



MEMO No. 5

TO: City Council

DATE: March 18, 2019

FROM: Mary McCrea, Development Services

RE: **Hillview Crossing TED Conditional Use – Block Length & Pedestrian Pathways**

The Land Use and Planning (LUP) committee of City Council has discussed the Hillview Crossing TED Conditional Use on January 16 & 23, February 27, and March 6 & 13, 2019 following the public hearing for this project on December 17, 2018 and the pre-public hearing discussion at LUP on December 12, 2018. City Council members discussed compliance with Title 20, Section 20.40.180.F Blocks and pedestrian pathways to provide shorter access to school bus and transit stops, schools and community facilities.

Regulatory Basis for Review:

Title 20, Section 20.40.180.F Blocks requires:

Blocks shall be designed to assure traffic safety and ease of pedestrian and automobile circulation. Blocks shall not exceed 480 feet in length and be wide enough to allow two tiers of dwelling units in a Townhome Exemption Development unless topography or other constraining circumstances are present. Pedestrian access easements that create a break within a block may be required where there is a need for pedestrian access to school bus or transit stops, schools, shopping, parks, common areas or open space and community facilities.

All of the roads greatly exceed the 480 foot maximum block length.

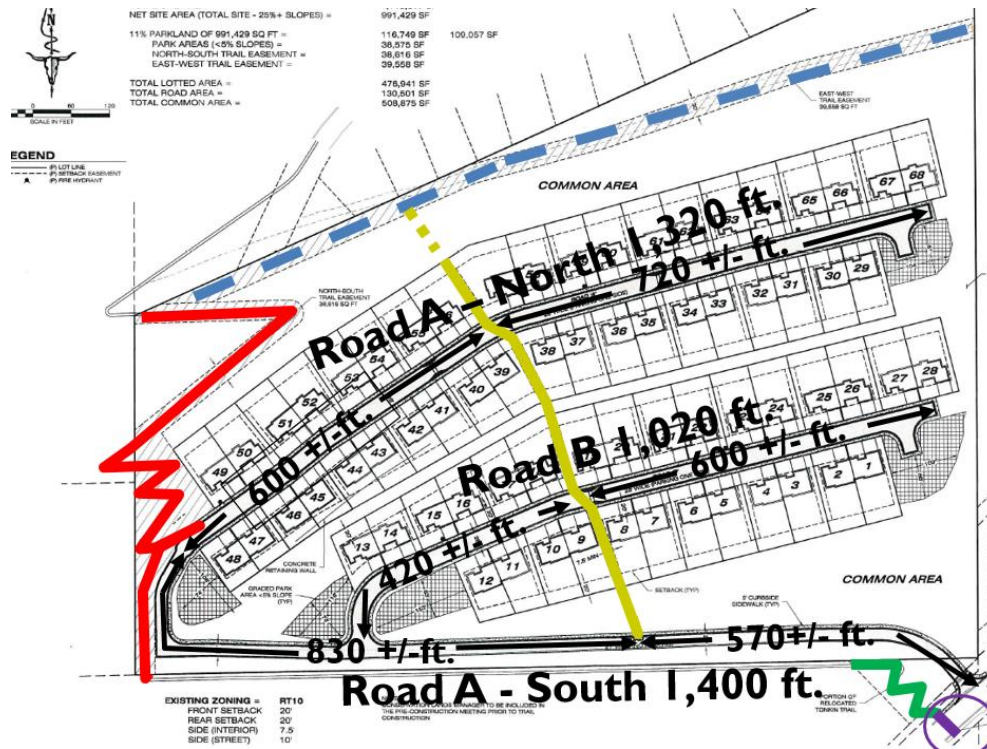
- Road A – South is approximately 1,400 linear feet or +/- 0.26 miles
- Road A – North is approximately 1,320 linear feet or +/- 0.25 miles
- Road B is approximately 1,020 linear feet or +/- 0.19 miles

In addition Title 20, Review Criteria for conditional uses, Section 20.85.070.H.2e states that uses that require conditional use approval may be approved by the City Council when they determine that the proposed use will not have a significant adverse impact on traffic safety or comfort, including all modes of transportation (non-motorized and motorized).

In determining whether all applicable review criteria have been satisfied, the City Council may specifically consider the factors listed under Title 20, Section 20.85.070.I. Section 20.85.070.I.4 requires that the overall project will be functional, attractive and safe in terms of pedestrian, bicycle and vehicular access, parking, loading and servicing. Section 20.85.070.I.5 lists the factor of agency and public testimony.

Options for City Council Consideration:

- A. Condition of approval #9 in the staff report provides a mid-block paved pedestrian pathway/stairs from the northernmost road to the southernmost road. Condition of approval #9 mitigates impact of the extremely long block lengths by providing a mid-block pedestrian pathway, and mitigates impacts on traffic safety and comfort for pedestrians by providing a safe pathway that shortens the route to Hillview Way.



Condition of approval #9:

9. The applicant shall dedicate a minimum 20-foot wide easement and construct a paved pedestrian pathway/stairs from southern segment of Road "A" through the common area extending between unit ownership parcel numbers 8 and 9, crossing Road "B" then continuing between unit ownership parcel number 18 and 19, crossing the common area and extending between unit ownership parcels 38 and 39, crossing the northern segment of Road "A" then continuing between unit ownership parcel number 56 and 57. An easement for future trail improvements shall be dedicated from northern parcel boundaries of unit ownership parcel numbers 56 & 57 northward through the common area and connecting to the east-west trail easement near the northern property line of the TED. Plans for the pedestrian pathway/stairs shall be reviewed and approved by Development Services prior to zoning compliance approval of the townhome exemption declaration. Improvements shall be installed prior to building permit approval of the first structure or included in an Improvements Agreement guaranteed by a security, subject to review and approval by Development Services.

Findings of Fact in the Staff Report:

25. Per Title 20 Section 20.40.180.F, blocks may not be longer than 480 feet. Pedestrian access easements that create a break within a block may be required where there is a need for pedestrian access to school bus or transit stops, schools, shopping, parks, common areas or open space, and community facilities. The applicant shows mid-block pedestrian crossings on the northern segment of Road "A" and on Road "B." This provides a pedestrian crossing of each cul-de-sac road but does not mitigate block length by providing a pedestrian connection mid-block between the northern segment of Road "A" and Road "B" and between Road "B" and the southern segment of Road "A."
26. A pedestrian walking from the eastern end of the northern segment of Road "A" travels roughly a half mile to reach Hillview Way. Condition of approval #9 will help mitigate the longer distances by creating a more direct pedestrian connection between the northern segment of Road "A" with the southern segment of Road "A" greatly shortening the distance to the planned Hillview Way pedestrian crossing and bringing the TED into compliance with the maximum block length standards.

27. City Parks provided comment that walkability is important within this development to promote health and wellness and that it is essential that residents, including children walking to school, can access the sidewalk and trail system within a reasonable distance from each unit and between blocks and connect to routes to services and to the Hillview Way sidewalk.
28. The Missoula Urban Transportation District provided comment that with the current proposed layout of the site, with cul-de-sacs with lengths up to a half mile, the layout would require a pedestrian to walk between 0.9 and 1.2 miles to reach the closest bus stop. A walking path through the center or along the eastern area of the development would shorten the walking distance to Hillview Way, which would reduce the distance to the closest bus stop by 12 to 20%. As the Future Long-Term Network in the MUTD Strategic Plan plans for bus service on Hillview Way, this development has an opportunity to be designed and built to support public transit.
62. Title 20, Section 20.85.070.H.2 outlines criteria for the review of conditional uses, which include whether the proposed uses are: compliant with all applicable Title 20 zoning standards; compatible with the character of the surrounding area; in the interest of public convenience; will not have a significant adverse impact on the general welfare of the neighborhood or community; compatible operating characteristics in terms of hours of operation, noise, outdoor lighting and traffic generation; and will not have a significant adverse impact on traffic safety or comfort – both motorized and non-motorized.
74. The TED layout includes long cul-de-sacs with a pedestrian travelling roughly a half mile from the eastern end of Road “A” to the intersection with Hillview Way. In order to meet the minimum block length standard of 480 feet and provide safe and efficient pedestrian routes to schools and transit, a mid-block pedestrian pathway/stairs is required.
75. A condition of approval requires that the applicant dedicate a minimum 20-foot wide easement and construct a paved pedestrian pathway/stairs from southern segment of Road “A” through the common area extending between unit ownership parcel numbers 8 and 9, crossing Road “B” then continuing between unit ownership parcel number 18 and 19, crossing the common area, then continuing between unit ownership parcels 38 and 39, crossing the northern segment of Road “A” then continuing between unit ownership parcel number 56 and 57.

Additional Findings of Fact from Memo #1 dated December 14, 2018 under Item “E”:

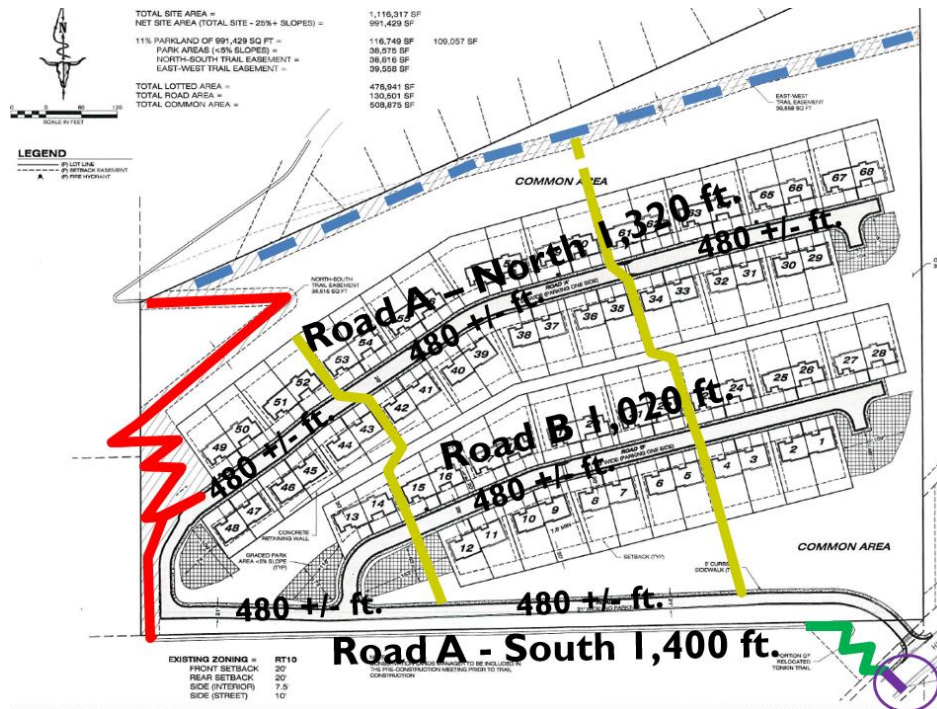
1. Road “A” south is approximately 1,400 linear feet (over one-quarter mile). Road “A” north is approximately 1,320 linear feet (one-quarter mile). Road “B” is approximately 1,020 linear feet (one-fifth mile).
2. Without the pathway/stairs required in Condition of approval #9, a pedestrian starting out from the eastern end of the northern segment of Road “A” has to walk approximately one half mile to reach Hillview Way.
3. Without the pathway/stairs required in Condition of approval #9, a pedestrian starting from the eastern end of Road “B” has to walk approximately just under one half mile to get to Hillview Way.
4. An elementary school student walking to Russell School would need to walk from their home on either the northern segment of Road “A” or from Road “B” toward the intersection with the southern segment of Road “A” and then to Hillview Way, up to approximately one-half mile. From the intersection of Road A with Hillview Way it is another mile to Russell Elementary School.
5. A middle school student walking to school could take the proposed north-south trail toward Wapikya Park and walk westward on the Meadow Hill trail to school, however this is a natural trail and not accessible in winter.
6. The 2018 Mountain Line Strategic Plan identifies extending Route 6 to run on Hillview Way that will get students to Sentinel high school.

Additional Findings of Fact:

7. A pedestrian starting from Unit 68 at the eastern end of Road A – North using the pathway/stairs per condition of approval #9 walks approximately 1,800 linear feet (0.34 mile) to Hillview Way. The pedestrian pathway/stairs shortens the route by approximately 920 linear feet (0.17 mile).

8. In determining whether all applicable review criteria have been satisfied, the City Council may specifically consider the factors listed under Title 20, Section 20.85.070.I. Section 20.85.070.I.4 requires that the overall project will be functional, attractive and safe in terms of pedestrian, bicycle and vehicular access, parking, loading and servicing. Section 20.85.070.I.5 lists the factor of agency and public testimony.

B. Another option is to require the installation of two pedestrian pathway/stairs from the northernmost road to the southernmost road in order to mitigate block length and provide pedestrian pathway connections of roads approximately 480 feet apart. This option mitigates block length and mitigates impacts on traffic safety and comfort for pedestrians by providing safe pathways at intervals that shorten the route to Hillview Way.



Replace Condition of approval #9 with the following:

9. The applicant shall amend the site plan to dedicate two (2) 20-foot wide minimum pedestrian easements and construct a paved pedestrian pathway/stairs from southern segment of Road "A" through to Road "B", crossing Road "B" then continuing through to the northern segment of Road "A", crossing the northern segment of Road "A" then continuing between TED ownership units to the common area north of the northern segment of Road "A" in the locations shown on Exhibit A (see above), such that the pedestrian pathway/stairs are approximately 480 feet apart. An easement for future trail improvements shall be dedicated from northern TED ownership unit boundary of the easternmost pedestrian pathway/stairs northward through the common area and connecting to the east-west trail easement near the northern property line of the TED. Plans for the pedestrian pathways/stairs shall be reviewed and approved by Development Services prior to zoning compliance approval of the townhome exemption declaration. Improvements shall be installed prior to building permit approval of the first structure or included in an Improvements Agreement guaranteed by a security, subject to review and approval by Development Services.

Findings of Fact for amended condition of approval #9:

1. Per Title 20 Section 20.40.180.F, blocks may not be longer than 480 feet. Pedestrian access easements that create a break within a block may be required where there is a need for pedestrian access to school bus or transit stops, schools, shopping, parks, common areas or open space, and community facilities. The applicant shows mid-block pedestrian crossings on the northern segment of Road "A" and on Road "B." This provides a pedestrian crossing of each cul-de-sac road but does not mitigate block length by providing a pedestrian connection mid-block

between the northern segment of Road “A” and Road “B” and between Road “B” and the southern segment of Road “A.”

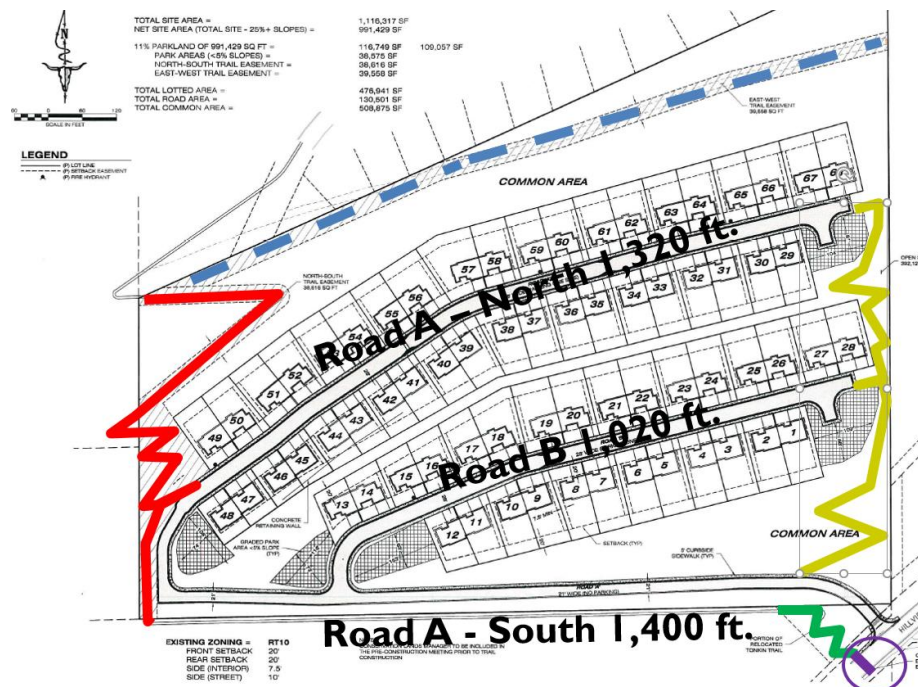
2. Road “A” south is approximately 1,400 linear feet (over one-quarter mile). Road “A” north is approximately 1,320 linear feet (one-quarter mile). Road “B” is approximately 1,020 linear feet (one-fifth mile).
3. Without the pathway/stairs required in amended condition of approval #9, a pedestrian starting out from the eastern end of the northern segment of Road “A” has to walk approximately one half mile to reach Hillview Way.
4. Without the pathway/stairs required in amended condition of approval #9, a pedestrian starting from the eastern end of Road “B” has to walk approximately just under one half mile to get to Hillview Way.
5. An elementary school student walking to Russell School would need to walk from their home on either the northern segment of Road “A” or from Road “B” toward the intersection with the southern segment of Road “A” and then to Hillview Way, up to approximately one-half mile. From the intersection of Road A with Hillview Way it is another mile to Russell Elementary School.
6. A middle school student walking to school could take the proposed north-south trail toward Wapikya Park and walk westward on the Meadow Hill trail to school, however this is a natural trail that is not shoveled in winter.
7. The 2018 Mountain Line Strategic Plan identifies extending Route 6 to run on Hillview Way that will get students to Sentinel high school.
8. A pedestrian starting from Unit 68 at the eastern end of Road A – North using the easternmost pathway/stairs per amended condition of approval #9 walks approximately 1,380 linear feet (0.26 mile) to Hillview Way. The pedestrian pathway/stairs shortens the route by approximately 1,380 linear feet (0.25 mile).
9. A pedestrian starting from Unit 53 on Road A – North using the westernmost pathway/stairs per amended condition of approval #9 walks approximately 1,280 linear feet (0.24 mile) to Hillview Way. The pedestrian pathway/stairs shortens the route by approximately 490 linear feet (0.09 mile).
10. Condition of approval #9 (as amended) will help mitigate the longer distances by creating two pedestrian pathways/stairs between the northern segment of Road “A” with the southern segment of Road “A” greatly shortening the distance to the planned Hillview Way pedestrian crossing and bringing the TED into compliance with the maximum block length standards.
11. City Parks provided comment that walkability is important within this development to promote health and wellness and that it is essential that residents, including children walking to school, can access the sidewalk and trail system within a reasonable distance from each unit and between blocks and connect to routes to services and to the Hillview Way sidewalk.
12. The Missoula Urban Transportation District provided comment that with the current proposed layout of the site, with cul-de-sacs with lengths up to a half mile, the layout would require a pedestrian to walk between 0.9 and 1.2 miles to reach the closest bus stop. A walking path through the center or along the eastern area of the development would shorten the walking distance to Hillview Way, which would reduce the distance to the closest bus stop by 12 to 20%. As the Future Long-Term Network in the MUTD Strategic Plan plans for bus service on Hillview Way, this development has an opportunity to be designed and built to support public transit.
13. Title 20, Section 20.85.070.H.2 outlines criteria for the review of conditional uses, which include whether the proposed uses are: compliant with all applicable Title 20 zoning standards; compatible with the character of the surrounding area; in the interest of public convenience; will not have a significant adverse impact on the general welfare of the neighborhood or community; compatible operating characteristics in terms of hours of operation, noise, outdoor lighting and traffic generation; and will not have a significant adverse impact on traffic safety or comfort – both motorized and non-motorized.
14. In determining whether all applicable review criteria have been satisfied, the City Council may specifically consider the factors listed under Title 20, Section 20.85.070.I. Section 20.85.070.I.4

requires that the overall project will be functional, attractive and safe in terms of pedestrian, bicycle and vehicular access, parking, loading and servicing. Section 20.85.070.1.5 lists the factor of agency and public testimony.

15. The TED layout includes long cul-de-sacs with a pedestrian travelling roughly a half mile from the eastern end of Road "A" to the intersection with Hillview Way. In order to meet the minimum block length standard of 480 feet and provide safe and efficient pedestrian routes to schools and transit, the two (2) pedestrian pathway/stairs connecting all the roads at intervals of approximately 480 feet is required.
16. Amended condition of approval #9 requires that the applicant dedicate minimum 20-foot wide easements in two locations as shown in Exhibit A and construct paved pedestrian pathway/stairs within the easements from northern segment of Road "A" to Road "B", crossing Road "B" and continuing to continuing the southern segment of Road "A".

- C. The applicant's representative presented the option of a trail linking the eastern end of Road A – North to eastern end of Road B continuing to connect to Road A – South in lieu of the pedestrian pathway/stairs required in condition of approval #9. This option would not mitigate block length, however could provide an additional recreational trail connection between the roads in the subdivision.

More information is required to determine whether, after mass site grading, all sections of the trail could meet City Park's standards for a recreational dirt trail at a slope comparable to the westernmost trail.



Replace Condition of approval #9 with the following:

9. The applicant shall amend the site plan to dedicate a 20-foot wide minimum pedestrian easement and construct a recreational trail from the fire turnaround at the eastern end of the northern segment of Road "A" through to the fire turnaround at the eastern end of the Road "B", then continuing through to the southern segment of Road "A". The trail shall be designed to meet City Park's standards for a recreational trail, including width, surface, maximum slope and drainage. Dedication of the easement and plans for the recreational trail shall be reviewed and approved by City Parks and Recreation and Development Services prior to zoning compliance approval of the townhome exemption declaration. Improvements shall be installed prior to building permit approval of the first structure or included in an Improvements Agreement guaranteed by a security, subject to review and approval by Development Services.

Findings of Fact for amended condition of approval #9:

1. Title 20, Section 20.85.070.H.2 outlines criteria for the review of conditional uses, which include whether the proposed uses are: compliant with all applicable Title 20 zoning standards; compatible with the character of the surrounding area; in the interest of public convenience; will not have a significant adverse impact on the general welfare of the neighborhood or community; compatible operating characteristics in terms of hours of operation, noise, outdoor lighting and traffic generation; and will not have a significant adverse impact on traffic safety or comfort – both motorized and non-motorized.
2. In determining whether all applicable review criteria have been satisfied, the City Council may specifically consider the factors listed under Title 20, Section 20.85.070.I. Section 20.85.070.I.4 requires that the overall project will be functional, attractive and safe in terms of pedestrian, bicycle and vehicular access, parking, loading and servicing. Section 20.85.070.I.5 lists the factor of agency and public testimony.
3. Road “A” south is approximately 1,400 linear feet (over one-quarter mile). Road “A” north is approximately 1,320 linear feet (one-quarter mile). Road “B” is approximately 1,020 linear feet (one-fifth mile).
4. A pedestrian starting from Unit 68 at the eastern end of Road A – North using the easternmost recreational trail per amended condition of approval #9 walks approximately 1,345 linear feet (0.25 mile) to Hillview Way. The recreational trail shortens the route by approximately 1,375 linear feet (0.26 mile).
5. A pedestrian starting from Unit 57 on Road A – North, using the sidewalk along the road, walks approximately 2,050 linear feet (0.39 mile) to Hillview Way. A pedestrian starting from Unit 57 on Road A – North, using the sidewalk on the road to the recreational trail at the eastern end of the road per amended condition of approval #9 walks approximately 2,005 linear feet (0.38 mile) to Hillview Way. The eastern recreational trail only shortens the route to Hillview Way by approximately 45 linear feet for Unit 57 located near the mid-point of Road A – North.
6. The TED layout includes long cul-de-sacs with a pedestrian travelling roughly a half mile from the eastern end of Road “A” to the intersection with Hillview Way. In order to provide safe and efficient pedestrian routes to schools and transit, a recreational trail connecting the eastern ends of Road A – north and Road B to Road A – South is required in order to limit adverse impact on traffic safety and comfort for non-motorized transportation.