

KALISPELL CITY-COUNTY MASTER PLAN

PREPARED BY:

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ADOPTED BY:

CITY OF KALISPELL, MONTANA  
Resolution #3641  
April 7, 1986

FLATHEAD COUNTY  
Resolution # 578A  
February 6, 1986

Supercedes Kalispell Planning Area Comprehensive Plan  
Adopted by:  
City of Kalispell, October 17, 1974  
Flathead County, October 14, 1974



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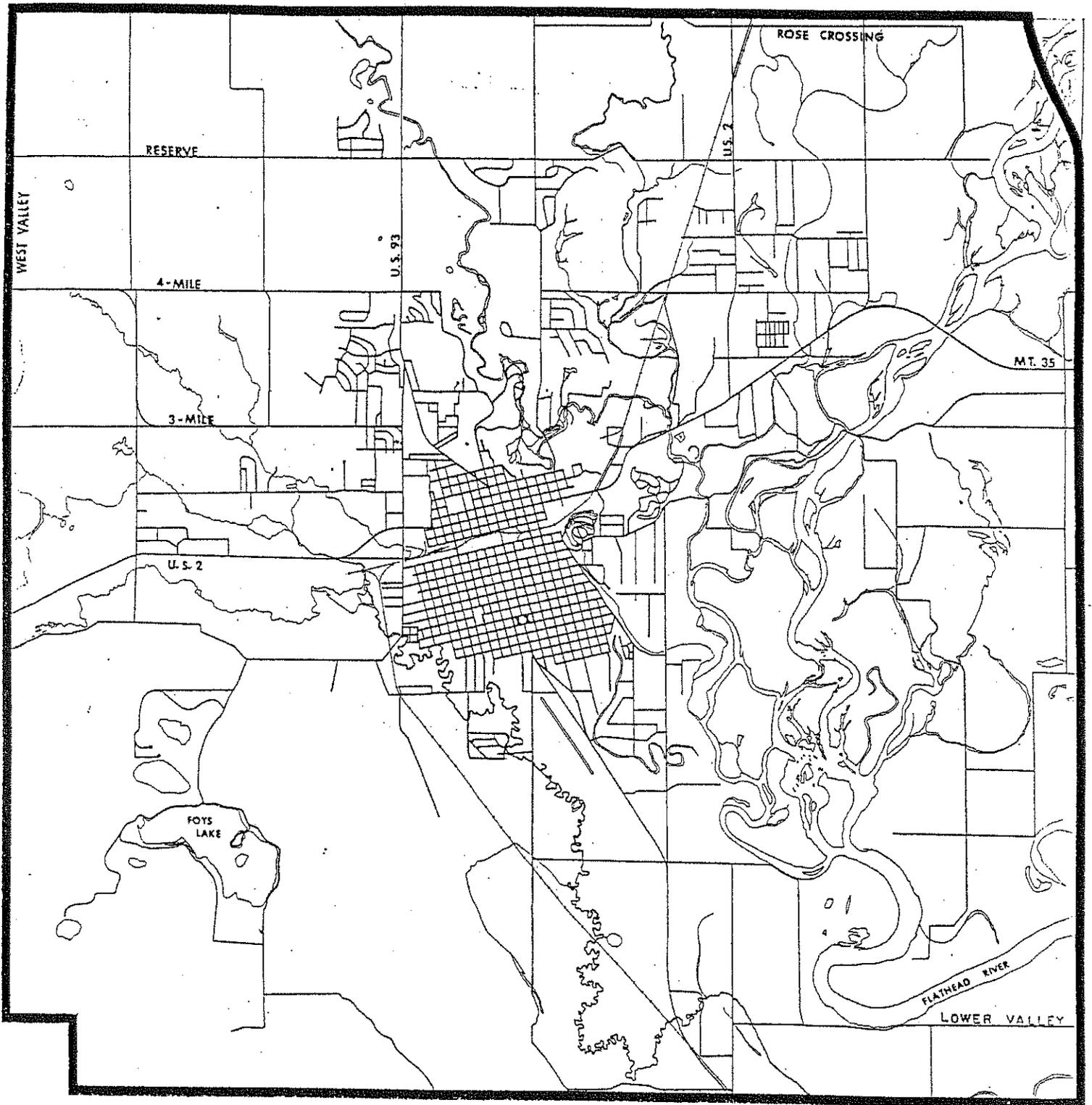
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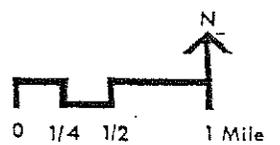
APPENDIXAmendments to the Kalispell City-County Master Plan

<u>Amendment</u>	<u>City of Kalispell</u>	<u>Flathead County</u>
Stillwater Destination Resort Neighborhood Plan	Resolution # 4075 September 8, 1992	Resolution # 789C September 9, 1992
Highway 93 South Neighborhood Plan	Resolution # 4099 June 7, 1993	Resolution # 939A May 18, 1993
Pacific Development Carver & Owens	Resolution # 4148 April 4, 1994	Resolution # 790E March 30, 1994
North Meridian Neighborhood Plan	Resolution # 4819 December 5, 1994	Resolution # 1055A December 19, 1994
City of Kalispell Airport Neighborhood Plan (see separate document)	Resolution # 4180 September 19, 1994	Resolution # 1060A January 30, 1995
South Woodland / Greenacres Neighborhood Plan (see separate document)	Resolution # 4322 March 17, 1997	Resolution # 1220 April 2, 1997
West Valley Neighborhood Plan (see separate document)	Resolution # 4323 April 7, 1997	Resolution # 955A April 9, 1997
Gardner Auction Service (map amendment – see file)	Resolution # 1262 May 19, 1997	Resolution # 790I April 22, 1997
Valley Dome Complex (see project file)	Resolution 4414 July 20, 1998	Resolution 790K July 21, 1998
Two Rivers RV Park, Bill Lincoln (see project file)	Resolution # 4448 March 1, 1999	Resolution # 790M February 22, 1999
Department of Natural Resources & Conservation Neighborhood Plan (see separate document)	Resolution # 4480 June 7, 1999	Resolution # 790 May 20, 1999
J & F Construction / Johnson West Valley Neighborhood Plan (map amendment – see file)	Resolution # 4512 October 4, 1999	Resolution # 1227 November 2, 1999



**KALISPELL  
CITY - COUNTY  
PLANNING JURISDICTION**

**FIGURE 1**



# INTRODUCTION

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The Kalispell area is growing. As it grows, change is inevitable. What will the community be like at the turn of the century? How many people will live here? Where will they live - in the city or in the rural area? Will there be jobs, schools, and parks for the new residents? Who will provide police and fire protection, road maintenance and ensure that sewer and water facilities are available? The future is filled with questions. Through planning, the people of this area are given an opportunity to face these questions today. By answering these questions today, they have a direct voice in determining what kind of future they want to see.

A city does not develop or change over night. It is a gradual step by step process resulting from a series of related and unrelated decisions. Through the preparation of a Master Plan, citizens of this area put down in writing the policies and guidelines that should lead or direct the decision makers to make the right decisions to insure that the desired future is a reality.

## MASTER PLAN

The Kalispell City-County Master Plan is an official public document adopted by the Kalispell City Council and the Flathead County Commission. It is a policy guide to decisions concerning the physical, social, economic, and environmental development of the Planning Jurisdiction. The essential characteristics of the Plan are that it is comprehensive, general, and long range:

"Comprehensive" means that the Plan applies to all geographical areas of the Planning Jurisdiction. Montana State Law provides that, by mutual agreement of the City and the County, the planning boundary may be extended up to 4 1/2 miles beyond a city's corporate limits. Kalispell has correspondingly extended its planning boundaries between 2 and 4 1/2 miles beyond the city limits (Figure 1). Comprehensive, also, means that the Plan applies to all segments of the City and to the County within the Planning Jurisdiction involved in development so as to coordinate the Planning Jurisdiction's overall pattern of growth.

"General" means that the plan presents the goals, objectives and policies necessary to give guidance to and to make decisions concerning development, but does not indicate site-specific locations, engineered solutions, or detailed regulations.

"Long range" means that it looks beyond the present situation in an attempt to anticipate future problems and possibilities. The planning period to be addressed by this Plan is through the year 2010.

The preparation of a City-County Master Plan is provided for in Montana State Law Section 76-1-601 M.C.A. which states "once formed The Planning Board shall prepare a Master Plan for the Planning Jurisdiction." There follows a list of the general contents and considerations that may be included in the Plan. It

concludes by stating the City Council, the Board of Commissioners, or other governing body within the Planning Jurisdiction shall be guided by and shall give consideration to the general policy and pattern of development set out in the Master Plan.

#### PAST EFFORTS

The city of Kalispell adopted its first Master Plan in 1962. The purpose of that original plan was to "encourage and guide growth into the most economical channels so that our community will become an even more attractive place to work and to live." In 1974, the City-County Planning Board undertook the task of updating the Plan to keep it current and abreast of the changing conditions within the community. The 1974 Plan was re-affirmed in 1978 when Flathead County and the three cities of Whitefish, Columbia Falls, and Kalispell jointly undertook the preparation of the Flathead County Comprehensive Plan. In 1984, the City-County Planning Board once again began undertaking the task of updating the Plan. Since 1974, conditions and trends have changed which have a major impact on the city. Highway 2 East has been re-routed along LaSalle. Substantial commercial growth has occurred outside the city east along Highway 2 and LaSalle, and south along Highway 93. Major commercial expansion in the Gateway West and the Central Business District are underway. The Kalispell Regional Hospital area has developed into a major medical/office district. Residential development outside the city is booming. New floodplain information, updated census data on population and employment and a recently completed land use inventory are now available. All of these factors together show the need for re-evaluating the existing Master Plan.

#### PLANNING PROCESS

Planning is meant to be a continuous, never-ending process. Below are the steps followed in updating the Kalispell City-County Master Plan:

1. Compile information about the socio-economic and physical conditions of the area and critically evaluate such information to establish the community's needs, potentials, and trends.
2. Adopt goals and objectives to be accomplished through the Plan.
3. Considering past trends and future changes, make population, economic, land use and traffic projections through the year 2010.
4. Develop community growth concepts taking into consideration local prevailing trends, growth stimulants and growth deterrents.
5. Prepare rational, efficient and balanced plans to meet projected community needs in terms of land use, transportation, public facilities, parks and open spaces, housing and public services.
6. Integrate these specific plans into a comprehensive plan setting development guidelines and land use patterns for the future.
7. Recommend policies and means for implementing the Plan.

# 1. MASTER PLAN

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The Kalispell Planning Jurisdiction is going to see growth. But growth does not have to be in a manner that results in excessive or inequitable tax burdens on its current residents. This growth does not have to contribute to further degradation of the natural environment. Finally, this growth does not have to result in a deterioration of public services. The Kalispell City-County Master Plan has been developed to insure instead a viable positive future.

The Plan addresses four elements which embrace the major living and working aspects of a community - Land Use, Housing, Transportation, and Public Facilities and Utilities. By addressing all of these separate elements as integral parts of a greater single body, their relationships are brought into focus to more effectively plan for the future of Kalispell and the adjoining rural lands.

## MASTER PLAN COMPONENTS

The Master Plan is composed of three major components - The Text, the Master Plan Map, and Goals and Objectives. All three of these components are equally important and must be equally weighed. To adequately interpret and implement the Plan, all three must be consulted for insight and direction. Relying on only one component will not always give a clear picture of the broad community concepts or the spirit of the Plan. Or worse, it may lead to a twisting or manipulation of the Plan. Each Plan component is explained below.

### The Text

The text includes all the written material of the Plan as found herein. The text provides the insight into community trends and conditions, for example, locational considerations, environmental constraints, and a socio-economic analysis. Based on these insights and information plus the Goals and Objectives, four major plan elements are developed addressing Land Use, Housing, Transportation, and Public Facilities. These four elements form the written basis for the Master Plan and establish the rationale and justification supporting the Master Plan.

### Master Plan Map

The Master Plan Map is the graphic illustration of the Master Plan. It consists of a composite of the Land Use, Housing, Transportation, and Public Facilities elements of the Plan. Based on the Land Use Element (Chapter 5), the Master Plan Map presents the most desired growth pattern for the Planning Jurisdiction. Based on the Housing Element (Chapter 6) an adequate mix of housing is provided for. Based on the Transportation Element (Chapter 7) the Map presents the present and future arterial/collector street systems. Finally, based on the Public Facilities and Utilities Element (Chapter 8)

present and future public land and facilities are shown as they interrelate with the overall community design.

The Master Plan Map, Figure 2 (found in the back pocket of this document), is meant to serve as a visual illustration of the Plan. The future public facilities sites are meant to indicate generalized locations for needed facilities and should not be construed to be site-specific property boundaries. The proposed extensions to the arterial-collector street system are meant to indicate desired routes and access points. They have not been engineered. Likewise, the future land use plan designations are not meant to be fixed or rigid boundaries. The land use districts are separated by transition areas in which uses from one district can transition or blend into an adjacent land use district. Transition areas can take several forms. They can be natural barriers such as highways, streams, extremely steep unbuildable terrain or open space. Such barriers usually allow for a safe separation between negative impacts that might be associated with uses in a particular district such as industrial or commercial from infringing upon a less intense use such as residential. Where natural barriers are not present, it is intended that the transition area take the form of intermediate or less impacting uses, green belt area, landscaping or design techniques. The purpose of transition areas then is to provide an area where impacts (noise, odor, vibration, traffic, density, height, etc.) can be mitigated. Hence, to fully appreciate and interpret the Master Plan Map, it must be viewed in light of the established Goal and Objective Statements plus any insights provided by the supporting text of the Plan.

### Goals And Objectives

Planning is directed by goals - those ideals people hold of what the good life is. Goals are very long range statements about the future of a community, they give direction. They are, in essence, what the people of the Kalispell Planning Jurisdiction are striving for in terms of neighborhood and community environment, growth, community services, etc. Objectives are much more specific statements. They are shorter range and provide the basic steps to achieve goals. Goals and objectives taken together form the cornerstone of the Plan.

Goals followed by a series of objectives have been developed for each of 12 specific areas: Growth Management, Administration, Environment, Housing, Economy, Land Use, Transportation, Public Facilities, Historic Preservation, Recreation, Energy, and Agriculture. The Kalispell City-County Master Plan Goals and Objectives are presented below.

## GOALS AND OBJECTIVES

### 1. Growth Management

A COMPREHENSIVE, EFFECTIVE GROWTH MANAGEMENT PROGRAM WHICH PROVIDES FOR ALL THE NEEDS OF THE COMMUNITY, IS ADAPTABLE TO CHANGING TRENDS AND IS ATTUNED TO THE OVERALL PUBLIC WELFARE.

- a. Institute a land development code in the rural portion of the Planning Jurisdiction (i.e. building code, zoning, permit system, transfer of development rights, agricultural districts, subdivision regulations, etc.).
- b. Base the rural development code on the Kalispell City-County Master Plan.
- c. Coordinate all aspects of the rural land development code in the rural area with the city of Kalispell development codes.
- d. Adopt and continually update the Extension of Services Plan to program the extension of such municipal services as water lines, sewer lines, storm drainage and solid waste collection into growth areas.
- e. Adopt a municipal annexation program which coordinates with the Extension of Services Plan to aggressively deal with fringe developments setting the stage for immediate or future annexation so as to preserve the tax base of the city and eliminate future barriers to orderly growth.
- f. Continually monitor, update, and streamline the present land development codes (zoning, subdivision, etc.) to keep abreast of changing trends and technologies, to simplify the development process, and to avoid unnecessary costly delays in processing applications.

### 2. Administration

A CITY AND COUNTY ADMINISTRATION WHICH JOINTLY COOPERATE IN PROMOTING, GUIDING, AND DIRECTING THE PLANNING JURISDICTION'S GROWTH AND DEVELOPMENT.

- a. Initiate city-county agreements or programs which would cooperatively influence the rate, amount and type of growth within the Planning Jurisdiction and address all impacts created because of development. For example:

- 1) The Kalispell City-County Master Plan should be jointly adopted and used when considering any and all development decisions.

- 2) The city and county should administer Floodplain Management Programs based on the National Flood Insurance Program. Ordinances should be similar and compatible in content and administration.
- 3) The establishment of the urban road priority system should be jointly arrived at between the city and county using the Master Plan.
- 4) County rural road priorities should be coordinated with the Kalispell Planning Jurisdiction priorities.
- 5) Industrial promotion of the rural county vs. urban city must be coordinated so as to not work toward opposite ends.
- 6) Develop a balance between development codes in the city and the rural area which promotes or directs growth into the city as opposed to uncontrolled, unrestrained growth in the rural area.

### 3. Environment

AIR, WATER, OPEN SPACE AND SCENIC VISTAS UNHINDERED BY POLLUTION, BLIGHT, OR OTHER DEGRADING FACTORS.

- a. Establish strict standards for all development which occurs in environmentally sensitive or critical areas such as floodplains, lakeshores, drainage ways or excessive slope areas.
- b. Where appropriate, reserve areas within the 100 year floodplain in a natural state as parkland, wildlife habitat, open space or agriculture.
- c. Administer and monitor the Federal Flood Insurance Program.
- d. Develop a citywide drainage plan which would mitigate harmful water pollution effects and reduce damage created by storm and surface water runoff.
- e. Identify areas of high ground water or otherwise not conducive to individual on-site sewage disposal and restrict development until central or public sewer systems are available.
- f. Incorporate soil erosion controls as part of the overall development review process.

### 4. Housing

A HOUSING SUPPLY WITHIN THE PLANNING JURISDICTION THAT MEETS THE NEEDS OF PRESENT AND FUTURE RESIDENTS IN TERMS OF SUPPLY, CHOICE AND LOCATION.

- a. Identify deteriorating and dilapidated neighborhoods and develop programs for rehabilitation of housing units and revitalization of infrastructure.
- b. Review the zoning text and map periodically to correct any discriminating or exclusionary requirements.
- c. Review mobile home and manufactured housing codes and standards so as to keep them updated and abreast of the changing technologies within the industry.
- d. Provide adequate areas and institute appropriate site design criteria for mobile home and manufactured home parks.
- e. Establish uniform permanent placement standards similar to those imposed on conventional stick built houses for manufactured homes on individual single-family lots within the city.
- f. Coordinate the designation and development of higher density neighborhoods with adequate parklands and adjacent open space.
- g. Establish flexible Planned Unit Development Standards encouraging residential or mixed-use development which address site limitations and incorporate interesting design and open space into a unified development.

5. Economy

A HEALTHY DIVERSIFIED ECONOMY PROMOTED BY CAREFUL PLANNING OF TYPE, LOCATION AND DESIGN OF INDUSTRIAL SITES, SHOPPING AREAS AND TOURIST FACILITIES.

- a. Utilize the Overall Economic Development Plan as the master document for developing economic development priorities in the Planning Jurisdiction.
- b. Identify and conserve prime farm lands in order to retain farming as a viable sector of the economy.
- c. Work with the Flathead Valley Community College to develop training programs to train people for new jobs to meet the needs of new or expanding employers.
- d. The Chamber of Commerce should promote and coordinate business and industry in accordance with the Master Plan.
- e. Undertake activities to ensure the Central Business District remains strong and viable, i.e. provide adequate off-street parking, encourage rehabilitation of older commercial structures, make the CBD more aesthetically appealing, and cater to the needs of the pedestrian.

- f. Develop a complete tourism promotion program including all components from advertising to the provision of additional facilities such as new hotels and motels.
- g. Promote the location of business and clean light industry so as to provide job opportunities and maintain Kalispell's position as a retail shopping center for northwest Montana.
- h. Create a countywide economic development committee to coordinate with and meet prospective business and industry representatives.

6. Land Use

THE ORDERLY DEVELOPMENT OF THE PLANNING JURISDICTION WITH AMPLE SPACE FOR FUTURE GROWTH WHILE, AT THE SAME TIME, ENSURING COMPATIBILITY OF ADJACENT LAND USES.

- a. Designate adequate areas for a variety of business and commercial uses such as neighborhood oriented businesses and services, highway-commercial oriented activities and general commercial uses.
- b. Set standards for the designation or expansion of commercial areas based on a compact development pattern designed to meet the needs of the intended service area and not the desires of speculation or strip developers.
- c. Establish neighborhood commercial areas which are designed as convenience service centers addressing the daily needs of the immediate neighborhood (1/4 - 1/2 mile radius). Uses should be landscaped and buffered so as to conform to the surrounding neighborhood.
- d. Designate areas within the Planning Jurisdiction which are suitable for heavy industrial. Such areas should have adequate access to rail and highway, be of sufficient size to allow for future expansion, be generally level and well drained, and be adequately buffered from residential and commercial uses.
- e. Establish additional areas for light industrial expansion within or directly adjacent to the city. Target clean light industrial uses around the airport away from height restricted areas to serve as a buffer for adjacent land uses and to take advantage of airport transportation services.
- f. Establish standards for buffering incompatible land uses and for mitigating impacts caused by such arrangements.
- g. Maintain the character of the single-family neighborhoods.
- h. Concentrate medium and high density residential units in areas close to commercial services, good traffic access and open space specifically to provide efficient access to these amenities for

the occupants and to provide a suitable buffer between commercial and high traffic areas and low density residential areas.

7. Transportation

A COMPREHENSIVE CIRCULATION SYSTEM WHICH SERVES THE COMBINED NEEDS OF THE COMMUNITY, PLANNING JURISDICTION AND REGION AND PROVIDES SAFE, CONVENIENT AND ECONOMICAL ACCESS TO ALL THE FACILITIES THROUGHOUT THE AREA.

- a. Establish a ring arterial street classification system to improve travel through the city and within the city connecting the major employment areas, the central business district, public facilities, and residential neighborhoods.
- b. Designate arterial streets which will provide for traffic movement within and around the community and provide access to and from the surrounding area.
- c. Designate collector streets designed to move traffic within segments of the community and funnel traffic to and from arterial streets.
- d. Designate local streets which will provide service within neighborhoods and provide access to collectors.
- e. Investigate the feasibility of a transit system between Whitefish, Big Mountain, Columbia Falls, Glacier International Airport and Kalispell.
- f. Provide a highway arterial bypass for traffic which has no destination within Kalispell.
- g. Require off street parking to meet the needs of new construction.
- h. Develop a pedestrian-bicycle system to supplement the auto-oriented street system and to meet local transportation and recreation needs.

8. Public Facilities

AN ECONOMICAL, BALANCED DISTRIBUTION OF PUBLIC FACILITIES AND SERVICES THROUGHOUT THE PLANNING JURISDICTION FOR PRESENT AND ANTICIPATED FUTURE RESIDENTS.

- a. Designate areas of future development which are already serviced or are in areas which can be economically serviced by water and sewer systems, police and fire protection, etc.
- b. Coordinate sewer, water, and street planning and development with the land development process.

- c. Develop programs of equitable financing for extending streets, sewer, water, storm, etc. into new developments.
- d. Institute a capital improvements program so as to program in advance the upgrading and expansion of existing facilities.
- e. Require adequate treatment of industrial waste and avoid storing or locating industrial waste in areas of high ground water without taking necessary precautions to avoid ground water contamination.
- f. Identify the needs of the mobility handicapped and incorporate these needs into the planning and construction of all public improvements and facilities.
- g. Cooperate with the Flathead Valley Community College as they relocate into a new campus facility to fit the expanding needs of this facility.

9. Historic Preservation

A HISTORICAL AND CULTURAL HERITAGE DOCUMENTED AND PRESERVED FOR THE ENRICHMENT AND ENJOYMENT OF PRESENT AND FUTURE GENERATIONS.

- a. Identify all places and structures of local, state and national historical significance within the Planning Jurisdiction.
- b. Undertake actions to preserve these places and structures through local programs or community groups, assistance in placement on the National Register of Historic Building and Places, private rehabilitation/renovation programs using the associated tax benefits, etc.

10. Recreation

A BALANCED DISTRIBUTION OF RECREATIONAL FACILITIES THROUGHOUT THE PLANNING JURISDICTION PROVIDING ACCESS TO ALL AGE GROUPS AND INCOME LEVELS.

- a. Develop tot lots and neighborhood parks in conjunction with the school district.
- b. Provide for tourist amenities in conjunction with recreational areas.
- c. Develop additional greenbelts and open space areas along the rivers in areas unsuited for development.
- d. Set procedures for accepting park lands, cash gifts, and cash-in-lieu of land.

- e. Provide balance of park lands throughout the community serving individual neighborhoods as well as the entire city and Planning Jurisdiction.

11. Energy

THE MOST EFFICIENT USE OF ENERGY AND APPLICATION OF RENEWABLE RESOURCES WHILE ENHANCING THE ATTRACTIVENESS OF THE KALISPELL AREA AS A PLACE TO LIVE AND WORK.

- a. Promote energy conservation through efficient street layout and utility installation, clustering of developments, and innovate urban design standards.
- b. Establish regulations to protect solar access.
- c. Encourage infilling to take advantage of existing streets and services.
- d. Encourage transportation energy conservation by developing pedestrian and bicycle oriented systems.

12. Agriculture

A STABLE VIABLE AGRICULTURAL INDUSTRY WHICH WILL SUPPORT THE COUNTY'S AGRI-BUSINESS ECONOMY, PROVIDE BASIC EMPLOYMENT AND MAINTAIN OPEN AREAS.

- a. Recognize that agriculture is an important element in the county's economic base.
- b. Recognize that highly productive agricultural lands are a finite natural resource at the local, state, and national level.
- c. Recognize that the agricultural usage of such prime agricultural lands is appropriate and in the public interest.
- d. Recognize that this resource should be protected by allowing the limited conversion of agricultural lands only if those areas which are not productive agricultural lands or where these lands are needed for proper urban expansion.
- e. Recognize that agricultural lands are important to the aesthetic and wildlife quality of the county and as such are an integral part of the county's tourism industry as well as its quality of life.
- f. Recognize that over one-third of the county's productive agricultural land is located within municipal planning jurisdictions and as such each municipality needs to actively work to protect the agricultural base of the county.

- g. Recognize that, due to the relative isolation of Flathead County, there is a delicate balance between the remaining agricultural lands and the county's agri-business support base.
- h. Develop land use policies which protect the agricultural land base in the county.
- i. Direct growth to already established urban areas and rural areas which are not environmentally sensitive or productive agricultural lands.
- j. Cooperate with other Planning Jurisdictions to develop one agricultural land policy which considers the entire agricultural base rather than four separate approaches.
- k. Avoid extending municipal services and roads into agricultural lands which would result in the premature development of such areas.
- l. Inventory and map the county's important agricultural lands.
- m. Develop a profile of the agricultural industry within the county including the agri-business and its needs and impacts on the county's economy.
- n. Develop agricultural land preservation programs which are founded on progressive alternatives to traditional planning approaches.

## 2. COMMUNITY SETTING

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There are many reasons why communities are established where they are. Sometimes it is pure speculation, but in most cases it is for economic reasons - for example, being located on a major transportation route or because of abundant farmlands, mineral wealth or cheap power supply. Climate and aesthetic reasons also play a role. Those communities that are successful and thrive, such as Kalispell, are able to take advantage of their location and utilize it to its fullest.

The city of Kalispell is located in the Flathead Valley at the junction of U.S. Highways 93 and 2, at an altitude of 2,959 feet. The city lies 30 miles southwest of Glacier National Park, 7 miles north of Flathead Lake, and 17 miles south of Whitefish Lake and Big Mountain Ski Resort Area. The city and its rural Planning Jurisdiction cover approximately 63.5 square miles in what is commonly referred to as the Upper Flathead Valley, along the westerly slopes of the Great Rocky Mountain Trench.

Kalispell is the major urban center of Flathead County and just over 40 percent of the county's population lived in the Kalispell Planning Jurisdiction in 1980.

### EARLY KALISPELL

Prior to 1890, the only access into the valley was from the south, via a boat trip across Flathead Lake and up the Flathead River. The Flathead Valley was a vast undeveloped wilderness containing a mixture of excellent farmlands, unlimited timber stands, mineral wealth, coal deposits, potential waterpower and scenic beauty.

Two major events led to development of Kalispell and the Flathead Valley. First, the European immigration of the 1870's and 1880's brought a huge influx of farmers in search of cheap good western farmland. Hand in hand with this, the Great Northern Railroad brought a new accessible entrance into the valley.

Kalispell really started as Demersville established in 1887 by Jack Demers just a few miles southeast of present day Kalispell. Demersville was built on the shore of Flathead River at the Head of Navigation and flourished as a major distribution center as farmers, ranchers, and businessmen poured into the Flathead Valley. The promise of the railroad coming into the valley brought a major boom in 1890 as speculators believed Demersville, being the Head of Navigation, would make an ideal division point. At its peak the town boasted 72 saloon licenses, residential lots sold for \$500 and commercial land was so expensive, buildings were constructed on leased land with lots renting for as much as \$100 per month. Fate prevailed though. Two catastrophic fires in mid and late 1891 destroyed several blocks of the young city. During the same time it was announced that Kalispell, just three miles to the north would be the new railroad division point. A great exodus of buildings and people followed and by the spring of 1892 only a handful of businesses and homes

remained in Demersville. The final blow came 15 years later when June highwater shifted the river channel, leaving Demersville the "Head of Navigation" high and dry one half mile away from the Flathead River.

Kalispell, founded on St. Patrick's Day, March 17, 1891, was named by Railroad Baron James J. Hill. The name came from the Pend Oreille Indians and means "Camas" or "the prairie above the lake." Kalispell was established as the railroad division point over the more obvious Columbia Falls, as speculators behind the Columbia Falls Land Company had driven land costs too high in that area. The Kalispell Townsite, in anticipation of the proposed railroad development, was purchased by Northwest Land Company of Moorhead, Minnesota. Platted land sales began in April 1891 with sales exceeding \$100,000 the first day. Building construction began in May and by October when the County Commissioners in Missoula officially recognized the townsite of Kalispell, there were 23 chinese laundries, and four general stores. In 1893, a citywide electrical system and a sewer and water system boasting 57 fire hydrants (a novelty in the west) were constructed. By 1894, Kalispell was established as the new county seat. Activities slowed as droughts and a railroad strike hampered economic growth in the mid-1890's, but because of the vast potential of Kalispell and Flathead County, swarms of young men continued to move into the area. By the year 1900, Kalispell was known throughout the nation for its large number of wealthy bachelors. Men outnumbered women three to one and there was a chronic scarcity of wives and school teachers. Despite this temporary social setback, the turn of the century saw new vitality. In 1899, there were 130 houses constructed. In 1900 there were 200 homes constructed, the population stood at 2,500 and farmland prices had risen to \$40 per acre. In 1901 over 300 houses were built. Figure 3 on the following page is a 1902 Sanborn Map showing early Kalispell south of the railroad tracks. Kalispell continued to prosper except for a minor setback in 1904, when the Railroad Division Point and several hundred railroad workers were shifted to Whitefish. By this time, however, Kalispell was entrenched as the commercial, governmental, and professional center of the county and areas beyond and remains so to the present day.

Early Kalispell, prompted by its vast riches and potentials, also had its share of grand dreams and schemes. In the 1890's a company was formed to extend the railroad between Kalispell and Missoula, to once again put Kalispell back on the main line railroad. A capitol stock sale of \$2,000,000 offered in \$100 shares was to make this dream a reality, but in the end, it was just a dream. In 1907, plans were drawn up to dredge a 2 1/2 mile canal to the Flathead River and make Kalispell a river port. It never came to be. In 1911, an elaborate ground breaking ceremony was held and stock was offered for construction of an electric railway system connecting all communities in the valley. Again an overly ambitious project yet just a dream. These early promoters of Kalispell were trying to create and capitalize on the boom town growth that they felt should have swept Kalispell. The boom never came. Instead, and in many regards to the betterment of the community, the Kalispell area has experienced stable and continuous growth throughout its existence.

#### GEOGRAPHY AND CLIMATE

The Kalispell Planning Jurisdiction is located in the Upper Flathead Valley which is a broad valley located along the westerly slopes of the Great Rocky



Mountain Trench. The valley is composed of nearly level alluvial lands, bottom lands and low terraces along the Flathead, Whitefish, and Stillwater Rivers.

Kalispell enjoys a relatively mild climate for its elevation and latitude due principally to the influence of topographical features. The high mountains of the Continental Divide to the east provide protection from the Great Plains Climate while the mountains to the west interrupt passage of the Great Basin Climate found in Spokane. In addition, water surfaces associated with the many existing lakes and rivers tend to moderate temperatures in both winter and summer. As a result, Kalispell's weather ranges from a moderately dry summer and autumn to a moderately wet winter and spring. On the average, Kalispell has a temperature of 27.1 degrees Fahrenheit in January and 64.3 degrees Fahrenheit in July. Annual rainfall averages 20.27 inches and annual snow fall 49.0 inches. The average length of the growing season is 104 to 126 days.

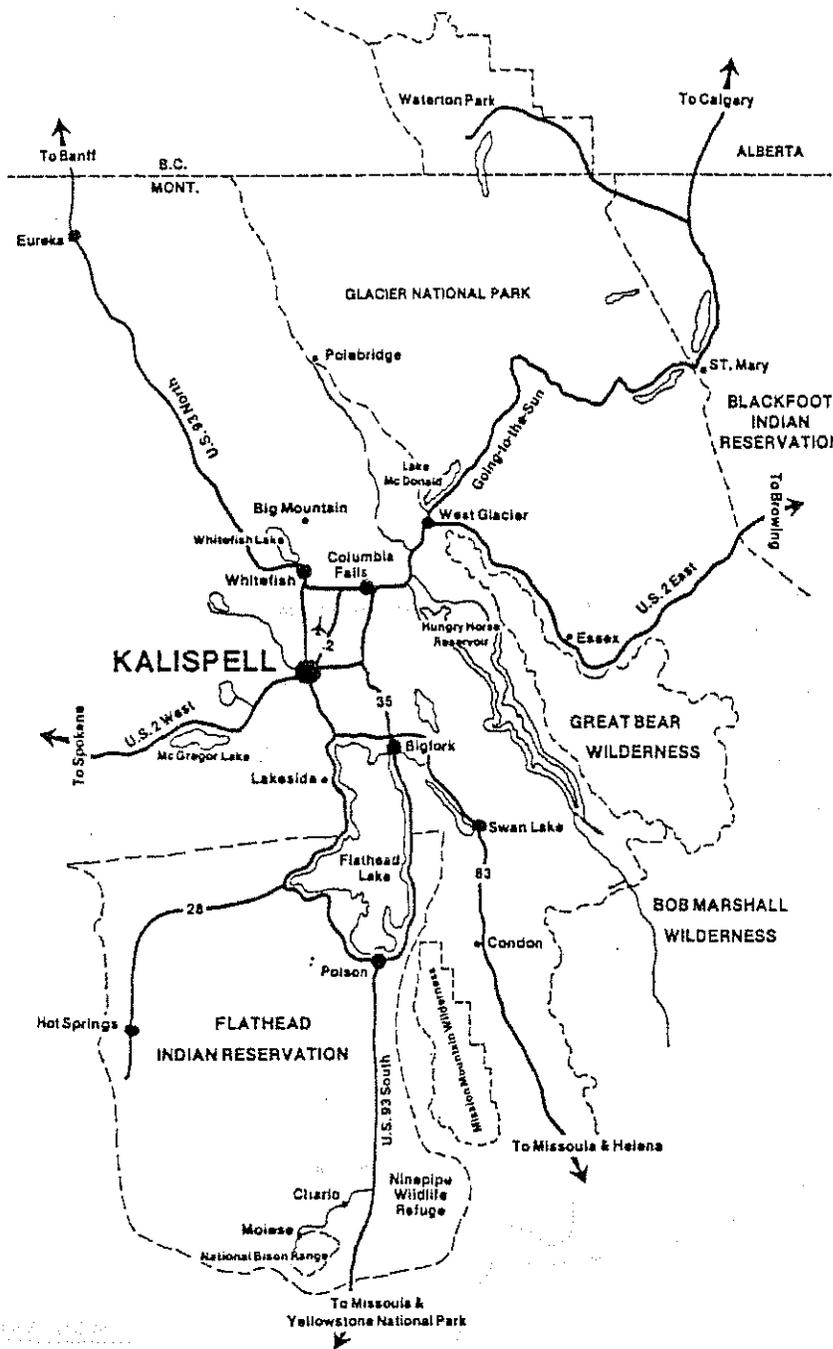
The valley's moderate temperatures play an important role in the area's economy. The moderate winter is important to industry and residents with respect to heating costs. The mild springs and summers provide an ideal climate for cash crops such as cherries, fresh vegetables, barley, mint, etc., and benefit businesses and residents with respect to summer cooling costs. On the whole, the mild climate and progressive characteristics of Kalispell and its vicinity make this area attractive for living, working, and recreation and are all contributing factors for intensive immigration during recent decades.

#### LOCATION POTENTIAL

Kalispell is situated in the south central portion of the county resulting in a central location among the smaller cities and communities of Flathead County and the region. Refer to Figure 4. Kalispell is strategically situated nearly equi-distant from four major urban centers, Calgary in the north, Spokane in the west, Missoula in the south, and Great Falls in the east. As illustrated in Figure 5, Kalispell is located less than 200 air miles from these major population centers in which nearly a million people live and work. Access to the Flathead Valley from these areas is by auto and bus passenger routing on a regional highway system, by both direct and indirect air passenger service, and by Amtrak Rail Service. In addition, U.S. Highway 93 and U.S. Highway 2 pass through the community, thus connecting the area to every major community in a three county (Lincoln, Flathead, and Lake) region. Kalispell also has convenient access to Glacier Park International Airport, nine miles to the north, which is serviced by Delta Airlines and Northwest Airlines; thus connecting the area to major cities in the United States.

As a result of its location and convenient transportation facilities, Kalispell has become the trade and service center of northwestern Montana. Also, because of its proximity to Whitefish and Columbia Falls, an interdependence between the three cities has developed which complements one another due to their different economic bases. Columbia Falls provides the major industrial base, Whitefish is recreationally oriented and Kalispell contains the majority of the retail services. Kalispell is also the regional center for Federal, State, and County government, higher education, and medical and hospital services. Finally, situated as it is in the midst of the fertile Flathead Valley, Kalispell serves as a major agricultural service center for the surrounding agricultural industry.

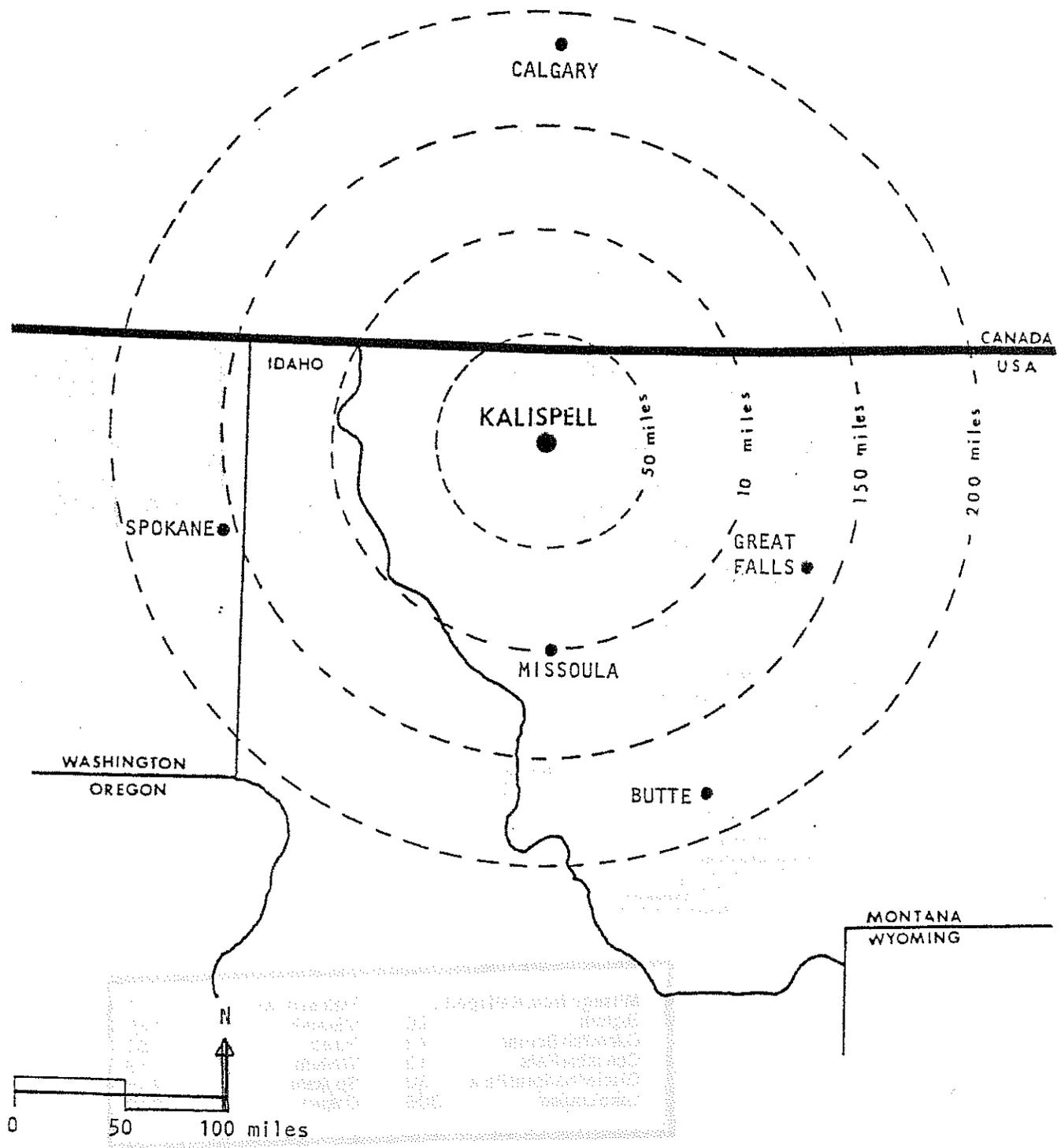
FIGURE 4  
 KALISPELL  
 GENERAL LOCATION MAP



Mileage from Kalispell...			
Bigfork	20	Flathead Lake	7
Canadian Border	72	Missoula	125
Columbia Falls	13	Poison	50
Glacier National Park	32	Whitefish	13
Lake Louise	306	Spokane	245
		Calgary	310

FIGURE 5

# REGIONAL SETTING



# 3. ENVIRONMENTAL CONSIDERATIONS

The natural environment plays a significant role in shaping the physical development of a community. Factors such as geology, topography, soil type or floodplain may pose as either deterrents or stimulants to development. Consequently, it is important to analyze these in determining the natural carrying capacity of the Planning Jurisdiction.

Four environmental factors - soils, agriculturally productive lands, topography and floodplain - have been selected for analysis as these factors play an important part in determining which areas should be developed and the intensity of such development. The scope of this analysis is broad and general, with the intention of identifying broad planning objectives.

## SOILS

Basic soil data provides a valuable insight into making good land use decisions. The suitability of soil types for building construction, road construction, on-site sewage disposal or agricultural production will help determine where development could occur, what costs a developer or the City may incur to alleviate limitations presented by poor soils and what trade-offs exist to developing agricultural lands.

The most reliable soils information available on a broad scale is found in the 1960 Soil Conservation Service Soil Survey for the Upper Flathead Valley Area. As illustrated in Figure 6, the existence of certain types of soils renders some areas unsuitable for urban development because of one or more of the following properties: high water table, alkalinity or acidity, salinity, shrink - swell behavior, stoniness, depth to bedrock, high water table, corrosivity or slow or rapid permeability. For the most part these problem soils occur to the south of the present city limits, and to a lesser extent to the west. However, although soils may be unfavorable for development, most of the disadvantages could be overcome through engineering techniques which usually involve an added expense to the public in providing services such as streets, water and sewer.

## SLOPE

How the land lays affects almost every aspect of development. Land can be too flat for some uses and too steep for others. Slope is one of the controlling factors in the design of streets, storm drainage facilities, sewer and water lines, lot orientation and density. Problems that usually occur because of slope can be grouped under three headings:

**Grade:** Slopes that are too steep or too gentle for a particular land use and, therefore, must be changed by cut and fill if development is to occur.

Erosion: Slopes with steep inclines, composed of light vegetative cover and loose soil material are thus conducive to loss of soil by erosion.

Failure: Slopes that are composed of weak, steeply inclined materials which have low bearing (weight-supporting) capacity and are prone to mass movements such as mudflows, creep and slides.

It is difficult to be specific about slope limitations because of the amount of site design and engineering which may or may not be incorporated into a particular land use. Generally, though, 0-10% slopes are well suited for most development activity. Slopes of 11-20% are still suitable for some types of development, but engineering constraints and problems are much more prevalent. Slopes beyond 20% consistently exhibit one or more problems of grade, erosion or failure. Any developments in this range should be closely scrutinized.

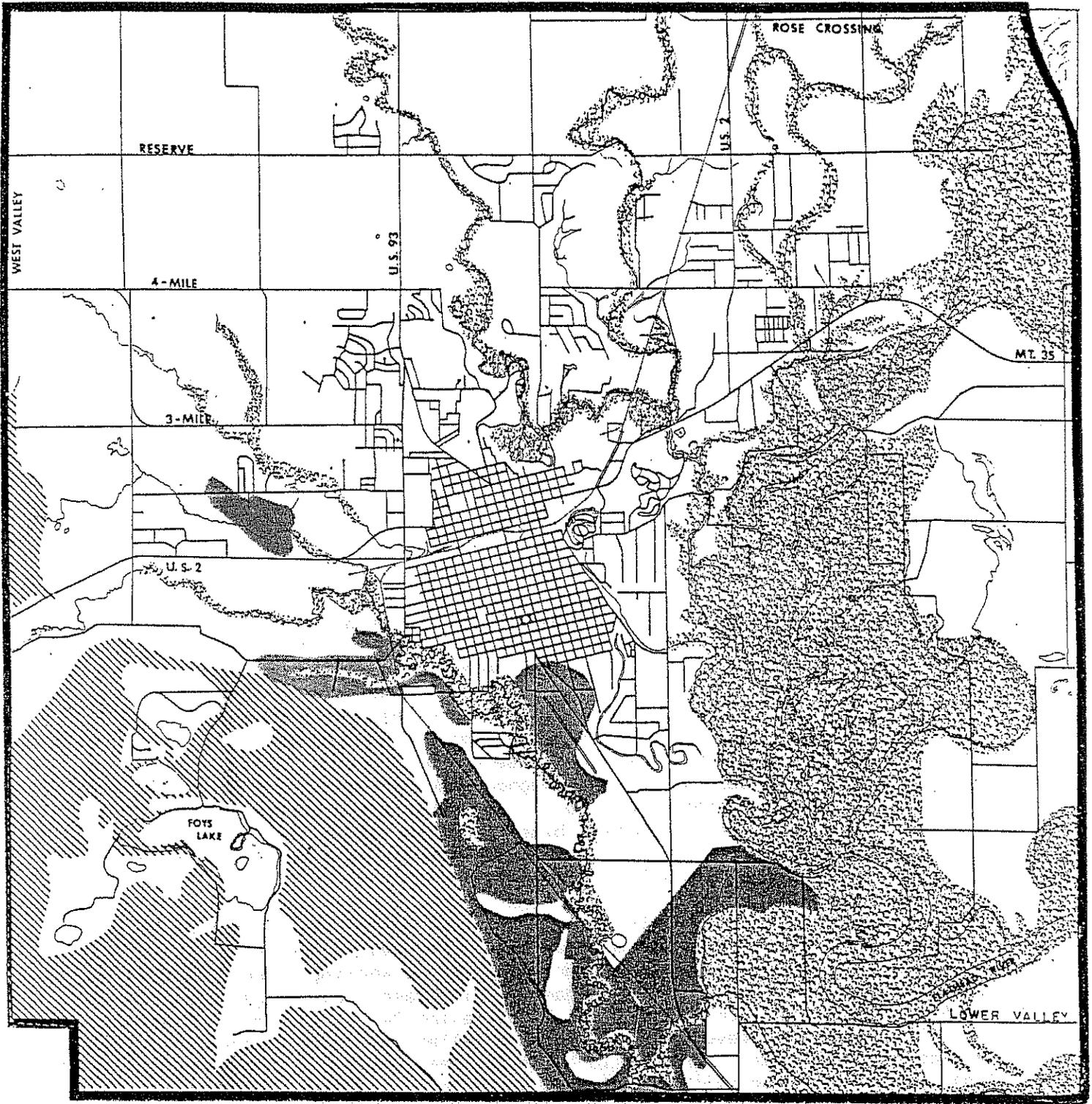
Steep slope or severe topography do not appear to be a major constraint upon development in the Planning Jurisdiction (Figure 6). Steep slopes do exist southwest of the city in the Lone Pine State Park - Foy's Lake Area. Steep slopes are also found along the major rivers including the Flathead, Whitefish, and Stillwater.

#### FLOODPLAIN

The existence of the Flathead, Stillwater, and Whitefish Rivers within the Kalispell Planning Jurisdiction subject the adjacent lands to periodic flood hazards. Major floods have been recorded in 1894, 1926, 1933, 1948, 1964 and 1975. The primary yardstick used to measure the flood prone areas is the 100 year floodplain. This defines an area covered by a flood of such intensity that it would, on average, occur only once every one hundred years or, described another way, a flood that has a 1% chance of occurring in any given year. To put this flood potential into perspective, the Flathead Flood Insurance Study prepared by the Federal Emergency Management Agency (FEMA) in 1984 analyzed data from the six flood events listed above. The 1975 flood in Evergreen, while purported to be a 100 year event, was estimated more closely to be a 25 year flood. Officials at the time estimated property damage in excess of two million dollars. News releases at the time reported over 50 residences were surrounded by rising water and over 200 mobile homes were either flooded or pulled from high water areas in the Evergreen area.

On the other hand, the 1964 flood was of such magnitude that it is not reasonably expected to occur again. The flows through Columbia Falls on the Flathead were 25% higher than a 500 year flood event and only the Hungry Horse Dam on the South Fork of the Flathead saved the valley from greater damage. This flood was triggered by torrential rains which swept through the mountains and valley during a period of unseasonably high spring temperatures which were already causing a rapid thaw of an unusually high spring snowpack.

Floodplain information for the Kalispell Planning Jurisdiction is derived from the Federal Emergency Management Administration Flood Insurance Study. All lands within the Kalispell Planning Jurisdiction are covered by the regular Flood Insurance Program and Flood Insurance Rate Maps have been published.

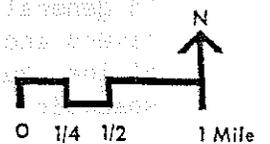


**KALISPELL  
CITY - COUNTY  
PLANNING JURISDICTION**

**GROWTH DETERRENTS**

- ☉ - FLOOD PLAIN
- ⊙ - UNFAVORABLE SOIL
- ⊗ - STEEP SLOPES (+20%)

**FIGURE 6**



Kalispell administers the program within the city and Flathead County administers the program within the unincorporated areas.

Floodplain areas within the Planning Jurisdiction are shown on Figure 6. Areas of major concern are along the entire Flathead River east of Willow Glen Drive and in East Evergreen. Areas of minor flooding are found along the Whitefish and Stillwater Rivers and Ashley Creek.

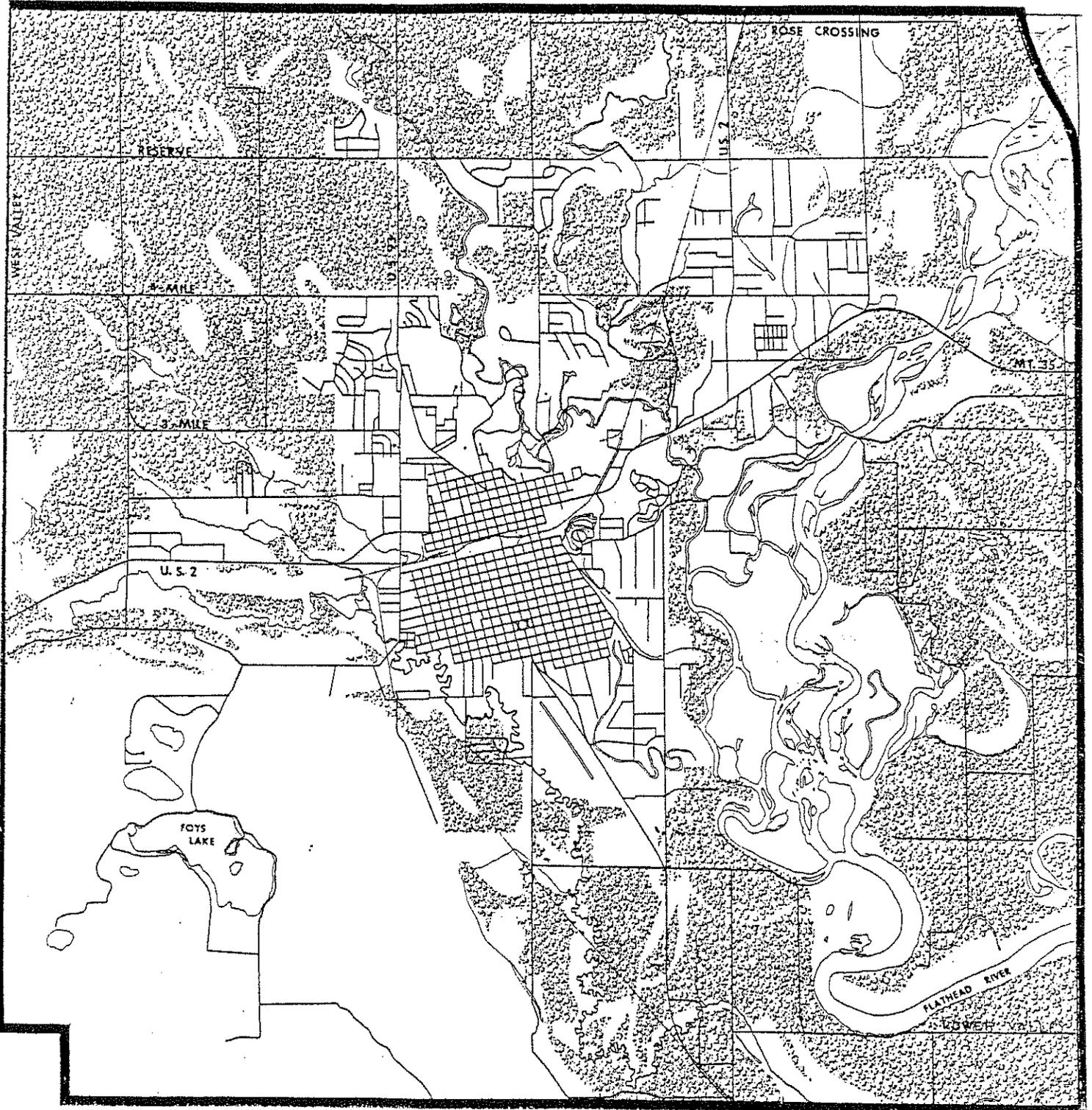
#### AGRICULTURAL LANDS

The Soil Conservation Service has historically been involved in mapping soil types and determining soil and land capabilities. They have developed an agriculture lands rating system designating all soils Class I-VIII based on the soil's agricultural capabilities and necessary associated management practices. A second and more current system using soils data has been developed which designates farmlands that are prime, prime if irrigated, of State importance or of local importance. All other lands are considered not physically or economically viable for agriculture. Within the Planning Jurisdiction, these four farmlands designations have been mapped using the 1960 Soil Survey which covers the entire Jurisdiction except the extreme southwest corner.

Although these classification systems are useful, they do not necessarily address land use, local values or productivity yields all of which affect the farmability of a particular piece of land. As a result of these shortcomings, the U.S. Soil Conservation Service has recently developed a method which evaluates soil productivity and factors in local values at the same time. This program is called the Land Evaluation and Site Assessment System (LESA). This evaluation system uses two sets of evaluation criteria to assign a rating to lands previously mapped by the Soil Conservation Service. The system uses an indicator crop that can be grown throughout the survey area to determine the potential yield of each individual soil type in the area. Following that, each parcel of land can be evaluated based on its local values (wildlife, historical, floodplains), the probability for development and its suitability for preservation (agricultural value).

The Flathead Rural Resource Development Council under the direction of the Flathead Conservation District applied the LESAs system to soils within the county. Using barley as an indicator crop and a working committee of area farmers and representatives from a host of land based public agencies such as the SCS, Forest Service, State Fish, Wildlife and Parks, and County Planning, a local system was developed. It is being called the Upper Flathead Farmland Development Assessment (UFFDA). It has since been adopted by the Conservation District and is used by the local Soil Conservation Service. Furthermore, the Federal Farmlands Protection Policy Act requires that the SCS review all federally funded projects which impact important agricultural lands. The local SCS office is using the UFFDA system. Figure 6 shows important farmlands using just the soil productivity rating developed for UFFDA.

In general, excluding the floodplain areas of the Flathead and other smaller rivers and excluding the Foy's Lake area because of topography, the remainder of the jurisdiction contains productive, important agricultural lands. Site specific use of the UFFDA system will help further clarify the extraneous

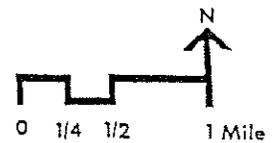


**KALISPELL  
CITY - COUNTY  
PLANNING JURISDICTION**

**PRIME FARMLANDS** - 

SOURCE: Soil Productivity Rating System developed for the Upper Flathead Farmland Development Assessment (UFFDA) by the Rural Resource Development Council - 1984 under contract with the Flathead Conservation District.

**FIGURE 6A**



impacts of land use, wildlife, floodplain, etc. as to the ultimate suitability of farmland usage.

### SUMMARY

Figure 6 does present a definitive pattern where the cumulative effects of steep slopes, poor soils and floodplains effectively prohibit economical development. While it is true that engineering and design can mitigate many of the identified problems, such actions are costly and quite often pose new problems. In general development to the southwest of Kalispell in the foothills - Lone Pine area should be discouraged outside of the valley floors. Furthermore development along the entire floodplain of the Flathead should be discouraged. Serious soil problems exist to the south of Kalispell between U.S. 93 and the foothills to the west and while urban services (sewer and water) and proper design features can address the problems, development will be expensive.

It would appear that the most suitable area for future growth would be to the north and west. Ironically as shown in Figure 6A, this area contains the greatest concentration of prime farmland. While it is not realistic to assume that prime farmlands next to a growing urban area can forever remain undisturbed, it does call out the need to encourage infill development within the community and to closely scrutinize and weigh the impacts of future growth

# 4. POPULATION AND ECONOMY

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The study of population and economic characteristics provides a keen insight into the human resources of an area. This information provides the basis for projecting future population growth. This in turn is used by both public and private groups to plan for such things as future land acquisition, expansion and extension of services and utilities to name a few.

## POPULATION

A community is only as vital and viable as the people that live there. The rate of growth, the age distribution, level of education and migration trends all play an important part in shaping the image and future of the area. All of these characteristics need to be analyzed to present a clear picture of the anticipated and potential growth in the Planning Jurisdiction.

### Population Trends

At the turn of the century, Kalispell was a bustling town of 2,500. Since that time, Kalispell has twice doubled its population growing to just over 5,100 by 1920 and reaching 10,151 in 1960. It appears that 1960 stands out as a pivotal time in the growth of the Planning Jurisdiction. Prior to 1960, the city routinely had growth rates in excess of 15-20% per decade and the vast majority of development within the entire jurisdiction occurred within the city of Kalispell. From 1960 forward, growth trends and pressures changed. In 1960, approximately 3,000 people lived in the Planning Jurisdiction outside of Kalispell and city residents outnumbered rural by over three to one. By 1970, growth inside the city slowed to 4% per decade and the population stood at 10,526, while growth outside the city grew by 55% to approximately 4,900 people. The gap had narrowed and city residents only outnumbered rural residents by a two to one ratio. In 1980, Kalispell's city growth rate slowed to only 1% for the previous 10 years rising to 10,648 while the rural area boomed doubling to approximately 10,500 people. For the first time the rural population equaled the city population within the Planning Jurisdiction.

What the trends above show is that, since 1960, the Planning Jurisdiction has continued to grow at a healthy rate of 28% per decade. The settlement pattern has changed though due both to personal preference and economics. Major factors that gave rise to this change include an improved rural road system offering better access to rural areas, the lower tax rate outside the city, the ready availability of on-site water and sewage disposal, the lack of developable vacant residential land in Kalispell, Montana law precluding any city from adopting aggressive annexation laws, lax land use regulations in the county which have led to substantial speculation and land development, an increasing awareness and desire for a rural lifestyle with easy access to urban amenities, and, finally, the city's policy of extending sewer mains into unincorporated areas to serve specific developments.

Given the situation that all of these factors are still valid today, the trend of slowing municipal growth rate and an increasing rural growth rate is expected to continue.

Cities are part of a larger region. In order to evaluate local population trends it is essential to analyze them in relation to the population fluctuations within the region as is shown on Table 1 below. Flathead County is the fourth largest and one of the fastest growing counties in Montana more than doubling the States' growth rate between 1970-1980. Kalispell is the largest city in Flathead County containing over 20% of the county population. Kalispell is also the slowest growing city in the county. In the past two decades, Kalispell has grown only 4% and 1% respectively while Whitefish has averaged over 10% and Columbia Falls has averaged 20% growth during the same time. All three cities are growing at a much slower rate than the county's rates of 20% and 32% respectively indicating that population growth in the rural areas is outstripping municipal growth. As was discussed above, this is the case in the rural portion of the Planning Jurisdiction where Kalispell has almost stagnated while the entire Planning Jurisdiction is experiencing growth equal to or greater than the county.

TABLE 1  
POPULATION TRENDS  
Kalispell Area, Flathead County, Montana  
1960-1980

	POPULATION			% CHANGE		
	1980	1970	1960	1970-80	1960-70	1950-60
Kalispell	10,648	10,526	10,151	1	4	4
Kalispell Plan Jurisdiction*	21,147	15,426	13,151	37	17	-
Columbia Falls				17	24	73
Whitefish				10	13	-14
Flathead County	51,966			32	20	4
Montana	786,690			13	3	14

Source: U.S. Census

\* Flathead Regional Development Office

### Age Structure and Migration

The evaluation of the age structure of a community provides an insight into its migratory trends, potential work force and retirement population. In comparing the Kalispell Planning Jurisdiction to both the County and the State, the age structure is very typical. (See Table 2) Approximately one-fourth (1/4) of the population is under 15 years of age (pre-school and school age), approximately two-thirds (2/3) of the population is 15-64 (the Senior High - College and primary labor force population) and the remaining 12% is retirement age (65 and over). A dramatic difference though is evident when comparing the city of Kalispell to the rural portion of the Planning

Jurisdiction especially keeping in mind that the respective populations are approximately equal.

TABLE 2  
AGE STRUCTURE  
Kalispell, Planning Jurisdiction, County, State  
1980

AGE GROUP	CITY OF KALISPELL		KALISPELL PLANNING AREA		FLATHEAD COUNTY		MONTANA	
	POP.	%	POP.	%	POP.	%	POP.	%
0 - 4	762	7.2	1,723	8.1	4,285	8.2	64,455	8.2
5 - 14	1,471	13.8	3,314	15.7	8,451	16.3	122,777	15.6
15 - 24	1,699	15.9	3,604	17.0	8,655	16.7	148,640	18.9
25 - 34	1,839	17.3	3,733	17.7	9,375	18.0	132,925	16.9
35 - 44	1,028	9.7	2,329	11.0	6,202	11.9	88,419	11.2
45 - 54	961	9.0	1,919	9.1	4,901	9.4	73,677	9.4
55 - 64	1,091	10.2	1,963	9.3	4,721	9.1	71,238	9.1
65 +	1,797	16.9	2,562	12.1	5,376	10.4	84,559	10.7
TOTAL	10,648	100.0	21,147	100.0	51,966	100.0	786,690	100.0

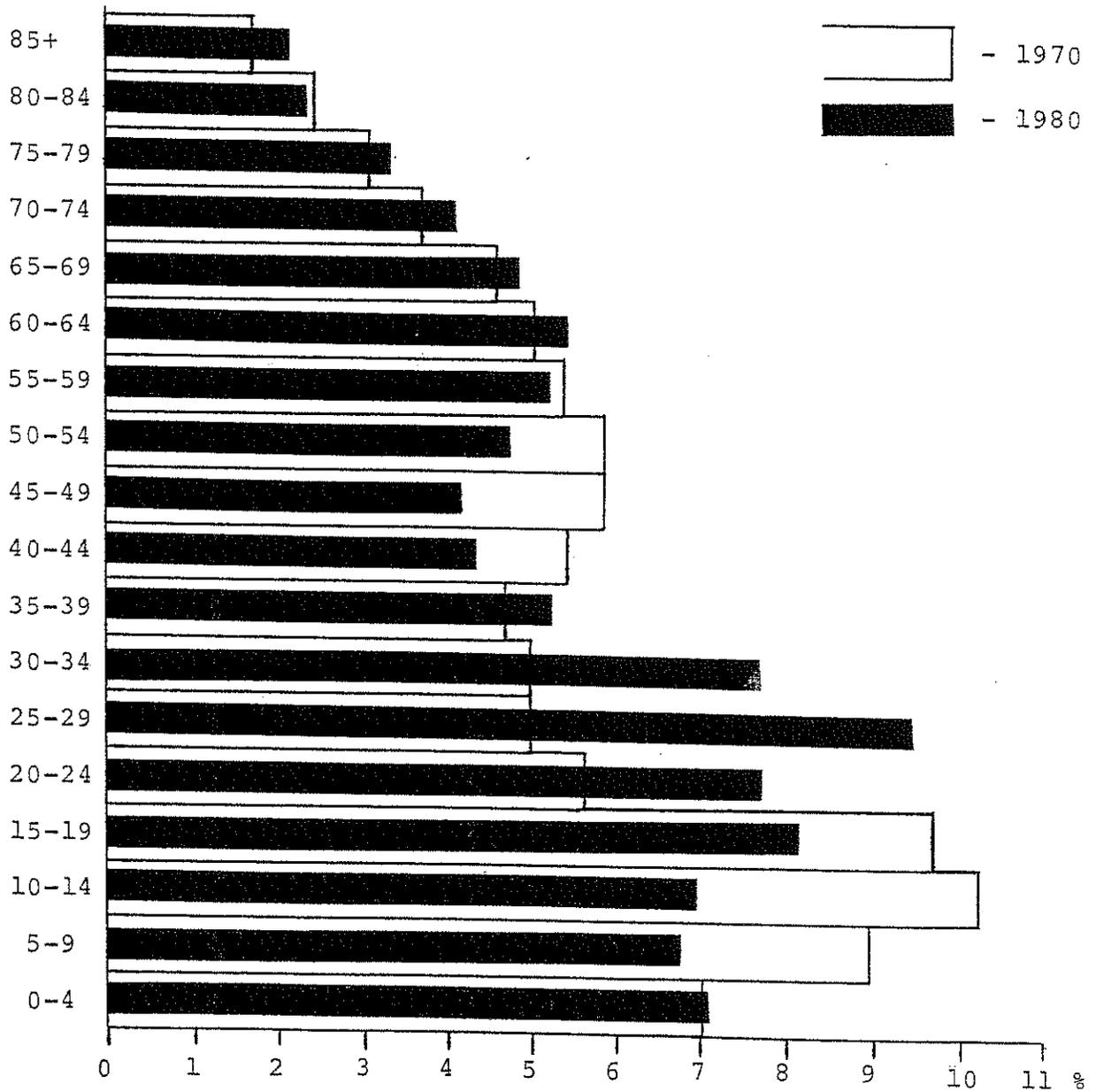
Source: F.R.D.O. 1983  
U. S. Census, 1980

The city has substantially fewer people in each age category under 45 years. This includes children and young families of child-bearing age. The 45-54 age group is equal; but, a major difference again appears in the 55 and over age groups which includes predominately families whose children have left and the retired. The City has a dramatically higher proportion of elderly people and houses two-thirds (2/3) of all the retired residents of the jurisdiction. Consequently, Kalispell is functioning as a retirement community. Conversely, in the rural areas adjacent to the city, a substantially large number of children and young families in the child-bearing age reside. This shows a major preference by young families to live outside the city.

To further substantiate the shift in the age of Kalispell's population, Figure 7 presents a population pyramid comparing 1970 and 1980 age categories. Ideally, the figure should be a perfect pyramid showing a large base (the younger ages) tapering to a small point (the extreme elderly). In Kalispell's case, the figure is more hourglass in shape showing a smaller than expected base of children (0-19), a constricted middle age class (35-55) and a larger

FIGURE 7

CITY OF KALISPELL  
POPULATION PROFILE BY AGE  
1970 AND 1980



SOURCE: 1970 and 1980 U. S. Census.

than normal elderly and retired population. While the trend was evident in 1970, it became much more pronounced by 1980.

Finally, while the city's population is stable showing only minimal growth between 1970 and 1980, the city has experienced substantial outmigration of its 5-19 year olds. Correspondingly, there appears to be a slight immigration of 45-64 year olds coupled with an increased life expectancy of the elderly due to improved health care and conditions.

All of the above observations are reflected in the median age of Kalispell which in 1980 stood at 32.4 compared to the much lower 29.7 for Flathead County and 29.0 for the State.

## ECONOMY

The economy of the Kalispell Planning Jurisdiction is based on timber, agriculture, tourism, and retailing. It is important, though, when considering the local economy, to look at a broader scope. For example, the economies of both Whitefish and Columbia Falls are intertwined with that of Kalispell. All are within easy commuting distance and all three have developed a degree of interdependence. Whitefish is the tourism center, Columbia Falls is the industrial hub and Kalispell is the commercial/professional center in the valley.

### Employment Characteristics

Major employment categories are shown in Table 3 for Kalispell for both 1970 and 1980. These figures support the fact that Kalispell is a retail/professional center with over 50% of the employment in these two categories. These categories grew 24% and 38% over the past decade respectively and along with Finance, Insurance and Real Estate which grew 60% posted the largest gains. Meanwhile, construction, manufacturing and communications actually remained the same or slightly declined over the past decade.

Comparing Kalispell to the county and state there are several obvious differences. (Table 4) Manufacturing is below the county average reflecting Columbia Falls' dominance. Transportation is below both the county and state. Wholesale and retail trade; finance, insurance and services; and professional services are all substantially above the county and state average again reflecting the prominence of Kalispell as a retail-financial-professional center. In light of this trend the industrial, export or basic industries have suffered. Between 1970 and 1980, manufacturing and agriculture showed no growth even though total employment grew 23% during the decade.

Basic industry provided jobs and income which helps support the non-basic (trade services) portion of the economy. While the relative stagnation of the basic sector of Kalispell's economy is a negative factor and needs to be corrected, it does not appear to detract from or hinder the non-basic sector of the economy. The retail service area that Kalispell commands greatly exceeds the Planning Jurisdiction Boundaries effectively mitigating many of the adverse impacts typically associated with a small industrial base. Kalispell serves as the regional trading center for a large portion of

northwestern Montana including Lincoln, Sanders, and Flathead Counties plus southern Canada and thus has the ability to tap a vast potential of wealth.

TABLE 3  
EMPLOYED PERSONS 16 AND OVER BY INDUSTRY  
Kalispell  
1970-1980

INDUSTRY	1970		1980	
	# People	% Total	# People	% Total
Construction	283	7.8	289	6.5
Manufacturing	511	14.1	488	11.0
Transportation	87	2.4	142	3.2
Communications & Other Public Utilities	175	4.8	161	3.6
Wholesale and Retail Trade	1,034	28.6	1,285	28.9
Finance, Insurance, Real Estate, Business & Repair Services	293	8.1	467	10.5
Professional & Related Services	702	19.4	974	21.9
Public Administration	182	5.0	231	5.2
Agriculture, Forestry, Fisheries & Mining	118	3.3	133	3.0
Personal, Entertainment & Recreation Services	236	6.5	273	6.1
TOTAL	3,621	100.0	4,443	100.0

Source: U.S. Census, 1970, 1980

### Economic Trends

There are several measures of local economic conditions. They include growth in the labor force, unemployment rate and per capita incomes. As is shown in Table 5, the labor force in Kalispell grew by over 1,000 posting a 28% growth rate between 1970 and 1980. The work force (those people employed) also increased an astonishing 23%. This is in light of Kalispell's growth of only 1% increasing 121 people during the same period. Much of this trend can be attributed to the increasing presence of women in the labor force being experienced nationwide. Per capita income also increased by 27% between 1970 and 1980 (1970 income was adjusted for inflation) which is yet another indication of a healthy economy.

TABLE 4

EMPLOYED PERSONS 16 AND OVER  
Kalispell, Flathead County and Montana  
1980

INDUSTRY	KALISPELL % OF TOTAL	FLATHEAD COUNTY % OF TOTAL	MONTANA % OF TOTAL
Construction	6.5	7.3	7.0
Manufacturing	11.0	17.5	7.4
Transportation	3.2	5.2	5.7
Communication & Other Public Utilities	3.6	3.3	3.3
Wholesale and Retail Trade	28.9	22.7	22.5
Finance, Insurance, Business & Repair Services	10.5	8.3	8.0
Professional & Related Services	21.9	18.7	21.6
Public Administration	5.2	4.2	6.7
Agriculture, Forestry, Fisheries, & Mining	3.0	6.2	13.2
Personal, Entertainment & Recreation	6.1	6.5	4.6
TOTAL	100.0	100.1	100.1

Source: U.S. Census, 1980

Unemployment has also increased in the Valley and sits at a very high level. Employment in the Kalispell Planning Jurisdiction as well as western Montana in general is subject to large seasonal variations. These fluctuations in employment over the course of a year are due mostly to climate and industrial mix. Large seasonal variations in employment mean that substantial numbers of workers will be unemployed during part of the year which results in a higher annual rate of unemployment. Outdoor activities such as wood products and especially logging, are affected by severe winter weather and spring thaws. Tourist-related activities, although increasing in the winter season, still are concentrated in the summer months as a result of custom and climate. The importance of these two seasonal industries in the Kalispell Planning Jurisdiction contributes to the area's high unemployment rate. See Table 5.

TABLE 5  
LABOR FORCE AND PER CAPITA INCOME  
Kalispell  
1970-1980

CRITERIA	1970	1980	CHANGE	
			#	%
Labor Force	3,949	5,041	1,092	28
Employed	3,621	4,443	822	23
Unemployed	328	598	270	82
% Unemployed	8.3	11.9	3.6	43
Per Capita Income <sup>1</sup>	\$ 5,680	\$ 7,214	\$1,534	27

<sup>1</sup> 1980 Actual figure, 1970 per capita income of \$2,812 was adjusted for inflation, Montana Business Quarterly, Bureau of Business and Economic Research, University of Montana, Missoula

Source: U.S. Census

### Summary of Economic Components

#### Retail

Kalispell is the major retailing center in the county. It actually functions as a service center for a trade area that extends beyond the county limits. The total trade area includes all of Flathead County, Lincoln County to the northwest, and portions of Lake County to the south. Kalispell also draws shoppers from Canada to the north, Idaho to the west, and from areas east of the Continental Divide. Kalispell has a trade area of nearly 6,000 square miles which presented an effective buying income of over \$156 million within Flathead County in 1974 and \$211 million in 1978. These figures do not include Kalispell's wholesale potential. In addition, a recent market study found that Flathead County is retaining only 65% of their potential retail sales. According to the 1981 Editor and Publisher Market Guide, Flathead County has the effective buying income of \$384,832,000 but estimated sales for Flathead County for 1982 was only \$306,803,000. The strongest competition that the county faces for retail sales is Missoula, 122 miles south; Great Falls, 221 miles east; and Spokane, 251 miles west.

Retail activity is on the upswing in and around Kalispell. The Outlaw Inn has been a leader in promoting large conventions and other tourist related promotions that have stimulated Kalispell area retailers at every level. Another major development is the Kalispell downtown shopping mall and motel complex located on Burlington Northern property along Center Street between Main Street and Fifth Avenue West. The Gateway West Shopping Mall on the west side of Kalispell has undertaken an aggressive expansion program, as well. In the Central Business District, low-interest rehabilitation loans have been made available with a leveraging agreement between the City of Kalispell Community Development Department and First Northwestern National Bank for commercial improvements. Also, additional off-street parking spaces were made

available through a coordinated effort of a Special Improvement District, an EDA grant, and lease agreements between the Parking commission and other private landowners.

### Tourism

Although the economic base of the area has long been agricultural and forestry related industries, the area is becoming more popular as a tourist and retirement center. The Big Mountain Ski Resort, 27 miles north of Kalispell, is one of the finest in the country, having the advantage over others because of the unusual length of its snow season with good skiing from late November until late April. The ski resort has a considerable spin-off effect on other jobs and businesses in the Flathead Valley. An independent study, conducted in 1982 for the Big Mountain, shows that skiers spent \$23.8 million in the Flathead Valley during the 1981-1982 season with only about 20% to 30% of that amount being spent directly at the ski resort. The rest was tied to food services, gas stations, sports equipment merchants, advertisers and even insurance companies resulting in an injection of funds to the surrounding areas. In addition, Big Mountain has completed and is now implementing a Master Plan for major expansion of the existing facility.

Kalispell is situated within a 30 minute drive of Flathead Lake, Jewel Basin, Glacier National Park, Whitefish Lake, the Flathead National Forest and the Flathead River. Kalispell also hosts a 27 hole golf course and the historic Conrad Mansion. All of these assets provide the basis for a year round tourist industry.

### Timber

In terms of local employment and earnings, the importance of the timber industry has decreased in recent years due to the higher interest rates and their effect on the building industry. As economic conditions improve, the timber industry will bounce back.

### Columbia Falls Aluminum Plant

Many residents of the Kalispell Planning Jurisdiction commute 20 miles to the Columbia Falls Aluminum Plant in Columbia Falls, the largest single employer in the county.

The future of this industry will directly effect Kalispell's economy. Unfortunately, the valley has no control over the two major criteria influencing the plant's future: electrical rates and the price of aluminum. Production at the plant dipped as low as 40% of capacity in early 1983, when only two of the five potlines were operating. Since that low point, conditions have improved. Atlantic Richfield sold the plant in 1986 and after a major re-organization, restructuring of electrical rates, county property tax relief and an aggressive marketing campaign the future of the new corporation appears promising.

## Agriculture

Agriculture has been described as the only essential industry. It is basic to Montana's economy. Besides agriculture's direct employment base, many non-farm jobs and businesses are immediately linked to the agriculture industry. Consequently, a healthy agricultural base is essential for the well being of the State of Montana.

Many questions have been raised, though, concerning the relative importance of agriculture to Flathead County or more specifically to the Kalispell Planning Jurisdiction. The 1980 census shows that 3% or 133 people living in the city of Kalispell are directly employed in agriculture or forestry. This figure is somewhat misleading in that it does not address the farm laborers and owner/operators living in the rural portion of the Planning Jurisdiction.

The precise value of agricultural products is also difficult to pinpoint. The Flathead County Rural Resource Development Commission undertook a study in 1983 which determined that, countywide, the values of agricultural products sold in 1983 exceeded \$25 million. This figure is generally low as accurate figures for cattle, horses, and pigs were not available. There are no available corresponding figures for the Kalispell Planning Jurisdiction.

These figures above alone do not adequately represent the importance of the agricultural industry in the Planning Jurisdiction. The agricultural impact goes well beyond immediate farm employment and sale of agricultural products. There are a host of non-basic agri-businesses in the county including grain elevators, hardware dealers, farm implement dealers, transportation firms, feed suppliers, etc. which are directly dependent on agriculture. The Rural Resource Development Commission, in light of this, undertook an agri-business survey in Flathead County to determine what percentage of Flathead County's economy is directly dependent on the farming industry. Approximately, 57 agri-businesses in the county were identified. Two-thirds of those responding (20) were located within three miles of Kalispell. These businesses reported gross receipts, total employment and salaries for their overall businesses and then for that portion of their business directly related to agriculture as shown on Table 6.

Based on this survey and census data already discussed, agriculture in the Planning Jurisdiction is directly responsible for in excess of 306 jobs. This figure is considerably low as not all agri-businesses responded plus it does not address farm laborers and owner-operators living in the rural portion of the Planning Jurisdiction. The survey also shows that agriculture related sales from agri-businesses exceeds \$32 million in the Planning Jurisdiction. To put this in perspective, the Flathead County Overall Economic Development Plan (OEDP) estimated that retail sales in Kalispell during 1982 stood at \$189 million and retail sales for the County totaled \$307 million. Based on this information, ag-related, agri-business sales in the Kalispell Planning Jurisdiction accounts for almost 17% of the Kalispell retail activity and over 10% of the entire county.

TABLE 6

AGRI-BUSINESS SUMMARY ESTIMATES<sup>1</sup>  
 Kalispell Planning Jurisdiction  
 1984

Gross Receipts	\$ 70,354,000
Agriculture Adjusted Gross Receipts	31,354,000
Employees	324
Agriculture Adjusted Employees	183
Employee's Salaries	\$ 5,769,000
Agriculture Adjusted Employee Salaries	2,848,000
<sup>1</sup> Results of survey of 30 of the largest agri-business in Flathead County from an identical field of 57. All 30 firms were in the Kalispell Planning Jurisdiction.	

Source: Rural Resource Development Commission, Flathead County, August 1984

The above figures bear out the real economic impact of agriculture and yet it is still difficult to measure this industry strictly in terms of dollars and cents. In recent years agriculture has helped to provide a degree of stability in the local economy in the face of major lumber industry fluctuations. Agriculture also indirectly helps to provide open space, wildlife habitat and visual attractiveness thus enhancing the quality of life throughout the Planning Jurisdiction.

#### SUMMARY

In summary, the unique climate and physiography found in the Upper Flathead Valley have contributed to the popularity and growth of Kalispell and the county. The future economic and population outlook for the Kalispell Planning Jurisdiction is for continued growth. The pace of economic growth will depend upon the health of the present industries such as retail services, lumber, tourism, the aluminum plant, and agriculture; and, also, upon the ability of the community and county to diversify its economy by attracting new basic industries.

#### POPULATION PROJECTIONS

Population projections serve as a basis for determining the future physical needs of a community. Projections are dependent on many variables: past population trends, economic conditions, and fertility, mortality and migration rates. Because population projections are based on many variables, projections

become more of an art than a science. Consequently, projected numbers should serve as indications of trends rather than as actual head counts.

In preparing population projections for Kalispell, the average of three separate techniques was used: the arithmetic method, which is based on an average growth rate of past decades; linear regression, which establishes a mathematical relationship between past population figures and projects this relationship forward; and the economic base method, which addresses the current local economy, past and present economic trends and employment. See Table 7.

TABLE 7  
POPULATION PROJECTIONS  
Kalispell, Planning Jurisdiction, County  
1980-2010

	1980		1990		2000		2010	
	#	CHANGE 70-80	#	CHANGE 80-90	#	CHANGE 90-00	#	CHANGE 00-10
Kalispell	10,648	1%	11,300	6.0%	12,000	6%	12,600	5.0%
Planning Juris.	21,147	37%	23,800	12.5%	26,600	12%	29,700	11.5%
Flathead County	51,966	32%	58,600	12.5%	65,500	12%	73,000	11.5%

Source: F.R.D.O. Staff 4-84  
Montana Census and Economic Information Center - 208 Water Quality Study - Revised 9/81

In developing projections for the entire Planning Jurisdiction, the Montana Census and Economic Information Center and State 208 Water Quality Population Projections as revised in 1981 were used. It was assumed that the entire Planning Jurisdiction would experience growth similar to the county average.

The city of Kalispell is projected to continue growing at a slightly faster rate than in past decades but substantial growth will continue to occur outside of the city which is projected to grow at a rate double that of the city. It should be remembered that the actual city population projection is highly dependent upon the annexation and development policies of the city and the regulating policies of the county.

# 5. LAND USE

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This chapter addresses one of our most basic resources, land. It specifically discusses how the land in the Planning Jurisdiction has been used and developed. In discussing these trends and patterns, the major components are typically described as residential, commercial, industrial, public and semi-public, streets, parks, agricultural, timber areas, and open areas. Taken together they form the living and working area of the community and surrounding rural area. By analyzing today's land use patterns, it is possible to create a "snapshot" of existing conditions. By looking at the past, then comparing existing conditions to accepted planning standards to determine any current deficiencies or inadequacies, and finally by using population and economic growth projections, it is possible to develop a picture of future land use needs and patterns. This "picture of the future" is the Land Use Plan.

## EXISTING LAND USE

A land use survey was conducted in May 1983 of the Kalispell Planning Jurisdiction. The purpose of the survey was to determine the type, location, and acreage of the existing uses. Table 8 presents the results of this survey for both the city and the entire Planning Jurisdiction. The proportionate amounts of each land use category within the Planning Jurisdiction are then compared to national averages developed from communities of similar size in other parts of the west and northwest as found in Table 9. Using this information and based on accepted planning standards, it is possible to analyze present land use, determine needs and deficiencies and then make projections for future development.

The Kalispell Planning Jurisdiction encompasses approximately 40,700 acres. Twenty percent (8,130 acres) of this area has been built up or developed to date. Based on the 1980 population, this represented an average of 2.6 people per developed acre.

The city of Kalispell, located in the center of the Planning Jurisdiction, is much more compactly settled with an average density of four people per developed acre. In light of this compact development pattern, the city contains very little additional land to accommodate future growth. Of the 2,652 acres of land in Kalispell, less than 150 acres are vacant. This indicates a definite shortage of readily developable land for any type of activity and has a negative impact on the city's ability to grow. Annexation becomes the principal too. One result of urbanized land in the city versus the rural Planning Jurisdiction is over twice as much developed land exists outside of the city limits. Other factors for this suburban sprawl lie in the ready availability of several basic services i.e. police, fire, water and garbage collection; the substantial difference in property taxes; and the relatively lax land use regulations and development policies in the rural areas.

TABLE 8

EXISTING LAND USE  
Kalispell and Kalispell Planning Jurisdiction  
1983

LAND USE	KALISPELL		KALISPELL PLAN JURISDICTION		
	Acres	% of Devel. Area	Acres	% of Devel. Area	% of Total Area
Residential	918	36.7	3,464	42.6	8.5
Commercial	288	11.5	591	7.3	1.5
Industrial	52	2.1	503	6.2	1.2
Streets	557	22.3	1,808	22.2	4.4
Public/Semi-Public	279	11.1	437	5.4	1.1
Parks/Greenbelts	409	16.3	1,327	16.3	3.3
Total Developed	2,503	100.0	8,130	100.0	20.0
Surface Water			1,984		4.9
Agriculture					
Timber					
Vacant	149		30,586		75.1
Total	2,652		40,700		100.0

Source: FRDO Field Survey 1983

Existing Land Use Definitions

- Residential: All single family and multi-family residential uses and manufactured homes.
- Commercial: General, highway and neighborhood commercial including wholesale and retail trade services, professional and non-professional offices, financial institutions, medical facilities, etc.
- Industrial: Light and heavy manufacturing, processing and storage, gravel pits, power stations, railroad rights of way, utilities, etc.
- Streets: Public streets and alleys.
- Public/Semi-Public: Non-profit uses including government buildings, schools, hospitals, churches, cemeteries.
- Parks/Greenbelts: Public and private parks, fishing access, golf course.
- Agriculture: Farming, dairying, pasturage, grazing land, animal and poultry husbandry.
- Surface Water: All permanent surface bodies of water.
- Timberlands: Lands used for growing of timber for commercial harvest or as a natural resource preserve.
- Vacant: Undeveloped, unused land.

TABLE 9

EXISTING LAND USE, AVERAGE COMMUNITY COMPARISON  
 NATIONAL AVERAGES AND PROPOSED STANDARDS  
 Kalispell Planning Jurisdiction  
 1983

	K.P.J. <sup>1</sup> DEVELOPED LAND	TYPICAL <sup>2</sup> COMMUNITY	PLANNING <sup>3</sup> STANDARD
Residential	42.6	37.0	40
Commercial	7.3	4.5	8
Industrial	6.2	12.0	8
Public/Semi-Public	21.7	14.5	17
Streets	22.2	32.0	27
	100.0	100.0	100.0

<sup>1</sup> F.R.D.O. Field Survey 1983.

<sup>2</sup> Principles & Practices of Urban Planning/Urban Geography, Roy Northam, Oregon State University, 1975

<sup>3</sup> F.R.D.O. Staff

### Summary and Analysis

#### Residential

Residential land uses are the single greatest land use in the Planning Jurisdiction encompassing over 42% (3,464 acres) of the developable area. In this respect, it is slightly above the typical community. The most glaring fact revealed by the land use survey is not the amount of residential development, but where it is occurring. The population is almost evenly split between city and rural area. Yet, three-fourths (3/4) of the residentially developed land is in the rural area. This issue becomes readily apparent when average densities (houses per acre) are compared. The average density of the entire Planning Jurisdiction including Kalispell and the adjacent rural areas is 2.2 units per residential acre. Within the city of Kalispell, though, the density is five units per residential acre while the rural area is only 1.3 units per residential acre. Some factors that have contributed to this expansive rural development are: 1) the lack of community sewer systems necessitating individual septic systems and large drainfields; 2) personal preference of large lot development, secluded living and/or raising of animals; 3) the availability of a large supply of relatively inexpensive land; and, 4) inadequate zoning in the area outside the city limits.

New residential development is occurring throughout the Planning Jurisdiction. Within Kalispell, development is occurring almost exclusively in the north and northwest portions of the city with minor activity in the southeast corner. In

the rural areas, haphazard development is occurring randomly, but there are several areas of concentration, most notably along Whitefish Stage Road and in Evergreen.

#### Commercial

The Planning Jurisdiction contains 40% more commercial land (591 acres - 7.3%) and the city of Kalispell has over twice as much commercially developed land (288 acres - 11.5%) as one would expect to find in areas of similar population. The principal reason lies in the fact that Kalispell functions as the retail and service center for all of Flathead County and land beyond including a sizable area of Canada. This is an extremely positive trend as commercial activity provides needed jobs and commercial property is a major contributor of the local tax base. Commercial development is evenly split with approximately 300 acres in the city and 300 acres in the rural areas. Highway oriented linear strip development is occurring along the major arterials - south of 13th Street south on Highway 93, east and north the entire length of Highway 2 and LaSalle Road, and east on Highway 35. General commercial activity within Kalispell is concentrated in the Central Business District along Main between Fifth Street South and Washington and in the Gateway West Shopping Center area between Meridian Road and Ashley Square Mall. Neighborhood and office commercial development is occurring in the courthouse area along Main Street, south and east of Woodland Park and north on Meridian Road to name a few. An office/medical complex is quickly developing around the hospital north of Buffalo Hills Golf Course.

#### Industrial

Industrial development is sorely deficient. The entire Planning Jurisdiction contains only one-half (1/2) and Kalispell contains only one-fifth (1/5) of the industrially developed land normally found in a community of similar size. This is extremely unfortunate as industrial land and development provides a two-fold benefit to an area. First, industrial land is a major component of the local tax base. Typically, industrial lands pay a far greater proportion in taxes than are received back in services. Second, industrial developments are a major source of employment and usually create additional local employment via the multiplier effect. Industrial development on the average is responsible for creating 1.5 to 2 additional local support, service or retail jobs (non-basic) for each industrial (basic) job in a given area.

The overall deficiency in the amount of industrial land within the Planning Jurisdiction is again the reflection of the separate roles played by the three communities in the county. The major industrial activity has been in the Columbia Falls area. Within the Planning Jurisdiction, the pattern of industrial development has been most unfavorable for the city of Kalispell. Only 10% of the entire jurisdiction's 503 industrial acres are in the city. This phenomenon has occurred for almost the same reasons residential development has moved outside the city. There is a shortage of properly zoned, readily developable industrial land in the city; meanwhile, outside the city limits land is plentiful, taxes are less, there are few, if any, land use controls (or protections) and highway, air and rail access are all good. In Kalispell industrial development is located almost entirely along the BN

Railroad tracks and consists primarily of warehousing. In the rural areas, gravel extraction and wood processing in three widely scattered sites constitute the major uses.

#### Streets

Street development is the second largest consumer of land in the Planning Jurisdiction. Yet, in comparison, the Kalispell Jurisdiction with 22% of its developed land in streets has only two-thirds (2/3) of the street development found in other areas of similar size. This is extremely beneficial. Not only are streets tax exempt, they require considerable money to build and maintain. There are two factors for the proportionately small amount of land in streets. First, several major public land uses such as the Fairgrounds; Golf Course; Municipal Airport and the City, County and State Parks require very little street development. Secondly, in the rural areas a considerable amount of development has sprung up along the existing county road system necessitating fewer extra service roads. Consequently, future developments will probably increase the overall percentage figure although proper site design and realistic right-of-way requirements can continue to keep this figure low.

#### Public, Semi-Public, Parks and Open Space

These uses are a major component of the development pattern of the Kalispell Planning Jurisdiction and account for almost 22% of the developed area. This is 50% greater than average figures for other areas. There are trade-offs for having a large number of public and semi-public uses and parklands in an area. The considerable number of amenities and services they provide improves the quality of life. On the other hand, these lands are tax exempt and typically government financed. Consequently, instead of contributing to the local tax base, they make financial demands on the local government's resources.

Several factors are responsible for the large amount of public lands. Kalispell is the county seat, the largest city within 110 miles and in a resort area. Within the city, there exists the courthouse complex, county fairgrounds, a 27 hole golf course, a municipal airport, Flathead Valley Community College, regular public school system and a host of city parks. Likewise, in the rural area there are several large county and state parks.

#### Surface Water

Just under 5% of the Planning Jurisdiction consists of year-round water bodies, the most prominent being the Flathead, Whitefish, and Stillwater Rivers and the Foy's Lake Chain. The major benefit of this much water is that it provides aesthetic and scenic variety for recreational use, wildlife habitat, and limited residential development. The major drawback is the tendency for these bodies of water to flood and damage or destroy croplands and property and endanger human and animal life. The water bodies also tend to create transportation barriers which are costly to bridge or bypass.

## Agricultural and Timber Lands

The remaining 75% of the Planning Jurisdiction, roughly 30,500 acres, is classified either as agricultural lands or timber areas.

## LAND USE STANDARDS

Land use standards are used to make rational projections for various types of land uses that will accommodate the community's projected growth. The standards used in the planning process vary only slightly from the community averages used above in analyzing the existing land use for the Kalispell Planning Jurisdiction. These averages were compiled for communities averaging 10,000 in population and reflect current conditions. In establishing future land use standards, adjustments were made so that these figures would reflect the conditions, trends and future land use goals specifically of the Kalispell area. The standards are portrayed in Table 9 (page 39). The Kalispell area standards anticipate a slightly higher proportion of streets and commercial and industrial uses and a reduction in the percentage of residential and public/semi-public land consumption over present usage.

## LAND USE PROJECTIONS METHODOLOGY

Land use projections of an area are intended to show the anticipated land use requirements for development occurring through the year 2010. Projections are made by taking the projected population, establishing a proposed land use density in terms of people per developed acre and applying this information to the land use standards above. An additional 25% is added to each category to allow somewhat for consumer choice, vacancies, and partially completed developments. Population projections found in Table 7 (page 36) show an increase of approximately 8,500 people in the Planning Jurisdiction during the planning period. Family sizes are anticipated to continue to decline from an average family size of 2.5 persons in 1980 to 2.35 persons by the end of year 2010. Current residential development densities of five (5) units/acre in the city and 1.3 units/acre in the rural areas providing an average density of 2.2 units/acre, in the overall Planning Jurisdiction will increase to 2.6 units/acre overall. This is based on the increasing cost of land, national trends and land use goals proposed by this Plan calling for more compact development. While the residential unit per acre density will increase the net effect of the shrinking average family size coupled with an increase in commercial and industrial uses and streets is anticipated to cause a decline in the overall developed density from 2.6 (in 1980) to 2.4 people/acre when comparing all proposed developed land in the year 2010 to the projected population then.

## LAND USE PLAN

Many factors influenced the early settlement patterns in the Kalispell area including the rivers, the railroad, physical attractiveness and the fertile valley floor. Some of the factors were positive, some competing, some conflicting. The resulting growth has, at times, been haphazard. Historically, it has been assumed that many natural resources were limitless, that there

would always be enough open land to develop, that farm and timber lands were unending and that our rivers and air would be forever pure. People are becoming aware that limits exist. The community leaders of today and tomorrow are not to blame for existing problems but it falls upon their shoulders to face the demands of the future. The purpose of the Land Use Plan is to meet the land needs of the future generations, to establish compatible development patterns and to outline guidelines and policies that will give direct, positive guidance to future land development.

The Kalispell Planning Jurisdiction population is anticipated to grow by 40% between now and the year 2010. Land use needs, however, are projected to increase by over 50% based on present and future trends already discussed. Approximately 4,200 acres of land will be needed to meet the growing demands of the next 25 years. To meet these needs an urban centered growth concept is proposed for the Planning Jurisdiction with greatest densities occurring toward the center and decreasing away from the center. A primary consideration of this concept is in-filling in those gaps that now exist within the urbanized area.

Major Components

Table 10 presents the Kalispell Planning Jurisdiction planning standards and land use projections for each major category. Figure 2, page 85, provides an illustrated presentation of the Land Use Plan. Following is a discussion of future land use needs and considerations in each category.

TABLE 10  
 PROJECTED LAND USE NEEDS  
 Kalispell Planning Jurisdiction  
 2010

LAND USE	PLANNING STANDARD	TOTAL ANTICIPATED ACRES IN DEVELOPMENT BY 2010	ADDITIONAL ACRES NEEDED FOR GROWTH 1983 - 2010
Residential	40%	4,900	1,500
Commercial	8%	1,000	400
Industrial	8%	1,000	500
Public, Semi-Public	17%	2,100	300
Streets	27%	3,300	1,500
TOTAL	100%	12,300	4,200

Source: F.R.D.O. Staff, 1984

Residential

Residential uses will continue to be the major consumer of land within the Planning Jurisdiction. To keep pace with the projected population increase for

the year 2010, an additional 1,500 acres of land will be needed. Not all of this proposed development will occur in the form of new subdivisions on virgin land. A considerable amount will occur as infill with existing platted and unplatted developments.

Suburban Residential: A residential district which provides for two or less units per acre. Such areas typically do not have access to a community sewer or water system, have only limited police and fire protection, and may have a limited carrying capacity due to site or soil limitations, floodplain or other natural constraints which preclude higher density. Suburban residential districts are typically located in two areas: on the periphery of the urbanizing community where they serve as a transitional development pattern between the urban area and the timber and agricultural areas beyond, and in aesthetically attractive areas such as foothills, lakeshore, or river frontage not suitable for agriculture or timber production. Suburban residential districts provide large lot, estate, ranchette, or resort housing opportunities where limited farming/gardening and raising of animals is common and/or privacy, aesthetic consideration and preservation of natural surroundings are paramount. Detached single family houses and manufactured homes on individual lots would constitute the major land use pattern.

Suburban residential areas are found primarily east of Willow Glen Drive, east of the Whitefish River encompassing a majority of Evergreen, along Reserve Drive, west along Two Mile Drive and in the Foy's Lake area. As community sewer and water systems are extended into suburban residential areas and as other community services become available, i.e., access to improved police and fire protection, schools, garbage collection, etc., these areas should be routinely reviewed and, where appropriate, redesignated to a higher, more appropriate residential district. A prime example is the Evergreen area which already has a water system and potentially could have an operating sewer system within the next five to ten years.

Urban Residential: A residential district which provides a gross density of two-eight units per acre. Such areas should be served by a community water and sewer system and have all other customary urban services including fire and police protection, garbage disposal and access to schools, parks and open spaces and the major street system. Developments would include single family and duplex housing, manufactured housing on individual lots and attached housing under a planned unit development concept where adequate open space is provided to compensate for the increased density.

This district encompasses the heart of the residential community and is located throughout the urbanized area. Major growth areas are seen along West Evergreen Drive west of the Whitefish River, north of Kalispell along the west side of the Stillwater River and generally northwest and west of Kalispell.

High Density Urban Residential: A residential district which provides for a density of 8-40 units per gross acre. Areas must be served by community sewer and water and have immediate access to police and fire protection as well as access to other community services including garbage disposal, schools, park and open areas, and be located adjacent to or near a collector or arterial street. Proximity to commercial shopping is important. These areas are intended to provide for a variety of low, medium and high density multi-family apartment, townhouse, cluster and patio housing. This district is often used as a buffer between commercial areas and less dense residential housing serving as a transitional area while having immediate access to commercial services. Whenever high density residential is used as a buffer between higher and lower intensity uses, additional setbacks and suitable landscaping and screening should be incorporated into the project.

High density urban residential growth is projected to occur adjacent to the Central Business District/Highway 2 commercial development, west of the municipal airport, east of the commercial development on south Highway 93 in the city, west and north of the Gateway Shopping Mall commercial development, around the office-hospital complex on Buffalo Hill, north and west of the Whitefish Stage Road adjacent to the golf course, and in the Woodland Park vicinity.

#### Commercial

Kalispell should continue to maintain its role as the commercial/service center for Flathead County and areas beyond. The percentage of commercially developed land is projected to increase slightly to 8%. Therefore, to keep pace with anticipated growth approximately 400 additional acres of commercial land will be needed in the next 25 years. Excluding several planned or new neighborhood commercial sites, all commercial activity should be directed toward existing commercial areas either as expansion or as infill.

Neighborhood Commercial: A retail-service, office district which would be located within or adjacent to residential areas intended to address the demands for certain types of convenience services which cater to the daily needs of the surrounding neighborhood populations. A neighborhood would typically be defined as an area encompassing one-half to three-fourths (1/2 - 3/4) mile radius. Such districts would not draw customers routinely from outside this area. Districts should be strategically located along a collector or arterial street. It should not exceed five (5) acres in size and should be compactly developed as opposed to lineally sprawled along a street. Uses, site layout, and architectural design should encourage a blending of the commercial uses into the surrounding neighborhood fabric. Outside storage and display should be discouraged and neighborhood compatibility landscaping and screening should be required.

Neighborhood commercial areas are strategically located throughout the residential areas within the Kalispell Planning Jurisdiction including the intersection of West Reserve Drive and Highway 93, West Reserve



Drive and Whitefish stage Road, Whitefish Stage Road and West Evergreen Drive, North Meridian Road and Three Mile Drive, North Meridian Road and Highway 93, Sunset Boulevard south of the golf course, south and east of Woodland Park and on Highway 2 east of the Flathead River.

Highway Commercial: A district which provides for compact grouping of commercial uses which require and cater to the automobile for customer contact. Uses are typically located along arterial and collector streets and include motels, auto sales and service, truck and heavy equipment sales, restaurants, building supply centers, etc. Uses are typically characterized by a need for considerable parking, outside displays, storage and sales areas. Districts may require extra front yard setbacks and/or frontage roads to allow for free traffic movement. Appropriate buffering, landscaping, or extra setbacks should be incorporated whenever said district is adjacent to a residential district.

Highway commercial districts within the Planning Jurisdiction are perceived to occur as compact expansion and infill of existing strip commercial developments occurring on Highway 93 south of 13th Street, on Highway 2 between Meridian Road and Evergreen and on Highway 2 between Reserve Drive and the BN crossing to the north.

General Commercial: A district which provides for compact retail sales, services and office uses normally associated with a central business district. Off-street localized parking and pedestrian access are major components.

There are two general commercial districts within the Planning Jurisdiction and both of these areas are perceived to expand. The largest is the Kalispell Central Business District between Fifth Street and Washington with considerable growth projected to occur between Main and Fifth Avenue West along West Center and the BN right-of-way and between Main Street and Third Avenue East along the BN right-of-way. The second general business district includes the continued commercial growth in Gateway West, Ashley Square, and North Meridian areas.

Medical/Professional: A service oriented district intended to provide for a wide variety of medical needs, professional offices and services and ancillary, higher density residential uses. This area is intended to function as a community-wide or regional medical complex. As such, medical uses such as hospitals, clinics, extended care facilities, dentist offices, physical therapy centers, etc., would be primary uses. Supporting and/or compatible uses would include professional offices and professional services. Also, public and semi-public uses such as churches, chapels, day care centers, etc., which would support this area or serve the needs of the people of this area would be found here. Finally, higher density residential uses such as nursing homes, apartment development, etc., which would provide adjacent housing or serve as a buffer to adjoining residential or commercial areas are encouraged. General and retail commercial uses are not intended to



intrude into this area. Major street access and emergency vehicle access are extremely important. Unnecessary traffic should not be funneled through these areas.

## Industrial

The Kalispell Planning Jurisdiction lacks an adequate industrial base. Based on the areas labor force, proximity of Flathead Valley Community College as an employee training center and access to highway, rail and air service, it is perceived that industrial development will gradually increase. By the year 2010, approximately 500 additional acres are projected to be needed to address anticipated growth. A major emphasis is to be placed on light industrial development which will not compromise the outstanding air and water quality for which the Flathead Valley is known.

Light Industrial: A district which includes manufacturing, fabricating, processing, storage, and transportation uses that do not create nuisances such as noise, dust, heat, odor, smoke, vibrations, etc. Districts should have immediate access to air, rail and arterial or collector streets. Community water and sewer accessibility is important. Districts should not be located adjacent to residential or light intensity commercial districts. If so located, adequate buffering and setbacks must be incorporated. Direct ingress-egress into residential neighborhoods must be avoided.

Light industrial districts are planned for adjacent to the municipal airport, adjacent to the Burlington Northern tracks in uptown Kalispell and on the northern fringes of the Kalispell Planning Jurisdiction at the Highway 93 - West Reserve Drive intersection and the Highway 2 - Reserve Drive intersection.

Heavy Industrial: A district which provides for manufacturing, processing, fabricating, warehousing, storage and distribution. The district should be of sufficient size to allow for future growth and expansion without unduly encroaching on adjacent uses. Community sewer and water services and immediate access to the collector - arterial system are required. Railroad access is beneficial. The encroachment of non-industrial uses within the district should be prevented. Where possible there should be a transition from heavy industrial to other less intense land use. Additional setbacks, natural or man-made barriers, landscaping, screening, etc. should be incorporated whenever heavy industrial districts border residential or commercial areas.

Future heavy industrial districts are perceived as expansions of existing industrial sites. Industrial development should occur south on Highway 93 between Ashley Creek and Rocky Cliff Drive, between Highway 2 and Foy's Lake Road west of the BN tracks, between Whitefish Stage Road, Highway 2, and the Stillwater River and west of the BN tracks between Evergreen and Reserve Drive adjacent to the Plum Creek operation.

## Public/Semi-Public/Parks/Open Space

Public/Semi-Public: A district intended to be used principally for a public purpose by a city, the county, the state, a school district or other public agency or by a semi-public or non-profit agency. Such uses will be strategically located throughout the community as specific user-needs dictate.

Parks and Open Space: Areas devoted principally to public recreation and leisure activities. This district may also include environmentally sensitive or critical areas such as floodways, floodplains or steep, erosion-prone hillsides otherwise unsuitable for development which are better left undisturbed in their natural state. Such districts and uses may be publicly or privately owned.

The Planning Jurisdiction has a sizeable amount of land devoted to public, semi-public, park and open space uses. Consequently, it is perceived that future demand will be somewhat less and the overall percentage of developed land should drop from 21% to 17%. Still, to accommodate anticipated growth, 300 acres of land will be required. Future needs will be discussed more fully in Chapter 8 - Public Facilities and Utilities.

Streets: All publicly dedicated rights-of-way including developed and undeveloped streets, alleys, and highways.

The proportionate amount of street right-of-way within the Kalispell Planning Jurisdiction relative to the amount of development is extremely low. While this is favorable, it is perceived that, as the area continues to urbanize, the proportionate amount of streets will gradually increase from 22% to 27% of all development. By the year 2010, an additional 1,500 acres will be needed to serve future growth. This should be viewed as a maximum figure as some of the anticipated growth will occur as infill within existing developments. Also, this figure is flexible in that it is subject to the development standards and policies imposed by the city and county.

## Agriculture/Silviculture

Agriculture/Silviculture: Areas devoted to the raising and harvesting of crops; feeding, breeding and management of livestock; dairying; horticulture and growing and harvesting of timber.

The conservation of agriculture and silviculture areas is proposed through the managed development of the above land uses as shown in the Master Plan. Timber lands lie predominately in the southwest corner of the Planning Jurisdiction. Agricultural lands predominately encircle the remainder of Kalispell.

# 6. HOUSING

Shelter is one of man's basic needs. Providing shelter to adequately house the present and future population of an area is one of a community's greatest concerns. Everyone, no matter what social, political, or racial background, is entitled to some form of housing. It is obvious, therefore, that the quality and quantity of housing is a major yardstick in judging the livability of a community. There must be a range of housing to meet the individual tastes and desires of people in different social and economic groups.

## CURRENT HOUSING SUPPLY

To form a clear picture of the local housing supply one must look at both past and current trends. In 1970, the city of Kalispell contained 3,953 housing units. By 1980, the housing supply grew 20% adding over 800 new units. (See Table 11). This substantial growth in units is remarkable when considering the city only grew 1% in population adding 122 people during the same decade. There are two primary factors which can explain this housing surge. Between 1970-1980, the vacancy rate increased from a healthy rate of 5.2% to an increasingly unhealthy rate of 7.6%. This indicates some of the housing growth resulted in additional vacant housing on the market. Second and most importantly, the average family size in Kalispell declined 14% in size from 2.8 to 2.4 during this period. Consequently, just to maintain housing for the 1970 population and to adjust for the larger number of smaller families, the housing stock would have to have grown 14% by 1980.

TABLE 11

### OCCUPIED HOUSING Kalispell 1970, 1980

	1970		1980		% CHANGE 1970-80
	#	%	#	%	
Occupied Units	3,748	94.8	4,396	92.4	17
Vacant Units	205	5.2	363	7.6	77
TOTAL UNITS	3,953	100.0	4,759	100.0	20

Source: U.S. Census

### Vacancy

Vacancy rate is the most commonly used indicator of the balance between supply and demand. A 5% vacancy rate is considered an optimum level as it should

provide an adequate choice and range of housing. A lower vacancy rate may start to limit choice, location or price range and cause prices to rise. A higher vacancy rate will tend to flood the market with unsold units causing delayed sales and a general lowering of housing prices. In 1970, as discussed above, Kalispell had a healthy vacancy rate of 5.2%; but, by 1980, this figure had risen to 7.6% indicating a soft housing market and an over supply of units. This is viewed as a short-term problem created by the recession and depressed economy of the late 1970's and early 1980's.

### Housing Type

Elderly housing constitutes a significant portion of the Kalispell housing market. Kalispell functions as a retirement community. Approximately 17% of the city's population is over 65 making this the largest concentration in the county. More importantly, though, this group accounts for 35% of the total housing market. By and large, housing needs of the elderly are different from other sectors of the population. Their ability and desire to perform even routine maintenance and upkeep declines. The need for a large housing unit is no longer valid and more typically a burden. The children usually have moved away and the household consists of only one or two members. To meet these needs several elderly housing projects have been undertaken in Kalispell during the past 10 years providing efficient, low-cost living. This and similar types of efficient, low-cost housing will continue to be important.

Single family housing is by far the major housing type in Kalispell. Almost 72% of all housing in 1980 was single family compared to 26% in multi-family and only 2% in manufactured homes (see Table 12). Interestingly, there has been a decided shift away from single family housing in the past decade. Between 1970 and 1980, single family housing increased by only 6% while multi-family increased by 85% and manufactured homes grew by almost 79%. This shift is a reflection of a changing housing market. The single family detached house is becoming less and less affordable to a growing percentage of the population. Also, a considerable number of elderly people are moving into rental and owner occupied housing complexes leaving their former single family home because of cost, upkeep and desire for simplified living.

TABLE 12

HOUSING TYPE  
Kalispell  
1970, 1980

	1970		1980		% CHANGE
	#	%	#	%	
Single Family	3,326	81.6	3,418	71.8	6.0
Multi-Family	666	16.9	1,232	25.9	85.0
Manufactured Homes	61	1.5	109	2.3	78.7
TOTAL	3,953	100.0	4,759	100.0	20.0

Source: U.S. Census

When comparing Kalispell's housing types to both Flathead County and the State of Montana for 1980 (see Table 13), there are both similarities and differences. Single family housing is by far the predominant housing type in all three jurisdictions. Multi-family housing is the second most popular housing choice; but, proportionately, Kalispell has 25% more than the State and almost twice as many units as the entire county. Conversely, the State of Montana has over five times as many and the county has almost eight times as many manufactured homes. These trends can be readily explained. First, Kalispell is serving as a retirement community and in past years several large elderly housing complexes have been constructed in the city substantially increasing the number of rental units. Secondly, the city's manufactured home policies have been somewhat restrictive limiting manufactured homes to parks or specially designated subdivisions. Within the city, only minimal manufactured home park development has occurred. One manufactured home subdivision has been platted to date, a 211 unit project in south Kalispell, but financial difficulty has kept it from becoming a reality. Conversely, the substantial lack of any land use controls in parts of the rural Planning Jurisdiction has given rise to countless manufactured home parks and lots.

TABLE 13  
 PROPORTIONATE HOUSING TYPE  
 Kalispell, Flathead County, Montana  
 1980

	KALISPELL	FLATHEAD COUNTY	MONTANA
Single Family	71.8	67.6	66.3
Multi-Family	25.9	14.4	20.8
Manufactured Homes	2.3	18.0	12.9
TOTAL	100.0%	100.0%	100.0%

Source: U.S. Census

Tenure

Given the changing trends in housing types discussed above for Kalispell and when considering the factors behind the changes, it is easy to understand the current trends in housing tenure. In 1970, the ratio between owners and renters in Kalispell was approximately 65-35. By 1980, this had shifted to 60-40 owner-renter ratio. (See Table 14) In comparison to accepted planning standards, this shows a high proportion of renters. Likewise, when comparing to the county and state owner-renter ratio, which is in the range of 75-25, there is a great disparity. (See Table 15.)

The Kalispell tenure ratios, again, are a reflection of three trends. Kalispell is functioning as a retirement community. Within the past decade several large elderly rental complexes have been constructed. Secondly, owner occupied housing is becoming increasingly expensive and is crowding more and more people out of the market. Finally, the Flathead Valley Community College attracts students from outside the city who tend to rent housing in Kalispell.

TABLE 14

HOUSING TENURE  
Kalispell  
1970, 1980

	1970		1980		% CHANGE
	#	%	#	%	
Renter Occupied	1,308	34.9	1,752	39.7	33.9
Owner Occupied	2,440	65.1	2,656	60.3	8.9
TOTAL OCCUPIED	3,748	100.0	4,396	100.0	17.3

Source: U.S. Census

TABLE 15

HOUSING TENURE  
Kalispell, Flathead County, Montana  
1980

	KALISPELL	FLATHEAD COUNTY	MONTANA
Owner Occupied	60.3%	74.0%	77.4%
Renter Occupied	39.7	26.0	22.6
TOTAL	100.0%	100.0%	100.0%

Source: U.S. Census

Age

Housing age provides one measure of insight into the viability of the housing stock. In Kalispell, the housing stock is somewhat older with just under 40% built before 1940 (a census indicator for aged housing). At the same time, because of the housing boom in the 1970's, over one-fifth of all housing is new construction during the past decade offering a substantial supply of new housing choices (see Table 16).

TABLE 16  
HOUSING AGE  
Kalispell  
1980

YEAR BUILT	#	%
1970-1979	1,040	21.8
1960-1969	318	6.7
1950-1959	660	13.9
1940-1949	858	18.0
1939 or less	1,883	39.6
TOTAL	4,759	100.0

Source: U.S. Census

Conditions

In 1981, a housing conditions survey was conducted in Kalispell. Four categories were established: Good - indicating no problems; Fair - indicating a series of minor deficiencies, but the unit was well worth saving; Poor - indicating one or more major deficiencies, but the unit was still worth saving; and, Dilapidated - indicating a seriously deficient house not worth preserving. (See Table 17.) Just over 84% of all housing in Kalispell was in good or fair condition with renter occupied units slightly below this at 77% and owner occupied slightly higher at 91%. Dilapidated housing was highest among vacant units followed by a fairly significant 5% among occupied rentals. From this survey, it is obvious that there is an ongoing need for housing maintenance and rehabilitation programs within the city. The area of greatest need lies within 3-5 blocks of either side of Main Street. This forms the original townsite and contains the bulk of the pre-1940 housing stock.

TABLE 17  
HOUSING CONDITIONS  
Kalispell  
1981

	GOOD		FAIR		POOR		DILAPIDATED		TOTAL	
	#	%	#	%	#	%	#	%	#	%
Owner Occupied	1,294	48.7	1,154	42.3	226	8.5	14	.5	2,656	100.0
Renter Occupied	779	44.5	570	32.5	319	18.2	84	4.8	1,752	100.0
Vacant	81	35.5	65	28.5	58	25.5	24	10.5	228	100.0
TOTAL	2,154	46.5	1,759	37.9	603	13.0	122	2.6	4,636	100.0

Source: Kalispell Community Development Office 10-81.

## HOUSING PROJECTIONS

Housing standards are used as a basis to ascertain whether sufficient housing choice and supply exists today. They are also used as a basis for projecting future housing needs. Vacancy rate is the standard most used to measure the degree of balance between supply and demand. An acceptable vacancy rate of 5% is necessary to ensure both adequate supply and choice of location, price, and type of housing. While there is no typical community and various communities have their own specific needs, a housing supply ratio of 60% single family, 20% multi-family and 20% manufactured home housing is an accepted standard. Larger communities have a higher percentage of multi-family units. Smaller communities have a higher percentage of single family housing. Housing dilapidation is also an important standard. Every year a community loses housing due to age, dilapidation, abandonment, fire, conversions, etc. These units must be replaced to ensure a stable housing supply. In the case of Kalispell, .2% of the housing stock is projected to be lost every year over the next two decades. This equates to 2% per decade.

The methodology for projecting the future housing needs of Kalispell and the Planning Jurisdiction is based on anticipated population growth, established vacancy rates and the replacement of dilapidated housing. Housing supply is the total number of housing units available in an area and consists of the total number of occupied units, plus vacant units. For 1980, the U.S. Census was consulted. For the years 1990 - 2010, housing supply is defined as the projected number of housing units needed to house the projected population based on a family size of 2.15 for Kalispell and 2.5 for the entire Planning Jurisdiction an additional 5% is added to these figures to adjust for an acceptable vacancy rate. New housing is the total housing units that must be added to the housing supply to accommodate the additional population influx as well as replace dilapidated units.

Housing projections are based on current trends and reasonable and accepted standards, but they are just projections. They should be used as a bench mark and a guide, not as a rigid statistic. Unforeseen changes in the community may radically affect their accuracy. Tables 18 and 19 portray housing projections through the year 2010. They indicate a growing housing market for both the city and the entire Planning Jurisdiction. The housing supply is projected to increase by 47% adding slightly over 4,000 units by 2010 for the Planning Jurisdiction. When considering the additional units which must be built to replace units lost, dilapidated etc., approximately 4,600 new housing units will be necessary to house the anticipated population in the year 2010.

The city of Kalispell will experience an increase of approximately 1,400 housing units (30% increase) through the year 2010, but 1,700-1,750 units will be necessary to maintain the projected housing level and replace those housing units lost to the housing supply.

TABLE 18

HOUSING PROJECTIONS  
Kalispell  
1980-2010

YEAR	HOUSING SUPPLY	% INCREASE	OCCUPIED HOUSING	VACANT HOUSING <sup>1</sup>	HOUSING LOST <sup>2</sup>	NEW UNITS <sup>3</sup>
1980	4,759		4,396	363		
1990	5,150	8.2	4,890	260	95	486
2000	5,660	9.9	5,380	280	105	615
2010	6,170	9.0	5,860	310	115	625

<sup>1</sup> Assume a 5% vacancy rate for 1990-2010.  
<sup>2</sup> Assume 2% of preceding decade lost to demolition, removal or conversion.  
<sup>3</sup> Housing units needed to address increase in housing supply and lost housing.

Source: FRDO, 4-84.

TABLE 19

HOUSING PROJECTIONS  
Kalispell Planning Jurisdiction  
1980-2010

YEAR	HOUSING SUPPLY	% INCREASE	OCCUPIED HOUSING	VACANT <sup>1</sup> HOUSING	LOST <sup>2</sup> HOUSING	NEW <sup>3</sup> HOUSING
1980	8,466		7,746	720		
1990	9,450	11.6	8,980	470	170	1,154
2000	10,900	15.3	10,350	450	190	1,640
2010	12,480	14.5	11,860	620	220	1,800

<sup>1</sup> Assume 5% vacancy for 1990-2010.  
<sup>2</sup> Assume 2% of preceding decade lost to demolition, removal or conversion.  
<sup>3</sup> Housing units needed to address increase in housing units plus lost housing.

Source: FRDO, 4/84

## HOUSING PLAN

The Housing Plan is that element of the Master Plan that addresses both present and future housing needs of the community. It analyzes the current housing stock and gives direction for the future growth of the housing supply. Housing projections have already been made for both the city and the overall Planning Jurisdiction depicting the amount and type of new housing anticipated for the next two decades. The plan will build on these projections.

The current housing supply within the city of Kalispell, when compared to the housing standards, shows an oversupply of single family units and a resulting

lack of manufactured home units. This trend is envisioned to change as the conventional single family detached house becomes increasingly expensive and economically out of reach of a greater percent of the population.

Unfortunately, conventional stick built housing will continue to economically exceed the reach of many potential new homeowners. Manufactured homes on individual lots meeting all the placement requirements of conventional housing and bearing the HUD seal should be allowed to locate within the city of Kalispell so as to provide homeowners with an economical housing alternative. Manufactured home housing in the rural portion of the Planning Jurisdiction is proportionately well represented. In the city, it is almost non-existent. In addition to manufactured home housing on individual lots, manufactured home park development is recommended for expansion within the city. The existing parks are small, inadequate and reminiscent of early trailer courts. There is a need for quality manufactured home park developments which incorporate good site design, convenient and interesting lay out, paved roads, developed recreation sites, laundry facilities and landscaping. Such housing would fulfill a need and be an asset to both the tenants and the city. Approximately 800 new manufactured homes are projected by the year 2010 within the Planning Jurisdiction representing 20% of all new housing. The great majority of these units are recommended for location in the city of Kalispell via timely annexation and expansion of city boundaries.

Multi-family housing must be planned and provided for addressing the needs of both owner occupied and rental accommodations. The popularity of attached housing will continue and increase because of economic necessity, personal preference, and changing life styles. Multi-family housing will continue to be located almost exclusively within the city limits due to the availability of public sewer and water facilities. However, if the Evergreen Sewer System is constructed, additional areas in Evergreen will be suitable for multi-family housing. Ideally, rental multi-family housing should be located near the central business district or have other commercial access. Proximity to public open space and direct access to an improved local street offering adequate access to collector or arterial streets are both desirable. For owner-occupied attached housing, proximity to a commercial area and open space is not nearly as important as good site design, interesting and economical layouts, and clustering of units to provide open space on-site. The number of multi-family units will continue to increase to where 20% of all new housing (800 units) in the year 2010 is attached duplexes and larger.

Single family housing will continue to be the most popular housing choice for the next 20 years. Upwards of 2,400 single-family homes representing 60% of the new housing stock is anticipated by the year 2010. Several trends must be anticipated and planned for. The cost of single-family, detached housing will be the greatest constraint to this housing type. Lot sizes both inside the city where public sewer and water are available and outside the city where they are not, will generally be smaller to compensate for rising land costs and to reduce overall housing costs. Housing units themselves will be smaller sacrificing space for increased efficiency and reduced cost. Finally, the city and county should constantly review their public improvement standards to insure adequate, but not excessive public improvements are being recommended for residential development.

# 7. TRANSPORTATION

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## EXECUTIVE SUMMARY (ADOPTED 1993)

Chapter 7 as presented herein provides an Executive Summary of the Kalispell Area Transportation Plan and includes a brief discussion of existing conditions, a proposed Major Street Network System, a recommended bypass route and short and long term recommendations for improving the transportation system in and around Kalispell. The supporting documents underlying these statements include "The Kalispell Area Transportation Plan" and "The Kalispell Bypass Feasibility Study", both dated October, 1993 which have been adopted in their entirety as elements of the Kalispell City-County Master Plan.

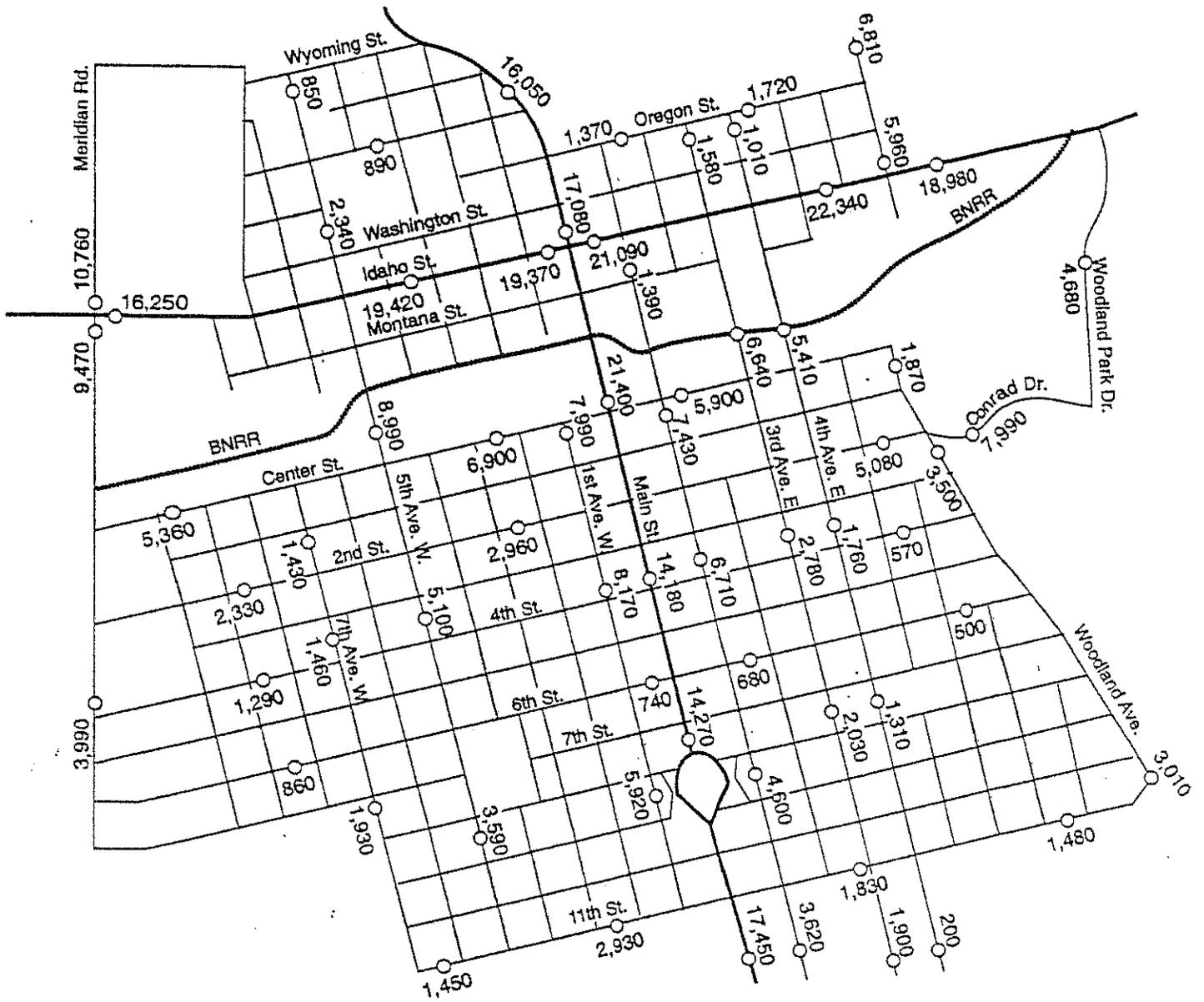
### EXISTING CONDITIONS WITHIN THE PLANNING JURISDICTION

- . Residential development continues to grow in outlying areas with an increasing distance between locations of residences and the location of jobs and commerce, resulting in increasing travel time and distance.
- . Overall traffic volumes in Kalispell have grown considerably over the last 10 years and are forecast to continue to increase over the next 20 years.
- . Idaho Street and Main Street traffic volumes exceed 21,000 vehicles per day, resulting in congested traffic conditions throughout the day.
- . Main Street/Idaho Street intersection traffic exceeds its capacity during summer tourist traffic flows and throughout the year. However, total traffic at the intersection has increased little over the last ten years. Traffic continues to increase on adjacent parallel streets as traffic diverts to avoid the Main/Idaho intersection.
- . Up to 12 percent of traffic on US 93 passes through Kalispell without making a stop; the majority of traffic on the highway makes at least one stop in Kalispell.
- . Truck traffic and large recreational vehicles account for as much as 14 percent of total traffic on US 93 north of Reserve, while accounting for only five percent of total traffic on US 2 west of West Springcreek Road.
- . Traffic and pedestrian safety are issues especially in outlying areas where narrow rural designed roadways exist with no provision for pedestrians or bicyclists.
- . Existing traffic volumes are shown in Figures 7.1, 7.2 and 7.3.









**LEGEND**

- XXXX 1991 Average Daily Traffic Volume in vehicles per day (vpd)
- Location of Count

Source: Montana Department of Transportation Traffic Count Data

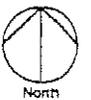
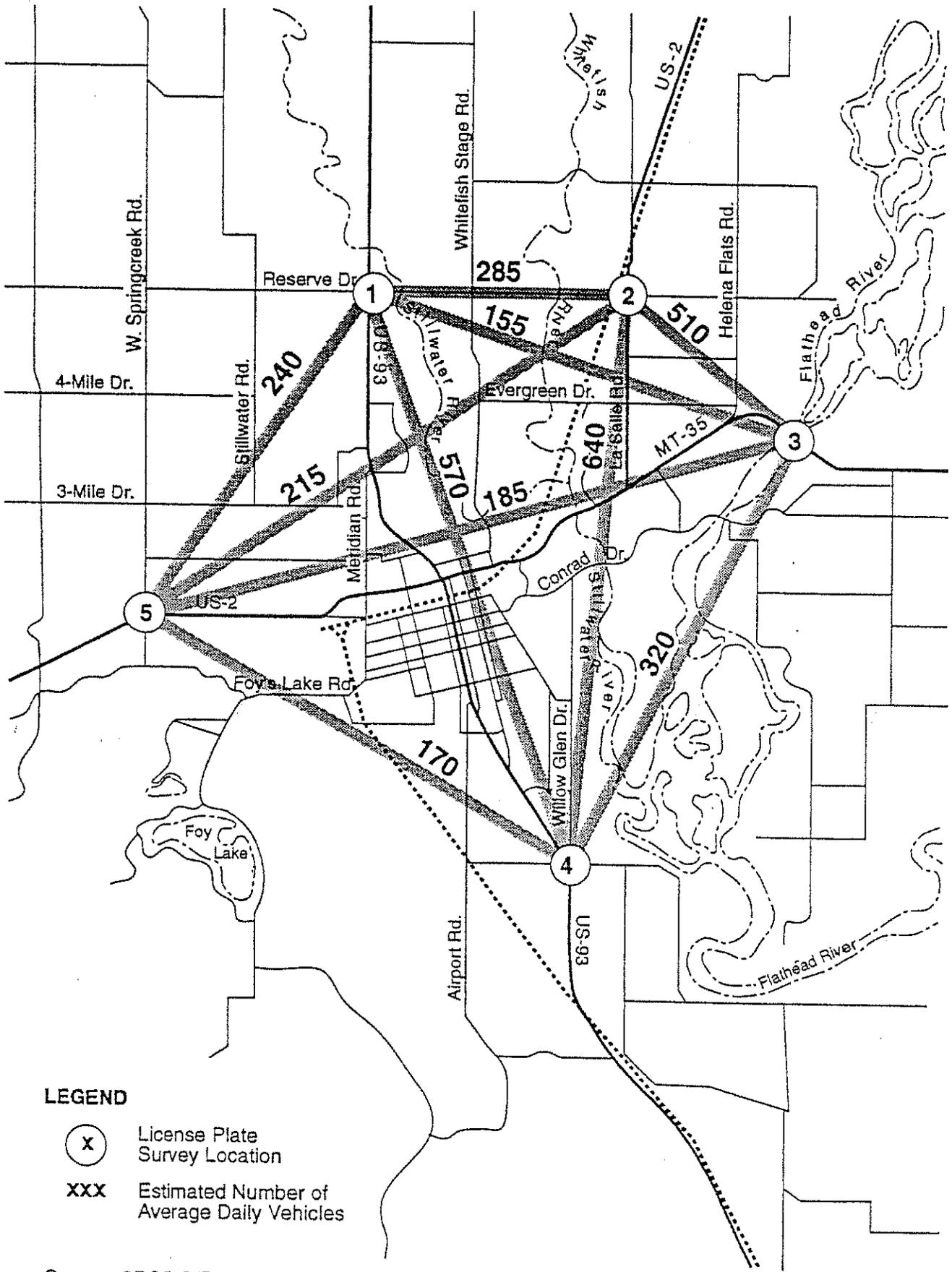


Figure 7.2  
1991 Average Daily Traffic Volumes • CBD

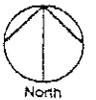




**LEGEND**

-  License Plate Survey Location
- XXX** Estimated Number of Average Daily Vehicles

Source: CRSS O/D Study Data, August 1992





## THE PLAN

The Kalispell Area Transportation Plan is the first comprehensive transportation plan for the Kalispell City-County Planning Jurisdiction. The Plan addresses all aspects of the major street system. It begins by presenting a preferred by-pass route. It then goes on to define the various components of the major street system including major and minor arterials, collectors and local streets. Once defined, the plan accordingly re-classifies the existing and proposed street system in and around Kalispell. Finally, the plan establishes recommended improvements and a priority list for accomplishing these improvements in order to insure that the plan is implemented and effective.

## RECOMMENDED BYPASS ROUTE

A priority and companion document to the Kalispell Area Transportation Plan was the Kalispell Bypass Feasibility Study. Its primary purpose was to identify a recommended alignment for a US 93 Bypass around the City of Kalispell, Mt. In all, seven different alignments were analyzed. The recommended bypass alignment ultimately chosen lies on the near west side of Kalispell. The new four-lane road would begin at Ball's Crossing (HWY. 93 S) and generally follow the Burlington Northern Railroad alignment north to Foy's Lake Road, cross through the Forest Products property west of the wye in the railroad tracks, cross US 2 at-grade, then proceed north through the Two Mile and Three Mile area to Stillwater Road, then north to Reserve and US 93. The route would be a limited access roadway, signed as an Alternate Route to US 93, with speeds ranging from 40 to 55 miles per hour. (See Figure 7.4)

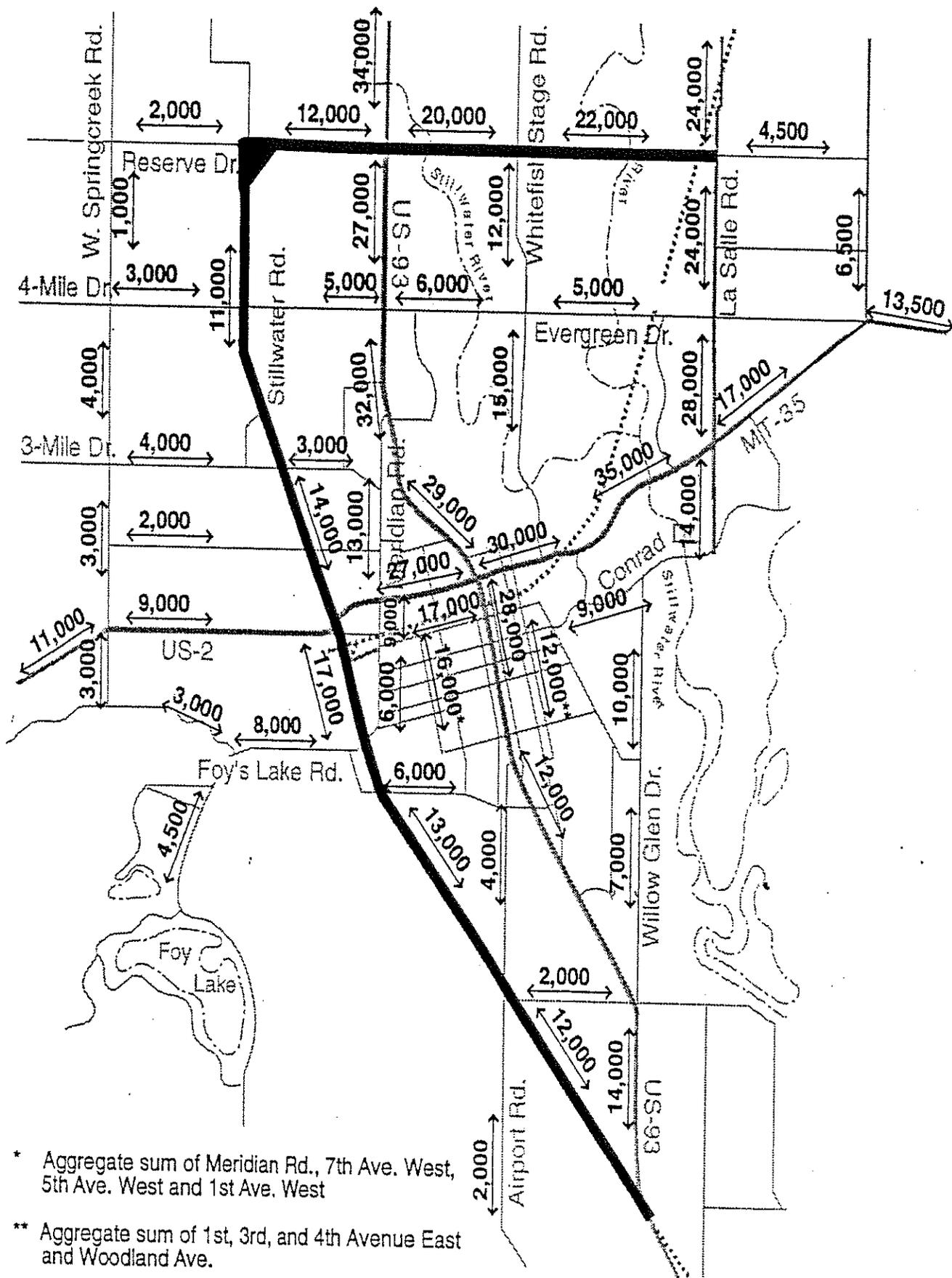
The bypass segments north of US 2 and the segment of Reserve Drive from US 93 to US 2 (LaSalle Road) could also serve as an alternate route for US 2.

## PROPOSED MAJOR STREET NETWORK

The Kalispell City-County Master Plan defines the characteristics of each functional classification. Those definitions are presented here, with recommended traffic volume thresholds. These thresholds are based on the results of the travel demand projections for 2015, as shown in Figure 7.4. The hierarchy of functional classification is intended to identify the traffic-carrying capacities on all roads, relative to the others.

### Major Arterials

A major road or highway with moderate to fast speeds and high traffic volumes. Major arterials provide access to the regional transportation network. They move traffic across the country, between cities and communities and/or from one major part of the Planning Jurisdiction to another. Throughout the Planning Jurisdiction individual private accesses onto arterials serving adjacent parcels should be discouraged. Traffic volumes would typically exceed 15,000 vehicles per day.



\* Aggregate sum of Meridian Rd., 7th Ave. West, 5th Ave. West and 1st Ave. West

\*\* Aggregate sum of 1st, 3rd, and 4th Avenue East and Woodland Ave.

### Minor Arterials

A major road with moderate speeds designed to collect or move traffic from one major part of the city or Planning Jurisdiction to another or to move traffic to or from the major arterial system. Traffic volumes would generally range from 5,000 to 15,000 vehicles per day.

### Collectors

A secondary or intermediate street with moderate speeds and low to moderate volumes. Such streets would collect local traffic from neighborhoods and carry it to adjacent neighborhoods or transfer the traffic to the arterial system. Such streets would typically serve a neighborhood or area of 150 or more dwellings and carry 1,000 to 5,000 vehicles per day.

### Local

Minor streets intended to serve individual sites, building or lots. Local streets feed into collectors or provide destination access off of collectors.

### Proposed Major Street Network

This analysis resulted in the Proposed Major Street Network (Figures 7.5 and 7.6). Table 20 lists each segment of road by its functional classification.

TABLE 20  
PROPOSED MAJOR STREET NETWORK

#### Major Arterials:

US 2 (including Idaho Street and LaSalle Road)  
US 93 (including Main Street and Sunset Boulevard)  
Alternate US 93 (new road west of city)  
MT 35  
Reserve Drive, from US 93 to LaSalle Road

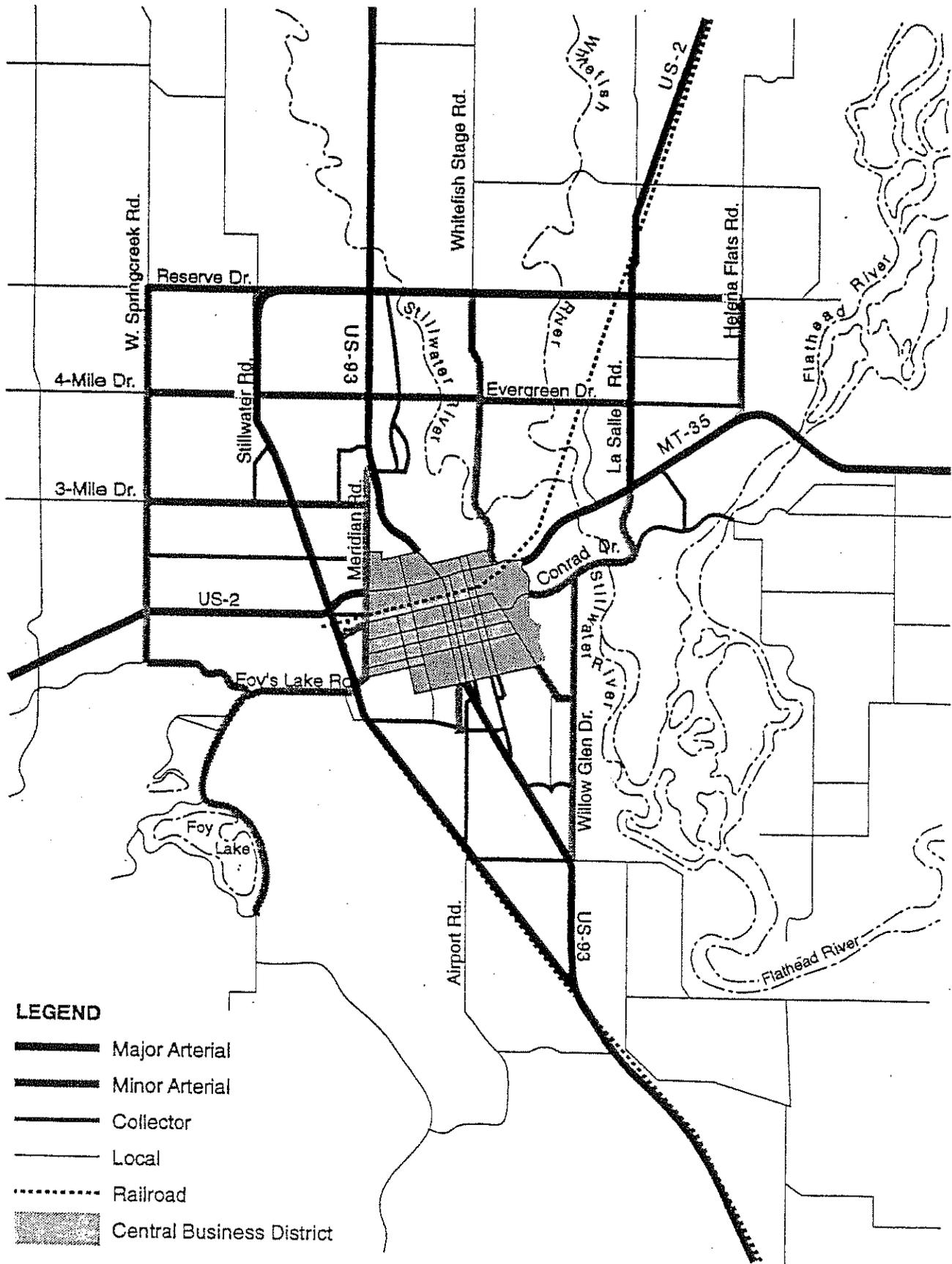
#### Minor Arterials:

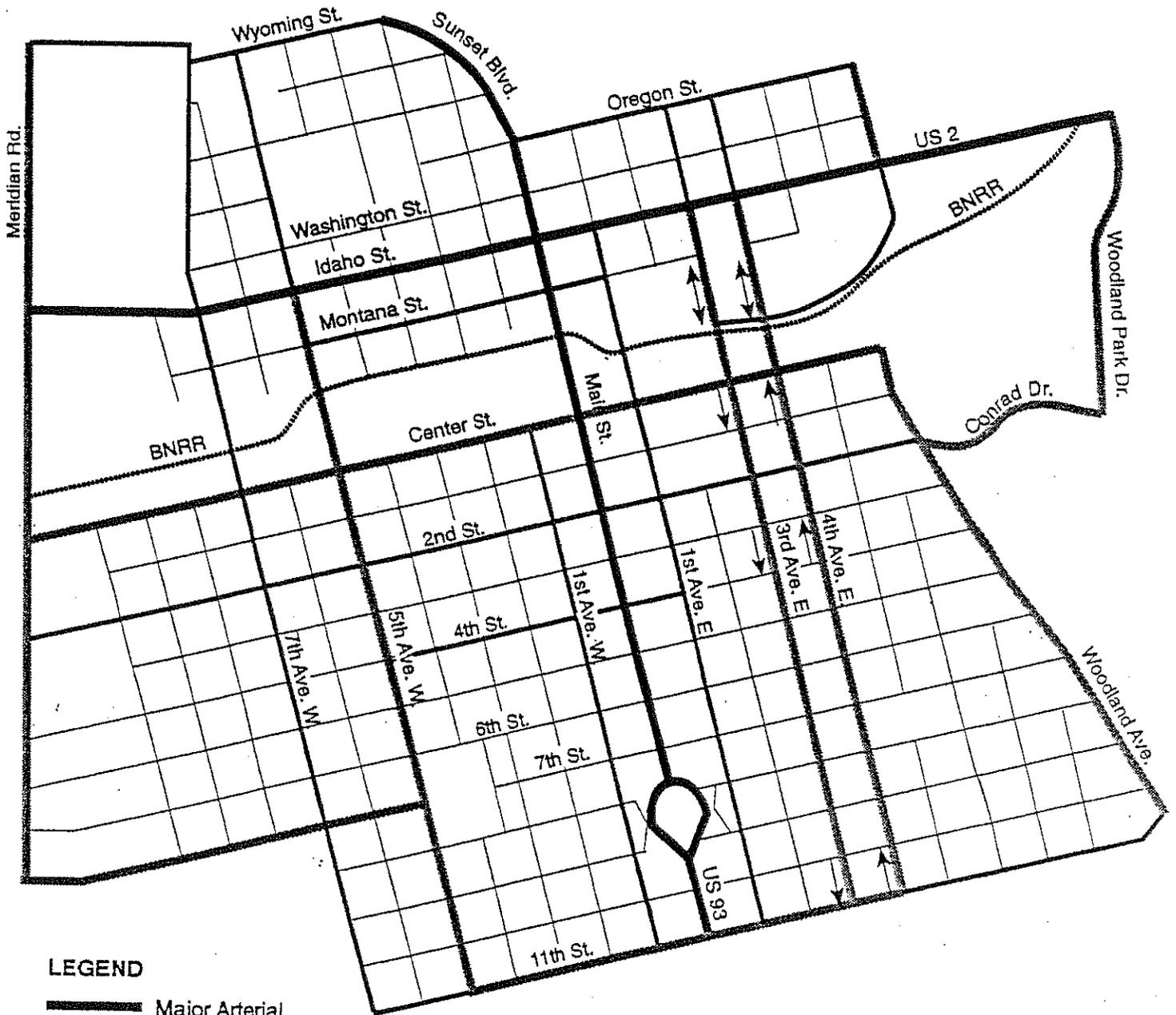
Cemetery Road, from Airport Road to US 93  
Lower Valley Road, from US 93 to Willow Glen Drive  
18th Street West, from 1st Avenue West to Airport Road  
Foy's Lake Road, from South Foy's Lake Road to Meridian Road  
Whalebone Drive, from West Springcreek Road to Foy's Lake Road  
11th Street, from 5th Avenue West to 4th Avenue East  
7th Street West, from Meridian to 5th Avenue West  
Conrad Drive, from Woodland Avenue to LaSalle Road  
Center Street, from Alternate US 93 to Woodland Avenue  
Three Mile Drive, from West Springcreek Road to Meridian Road  
Four Mile Drive, from West Springcreek Road to Alternate US 93  
Evergreen Drive, from Alternate US 93 to LaSalle Road  
Reserve Drive, from West Springcreek Road to Alternate US 93  
West Springcreek Road, from Whalebone Drive to Reserve Drive

Meridian Road, from Foy's Lake Road to Sunset Boulevard  
5th Avenue West, from 11th Street West to Idaho Street  
1st Avenue West, from 18th Street West to 11th Street West  
Airport Road, from Cemetery Road to 18th Street West  
1st Avenue East, from Center Street to Idaho Street  
3rd Avenue East, from 11th Street East to Idaho Street  
4th Avenue East, from 11th Street East to Idaho Street  
Woodland Avenue, from Willow Glen Drive to Center Street  
7th Avenue East, from 3rd Avenue East to Oregon Street  
Whitefish Stage Road, from Oregon Street to Reserve Drive  
Woodland Park Drive, from Conrad Drive to US 2  
Willow Glen Drive, from Lower Valley Road to Conrad Drive  
LaSalle Road, from Conrad Drive to MT 35  
Helena Flats Road, from MT 35 to Reserve Drive

Collectors:

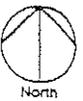
Kelly Road, from US 93 to Willow Glen Drive  
18th Street, from Alternate US 93 to 3rd Avenue East  
14th Street East, from 3rd Avenue East to 4th Avenue East  
11th Street West, from 7th Avenue West to 5th Avenue West  
11th Street East, from 4th Avenue East to Woodland Avenue  
6th Street, from 5th Avenue West to 4th Avenue East  
4th Street, from 5th Avenue West to 1st Avenue East  
2nd Street, from Meridian Road to Woodland Avenue  
Conrad Drive, from LaSalle Road to Flathead River  
Appleway, from US 2 to Meridian  
Montana Street, from 5th Avenue West to 3rd Avenue East  
Oregon Street, from Main Street to 7th Avenue East  
Wyoming Street, from Meridian Road to Sunset Boulevard  
Two Mile Drive, from West Springcreek Road to Meridian Road  
Sunnyview Lane, from Sunset Boulevard to Grandview Drive  
Northridge Drive, from Hilltop Avenue to US 93  
Evergreen Drive, from LaSalle Road to Helena Flats Road  
Reserve Drive, from LaSalle Road to Helena Flats Road  
Stillwater Road, from Three Mile Drive to Alternate US 93  
Kinshella Drive, from Two Mile Drive to Northridge Drive  
Northern Lights Blvd/Hilltop Avenue, from Three Mile Drive to Northridge Drive  
7th Avenue West, from Sunnyside Drive to Wyoming Street  
5th Avenue West, from Sunnyside Drive to 11th Street West  
5th Avenue West, from Idaho Street to Wyoming Street  
1st Avenue West, from 11th Street West to Center Street  
Airport Road, from 18th Street West to US 93  
New Road, from Sunnyview Lane to Reserve Drive  
Grandview Drive, from Sunnyview Lane to Evergreen Drive  
1st Avenue East, from US 93 to Center Street  
3rd Avenue East, from US 93 to 11th Street West  
3rd Avenue East, from Idaho Street to Oregon Street  
4th Avenue East, from 14th Street East to 11th Street East  
4th Avenue East, from Idaho Street to Oregon Street  
South Woodland Drive, from Kelly Road to Woodland Avenue  
Shady Lane, from Conrad Drive to MT 35





**LEGEND**

-  Major Arterial
-  Minor Arterial
-  Collector
-  Local
-  Railroad



60b 2015 Proposed Major Street Network • CB Figure 7.6

## RECOMMENDED IMPROVEMENTS

This section describes the specific improvements necessary to achieve the proposed Major Street Network as well as the recommended bypass route. Table 21 located at the end of this Chapter provides a summary of the recommended improvements, listed by their MDT designation as either urban or rural arterials and collectors, and identifies estimated cost (excluding right-of-way). Groupings of projects by First Priority and Second Priority have been determined based on existing versus future needs as described below.

### Additional System Improvements

Improvements included in the First Priority grouping would result in the greatest benefit to existing traffic system performance. Second Priority projects will primarily serve future development needs as urban development expands into the adjacent rural areas surrounding Kalispell. Improvements to these Second Priority roads will also increase safety for motorists, pedestrians and bicyclists. Other long-term improvement alternatives were considered but not recommended. A description of these considerations is also provided below.

#### First Priority Projects:

The following four projects, listed in order of importance to the Kalispell area street network, are deemed most critical to meet existing traffic demands:

- . **Meridian Road between Idaho Street and US 93 North.** This narrow two-lane segment of Meridian Road is recommended to be improved to include four lanes from Idaho Street north to Three Mile Drive and three lanes north of Three Mile Drive to US 93 as an urban minor arterial with curb and gutter and pedestrian/bicycle accommodations, consistent with city plans to enhance the quality of the North Meridian neighborhood's residential character.
- . **Whitefish Stage Road between Oregon Street and Reserve Drive.** This narrow two-lane segment of Whitefish Stage Road now carries 6,000 vehicles per day and is projected to carry approximately 19,000 vehicles per day by 2015. The road is recommended for widening and minor realignment to include eight-foot paved shoulders, improved vertical and horizontal sight distance through the curves in the vicinity of the Stillwater River, and a center left-turn lane at major street and driveway intersections.
- . **Willow Glen Drive from US 93 to Conrad Drive.** This two-lane rural arterial road is recommended to be widened to include paved shoulders, improved sight distance and left-turn lanes at Woodland Avenue and Conrad Drive.
- . **LaSalle Road Extension.** LaSalle Road is recommended to be extended south of the US 2/MT 35 intersection to Conrad Drive. This improvement will provide a more direct connection from the

Central Business District via 2nd Street/Conrad Drive and from Willow Glen Drive to US 2 north.

- **18th Street Extension.** 18th Street is recommended to be extended west to connect with Sunnyside Drive and Valleyview Drive as a two-lane collector road. This improvement will provide a desirable additional east/west connection from existing US 93 to the proposed western bypass route along the BNRR right-of-way.

Second Priority Projects:

- **Existing US 93.** The existing two-lane segments of US 93 north of Grandview/Four Mile Drive to Reserve and south of the Courthouse to Ball's Crossing is recommended to be widened to include four through travel lanes plus center turn lane.
- **Reserve Drive between US 93 and US 2.** This two-lane major arterial is recommended to be widened to include four, through travel lanes and center turn lane.
- **Existing Rural Minor Arterials.** Table 7-2 outlines existing rural minor arterial road segments in need of widening to include paved shoulders, improved recovery zone, and left-turn lanes at major intersecting streets or drives. These road segments include West Springcreek Road, Stillwater Road, Four Mile Drive, Whalebone Drive, Foy's Lake Road, Conrad Drive, Helena Flats, Reserve Drive west of US 93, Three Mile Drive and Evergreen Drive from Whitefish Stage Road to LaSalle Road.
- **New Rural Minor Arterials.** Two new segments of rural minor arterial road are also recommended to be added to the system to provide increased accessibility by completion of the mile grid network of roads. These new road segments are the extension of Four Mile Drive to the proposed bypass and the extension of Grandview Drive/Evergreen Drive from US 93 east to Whitefish Stage Road. Both road segments cross difficult terrain and may require a curved alignment off the section line to negotiate the steep slopes. The segment of Evergreen extension will also require a new bridge over the Stillwater River and environmental impact mitigation considerations.
- **Existing Rural Collectors.** Seven existing rural collector road segments are recommended for widening to include paved shoulders and left-turn lanes at major intersecting streets. These roads include Two Mile Drive, Evergreen and Reserve Drives east of LaSalle Road, and Center Street extended west to the proposed bypass (urban collector within city limits).
- **Existing Urban Minor Arterials.** Three existing urban minor arterial road segments are recommended for improvements including Grandview Drive, 7th Avenue East north of Idaho and Four Mile Drive west of US 93.

**New Urban Collectors.** A new "north side collector" roadway is proposed to extend south from Reserve Drive to Sunnyview Lane to provide alternative access to Flathead Valley Community College and Kalispell Regional Hospital. The new road has been approved by the Flathead County Commissioners but not funded for construction.

Consideration was given to the previously proposed extension of 7th Avenue East south from Idaho Street across the BNRR tracks to connect directly to Woodland Avenue. Public opposition to this connection has focused on the potential for increased traffic on Woodland Avenue as a bypass route from Idaho Street to Willow Glen Drive. However, the advantage of this connection is that it would provide an additional route from Idaho Street south to access the Central Business District, relieving heavy left turns at 4th and 3rd Streets (should be Avenues), as well as Main and Idaho. Traffic forecast analysis indicates approximately 19,000 vehicles per day would utilize a connection of 7th Avenue East to Woodland Avenue, substantially decreasing traffic volume on Idaho east of Main Street. The connection would result in an increase of about 2,000 vehicles per day on Woodland Avenue south of 2nd Street.

An alternative connection was considered with 7th Avenue East extending south from Idaho Street across the BNRR tracks and then curving onto the Center Street alignment. Under this scenario, Woodland Avenue would end at Center Street in a cul-de-sac. This alignment would provide for direct access into the Central Business District, but would require relocation of the power substation and several homes along the north side of Center Street. There is a concern that traffic wishing to make the connection between 7th Avenue East and Woodland Avenue would utilize 5th Avenue East to double back to Woodland Avenue, impacting residences along this local street. There is also concern regarding vehicle/train sight distance where the new curving roadway connection would cross the BNRR tracks at a skewed angle.

A third alternative has been considered for extension of 7th Avenue East south of Idaho Street to the BNRR track alignment, then curving to the west along the railroad tracks to 3rd and 4th Avenues East with a potential future extension as far west as Main Street. This alignment may be dependent on future abandonment of the BNRR tracks through the Kalispell Central Business District and/or redevelopment of adjacent land uses. Because of the land use and traffic impacts of the first two alignment alternatives, this curving alignment is recommended as the preferred plan, dependent on future BNRR track abandonment. Reconsideration of the extension should be given when BNRR plans are confirmed to determine specific alignments.

**At-Grade Railroad Crossings.** At-grade railroad crossings may be affected by improvements or traffic diversions to Meridian Road

north of Center Street, 3rd and 4th Avenue East and Reserve Drive west of LaSalle Road. Road improvement plans should address rail crossing safety by considering individual crossing geometrics, signalization, signing and pavement markings and MDT road design standards, policies and procedures.

TABLE 21  
Recommended Alternative Improvements

Rural Minor Arterials

Road	Segment	Status	Len. (mi.)	Cost
W. Springcreek Road	Whalebone Drive to Reserve Drive	Existing	3.5	\$3,190,000
4-Mile Drive	W. Springcreek Road to Stillwater Road	Existing	1.0	\$920,000
Whalebone Drive	W. Springcreek Road to Foy's Lake Road	Existing	1.0	\$920,000
Foy's Lake Road	Whalebone Drive to Valleyview Drive	Existing	0.9	\$820,000
Willow Glen Drive	Lower Valley Road to Conrad Drive	Existing	2.7	\$2,460,000
Conrad Drive	Willow Glen Drive to La Salle Extension	Existing	0.5	\$460,000
Reserve Drive	W. Springcreek Road to Stillwater Road	Existing	1.0	\$920,000
Reserve Drive	Stillwater Road to US 93	Existing	1.0	\$920,000
Whitefish Stage Road	Evergreen Drive to Reserve Drive	Existing	1.0	\$920,000
Whitefish Stage Road	City Limits to Evergreen Drive	Existing	1.3	\$1,190,000
4-Mile Drive	Bypass to City Limits	New	0.5	\$480,000
Evergreen Drive	Grandview Drive to Whitefish Stage Road	New	0.7	\$1,528,000
3-Mile Drive	W. Springcreek Road to Meridian Road	Existing	2.0	\$1,830,000
Evergreen Drive	Whitefish Stage Road to LaSalle Drive	Existing	1.5	\$1,370,000
La Salle Road Extension	Conrad Drive to US2	New	0.7	\$1,302,000
Conrad Drive	Woodland Avenue to Willow Glen Drive	Existing	0.9	\$820,000
Helena Flats Road	MT-35 to Reserve Drive	Existing	1.1	\$870,000
				\$20,920,000

- Notes: 1) Existing status includes cost for pavement removal  
 2) Cost includes a 20% contingency rounded up to the nearest \$10,000, and exclusive of ROW  
 3) Cost estimate for Evergreen Drive, Grandview to Whitefish Stage Road includes new bridge over Stillwater River.  
 4) Cost estimate for La Salle Road Extension, Conrad Drive to US2 includes new bridge over a tributary of Flathead

Rural Collector

Road	Segment	Status	Len. (mi.)	Cost/MI	Cost
Stillwater Road	3-Mile Drive to Bypass	Existing	0.5	\$655,000	\$400,000
Sunnyside Drive	Valleyview Drive to 5th Avenue West	Existing	0.7	\$655,000	\$560,000
18th St./Sunnyside Drive	5th Avenue W. to 1st Avenue W.	New	0.3	\$668,000	\$250,000
2-Mile Drive	W. Springcreek Road to Meridian Road	Existing	2.0	\$655,000	\$1,580,000
Evergreen Drive	LaSalle Drive to Helena Flats Road	Existing	1.0	\$655,000	\$790,000
Reserve Drive	LaSalle Drive to Helena Flats Road	Existing	1.0	\$655,000	\$790,000
Center Street	Bypass to City Limits	Existing	0.2	\$655,000	\$160,000
TOTAL					\$4,530,000

- Notes: 1) Existing status includes cost for pavement removal  
 2) Cost includes a 20% contingency rounded up to the nearest \$10,000, and exclusive of ROW

Urban Minor Arterials

Road	Segment	Status	Len. (mi.)	Cost
Meridian Road	Idaho to US 93	Existing	1.2	\$1,480,000
Grandview Drive	US 93 to 90-degree turn	Existing	0.3	\$370,000
7th Avenue East	Idaho St. to City Limits	Existing	0.2	\$250,000
4-Mile Drive	City Limits to US 93	Existing	0.5	\$620,000
TOTAL				\$2,720,000

- Notes: 1) Existing status includes cost for pavement removal  
 2) Cost includes a 20% contingency rounded up to the nearest \$10,000, and exclusive of ROW

Urban Collectors

Road	Segment	Status	Len. (mi.)	Cost
18th Street	1st Avenue W. to 3rd Avenue E.	Existing	0.3	\$280,000
New Northside Collector	Sunnyview Lane to Reserve Drive	New	1.8	\$1,610,000
New Westside Collector	US2 to 3-Mile Drive	New	1.0	\$900,000
Center Street	City Limits to Meridian Road	Existing	0.2	\$190,000
TOTAL				\$2,980,000

- Notes: 1) Existing status includes cost for pavement removal  
 2) Cost includes a 20% contingency rounded up to the nearest \$10,000, and exclusive of ROW

GRAND TOTAL \$31,150,000



# 8. COMMUNITY FACILITIES

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Community facilities and services are generally tax supported institutions which provide cultural, governmental, educational, recreational, and health related benefits to the whole community. Such infrastructure investment play a role in the development process of any area. In many cases the rate and location of development may depend to a certain extent on the location, design, construction and timing of public facilities and services. Therefore, public facilities should not only have the capacity to serve the whole community, but should also have optimum locations in terms of accessibility and environment.

## POLICE DEPARTMENT

The Kalispell Police Department, located in City Hall, has a total staff of 35 including clerical. There are 21 policemen of which 16 are involved in patrol work. The department may respond to calls up to three miles outside the city limits. They do not do so as a matter of policy. The prime responsibility for law enforcement outside the city limits lies with the County Sheriff's Department.

Planning for law enforcement is quite complex as a number of variables should be considered. Moreover, past studies have, on the whole, been done for larger metropolitan areas and thus results should not be utilized without reservation for the Kalispell Planning Jurisdiction. As a guide, a single police station is usually adequate for densities of up to 25 persons per acre with a service area of between 5,000-10,000 acres. The city of Kalispell currently encompasses an area of only 2,650 acres and has a density of approximately 4.2 people per acre. Consequently, the present single station is adequate for present needs.

An acceptable standard used to evaluate the adequacy of present staff members is 2.7 total staff per 1,000 population or two officers for each 1,000 population. This would require a minimum total staff of 29 or an officer staff of 21, both of which are presently met.

## Planning Recommendations

1. Based on projected land use needs and densities, the single police station will be adequate through the 2010 planning period.
2. Based on the 2010 population projection of approximately 12,600, the present staff numbers are adequate; but, the number of police officers should be increased by four or five in coming years to address population increases in the city.

## FIRE DEPARTMENT

Fire protection is dependent upon the size and type of fire protection, work force, availability of adequate water, type of equipment and the response time involved.

Fire protection services within the city limits of Kalispell are provided by the Kalispell Fire Department, while the remainder of the Planning Jurisdiction receive fire protection from volunteer fire departments, specifically West Valley in the northwest, Evergreen in the northeast, Smith Valley in the southwest and South Kalispell in the southeast. The Kalispell Fire Department and these volunteer fire departments have mutual aid agreements whereby they can call on each other for help when necessary.

The Kalispell Fire Department, which is located in City Hall, has 20 full time fire-fighters and three chief officers. The city has a fire insurance rating of five with a rating of approximately eight in the surrounding area. All city areas are equipped with hydrants. The department is equipped with the following apparatus:

- 1973 "Superior" 1250 gpm pumper
- 1978 "Seagraves" 95 foot aerial ladder and 1250 gpm pumper
- Two 1950 "Purshes" 750 gpm pumpers
- 1925 "LaFrance" 1000 gpm pumper
- Three ambulances

Based on planning standards, a city with 10,000 population should have two engine companies and one ladder company. At the present, Kalispell with a 1980 population of 10,648 does have two engine companies and a ladder company. However, although the equipment is presently adequate, two of the pumpers are already over 30 years old and at least one should be replaced within the next five years.

According to the American Insurance Association, the city the size of Kalispell with its present equipment and personnel should have a maximum service radius of 1.5 miles or approximately five minutes. While a majority of the present incorporated city falls within this standard, a substantial and growing area to the north and northwest is beyond the optimum service area. This includes the hospital/medical complex on Buffalo Hill, the Junior High School and the residential neighborhoods beyond.

### Planning Recommendations

1. As the city continues to expand to the north and west, a fire substation should be located in this portion of the city. An optimum location would be on or adjacent to the future college site.
2. The city should in the short term, within the next five years, replace the aging equipment in its present fleet and should purchase additional equipment in the future, to equip a future substation when it is established.

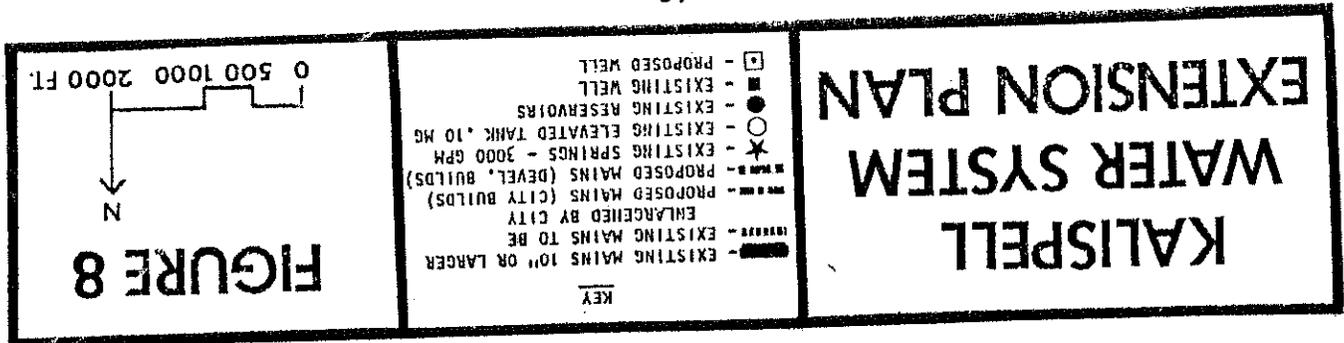
**WATER**

Water for the city of Kalispell is supplied by a publicly owned system of wells and a natural spring. The pumping station at the spring has three pumps with capacities of 3,000 gallons per minute (gpm), 2,500 gpm and 2,000 gpm. When all three of these pumps are in operation, they pump between 6,100 and 6,200 gpm depending upon the water level in the reservoirs. The only treatment of this source of water is chlorination. Additional supply is provided by three wells: The Depot Well is 340 feet deep and has a capacity of 1,300 gpm, the Armory Well is 390 feet deep and has a capacity of 1,700 gpm, and a new 2,000 gpm well in the Buffalo Hill vicinity was drilled in 1979 and came into service in 1980. None of these wells require treatment.

Water storage tanks equalize pressure throughout the distribution system or provide emergency supply in case of interruption of power or failure of pumping facilities. They also provide flows to meet peak demands. In addition, the amount and location of storage is an integral part of the water system's ability to deliver water for fire fighting purposes. Kalispell has two on-ground reservoirs located in the northern portion of the city. One of these tanks has a capacity of 2.7 mg and the other 1.7 mg. A booster station located nearby pumps water into a 100,000 gallon tank which is elevated 150 feet. A portion of the city is separated into a high level pressure district.

Kalispell presently has 4,500 residential and commercial meters in service. Based on the present population and the projected year 2010 population of 12,500, Kalispell has adequate supply to meet its present and future needs. However, if the city continues to grow to the north and west, at some time in the future a new well should be established in the vicinity of the future college site to maintain domestic and fire flows.

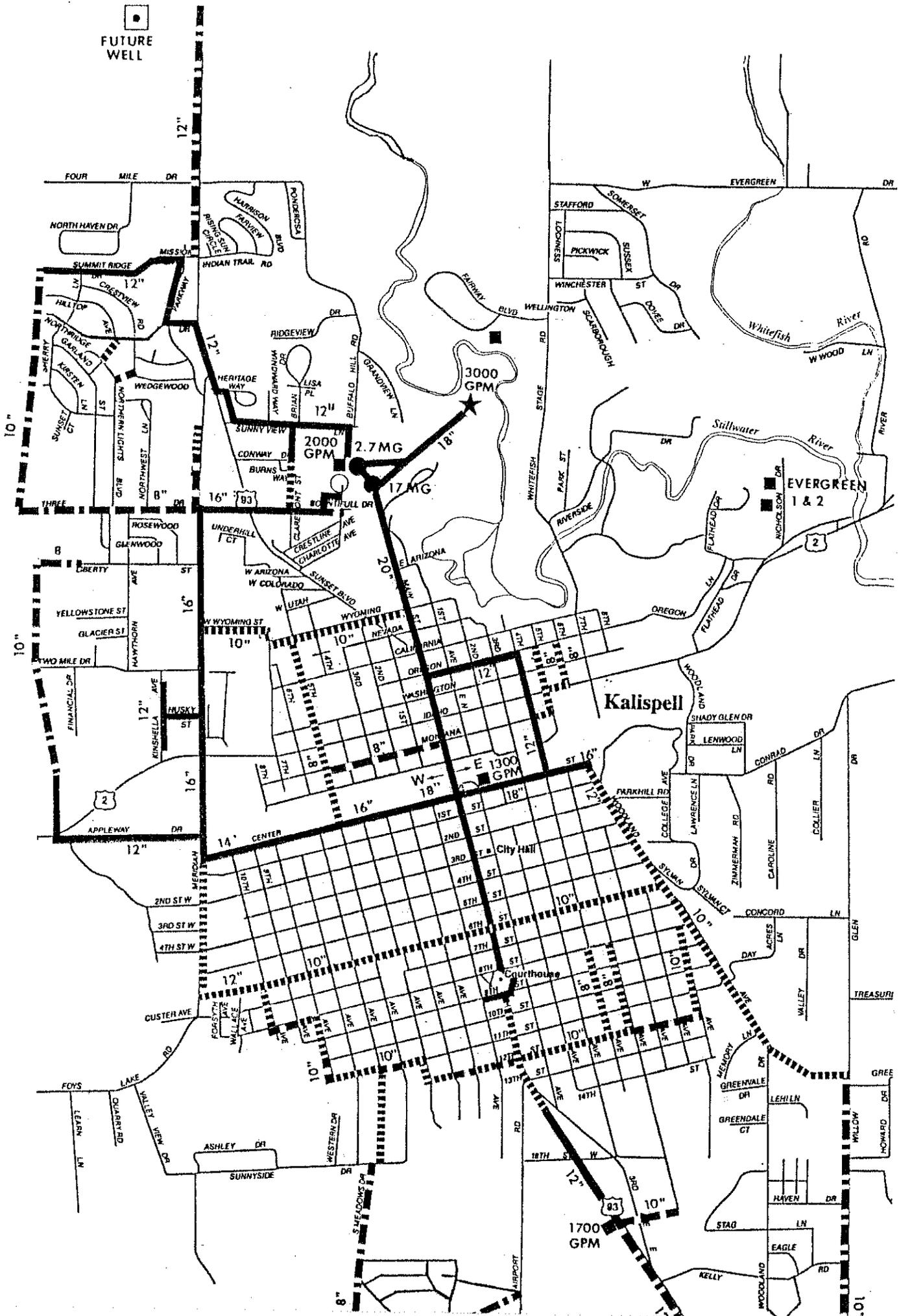
Those properties outside the corporate limits of Kalispell are served by either private wells or in the case of Evergreen, a community water system. The Evergreen Water District began operation in 1968 and serves 5,000-6,000 people. The district operates two wells, each with a pumping capacity of 1,200 gpm for a maximum capacity of 2,000 gpm and a daily capacity of 2.88 million gallons. The system also contains a ground level storage tank with a one million gallon capacity. The District is presently operating at about 75% capacity on a yearly basis. In 1985, the District drilled a third well with a planned capacity of 1,500 gpm or 2.18 mgd. This should increase overall capacity by 75% and allow for a doubling of the present number of hookups. Based on projected populations in the rural portion of the Planning Jurisdiction and that proportion which would be expected to reside in Evergreen District, the District should have adequate water supply to address



●  
FUTURE WELL



FUTURE WELL



## SEWER

A sewerage system is a network of drains and sewers used to collect the liquid wastes of a city for subsequent treatment or disposal.

The city of Kalispell operates a sewage treatment plant which provides secondary treatment with partial tertiary treatment. This plant is located along Ashley Creek south of the city. The treatment plant can handle a flow of approximately 2.88 mgd with a peak of 4.4 mgd. Such a system can accommodate a population of approximately 15,000 to 18,000 having a base sanitary flow of 1.5 mgd, plus an allowance of 1.4 mgd for infiltration and inflow. Presently, the average daily sanitary flow is approximately 1.1 mgd.

The sewer system is a combined sanitary-storm system constructed in four time segments: Primary plant completed in 1942, additions in 1959, secondary plant and polishing filters in 1973, and aeration basin in 1978. The replacement of the sludge handling facility was undertaken in 1984.

The present collection system suffers from high ground water infiltration and storm run-off inflow which causes overloading of portions of the sewer system and the treatment plant. This infiltration of water reduces the sewage carrying capacity of the sewer lines, pump stations, and treatment system. If the amount of infiltration and inflow could be reduced theoretically the plan could serve a population in excess of 18,000.

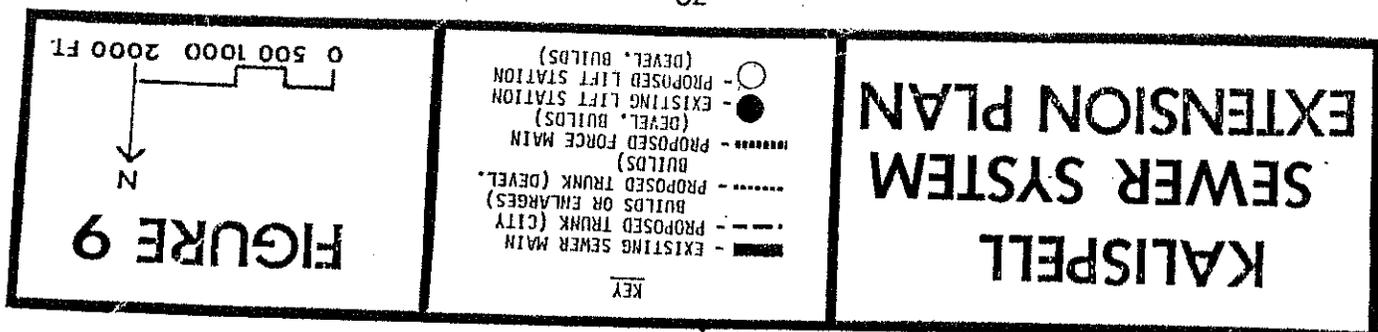
Given present conditions, the entire system is operating at 50% capacity. This assumes that every component of the system will operate flawlessly. Realistically though, the present system is operating closer to two-thirds of its actual capacity due to inherent problems or deficiencies in the system, scheduled maintenance and breakdowns which tend to occur in any sewer system under working conditions.

A sewerage treatment facilities plan is currently being undertaken for the Evergreen area. Densities have reached, on average, two units per acre with private septic tank as the primary disposal system. The Evergreen area is plagued by high ground water which limits the desirability and effectiveness of these private systems causing ground water pollution.

### Planning Recommendations

1. The city is extending sewer mains beyond the city limits to service specific development proposals. In those areas where annexation does not occur, the extension is contingent upon a waiver of protest.

70





3. An extension of services plan should be adopted which establishes specific policies and gives general direction to the extension of future sewer mains and the ability of the present system to accept those extensions.

## SOLID WASTE MANAGEMENT

The city of Kalispell provides its residents with a garbage removal service. However, a private hauler, Evergreen Disposal, also provides service in the city. Property owners pay for municipal garbage removal service through property taxes, therefore, those people utilizing Evergreen Disposal must request the charge for garbage removal to be taken off their taxes. The city serves mostly residential and some commercial properties while Evergreen Disposal serves mostly commercial and some residential properties within the city.

Presently, the city's solid waste collection program is conducted using two of three garbage trucks on a full time basis. One truck works east of Main Street while the other works west of Main with areas receiving service on specific days. In general, residences receive garbage pick-up while businesses receive service three times a week. However, property owners may request service more than once a week, for example, the Lutheran home and some apartment buildings request pick-up three times a week.

In those areas outside the city limits and beyond the Evergreen Disposal service area, strategically located public dumpsters provided by the county are utilized.

### Planning Recommendation

1. As the city expands its boundaries and as populations grow the two municipal routes will have to be expanded accordingly.

## SCHOOLS

There are seven elementary school districts within the Kalispell Planning Jurisdiction. These are School Districts 1, 3, 5, 14, 15, 26, and 49. However, only district 50, the Evergreen School System, is completely contained within the Planning Jurisdiction. High School District 5 serves the entire Planning Jurisdiction while Elementary District 5 serves the city and the majority of the Planning Jurisdiction.

Elementary District 5 serves the city of Kalispell with five schools - Edgerton, Elrod, Hedges, Peterson, and Russell. Kalispell Junior High School was completed and ready for use in 1969. However, upon completion, the new facility was unable to accommodate all the junior high students resulting in the utilization of Linderman School as part of the junior high system. All of District 5's seventh graders attend Linderman School and all of its eighth and ninth graders attend Kalispell Junior High School. Flathead Senior High School, the only senior high school which serves High School District 5, was originally constructed in 1903 and completely renovated in 1969, and

accommodates tenth through twelfth grades. The Evergreen School District contains two elementary schools, one which caters to kindergarten through grade 3, and the other grades 4 through 8. In addition, there are four parochial schools in the planning area: Trinity Lutheran, St. Matthews, Flathead Christian and Nazarene Christian Academy.

### Planning Standards

Following are accepted planning standards for assessing school facility locations:

- Elementary: One elementary school for every 3,000-5,000 people. Each school should be located on a minimum seven acre site.
- Junior High: One Junior High School for every 13,000-16,000 people. Each school site should contain a minimum 30 acres.
- Senior High: One Senior High for each 20,000-24,000 people. Each school should be located on 40 acres.

### Needs

An in-depth citizen's group study for School District No. 5 was conducted in 1978. This citizen's group determined that the student load at Flathead High School is too high for the physical plant and for an acceptable student environment. Moreover, the existing acreage of the high school falls well below minimum planning standards. The School District has tentatively identified a future 40 acre high school site north of Kalispell in the vicinity of U.S. Highway 93 and Four Mile Drive.

This study also identified the need for three additional elementary school sites for District 5 to address future growth and expansion within the Planning Jurisdiction. Three seven-acre sites have been identified and the properties have been transferred to the district specifically for elementary school construction. The three sites include a westerly site in the vicinity of West Spring Creek Road and Two Mile Drive, a northern site at the intersection of Whitefish Stage Road and East Evergreen Drive (under construction with a scheduled opening of Fall, 1986) and a southeastern site near Willow Creek Drive and South Woodland Avenue.

### Planning Recommendations

1. Relocate the high school facility to a more accessible site containing a minimum of 40 acres as soon as is economically feasible. An appropriate site would be in the Four Mile Drive-Highway 93 vicinity.
2. As population and economics warrant, retain the three future elementary school sites and construct new elementary facilities.

## FLATHEAD VALLEY COMMUNITY COLLEGE

Flathead Valley Community College was established in 1967. The school has shown continued growth as is indicated by the enrollment increasing from 611 to 1,300 between 1967 and 1983. The college provides junior college services, several types of vocational training and adult education. The college has recently expanded its computer department and is trying to institute a Registered Nurse program.

Presently, the college is housed in six major buildings in the Kalispell Central Business District. Administration and educational functions are conducted in the former Elks Building, the Central Junior High School and Big Valley Dodge Building. Just recently the college has acquired the former Tannehill building plus a \$35,000 building near Heritage Hall has been donated to the college.

The college facility, because of its location and use of older buildings has several deficiencies. College functions are located in several scattered locations creating a disjointed atmosphere. The buildings are older and were not designed for educational use. Accessibility by the mobility handicapped is extremely difficult. Parking is limited to non-existent and the present site has no athletic or physical education facilities.

The college has recently purchased a site north of Kalispell, in the vicinity of U.S. Highway 93 and Grandview Drive and has plans of relocating to the site in the future. Such a site would provide an opportunity to construct an appropriate facility with adequate parking, a campus atmosphere and room for future expansion if necessary.

### Planning Recommendation

1. Begin relocation of the Flathead Valley Community College to a more suitable location as time and finances permit.

## PARKS AND RECREATION

Parks and outdoor recreation areas are basic public amenities that contribute to a high quality of living in an area. Parks and recreation are essential to the physical, mental, and emotional health of the individual and society. They also help maintain an ecological balance, and create an optimum environment. In addition, recreation areas can also be utilized to promote tourism by providing unique and comprehensive recreational facilities within these areas.

The demand for these facilities is constantly increasing due to population growth, increased leisure time, mobility of the population, technological advancement in recreational equipment, and the improvement in the standard of living. One of the purposes of the Master Plan is to identify the needs and deficiencies of recreational facilities in the Planning Jurisdiction area as well as potentials for developing new recreational and tourism related facilities in the area.

The residents of the Kalispell Planning Jurisdiction have access to vast areas of some of the most scenic open space and best hunting and fishing in the nation. The city is within an hours drive of Glacier National Park, the Bob Marshall Wilderness, Flathead Lake and the list goes on. Despite all these recreational opportunities in the outlying areas, the city must focus its attention on providing adequate recreation in the immediate urban area. Within urban areas, parks are generally grouped into three categories:

Neighborhood Parks: Minimum size of five acres serving a population of 2,000-3,000 with a service area of one-fourth to one-half mile radius.

Community Parks: Minimum size of 15 acres serving a population of 5,000-7,000 with a service area of one-half to one and one-half mile radius.

Regional Parks: Minimum size of 25 acres serving a population of 8,000-10,000 located within one-half hour driving time of user.

A community should provide its residents access to the hierarchy of park facilities mentioned above. As discussed in Chapter 5 - Existing Land Use, the Planning Jurisdiction has an abundance of park lands. With over sixteen percent of the developed land in parks or greenbelts. This is almost twice the development that would be normally anticipated based on population. Following is a listing of park lands by jurisdictional ownership:

#### City Parks

Daley Field	10.0
Airport Road Park	2.3
Courthouse Park	1.2
Depot Park	1.0
Lawrence Park	30.3
Griffin Park	2.1
Hawthorne Park	1.9
Kalispell Golf Course	250.0
Lawrence Park	25.7
Lions Park and Haven Field	10.0
Meridian Park	3.3
Northridge	5.6
Parkview Terrace	0.3
Porta Villa	0.4
Sunset Park	4.5
Thompson Field	2.0
Washington Street Park	1.0
Woodland Park	38.5
Buffalo Head Park	4.0
Kalispell Lions Park	0.4
Dry Bridge Park	15.17

TOTAL

408.77 Acres

### County Parks

Mission Village	17.91
King's Loop	5.21
Evergreen Lions Park	3.36
Reserve Drive	4.05
Northhaven	1.12
Hillcrest	7.0
Two Mile	0.17
Big Sky	0.5
Meadow Hills	2.89
Ashley Creek Greenbelt	9.0
Conrad Complex	13.0
Western Acres	1.79
Lone Pine	13.85
Foy's Lake & Access	2.27
Foy's Park (Lone Pine Boat Access)	0.02 (700')
Herron Park	118.7
Owen Sowerine Natural Area	442.0
Leisure Island Lane	15.25
Leisure Island	76.0
Green Acres	1.54
Wapiti	3.41
Foy's School	2.0
Silver Shadows	0.934
	<hr/>
TOTAL	742.0

### State Parks

Old Steel Bridge	12.0
Kiwanis Lane	10.0
Presentine Bar	6.0
Lone Pine	148.0
	<hr/>
TOTAL	176.0 Acres

Although the Planning Jurisdiction presently has adequate recreational facilities in the form of parks, there is a need to link some of the recreational areas so they can be utilized as transportation corridors in the form of walkways, bicycle trails and hiking trails. There is also an expressed need for a year-round, indoor public facility for use mainly during the long winter hours. The present indoor facilities are private and do not serve the entire population of the city or Planning Jurisdiction.

## Planning Recommendations

1. The Flathead, Stillwater and Whitefish Rivers, and Ashley and Spring Creeks flow through the Planning Jurisdiction. The water bodies provide an optimum visual and perceptual environment for both active and passive recreation. For these reasons, it is proposed that the riverfronts be developed as a primary recreation corridor through preservation and conservation efforts. A sufficiently wide greenbelt in the form of natural vegetation should be preserved along both sides of the rivers and creeks in order to preserve the integrity of the rivers, maintain an ecological balance, and provide a continuous visual and perceptual environment spatially binding together the various recreational areas along the rivers.
2. Provide for the addition of Neighborhood Parks as residential areas expand and population densities increase in various areas.
3. Establish policies for the administration of the parkland dedication or cash-in-lieu payments provided for in the city and county subdivision regulations.
4. Undertake a recreation study by analyzing the development and recreational status of each parkland site, instituting a needs survey to determine needs of the population and then assess where deficiencies are in terms of development of the existing parklands.
5. Follow the Park and Open Space Recommendations as visually presented in Figure 2, Page 85.

## OTHER FACILITIES

### City Hall

The present City Hall, located on the fringes of the Central Business District was constructed in 1979. The building is in good condition and besides housing the city offices, contains the police department and the fire department.

### Library

Flathead County Library is located in Kalispell. In addition, one bookmobile offers library services to the rural areas of the county. With the exception of Whitefish, Flathead County Library provides service to the entire county. Whitefish supports its own library through a separate tax district.

The main library is centrally located in Kalispell using two floors of the former United States Post Office building now owned by School District 5. The District uses the third floor for administration offices and the basement for storage.

The structure was originally erected in 1916 and remodeled in 1968 to house the present library facility. Needed library expansion was achieved in 1978

which doubled the facility's floor space capacity. Book stocks for Flathead Valley Community College are kept in the main library and purchases made by the college or the library are not duplicated by the other. All purchases are counted as one inventory which is available to everyone.

### Cemeteries

There are three cemeteries in the Planning Jurisdiction. The largest is the Conrad Memorial Cemetery which is located in the core of the Planning Jurisdiction. The other two cemeteries are located on the periphery - Glacier Memorial Gardens to the north along U.S. Highway 93 and Demersville cemetery to the south along Cemetery Road. The later is more of historic significance and has almost reached its capacity.

### Cultural Facilities

The Kalispell Planning Jurisdiction has numerous art galleries which have grown in number, size and reputation. The Conrad Mansion has been restored and designated a National Historical Site. Due to the aesthetics and attractive environment of the area, many artists have chosen to live here, thus making a contribution to the culture of the area. The Hockaday Center and Flathead Valley Community College also contribute to the culture by hosting exhibitions and plays. However, there is need for a civic center/multi-purpose facility to host cultural activities. At the present, many performances are hosted in the Senior High School Auditorium.

### Health Facilities

The city of Kalispell functions as the regional health center serving Flathead County and the areas beyond. The bulk of the medical facilities are situated north in the Buffalo Hills area with Kalispell Regional Hospital as the centerpiece.



# 9. IMPLEMENTATION

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The adoption of the Kalispell City-County Master Plan is not the end of long range planning efforts in the Planning Jurisdiction. It is only the beginning, the first step in a continuous, on-going program. The real success of the Master Plan can only be realized and measured by the implementation program. Too often plans are adopted and placed on a shelf to be ignored, referred to in passing, or worse used only when all else has failed, to justify someone's special interest or arbitrary position. A Master Plan is, by definition, a vision of the future. By adopting the plan, the city and county are saying that this is the future we want. To be successful this program must involve private citizens within the Planning Jurisdiction as well as the planning boards and elected officials. The following tools and programs will provide a framework for the implementation program.

## ZONING

Zoning is based on the Master Plan. The Plan establishes future development patterns, i.e. residential, commercial, and industrial; but, as discussed earlier, the Plan is only official policy. The zoning ordinance is the legal tool that is used to enforce these long range development patterns. It is adopted based on the plan recommendations. Zoning regulates three general items. Most importantly, it regulates the particular uses that may occur on a particular piece of property by establishing various zoning districts. Zoning also regulates the maximum height of buildings primarily to insure adequate fire protection and also to avoid shadowing or blocking of views. Finally, zoning sets standards for how a structure is located on a parcel of land including front, rear and sideyard setbacks, minimum lot sizes, and lot coverage.

The city of Kalispell has zoning authority over all land within the city. In the absence of county zoning, Kalispell also can by state statute, extend its zoning authority up to three miles beyond the present city limits. Flathead County, however, has by resolution directed that the Flathead County Zoning Regulations should be enforced within this extra-territorial area thus superceding Kalispell's authority to zone. The County Commissioners are just beginning to uniformly apply the County Zoning Ordinance in this three mile area. In past years, zoning was instituted piecemeal on a demand basis by interested property owners. To date, there are approximately 18 established zoning districts within the rural portions of the Kalispell Planning Jurisdiction ranging in size from three acres to 700 acres.

Within the city of Kalispell, two separate zoning ordinances are being enforced. One ordinance is designed and enforced strictly within the Kalispell Redevelopment District encompassing the Central Business District and adjacent residential neighborhoods. It was adopted as part of the overall redevelopment program and is intended to address the specific needs and issues facing this

area. The second ordinance addresses the remainder of the city. There is a program underway to incorporate both ordinances into one document.

#### Recommendations:

1. The city of Kalispell should administer only one uniform zoning ordinance. There is a need to edit or simplify the present citywide zoning ordinance including a blending/reduction of use districts presently administered in the city.
2. The rural lands in the Kalispell City-County Planning Jurisdiction should be subject to a land development code administered by Flathead County. The code should be based upon and be substantially in compliance with the City-County Master Plan.
3. There should be coordination and compatibility between the Kalispell land development codes and those enforced by the county in the rural areas just outside the city limits.
4. Inside the city of Kalispell, zoning administration including zone changes, conditional use permits, and variances should be based upon the City-County Master Plan.

#### SUBDIVISION REGULATIONS

In contrast to zoning which establishes what a piece of land can be developed into, subdivision regulations govern how a piece of land will be developed. Subdivision regulations provide for the legal recording of the division of land and regulate the conversion of raw land into building lots. Within the regulations, standards are set for street design, storm water drainage, placement of sewer and water lines, site design including lot and block layout and parkland and public use dedications. Subdivision regulations are an extremely important tool in implementing the Master Plan because when a particular piece of land is being developed, these regulations insure that:

- A. The Transportation Plan is consulted. If arterial or collector streets are proposed for the area to be developed, they must be incorporated into the development.
- B. The Public Utilities Plan is consulted. If major sewer or water lines are proposed to be extended through the development, they must be included.
- C. If any public sites, i.e. school, fire substation, park, etc. are identified on the Master Plan to be located within a development, the public agency responsible should be involved and a specific site should be either dedicated, purchased outright, or an alternate site be chosen.

The city of Kalispell administers subdivision regulations adopted in 1981 and is responsible for all lands within the city limits. The county enforces the 1984 County Subdivision Regulations in the remainder of the Planning Jurisdiction.

### Recommendations:

1. Kalispell City Subdivision Regulations and the Flathead County Subdivision Regulations should be based upon and should implement the Kalispell City-County Master Plan.
2. Every effort should be made to insure compatibility between Kalispell and the County in the design and enforcement of subdivision regulations which are administered in the rural area within the Planning Jurisdiction boundaries.

### AGRICULTURAL LAND PRESERVATION PROGRAM

An Agricultural Land Preservation Program is an important tool for jurisdictions which have a large agricultural base or timber stands within their boundaries. It recognizes that agriculture/timber is a viable and important component of the local economy. Typically, such programs identify the productive agricultural or timber producing lands and then develop methods to curb development in these areas. The intent of the program is to preserve the productive farmlands or timber resources in an undeveloped state thus helping to ensure an adequate land base of the local agricultural or timber industry. Some programs go further by providing for some form of compensatory relief to land owners for keeping their lands in agricultural production.

### Recommendations:

1. Inventory and map the Planning Jurisdiction's important agricultural lands.
2. Develop a profile of the agricultural industry within the county including the agri-businesses and its needs and impacts on the county's economy.
3. Develop agricultural lands preservation programs, which are founded on progressive alternatives to traditional planning approaches.

### BUILDING CODES

Building codes apply only to new construction and set minimum standards for plumbing, electrical wiring, construction techniques and materials, etc. Building codes are not developed at the local level. Instead cities adopt one of several national building codes developed and updated by a national code committee.

Kalispell administers the Uniform Building Code within the city limits and the three mile extra-territorial zone. Beyond this area the State has responsibility. Electrical permits are required for all construction involving wiring. Building permits are required for five-plex or larger residential construction and all commercial construction.

The building code insures that those structures allowed by the zoning ordinance are properly constructed. The building code becomes the major enforcement mechanism for the zoning code because if a permit is requested for a use that does not comply with the zoning, the permit will be denied.

In administering the Uniform Building Code beyond the city limits, where areas are zoned by the county, the requirements of the zone dictate appropriate use.

Recommendations:

1. The city may, by state statute, extend the building code authority up to 4 1/2 miles beyond the city limits. Kalispell should extend their building code authority up to the Planning Jurisdiction boundary to ensure quality construction in the rural areas.
2. Flathead County should establish their own building code department and take over jurisdiction of the rural areas outside of Kalispell.

HOUSING CODES:

Housing codes set minimum health and safety standards for all existing housing within the city. Housing codes address minimum lighting and ventilation standards for all rooms and halls, the condition and number of electrical fixtures and outlets, the general maintenance and condition of floors, ceilings, roof, foundations, windows, chimneys, doors and porches and require all housing units to have a kitchen with running water, access to bathroom and an adequate heating system. In summary, housing codes insure that housing units are kept in a decent, safe and sanitary condition. This helps to ensure that the quality of residential neighborhoods will be maintained. Cities adopt one of several national housing code models developed and updated by national codes committees, Kalispell, to date, has not adopted such a code.

Recommendation:

1. The city should adopt a housing code to specifically address the housing conditions of rental properties to ensure that the renting public is protected as well as to maintain decent, safe and sanitary housing stock and quality neighborhoods.

CAPITAL IMPROVEMENT PLAN

A capital improvements plan is simply a tool that helps a community decide what public facilities (capital improvements) to provide where, when, and at what cost. The community's Master Plan gives direction and recommendations as to where growth should occur in the community. The Capital Improvement Plan is a budgeting tool to make sure there is enough money to support the community growth. Capital improvements are generally considered to be major, one-time expenditures a community makes for public facilities. For example, a new well,

a water storage tank, sewer plant expansion, water and sewer mains, parks acquisition and development, new streets, fire equipment, etc.

A traditional capital improvements plan is established for a six year period. The city analyzes, prioritizes, and projects the capital improvements which must be made during this time period. Realistic costs for these improvements are established. These needs and cost projections are then incorporated into the regular community budget process. The first year project proposals are part of the communities annual budget. The remaining five (5) years of proposals constitute the plan and they are just that - proposals.

Currently, the city of Kalispell does not prepare a Capital Improvements Plan or program. The advantages of preparing a program are many. Advanced programming of needed community facilities will help the city in avoiding costly mistakes. The fiscal analysis process that is necessary to prepare a program forces the city into sound financial management practice and will help guide the city in making annual budget decisions. Finally, identification of anticipated future construction may encourage the selection of needed land well in advance of actual construction, thus permitting acquisition of lower costs.

Recommendation:

1. Prepare a Capital Improvements Plan and begin implementation of the overall program.

FEDERAL/STATE GRANT PROGRAMS

Acquisition of needed public facilities and utilities as identified in the Master Plan can be assisted financially through state and federal grant and loan programs. Eligible activities under various programs include sewer and water facilities, streets, curbs, gutters, sidewalks, land acquisition for public facilities, park acquisition and development, rehabilitation of private and rental housing units, loans to private businesses for new location or expansion of existing facilities, etc. Grants vary from 100% to 50% matched by 50% local money. Some programs require that a majority of the benefit goes to lower income individuals, that a certain number of jobs are created or that a particular health or pollution threat is present. Some programs have no such requirements.

Recommendation:

1. Investigate various programs and seek assistance in pursuing viable programs that offer realistic and necessary assistance.

INTERGOVERNMENTAL COOPERATION

Intergovernmental cooperation between the city of Kalispell and Flathead County should be encouraged for joint development, operation and maintenance of programs and projects that serve both entities. Such cooperation and effort

are desired to achieve improved efficiency, better facilities and economical operation and maintenance.

Recommendation:

Areas to maintain and improve cooperation include:

1. Law enforcement.
2. Park maintenance and development.
3. Libraries and recreational programs.
4. Land use management in the rural Planning Jurisdiction:
  - a. Conservation of agricultural and timber lands.
  - b. Floodplain development.
  - c. Installation, maintenance and upgrading of streets, sewer and water services, drainage, etc. in the rural Planning Jurisdiction.
  - d. Coordination of developments in the rural Planning Jurisdiction with the City-County Master Plan.

CONTINUED PLANNING

The development of a Master Plan is an ongoing and never ending process. The dynamic nature of planning should not be addressed as an end in itself, but as a process which is in a constant state of flux. The various recommendations delineated in this study are based upon prevailing needs or deficiencies and past trends. As social and economic conditions vary, the needs and desires as well as the deficiencies of the Kalispell area will vary. Therefore, the Plan should not be conceived as an end product, but as a document that would require periodic review and revision.

Recommendation:

1. The city of Kalispell and the county need to establish an ongoing program of review and analysis of the plan at least on a bi-yearly basis to keep the plan updated, in focus and on track.

STILLWATER DESTINATION RESORT  
NEIGHBORHOOD PLAN

ADDENDUM

TO

KALISPELL CITY-COUNTY MASTER PLAN

ADOPTED BY

CITY COUNCIL  
CITY OF KALISPELL  
RESOLUTION #4075  
SEPTEMBER 8, 1992

FLATHEAD COUNTY  
BOARD OF COMMISSIONERS  
RESOLUTION #790C  
SEPTEMBER 9, 1992

AND AN

ADDENDUM  
TO

FLATHEAD COUNTY MASTER PLAN

ADOPTED  
BY

FLATHEAD COUNTY  
BOARD OF COMMISSIONERS  
RESOLUTION #789C

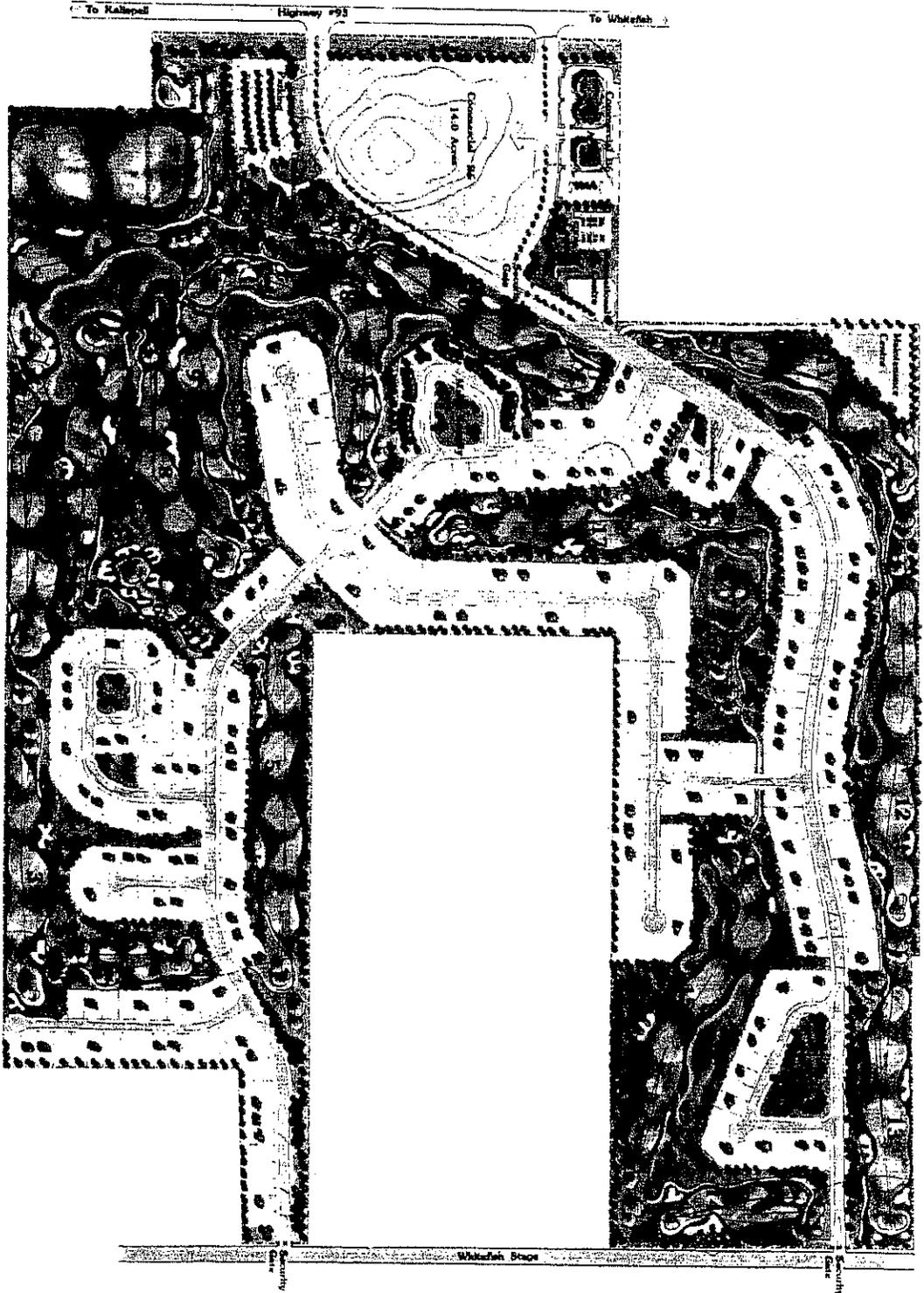


# STILLWATER

## GOLF AND COUNTRY CLUB

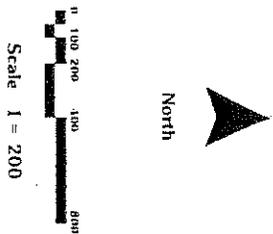
### MASTER PLAN

A Project By: **L.H.C. Incorporated**  
 Flathead County, Montana.  
 Golf Course Designer: **W.J. Newis**

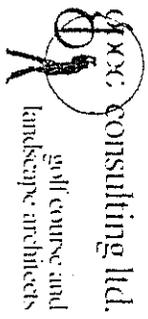


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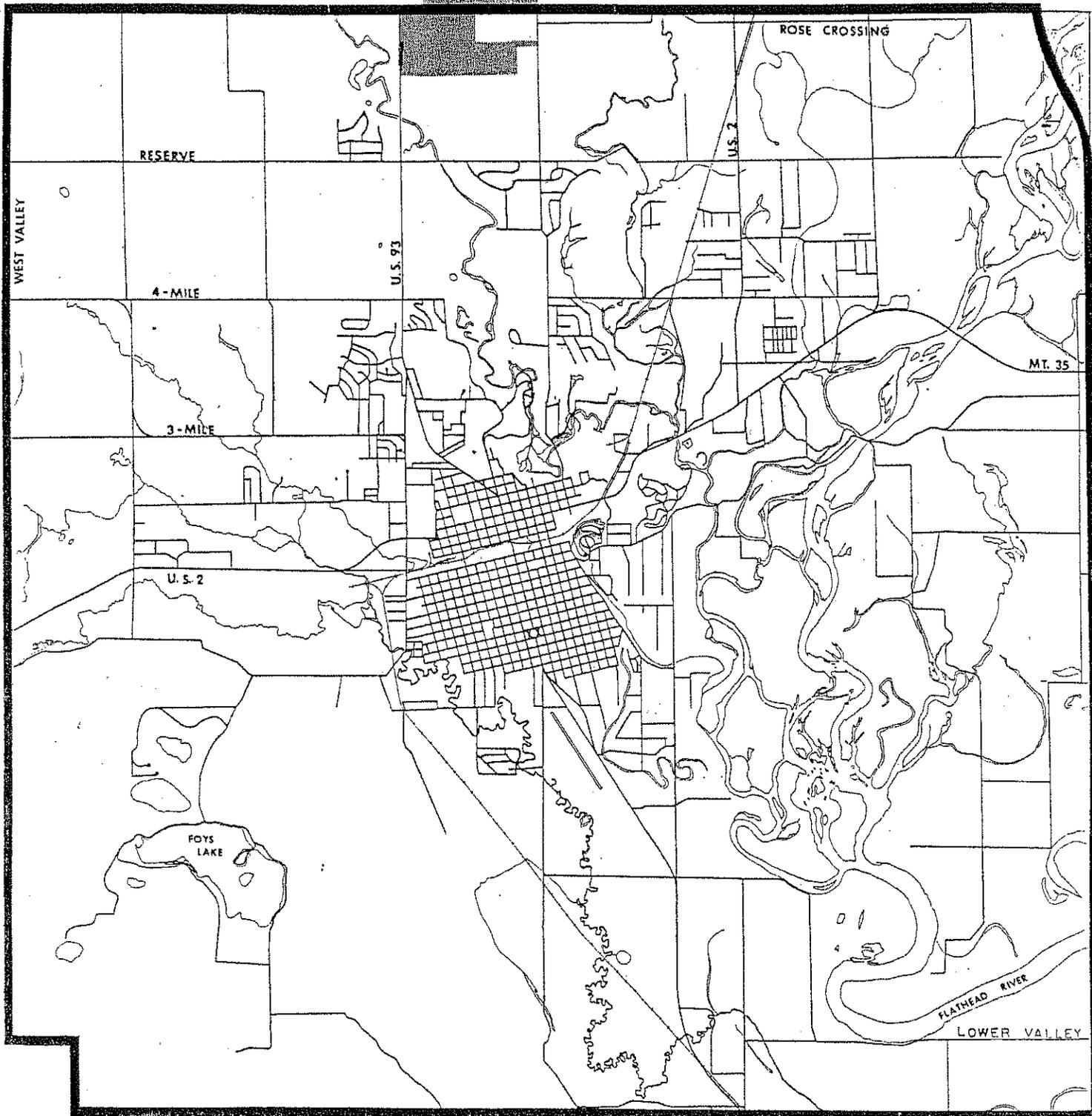
- Legend**
- Villas 154
  - Single Family Homes 216
  - Multifamily Units 28
- Total Units 400**



Date : June \ 1992.



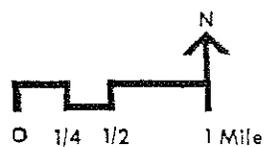




**KALISPELL  
CITY - COUNTY  
PLANNING JURISDICTION**

STILLWATER DESTINATION RESORT  
NEIGHBORHOOD PLAN  
Location Map

**FIGURE 1**





STILLWATER DESTINATION RESORT  
NEIGHBORHOOD PLAN  
ADDENDUM TO THE KALISPELL CITY-COUNTY  
MASTER PLAN  
&  
FLATHEAD COUNTY MASTER PLAN

GOAL

TO DEVELOP A QUALITY GOLF COURSE COMMUNITY INCORPORATING  
CONDOMINIUMS, VILLAS AND SINGLE FAMILY RESIDENCES, A HOTEL SITE AND  
COMPLEMENTARY COMMERCIAL AREAS.

1. POLICY: TO CONSTRUCT A CHAMPIONSHIP GOLF COURSE.

A. OBJECTIVE: To build an architecturally designed,  
challenging golf course.

Strategies: The project will start with the  
construction of the golf course and  
residential development. The golf course  
is estimated to occupy approximately 160  
acres of the approximate 340 acre project  
area.

The golf course will be developed on the  
east side of Highway 93 and consist of 18  
holes.

The golf facilities will include a driving  
range and practice areas for chipping and  
putting.

The intended length of the golf course is  
approximately 7,000 yards and will offer  
multiple tee boxes for championship play.

2. POLICY: TO PROVIDE AN AREA FOR THE FUTURE DEVELOPMENT OF A HOTEL AND COMPLEMENTARY COMMERCIAL FACILITIES.

A. OBJECTIVE: To provide a community environment that allows homeowners to satisfy most neighborhood needs without leaving the community.

B. OBJECTIVE: To provide for the location of commercial facilities near Highway 93.

Strategies: Commercial facilities will be distributed within an area of approximately 50 acres near Highway 93.

Provide areas for commercial facilities and resort activities that compliment and comply with the golf community development philosophy and the Resort B-6 zoning. Examples include, but are not limited to a hotel and convention center, real estate sales and management offices, retail services and stores, restaurants and associated services as are typically allowed in a County B-6 zone.

Commercial facilities, in addition to a hotel/convention facility, which are planned for the undesignated commercial portions of the site Plan would typically be intended to cater substantially to residents, guests, friends and clientele and be neighborhood in scale.

C. OBJECTIVE: To provide a common recreation area within the approximate 50 acre commercial area for homeowners and users fo the golf course facility.

Strategies: Set aside a portion of the project area to be used as an activity center for the homeowners and users of the golf course. Allow for the development of recreational facilities such as tennis courts, swimming pool, gym, etc.

Provide an area for daycare facilities for users of the recreation facility and golf course.

D. OBJECTIVE: To provide for a common commercial development theme.

Strategies: Set aside a common parking area for the commercial facilities.

Incorporate common walkways throughout the commercial area to channel pedestrian movement.

Develop a common landscaping theme for the commercial area.

Provide for common signage listing individual businesses rather than individual freestanding signs.

Access will be limited by two approaches from Highway 93 as noted in Policy 7.

3. POLICY: TO PROMOTE THE USE OF LANDSCAPING AND OPEN SPACE.

A. OBJECTIVE: To provide an aesthetically pleasing environment.

Strategies: Develop the golf course to occupy approximately 160 acres of the total approximately 340 acre project.

Allow for green belt areas within the cluster homesite areas as indicated in light green on the plan.

Landscape the perimeter and not less than 5% of the interior of the parking lot.

Fence and buffer the areas where the golf course adjoins adjacent properties. Buffering and landscaping will be most intensive in areas of existing development to maintain the community atmosphere separate from adjoining uses.

Require green belt buffer zones where homesites meet adjacent property boundaries.

Landscaped islands may be utilized at roadway intersections throughout the residential portions of the property.

Use signage that is low profile (less than 20 feet in height).

Provide for street and parking lot lighting that is architecturally designed and low profile.

Provide an appropriate landscape buffer of at least 50 feet along Whitefish Stage Road where the project abuts this county road, so as to aesthetically screen the project and create a greater degree of seclusion and privacy for the residents.

B. OBJECTIVE: To provide a buffer between Highway 93 and the commercial areas.

Strategies: Landscape the 100' wide buffer with Highway 93. The buffer will separate the highway and the commercial areas.

Landscape the approaches off Highway 93 and construct landscaped medians in the approaches.

4. POLICY: TO PROVIDE AREAS FOR RESIDENTIAL USE.

A. OBJECTIVE: To develop areas for condominiums, golf villas and single family residences.

Strategies: Develop single family residential lots as noted in the yellow coded areas on the plan up to approximately 218 lots with minimum lot sizes of 7,000 square feet.

Develop golf villa sites as noted in the light brown area on the plan up to approximately 154 villas. A golf villa is a duplex with individually titled sides.

Provide an area for the construction of townhouses and/or condominiums as noted in the dark brown coded area on the plan of approximately 28 units.

The density and lot sizes will be determined based on the zoning, subdivision review and conditional use permit for cluster development on the condominiums.

5. POLICY: TO INCORPORATE A COMMON ARCHITECTURAL SCHEME FOR ALL COMMERCIAL AND RESIDENTIAL USES.

A. OBJECTIVE: To develop residential covenants.

Strategies: A set of covenants governing the construction and use of residential premises will be established to insure that all construction will enhance and not interfere with the project design.

At the time of Subdivision Review, covenants will be reviewed and approved by the County Commissioners.

A Homeowner's Association will be formed to eventually monitor the residential covenants that will be established.

The golf villas, condominiums and common areas will be architecturally designed with complimenting color schemes with other units and the surroundings.

Impose height limitations of two stories so that structures will not interfere with the overall project design.

Impose single family residence, villa and condominium lot coverage limits to maximize open space between dwellings.

B. OBJECTIVE: To develop commercial design standards.

Strategies: Architectural drawings on proposed commercial construction will be reviewed and approved by an Architectural Review Committee appointed by the Developer prior to constructing the facilities within the project boundaries.

6. POLICY: TO PROMOTE A GOLF COMMUNITY THEME BY THE REGULATION OF LAND USES.

- A. OBJECTIVE: To request a B-6 Resort Business Zoning for all commercial areas.
- B. OBJECTIVE: To request a RA-1 zone for the remainder of the property.

Strategies: Separate zoning is requested as noted above to allow for the distinction of residential and commercial locations within the project boundaries. See the plan for the locations of the commercial and residential areas.

- C. OBJECTIVE: To encourage compatible uses within the zones requested above.

Strategies: The zones requested contain potential uses that could occur within this zoning. See Policy 2 for an example of several possibilities of commercial uses.

7. POLICY: TO PROVIDE FOR AN INTERNAL ROAD SYSTEM AS NECESSARY TO CONTROL TRAFFIC WITHIN THE PROJECT AND ACCESS TO HIGHWAY 93 AND WHITEFISH STAGE ROAD.

A. OBJECTIVE: To limit points of access to the commercial and the residential areas of the project.

Strategies: The commercial areas and the golf course clubhouse will be accessed off Highway 93.

Access from Highway 93 will be limited to two access roads with each having 100 feet of right of way width. The intended pavement width is 24 feet each side of the median.

Security gates will be placed at the west roadway border of the project where the residential lots begin, and at the two access points from Whitefish Stage Road. This would allow for access only by the homeowners into the residential area of the project. Allowances for turn around will be provided at the entrances to the security gates.

The collector roads will narrow to an 80 foot right of way past the security gates with an intended pavement width of 36 feet.

Landscaped islands may be utilized at residential roadway intersections for the purpose of controlling traffic speed and improving the visual appeal of the road system.

Residential areas will use common roadways and not have private driveway access to Whitefish Stage Road. Access to Whitefish State Road will be limited to two access points -- both security gate controlled.

The residential portion of the project will be developed in phases. The development will begin on the west side of the project boundaries, with final phases of development occurring on the east side. Development from west to east is intended to channel traffic to Highway 93.

Property adjoining Whitefish Stage Road will be dedicated (20 feet) to accommodate the future widening of the Road.

B. OBJECTIVE: To provide private roads built to City Standards.

Strategies: Roads and right of ways within the project will be surfaced, maintained and built according to or exceeding the Kalispell City Standards.

Provide for guest parking through architectural control guidelines.

An off-street pedestrian access and travel plan will be designed and approved at the subdivision level.

As part of a phase one approval, an all weather designed and maintained emergency access road shall be approved by the District Fire Chief and constructed by the developer, which extends from phase one across to Whitefish Stage Road. Said road will be intended to be used only for emergency vehicle access and will be so signed and regulated.

At the time that any developed lots are approved east of the east-west mid or half section line of Sections 19 and 30, a street capable of handling two lanes of traffic shall be extended on through to access Whitefish Stage Road.

At the time the development does access Whitefish Stage Road, improvements shall be required to accommodate the increased levels of traffic with each additional phase. Improvements shall be limited to work within the existing right of way at the access points where the project streets intersect Whitefish Stage.

8. POLICY: TO PROVIDE FOR PUBLIC UTILITY SERVICES.

A. OBJECTIVE: To provide for public sewer services.

Strategies: Develop an onsite engineered sewer system for the first phases of the project to handle up to 200 users. (NOTE: A single user equates to 220 gallons/day. 200 users equates to 44,000 gallons/day.) The system would be a sewage collection system with central treatment and drainfield disposal.

When use exceeds 200 users or disposal capacity is reached, connection to the City of Kalispell sewage collection system would occur.

Upon the receipt of Kalispell Municipal Sewer, the developer will sign a petition of annexation to the City of Kalispell and consent to withdraw from the Rural Fire District. Such petition will be noted on the plat of any future subdivision. The developer will bear initial cost of extending sewer to the closest existing Kalispell sewer main.

The developer would enter into a developer's extension agreement with the City of Kalispell as a means of recouping some of the initial expense of said main extension.

B. OBJECTIVE: To provide domestic water supplies via development of a public onsite water system to City of Kalispell standards or by connection to the public water supply systems of the City of Kalispell or to the Evergreen Water and Sewer District.

Strategies: The City of Kalispell shall receive the right of first refusal to provide the domestic water supply provided that the price is not in excess of other viable alternatives.

The developer would enter into a developer's extension agreement (if an onsite system is not developed) with the public water purveyor as a means of recouping some of the initial expense of said main extension.

C. OBJECTIVE: To utilize private facilities for irrigation of the golf course.

Strategies: The developer's water rights will be exercised appurtenant to the Stillwater River for irrigation.

9. POLICY: TO PROVIDE POLICE AND FIRE PROTECTION WITH THE PROPER AUTHORITIES.

A. OBJECTIVE: To provide access to the project to facilitate police and fire protection.

Strategies: Provisions for access into the security gated areas of the development would be made with the proper authorities.

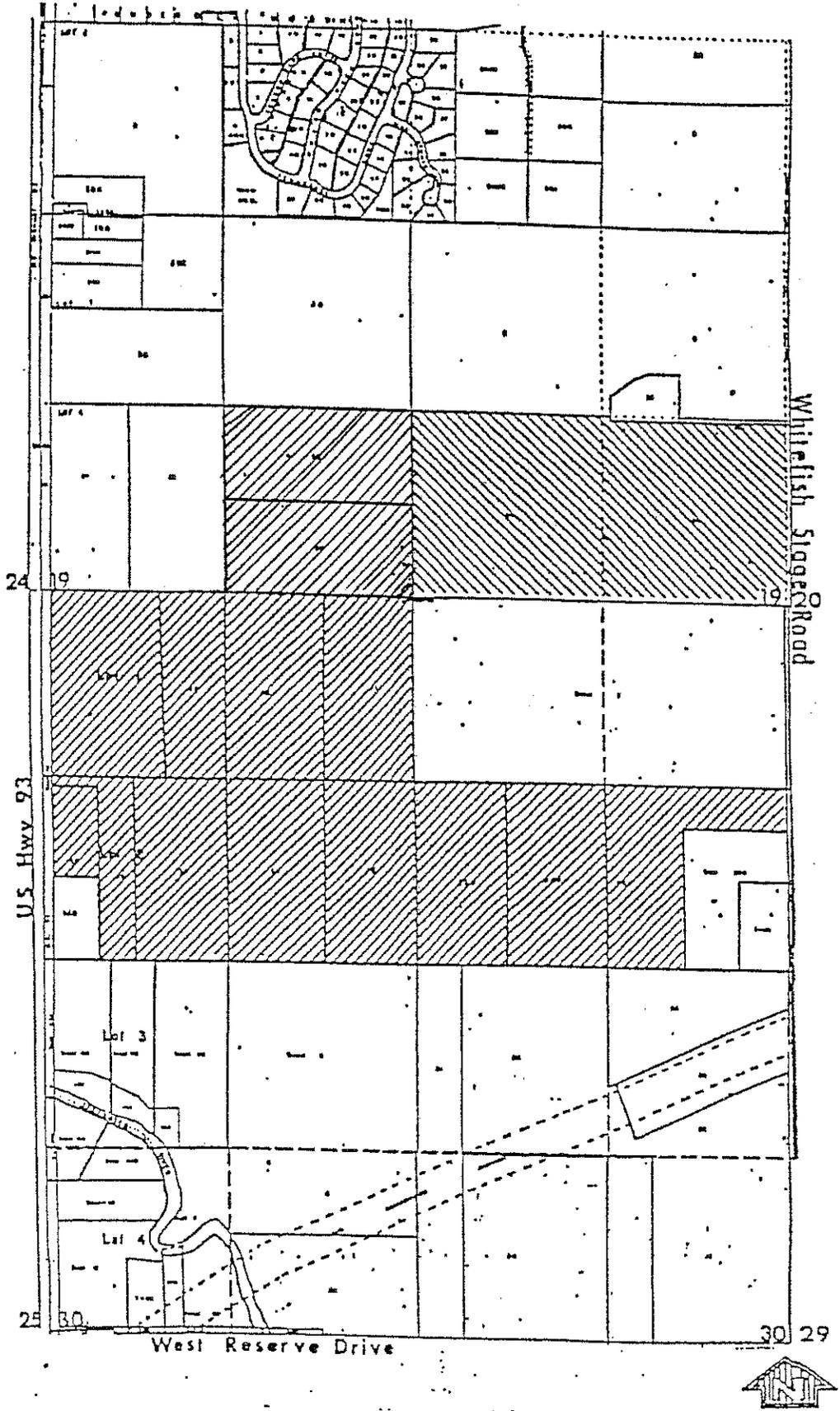
The right of way width and road cul de sacs are of sufficient size to facilitate fire and police access.

The Fire District will be taken into consideration when buildings are designed.

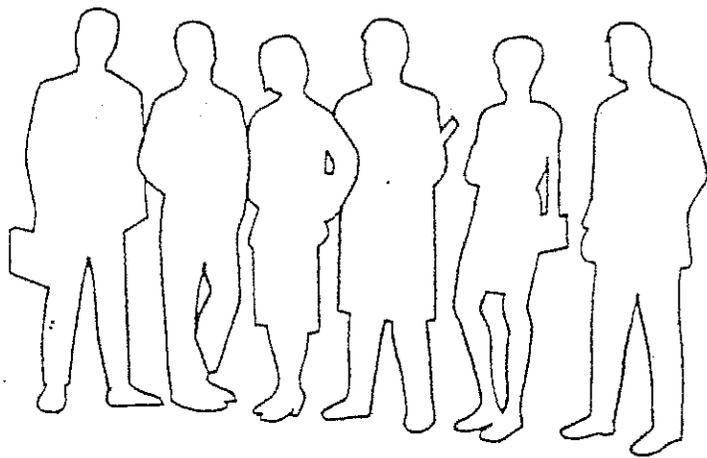
Hydrants and mains are to meet Kalispell standards and General Provisions for Design and Construction.

Install temporary cul de sacs at all dead end road ways during the phasing of the project development to facilitate fire and emergency traffic flow.

LHC, INCORPORATED



**HIGHWAY 93 SOUTH NEIGHBORHOOD PLAN**  
*AN AMENDMENT TO*  
**THE KALISPELL CITY-COUNTY MASTER PLAN**



Highway 93 Landowners

ADOPTED

CITY OF KALISPELL  
RESOLUTION NO. 4099  
JUNE 7, 1993

FLATHEAD COUNTY  
RESOLUTION NO. 939A  
MAY 18, 1993



HIGHWAY 93 SOUTH NEIGHBORHOOD PLAN  
AN AMENDMENT TO  
THE KALISPELL CITY-COUNTY MASTER PLAN

A COMMUNITY CONCENSUS PLAN  
PREPARED IN COOPERATION WITH  
MONTANA PLANNING CONSULTANTS

PRESENTED TO THE BOARD OF COUNTY COMMISSIONERS  
AS A LANDOWNER ALTERNATIVE  
TO THE PROPOSED LOWERSIDE ZONING DISTRICT



HIGHWAY 93 SOUTH  
NEIGHBORHOOD PLAN MAP



0 1/4 MILE

SEE OTHER MAP FOR  
BETTER DETAIL

Cemetery Road

SCHOOL 3  
SCHOOL 14

LOWER VALLEY

U.S. 93

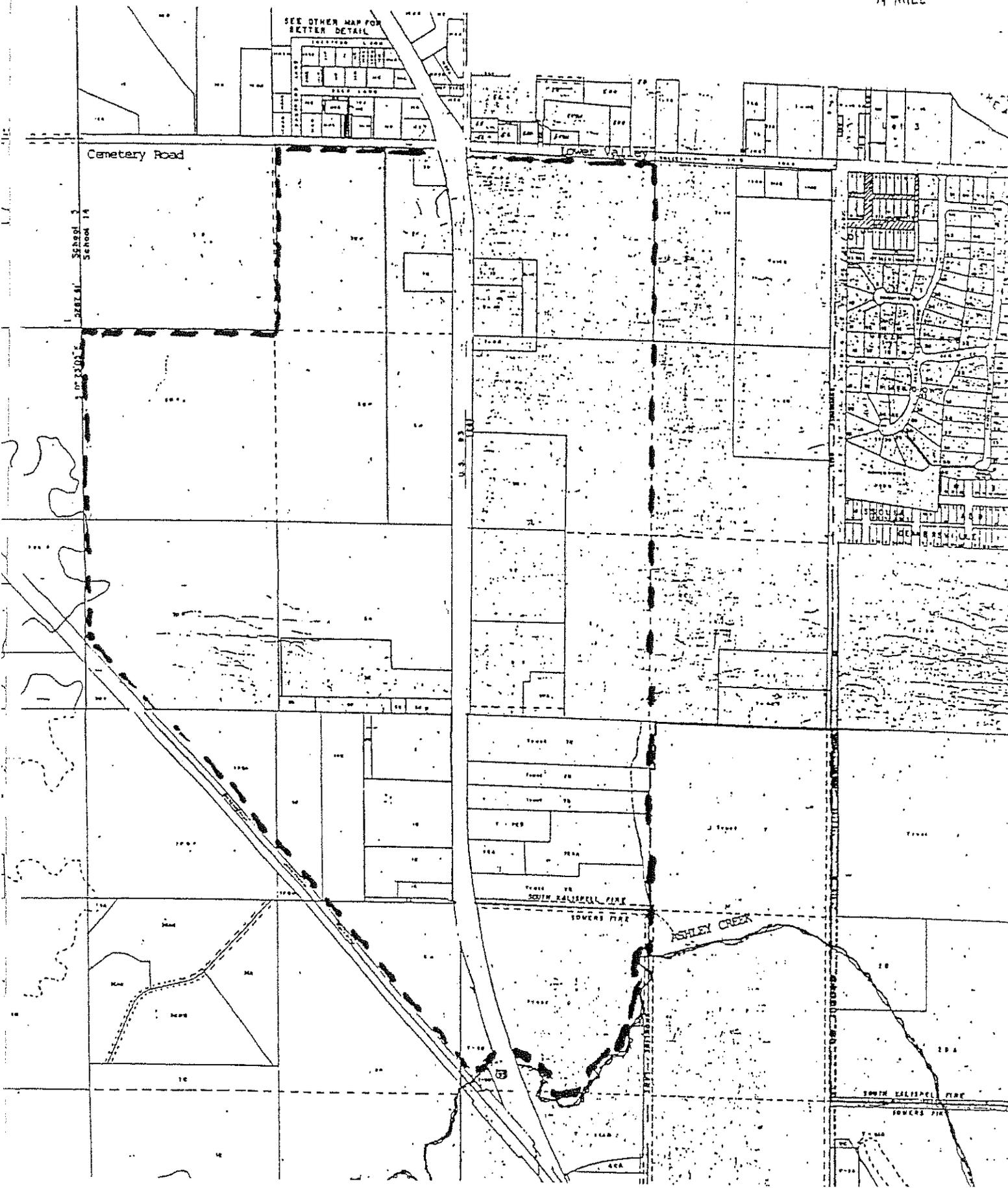
SOUTH CALIFORNIA FIRE

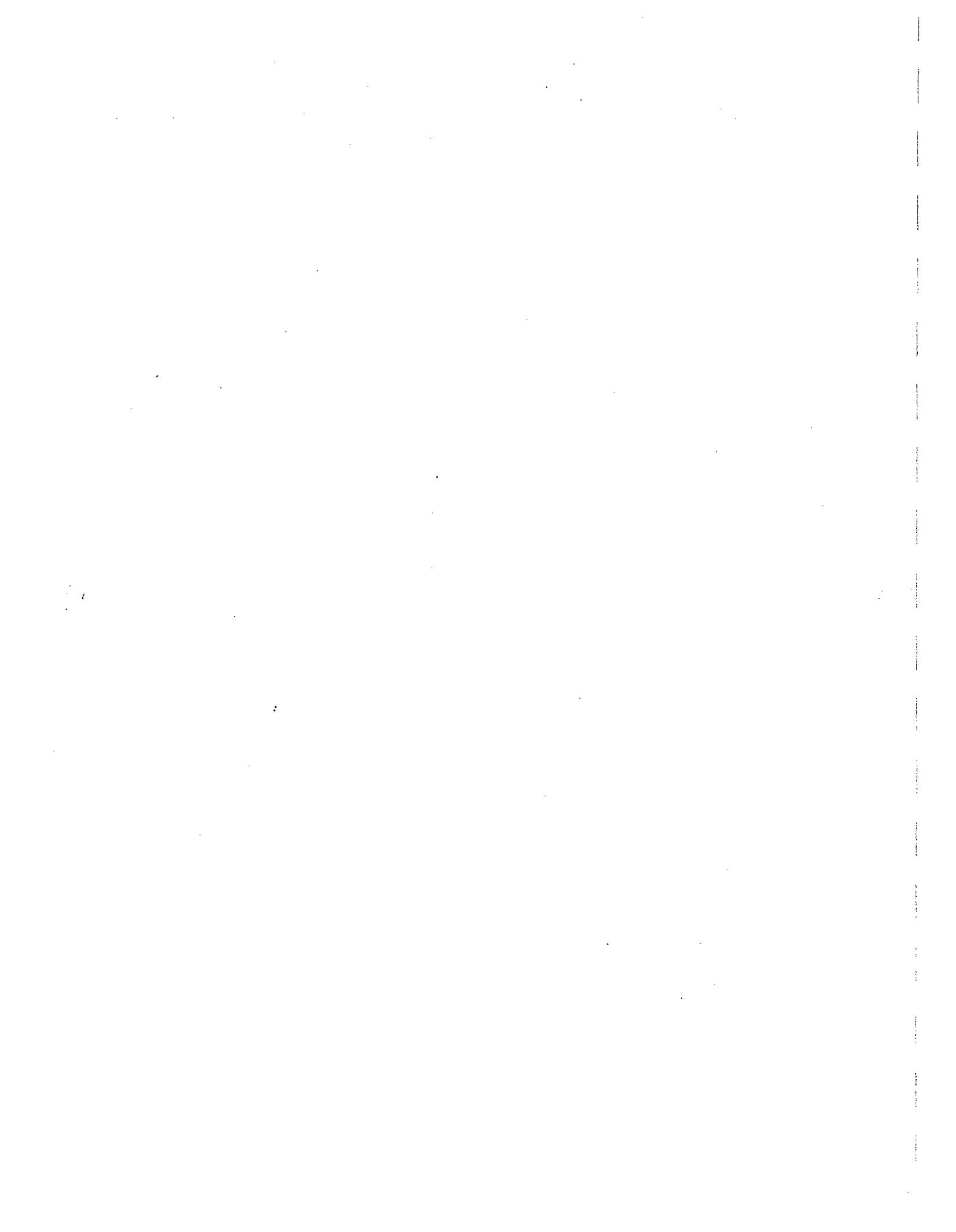
SOMERS FIRE

ASHLEY CREEK

SOUTH CALIFORNIA FIRE

SOMERS FIRE





# HWY 93 SOUTH NEIGHBORHOOD PLAN

## AN AMENDMENT TO THE KALISPELL CITY-COUNTY MASTER PLAN

The purpose of the HWY 93 SOUTH NEIGHBORHOOD PLAN is to provide an updated planning analysis for a specific area within the planning jurisdiction of the Kalispell City-County Master Plan. This additional information will be used to update the Master Plan and thereby provide a basis for a Plan amendment and for subsequent implementing regulations.

### GENERAL DESCRIPTION OF PLANNING AREA

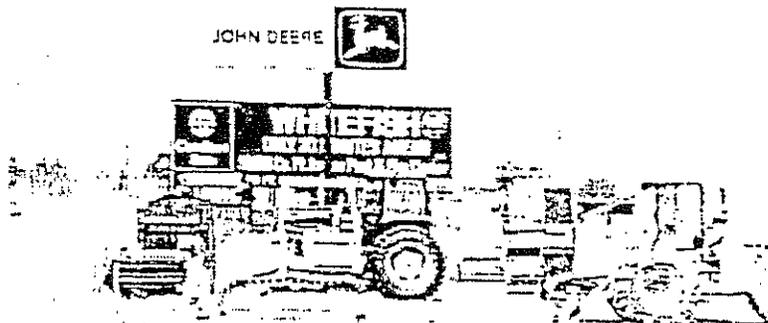
#### LOCATION

The area considered by the Neighborhood Plan (hereinafter referred to as the plan area) is described as including all land parcels situated along or in the vicinity of US Hwy 93 South between the Four Corners area and Ashley Creek. More specifically, the area is described as follows:

SE $\frac{1}{4}$ NE $\frac{1}{4}$  of S29, T28N, R21W, P.M.M., Flathead County;  
SE $\frac{1}{4}$  of S29, T28N, R21W, P.M.M., Flathead County;  
That portion of the NE $\frac{1}{4}$  of S32, T28N, R21W, P.M.M., Flathead County lying easterly of the Burlington Northern Railway tracks;  
SW $\frac{1}{4}$ NW $\frac{1}{4}$  of S28, T28N, R21W, P.M.M., Flathead County;  
W $\frac{1}{2}$ SW $\frac{1}{4}$  of S28, T28N, R21W, P.M.M., Flathead County; and  
That portion of the W $\frac{1}{2}$ W $\frac{1}{2}$  of S33, T28N, R21W, P.M.M., Flathead County lying northerly of Ashley Creek.

#### NEIGHBORHOOD CHARACTER

All but a few of the Neighborhood properties are highway-oriented, having primary access from U.S. Highway 93. The highway frontage length is approximately 1.25 miles. Forty-one  $\pm$  tracts of land are included in the plan area with approximately 27 separate land owners. Parcels tend to be large, generally more than 5 acres in size.



The plan area is developing in the absence of any land use regulations that might otherwise guide the best use of the properties. As a result, the area is in transition, exhibiting a mixture of uses. A common development theme is obviously absent. Existing uses range from vacant land to large implement dealerships and more specifically include the following:

- ♦ Four Corners Lounge;
- ♦ Residential dwellings;
- ♦ County museum;
- ♦ Montana Log Homes;
- ♦ Treweek commercial building containing Crown Portraits, Chief Metal Buildings, Farm Credit Services, and Treweek Construction;
- ♦ Treweek mini-storage;
- ♦ Fort Selish including The Patchbox and The Museum of the Great Divide;
- ♦ Second Hand Store;
- ♦ Ashley Creek Animal Clinic;
- ♦ Ken's Backhoe Service;
- ♦ Haul Mark Trailer Sales;
- ♦ Northwestern Truss & Wood Products;
- ♦ JBM Precision Machinery;
- ♦ KGEZ Radio 600;
- ♦ Snowline Tree Company;
- ♦ Montana Tractor; and
- ♦ Triple-W-Equipment.

Farming is generally limited in the area to pasture or grass hay. No cereal crops are grown in the plan area. Environmental constraints to development, such as flooding and severe topography, are largely absent. The shallow depth to groundwater in portions of the plan area is a constraint to development of small lots. Municipal water and sewer services are not readily available.

#### BASIS FOR PLAN AMENDMENT

The Kalispell City-County Master Plan is a policy document that offers general guidance for development in and around the City of Kalispell. The Neighborhood Plan concept has been recently used to offer more specific land use guidance to particular areas within the city-county jurisdiction. The Neighborhood Plan provides the basis and rationale for an amendment to the Master Plan.

#### AREA IN TRANSITION

The subject plan area is one of the last remaining areas within the City-County jurisdiction to be zoned. Since zoning is the primary means of implementing the Master Plan, this area has been left unguided and, as a result, has been on the receiving end of a variety of land uses. The NEIGHBORHOOD CHARACTER discussion demonstrates the extent of non-agricultural uses in the area.

Agricultural uses have been replaced by commercial and industrial uses. Undeveloped land generally remains idle and unproductive.

The transitional nature of the plan area (created by the lack of plan implementation) is further confounded by the adjoining land use designations to the north and south. Immediately adjoining the plan area to the south is a Heavy Industrial land use designation. To the north, are Commercial and Light Industrial land use designations. In between these two industrial and commercial designations



lies the property that is subject to this Neighborhood Plan. The Master Plan designation for this "in-between" land along the highway corridor is Agriculture despite the general preponderance of nonagricultural uses and poor agricultural soils. Passive farm operations are now occurring on only 4 landowner properties in the plan area. The word, "passive", is used since the scale of farming is limited to grazing and the cutting of grass for hay.

#### SOIL SUITABILITY FOR AGRICULTURAL PRACTICES

Soils in the plan area are generally marginal for farming purposes. Few "prime" soils (Capability I-IV) extend to the highway frontage. The State (Dept. of Transportation) Environmental Assessment of the Somers-Kalispell highway project concluded that prime farmland scored a minimum level of consideration due to the poor soil conditions along the proposed highway corridor. The extent of the so-called prime soils is so limited in shape, area, and location that it would be a stretch of the imagination to conclude that the area should be reserved for agricultural production.

On the east side of the highway, most of the soils are Capability V or less and include:

- ◆ Saline-alkali land (Sa);
- ◆ Kalispell loam (Kt);
- ◆ Birch gravelly loam (Bd);
- ◆ Demers-Kalispell silt loam (Da); and
- ◆ Demers-Kalispell silt loam (Db).

The better soils on the east side of the highway are far less extensive than the marginal soils. Kalispell-Demers silt loams (Kw) and Corvallis silty clay loam (Cd) occur in the developed

areas of Snowline Tree Company, JBM Precision Machining, and Northwestern Truss & Wood Products and, therefor, are unavailable for production.

The west side of the highway appears to have more occurrences of "prime" soils but these soils have frequent intrusions of low capability soils such as Da, Sa, Db, and Kt (see above for name description). The better soils are from the Kalispell series but these soils at this location in the valley, according to the Soil Survey (Series 1946, No. 4), tend to be affected by "free" salts and sand in the lower part of the subsoil, which affect the soil's productivity potential.

#### LAND USE SUITABILITY

As discussed above, there is no basis for reserving this area for farmland given the poor soil conditions and intrusion of other land uses. The majority of 'those' other land uses can generally be classified as "industrial". Exceptions would be the radio station, Second Hand Store, and a few others. Large retail commercial uses are absent at this time.

Public water and sewer extensions to the area do not appear to be feasible at this time. For this reason, larger parcels are likely to be the trend. Highway access does not appear to be a limitation to the development of larger parcels where new approaches can be somewhat limited.

The land uses appropriate to this area are those that would generally require large open display or work areas with infrequent customer visits. Large retail sales businesses are more appropriately located closer to the urban centers. Warehousing, implement dealers, and small manufacturing businesses are examples of uses that would benefit from both the highway frontage and large lots.



These type of uses are generally limited to an industrial-type zoning classification. A review of the Kalispell City-County Master Plan indicates a relative scarcity of lands set-aside for

light industrial uses. The official map of the Master plan indicates light industrial designations in 4 locations which include:

1. Intersection of Reserve and LaSalle
2. SE intersection of Reserve and Hwy 93
3. Area north of Cemetery Road
4. Narrow band along Center Street in Kalispell

All or portions of these designated areas are generally unavailable for new development. The Center Street area is already "occupied" by uses and the City redevelopment plans are encouraging the removal of train service within the city limits. The Reserve and Hwy 93 location is occupied by gravel operations. Much of the remaining industrial area near LaSalle and Reserve is being developed at this time for a new electric utility office and warehouse. Most of the property north of Cemetery Road is not zoned for industrial uses at this time. It appears that industrial-type uses are selecting the Hwy 93 South properties due, in part, to the relative unavailability of industrial zoned properties within the jurisdiction of the Kalispell City-County Master Plan.

The deep lots, together with the large size of the land parcels, offer unique opportunities to wisely plan for this particular highway corridor. Strategies can be developed to promote a development theme that discourages strip development and encourages land uses that are compatible to the area. Interior roads should be encouraged to limit access onto the highway while at the same time maximizing opportunities for full utilization of the deep lots. Refer to exhibit A for a hypothetical layout of a



subdivision that would orient land uses away from the highway and minimize the "strip" effect by allowing fuller development of the deeper lots.

It would seem appropriate to blend the Heavy Industrial designation to the south with the Light Industrial designation to the north. This can be accomplished by establishing an industrial performance-based zone for the "in-between" property.

## GOALS AND POLICIES

The recommended goals and policies for the Hwy 93 South Neighborhood Plan have been developed to reflect the qualities and characteristics of this specific highway corridor and are not intended to be broadly interpreted or applied to other highway segments in the Valley.

### GOAL 1

#### TO PROMOTE LAND USES COMPATIBLE TO THE AREA

The area should be designated and appropriately regulated for those uses that typically require large land parcels for open display and/or storage, uses which do not require public water or sewer facilities, and uses that generate or attract low volumes of traffic.

#### Policies

- A. All existing uses may continue and expand as permitted uses. However, if an existing use does not comply with the definition of "light Industrial" as defined by this plan or an underlying zoning ordinance, at the time any use is abandoned or willfully changed to another permitted use, the pre-existing use will no longer be considered a permitted use.
- B. Commercial retail businesses shall be discouraged.
- C. Uses in support of the agricultural, animal husbandry, or timber industry shall be encouraged.
- D. Uses requiring yard storage, outside display, or warehousing are encouraged.

### GOAL 2

#### TO ESTABLISH DEVELOPMENT PERFORMANCE STANDARDS

This goal emphasizes the desire to avoid strip development along the highway by establishing performance based standards for all new development.

#### Policies

- A. All new uses shall adhere to strict development standards:
  - substantial setbacks from the highway for properties that gain direct access to/from the Highway;
  - landscaping along the highway corridor and screening when adjacent to a noncommercial or industrial district;
  - controlled access with interior road frontage whenever possible;
  - large minimum lot sizes;
  - paved roads; and
  - limitations on the size, height, & number of signs.

- B. Existing uses shall be permitted to expand and, when feasible, the expansion area shall substantially comply with development standards for new uses, especially in the areas of:
  - .landscaping and screening;
  - .controlled access;
  - .paved roads; and
  - .limitations on signage.
- C. Preferred lot sizes shall be no less than 1 acre and generally no more than 5 acres.
- D. Deep linear interior roads that extend perpendicular from the Highway are preferable over parallel frontage roads. Typically an interior road easement shall be provided, anticipated or coordinated whenever a lot is created which does not extend the full depth of the zoning district leaving inaccessible land behind it.
- E. Deep lots shall be encouraged to facilitate the extension of interior roads that will help to orientate the businesses away from the highway and thereby allow more efficient utilization of the lots and avoid the appearance of "strip" development.
- F. Access points from the highway should be limited to a minimum spacing of 650 to 1000 feet.

GOAL 3  
 TO IMPLEMENT PERFORMANCE BASED ZONING FOR THE AREA DESCRIBED BY  
 THIS NEIGHBORHOOD PLAN BY AMENDING THE FLATHEAD COMPREHENSIVE  
 ZONING REGULATIONS.

The purpose of this goal is to recognize the unique features of this plan area and to establish new regulations that can properly apply performance-based zoning to the area.

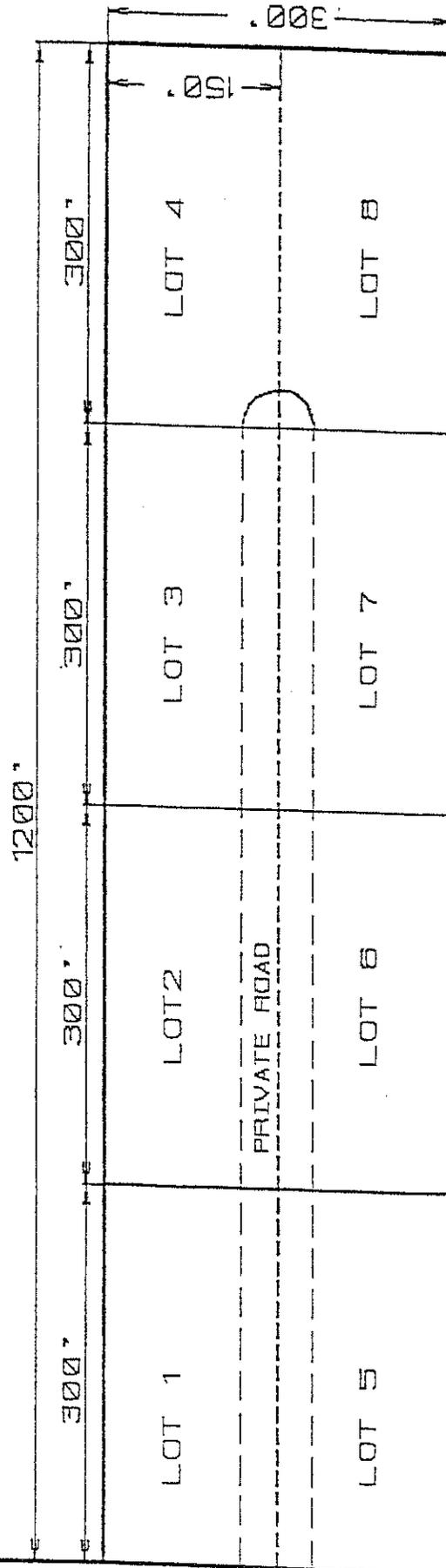
**Policies**

- A. The plan area shall be zoned Light Industrial (I-1) with a concurrent application of an Overlay Zone that will be necessary to apply the performance standards.
- B. Administrative permits shall be issued by the Flathead Regional Development Office for all new and expanding uses. The appeal process shall rest with the Flathead County Board of Adjustment.
- C. The zone shall provide development incentives related to lot size and subdivision design, such as those anticipated by Policies B, C, D, & E of GOAL 2, to encourage maximum cooperation in the application of the established performance standards.
- D. General development schemes for the plan area, which would include the locations of new highway approaches, should be identified by the land owners prior to the enactment of the

performance based zoning and be incorporated as an exhibit  
in the adopting resolution.

# EXHIBIT A

## HIGHWAY 93 SOUTH HYPOTHETICAL SUBDIVISION LAYOUT





**NORTH MERIDIAN NEIGHBORHOOD PLAN**

**AN AMENDMENT TO THE KALISPELL CITY-COUNTY MASTER PLAN**

ADOPTED BY

City Council  
City of Kalispell  
Resolution No. 4189  
December 5, 1994

Flathead County  
Board of Commissioners  
Resolution No. 1055A  
December 19, 1994



**NORTH MERIDIAN NEIGHBORHOOD PLAN**  
**AN AMENDMENT TO THE KALISPELL CITY/COUNTY MASTER PLAN**

**INTRODUCTION**

This document is an amendment to the adopted Kalispell City/County Master Plan. As an amendment, it serves as a supplement to the Goals, Objectives, Policies, and Map contained in the overall Master Plan. The North Meridian Neighborhood Plan will serve as a guide for the most appropriate action to take when a request for a change in zoning or major development is proposed for the area. In addition, it looks at the needs of the neighborhood regarding infrastructure, such as roads, pedestrian access, water, sewer, and storm drainage and sets general policies towards supplying those services.

The North Meridian Neighborhood Plan covers an area bounded by US Highway 2 on the south; US Highway 93 and Wedgewood Lane on the north; 7th Avenue WN on the east; and Hawthorne Avenue and Northern Lights Boulevard on the west. The area contains approximately 314 acres within the City limits of Kalispell.

There are many reasons to look at this area for a change to the Master Plan. The land immediately adjacent to Meridian Road generally has a haphazard organization to its zoning and land use pattern. This situation makes it difficult for property owners to predict what will happen regarding land use in their neighborhood. The amount of automobile and truck traffic has made it dangerous for pedestrians and vehicles. A transportation plan for Kalispell has been adopted indicating North Meridian Road be upgraded to a three and four lane road. The possibility of the fairgrounds relocating has been discussed and what will happen to the property if it does relocate. These reasons and the many inquiries for rezoning and changes in land use have indicated the need to address the existing Master Plan for the area and create a more cohesive and consistent neighborhood plan. This Plan allows the residents and property owners to know what to expect in the area and that the Plan can be followed.



**BACKGROUND DATA**

The initial step was to gather basic information concerning the existing conditions of the area. The method by which the information was gathered included: the study of the infrastructure maps provided by the City; field work; and the use of aerial photographs. This included information on land use, master plan, water, sewer, roads, and pedestrian access.

**Land Use:**

The following information is a comparison of the acreage of existing land use to existing Master plan designation.

M. PLAN DESIG- NATION	LAND USE TYPE	EXISTING LAND USE ACRES	EXISTING MASTER PLAN ACRES
UR	Single-family	54	46
HDR	Multi-family	16	49
COM	Commercial	35	63
IND	Industrial	21	0
PUB	Public/Park	97	97
TRANSITION			*59
	Vacant Streets	53 * 38	
	TOTAL ACRES	314	314

Date 3-94, Source FRDO

**Storm Sewer:**

Two 24 inch storm sewers exist at the south end of the study area. One is located in Meridian Road and extends north as far as Husky Street and the other in Kinshella Avenue to just north of Husky Street. All drainage flows generally from north to south using mainly the streets.

**Sanitary Sewer:**

The City supplies sewer to most of the Plan area. An 18 inch sewer main at the southern end of Meridian Road tapers to an 8 inch main at the north end. All sewage is treated by the City sewerage treatment plant south of town. Smaller sewer mains; 6, 8, and 12 inch lines, service the developments as you move away from Meridian Road. A 12 inch line exists in Liberty Street to Hawthorne Avenue north to Three Mile Drive to Northern Lights Boulevard. Most of the rest of the area is served by 8 inch lines. Three smaller areas generally do not have immediate access to sewer mains. These three areas include the property: north of Three Mile Drive between Northwest Lane and Meridian Road; north of West Wyoming Street to Colorado Street from Meridian road to 7th Avenue WN extended; and the area north of the Underhill Subdivision. Development or redevelopment of the

Plan area is entirely dependant on the availability of sewer service. It is possible to serve each of these areas, however, current City policy dictates that such extension would be at the request of the property served and fully paid for the property requesting service.

**Water:**

Water is also supplied by the City to most of the area. A 16 inch water main enters the study area from the northeast and runs under Meridian Road from Three Mile Drive south across Idaho Street and out of the study area. Feeder mains range in size from 4, 6, 8, and 12 inches. Two additional lines feed this area from the north. A 6 inch line comes down Northern Lights Boulevard, and an 8 inch line feeds Wedgewood Road, Parkway Drive, and the northern end of Meridian road. These two northern service lines are not looped into the main water lines feeding the southern three quarters of the study area. The largest area not served by city water in this area is located north of Three Mile Drive between Northwest Lane and Meridian Road.

**Streets:**

The road system/pattern is well established since most of the land has been developed. The neighborhood is bordered by US Highway 2 (Idaho Street) on the south, and US Highway 93 on the north. Two minor arterials are included in the area, they are Meridian Road and Three Mile Drive. One collector street is in the Plan area and that is Two Mile Drive. All other roads in the Plan area are considered local roads. The roads in the Plan area are paved with two travel lanes, one in each direction.

This neighborhood in one sense is well served by the major street system. However, there are several concerns. For example Meridian Road is extremely undersized for the traffic volumes it handles. In the Kalispell Area Transportation Plan, the 1991 traffic counts showed 10,130 vehicles per day and the year 2000 projection is for 12,100 vehicles per day. The transportation Plan recommends that Meridian Road be upgraded to a 4 lane road from Idaho Street to Three Mile Drive and 3 lanes from there to Highway 93. As it is now and with this upgrade it is and will be more difficult for traffic to enter and exit properties.

In addition, Two Mile Drive is very congested and is projected to carry even more traffic as new developments are approved. There is also no adequate north-south link for Two Mile Drive, and lacks a good flow across Meridian Road to the east.

**Pedestrian Access:**

There is no effective system of pedestrian walkways or bicycle trails in the area. For the most part individuals will use the roads. A school crossing guard is provided for on Meridian Road at Liberty Street for children going to and from Russell School. Russell School is located on West Wyoming Street just west of US Highway 93. Sidewalks are located on the north side of Liberty street; there are no other sidewalks in the neighborhood. This situation forces the very young or old to use the streets which are very congested.

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**PLAN DEVELOPMENT**

Through a series of neighborhood meetings, conversations with property owners and City staff, a more uniform development pattern for growth was developed. In November, 1993 the first neighborhood public meeting was held for the North Meridian Neighborhood Plan at the Fish, Wildlife, and Parks Office on North Meridian Road. At this meeting issues were identified and information was gathered that served as the starting point for the Plan. In addition, maps were displayed indicating existing land use, existing zoning, the existing Master Plan, and existing infrastructure.

A second meeting was held at the same location in January, 1994. At this meeting additional information was gathered relative to land use and the issues that are prevalent in the area. A preliminary land use map and a transportation map were displayed and discussed.

Presentations to the City Council and County Commissioners kept them informed and gave them an opportunity for input during the process. In addition to these meetings, City staff, including: the City Manager; the Police and Fire Chiefs; the Public Works, Parks, and Community Development Departments, were involved and made comments and suggestions.

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## ISSUES

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Out of the neighborhood meetings, meetings with staff, and meetings with the Kalispell City-County Planning Board, issues were refined. Those issues were identified as follows:

- the incompatibility of land uses and zoning in the area;
- the need for a plan that would be followed;
- the uncertainty about the future of the fairgrounds, if it leaves what will the property be used for;
- the lack of safety for bicycles and pedestrians, especially children;
- the increased volume of traffic and the safety and interaction of cars and trucks;
- the lack of city services in some parts of the neighborhood.

The land use issue is perhaps the most visible. With the land uses ranging from industrial uses, to commercial, to multi-family, to single family, to mobile homes, to the fairgrounds it is relatively easy to see why the noise, dust, traffic, and uncertainty of what is happening can be an issue. The feeling that property owners are helpless in the process of maintaining a cohesive plan for the future came out very strongly at these meetings. It appears this stems from the lack of input to the land use decisions in the past.

The Fairgrounds issue is, on the surface, very simple, should it stay or should it move and while the immediate impact of the fairgrounds is on this area it can be much farther reaching. Out of the public meetings there was no clear consensus as to whether or not the fairgrounds should move. If it stays upgrades and expansion could be expensive and difficult given the age of the buildings and infra-structure, limited area, and parking requirements of some of the activities that occur on the property. If it moves, where would it move to and then what would be the activity on the existing site? The question of where it would move to is beyond the scope of this plan since it would relocate out of this planning area. What should the property be used for if the fairgrounds were to move was discussed with a general consensus that it should be used for a variety of uses, including; commercial, residential, and parks.

Pedestrian safety appeared to be the most pressing issue. With the existing traffic volumes; road conditions; the upgrade of North Meridian Road; no sidewalks or safe place off the road to walk; and only one place that has a crossing guard for school children, safety was a repeated concern. Truck traffic and speeding cars was also brought up as a safety concern. Construction of Alternate US Highway 93, additional traffic control devices, police to enforce speed limits, and crossing guards were felt needed because of inadequate control of traffic.

The area north of Three Mile Drive between Northwest Lane and Meridian does not currently have city services such as water and sewer; in addition, this area takes direct

vehicular access from Meridian Road on the hill. The majority of individuals owning property in this area indicated their desire to see those services installed. Any new development in this area would be required to hookup to those services. The problem facing this area revolves around the expense of infrastructure; because a developer is required to install the main line extensions, it becomes cost prohibitive unless the project is of sufficient scale and intensity to absorb the cost. To alleviate some of the inherent traffic problems associated with driveways, an alternative access arrangement should be provided for.

There is essentially no storm sewer system servicing the Plan area. While major flooding does not appear to be a widespread problem and no floodplain exists in the area, isolated occurrences of flooding have caused short term problems.

**THE PLAN**

This Plan, the issues, goals, policies, and maps include six (6) categories of land use along with policies to help resolve the issues. These land use categories include Urban Residential (2-8 dwelling units per acre), High Density Residential (8-40 dwelling units per acre), Commercial, Neighborhood/Buffer Commercial, Multi-use, Public and Park. Two (2) categories that exist in this document are new, those are; the Neighborhood Commercial and Multi-use categories.

The following information is a comparison of the acreage of existing land use to existing Master plan designation to the proposed Neighborhood Plan.

M. PLAN DESIG- NATION	LAND USE TYPE	EXISTING LAND USE ACRES	EXISTING MASTER PLAN	PROPOSED MASTER PLAN
UR	SFR	54	46	33
HDR	Multi-family	16	49	85
COM	Lt. Commercial	3	0	9
COM	Commercial	32	63	52
IND	Industrial	21	0	0
PUB	Public/Park	97	97	43
	Vacant	53	--	--
MULTI-USE TRANSITION	-----	--	--	54
	Streets	*38	*59	*38
			--	--
	TOTAL ACRES	314	314	314

Date 3-94, Source FRDO

\* NOTE: The acreage for the transition areas and the streets will not correspond with each column because the Existing Master Plan has large "transition areas" and the Proposed plan does not. In addition, any proposed streets are of unknown configuration and precise location so no calculation was assumed.

**Land Use:**

This Plan is an amendment to the existing Master Plan and utilizes the existing plan for any information not contained in this amendment. Therefore, the Kalispell City-County Master Plan document should be referred to for information on such categories as Urban Residential, High Density Residential, Commercial, Public and Park.

**Neighborhood/Buffer Commercial**

The Neighborhood/Buffer Commercial land use category is intended to be compatible with the lowest of intensity characteristics included in the B-1 zoning district. This will help to facilitate the compatibility between the roads, residential uses, and non-residential uses.

### Multi-use

The Multi-use category has been selected for the Fairgrounds property because of its size, location, and concerns of the public. The property being primarily on the northeast corner of Meridian Road and US Highway 2 makes it a prime location for a combination of commercial, residential, and open space uses. In discussions with staff it is felt that a ratio of 60% commercial, 30% residential, and 10% park/open space is an economically viable ratio of land uses.

The Multi-use commercial development should occur along Meridian Road and Highway 2, and primarily west of the extension of Two Mile Drive. This 60% would dedicate a maximum of approximately 32 Acres to commercial development prior to road dedication. The commercial development that is envisioned would be an anchor store with support retail on one or more pads.

The 30% residential would allow approximately 16 acres of residential development. This residential development could be attached single family or apartment type of dwellings to buffer the commercial development from the single family development to the east.

Park land development would be exclusive of roads, building setbacks, or other open space requirements of development. This 10% would equate to approximately 5 acres of improved park for use by the general public. It is not intended for the exclusive use of the residential development and should be in addition to any required by subdivision.

### **Streets:**

The extension of 7th Avenue WN from Wyoming Street to Colorado Street should be considered when the property to the north is considered for development. This extension would facilitate the north-south movement of traffic without significantly impacting the residential character of the area.

The three major roads that influence the Plan area include Meridian Road, Three Mile Drive, and Two Mile Drive. Meridian Road has been designated to be upgraded to a four lane, minor arterial road from US Highway 2 to Three Mile Drive and north from there as a three lane arterial. Three Mile Drive is designated as a minor arterial currently constructed for two lanes of traffic and does not stop as it turns southbound on Meridian Road. The reconstruction of the intersection of Three Mile and Meridian would include a "T" type intersection and should include a three way stop.

An extension of Two Mile Drive has been proposed to cross the Fairgrounds property and connect to Washington Street. The specific location would be determined by the type and location of commercial and residential activity that would occur on the fairgrounds property should the County Fairgrounds move. A connection from Meridian Road to US Highway 93 was perceived as an advantage to the movement of east-west traffic through the area. Washington Street seems to be the logical connection for a number of reasons. First is that it connects to Whitefish Stage Road; second, that it is the road that backs up

against the commercial strip along Idaho Street; and third, that it might reduce the amount of traffic on Wyoming Street. Wyoming Street had been originally looked at for the connection due the traffic light at US Highway 93. Problems arose when one considered the elementary school (Russell School) in the fact that the play fields are across Wyoming from the school itself. In addition, Wyoming Street is not a through road past the highway, it basically terminates into the neighborhood immediately east of Highway 93.

Access to Meridian Road should be limited. There are a number of ways in which this could be accomplished: combined access driveways; or service roads accessing lots and parcels. Both of these alternatives act in a similar manor by reducing the access points along a busy arterial and routing this traffic to control points. This concept already exists in this area, that is on Parkway Drive where commercial enterprises dependant on Meridian frontage take access from what amounts to a service road.

All streets and alleys should be paved to City standards to reduce the dust and noise associated with unimproved roads. A Redevelopment District, or Special Improvements District, or other funding mechanism should be created to allow money to be used to assist in these types of improvements.

#### **Infrastructure:**

While infrastructure such as water, sewer, and storm drains exist in the area these improvements are discontinuous. The prime areas for development do not contain the necessary improvements for development. Storm drains, sewer mains and water mains should be extended into those areas not served by such improvements. The City should assist in the construction of those improvements by creating assessment districts, a redevelopment district, an urban renewal district or the like.

#### **Pedestrians:**

Many school children are required to cross Meridian Road on their way to and from Russell School. Currently a school crossing guard exists at Meridians' intersection with Liberty Street, this is the only controlled crossing on Meridian Road. Additional crossing guards should be considered for Wyoming Street, Two Mile Drive, and Three Mile Drive. Requiring vehicles to stop at intersections would facilitate safe crossing for pedestrians.

The area has few sidewalks for pedestrian safety, the City should continue to require sidewalks for new developments even if they may be discontinuous. This would allow, in the future, the connection of those sections of sidewalks impacting fewer of the property owners at the time sidewalks are ordered in. The City should assist in the construction of those improvements by creating assessment districts, a redevelopment district, an urban renewal district or the like.

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## **POLICY SECTION**

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The following are the Goal statements and Policies that are incorporated into the Kalispell City/County Master Plan amendment, as part of the North Meridian Neighborhood Plan.

### **ISSUE 1:**

The present urbanized land use pattern incorporates a haphazard and incompatible mix of uses.

### **GOAL 1:**

To set a pattern of land use that incorporates sensitivity to neighboring uses.

### **POLICIES:**

1. Create and maintain a land use pattern that is consistent with the North Meridian Neighborhood Plan and Plan maps.
2. The areas identified on the Plan Map as Multi-family Residential category along Meridian Road should encourage a mix of professional office and high density residential development.
3. Where proposed non-residential, multi-family, and single family uses abut each other, encourage the use of extensive landscape buffers.
4. Single family homes be developed along Colorado Street.
5. Within the Neighborhood/Buffer Commercial designation allow uses that are compatible with the neighboring residential areas.
6. Within the Plan area encourage inside storage of materials and conversion of non-conforming uses to permitted uses.
7. Encourage the City's Community Development Department to develop and adopt a Redevelopment Plan for the area to facilitate the relocation of uses not compatible or of high impacts to areas of the City that are more appropriate for high impact uses.
8. If the Fairgrounds remain, the Multi-use category would allow the expansion/modification to the facility.

9. Within the fairgrounds property utilize a ratio of 60% commercial, 30% residential, and 10% for parks, encouraging intensive landscape buffer for the residential properties.
10. The 10% for parks should be exclusive of roads, setbacks, etc. and for the benefit of the general public and improved as such.
11. Within the entire plan area encourage uses that promote pedestrian friendly developments and a sense of place.

**ISSUE 2:**

The interaction of pedestrians, bicycles, and vehicles can create dangerous situations.

**GOAL 2:**

Create a circulation pattern that maintains a separation of incompatible systems.

**POLICIES:**

1. Promote sidewalks and boulevards along all streets.
2. Encourage the bicycle routes that are on collector and arterial streets to be separate from the travel lanes of vehicles. Those streets would be Meridian Road, Three Mile Drive, and Two Mile Drive.
3. Maintain and encourage additional traffic control features at collector and arterial intersections for pedestrian safety. Those intersections are identified on the Transportation Map. In addition, they are identified as the intersections with North Meridian Road and: Two Mile Drive, West Wyoming, Liberty Street, and Three Mile Drive.
4. To reduce the potential for pedestrian-vehicle accidents maintain a reduced speed limit on Meridian Road.
5. Encourage additional crossing guards along Meridian Road at the times children are going to and from school.
6. Encourage parents to volunteer time to become crossing guards.
7. Develop and adopt a Redevelopment Plan for the area that will facilitate the construction of a safe circulation pattern.

**ISSUE 3:**

As the City grows additional traffic will strain the existing system making it more dangerous.

**GOAL 3:**

Create a street system that can accommodate increases in traffic safely.

**POLICIES:**

1. Promote an extension of Two Mile Drive to connect to 7th Avenue WN. The location of which would be determined by the development of the fairground property.
2. The extension of 7th Avenue WN may be extended north to Colorado Street.
3. To provide alternate access to the Junior High School, Northwest Lane should be constructed to the east to connect with Meridian Road.
4. To reduce traffic on Meridian Road, encourage the construction of an alternate Highway 93 west of town.
5. Encourage the use of combined access easements and service roads for developments along Meridian Road.
6. Develop and adopt a Redevelopment Plan that facilitates the convenient flow of residential and commercial traffic.
7. Colorado Street and Arizona Street not be extended west to connect with Meridian Road
8. Colorado Street be upgraded with a cul-de-sac at its termination.

**ISSUE 4:**

City services are not yet available to parts of the North Meridian Area.

**GOAL 4:**

Provide a full range of services to the area.

**POLICIES:**

1. Adopt a development strategy that promotes the installation of sanitary sewers, water mains, and storm sewers.
2. Promote the retaining of storm water runoff onsite.
3. Ensure an adequate water supply for domestic and emergency needs.
4. Maintain a quick response time by emergency service providers.
5. Ensure sufficient infrastructure is constructed and maintained for wastewater treatment.
6. Encourage the City to develop and adopt a Redevelopment Plan that facilitates the extension of a full range of services.

