning of larger parcels to occur.

Action:

**Identify where in Missoula County certain types of growth should or should not occur and how the integration of developed lands and open spaces can best be accomplished.** In areas designated as suitable for development, identify what types and levels of development are suitable and why they are. For areas designated as best left undeveloped, clarify concerns about environmental quality or open space values that make us want to protect these lands from development while recognizing and respecting the rights of private property owners. Consider environmental conditions and threats that exist throughout Missoula County. We should use the Cumulative Effects--Carrying Capacity Study information to help us determine how best to mitigate environmental problems, and how best to preserve the fragile elements of our physical environment. We may employ development guidelines and other tools to protect hillsides, riparian areas, wildlife habitat, and air and water quality.

## **I.B. HUMAN RESOURCES - COMMUNITY STRUCTURE AND CHARACTER**

We recognize the role of human interactions and sense of place in maintaining the livability of Missoula County. Our social structure and physical character are distinctive at the neighborhood level, at the small community level, in the larger urban community of Missoula, and in rural areas of Missoula County. Preservation of the diversity, integrity, and unique values of our neighborhoods, communities, and rural areas is one of the most important goals for well-managed growth.

Guiding Principles:

1. No single form or structure can ever define Missoula; diversity is the very essence of our place.
2. We can and should create a community life which includes the best of small town and big city life while avoiding the worst of each.
3. Urban area neighborhoods and surrounding communities are distinct from each other, each has its own integrity and role to play.
4. The spiritual, moral core of Missoula's character is a caring, helping, and responsible citizenry.
5. We should strive for a community where learning and growing can always happen.
6. Our communities should be safe places for all ages.

Considerations:

In determining how best to preserve and enhance the diversity, integrity, and unique values of our neighborhoods, communities, and rural areas, we should consider the following:

1. Protect and encourage individual choice and initiative.
2. Neighborhood identity and integrity is as important as the big picture.

3. Reward initiatives that add to the charm and attraction of areas in Missoula City and County.
4. Recognize that there may be cultural as well as physical limitations on the ability of an area to accommodate growth.
5. Judge each individual action or decision in terms of this questioning: "Will this make Missoula a better place?" Consider how a particular action or decision will either threaten or protect and preserve our natural settings and surroundings.

Action:

**Identify the distinctiveness of our physical and social places.** Determine how we can preserve their uniqueness. Foster community-building throughout. Use information from other resource documents, including Vision 2020 and the Inventory of Conservation Resources, in planning for growth. Consider the development of several growth centers in both urban and rural communities of the County.

## **II. DEVELOPMENT OBJECTIVES**

- A. Housing**
- B. The Economy**
- C. Infrastructure**

### **II. A. HOUSING DEVELOPMENT**

We recognize the role of housing in supporting a combination of low, moderate, and high income households in Missoula County. A primary objective of managing growth is to achieve the overall mix and placement of housing needed to support a community rich in social, cultural, and economic diversity and an environment rich with natural resources.

#### Guiding Principles:

1. Healthy communities sustain diverse households and a combination of housing alternatives across all economic strata.
2. Housing needs change historically across economic strategy they are different now than in years past.
3. Housing development must recognize and accommodate social change.
4. Housing should be located in proximity to physical, technological, social, and economic infrastructure.

#### Considerations:

In determining how best to work through housing issues, we should consider the following:

1. In today's technological World, many people work at home.
2. Extended- and inter-generational family groupings are emerging.
3. Open space (parks, rivers, river front, wildlands) is valued more highly now.
4. Accommodate greater diversity, including an aging population and those with special needs.
5. The increasing incidence of violence in the home indicates a need to reduce social isolation, the occur-Fence of conflict and other stresses.
6. Coordinate the activities of private, governmental, and not-for-profit entities to ensure adequate housing for households at low and middle-income levels.
7. Design and place homes to minimize impacts on natural resources and the physical environment and to maximize social resources while meeting emerging needs.
8. Examine housing densities.
9. Design should minimize neighborhood opposition and maximize constructive neighborhood involvement.

Action:

**Design and carry out policies that assure housing affordability for a diverse population.**

Use information from other resource documents, including the Missoula Housing Task Force Report.

## **II. B. SUSTAINABLE ECONOMIC DEVELOPMENT**

We recognize the role of a strong, diverse economy in maintaining the overall well-being of Missoula County residents. A primary objective of managing growth is to maintain and enhance the economy of Missoula County to support a diverse population, strong community, and healthy environment.

Guiding Principles:

1. The economic health of Missoula County and the economic health of our multi-county region are mutually dependent.
2. A strong economy is vital to the local tax base, which supports many of our public services.
3. Healthy economic development should occur in ways that conserve and enhance our natural and human resources.
4. There is a direct relationship between the incomes of Missoula County residents and their ability to acquire adequate housing.
5. Measures of economic growth include greater diversity as well as improved job opportunities and business expansions.
6. Investments in education and training or retraining pay economic dividends.
7. Both large and small businesses are necessary to the economic health of our community.
8. Business recruitment efforts must be balanced by the careful nurturing and support of our existing businesses.

Considerations:

In determining how best to approach economic development opportunities and issues, we should consider the following:

1. Recent technological advances enhance Missoula's status as a place to do business.
2. There is substantial economic value in Missoula County's quality of life (natural open spaces, cultural activities, educational offerings, and relatively low crime rate).
3. Well-designed neighborhood commercial services are important to residential areas.
4. There are opportunities for greater connections among the business communities of western Montana.
5. Sustainable economic development depends upon maintaining and enhancing the quality of life for Missoula County residents.

Action:

**Protect and further develop the County's economic base.** To achieve this, we should work in cooperation with the Chamber of Commerce, Missoula Area Economic Development Corporation, Women's Opportunity and Resource Development, Missoula County Trades and Labor, and others to: a) assure the economic health of the Missoula urban core, smaller communities, and rural areas; b) allow for diverse business and employment opportunities and a competitive tax structure; and c) design and implement an efficient regulatory system that is trustworthy, effective, and offers predictability.

## **II. C. INFRASTRUCTURE DEVELOPMENT**

We recognize the role infrastructure plays in growth management by supporting existing development, directing new development to suitable locations, and protecting the environment. A primary objective of managing growth is to ensure the availability and affordability of infrastructure such as sewer, water, transportation, public safety, health and social services, public lands, parks and other open spaces, cultural resources, and education. An adequate infrastructure is essential to a healthy natural, economic, and social environment in Missoula County.

### Guiding Principles:

1. Infrastructure should be developed to accommodate present development, and planned to meet the needs of anticipated growth.
2. Infrastructure should accompany new development and be part of the approval requirements.
3. Infrastructure includes more than sewers, transportation systems, water, and telecommunications. Also included in a cultural infrastructure are libraries, museums, historical landmarks, government buildings, parks and other open spaces, and schools. Social infrastructure provides for the "public welfare" and includes health, safety, educational, and social services.
4. Infrastructure should be coordinated among governments at all levels, private enterprise, and the public.
5. Various scenarios must be examined in order to fully understand our choices.
6. We should be constantly aware of the likelihood of technological change and the directions it will take.

### Considerations:

In determining how best to work through infrastructure issues, we should consider the following:

1. Solicit and consider the values and goals of the community when determining the types and location of infrastructure.
2. Determine the location of infrastructure, document those decisions, and provide information about funding mechanisms through the planning process.
3. Consider how much of the community's future we are willing to invest in infrastructure.
4. Anticipate positive and negative impacts, both short- and long-term, through alternative scenarios suggested through the planning process.
5. Consider development design and site planning as elements of each broad or specific infrastructure decision.



6. Consider financing strategies and affordability of options.

**Action:**

**Identify those developed and developing areas that are served by inadequate infrastructure.** Identify the most critical infrastructure needs. Explore alternative strategies to encourage new development to locate in areas close to existing service systems. Prevent development which does not have the infrastructure necessary to support it. Employ cost reduction strategies, including affordable financing Programs.

\* \* \* \* \*

### III. GROWTH MANAGEMENT TOOLS

We recognize that the City, County, other governmental bodies and citizen groups have the ability to manage growth and change through the effective implementation of a variety of incentives, regulations, and other means. Desired positive effects of well-managed growth can only be achieved if effective tools are in place to implement plans and strategies.

#### Guiding Principles:

1. Planning and development of infrastructure are among the most important tools for well managed growth.
2. Respect for private property rights is fundamentally important.
3. Tools used by the City, County, and other governing bodies should reflect the values of the citizens they serve and accomplish effectively the goal to a) protect critical lands and natural resources, and b) enhance human resources and the valued characteristics of our communities.
4. Efforts by citizen groups to achieve community goals are as vital to effective growth management as government actions.

#### Considerations:

As we under-take growth management planning, we should consider the following:

1. Find the statutory authority, resources, and tools that are available to help us manage growth.
2. Recognize that growth management responsibilities are shared by different governing bodies and citizen groups in various areas and situations.
3. Recognize that growth management tools and policies employed by different local jurisdictions can complement one another and work towards common goals.
4. Carefully examine tools used successfully elsewhere, such as development standards, impact fees, permit limitations, transfer of development rights, etc.
5. Identify what additional growth management tools are needed and decide how they will be acquired.
6. Consider how growth on lands already divided through Certificates of Survey can be managed effectively.
7. Analyze and consider carefully the benefits and costs of development.
8. Proceed in a manner that will increase the public's confidence in government's ability to make good and fair decisions.

#### Action:

**Develop and implement an affordable, effective set of growth management tools designed to accomplish stated goals and objectives, contain growth-related costs, and ensure that consistent, complementary practices exist in the City and County.** We should continually affirm the positive intentions and effects of planned and ongoing activities undertaken by the City, County, and other public and private partners (See

Current Efforts listings).

# SOME CURRENT EFFORTS

*[NOTE: This listing outlines some current City and County projects which relate to growth management.]*

## Project Type:

## Responsibility:

- |   |   |
|---|---|
| • Comprehensive planning in certain areas             | OPG, County Planning & Program Development, MRA   |
| • 201 Wastewater Facilities Plan Update               | City Public Works, Health, OPG  |
| • Urban Transportation Plan Update                    | TTAC, TPCC, OPG   |
| • Open Space  | County Planning & Program Dvmt., OCD, Parks and Recreation, County Park Board   |
| • Economic Development                                | MAEDC, WEDGo, Chamber of Commerce, HRDC, Union organizations, Job Service, County Planning & Program Dvmt, City CDBG, U of M  |
| • Affordable Housing                                  | OPG, County Planning & Program Development, City Housing Coordinator, City CDBG, Housing Authority, Housing Corporation, community-based CHDO's and service organizations |
| • Human Services                                      | County Planning & Program Development, City administrative staff, Health Department, community-based organizations, state agencies, criminal justice agencies             |
| • EDA/Airport   | County Public Works/Special Projects, Airport Authority   |
| • Cumulative Effects/Carrying Capacity                | County Planning & Program Development, County Attorney, Health Department, Surveyor, U of M, private contractors  |
| • Non-Motorized Transportation                        | TTAC, TPCC, Bike/Ped Coordinator, Interagency Non-Motorized Steering Committee, Trails Development Specialist, County Planning & Program Development                      |
| • Air Quality Maintenance                             | Health Department   |
| • Regulatory Action - (Tools)                         | Everyone  |
| • Fire Management Interface/Development               | OPG, County Planning & Program Development, Fire Departments, County Attorney, U of M, other government agencies  |
| • Un-sewered Areas Study<br>Surveyor/Special Projects | Health Department, City Public Works, County  |
| • GIS Development                                     | Several City and County offices   |

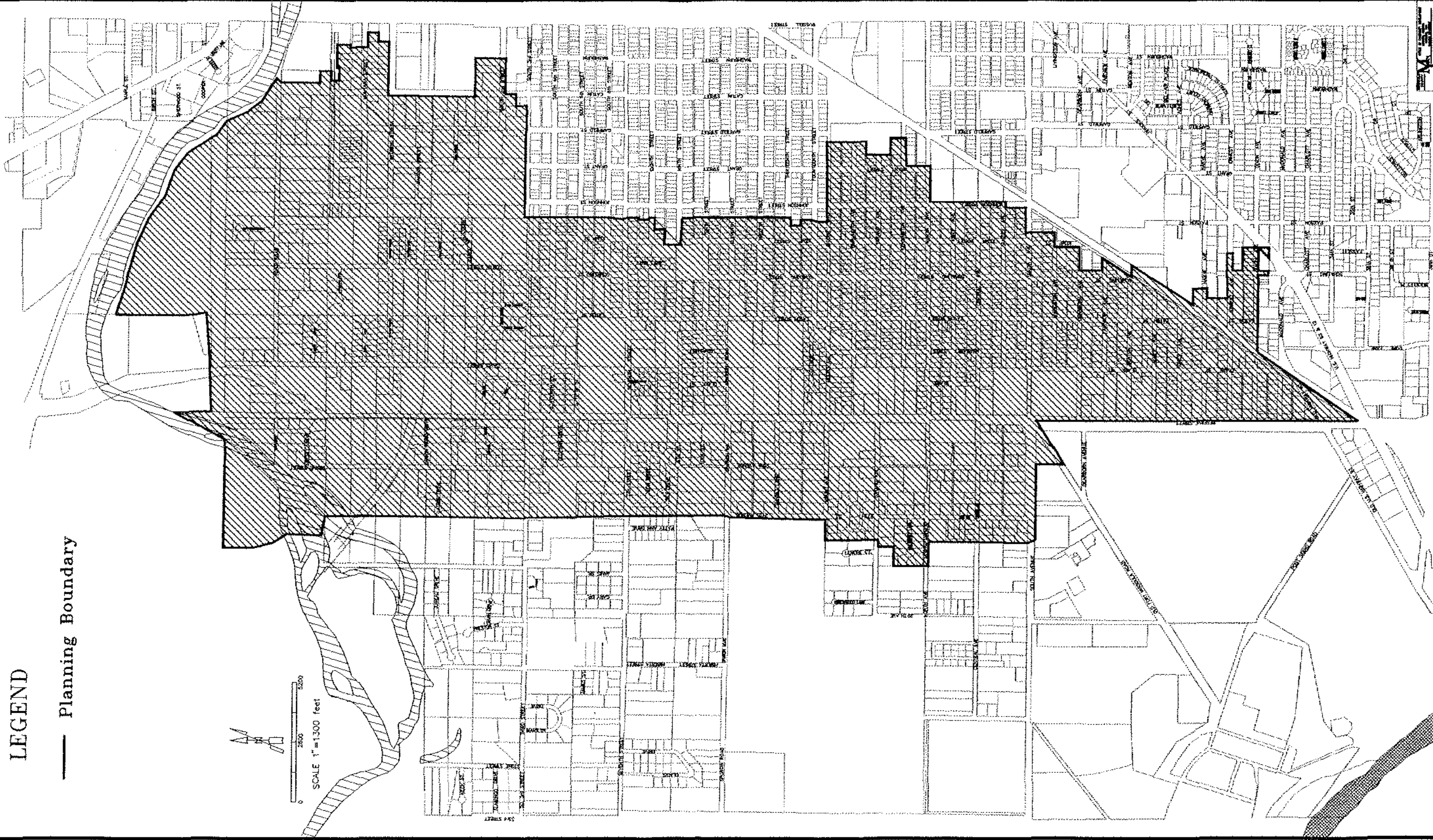
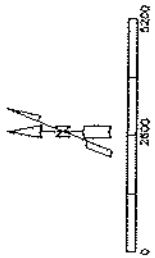
# RESERVE STREET PLANNING AREA

Planning Area

MAP A

## LEGEND

— Planning Boundary



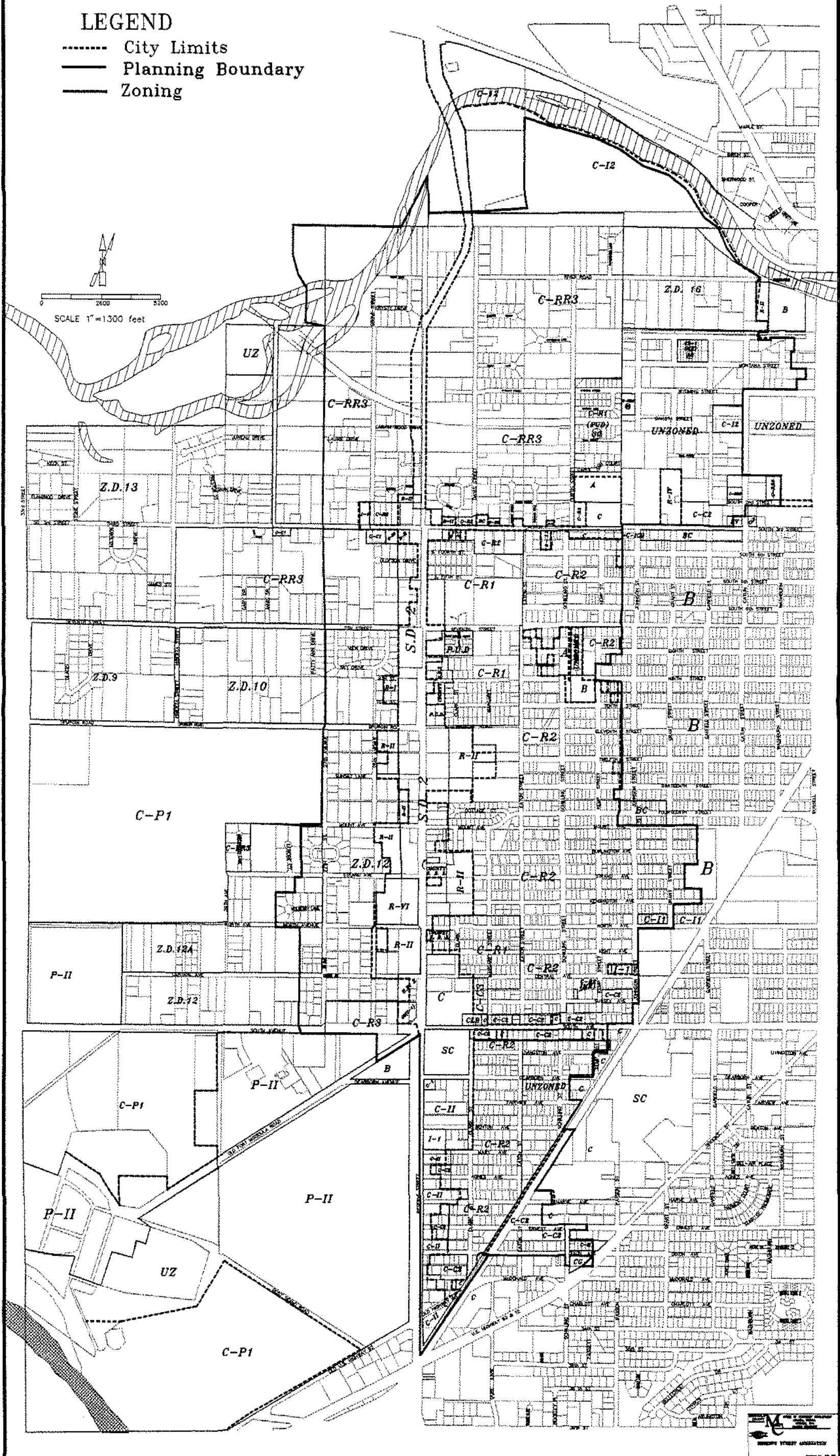
# RESERVE STREET PLANNING AREA

Current Zoning

MAP B

## LEGEND

- City Limits
- Planning Boundary
- Zoning















# RESERVE STREET PLANNING AREA

## Recommended Land Uses

MAP C

### LEGEND

- City Limits
- Planning Boundary
-  Low Density Residential  
4 Dwelling Units Per Acre
-  Special District Commercial  
Corridors and Intersections
-  Community Commercial and  
Highway / Heavy Commercial
-  Moderate Density Residential  
8 Dwelling Units Per Acre
-  Existing Park  
(Franklin Park)
-  Public Lands and Institutions
-  High Density Residential  
12 - 16 Dwelling Units Per Acre
-  Parks and Open Space
-  Mixed Use Transitional District
-  Potential Additional Neighborhood  
Park Locations

SCALE 1" = 1300 feet

