NORTH RESERVE|SCOTT STREET MASTER PLAN

FINAL PLAN

Approved by Missoula Redevelopment Agency Board
November 17, 2016

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Executive Summary

As one of the largest undeveloped areas in the Missoula urban area, the North Reserve|Scott Street Urban Renewal District presents a rare opportunity to build on successful industries, businesses, and neighborhoods in close proximity to each other and to other parts of town.

Creation of the Urban Renewal District in 2014 created renewed interest in investment and development in the area. With no clear plan in place to guide development, the Missoula Redevelopment Agency initiated a master planning process to comprehensively study the area, define a vision, and create a road map for future development and public infrastructure.

Chapter 1: Introduction

Chapter 1 provides a description of the Plan Area, Plan Objectives, Public Outreach Process, and Related Plans that affect the area.

The Plan Area is composed of both City and County land and includes areas inside and outside of the Urban Renewal District (URD). The area is somewhat isolated from the rest of the community through a combination of man-made barriers including North Reserve Street, Interstate 90, and the Railroad. Many of the internal roads were only constructed to rural industrial standards and much of the area lacks access and connectivity. In a majority of cases there are no sidewalks. Vacant properties, gravel pits and construction storage areas are interspersed with residential, commercial, and heavy industrial uses creating a haphazard mix of often incompatible land uses.

The Master Plan provides a long-term vision along with recommended actions to promote rational and sustainable growth in the area. The Plan will guide public investment as well as regulatory changes to the Growth Policy and Zoning to help achieve the vision.

The Plan represents a community-driven planning effort that engaged a wide range of stakeholders, businesses, property owners, and the general public to define the vision and content of the Plan.

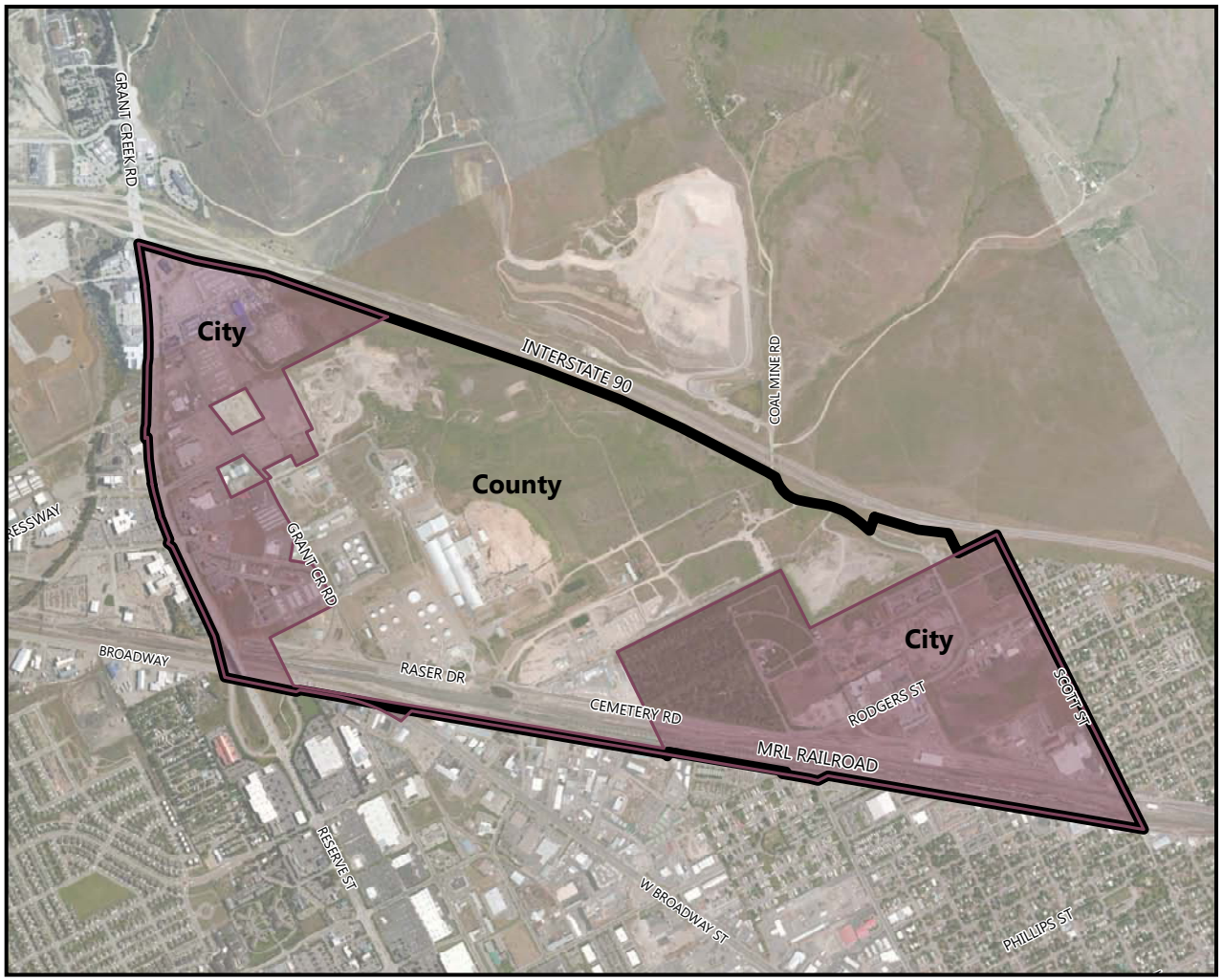

Figure 1-1: Plan Area

Plan Area Boundary

N. Reserve/Scott St. Urban Renewal District

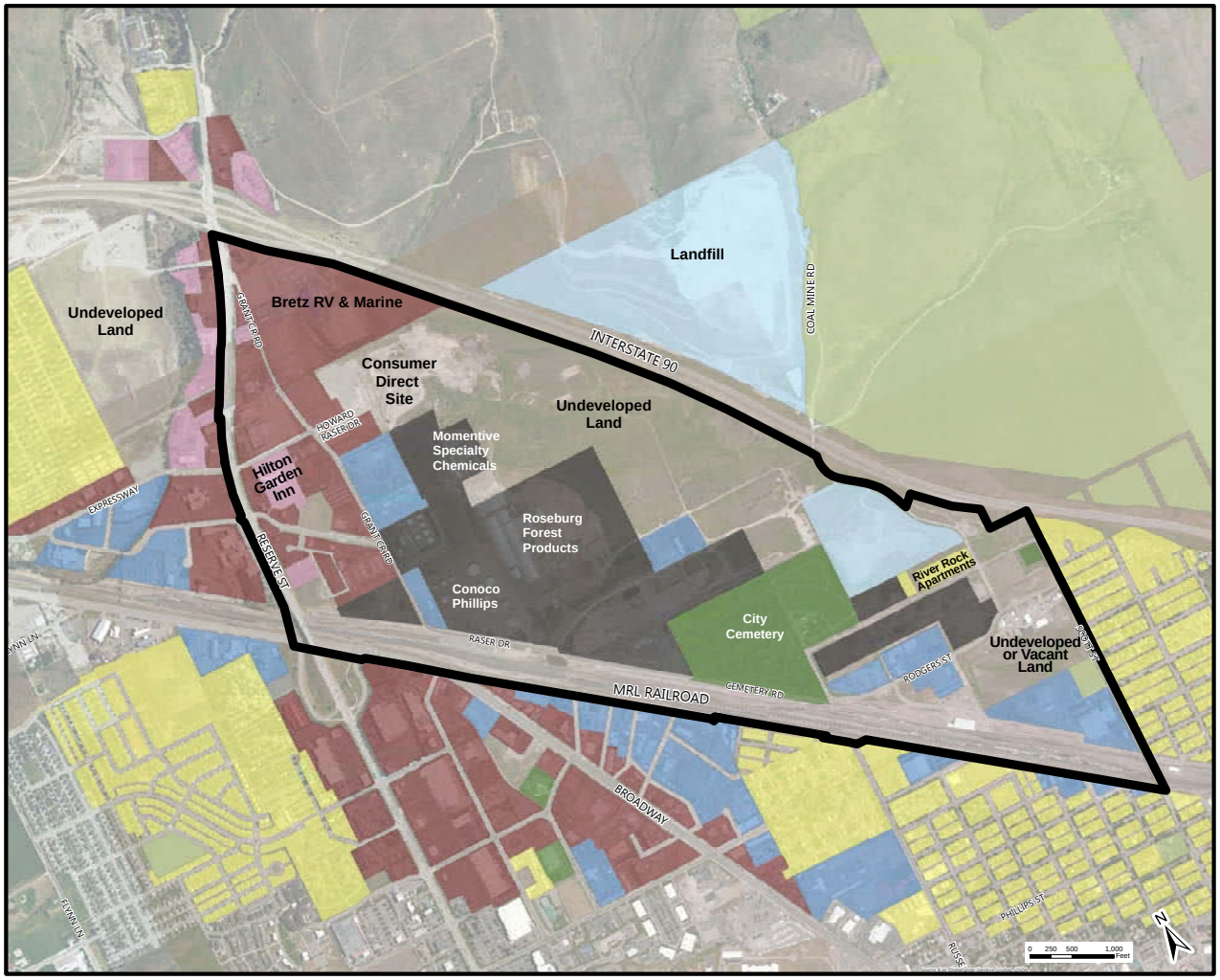

Figure 2-6: Existing Land Use Map

- Plan Area
- Residential
- Commercial
- Hotel
- Parks/Open Space
- Quasi-Public Lands & Institutions
- Light Industrial
- Heavy Industrial
- Landfill/Gravel Pit

Chapter 2: Existing Conditions

Chapter 2 evaluates existing conditions to provide an understanding of the character, land use, infrastructure, regulations, environmental concerns and market demand for the area.

The Plan Area has relatively few roads and limited connectivity. Blocks often exceed 1,000 feet between intersections, limiting options for pedestrians and bicycles and generally promoting auto-oriented land uses. Visual landmarks include the Hilton Garden Inn, which at six stories is the tallest building in the Plan Area, the Roseburg Berm – a man-made feature which helps contain sawdust – and the Republic Services' landfill located just north of Interstate 90. Important community nodes include the Missoula City Cemetery and White Pine Park, which serve as gathering places and greenspace.

The City of Missoula Growth Policy and Zoning generally reflect the existing land uses. The Plan Area is predominately zoned for industrial use, which often allows less intensive uses such as commercial office or retail under City of Missoula zoning ordinances.

For additional information, see the North Reserve|Scott Street Existing Conditions Report and the North Reserve|Scott Street Environmental Assessment.

The Plan Area has a diverse range of land uses with relatively few roads and limited connectivity.

Utility Infrastructure

The Plan Area is served by all major utilities, but in some cases lacks adequate water pressure, sewer lift stations, and main extensions that would be needed to support new development.

The Plan Area has a large concentration of fiber-based broadband services, which are not widely available in unincorporated areas of Missoula. This could be a significant comparative advantage for attracting key industry sectors being targeted by the City of Missoula, Missoula County, and the Missoula Economic Partnership (MEP).

- Life Sciences
- Information Technologies
- Manufacturing
- Back Office & Creative Services
- Forest Products and Renewables

Environmental Constraints

Many large commercial and heavy industrial facilities have operated or continue to operate in and adjacent to the Plan Area. Regular, daily operations of these facilities inherently include environmental risks, including actual or potential releases of hazardous material to the environment via spills, emissions, discharges, or mishandling.

Historically, multiple releases to the environment have resulted in localized areas within the Plan Area where the soil and/or groundwater is contaminated. All of the documented historic releases within the Plan Area are either undergoing active remediation efforts or are being monitored or otherwise managed.

Market Demand

Market data indicates strong demand for housing, especially senior housing, as well as retail and office uses within the Missoula market area. This creates an opportunity for residential and commercial infill in the Plan Area, provided that they can be appropriately located and buffered from heavy industrial uses.

Demand may also exist for new industrial uses that can coexist with traditional heavy industry. This includes light manufacturing, fabrication, research and development, warehouse and distribution, and other cottage industries.

Significant broadband infrastructure exists in the Plan Area, but lacks "last mile" connectivity.

All documented environmental concerns are either undergoing active remediation efforts or are being monitored or otherwise managed.

Demand exists for housing, retail, and office as well as light industrial uses that can coexist with traditional heavy industry.

Chapter 3: Plan Vision

Chapter 3 articulates a vision for three unique sub-districts: the Reserve Street District, the Industrial Core, and the Scott Street District. Each district features specific land use recommendations and urban design concepts intended to enhance economic opportunities, create a unique identity, and improve livability in the area.

Figure 3-1 identifies the three districts and Figure 3-2 illustrates the key elements of the vision.

Overarching Principles

Overarching principles serve as a framework for the land use, circulation, and urban design concepts included in the Master Plan.

- Recognize the Importance of the Plan Area to Missoula and the Region
- Create Short-Term Flexibility and Long-Term Opportunities for Property Owners
- Preserve Opportunities for Existing and Future Heavy Industrial Users to Thrive
- Respond Appropriately to Context
- Transition Appropriately between Uses
- Create a Dynamic District where both Businesses and Missoulians can Thrive
- Create an Integrated, Multi-functional Open Space System
- Ensure that Private Development AND Public Improvements Work Together to Create a Well-Designed Plan Area
- Support the Plan Area with an Interconnected, Multi-Modal Transportation System that is Convenient for All Travel Modes

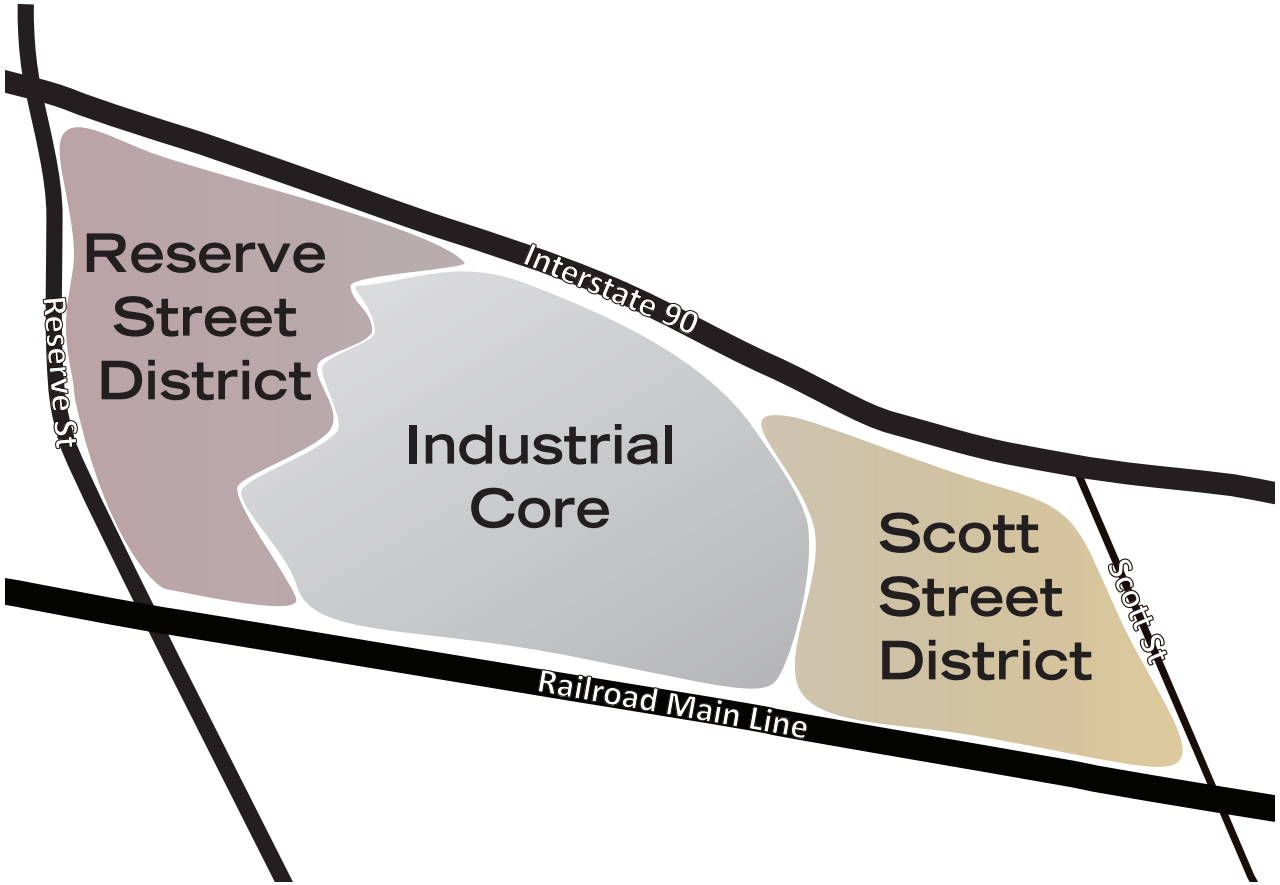

Figure 3-1: Plan Area Districts

At the core of the Plan Vision is the desire to preserve and retain viable industrial uses, while providing opportunities for new industry and related businesses.

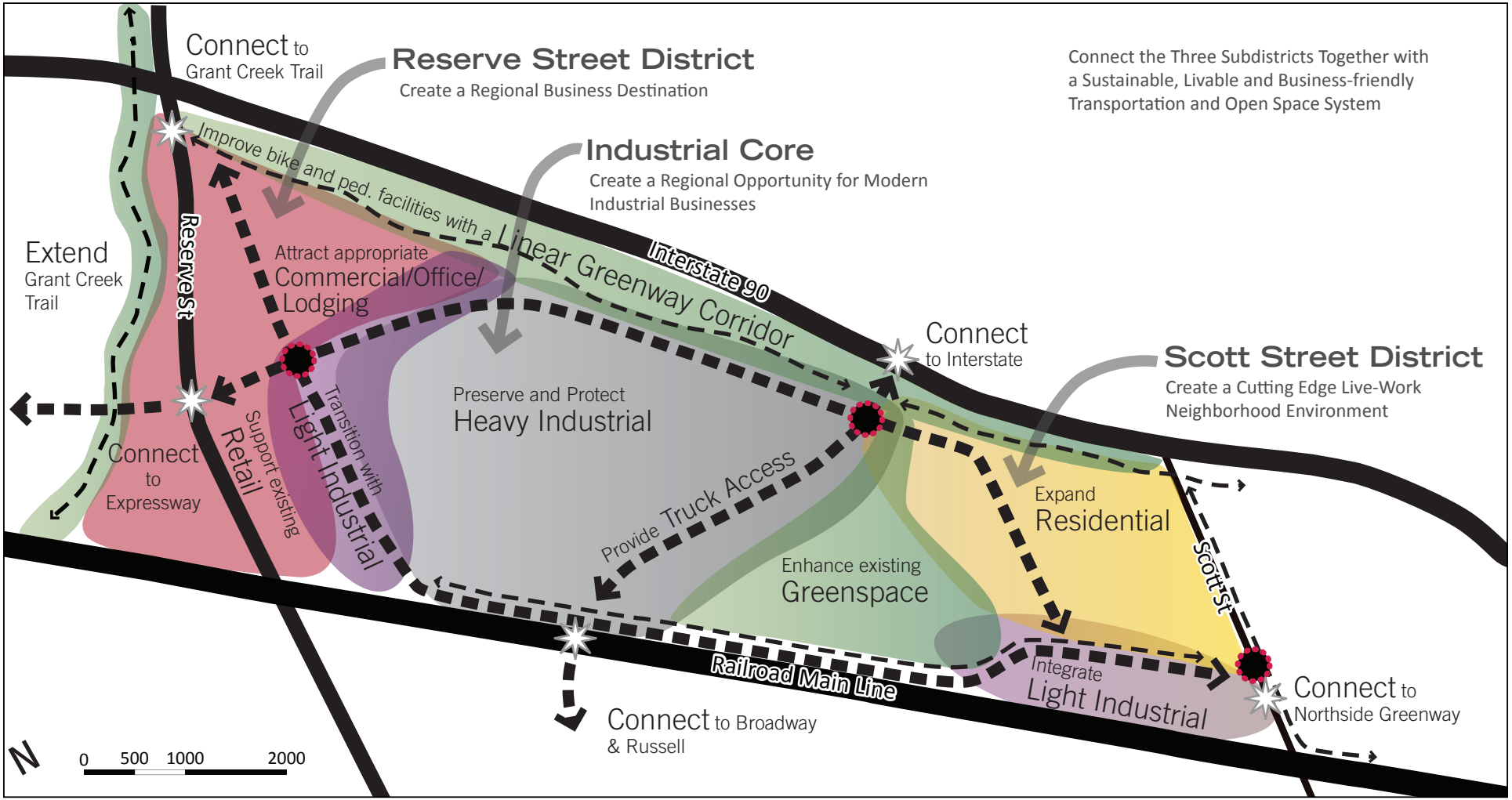

Figure 3-2: Plan Vision

The Plan Vision creates three unique sub-districts connected by a system of roads, trails, and open spaces.

Chapter 4: Plan Concept

Chapter 4 expands on the vision, establishing long-range goals for future land use, circulation, and urban design. The plan concept, shown in Figure 4-1, calls for a mix of commercial, industrial, and residential uses with appropriate buffers and open spaces to create a well-connected, livable neighborhood that builds on the existing uses and provides opportunities for new investment.

In the Reserve Street District, the plan calls for a mix of corridor retail uses including hotels, dining and entertainment anchored by a new office center. Between the retail and office areas, a transitional commercial area allows a wide variety of commercial uses and potential for upper-floor residential housing.

In the Industrial Core, the plan calls for preserving existing industrial uses while providing opportunities for new industry and related businesses. A band of transitional light industrial use is proposed along the western edge to create a transition to the Reserve Street District. Open space, parks, and greenways are proposed to create additional buffers and transitions.

In the Scott Street District, the plan calls for a mix of residential, live/work and transitional industrial uses. Residential areas are connected to the historic Northside Neighborhood along Scott Street and buffered from industrial areas and Interstate 90 by live/work areas. Open space, parks, and neighborhood commercial uses provide amenities and community focal points for the Scott Street District.

The plan emphasizes mobility throughout the Plan Area. Vehicle circulation, including future transit, is enhanced with an improved road network providing connectivity for commerce and work force between the sub-districts, and designated truck routes to minimize impacts on residential neighborhoods.

Pedestrian and bicycle circulation is enhanced through urban design concepts that improve safety and comfort for non-motorized users, including designing buildings to enhance the pedestrian experience and creating an area-wide bicycle network.

The Reserve Street District will be a mix of corridor retail uses anchored by a new office center.

The Industrial Core will remain industrial in character, with opportunities for new industry and related business.

Live/Work developments will help to transition between light industrial and residential areas in the Scott Street District.

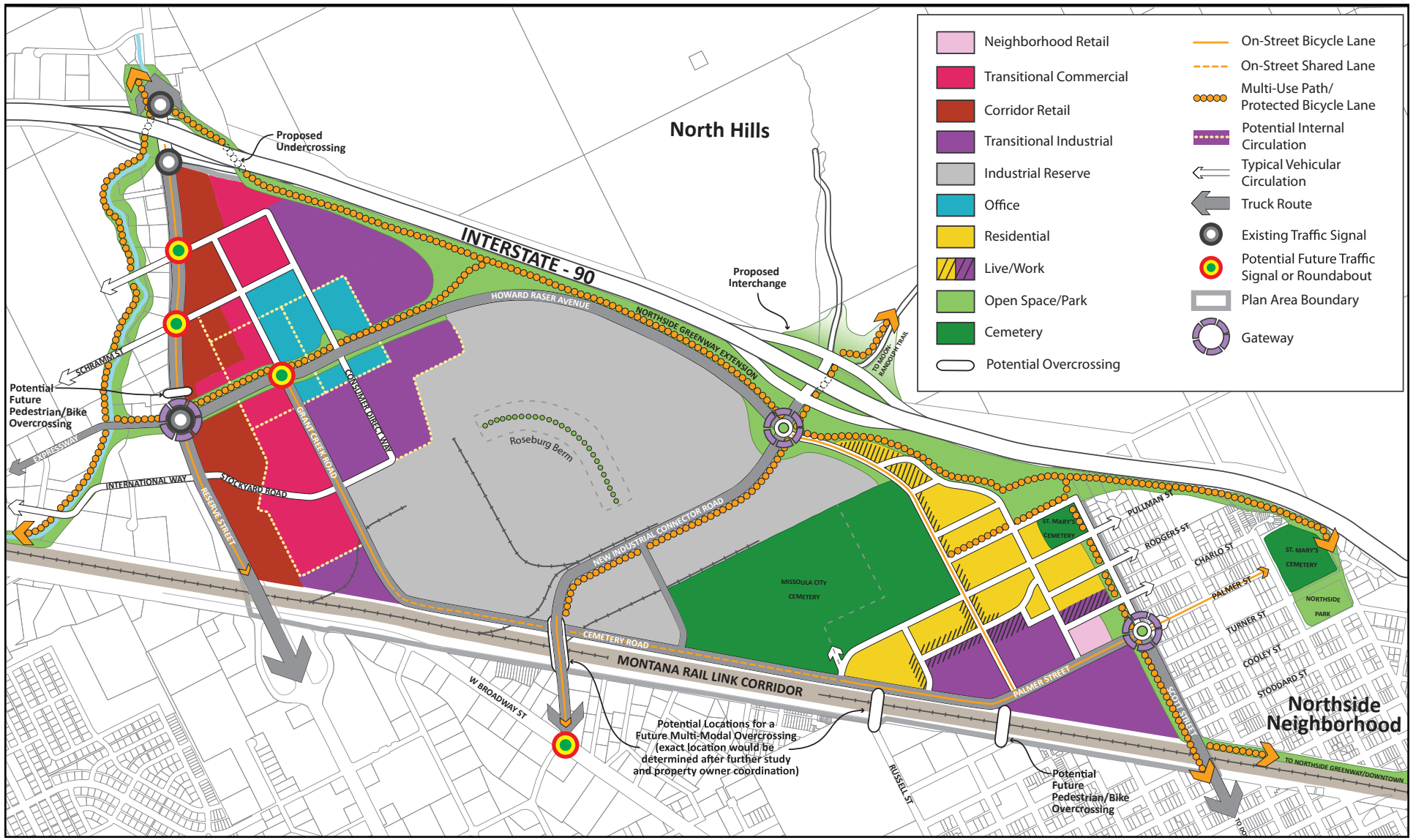

Figure 4-1: Plan Concept Map

Specific land uses are recommended to create synergy and appropriate buffers between different land uses.

Land Use Categories

The Land Use Categories shown in the Plan Concept Map, Figure 4-1, are described below.

Corridor Retail

Corridor Retail includes commercial uses that are designed to take advantage of the traffic volume and high visibility along the Reserve Street and I-90 corridors. Potential uses include retail shopping, services, land extensive sales (like car dealerships), entertainment (such as theaters or indoor recreation uses), dining and lodging.

Transitional Commercial

Transitional Commercial is intended to provide a transition from the retail-focused area along Reserve Street to the Office core and Transitional Industrial areas to the east. This land use category is intended to accommodate the majority of uses intended for Office and Corridor Retail, but will also allow upper floor residential units.

Office

Office is intended to accommodate professional offices that focus on providing services, as well as corporate offices for commercial or industrial businesses located in the Plan Area. Uses in the Office category typically have higher employment densities since their businesses are employee-driven. Potential office tenants include companies involved in technology, industrial manufacturing, transportation, building supply, construction, professional consulting services and health services.

Corridor Retail takes advantage of traffic flow and high visibility locations.

Transitional Commercial provides a transition between auto-oriented retail and office uses.

Office accommodates a range of larger scale professional offices and commercial uses.

Transitional Industrial

Transitional Industrial is intended to accommodate light industrial and commercial uses that focus on light manufacturing, indoor storage, research and development and other operations that are mildly intensive in nature, but do not have strong visual or physical impacts on their surroundings. Uses in the Transitional Industrial area will serve as a transition between more intensive heavy industrial operations and sensitive areas, such as Corridor Retail, Office or Residential.

Industrial Reserve

Industrial Reserve is intended to accommodate existing heavy industrial uses and their potential expansion, as well as professional offices that are directly associated with, but subordinate to primary heavy industrial operations. Industrial Reserve areas accommodate businesses that conduct intensive manufacturing, production, distribution or storage.

Live/Work Residential

Live/Work is a specialized category that mixes elements of Transitional Industrial and Residential. Live/Work units combine limited assembly, art space, light manufacturing or other similar activities with living areas in the same building. Live/work spaces provide opportunities for entrepreneurs or small business owners to invest in space that can meet their business and living needs in one location, making these endeavors more economical. Live/work units typically provide a commercial storefront or working area on the ground floor and residential space on the upper floor.

Transitional Industrial accommodates light manufacturing, storage, and R&D uses that do not have a strong visual or physical impact on adjacent properties.

Industrial Reserve accommodates heavy industrial uses, such as warehousing, manufacturing and materials storage.

Live/Work units, as shown above, incorporate light manufacturing and residential uses within the same space.

Residential

Residential is intended to accommodate a mix of residential building types that complement the character and tradition of the Northside Neighborhood and take advantage of direct access to Downtown and existing nearby parks. Residential uses will range from small lot single family homes to moderate density residential apartments, townhomes, and condominiums. Development will also include a mix of subsidized affordable housing and market-rate workforce housing.

Residential areas anticipate both single-family and multi-family development.

Neighborhood Retail

Neighborhood Retail includes small scale commercial uses that are intended to take advantage of the presence of nearby residences. Potential uses include small cafes, neighborhood groceries, coffee shops dry cleaners, and other neighborhood services. Businesses in the Neighborhood Retail area should primarily serve residents and employees in the Plan Area and immediate surrounding neighborhoods.

Neighborhood Retail development will serve the surrounding residential neighborhoods.

Open Space/Park/Cemetery

Open Spaces are areas largely without buildings that offer aesthetic and physical relief from surrounding urban and industrial activities. Open Spaces have a variety of functions and may or may not incorporate public access or recreational activities.

Open Space/Park

Open Space/Park is intended to complement other land uses by providing a wide variety of open space types, including hardscaped plazas, parks, linear greenways and undeveloped natural areas.

Cemetery

Cemetery is a specific use within the general open space category, intended to provide a place for solace, reflection, natural beauty, and history. Cemetery is a permanent use which, by its nature, must restrict certain activities and access in order to minimize disruption and assure the continued solemn character of the area.

The Open Space/Park land use category is intended to preserve some of the natural, open character in the Plan Area.

Circulation Concept

Recommendations for the circulation address mobility for all modes of transportation.

Pedestrian Circulation

Pedestrian safety, comfort and overall mobility are all primary objectives of the Master Plan. Pedestrian circulation should be prioritized in the design of public streets, private development and through the provision of off-street facilities.

- Pedestrian Friendly Streetscapes
- Improved Crossings
- Pedestrian Signalization
- Wayfinding and Signage
- Reduced Pedestrian-Vehicle Conflicts
- Block and Site Permeability
- Connectivity to Context

Pedestrian safety, comfort, and overall mobility are primary objectives of the plan.

Bicycle Circulation

Bicycle access and connectivity is a critical objective of the Master Plan. A clear circulation system should be established for bicyclists within the Plan Area through a variety of on and off-street facilities. A range of bicycle facilities is proposed to create a plan-wide bicycle system.

- Multi-Use Paths
- Protected Bike Lanes
- Bike Lanes
- Bike Routes
- Bicycle Facilities in Private Development
- Connectivity to Context

A range of bicycle facilities is proposed to create the plan-wide bicycle system.

Vehicular Circulation

The roadway network should provide options for passenger vehicles to reduce traffic congestion, substantially improve east-west connectivity and provide a preferred route for commercial trucks to help minimize their impact on sensitive areas.

- Internal Circulation
- Improvements to Citywide and Regional System
- Preferred Commercial Truck Route
- Potential Park and Ride Facilities
- Reserve Street Signalization
- Interstate-90 Interchange
- Future Railroad Crossing

The Circulation Concept calls for establishing a preferred commercial truck route to minimize negative impacts on new development.

Urban Design Concept

Public Realm

The public realm can be defined as those areas that serve private properties but allow full public access. Ensuring a high-quality public realm will depend on contributions from public improvements and private development.

Private Realm

The private realm can be defined as those areas that are located on and directly related to the functions of private properties. Site design, building design and other elements of private development have a profound impact in the quality of the public realm.

Urban Design & Placemaking Concepts

Public Realm

- **Provide Great Streets**
- **Minimize Surface Parking Impacts**
- **Acknowledge Gateways**
- **Consider Freeway Visibility**
- **Integrate and Expand Cemeteries as Amenities**
- **Preserve View Corridors on Public Streets**
- **Create a Green Connections for Vehicles, Bicyclists, and Pedestrians**

Private Realm

- **Achieve Excellence in Design**
- **Promote Creativity**
- **Design with Consistency**
- **Design for Durability**
- **Enhance the Public Realm**
- **Enhance the Pedestrian Experience**
- **Provide Open Spaces**
- **Transition between Land Uses**
- **Provide Safe Vehicular Access**

Neighborhood level design considerations should focus on how individual developments contribute to a functioning neighborhood.

Site design considerations include the arrangement of buildings.

Building design focuses on the aesthetics of an individual structure.

Chapter 5: Land Use and Urban Design

Chapter 5 provides more detailed direction for how the vision can be realized incrementally within each district. This chapter should be used in concert with Appendix A: Design Guidelines for New Development and Appendix B: Streetscape Character Guidelines.

The following topics are addressed for each District:

- **Preferred Land Uses.** Target land uses for each District by Land Use Category.
- **District-Specific Urban Design Concepts.** Listing and description of the key urban design objectives and concepts for each District, covering both contributions required from private properties and public areas in achieving the Plan Vision.
- **Scale and Orientation.** Key scale and building orientation recommendations for private development, including guidance on target heights and identification of areas and edges where building orientation should be prioritized.
- **Site Design and Connections.** This section discusses how new development and private landowners in each District can help to incrementally facilitate improved Plan Area-wide access and connectivity.
- **Building Types.** List of recommended building types for each District.

Chapter 6: Feasibility Analysis

Chapter 6 provides market feasibility analysis, utility infrastructure analysis, and traffic modeling to determine the feasibility of the plan recommendations.

Market Feasibility

Market analysis projects that over the next 20 years there will be demand for nearly 2.8 million square feet of commercial, office, and transitional industrial space and 1,200 residential units within the Plan Area. This will develop about 200 acres, leaving about 200 developable acres in reserve.

These land use projections are based on market-based feasibility elements that include familiar building types, application of mixed use, reinforcement of existing businesses, opportunities for new businesses, public improvements, a range of housing opportunities, and walkable access to retail and services.

Refer to Appendix C: Market Overview and Land Use for additional information.

Utility Infrastructure Analysis

Future development projections can be accommodated through extensions of the City of Missoula sewer system and Mountain Water Company water system. The sewer system will require up to three lift stations, depending on the timing and location of development. The water system will likely require construction of a new water storage reservoir and either individual booster pumps or a system-wide booster pump to increase pressure for fire protection in the northwest portion of the Plan Area.

The Plan Area has a large concentration of fiber-based broadband services, which are not widely available in unincorporated areas of Missoula County. This could be a significant comparative advantage for attracting key industry sectors. “Last-mile” broadband connections should be a high priority throughout the Plan Area.

Traffic Modeling

Traffic modeling confirmed that development in the Plan Area will require new street connections to support the associated traffic demand. Projected traffic volumes generally range from 2,000 to 9,000 vehicles per day, which fall within the range of two-lane collector streets with appropriate turn lanes at intersections. As volumes increase above 10,000 vehicles per day, consideration should be made for continuous two-way left-turn lanes and additional travel lanes to accommodate access and through capacity.

The traffic modeling also confirmed that there is strong regional demand for a north-south connection across the railroad to the interstate. While a large part of this demand originates from outside the Plan Area, the model showed that the Plan Area would also benefit from this added connectivity through reduced pressure on existing streets.

Chapter 7: Implementation Strategy

Chapter 7 outlines a strategy to use public infrastructure investment as a tool to incentivize private development that is consistent with the Master Plan.

Priorities & Phasing

Key public infrastructure projects are evaluated based on the cost, benefits, and feasibility of completing each project. These projects are presented in phases to indicate priorities, recognizing that actual implementation of the plan will need to be flexible to respond to opportunities as private development occurs and funding resources become available.

Policy & Regulatory Changes

The Master Plan provides a vision for rational and sustainable growth, and will serve as a guideline for investment and regulatory changes within the Plan Area. Implementing the vision will require changes to the City's growth policy and zoning ordinances. The Missoula Redevelopment Agency will be able to direct funding toward projects that support implementation of the plan, but without changes to the growth policy and zoning there will be limits to achieving the vision and design guidelines included in the Master Plan.

Policy changes should be considered to provide additional support for implementing the vision when public funding sources are used and when regulatory changes are being considered. This includes:

- Accepting the Master Plan as an "Issue Plan"
- Adopting a "Targeted Map Amendment" to the Growth Policy Future Land Use Map

Additional regulatory changes could include:

- Comprehensive rezoning of property within the plan area
- Case-by-case rezoning as new projects are developed or as properties annex into the City
- Adoption of design standards in the zoning ordinances

Tax Increment Financing

The North Reserve | Scott Street District has potential for a large amount of private investment because a majority of the Plan Area is currently undeveloped or underutilized. The potential private investment in the Plan Area could exceed $700 million[1] over the next 20 years if the projected development occurs. This investment would generate almost $10 million[2] in annual property tax revenue.

Private development of the Plan Area will require a significant investment in public infrastructure – roads, utilities, sidewalks, trails, and public spaces – to achieve a desirable, well-designed place worthy of private investment.

The public infrastructure investment necessary to support Phases 1-3 of the plan is estimated at $48.3 million. A portion of this infrastructure will need to be in place prior to significant private investment occurring. Long-term infrastructure improvements, such as a new railroad crossing, would require additional funding beyond the 20 year plan projections.

The ability to use Tax Increment Financing to incentivize development and construct public infrastructure will be a powerful tool for implementing the plan. The Missoula Redevelopment Agency should seek to leverage Tax Increment Financing funding with private partnerships and other funding sources to maximize the benefit of these tax dollars.

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1 Based on $175/sf construction costs for commercial and industrial uses and $150/sf construction costs for residential uses. Residential units were estimated to be 1,200 square feet.

2 Annual tax for commercial and industrial was estimated to be 1.5% of construction costs. Annual taxes for residential development were estimated as follows:
Property Taxes = 765 (Missoula Mill Rate)/1000 x Taxable Value of Property
Taxable Value = [Appraised Value (Construction Cost) - 44% (Exemption Amount)] x 0.0263 (Tax Rate)

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Chapter 1: Introduction

Historically, the North Reserve|Scott Street area was a center of industry and manufacturing linked to the timber industry. The Northern Pacific Railroad, Highway 10, and Highway 93 provided transportation for finished wood products to markets across the U.S. The area was home to mills and manufacturers like the White Pine Sash Company, Evans Products Plywood, and Clawson Manufacturing. These and other related industries like paper manufacturing made the timber industry the top employer in the community.

Today, manufacturing remains a key driver of economic activity in the Plan Area. Roseburg Forest Products and Hexion continue to be major producers of high-density particle board. Other industries like Conoco Phillips, CHS, JR Planning, Hunton Pre-Cast, Midwest Motor Express, and Zip Beverage continue to provide jobs and value-added products in the area. Commercial retail activity has grown around the Reserve Street corridor, including a thriving hotel and restaurant market and large land-extensive auto and recreational vehicle dealers.

The creation of the North Reserve|Scott Street Urban Renewal District in 2014 created renewed interest in investment and development in the area, including Consumer Direct's five-story office building and the Scott Street Villages residential redevelopment of the former Clawson Manufacturing site. With no clear plan in place to guide development, the Missoula Redevelopment Agency (MRA) initiated a master planning process to comprehensively study the area, define a vision, and create a road map for future development and public infrastructure.

Plan Area

The Plan Area, shown in Figure 1-1, can generally be described as being south of Interstate 90, north of Montana Rail Link's railroad main line, east of North Reserve Street, and west of Scott Street. The Plan Area can be characterized as a mix of historic industrial and commercial uses adjacent to newer businesses with an existing residential neighborhood to the east. The area is somewhat isolated from the rest of the community through a combination of man-made barriers including a major arterial, North Reserve Street, to the west, Interstate 90 to the north and Montana Rail Link main line switching yards to the south. Many of the internal roads were only constructed to rural industrial standards and much of the area has deficient access or lacks connectivity. In a majority of cases there are no sidewalks. Vacant properties, gravel pits and construction storage areas are interspersed with residential, commercial, and heavy industrial uses.

The Plan Area is composed of both City and County land. Generally, the properties along Reserve on the western edge of the Plan Area and the properties in the eastern portion of the Plan Area are in the City while the central portion of the Plan Area is in the County. This affects the regulatory conditions in the Plan Area as well as potential funding opportunities.

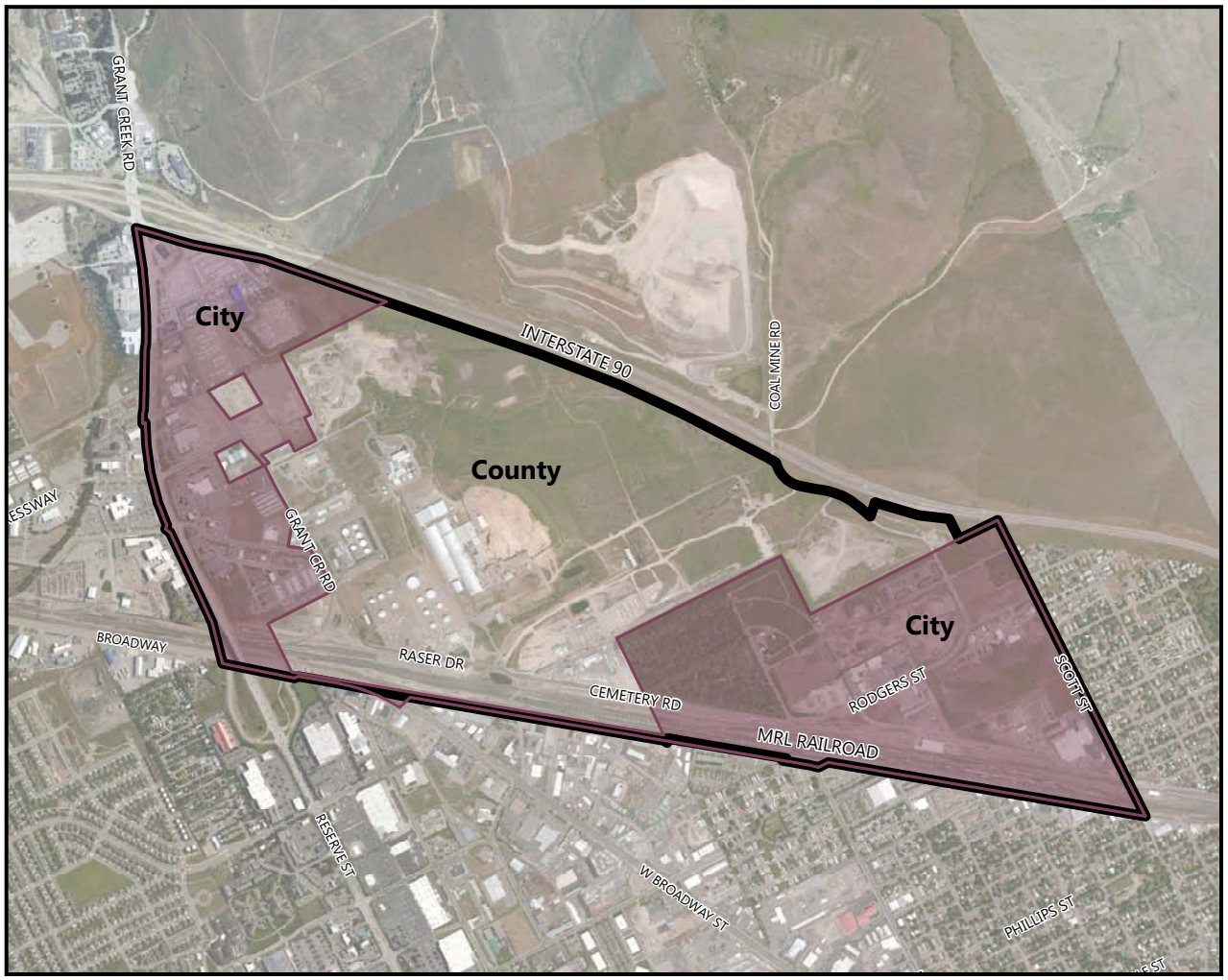


Figure 1-1: Plan Area

Plan Area Boundary

N. Reserve/Scott St. Urban Renewal District

The Master Plan:

- **Sets a long-term vision**
- **Identifies future land uses**
- **Establishes standards for new development**
- **Identifies needed transportation improvements**
- **Identifies needed utility infrastructure**
- **Recommends amenities and placemaking elements**
- **Provides an implementation strategy**

Plan Objectives

The North Reserve|Scott Street Master Plan provides a unified vision along with recommended actions to promote rational and sustainable growth, including private development and public improvements, in the Plan Area.

The Master Plan will guide investment in the District by the Missoula Redevelopment Agency as well as regulatory changes to the Growth Policy and Zoning.

Public Outreach Process

The Master Plan represents a community-driven planning effort. The process engaged a wide range of stakeholders, business and property owners, and the general public to create a plan with strong community support. The information gathered during the public process drove the vision and content of the Plan.

The planning process included the following steps with public involvement being integral to each step. The Public Outreach Summary captures the complete process including presentations, meeting materials, meeting notes, and public input.

1

Existing Conditions & Initial Visioning

- Existing Conditions
- Issues
- Desired Outcomes

2

Concept Development & Testing

- Alternative Development and Review
- Preliminary Concept
- Feasibility Analysis and Testing

3

Master Plan Development

- Plan Concept
- Development Concepts
- Development Standards
- Design Guidelines
- Implementation Strategy

Public Participation

Public outreach and engagement was an essential component of the Master Plan process, with the goal of facilitating public participation from all segments of the community and all interested and/or affected stakeholders. Public outreach was achieved through a variety of methods including the Missoula Redevelopment Agency website, Facebook page, press releases and newspaper articles, attending neighborhood council meetings, focus groups, stakeholder interviews, a technical advisory committee, and a series of three public workshops. A complete summary of the public process is available in Appendix E: Public Outreach Summary.

Public Outreach Tools

Missoula Redevelopment Agency Website

The Missoula Redevelopment Agency website (http://www.ci.missoula.mt.us/1791/District---North-ReserveScott-Street) was updated throughout the process with announcements, meeting materials, and contact information.

Facebook Page

The Missoula Redevelopment Agency Facebook page (https://www.facebook.com/MissoulaRedevelopmentAgency/) provided meeting announcements, recaps of the community workshops, and opportunity to comment on the project.

Focus Groups

Commercial, industrial, parks, and residential focus groups were held to gather information about the Plan Area and to learn specific concerns.

Neighborhood Meetings

Northside-Westside and Grant Creek Neighborhood meetings were attended to keep residents informed about the plan, answer questions, and encourage feedback.

Stakeholder Interviews

Over twenty individual stakeholder meetings were held to engage property owners in the planning process and to determine strategies beneficial to property owners and Missoula Redevelopment Agency for future development and growth.

Flyers

Flyers were mailed to all property owners within and adjacent to the Plan Area prior to the community workshops to announce the upcoming meetings and provide project updates.

Technical Advisory Committee (TAC)

An eleven-member Technical Advisory Committee (TAC) was formed from city, county, and state agency representatives to inform and review the Plan. The interests represented on the committee included transportation, public works, development services, parks, and the health department.

TAC Meeting #1

The first meeting was held August 5, 2015 and focused on explaining the planning process and then gathering information on the area from the committee. This was followed by a tour of the Plan Area.

TAC Meeting #2

The second meeting was held January 28, 2016. The Existing Conditions Report and Preliminary Plan Concept were reviewed and the committee provided comments.

TAC Meeting #3

The third meeting was held on June 2, 2016. A summary of the Draft Master Plan was presented focusing on feasibility analysis and implementation.

Community Workshops

A series of three community workshops were facilitated to present information and get feedback from the public in an interactive, engaging format. Each public workshop included a different type of exercise to encourage participation.

Community Workshop #1

The first workshop was held on October 14, 2015 and was attended by approximately 30 members of the community in additional to staff and the consultant team. The workshop included a presentation that explained the major objectives of the project and the planning process followed by imagery of potential land uses, development prototypes, and circulation improvements that could be considered for the Plan Area. Workshop participants were then asked to identify key goals, issues, and opportunities for the Plan Area and to illustrate their vision.

Community Workshop #2

The second workshop was held on February 11, 2016 and was attended by approximately 40 people. The workshop provided an overview of the Master Plan project, purpose and process, summarized the outreach and input received at Community Workshop #1, presented an initial long-term vision and design concepts for the Plan Area, and provided a preliminary conceptual phasing plan for development and improvements. The workshop participants provided feedback on the proposed land uses, circulation improvements, urban design character, and phasing concepts.

Community Workshop #3

The third community workshop was held on September 21, 2016 and focused on reviewing the draft master plan. Approximately 25 members of the community were in attendance in addition to staff and the consultant team.

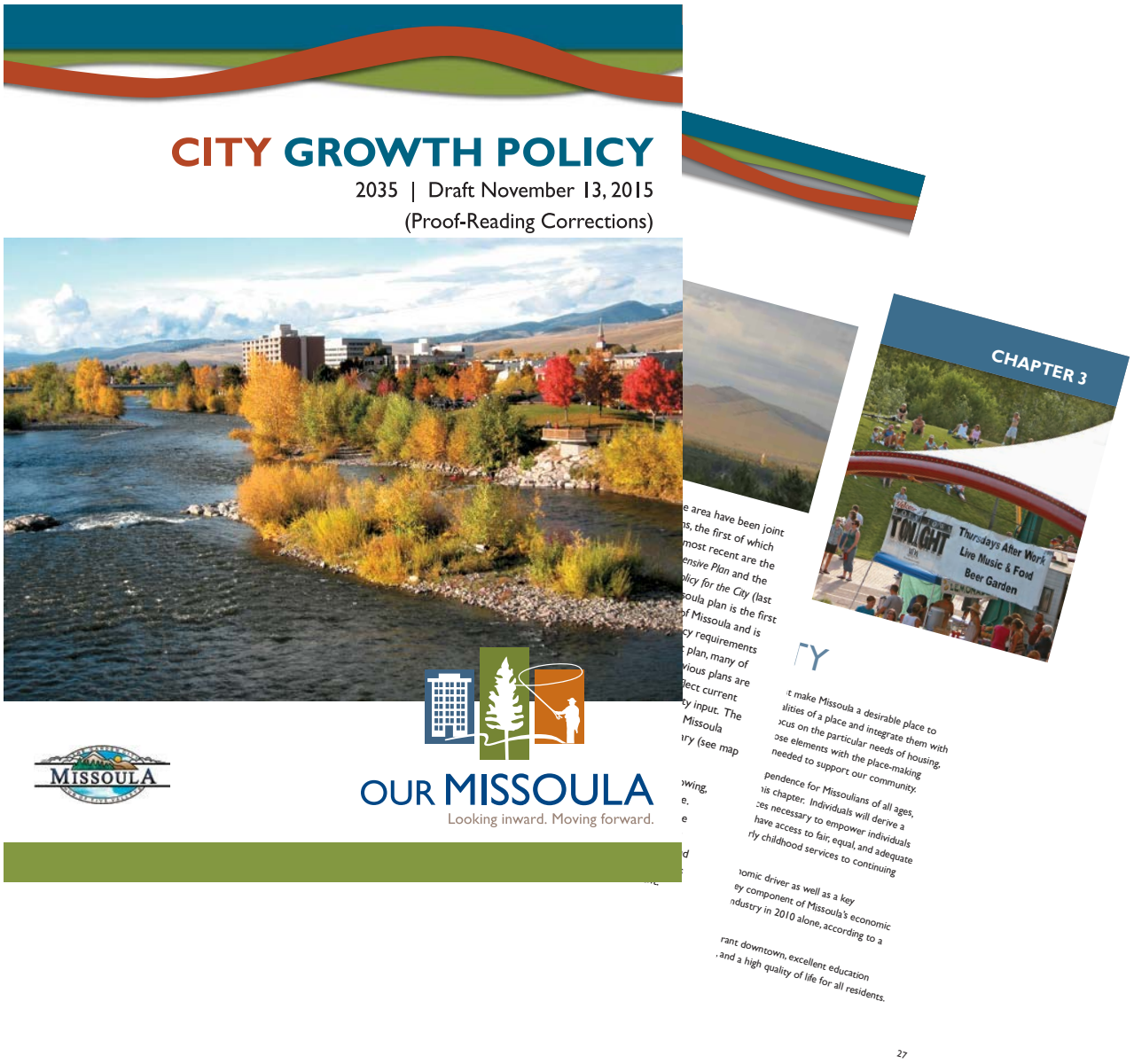
The workshop included an informal open house that allowed community members to visit four stations. The stations included the Reserve Street District, the Industrial Core, the Scott Street District, and transportation and connectivity. These stations gave attendees an opportunity to view details of the plan, ask questions, and provide comments.

The workshop also included a formal presentation that reviewed the purpose of the Master Plan and the proposed vision, land uses, and design concepts for the three subdistricts. The proposed changes to the Growth Policy Future Land Use Map were also presented. Following the presentation, consultants were available at the open house stations to answer questions and take down comments.

Related Plans

There are several existing plans and regulations affecting the Plan Area. A list is included below. For additional information, see the North Reserve|Scott Street Existing Conditions Report.

- 2000 Joint Northside/Westside Neighborhood Plan & 2006 Limited Scope Update to the Northside/Westside Neighborhood Plan
- 2005 Missoula County Growth Policy
- 2012 Missoula Long Range Transportation Plan Update
- Northside/Westside Neighborhood Survey 2014
- 2014 Next-Generation Broadband Feasibility Study
- 2015 City Growth Policy
- 2015 Industrial Lands Inventory Missoula County
- Missoula Zoning Ordinance
- Missoula County Zoning Resolution



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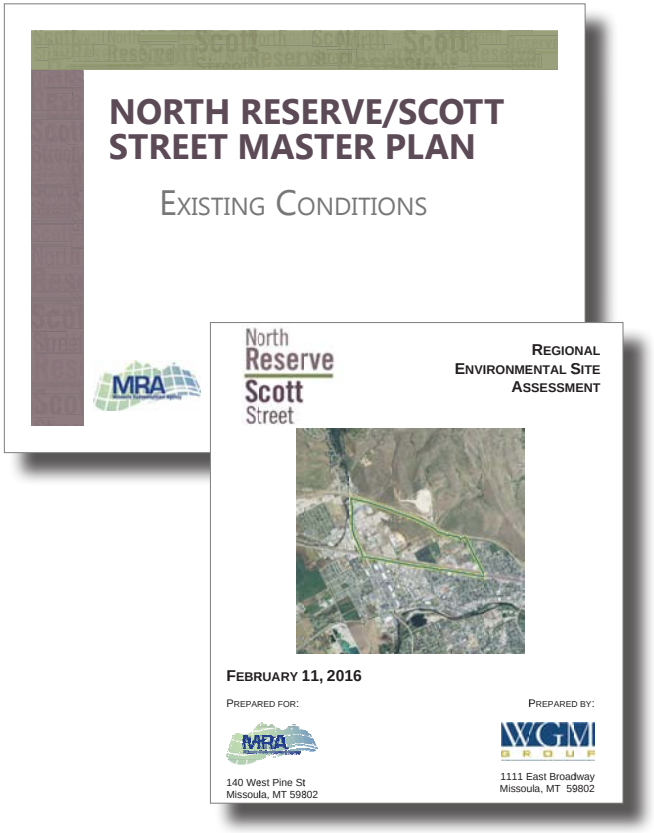
Chapter 2: Existing Conditions

An inventory of existing conditions was prepared to provide an understanding of the character, land use, infrastructure, regulations, environmental concerns, and market demand for the area. The following is a summary of the findings. For additional information, see the North Reserve|Scott Street Existing Conditions Report and the North Reserve|Scott Street Environmental Assessment.



Block Structure and Connectivity

Block sizes range significantly throughout the Plan Area. As shown in Figure 2-1, block sizes and shapes are highly irregular due to the curvilinear road network and lack of public roadways in the central portion of the Plan Area. In general, block character varies from west to east, as described below.

Western Blocks (WB). The blocks formed by Grant Creek Road and North Reserve Street are relatively large in area. Blocks are just over 1,000 feet wide in most places, tapering in width as Grant Creek Road meets North Reserve Street at the northwest corner of the Plan Area.

Central Superblock (CSB). The majority of the Plan Area is limited to one very large block, which is bound by Grant Creek Road, Raser Drive/Cemetery Road/Rodgers Street and Coal Mine Road. These public roads form a block that is greater than 500 acres in area and provides few through connections. Individual parcels are typically accessed by private circulation systems and drives from Raser Drive/ Cemetery Road. A makeshift private circulation system within this superblock does create an informal block structure and circulation system that is more nuanced, but these private roadways are not publicly accessible. The private block system is indicated in Figure 2 by dashed white lines.

Eastern Blocks (EB). The eastern portion of the Plan Area exhibits the most fine grain block patterns in the Plan Area, but blocks are still large and irregular in comparison to the neighboring residential blocks in the Northside Neighborhood. Otis Street, Rodgers Street and Scott Street create an urban block structure and level of connectivity that is somewhat detailed, providing multiple circulation options for pedestrians, vehicles and bicycles.

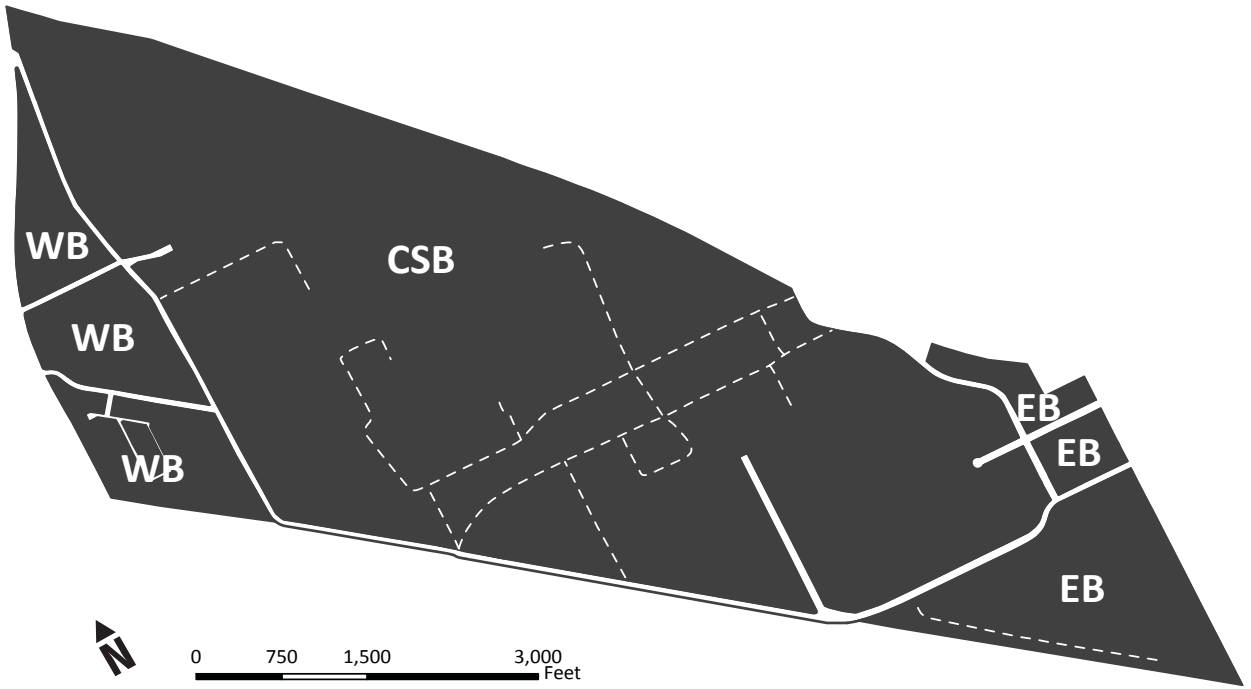


Figure 2-1: Block Structure

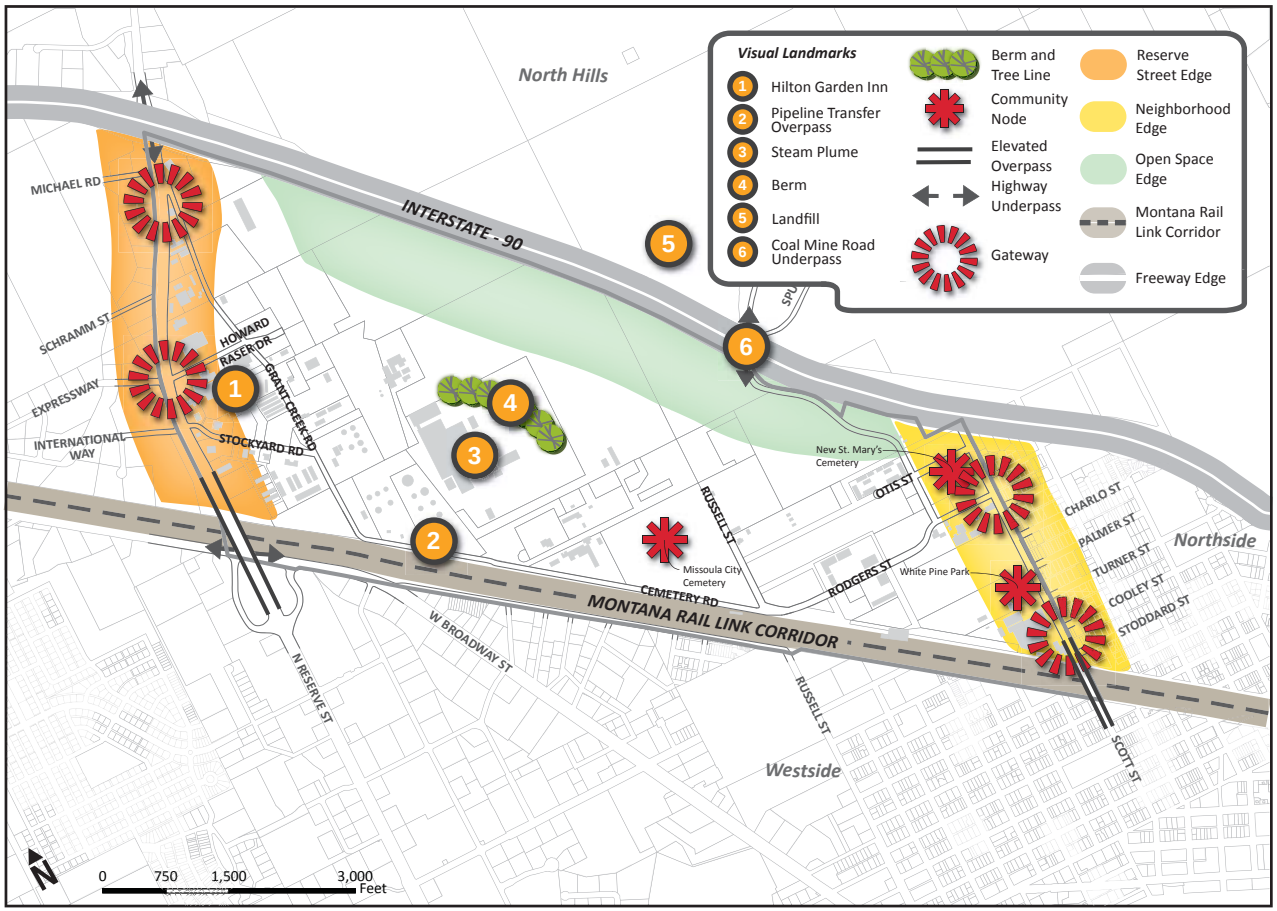


Figure 2-2: Physical Character

Physical Character

The key features that contribute to the physical character of the Plan Area are shown in Figure 2-2.

Visual Landmarks

"Visual Landmarks" are prominent visual features that can be seen from a distance and help orient people as they pass through the Plan Area or the surrounding neighborhood. Existing visual landmarks include those identified with numbered orange and black circles in Figure 2-2.

Hilton Garden Inn. At six stories, the Hilton Garden Inn is the tallest building in the Plan Area. It can be seen from many different points in the western portion of the Plan Area, and is a particularly prominent feature when viewed from Interstate 90.

Pipeline Transfer Overpass. The pipeline overpass over Raser Drive is a unique visual landmark where refined petroleum products are moved from the Yellowstone Pipeline into train cars for further shipment.

Steam Plume. An intermittent visual landmark in the Plan Area is the steam plume emitted by the Roseburg plant. When present, the steam plume can be seen from all over the Plan Area and even the surrounding neighborhoods. It is a familiar sight as travelers heading east on Interstate 90 arrive in Missoula.

Man-Made Berm and Tree Line. A man-made berm associated with the Roseburg Forest Products facility helps to create a visual barrier and contain sawdust associated with this heavy industrial manufacturing operation. This feature is visible from several points in and outside of the Plan Area and distinct due to its height and the row of trees planted at its apex.

Landfill. The Republic Services' landfill is located north, across Interstate 90, of the Plan Area. The landfill has altered the hillside and is visible from most of the Plan Area.

Coal Mine Road Underpass. The underpass is a prominent Visual Landmark on the north edge of the Plan Area. It marks the gateway to Coal Mine and Spurlock Roads as they continue up into the North Hills.

Community Nodes and Gateways

Community Nodes are public spaces that hold particular value for the community as gathering places or cultural heritage areas. Red asterisks in Figure 4 indicate Community Nodes.

Missoula City Cemetery. The Missoula City Cemetery has been a prominent element in the area for over a hundred years, and it represents a significant piece of Missoula history.

New Saint Mary's Cemetery. In the northeast corner of the Plan Area is the New Saint Mary's Cemetery, an extension of the Saint Mary's Cemetery on Turner Street. A large portion of the cemetery property is currently vacant.

White Pine Park. The White Pine Park is a relatively recent addition to the Plan Area, created in 2010 as part of the environmental remediation effort for the former industrial site. The park has enough space for two soccer fields, and is a recreational asset for the community.

Major Gateways into the Plan Area are indicated in Figure 2-2 with dashed red circles. The north end of North Reserve Street is a gateway to the commercial corridor from Interstate 90 and Grant Creek Road to the north. The signalized intersection of North Reserve Street and Howard Raser Drive is also a major gateway to the Plan Area's interior that provides the best access in and out of the Plan Area along North Reserve Street. Third, the intersection of Scott Street and Rodgers Street is a major gateway, as it is the principal entrance to the Plan Area from the east side. The fourth gateway is on the north side of the Scott Street bridge and is one of the entrances to the Northside Neighborhood.

Edges

"Edges" are urban elements that are either permeable or impermeable that impact the character, connectivity and overall experience of a space or district. Edges can act as seams that unite two areas or barriers that create visual or physical separations. As shown in Figure 4, the Plan Area contains several notable urban edges, all of which impact functionality and urban character. Major urban edges in the Plan Area include:

North Reserve Street. North Reserve Street is by far the widest road in the Plan Area. This road, while permeable, presents a strong edge at the western boundary of the Plan Area. Traffic can be quite heavy at peak times, which contributes to the strong barrier.

Neighborhood Edge. Scott Street serves as the eastern boundary of the Plan Area. Scott Street in combination with the line of residential properties on the east side of the street creates a clear and distinct edge, which is currently an abrupt transition while also creating a permeable edge.

Freeway Edge. The freeway runs east-west along the Plan Area northern boundary. The freeway is elevated from the Plan Area, creating a vertical dimension to the freeway edge in addition to the significance of the freeway travel lanes, creating a strong barrier.

Open Space Edge. Just south of the freeway edge is a significant band of open space that creates a buffer that is a permeable seam between the freeway and development in the interior of the Plan Area.

Montana Rail Link Corridor. The Montana Rail Link right-of-way and tracks create a distinct edge at the southern Plan Area boundary. The tracks, standing trains and roadside berms all contribute to a strong physical barrier.

Elevated Overpasses. There are two elevated vehicular overpasses that create vertical edges at the boundary of the Plan Area. These overpasses are located where Scott Street and North Reserve Street meet the railroad. Both create a hard barrier where the roadbed rises steeply from grade to cross over the tracks.

Figure 2-3: Streetscape and Character Types

Subareas and Corridors

The Plan Area is composed of a wide range of building and urban character types. An initial analysis indicates that there are generally six different character areas or "subareas" in the Plan Area. Each subarea shares characteristics in urban form, function and activity. The subareas also serve as an organizational tool for understanding and describing the urban design character of the Plan Area. Additional information on the subareas is found in Appendix A - Existing Conditions Report.

Each of the subareas also possesses a unique type of streetscape. A streetscape can be defined as the overall aesthetic character, physical configuration, and view of the street as experienced by a pedestrian, bicyclist or driver using the street. A streetscape includes several elements, including the adjacent uses at the edge of the street, such as buildings or parking lots, walking areas or sidewalks, landscaping or open space, or street trees; curb to curb features (on-street parking, on-street bike lanes, and vehicular travel lanes); and potentially medians or other aesthetic features. An initial analysis indicates there are at least six broad categories that characterize streetscapes in the Plan Area. These streetscape categories are shown in Figure 2-3.

Growth Policy

The City of Missoula Growth Policy was recently updated in November 2015. The plan provides a framework to guide future development while meeting the growth policy requirements as outlined in State law. The 2015 update continues Missoula's "Focus Inward" growth policy and is specifically for the City of Missoula. The Missoula County Growth Policy is in the process of being updated.

2015 City Growth Policy

Land use designations for the Plan Area recommend regional commercial and services uses between North Reserve Street and Grant Creek Road as well as in the northwest corner of the Plan Area. This designation is recommended to accommodate those uses that have special or extensive land use needs and impacts.

The central area of the Plan Area is designated for heavy industrial use and should accommodate industries that process large volumes of raw materials into refined products and/or that have significant external impacts. Much of the eastern portion of the Plan Area is recommended for light industrial development. These areas typically require large areas of land but, when clustered, services can be shared. The uses typically include manufacturing, distribution, research and development, office, and technology centers, light assembly, storage and support services to industry. These areas may successfully mix with other uses, given implementation of appropriate design standards.

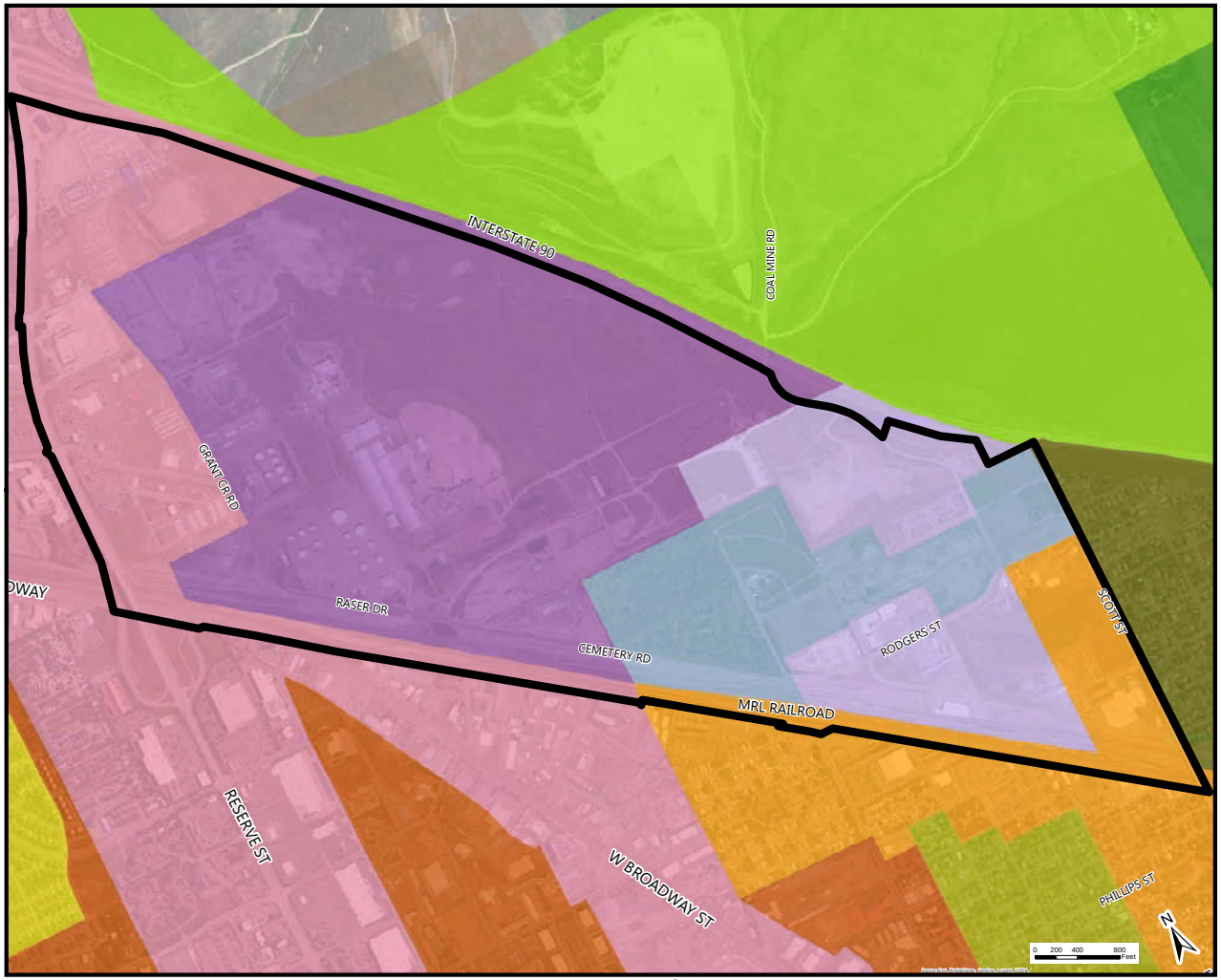


Figure 2-4: Existing Growth Policy Map

Source:
2015 Missoula Urban Area Future Land Use Designation Map

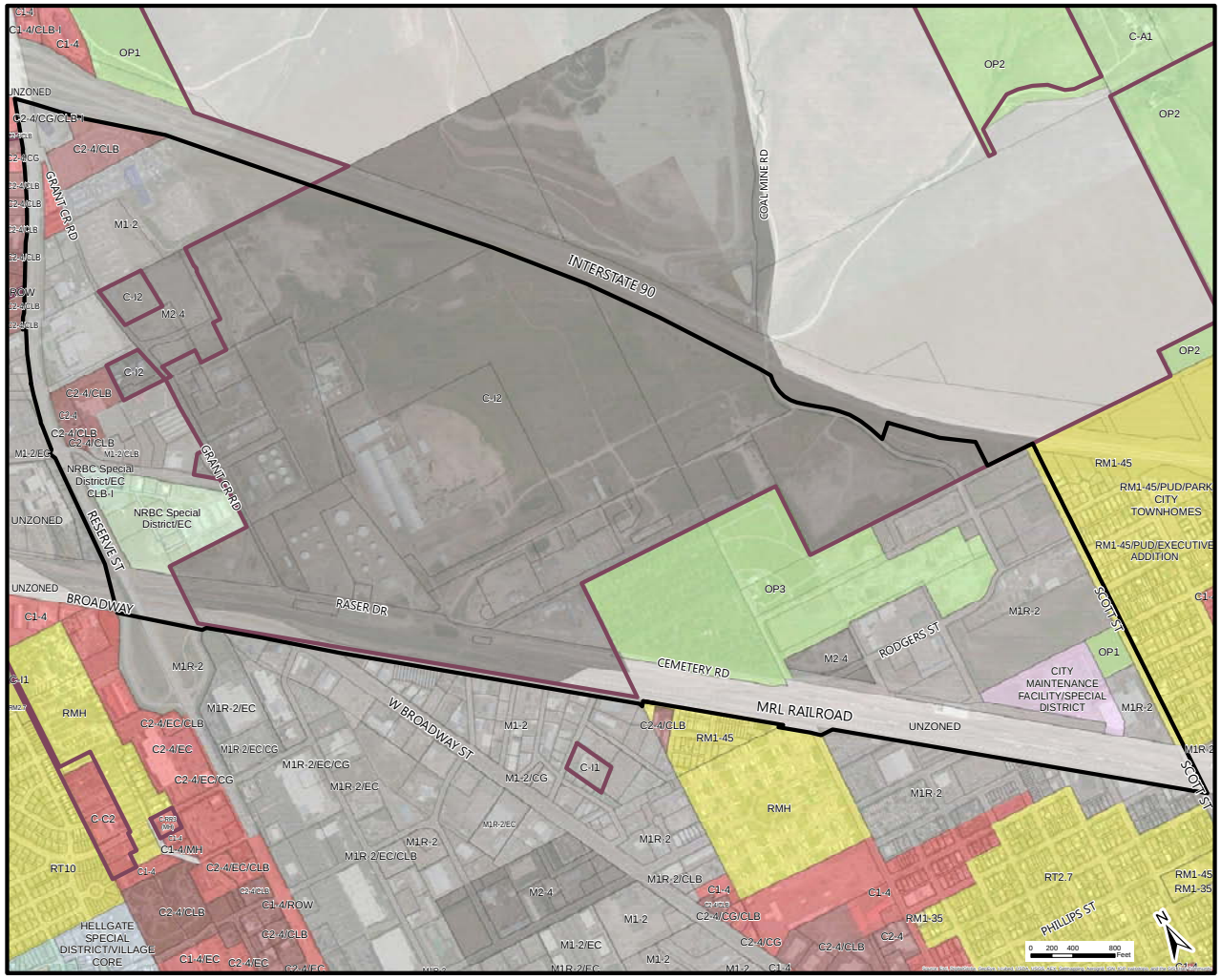


Figure 2-5: Existing Zoning Map

- Study Area
- Missoula City Limits

ZONING

- C-C2 - County - General Commercial
- C1 - Neighborhood Commercial
- C2 - Community Commercial
- RM1-45 - Residential
  One dwelling unit per 1,000 SF
- RM2.7 - Residential
  One dwelling unit per 2,700 SF
- RMH - Residential Manufactured Housing Park
- RT10 - Residential
  One dwelling unit per 10,000 SF
- C-A1 - County - Open and Resources
- OP1 - Open Space
- OP2 - Open and Resource Lands
- OP3 - Public Lands and Institutional
- C-I2 - County - Heavy Industrial
- M1 - Limited Industrial
- M1R - Limited Industrial - Residential
- M2 - Heavy Industrial
- City Maintenance Facility/ Special District
- Hellgate Special District/ Village Core
- Unzoned

Zoning

The Missoula Zoning Ordinance and Missoula County Zoning Resolution are in place to implement the policies and goals contained within the Growth Policy. The Plan Area is predominantly zoned for limited industrial or heavy industrial uses. These zones are primarily intended to accommodate manufacturing, warehousing, wholesale and industrial uses. The Plan Area includes both Missoula County industrial zoning and City of Missoula industrial zoning. This is important because Missoula County zoning only allows the permitted uses while the City of Missoula has pyramidal zoning that allows less intensive uses under the industrial districts. Additional zoning designations in the area accommodates open space, business, and commercial uses.

Industrial

The City of Missoula industrial district regulations are intended to promote the economic viability of manufacturing and industrial uses; encourage employment and growth; allow residential uses in the M1R district; and limit the encroachment of unplanned residential and other non-residential uses into M1- and M2-zoned areas. The central area of the Plan Area has a Missoula County zoning designation (C-I2) to accommodate heavy industrial uses including heavy manufacturing, processing, fabrication and assembly of products or materials, which can be employed in areas where the land is capable of sustaining such uses.

Existing Land Use

The existing land use is primarily commercial along the western edge of the Plan Area. The central area is industrial with a large vacant area along the northern boundary. The eastern portion of the Plan Area is a mix of several uses including quasi-public lands, industrial, residential, parks and vacant land. The existing land uses generally match the growth policy recommendations. The recent update to the growth policy modified the recommended uses in the northwest area to reflect the existing commercial uses. On the eastern side of the Plan Area, there are several incongruent uses where industrial, public lands, residential, and parks have developed inconsistently with the growth policy.

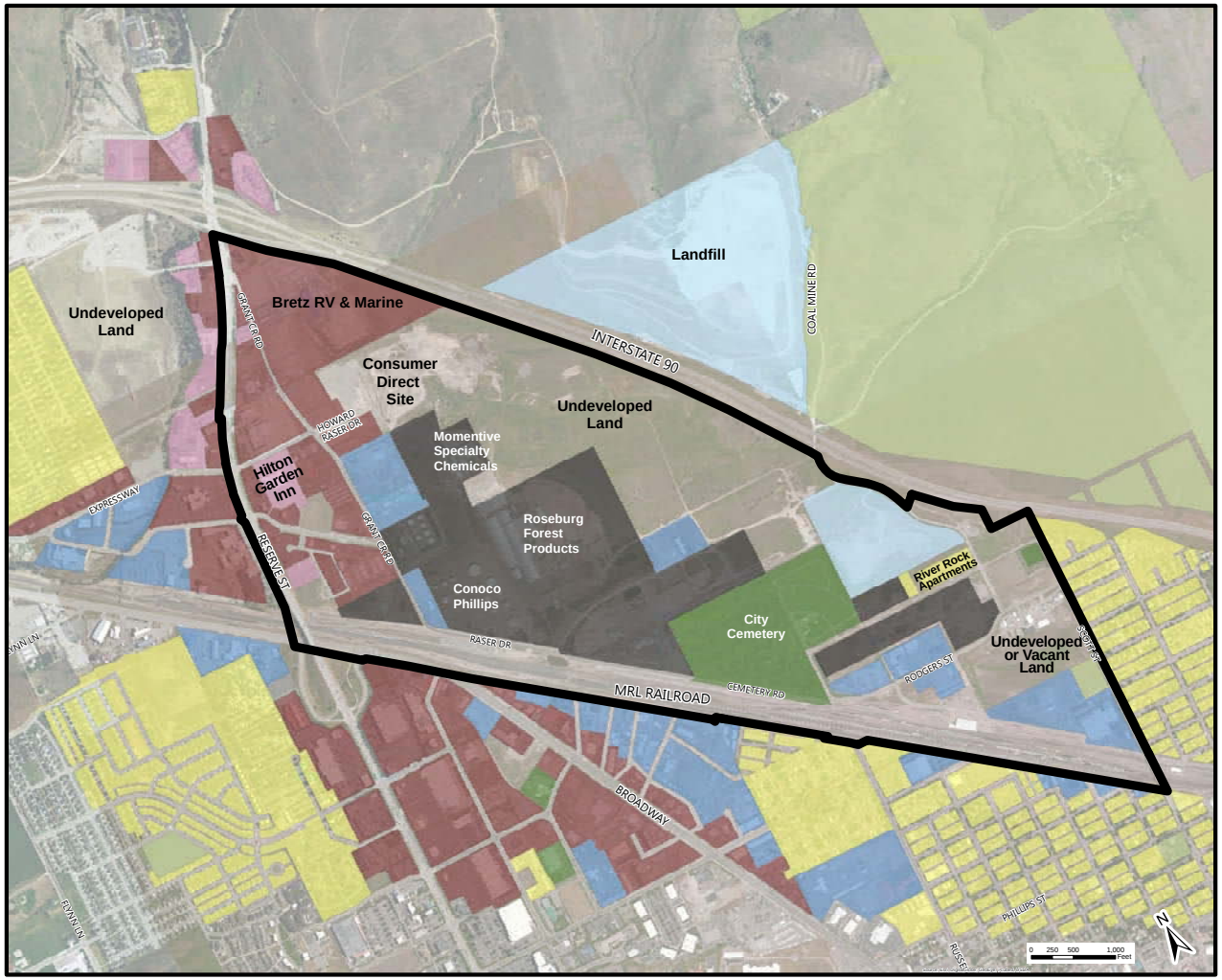


Figure 2-6: Existing Land Use Map

- Plan Area
- Residential
- Commercial
- Hotel
- Parks/Open Space
- Quasi-Public Lands & Institutions
- Light Industrial
- Heavy Industrial
- Landfill/Gravel Pit

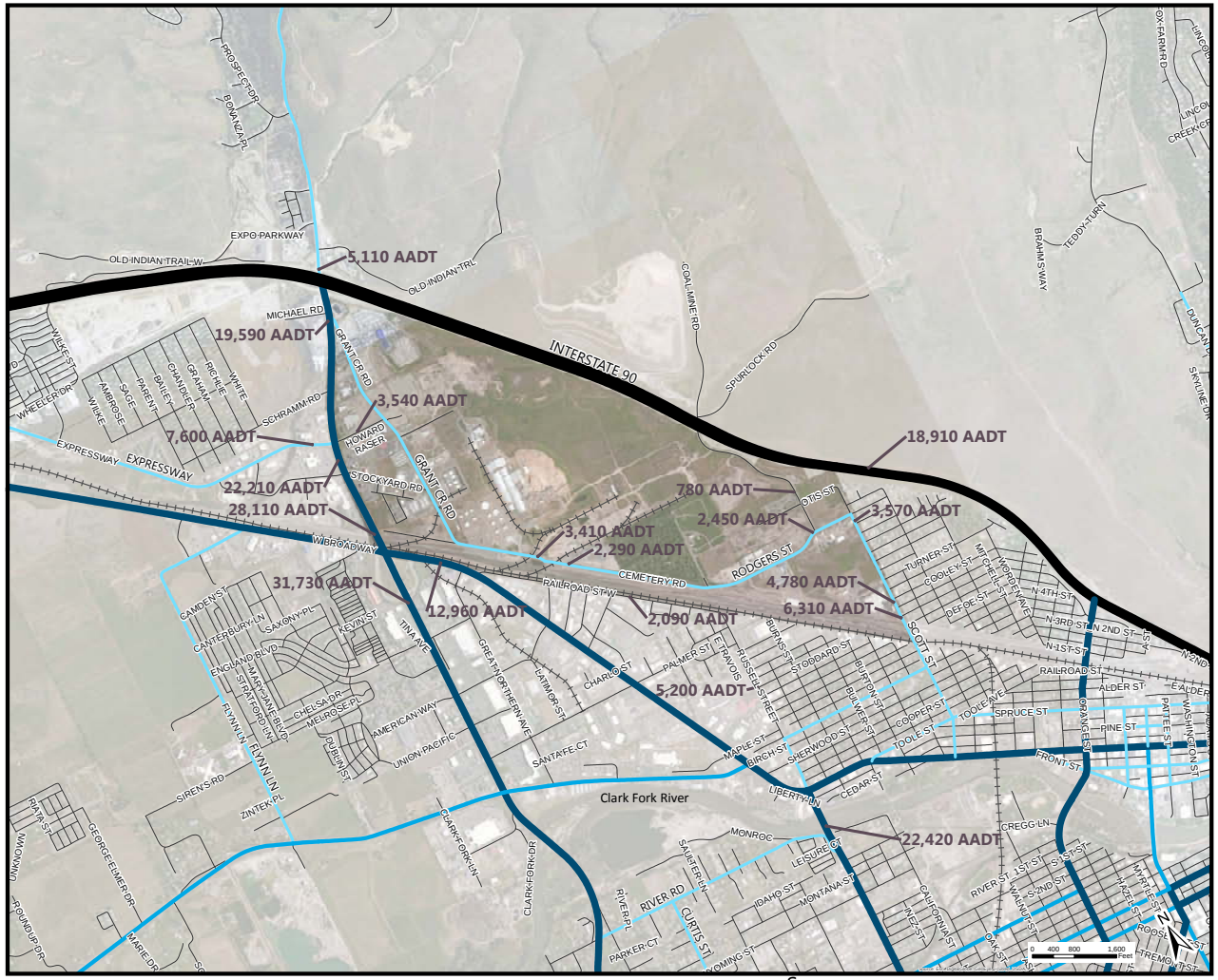


Figure 2-7: Existing Transportation Network Map

- Principal Arterial - Interstate
- Principal Arterial
- Minor Arterial
- Major Collector
- Local
- Railroads
- AADT 2014 Annual Average Daily Traffic

Source:
Montana Department of Transportation State-wide Traffic Count Site Map

Street Network

Only a limited street network exists within the Plan Area. The beginnings of a grid system exist along Reserve Street with Howard Raser Drive, Stockyard Road, and Grant Creek Road consisting of a collector road, Cemetery Road/Rodgers Street along the south edge of the Plan Area. The majority of the Plan Area is unserved or underserved by street network.

Transportation demand modeling performed by the City of Missoula shows—and experience confirms—that, with the exception of Reserve Street, uncongested conditions prevail on the streets within the Plan Area. Existing annual average daily traffic (AADT) volumes are shown in Figure 2-7. These volumes represent the total two-way 24-hour volume of motorized traffic, and are based on actual traffic counts conducted by the City of Missoula. This Figure also illustrates the classification of each street within the street network hierarchy.

Rail

The rail line that runs along the southern border of the Plan Area, shown in Figure 2-7, is owned by BNSF Railway and operated and maintained by Montana Rail Link. There are three rail spurs in the Plan Area. Two of the rail spurs cross Raser Drive and one crosses Grant Creek Road to provide rail service to the industrial users within the Plan Area.

Transit and Non-Motorized

There are limited transit and non-motorized facilities within the Plan Area. Bus routes run along North Reserve Street and Scott Street, the western and eastern edges of the Plan Area. There are also bike lanes running along North Reserve Street and Scott Street. There is an internal bike route along Rodgers Street and Howard Raser in the portions of the Plan Area that are within the City. This is an important east-west connection that could be greatly improved for bicycle and pedestrian connectivity and safety.

There are limited pedestrian facilities. Sidewalks can be found in most of the developed areas near North Reserve Street and along the residential neighborhood east of Scott Street. There are no trails in the Plan Area, but the potential to develop trail connections to existing nearby trails such as the Grant Creek Trail. The Grant Creek Trail begins at the Grant Creek and I-90 interchange in the northwest corner of the Plan Area. Additionally, the City of Missoula owns the historic Moon Randolph homestead in the North Hills at the terminus of Spurlock Road which makes potential access from the Coal Mine Road and I-90 intersection important for future public use of the North Hills.

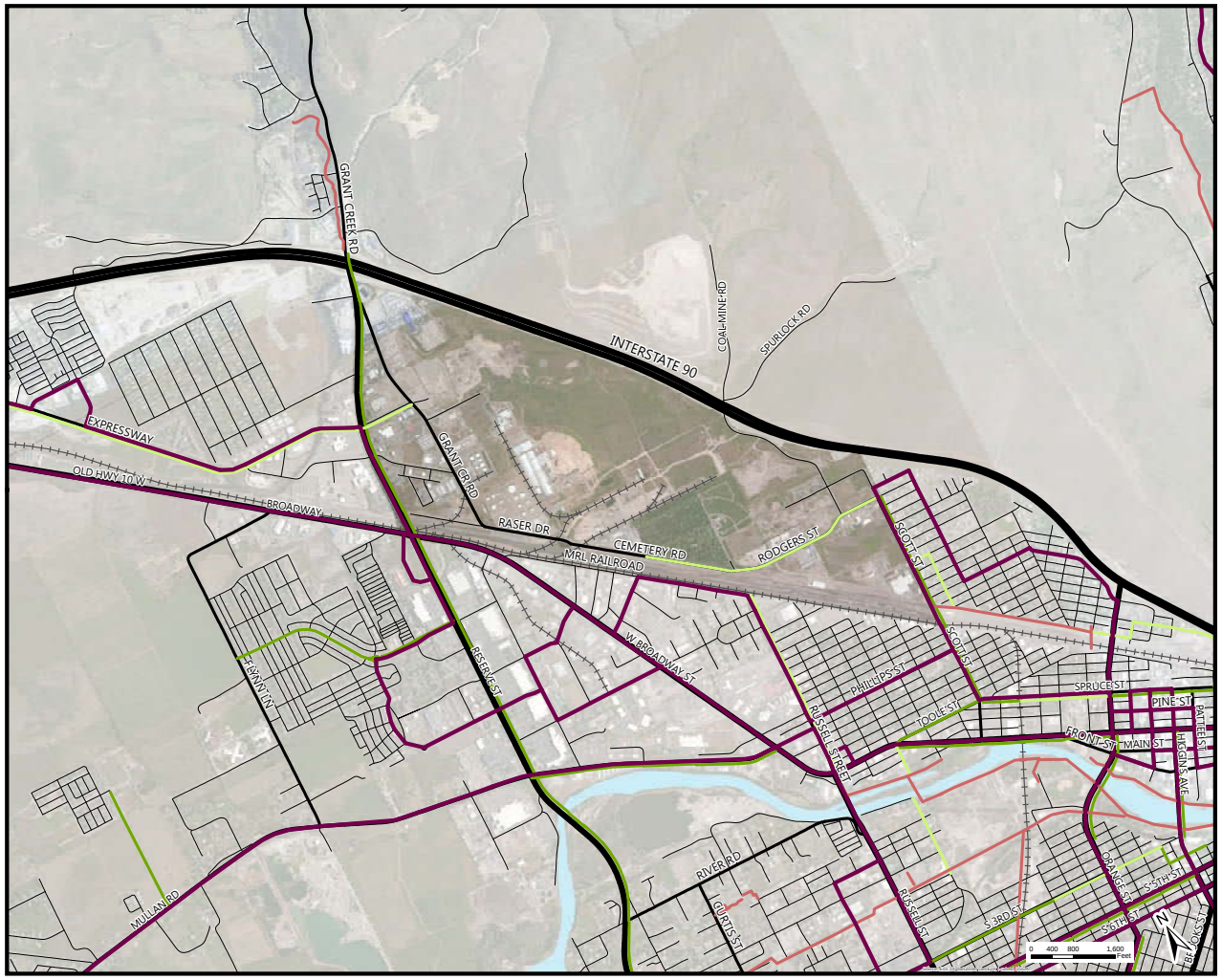


Figure 2-8: Existing Transit & Non-Motorized Map

- Mountain Line Bus Route
- Trails
- Bike Lane
- Bike Route

Utility Infrastructure

Water

Public water supply within the Plan Area and the City of Missoula is provided by Mountain Water Company. Water supply comes from multiple groundwater wells and an elevated, one million gallon storage reservoir. Water mains exist on the east and west sides of the Plan Area and have a static water pressure ranging from 54 psi to 88 psi. These mains can be extended to provide service to additional properties. Several fire hydrants are located off the existing water mains. Flow tests on these hydrants range from 1,500 gpm to 4,200 gpm and indicate that fire flows can be provided within the Plan Area. Yet, some of the newer, multi-story commercial buildings on the northwest portion of the Plan Area are needing to install fire pumps due to the lower water pressure in this area.

Sewer

The Plan Area is within the City of Missoula Wastewater Service Boundary and sewer service in the area is provided by the City. The main sewer interceptor in the area is an 18" main located within North Reserve Street that gravity flows to the Missoula Treatment Plant. Due to the topography, existing sewer collection mains adjacent to the west, south and east of the Plan Area are not conducive to gravity extensions and will require lift stations to support new development. The existing mains to the south and east are primarily small diameter force mains with limited capacity.

Storm Drain

There is no regional storm drain collection system serving the greater North Reserve/Scott Street area. The only storm drain lines in the vicinity of the Plan Area collect runoff from North Reserve Street and Broadway, conveying it to an outfall to the Clark Fork River. Storm runoff, for the majority of the surrounding area, is handled with infiltration sumps. The majority of the Plan Area consists of gravel soils, overlain with loam depths of 7"-24". These soils are conducive to use of infiltration sumps for storm water disposal utilizing City of Missoula standard sumps. The City is proposing a stormwater utility to address stormwater treatment city-wide.

Electric, Natural Gas, and Liquid Petroleum Pipeline

Electric and gas service for the Plan Area is provided by NorthWestern Energy. Electrical service is generally provided with overhead lines and three-phase electricity is currently available and used by many of the industrial buildings within the Plan Area. Two electric transmission lines cross the Plan Area, one near the northwest corner of the area and running south and east of the cemetery. These transmission lines cannot be used for service to the Plan Area and would be difficult to relocate.

Existing gas mains are located along the west, south and east of the Plan Area with several of these lines being four-inch lines or larger.

In addition to the existing NorthWestern Energy gas and electric lines, an existing petroleum line, owned by the Yellowstone Pipeline Company crosses the Plan Area from east to west. This pipeline is within an existing easement and is likely not feasible to relocate.

Communications

Nine different communication companies currently have facilities or provide service within the Plan Area. These providers offer a range of telephone and internet services including wireless, DSL, satellite, cable, and fiber optic. Both wired and wireless infrastructure is ultimately connected to the Internet backbone, which runs along Interstate 90. Service providers include:

- AT&T Mobility LLC
- Blackfoot Communications, Inc.
- Verizon Wireless
- Charter Communications, Inc.
- Cybernet1, Inc.
- Level 3 Communications, Inc.
- Rocky Mountain Internet
- SpeedConnect LLC
- CenturyLink

Similar to other parts of Missoula, broadband capacity exists within the Plan Area but lacks "last-mile" access and affordability for smaller businesses. A 2014 Next-Generation Broadband Feasibility Study reported that 38% of Missoula businesses said their Internet services were not currently meeting their needs due to inadequate speed or insufficient reliability. Of that percentage, 42% had not upgraded because services were not available and 42% had not upgraded because the price was too high.

Environmental Assessment Summary

Many large commercial and heavy industrial facilities have operated or continue to operate in and adjacent to the Plan Area. These facilities include a landfill, chemical manufacturing, particleboard and other manufacturing, bulk petroleum storage and transfer facilities, opencut mining, a railyard, and a major highway. Regular, daily operations of these facilities inherently include environmental risks, including actual or potential releases of hazardous material to the environment via spills, emissions, discharges, or mishandling.

Historically, multiple releases to the environment have resulted in localized areas within the Plan Area where the soil and/or groundwater is contaminated and presents a threat to human health or the environment. All of the documented historic releases within the Plan Area are either undergoing active remediation efforts or are being monitored or otherwise managed by regulatory agencies including the Montana Department of Environmental Quality (DEQ) and the Missoula City-County Health Department, or some other governmental entity. These actions have controlled and decreased the size of the contaminated areas and affected media. DEQ documentation shows that the plumes of contaminated groundwater at several locations have been shrinking and that the remediation efforts are working. Continued management of these releases will limit the environmental risks associated with these releases in the future.

Currently, the facilities that continue to operate in and adjacent to the Plan Area operate under multiple permits to govern potentially dangerous activities and to monitor emissions to the air, surface waters, and subsurface. Refer to the North Reserve|Scott Street Environmental Site Assessment for additional information.

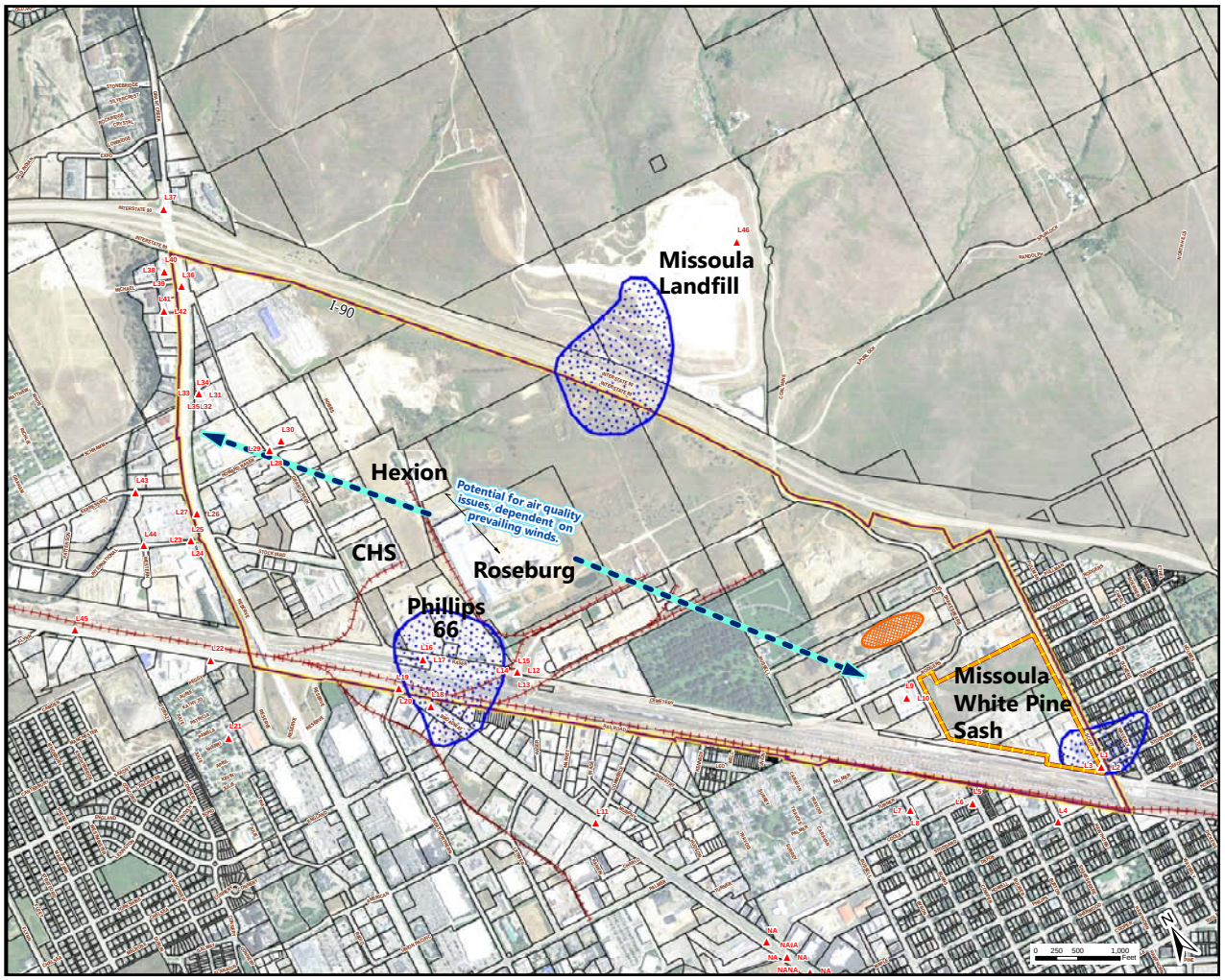


Figure 2-9: Environmental Risks Map

"L" DEQ: Recorded LUST Site
Prevailing Winds Trend SE or NW
Approx. Location of Closed Landfill
Active CECRA Facility
Existing Groundwater Contamination
Railroads
Plan Area
Parcels

Market Demand Summary

A Preliminary Market Study conducted by Urban Advisors was completed with the purpose of estimating the potential for redevelopment of the Plan Area. The study evaluated the potential for more intense area development that could include mixed use and residential development in concert with existing retail, office, lodging and industrial uses. The study also analyzed the potential land uses that might locate appropriately near heavy industrial users to buffer the site without disrupting operations or the efficiency of current industrial use.

Housing Trends

While there is limited data in the Plan Area, since there are few households, the demographics from the neighborhood just east of the Plan Area provided information on population trends. Population by age for the area east of Scott Street show that one-third of growth is in senior households. Change by age cohort and income reveals that many of these senior households by 2020 will be low income with annual income of less than $25,000 per household. At the same time, cohorts other than seniors show rising middle-income households with the greatest growth occurring at annual incomes between $50,000 and $74,999 annually.

Household change for the Missoula Metropolitan Statistical Area (MSA) indicates the largest growth is in households with incomes between $75,000 and $149,999. At the same time, 83 percent of that growth is in households 65 years of age and older. This may offer an opportunity for senior and empty nester housing at higher income ranges than the average for the MSA.

Retail Services

The data makes clear that Missoula is now and in the future will be a destination; locations with gateway access can be expected to capture significant outside spending.

The Missoula Montana MSA captures more sales than there is demand for in the MSA. While this might imply that there is no demand for future retail space, income in the MSA is rising faster than inflation and thus it may be possible to support new space based upon the rise in aggregate income. There is potential for 187,000 sf of retail space.

Some of this future spending will be captured by existing businesses, but the magnitude of change does indicate potential for retail infill in the Plan Area. Future potential for these services in the Plan Area will depend upon the design proposed and the utility or critical mass and the type and quality of the retail services offered.

Office

Projections show there is current potential for between 425,000 and 530,000 sf of commercial space in office categories. This does not include retail, restaurant and other non-office categories.

Industrial Uses

Retaining heavy industrial uses, such as Roseburg Forest Products, as a business and local employer is important to the of Missoula. Among the potential land uses that might be located adjoining heavy industrial uses, it is necessary that they do not create constraints for the operation of an industrial site. Residential directly adjoining may not be appropriate due to safety issues such as unfettered rail and truck access, operating hours that may conflict with residential, noise and possibly the presence of children in the area. Similarly, placing retail next to the industrial sites may introduce undesirable traffic conflicts between retail customers in autos and heavy trucks. Placement of retail and residential in the Plan Area may require buffering land uses between the industrial sites and these uses.

There are industrial uses that can coexist with the existing industrial users. Many industrial uses are now more akin to idea factories than to traditional heavy industry, even though the classification of use may remain the same. Such uses include office space with computers along with fabrication space for parts or modules that use software and designs created on site. Research and development may also be an appropriate use as a transition to other land uses. There are uses such as warehouse and distribution that can act as a one sided buffer facing the heavy industrial use, while the rear side can be buffered from residential or retail uses by appropriate uses.

Refer to Appendix C: Market Overview and Land Use for additional information.

Constraints Overview

The Plan Area has many constraints that may limit future development and affect adjacent uses. Figure 2-10 illustrates the physical, environmental, and land use constraints. The physical constraints include the major transportation corridors that act as barriers and create noise and existing utilities such as the Yellowstone Pipeline that is located within a 50' easement. Environmental concerns include air quality issues, groundwater contamination, a closed landfill and hazardous materials handling and storage.

Additionally, there are properties that have minimal development potential, such as the cemeteries, and properties that have either recently developed or have existing major development that are unlikely to redevelop in the near future.

These constraints were important considerations in the development of the Plan Concept.

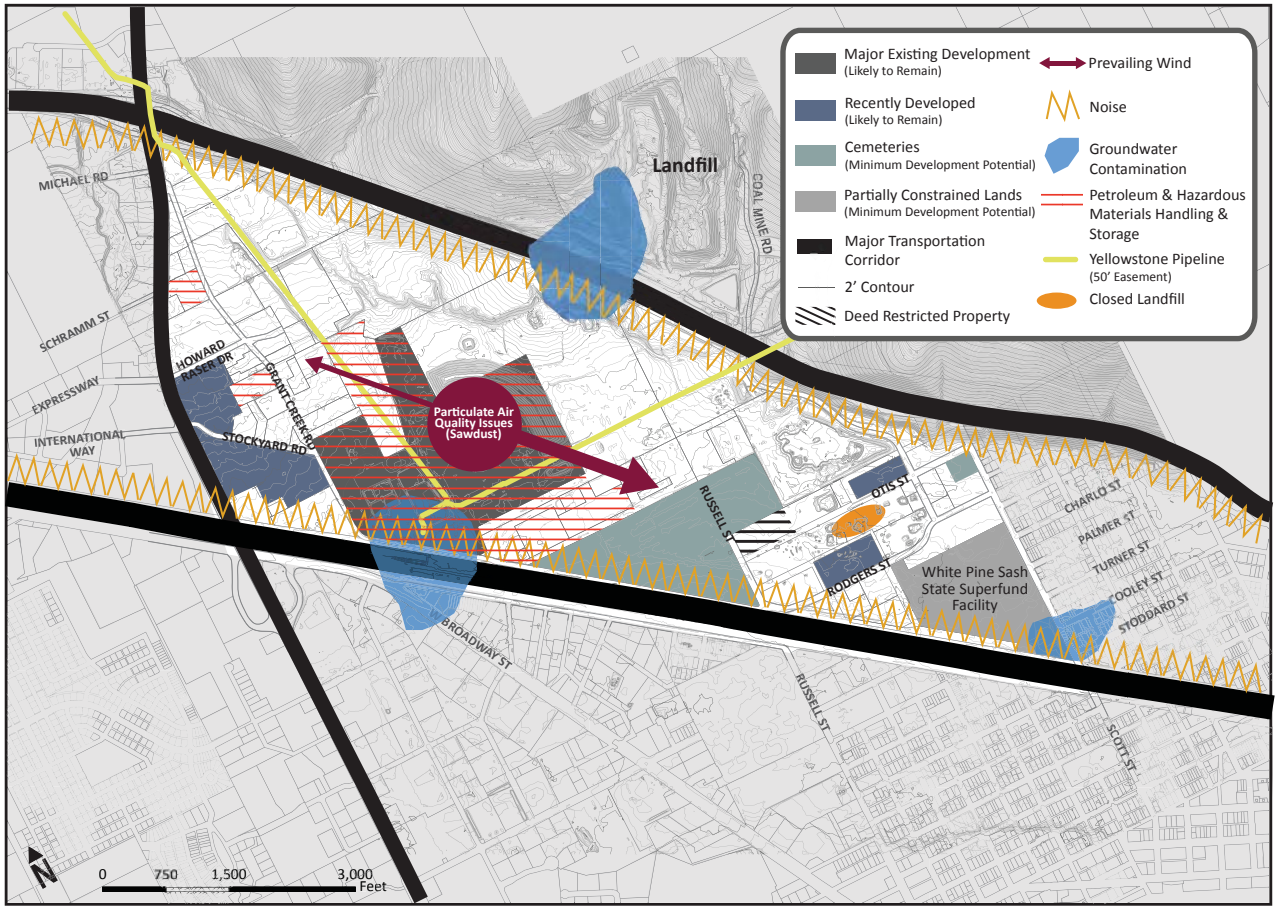


Figure 2-10: Plan Area Constraints

Chapter 3: Plan Vision

Vision Statement

As one of the largest underdeveloped areas in the Missoula urban area, the North Reserve|Scott Street Urban Renewal District presents a rare opportunity to build on successful industries, businesses and neighborhoods in close proximity to each other and to other parts of town. The vision, at its core, seeks to create an interconnected liveable neighborhood and business district that maximizes economic opportunities and creates a unique destination for Missoula.

This chapter describes the community-driven vision for the North Reserve|Scott Street Master Plan Area. The vision articulated in this chapter is based on input received from Missoula Redevelopment Agency staff, the Technical Advisory Committee, focus group participants, community workshop participants and stakeholder interviews. The content in this chapter is intentionally broad, focusing on a "big picture" vision for the area.

This chapter includes two major sections:

- Plan Vision
- Overarching Principles

Plan Vision

When one experiences the Plan Area today, it becomes apparent that there are three distinct areas that are well defined, but not well connected to one another or to Missoula. This section articulates a vision that embraces the character of each area, by creating three unique sub-districts: the Reserve Street District, the Industrial Core, and the Scott Street District -- each with its own identity and specific land use recommendations. Figure 3-1 illustrates some of the key elements of the vision including the organization of the area into the three districts as well as the creation of an open space system.

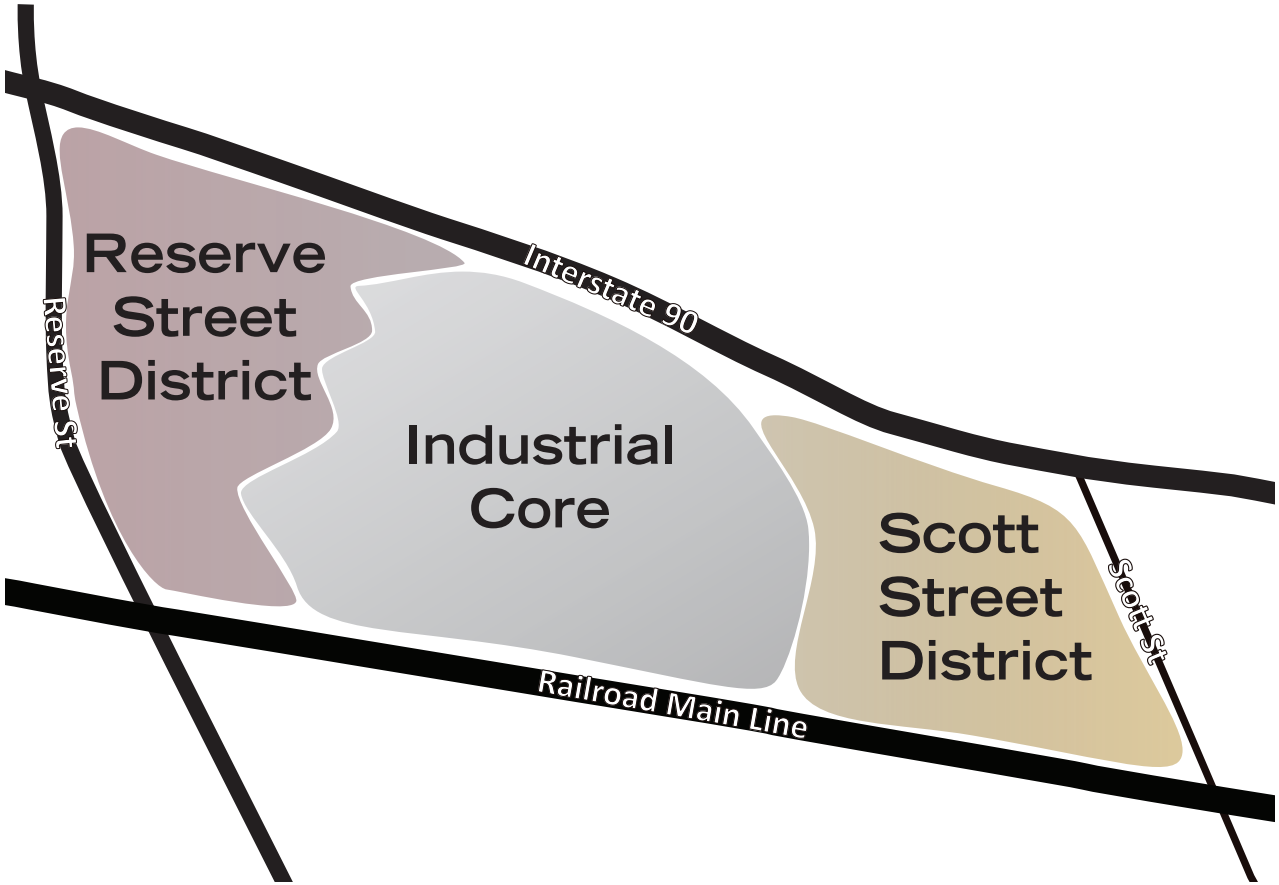


Figure 3-1: Plan Area Districts

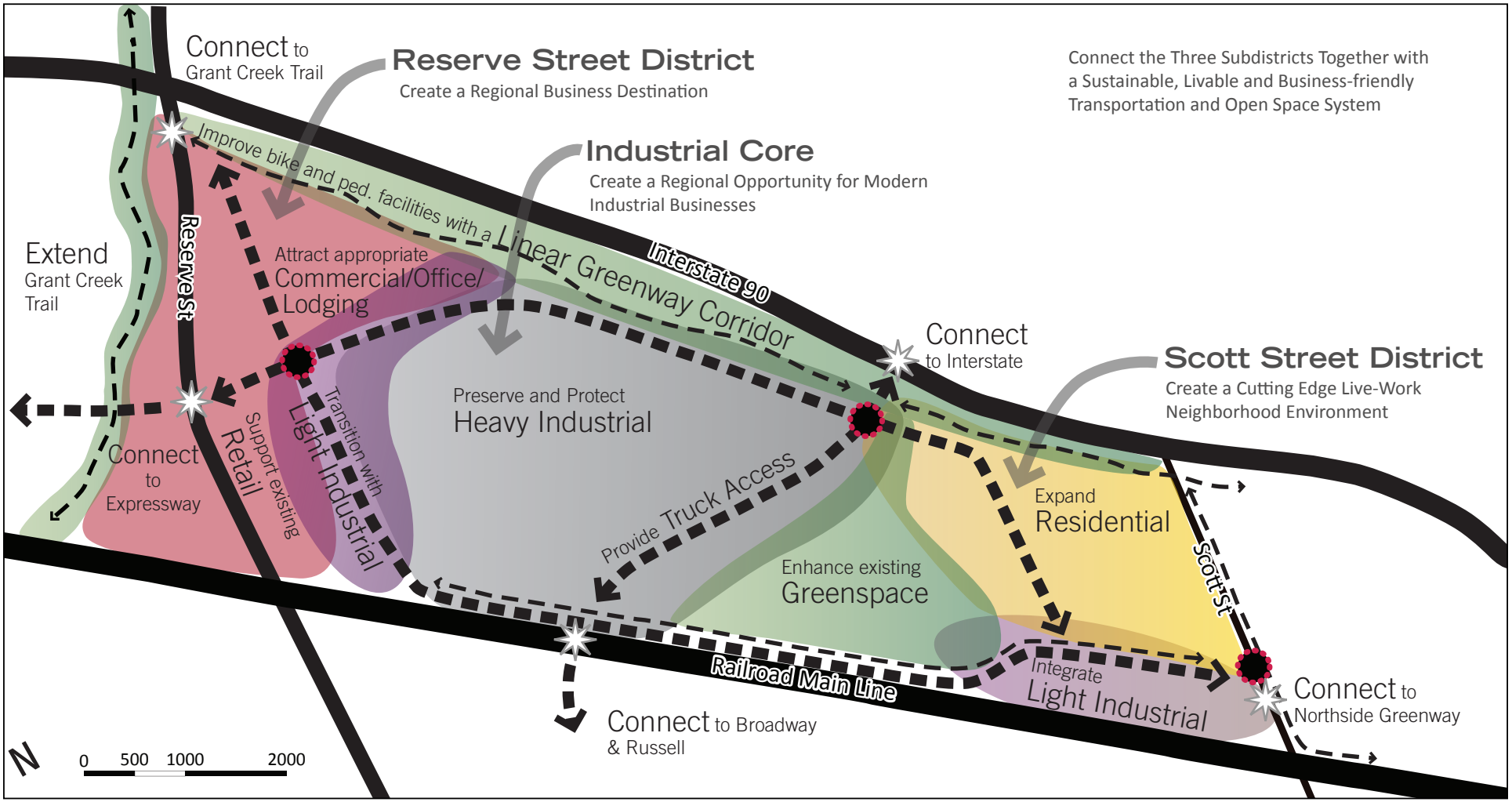


Figure 3-2: Plan Vision

Create a Citywide and Regional Business Destination in the Reserve Street District

The Reserve Street District has seen recent investment from the lodging, auto-oriented retail and health care service sectors. Meanwhile, Bretz RV & Marine has provided a strong anchor for the area with a successful land extensive commercial business for years.

Under this Master Plan, this area will evolve into a citywide and regional business destination that is complementary to other business districts in Missoula. The Reserve Street District will be celebrated by the community as a multi-functional business district that offers unique shopping, dining, lodging and appropriate residential opportunities that take advantage of Reserve Street and the close proximity to I-90, and provide support for business activities.

The Reserve Street District will be a multi-functional business district that offers unique shopping, dining, lodging and professional offices.

The Industrial Core should remain industrial in character and provide a destination for heavy industrial users.

Create a Regional Opportunity for Modern Industrial Businesses in the Industrial Core

The Industrial Core is home to a strong array of heavy industrial businesses that provide important jobs for Missoulians and stimulate the local economy. Roseburg Forest Products, Phillips 66 and Montana Rail Link, to name a few, provide strong technology driven industrial anchors for the Industrial Core. These businesses and others are pushing the limits in terms of developing new technologies and innovative operations in the industrial sector. Business amenities like freeway access and railway connectivity bolster opportunities to expand industrial innovation.

Under this Plan, improved transportation connections to the freeway and road network will help to cultivate these and similar operations. Additionally, bicycle paths, open spaces and other new features will create attractive amenities for industrial employees. The Industrial Core will remain industrial in its character, providing a premier destination for heavy industrial businesses to expand or relocate. The Industrial Core should be marketed as THE place to conduct industrial operations in the County.

Create a Cutting Edge Live/Work Neighborhood Environment in the Scott Street District

Missoula's rail corridor has a rich history of integrating work and home. In fact, Northside Neighborhood residents have worked at industrial businesses along the rail corridor for decades. This Master Plan embraces this tradition by calling for the establishment of a modern neighborhood that combines commercial operations and residential units under a single roof. Live/Work areas should be rich residential neighborhoods that respect and respond to the character of the Northside Neighborhood and provide a mix of housing opportunities. Live/Work developments, new apartments, townhomes, and condominiums will help to transition between purely commercial and purely residential areas, but keep them connected through shared amenities, such as a small community retail and open space node along Scott Street.

Live/Work development provides opportunities for small scale manufacturing and residences under one roof.

Live/Work developments will help to transition between light industrial and purely residential areas.

The Master Plan seeks to integrate the three districts with an interconnected transportation and open space system.

Connect the three Districts Together with a Sustainable, Livable and Business friendly Transportation and Open Space System

With a strong vision for the Industrial Core, Reserve Street District and Scott Street District in place, the Master Plan seeks to integrate the three Districts with an interconnected transportation and open space system that also includes enhanced connections to regional systems and destinations. The Plan Area transportation system will be redesigned to increase user options, relieve congestion and provide for safe business operations, all while establishing stronger bicycle and pedestrian connectivity and mitigating the impacts of truck traffic on residential areas. An integrated open space system will provide amenities, enhance the existing cemetery open spaces, coordinate with the circulation system, act as a buffer between incompatible land uses and provide opportunities for sustainable approaches to storm water management. The enhanced Plan Area open space system will attract businesses, employees and residents to the area, helping it reach its full potential.

Overarching North Reserve|Scott Street Principles

The following Overarching Principles serve as a framework for the more specific land use, circulation, and urban design concepts that follow in subsequent chapters; expanding on the Plan Vision described above. New development and public improvements that are consistent with these Principles should be prioritized.

Recognize the Importance of the Plan Area to Missoula and the Region

- Understand the critical nature of the Plan Area's future, both for its ability to provide an opportunity and the potential impacts of its development.
- Consider how the development of this area will impact the citywide and regional transportation system, including traffic on Reserve Street. Plan for the area to facilitate regional connections between Downtown, I-90, Missoula County Development Park, the airport and recreational destinations.
- Evaluate potential land uses carefully to ensure that there are not other places more suitable in the City, including consideration of whether amenities and infrastructure exist or are planned to support a given land use.
- Provide a regional opportunity for heavy industrial uses. Land that is suitable for heavy industry with great transportation access like the Plan Area is scarce in the region. Market the Industrial Core as an opportunity for heavy industrial users, including those that may currently be inappropriately located in Missoula that could relocate to the Plan Area.

Create Short-Term Flexibility and Long-Term Opportunities for Property Owners

- Understand that not everything will happen at once, things will take time.
- Identify opportunities for landowners to maximize redevelopment opportunities when ready.
- Work along existing property lines to establish infrastructure where possible, unless land assembly opportunities present chances to reconsider this.

Preserve Opportunities for Existing and Future Heavy Industrial Users to Thrive

- Encourage existing heavy industrial business operations to continue.
- Identify complementary uses that will interact well with heavy industrial users.
- Consider safety and security related to industrial operations in Plan Area design.
- Buffer heavy industrial users from office, retail and residential uses with transitional light industry.
- Allow for appropriate rail and truck transportation routes, crossings and rail spurs.

Preserve opportunities for existing heavy industrial users to thrive.

Market the Industrial Core as an opportunity for new industrial users.

Respond Appropriately to Context

- Consider adjacent established land uses in Plan Area design.
- Design infill development in the Plan Area to knit together currently disconnected areas.
- Plan and design eastern and western portions of the Plan Area to respond to the character on the "other side of the street" (west side of Reserve and Northside Neighborhood).

Transition Appropriately between Uses

- Ensure that compatible transitions are established between land uses.
- Provide land use transitions and/or physical buffers between incompatible uses (no heavy industrial next to residential, etc.).
- When necessary, use design mechanisms to establish transitions, such as utilizing open space buffers/screening or step downs in form/scale.

Create a Dynamic District where both Businesses and Missoulians can Thrive

- Harness an opportunity to continue a tradition of living and working along Missoula's rail corridor.
- Celebrate this history by creating a district where people can raise families, buy their first home, operate or start a business, share a meal with friends, pioneer industrial production technologies, or get a great new job.
- Promote opportunities for people to handle day-to-day activities without leaving the district.
- Recognize the Plan Area as three distinct districts; the Industrial Core, Reserve Street District and Scott Street District. Promote opportunities for these districts to complement and connect with one another and plan for a complementary land use mix within each district.
- Create activity centers in the Plan Area that complement and connect with other activity centers in the City, such as Downtown.
- Seek opportunities to establish and incorporate business- and resident-friendly telecommunications and internet infrastructure technology, such as broadband, fiber optic cable or other options.

Create an Integrated, Multi-functional Open Space System

- Create a connected system of open spaces that spans the Plan Area from east to west.
- Use open spaces as amenities for employees.
- Use open spaces as amenities for residents.
- Use open spaces as buffers when appropriate.
- Create opportunities for a range of open space types.
- Connect proposed open space with existing open spaces outside the Plan Area.

Ensure that Private Development AND Public Improvements Work Together to Create a Well-Designed Plan Area

- Create a set of distinct districts and nodes in the Plan Area that are distinguishable and memorable.
- Connect districts through a multi-modal circulation network that creates a unique experience for users.
- Demand that private development contribute to great streets and other inviting public areas.
- Establish well designed public areas that complement private development.
- Ensure that designs reflect Missoula's unique character.
- Enhance existing Plan Area landmarks by incorporating them into future designs.
- Establish a walkable and interconnected system of blocks and streets.
- Ensure that high-quality design responds to the area's gateway location and its visibility from I-90.

Support the Plan Area with an Interconnected, Multi-Modal Transportation System that is Convenient for All Travel Modes

- Balance the needs of pedestrians, bicyclists, automobiles and transit services.
- Ensure adequate facilities are provided to serve businesses, residents, employees and visitors in a functional, safe, business-friendly and neighborhood-friendly circulation system.
- Ensure that new development and public improvements are designed to facilitate excellent pedestrian and bicycle circulation, thereby creating more lucrative Plan Area development opportunities.
- Seek to limit vehicular congestion by providing multiple circulation options within the Plan Area and investing in smart infrastructure upgrades that directly support the Plan's vision.

Chapter 4: Plan Concept

Building on the vision described in Chapter 3, the Plan Concept establishes long-range goals for future land use, circulation and urban design within the Plan Area.

The Plan Concept focuses on five major elements:

- Establishing Appropriate Land Uses
- Circulation Within and Outside the Plan Area
- Design in the Public Realm
- Design in the Private Realm
- Phasing

Land Use Concept

This section describes the land use concept for the Plan Area, including descriptions for individual land use categories shown in Figure 4-1. The land use concept preserves options for responsible, organized development to occur in the future. As uses naturally change over time, new transportation connections will be necessary to support the plan vision. These connections will require acquisition or dedication of new public right-of-ways and should be designed to enhance opportunities for the properties they serve.

As shown in Figure 4-1, the Master Plan calls for a mix of commercial uses in the Reserve Street District. A Corridor Retail area should be enhanced along Reserve Street with hotels, dining and entertainment uses. A new Office center is proposed for the center of the Reserve Street District, building on recent office-oriented investment. Between the retail and office areas, a "band" of flexible Transitional Commercial land use allows a wide variety of commercial uses and potential for upper floor residential units to complement both retail or office development. A similar "band" of Transitional Industrial uses is proposed in the Reserve Street District along the western edge of the Industrial Core to accommodate light industrial and other uses that are compatible with the heavy industrial activities in the Industrial Core. Open Space/Park uses, including parks, plazas and greenways, are proposed throughout the Reserve Street District to complement primary land uses.

In the Industrial Core, the Master Plan calls for preserving industrial uses, including heavy industrial operations and uses that directly complement heavy industrial operations.

In the Scott Street District, the Master Plan calls for a mix of Residential, Live/Work and Transitional Industrial uses. Transitional Industrial uses are concentrated along the rail corridor. Residential areas are concentrated in the center of the Scott Street District. Residential areas are buffered from Transitional Industrial areas with Live/Work uses. Live/Work uses also buffer the Residential areas from the I-90 Freeway. Open Space/Parks and Neighborhood Commercial uses provide amenities and community focal points for the Scott Street District.

In some cases, the land uses and business types proposed in the Plan Area are similar in nature to other residential and business nodes throughout the City of Missoula. However, the mix of uses proposed and constraints and opportunities associated with the Plan Area make it unique within the City and region. Available land for redevelopment, access to transportation, and the area's function as a gateway from I-90 are just a few qualities that make the area a special opportunity for Missoula. The Plan Area should complement rather than compete with other mixed use areas throughout the City.

Public and private improvements will occur incrementally and strategically, rather than all at once. The sequence of improvements will most likely be heavily determined by market conditions as well as the preferences of private property owners.

More specific recommendations regarding each land use category shown in Figure 4-1 are provided on the following pages.

More detailed, district-specific objectives, concepts and recommendations are provided in Chapter 5: Land Use and Urban Design.

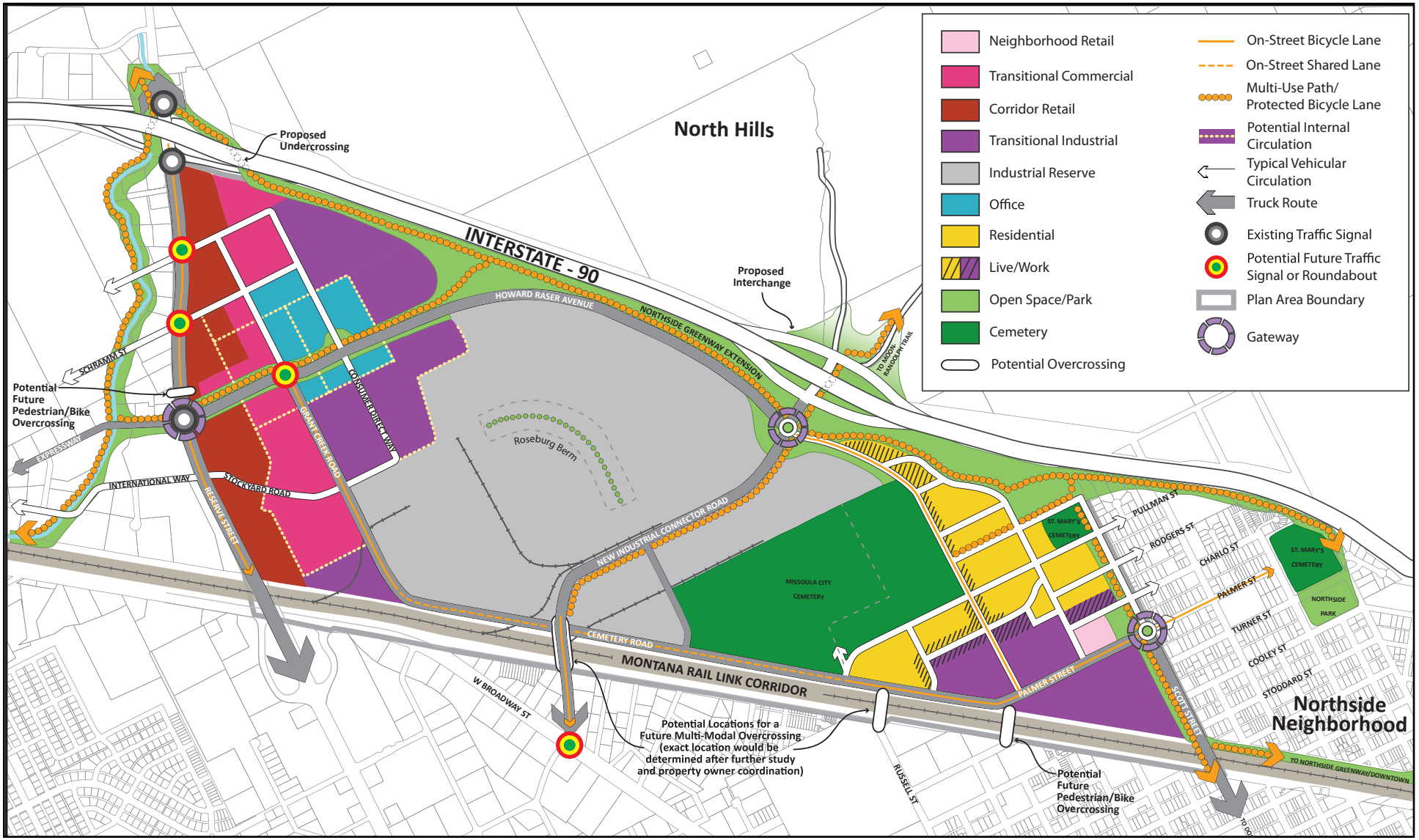


Figure 4-1: The Plan Concept Map represents the long-range goals for land use, circulation and connectivity as the Plan Area develops.

Corridor Retail

Corridor Retail includes commercial uses that are designed to take advantage of the traffic flow and high visibility along the Reserve Street and I-90 corridors. Potential uses include retail shopping, services, land intensive sales (like car dealerships), entertainment (such as theaters or indoor recreation uses), dining and lodging.

Corridor Retail areas are also appropriate for uses that support potential residential proposed within the Transitional Commercial category described in the next section. Ideally support services will serve adjacent residential as well as the employment uses and the regional customer base. These multi-functional support uses may include grocery stores, dry cleaning services, and other similar day-to-day retail and service activities.

Transitional Commercial

Transitional Commercial is intended to aid the transition from the retail-focused area along Reserve Street to the Office core and Transitional Industrial areas to the east. This land use category is intended to accommodate the majority of uses intended for Office and Corridor Retail, but will also allow upper floor residential units.

The Corridor Retail Land Use Category is intended to accommodate a variety of retail (left), hotel (middle), and land intensive sales (right) uses.

Office

Office is intended to accommodate a combination of larger scale professional offices and commercial uses. Office uses include professional offices that focus on providing services, as well as corporate offices for commercial or industrial businesses. Uses in the Office category typically have higher employment densities since their businesses are employee-driven. Potential office tenants include companies involved in technology, industrial manufacturing, transportation, building supply, construction, professional consulting services and health services. Successful modern office development in the Reserve Street District will depend partially on efficient multi-modal transportation access and amenities that make the location attractive. These facilities are strongly recommended for the area and are elaborated on in great detail throughout the remaining sections of this Master Plan.

Transitional Industrial

Transitional Industrial is intended to accommodate lighter industrial and commercial uses that focus on light manufacturing, indoor storage, research and development and other operations that are mildly intensive in nature, but do not have strong visual or physical impacts on their surroundings. Uses in the Transitional Industrial area will serve as a transition between more intensive heavy industrial operations and sensitive areas, such as Corridor Retail, Office or Residential.

Office.

Transitional Industrial.

Industrial Reserve

Industrial Reserve is intended to accommodate existing heavy industrial uses and their potential expansion, as well as professional offices that are directly associated with, but subordinate to primary heavy industrial operations. Industrial Reserve areas accommodate businesses that conduct intensive manufacturing, production, distribution or storage.

Live/Work Residential

Live/Work is a specialized category that mixes elements of Transitional Industrial and Residential. Live/Work units combine limited assembly, art space, light manufacturing or other similar activities with living areas in the same building. Live/work spaces provide opportunities for entrepreneurs or small business owners to invest in space that can meet their business and living needs in one location, making these endeavors more economical. Live/work units typically provide a commercial storefront or working area on the ground floor and residential space on the upper floor.

The Industrial Reserve Land Use Category accommodates heavy industrial uses, such as warehousing, manufacturing and materials storage.

Live/Work units incorporate light manufacturing and residential uses within the same space.

Residential

Residential is intended to accommodate a mix of residential building types that complement the residential character and tradition of the Northside Neighborhood and take advantage of direct access to Downtown and existing nearby parks. Residential uses will range from small lot single family homes to moderate density residential apartments and condominiums. Development will also include a mix of subsidized affordable housing and market-rate workforce housing.

Residential areas anticipate both single-family and multi-family development.

Neighborhood Retail

Neighborhood Retail includes small scale commercial uses that are intended to take advantage of the presence of nearby residences. Potential uses include small cafes, neighborhood groceries, coffee shops or dry cleaners. Businesses in the Neighborhood Retail area should primarily serve residents and employees in the Plan Area and immediate surrounding neighborhoods.

Neighborhood Retail development will serve the surrounding residential neighborhoods.

Open Space/Park/Cemetery

Open Spaces are areas largely without buildings that offer aesthetic and physical relief from surrounding urban and industrial activities. Open Spaces have a variety of functions and may or may not incorporate public access or recreational activities.

Open Space/Park

Open Space/Park is intended to complement other land uses by providing a wide variety of open space types, including hardscaped plazas, parks, linear greenways and undeveloped natural areas.

Cemetery

Cemetery is a specific use within the general open space category, intended to provide a place for solace, reflection, natural beauty, and history. Cemetery is a permanent use which, by its nature, must restrict certain activities and access in order to minimize disruption and assure the continued solemn character of the area.

The Open Space/Park land use category is intended to preserve some of the natural, open character in the Plan Area.

Circulation Concept

This section describes the recommendations for the circulation system in the Plan Concept. Some of the following recommendations are specifically illustrated in the Plan Concept map, while others are more general recommendations for the Plan Area as a whole.

Pedestrian Circulation

Pedestrian safety, comfort and overall mobility are all primary objectives of the Master Plan. Pedestrian circulation should be prioritized in the design of public streets, private development and through the provision of off-street facilities.

- **Overall Pedestrian Circulation System**. Pedestrian facilities should be prioritized throughout the Plan Area and coordinated with both the proposed vehicular and bicycle circulation systems. This includes accessible facilities that accommodate people of all abilities in the pedestrian network.
- **Pedestrian Friendly Streetscapes.** Streetscapes, including vehicular travel facilities, on-street parking, sidewalk facilities, and amenities such as lighting and street trees, should all be designed to increase walkability and create a comfortable pedestrian environment.
- **Improved Crossings.** Pedestrian street crossings should be designed to reduce vehicle-pedestrian conflicts and increase pedestrian mobility. Minimizing travel lane widths in the design of new streets and providing curb extensions where feasible should be utilized to minimize crossing distances for pedestrians. A new pedestrian bridge over Reserve Street near the Howard Raser Avenue intersection would benefit pedestrian circulation.
- **Pedestrian Signalization.** As new traffic signals are added, pedestrian signalization should be included.

Streetscapes that include trees, boulevard areas and on-street parking are more friendly to pedestrians.

Crossings should be designed to reduce vehicle-pedestrian conflicts and increase pedestrian mobility.

Curb extensions help minimize crossing distances for pedestrians.

Pedestrian signalization.

Wayfinding signage.

Site permeability.

- **Wayfinding and Signage.** As the Plan Area redevelops, wayfinding signage should be considered to orient pedestrians to key destinations and activity nodes in the Plan Area.

- **Reduced Pedestrian-Vehicle Conflicts.** The design of new private development should minimize conflicts between pedestrians and vehicles by minimizing curb cuts along major streets, promoting the establishment of alleys and private internal circulation and promoting access from more minor streets.

- **Block and Site Permeability.** Where appropriate, new private development should allow public access through their sites. This will help establish a Plan Area-wide off-street pedestrian circulation system and complement the pedestrian facilities.

- **Connectivity to Context.** The circulation system in the Plan Area should be designed to improve pedestrian connectivity to areas outside the Plan Area, such as the west side of Reserve Street, Grant Creek Trail, the Northside Neighborhood, the Westside Neighborhood, Downtown, the Moon-Randolph Trail and North Hills, and other destinations. This could include future pedestrian overpasses/underpasses to provide connectivity across major barriers such as Reserve Street, I-90 and the railroad.

Bicycle Circulation

Bicycle access and connectivity is a critical objective of the Master Plan. A clear circulation system should be established for bicyclists within the Plan Area through a variety of on and off-street facilities. The proposed bicycle circulation system is illustrated in Figure 4-1. This section describes the range of bicycle facilities proposed to create the Plan Wide bicycle system.

- **Multi-Use Paths.** Multi-use paths designed to accommodate shared use by pedestrians and bicycles should be utilized where possible in order to completely separate bicycles and vehicles. Multi-use paths are most appropriate in areas where the bike circulation and open space system coincide. Multi-use paths are proposed along the Northside Greenway Extension to connect the Scott Street District, Industrial Core and Reserve Street District, and ultimately connect to Grant Creek Trail.

- **Protected Bike Lanes (Cycle Tracks).** Protected bike lanes are dedicated bicycle lanes provided on streets and separated from vehicular traffic with on-street parking or other physical separations. These facilities are proposed along Howard Raser Avenue, Otis Street and Scott Street.

- **Bike Lanes.** Portions of the bicycle circulation system will need to be provided on the street. In these cases, dedicated bike lanes that are clearly striped on the roadway are preferred where right-of-way widths allow. The facilities are shown with a solid orange line on Figure 4-1 and are proposed throughout the Plan Area.

- **Bike Routes.** In cases where right-of-way dimensions constrain roadways such that dedicated bike lanes cannot be provided, signed or marked bike routes that alert vehicles to the presence of bicyclists should be employed. These are sometimes identified with signs on posts or the use of “sharrows” painted on the roadway.

- **Bicycle Facilities in Private Development.** Private development can encourage bicycle use by providing bicycle parking facilities, lockers, on-site shower facilities and other resources.

- **Connectivity to Context.** The Plan Area’s bicycle circulation system should provide strong external connectivity in addition to that provided internally. Connections to key destinations such as Downtown and the citywide and regional bicycle circulation system, including the Grant Creek Trail and Northside Greenway should be prioritized, including opportunities to provide future grade separated crossings. Plan Area improvements should also seek to facilitate improved connectivity to the Northside Neighborhood, Westside Neighborhood, and the Captain John Mullan Neighborhood.

Multi-use path.

Two-way cycle tracks. (Image credit to NACTO)

Bike Route (above). Bike lane (below).

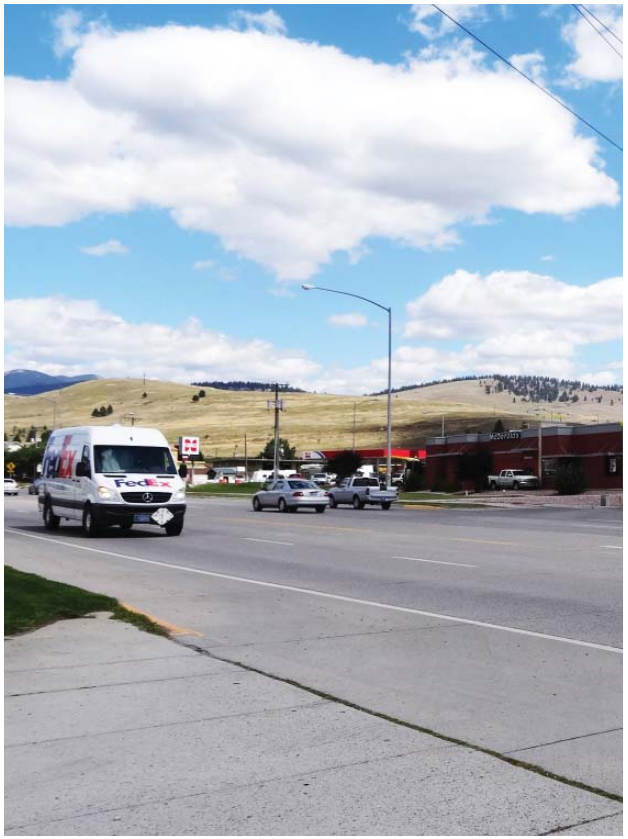
Vehicular Circulation

- **Proposed Roadway Network.** As shown in Figure 4-1, an interconnected vehicular network is proposed. The network should provide options for passenger vehicles to reduce traffic congestion, substantially improve east-west connectivity and provide a preferred route for commercial trucks to help minimize their impact on sensitive uses.

- **Internal Circulation.** Well-planned private, internal circulation (shown as dashed lines on Figure 4-1) should be provided to alleviate pressure on the primary vehicular circulation system. Internal circulation routes should be coordinated with the public circulation system to minimize private driveways. Where driveways are provided, they should be spaced to reduce conflicts. Internal circulation routes represent an opportunity to provide shared access among multiple, adjacent projects. Depending on the nature of future development projects, it may in some cases be appropriate to consider development of these internal circulation routes as publicly accessible roadways.

- **Improvements to Citywide and Regional System.** The Plan Area's vehicular circulation system should be designed to integrate with and improve the overall citywide and regional system by providing improved east-west and north-south connectivity through the plan area. This could include a direct connection from Expressway along Howard Raser Avenue to Scott Street, and a north-south road that connects a new I-90 interchange to a grade separated crossing of the railroad. These new roads will improve connectivity between major destinations in the City, such as the Airport, the Missoula County Development Park, and Downtown.

- **Preferred Commercial Truck Route.** Commercial truck activity is proposed to be limited to the portions of the vehicular circulation network shown in dark gray on Figure 4-1. Commercial truck circulation should be discouraged in existing and proposed residential areas in order to reduce noise, traffic and other impacts that affect residential livability. Preferred commercial truck routes serve all of the Industrial Reserve



The Plan Area's vehicular circulation system should be designed to integrate with and improve the overall citywide and regional transportation system.

The Plan Concept calls for establishing a preferred commercial truck route to minimize negative impacts on new development.

areas via Grant Creek Road, Cemetery Road, and an extended Howard Raser Drive. The proposed truck route also provides direct access to Reserve Street via Howard Raser Avenue and Scott Street and realigning Cemetery Road to connect with Palmer Street along the rail tracks. Access to the North Hills from Coal Mine Road will be retained, but reconfigured to connect on a New Industrial Connector Road from Cemetery Road through the Industrial Core. In the long-term this connection could be greatly enhanced by the construction of a new I-90 interchange at Coal Mine Road and a crossing of the railroad tracks.

- **Potential Park-and-Ride Facilities.** Though not shown on Figure 4-1, some stakeholders have expressed interest in the potential for a park-and-ride facility in or near the Plan Area to facilitate improved transit access to a Downtown and other community destinations.

- **Reserve Street Access.** New access points are proposed on Reserve Street at Schramm Street and a new road connection at the north end of Grant Creek Road. Future traffic signals or roundabouts should be considered at these intersections. These improvements will help ease long-term congestion on Reserve Street and help to mitigate the traffic impacts of new development by providing access to the secondary street network.

- **I-90 Interchange and South Railroad Crossing.** As discussed above, the Master Plan proposes two major long-term vehicular circulation system improvements that will provide better Plan Area, citywide and regional connectivity. First, the current undercrossing of I-90 by Coal Mine Road is proposed to be reconfigured as a full highway interchange with westbound and eastbound on- and off-ramps. In addition, a new overcrossing of the Montana Rail Link corridor is proposed to connect the interchange to West Broadway or Russell Street. Collectively these two improvements would provide significant improvement to north-south connectivity in the City. These improvements are further evaluated in Chapter 6: Feasibility Analysis.

Design in the Public Realm

This subsection provides an overview of the primary urban design and placemaking concepts for the Plan Area, focusing first on the public realm. The public realm can be defined as those areas that serve private properties but allow full public access. However, ensuring a high quality public realm will depend on contributions from public improvements and private development. These concepts are general in nature. More detailed urban design recommendations are provided by district in Chapter 5.

Great Streets

Streets will ultimately serve as some of the most significant public spaces in the Plan Area, and as such should be designed with care. Where possible, new development should provide a strong and consistent presence on both sides of each primary public street, creating one cohesive streetscape character. The character of streets will vary throughout the Plan Area and from street to street, but in all cases streets should be designed as "complete streets" with a consistent land use and development character on both sides, wherever possible. Streets should be designed to balance the needs of pedestrians, bicycles, vehicles and transit; while also serving as critical components of the Plan Area's open space system. Streetscape improvements should seek to incorporate stormwater management features including bioswales, permeable pavers, and other stormwater management features.

Minimize Surface Parking Impacts

The presence and visual impacts of surface parking areas on streets and public open spaces in the Plan Area should be minimized. Surface parking associated with private development should be located behind buildings and away from primary public streets wherever possible. Where parking is provided adjacent to a public street, it should be screened.

Acknowledge Gateways

Visual gateways that indicate arrival to the Plan Area should be established at critical entry points. These include the proposed northern entry point from a newly constructed interchange, the Howard Raser Avenue/Reserve Street intersection, and the Palmer Street/Scott Street intersection. Design elements signifying entry may include special landscaping treatment at the corners, providing a special corner building element that is oriented toward the center of the intersection, special gateway signage or other creative approaches.

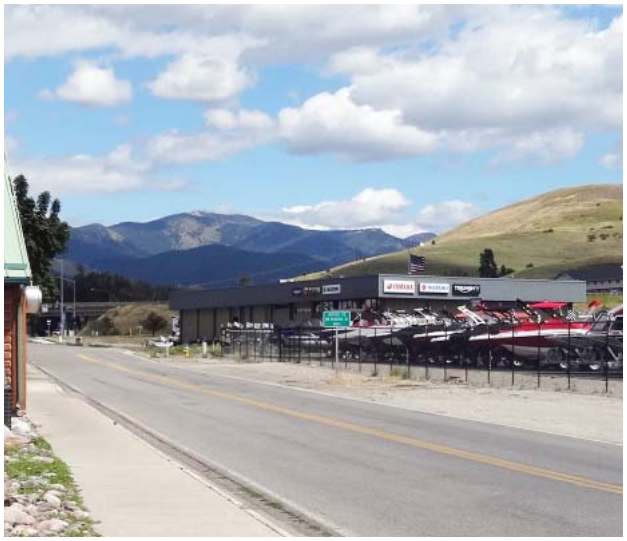
Consideration of Highway Visibility

The Plan Area is unique in that much of it is highly visible from travelers on I-90. It is also lower in elevation than the Interstate, further enhancing its visibility. The design of the Plan Area, including public improvements and private development, should consider this visibility in there design. Designs should take into account their impact on freeway views and seek to provide landscaping and other features to soften their visual impact to the north.

Integration and Expansion of Cemeteries as Amenities

Currently, the Missoula City Cemetery and New Saint Mary's Cemetery serve as critical historic and open space landmarks, providing aesthetic relief from industrial operations and infrastructure. The

Visual gateways that indicate arrival to the Plan Area should be established at critical entry points.



The arrangement of new buildings should preserve view corridors when possible.

Integrate and expand the cemeteries as amenities.

Master Plan proposes that both cemeteries become critical components of a broader open space system in the Plan Area. These community fixtures should be embraced and incorporated as centerpieces for new development that occurs around them, while understanding and respecting the sensitive nature of activities on these sites and being mindful of security and maintenance concerns of their operators.

The Master Plan proposes the possibility of an eastward expansion of the Missoula City Cemetery through land swaps. This possibility is further elaborated on in Chapter 7: Implementation.

View Preservation Corridors on Public Streets

Outstanding views in all directions are prevalent throughout the Plan Area. This is partly a function of the undeveloped nature of the area, but also is a result of the natural topography that embodies Missoula's landscape. As redevelopment occurs in the area, the design of streets and buildings fronting streets should seek to highlight mountain and hillside views where possible. New, taller private development should set back upper stories to help retain viewsheds. The arrangement of individual buildings on redevelopment sites should also seek to preserve view corridors when possible.

The Howard Raser Avenue Experience

Howard Raser Avenue is envisioned to be a critical connection for vehicles, bicycles and pedestrians, connecting the Reserve Street District, Industrial Core and Scott Street District. In addition to serving as a connector, the corridor is to be punctuated by a series of unique open spaces. As a truly green connector, the character of the street should transform from west to east from a business and employment oriented corridor to a heavily landscaped industrial parkway before finally splitting into a grid of neighborhood streets leading to a variety of open spaces in the Scott Street District.

Reduced Surface Parking

Property owners/businesses should be encouraged to only provide the amount of parking that is needed. Shared parking should be utilized by businesses that operate independently and perhaps have offset parking demand peaks.

Transportation demand management (TDM) programs should be encouraged. These programs could include employee carpool benefits, employer-sponsored transit passes or other similar approaches. The City could provide an incentive program for projects that reducing parking requirements for projects that have a TDM program in place.

Opportunities for shared parking structures should be considered wherever feasible, but recognize that this is likely financially infeasible in the short term, especially for individual projects. Several properties may need to work together to develop a shared structure that would free up more land for development, improve walkability, and meet urban design objectives.

Design in the Private Realm

This subsection provides an overview of the primary urban design and placemaking concepts for the Plan Area, focusing on the private realm. The private realm can be defined as those areas that are located on and directly related to the functions of private properties. As such, this section provides broad principles and guidelines for site design, building design and other similar elements of private development. These concepts are somewhat general in nature and should be used in concert with Appendix A Design Guidelines for new development, which provides detailed design guidelines for private development. More detailed urban design recommendations are also provided by district in Chapter 5.

Guiding Design Principles

The following principles identify particularly important design objectives for private development in the Plan Area.

- **Achieve Excellence in Design.** Each project in the North Reserve|Scott Street Plan Area should express excellence in design. This includes using high quality materials and construction methods and paying attention to detail. This is particularly important for development in the Scott Street District and Reserve Street District. Development in the Industrial Core should use high quality materials and construction methods, but the design of these buildings should be guided by function.

- **Promote Creativity.** Innovation in design is welcomed and encouraged in the Plan Area. Exploring new ways of designing buildings is appropriate when they contribute to a cohesive neighborhood fabric. Creativity is especially encouraged in the Reserve Street District where commercial and light industrial uses dominate. Creativity is also strongly encouraged in the Scott Street District, as long as development respects the established character of the Northside neighborhood.

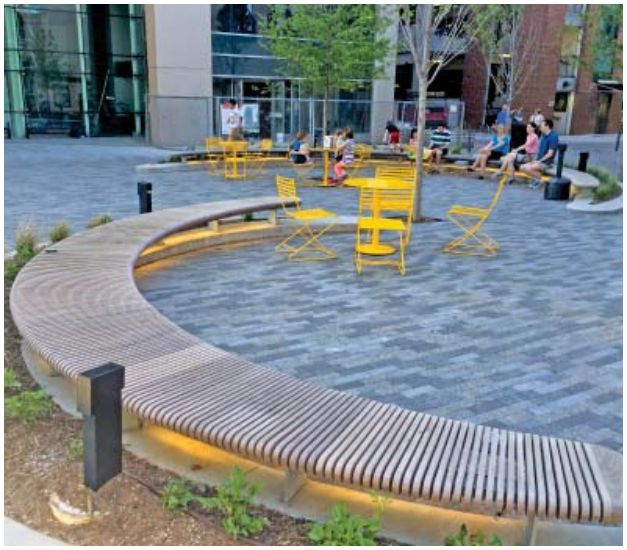
- **Design with Consistency.** Development in the Plan Area should have a cohesive quality in the use of materials, organization of functions and overall design. This is more important for development in the Scott Street District and Reserve Street District, and less important in the Industrial Core where buildings are often setback far from public streets.

- **Design for Durability.** The Plan Area's buildings and spaces should be designed for longevity with durable and high quality materials. This principle is important in all three of the North Reserve|Scott Street Districts.

- **Enhance the Public Realm.** Improvement on private property should enhance the public realm. Sidewalks, promenades and other pedestrian paths in new development should be designed to invite use through thoughtful planning and design. Once again, this principle is especially important in the Scott Street District and Reserve Street District where the more pedestrian activity is anticipated.

Achieve excellence in design. This includes using high quality materials and construction methods.

Enhance the public realm by designing spaces that are inviting.



Provide open spaces such as squares or plazas.

- **Enhance the Pedestrian Experience.** Each improvement project should contribute to a pedestrian-friendly environment. This includes defining street edges with buildings and spaces that are visually interesting and attract pedestrian activity. Development in the Reserve Street District should seek to accomplish this principle by establishing active ground floor uses and by orienting buildings to the street. Buildings should establish a strong built edge along streets in order to "frame" the street. This can create a sense of enclosure to the street space that increases pedestrian comfort and walkability. To do so, establish a building edge adjacent to the public street and provide generous ground floor building heights adjacent to public streets in single-story and multi-story projects. Alternatively, development in the Scott Street District should accomplish this principle by creating strong connections to the street through porches, patios, front yard landscaping, and building orientation. In addition, developments should be designed to provide safe pedestrian circulation internal to their site that minimizes pedestrian-vehicle conflicts.

- **Provide Open Spaces.** Public and private squares, plazas and parks are encouraged to be provided in coordination with private development. Where possible, these spaces should be designed to coordinate with natural areas or public spaces. This principle is important in all three districts. The open

Where possible, open spaces should be designed to coordinate with natural areas.

Enhance the pedestrian experience and activate the street edge.

space and natural areas of the Plan Area are amenities that should be respected and enhanced when possible. Stormwater improvements should be integrated into a project's design so they serve as public or private amenities and placemaking features. Development throughout the Plan Area should connect to regional trail systems, open spaces and natural areas.

- **Transition between Land Uses.** It is important for development in the Scott Street District and the Reserve Street District to contribute to a smooth transition in land use activities from the Industrial Core to outer edges of the Plan Area. New development should follow the land use recommendations identified in Figure 4-1 and Chapter 5 in order to avoid siting incompatible uses next to one another.

- **Provide Safe Vehicular Access.** Hazardous materials travel in and out of the Plan Area daily due to the industrial nature of many businesses located there. It is important that the road network and site layout of development provide a definite and functional road network for truck traffic. This principle is primarily key for the Industrial Core, but consideration should be given to truck routes traveling through the Scott Street District and Reserve Street District as well. In addition to trucks, vehicular access should be carefully planned for passenger vehicles in order to avoid pedestrian, bicycle and other conflicts.

Levels of Design

When applying the Design Principles for the Private Realm, every project should consider how it addresses design on three individual but interwoven levels: neighborhood, site and building.

- **Neighborhood Level.** Projects should consider the way they visually relate to existing buildings on neighboring sites and how they contribute to a functioning neighborhood. It is important for individual developments to relate to each other in order to establish a consistent character in terms of setbacks, building materials, scale and massing, etc. Neighborhood level considerations should also focus on how an individual development links and connects to other nearby development.

- **Site Level.** Private development should consider how a site is organized in terms of the placement and orientation of buildings, the location of service areas and landscaping, and more. Site level design considerations should focus on ensuring that site layout contributes to a pedestrian-friendly scale and character.

- **Building Level.** Building level design considerations should focus on the design of individual buildings. Considerations include exterior materials, roof forms, architectural character and detailing, entry requirements, mass and scale.

Neighborhood level design considerations should focus on how individual developments contribute to a functioning neighborhood.

Site design considerations include the arrangement of buildings.

Building design focuses on the aesthetics of an individual structure.

Chapter 5: Land Use & Urban Design

Building on the previous chapters, this chapter identifies recommended land uses and urban design strategies in the Reserve Street District, Industrial Core, and Scott Street District. This chapter provides more detailed direction for how the vision can be realized incrementally within each district. In addition to identifying Master Plan objectives, this chapter is intended to serve as a tool for reviewing proposals for private development and public improvements. It should be used in concert with Appendix A: Design Guidelines for New Development and Appendix B: Streetscape Character Guidelines which provide detailed design guidelines for private development and public streets, respectively.

The following topics are addressed for each district:

- **Preferred Land Uses.** Target land uses for each district by land use category.
- **Urban Design Concepts.** Listing and description of the key urban design objectives and concepts for each district, covering both contributions required from private properties and public areas in achieving the Plan Vision.
- **Scale and Orientation.** Key scale and building orientation recommendations for private development, including guidance on target heights and identification of areas and edges where building orientation should be prioritized.
- **Site Design and Connections.** How new development and private landowners in each district can help to incrementally facilitate improved Plan Area-wide access and connectivity.
- **Building Types.** Recommended building types for each district.

Recommended Land Uses in the Reserve Street District

This section identifies land uses that should be prioritized in the Reserve Street District. Preferred land uses are identified by land use category. Land use categories are mapped and identified for the entire Plan Area in Chapter 4 Plan Concept. The lists below are not exhaustive in listing what may or not be appropriate in the Reserve Street District, but rather identify the uses that should be targeted most aggressively for the district.

Corridor Retail in the Reserve Street District

Land uses in the Corridor Retail category should take advantage of the traffic flow on Reserve Street, respond to the street's function as a gateway to the City and provide amenities for the employees and residents anticipated in the Plan Area. Preferred land uses include:

- Retail Shops
- Personal Services
- Dining and Drinking Establishments
- Hotels
- Conference and Meeting Facilities
- Entertainment

Figure 5-1: Reserve Street District Land Uses

The Reserve Street District includes a variety of commercial land uses including office dining establishments.

Transitional Commercial in the Reserve Street District

The Transitional Commercial land use category is intended to promote a variety of uses that allows flexible responses to the market over the long-term and meshes well with uses in the Corridor Retail and Office land use categories. Given the Office area proposed in the Reserve Street District, upper floor residential uses may also be appropriate in vertical mixed use buildings at a time when the district is more built-out. Preferred land uses include:

- Retail Shops (1-2 stories)
- Personal Services
- Dining and Drinking Establishments
- Hotels
- Conference and Meeting Facilities
- Entertainment
- Recreational Vehicle and Auto Service and Sales
- Professional Offices
- Light Industrial and Manufacturing
- Research and Development (R&D)
- Upper Floor Multi-family Residential (in the future when the Plan Area is more built-out)

Office in the Reserve Street District

The Office land use category is intended to promote professional offices and ancillary retail, light industrial and R&D uses in support of primary office uses. Uses in this area should be able to mesh well and transition appropriately to Transitional Industrial Areas to the east and south. Retail uses in this area are allowed, but should be clearly subordinate to Office uses. Preferred land uses include:

- Professional Offices
- Medical Offices
- Ancillary Retail Uses
- Ancillary Personal Services
- Ancillary Light Industrial
- Ancillary Research and Development (R&D)

Transitional Industrial in the Reserve Street District

The Transitional Industrial land use category allows a variety of uses to promote flexible responses to the market over the long-term and ensure uses that are compatible with the Industrial Core. Light industrial uses are the primary target in this area since these uses can easily mesh with heavy industrial uses. Office uses may be appropriate, but it is important that any proponent of an office project in the Transitional Industrial area understand that heavy industrial activities are likely to occur on adjacent properties. Preferred land uses include:

- Light Industrial and Manufacturing
- Research and Development (R&D)
- Professional Offices

Open Space/Parks in the Reserve Street District

The Open Space/Park land use category is intended to promote active open spaces in the Reserve Street District, including hardscaped plazas, green spaces, or combinations of the two. Ballfields and other recreation opportunities may be appropriate provided that these uses are subordinate to and supportive of commercial uses.

- Parks
- Plazas
- Active Recreation Facilities (ballfields)
- Staging Areas for Trail Connections

Transitional Industrial allows a variety of uses to promote flexibility in the way development responds to the market at a time when the Reserve Street District is more mature.

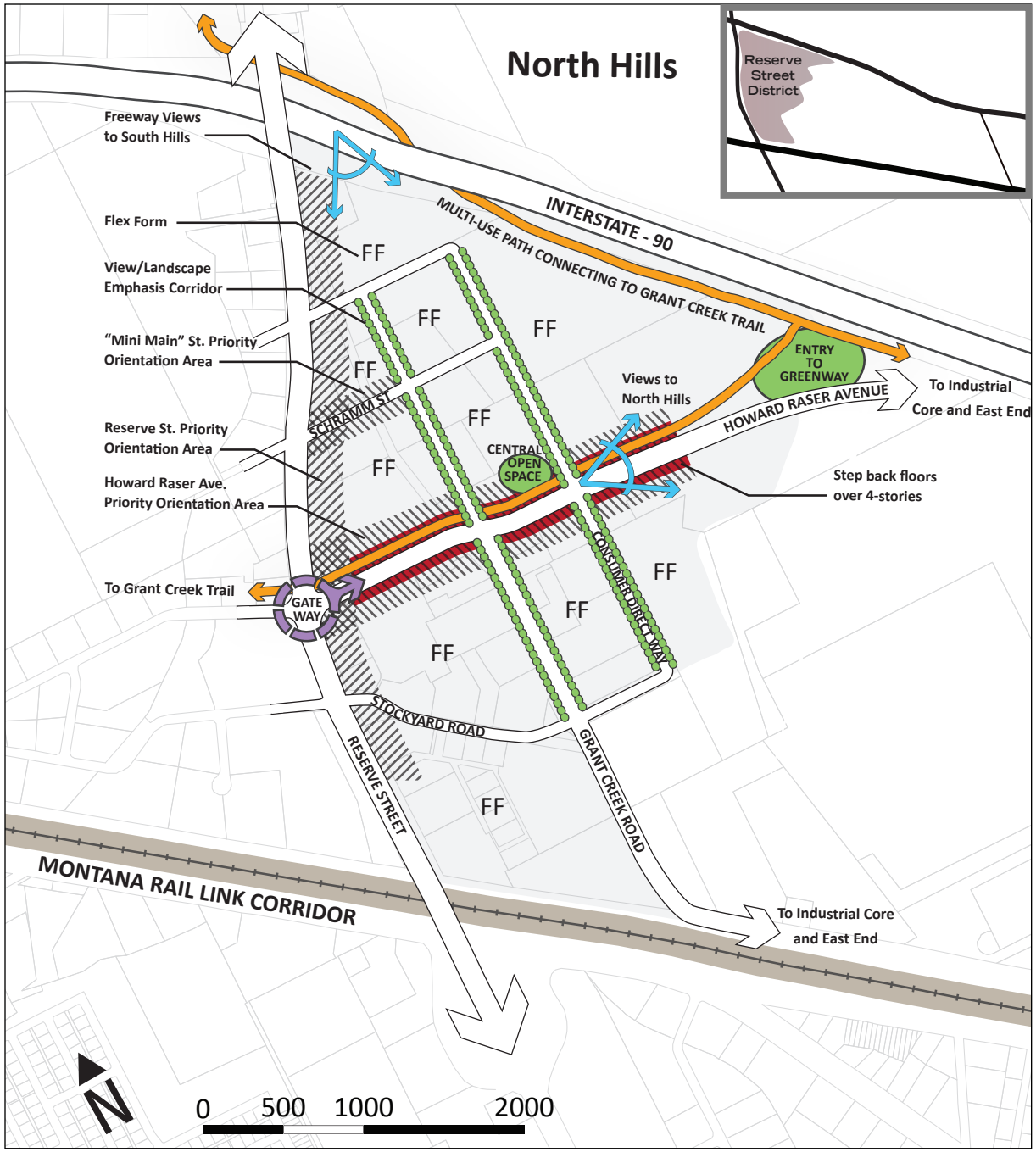
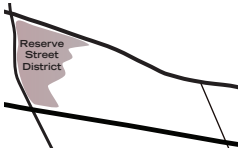


Figure 5-2: Reserve Street District Framework Map

Reserve Street District Urban Design Concepts

This section identifies the key urban design concepts for the Reserve Street District. New development and public improvements undertaken in the Reserve Street District should seek to achieve the concepts described below. Projects that are consistent with and contribute to the realization of these concepts should be prioritized.



Reserve Street Edge

Reserve Street in the Plan Area serves as a gateway to the City, a thriving retail and hotel corridor all at the same time. The Master Plan calls for the corridor to build on these assets. The Reserve Street edge is classified as a Priority Orientation Area in the Reserve Street District Urban Design Framework (Figure 5-2). Development along Reserve Street, including at least one primary entry, should face Reserve Street. Clear pedestrian connections should be provided between buildings and the sidewalk on the east side of Reserve Street. A generous landscaped setback should be provided between Reserve Street and a building fronting the street, with parking preferably located in the back and not visible from Reserve Street. Figure 5-3 shows a street cross-section illustrating the preferred streetscape character for Reserve Street, including the orientation of buildings and location of surface parking.

Howard Raser Gateway

As discussed in Chapter 4: Plan Concept, new development and public improvements should help establish a physical gateway to the Plan Area from Reserve Street at Howard Raser Avenue. This could be accomplished through a variety of methods, including signage at the corners, corner architectural features designed to respond to the gateway designation, landscaping features or other similar physical elements that mark arrival into the Reserve Street District. The gateway also could feature a pedestrian bridge across Reserve Street.

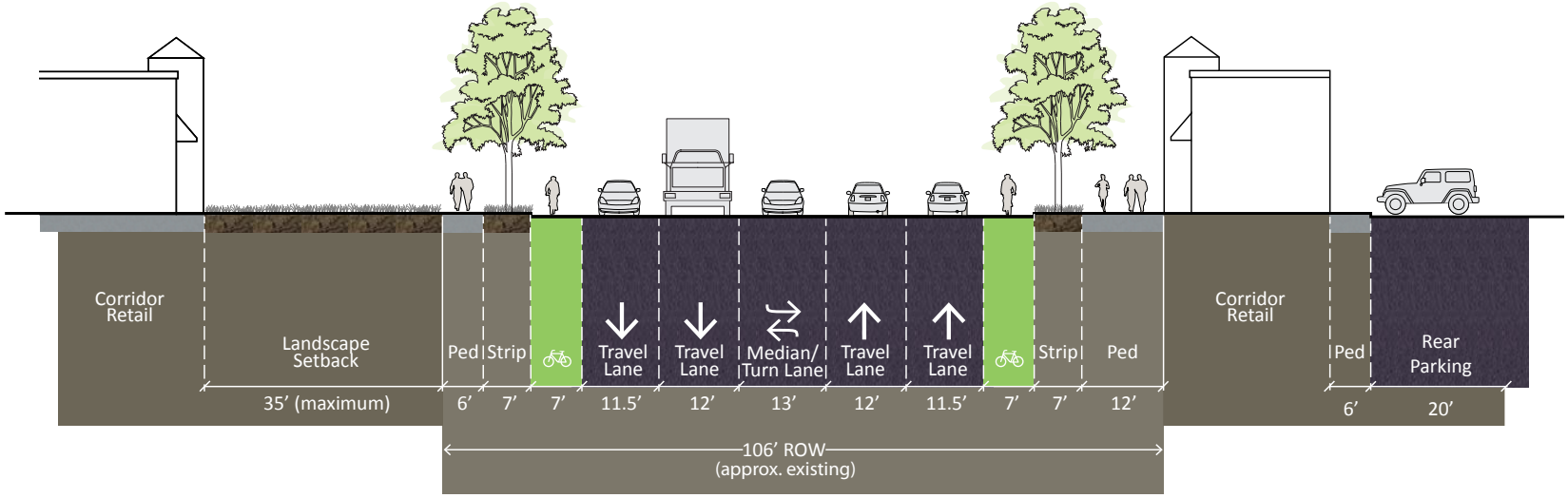


Figure 5-3: Proposed Reserve Street Section

Howard Raser Avenue

Howard Raser Avenue is critical to the identity of the Reserve Street District. As a truly "complete" street, Howard Raser Avenue should be designed as a multi-functional, signature street that provides state-of-the-art protected bike lane facilities (cycle track) connecting to the Northside Greenway Extension and a pedestrian friendly interface between the street and commercial ground floors. As part of the overall greenspace system identified for the Plan Area, the street should include generous landscaping and a consistent street tree canopy through the Reserve Street District. Adjacent development should orient toward Howard Raser Avenue in the Reserve Street District, as identified in Figure 5-2. Off-street Parking should be located away from Howard Raser Avenue through the Reserve Street District in order to provide a street wall that defines the space. In the first block east of Reserve Street, a pedestrian-oriented, commercial character should be emphasized on the ground floor with building entries clearly connecting to sidewalks and landscaped areas within the streetscape. After passing Grant Creek Road, development adjacent to Howard Raser Avenue may address the street in a variety of ways (landscape, hardscape plaza, or other features), but the area between the buildings and the street should not include surface parking. Additional setbacks in the eastern portions are encouraged to retain views to the North Hills. Figure 5-4 shows a street cross-section illustrating the preferred streetscape character for Howard Raser Avenue between Reserve Street and Grant Creek Road.

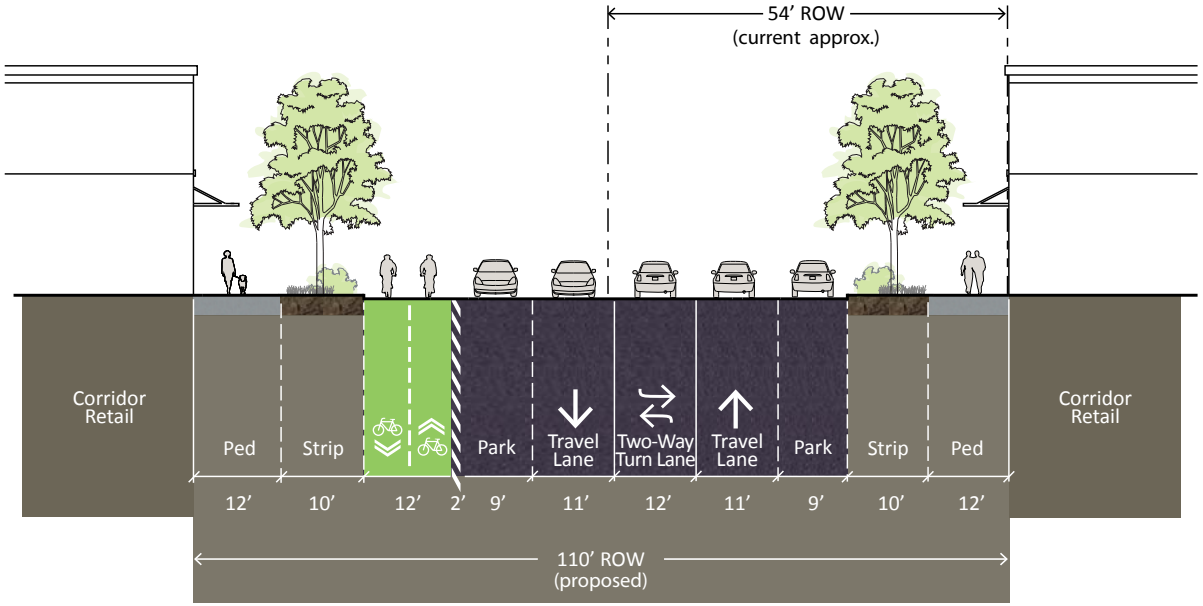


Figure 5-4: Proposed Howard Raser Avenue Section

Figure 5-5: Howard Raser Avenue Conceptual Site Plan

Figure 5-5 shows a conceptual site plan illustrating redevelopment of the blocks surrounding Howard Raser Avenue, just east of Reserve Street. The site plan is purely illustrative and intended to show how the Plan's vision and concepts could potentially be implemented in the Reserve Street District. Actual redevelopment of these sites will depend on landowner preferences, market conditions and other factors.

Figures 5-5 and 5-6 also show a newly designed streetscape that corresponds to the typical cross-section shown in the Howard Raser Gateway cross-section. The drawing shows significant redevelopment around the existing Hilton Garden Inn, which is assumed to be retained and coordinated with new development. The conceptual site plan shows a concentration of retail and restaurant uses closer to Reserve Street with an office node developed near the Howard Raser Avenue/Grant Creek Road intersection. A conceptual development program and corresponding parking is shown to the right.

Block A

Program
- Retail - 58,000 SF
- Restaurant - 25,000 SF
- Office - 112,000 SF

Parking
- Retail - 130 Spaces (~1 space/360 SF)
- Restaurant - 255 Spaces (~1 space/4 seats + 1 space/2 employees)
- Office - 450 Spaces (~1 space/250 SF)

**Roughly 900 spaces would be required at the ratios identified above. This conceptual site plan shows 835 parking spaces in Block A. It is assumed that some shared parking between office/restaurant/retail uses could decrease the overall need for parking, making 835 spaces feasible.

Block B

Program
- Retail - 18,000 SF
- Restaurant - 4,000 SF
- Office - 27,000 SF

Parking
- Retail - 50 Spaces (~1 space/360 SF)
- Restaurant - 48 Spaces (~1 space/4 seats + 1 space/2 employees)
- Office - 106 Spaces (~1 space/250 SF)

**Surface parking required for Block B would be provided to the south of the new development (not shown in the extent of the conceptual site plan).

Block C

Program
- Office (North) - 155,000 SF
- Office (South) - 35,000 SF

Parking
- Office (North) - 622 Spaces (~1 space/250 SF)
- Office (South) - 140 Spaces (~1 space/250 SF)

**Surface parking required for Block C would be provided to the north and east of the north development, and south of the south development (not shown fully in the extent of the conceptual site plan).

Figure 5-6: Conceptual Site Plan - Howard Raser Avenue Zoom-In

Grant Creek Road Urban Design Concept - Phase I

This conceptual site plan, Figure 5-7, illustrates redevelopment of the blocks surrounding Grant Creek Road, just north of Howard Raser Avenue.

In Phase I of the Grant Creek Road Conceptual Site Plan, the new urban design framework is based on a realignment of Grant Creek Road on a more linear north/south axis. The realignment of the road begins just south of its intersection with Howard Raser Drive and extends north to create a new connection at Reserve Street. The new street configuration will help encourage efficient development of new corridor retail areas and transitional commercial areas. These new uses are shown alongside existing commercial businesses. Existing motorcycle and RV businesses also benefit from the enhanced connection with Reserve Street.

The site plan is purely illustrative and intended to show how the Plan's vision and concepts could potentially be implemented in the Reserve Street District. Actual redevelopment of these sites will depend on landowner preferences, market conditions and other factors.

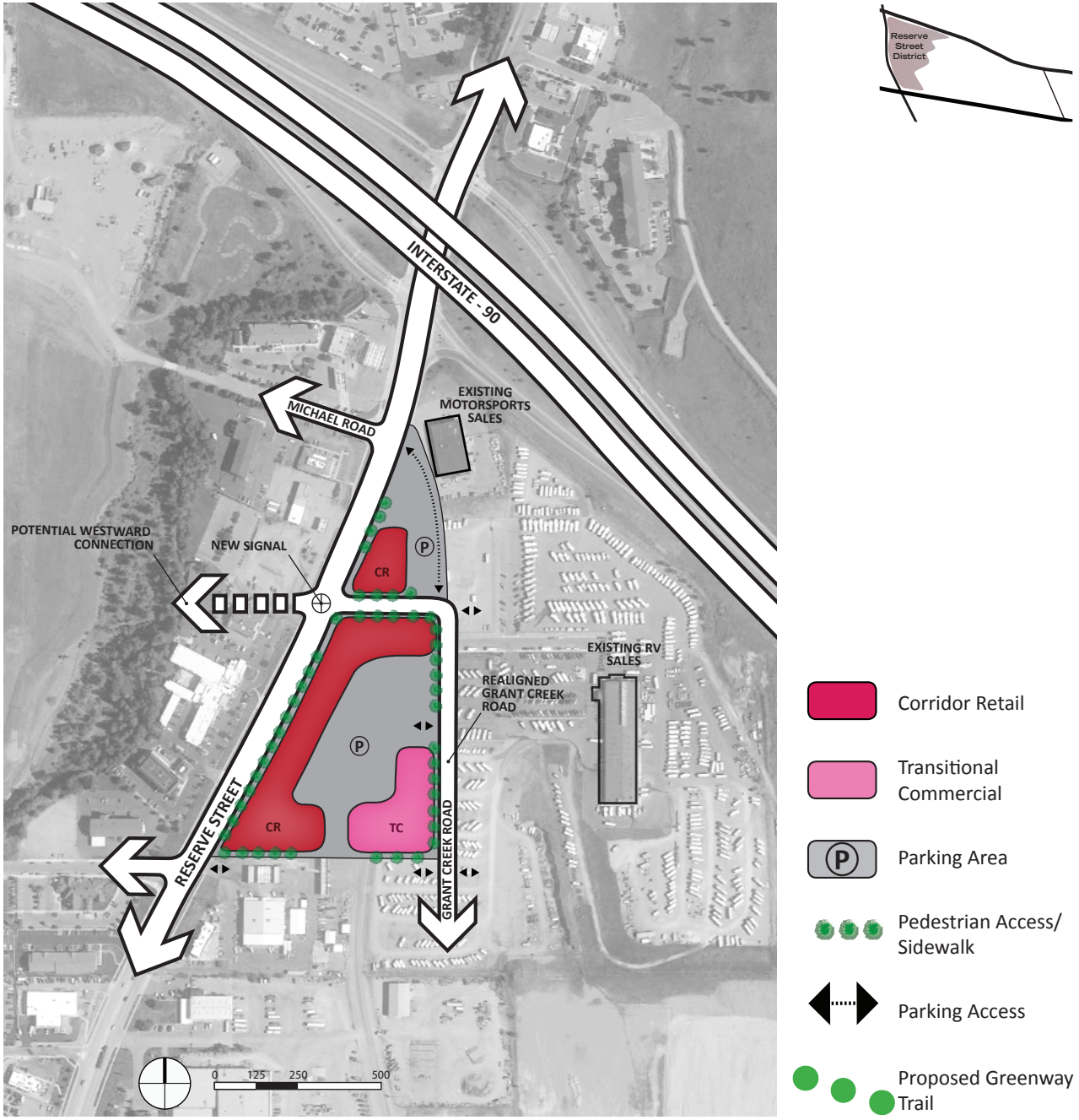


Figure 5-7: Grant Creek Road Conceptual Site Plan - Phase I

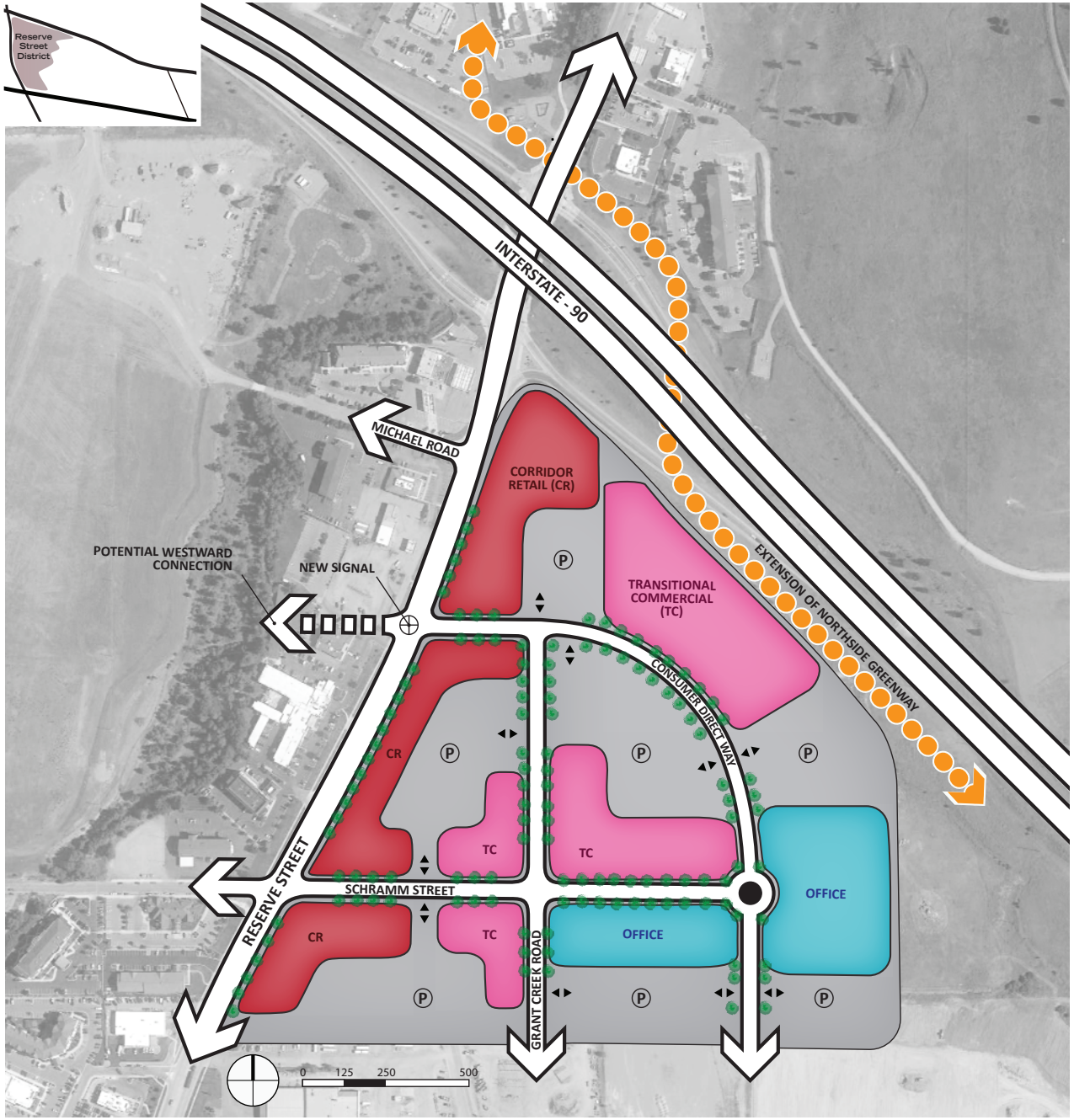
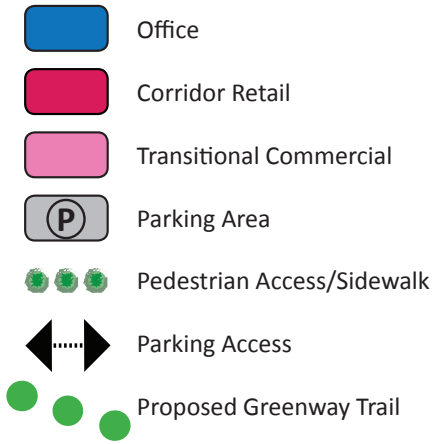


Figure 5-8: Grant Creek Road Conceptual Site Plan - Phase II

Grant Creek Road Urban Design Concept - Phase II

In Phase II of the Grant Creek Road Conceptual Site Plan, Figure 5-8, the new urban design framework is expanded eastward. Consumer Direct Way is extended north, intersecting with Schramm Street. New office and parking areas are defined. Internal/ private connections from Consumer Direct Way to Grant Creek Road provide enhanced access to new development by creating mid-block connections.

This site plan is purely illustrative and intended to show how the Plan's vision and concepts could potentially be implemented in the Reserve Street District. Actual redevelopment of these sites will depend on landowner preferences, market conditions and other factors.



"Mini Main Street"

The Master Plan envisions that the eastbound extension of Schramm Street feeding into the Plan Area from Reserve Street will provide pedestrian-friendly building orientation and streetscape elements to create a Mini "Main Street" that draws people into the Plan Area and provides another highly walkable element for the Reserve Street District. The uses and orientation of buildings should be prioritized similar to Howard Raser Avenue, but the treatment of the street should be slightly more urban in its character. Development adjacent to a designated Mini "Main Street" is encouraged to provide a set of pedestrian-oriented storefronts, wider sidewalks and other pedestrian enhancements. Angled parking along these streets will help to protect pedestrians from vehicular traffic and also reinforce the "Main Street" character. Curb extensions should be designed and integrated at all corners and crossings in order to minimize crossing distances for pedestrians. This concept could potentially be extended eastward by encouraging commercial developments east of Grant Creek Road along the extended Schramm Street by locating retail components along the street. This should be only be encouraged if there is an apparent market to support street facing retail uses at this location.

The Mini "Main Street" concept is illustrated in Figure 5-9.

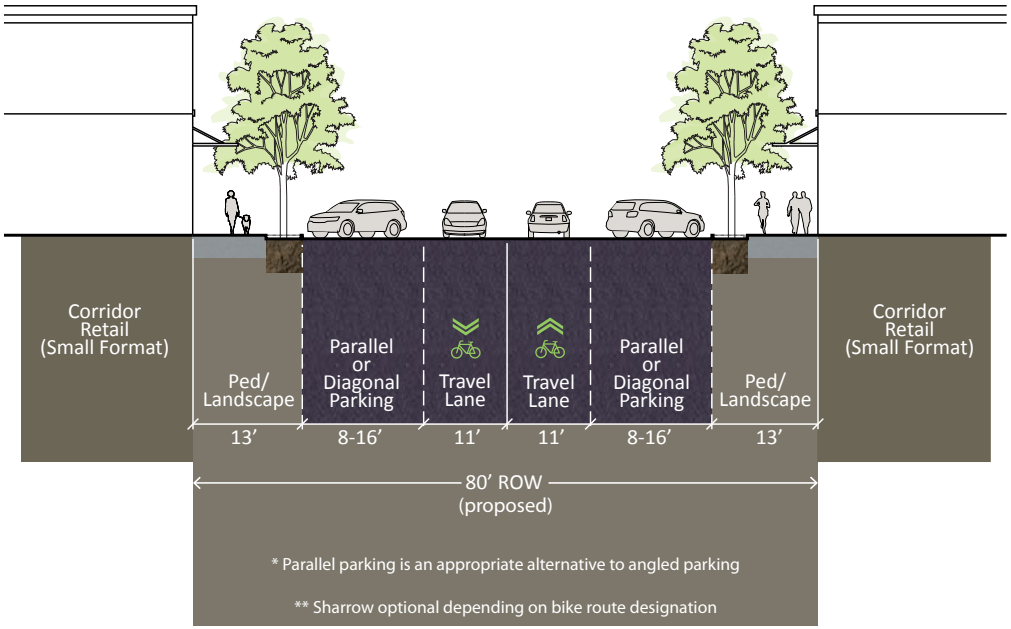


Figure 5-9: Proposed "Mini Main Street" Section

Southward View/Landscape Emphasis Corridors

Chapter 4: Plan Concept highlights the importance of views from the highway into the Plan Area. In the Reserve Street District, key viewsheds into the Plan Area from I-90 align with Grant Creek Road and Consumer Direct Way. To reflect this, these streets have been identified in Figure 5-2 as view/landscape emphasis corridors. View/landscape emphasis corridors should include consistent, large-canopy street trees on both sides of the street to establish a strong visual element that can be viewed from I-90. While street trees are already required on new streets, it is particularly important that the view/landscape emphasis corridors really establish a significant canopy. Building orientation and articulation along these streets is not as critical as with Reserve Street or Howard Raser Avenue, but a generous landscape treatment will establish a strong edge as viewed from the I-90 highway.

A significant green space should be provided where the Howard Raser Avenue bikeway meets the Howard Raser Greenway and multi-use path.

Central Open Space

As part of the critical placemaking effort in the Reserve Street District, a primary park space or plaza should be provided in coordination with new development somewhere near the intersection of Howard Raser Avenue and Grant Creek Road. Figure 5-2 identifies the location as the northeast corner of the Howard Raser Avenue/Grant Creek Road intersection to take advantage of solar access and because a publicly-accessible open space would be harmonious with new office uses with higher employment densities envisioned nearby. The Reserve Street District Central Open Space should be designed to accommodate gathering spaces, greenscape areas and/or plazas. The space should be designed to integrate with the Reserve Street District as opposed to simply serve one building or development. Activation of the Central Open Space with entries, small retail elements or other occupied ground floor space is critical to success. The exact location should ultimately be determined in coordination with property owners as development occurs.

Greenway Entry Open Space

A second significant green space for the Reserve Street District is proposed where the Howard Raser Avenue bikeway meets the Northside Greenway Extension and multi-use path proposed to connect from the Grant Creek Trail. An open space at this location will serve as a staging area and bicycle system junction, as well as potentially a more formal park space that could be used for recreational facilities like soccer or softball fields. This location could offer fantastic views to the North Hills, serving as a meetup spot for employees and residents alike. The precise location of this second park is not critical, but should seek to capitalize on the junction within the bicycle system where the two legs of the trail merge.

Scale and Building Orientation in the Reserve Street District

This section addresses scale and orientation of new development in the Reserve Street District. More general guidelines for these and other design variables are provided in Appendix A Design Guidelines for New Development.

Height

Significant flexibility regarding building heights should be granted in the Reserve Street District. The Reserve Street District's location near I-90, its bordering heavy industrial uses and its proximity to the Reserve Street corridor make it an ideal candidate for allowing greater height in the area, provided a given project is well designed and is consistent with the vision described in Chapters 3 and 4.

It is recommended that height vary from 1 to 6 stories throughout the Reserve Street District with the tallest buildings concentrated in the Office node proposed between Grant Creek Road and Consumer Direct Way to the north and south of Howard Raser Avenue. Taller, multi-story hotels are also appropriate along Reserve Street, however the majority of auto-oriented retail buildings along Reserve Street are expected to develop at 1 to 2 stories.

Priority Orientation Areas

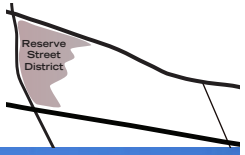
Buildings in the Reserve Street District should prioritize orientation toward Reserve Street, Howard Raser Avenue and potentially an eastwardly extended Schramm Street (Mini-Main Street) in the long term. While the function of each street is different, all are critical to establishing the North Reserve|Scott Street Vision for the Reserve Street District. Surface parking should not be provided between buildings and streets within the priority orientation areas indicated on Figure 5-2.

Flex Form Areas

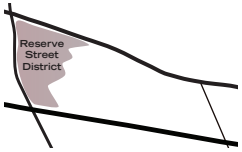
Areas designated as Flex Form on Figure 5-2 should be allowed more flexibility regarding the orientation and placement of buildings. Developments are encouraged to orient toward public streets wherever possible, but in these areas, parking and more significant setbacks are appropriate along street edges if needed. Where a single site includes Priority Orientation and Flex Form areas, development should always orient toward the Priority Orientation areas.

Upper Floor Stepbacks and Variation

As shown on Figure 5-2 with red shading, additional step backs of floors above four stories are recommended along Howard Raser Avenue in order to allow for additional solar access to this important street and to facilitate a key view preservation corridor to the North Hills.



Buildings in the Reserve Street District should prioritize orientation toward key streets such as Howard Raser Avenue and the "Mini Main Street."



Site Design and Connections in the Reserve Street District

This section focuses on how new development in the Reserve Street District should help to incrementally facilitate improved Plan Area-wide access and connectivity as called for by Chapters 3 and 4 of this Master Plan. It focuses on those improvements that will necessitate specific coordination and cooperation by landowners and proponents of new projects.

Establish a Grid

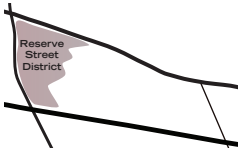
The Master Plan calls for a consistent grid of streets to be established within the Reserve Street District east of Reserve Street, including a realignment of Grant Creek Road in order to increase connectivity and create development opportunities. While some of the components of this grid are already in place, many segments will need to be pieced together in coordination with landowners and project proponents. Seek opportunities to establish these roadways as new development interests or potential property negotiations materialize. The specific locations of roadways shown on the maps in the Master Plan are primarily illustrative and indicate ideal locations, but the actual locations of future roads may differ somewhat from those represented due to specific development opportunities and landowner preferences.

Seek Bike/Pedestrian Connections to the Greenway

The Northside Greenway Extension is a critical bicycle and pedestrian amenity proposed under the Master Plan. Many technical challenges lie ahead in establishing this amenity, including connecting the Howard Raser Avenue bikeway in the Reserve Street District to the Northside Greenway Extension. As shown in Figure 5-2, a connection to the trail system is needed east of Consumer Direct Way. This will require close coordination with property owners. If possible, a connection to the trail could be established in coordination with a new development opportunity so as to benefit the individual property owner. A similar connection is desired in order to provide a connection along the highway to the Grant Creek Trail at the northwest portion of the Reserve Street District. For any trail connection provided in coordination with private development, adequate security measures should be taken to ensure safety for users and property owners. Maintenance of these facilities must also be considered and planned.

Discourage Curb Cuts and Access from Priority Street Edges

Curb cuts and vehicular access from Howard Raser Avenue and Reserve Street are strongly discouraged. Access should instead be provided from intersecting streets to centrally located parking located within the Flex Form areas identified on Figure 5-2.



Building Types in the Reserve Street District

The following building types are recommended for the Reserve Street District. It should be noted that in some cases it might be appropriate to horizontally mix the following building types on a single site provided that all uses are recommended in the applicable land use category identified for the site.

Single-Story Retail (Single Tenant)

Retail commercial buildings housing a single tenant. This building type is appropriate in the Corridor Retail land use category. This includes larger format "big-box" single tenant buildings.

Single-Story Retail (Multi-tenant)

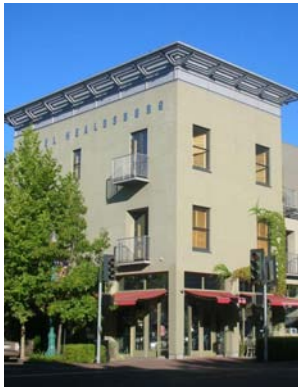
Retail commercial buildings housing multiple tenants. This building type is appropriate in the Corridor Retail land use category.

Commercial (employment/office focus)

Buildings typically used to house professional offices and ancillary uses. Floorplate size and number of tenants can range significantly. In the Reserve Street District, it is anticipated that commercial office buildings will range from 2 to 6 stories. Commercial office buildings could house multiple tenants with shared common spaces or a single tenant. This building type is appropriate in the Office, Transitional Commercial and Transitional Industrial land use categories.

Commercial (light industrial focus)

Commercial buildings designed to house employees and storage, manufacturing, production, lab facilities, research and testing, or other activities. In the Reserve Street District, it is anticipated that commercial light industrial buildings will typically range from 1 to 2 stories. This building type is appropriate in the Transitional Commercial and Transitional Industrial land use categories, and to a lesser extent in the Office land use category.

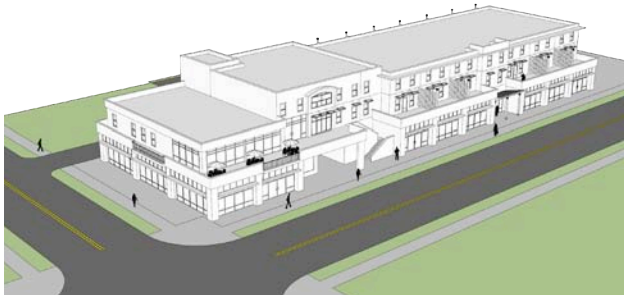


Hotels

Hotels are designed to house overnight travelers or visitors to the and region. This building type is anticipated to range from 2 to 6 stories in the Reserve Street District. In many cases, Hotel buildings mix in retail elements in the ground floor, such as restaurants. This building type is appropriate within the Corridor Retail land use category.

Vertical Mixed Use (Residential)

Vertical mixed use buildings with a residential focus typically have retail ground floors with upper floor multi-family residential units. This building type is anticipated to range from 2 to 6 stories within the Reserve Street District. This building type is only appropriate within the Transitional Commercial land use category, and is anticipated to occur as the Reserve Street District matures.



Vertical Mixed Use (Commercial)

Vertical mixed use buildings with a commercial focus typically have retail ground floors with upper floor office space. This building type is anticipated to range from 2 to 6 stories within the Reserve Street District. This building type is appropriate in the Office, Corridor Retail, Transitional Commercial, and to a lesser extent the Transitional Industrial land use categories.

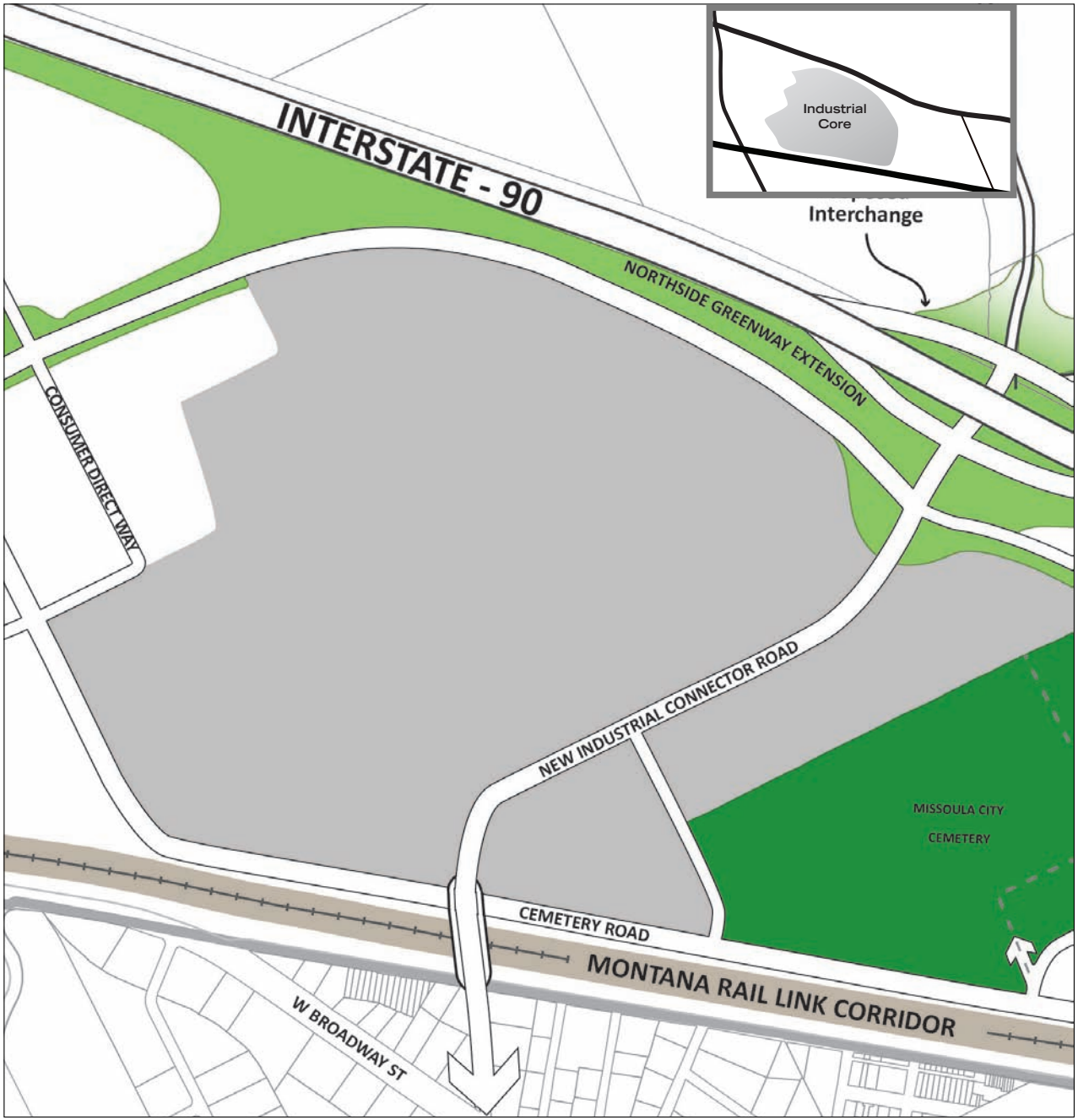


Figure 5-10: Industrial Core Land Uses

Industrial Reserve | Open Space/Park | Cemetery

This section presents land use and urban design recommendations specific to the Industrial Core.

Recommended Land Uses in the Industrial Core

This section identifies the land uses that should be prioritized for new development and redevelopment in the Industrial Core. For this district, only the Open Space/Park and Industrial Reserve land use categories are present.

Industrial Reserve in the Industrial Core

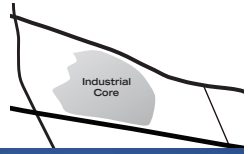
The Industrial Reserve land use category is intended to promote the preservation of land for heavy industrial uses and ancillary uses that directly support heavy industrial uses. Preferred land uses include:

- Trucking and Shipping Facilities
- Warehouses
- Heavy Manufacturing Uses
- Materials Storage
- Ancillary Research and Development (R&D)
- Ancillary Light Industrial and Manufacturing
- Ancillary Professional Offices

Open Space/Parks in the Industrial Core

The Open Space/Park land use category is intended to promote active open spaces in the Industrial Core, including cemeteries and open space elements associated with the Northside Greenway Extension along I-90. Open space and parks in the Industrial Core should be designed to be compatible with continued heavy industrial operations, taking into account concerns regarding security, safety and access. Preferred land uses include:

- Cemeteries
- Staging Areas for Trail Connections
- Parks (provided they are compatible with heavy industrial uses)



The Industrial Core accommodates a variety of industrial and ancillary uses.

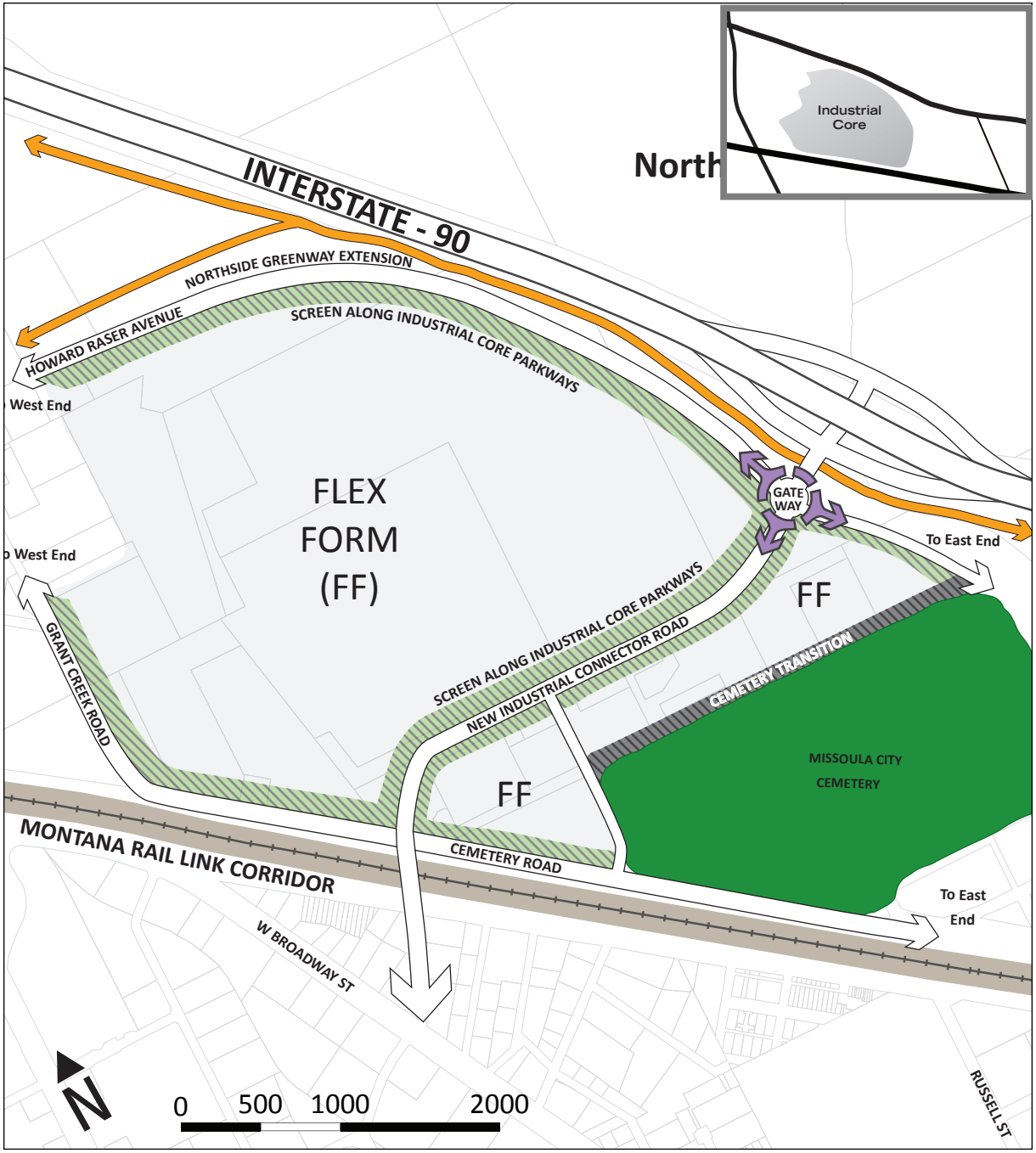


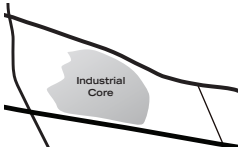
Figure 5-11: Industrial Core Framework Map

Industrial Core Urban Design Concepts

This section identifies the key urban design concepts for the Industrial Core. New development and public improvements undertaken in the Industrial Core should seek to facilitate the concepts described. Projects that are consistent with and contribute to the realization of these concepts should be prioritized. The concepts below focus on preserving the existing industrial character of the area, while also providing for enhanced connectivity and business-supportive improvements. The Missoula City Cemetery is also addressed below as an integral component of the Industrial Core.

I-90 Gateway

As noted in Chapter 4, a new interchange is proposed to facilitate improved highway access that benefits businesses in the Industrial Core and also improves circulation throughout the Plan Area and the City. Travelers entering the Plan Area from the north will interface with a proposed roundabout just south of the interchange that will facilitate travel to the Reserve Street District, Scott Street District and through the Industrial Core toward a new Broadway Street connection over the tracks. The roundabout presents an excellent opportunity to express a physical gateway through landscape design elements, signage or other features that could be featured in its design. It should be noted that the I-90 Gateway is intended to focus on celebrating entry to Missoula and the Plan Area, and is not intended to be a node for highway-oriented commercial development.



Cemetery Road Edge

Cemetery Road, within the Industrial Core, is highly constrained due to a narrow right-of-way, the railroad right-of-way on the south side of the street and the presence of overhead utility wires. As such, there may be limited opportunities to provide additional pedestrian and bicycle facilities. The road should be improved to retain the two travel lanes and add a sidewalk facility. This improvement, although not up to the standards of the Master Plan, will provide minimal facilities for those choosing to use this route. As appropriate, Missoula Redevelopment Agency and the City should seek to coordinate with Montana Rail Link and property owners to explore options for providing a more generous bicycle facility along this roadway.

Industrial Core Parkway

One to two new Industrial Core Parkways are identified to increase connectivity and highway access. These roadways should be designed for their industrial function. However, they should also provide basic pedestrian and bicycle amenities in order to connect industrial employees with other districts in the Plan Area, minimize conflicts between bikes, pedestrians and commercial truck travel, and to ensure that circulation requirements for industrial operations are maintained and improved. New development adjacent to Industrial Core Parkways should provide a landscaped edge along these roadways to screen operations, equipment storage and other activities. The Industrial Core Parkway screen priorities are identified in Figure 5-11 and a typical proposed street cross-section is illustrated in Figure 5-12.

Cemetery Transition

New development in the Industrial Core that is adjacent to the existing Missoula City Cemetery and its potential expansion areas should take measures to respect these sacred grounds. New development and any expansion of existing operations should institute measures to minimize negative impacts on the space, including providing screening with landscaping, locating noisy operations further away from the Cemetery when possible and ensuring that negative externalities associated with commercial operations do not spill over onto Cemetery grounds. The North Reserve|Scott Street Master Plan considers the Missoula City Cemetery as a critical open space for the area, and every effort should be taken to maintain this important element.

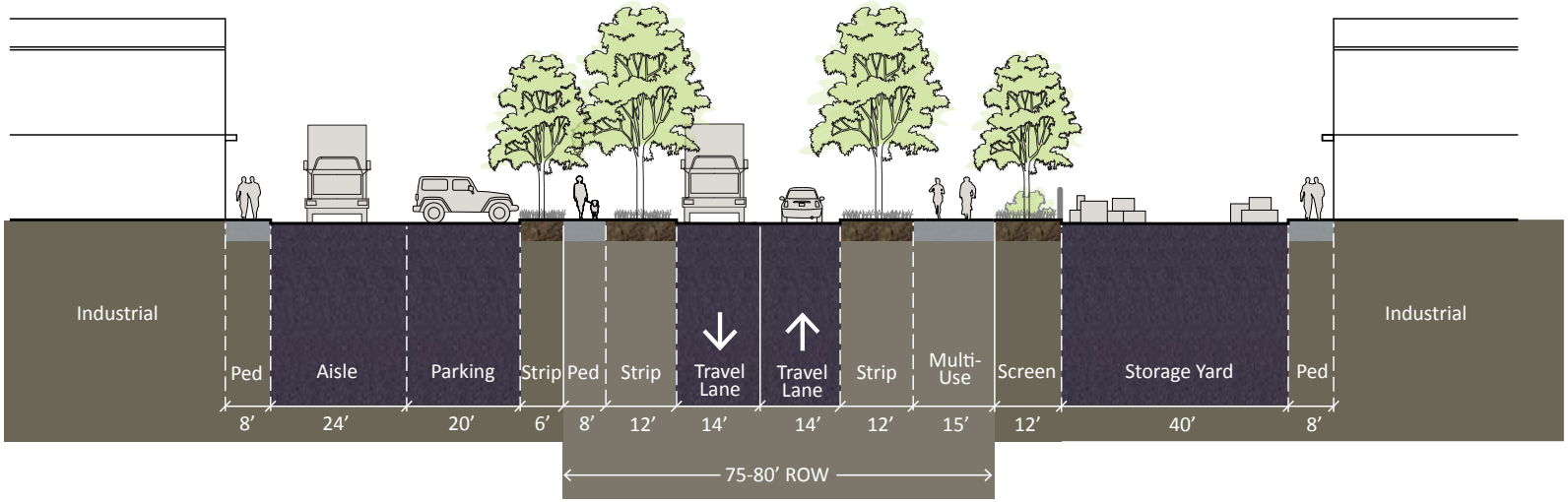
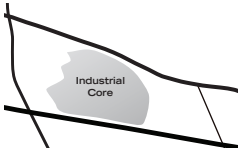


Figure 5-12: Proposed Industrial Core Parkway Section



Industrial Conceptual Site Plan & Circulation

This conceptual site plan, Figure 5-13, illustrates a new industrial yard with railroad loading operations north of the cemetery and south of the proposed new Industrial Connector Road. This site provides a central location with convenient rail access. Additionally, this site provides excellent truck access to the proposed new I-90 interchange (proposed by others) at Coal Mine Road and the proposed railroad overpass to the south, via the new Industrial Connector Road.

The site is accessed from the west via two lanes that allow for the queuing of four (4) semi-trucks. After passing through the gatehouse, trucks are provided with routes for direct loading, in-storage pick-up, and waiting areas. Office/administrative space, employee parking and warehouse/storage space is also provided. Pedestrian access and street frontage design follows the proposed Industrial Core Parkway street section illustrations. This conceptual site plan also illustrates a buffer area along the southern edge of the site to mitigate any potential negative visual or noise impacts from the operations. This buffering area could include berms, vegetation, site walls or a combination of those elements.

The site plan is purely illustrative and intended to show how the Plan's vision and concepts could potentially be implemented in the Industrial Core. Actual redevelopment of these sites will depend on landowner preferences, market conditions and other factors.

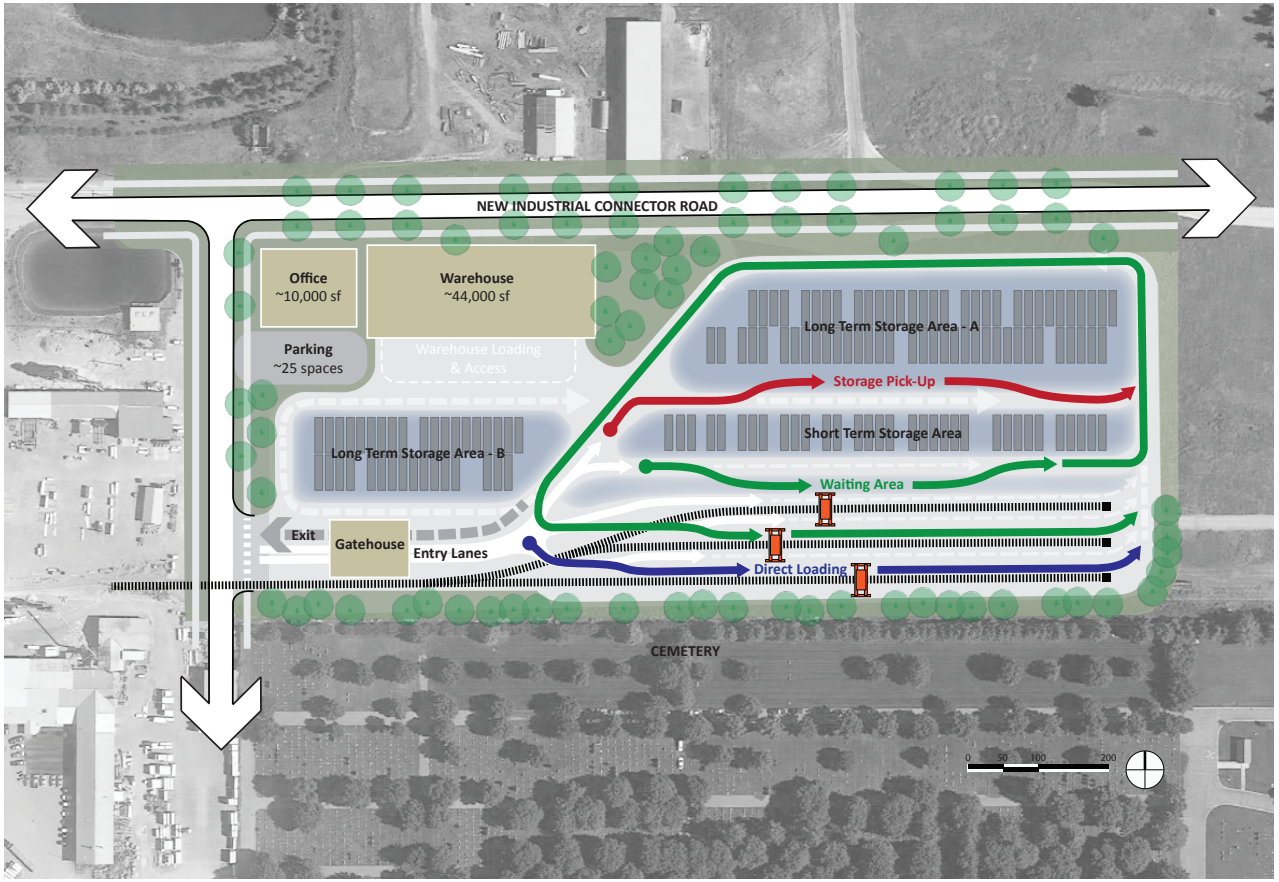
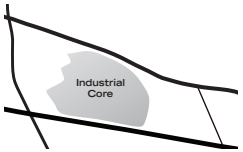


Figure 5-13: Industrial Connector Conceptual Site Plan



Scale and Building Orientation in the Industrial Core

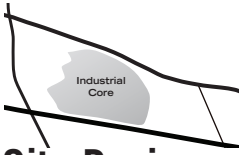
This section addresses scale and building orientation in the Industrial Core. In general, the Master Plan seeks to promote maximum flexibility regarding the form and orientation of new development in this area in order to preserve opportunities for industrial businesses to organize buildings and sites to maximize the efficiency of their operations.

Height

Building heights are generally anticipated to be between 1 and 2 stories in this area due to the nature of typical industrial operations. However, it is recommended that flexibility in building height (up to six stories) be afforded to property owners as necessary to support business activities. It should be noted that single story buildings in the Industrial Core might be taller than those seen in other districts since there may be a need for taller spaces to house equipment.

Flex Form Areas

While buildings in the Industrial Core are encouraged to orient toward public streets where possible, maximum flexibility should be provided to industrial developments to promote efficiency in operations. Where a smaller office component is provided as part of an industrial business, this portion of the development is encouraged to orient to the public street, serving as the “public face” of an industrial business.



Site Design and Connections in the Industrial Core

This section focuses on how new development and existing property owners in the Industrial Core can help to incrementally facilitate improved Plan Area-wide access and connectivity as called for by Chapters 3 and 4 of this Master Plan. It focuses on those improvements and concepts that will require specific coordination and cooperation by landowners and proponents of new projects.

Facilitate a North-South Connector

The north-south Industrial Connector proposed in Chapter 4 Plan Concept to connect Cemetery Road with a new I-90 Interchange will require significant coordination and negotiation with individual property owners. Wherever possible, the proposed corridor for such a roadway should be retained in order to preserve future opportunities to construct this critical connector.

Provide Accessible East-West Bike and Pedestrian Connectivity

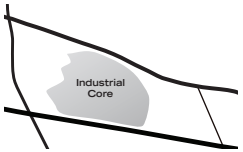
East-west bicycle connectivity in the Plan Area is highly constrained due to the lack of facilities on Cemetery Road and the difficulties of adding adequate facilities to the roadway. This points to the increasing importance of establishing a new east-west bicycle and pedestrian facility connecting the Scott Street District and Reserve Street District through the Industrial Core. This should occur along the Northside Greenway Extension proposed to run parallel to I-90 as shown in Figure 5-11. Coordination with property owners will be essential to establishing this trail connection in a manner that is sensitive to the security and operational needs of existing and future industrial users in the area.

Connect to Broadway

A major long-term objective of the Master Plan is to provide a north-south vehicular connection over the tracks to West Broadway Street in order to increase Plan Area and citywide safety and connectivity, as well as to improve access for businesses in the Industrial Core. The land requirements and other engineering considerations related to this improvement will need to be determined in the future with further study, but retaining this corridor wherever possible will provide flexibility to install the improvement in the future. Coordination with private landowners on the north side and south side (out of the Plan Area) will be essential to constructing this important connection.

Extend Howard Raser Avenue

The proposed Northside Greenway Extension will provide excellent east-west bicycle and pedestrian connectivity at the northern portion of the Industrial Core. In addition, there may be an opportunity to provide vehicular access along an eastward extension of Howard Raser Avenue through the Industrial Core. This improvement would provide improved connectivity within the Plan Area, including access to undeveloped land, and improved safety by providing alternate access routes in the event of an emergency. The Howard Raser Avenue extension will require significant coordination with and cooperation from landowners. If this proposed road moves forward, future detailed designs must be coordinated with property owners and industrial business owners in the area to ensure that safety, security and other operational concerns are mitigated through the road placement and design.

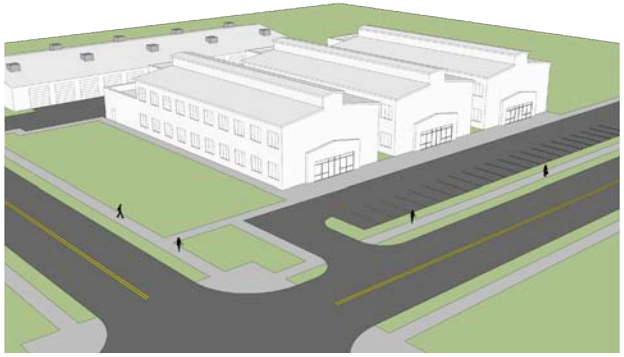


Building Types in the Industrial Core

The following building types are recommended for the Industrial Core. It should be noted that in many cases it may be appropriate to horizontally mix the following building types on a single site provided that all uses are recommended in the applicable land use category for the site.

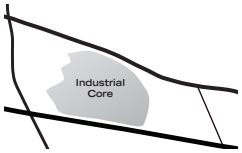
Manufacturing and Processing

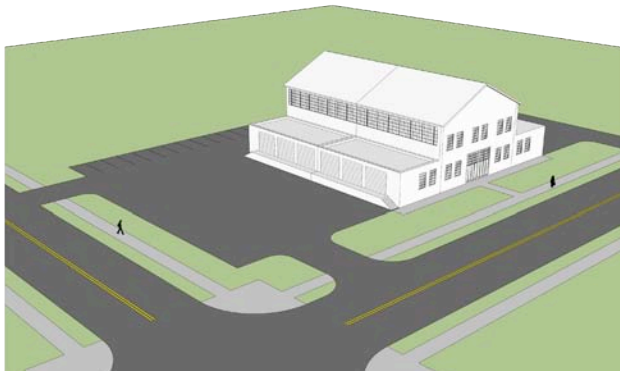
Commercial buildings designed for the primary purpose of manufacturing products, processing materials or other production-oriented activities. This building type ranges widely in its urban form in order to accommodate specific manufacturing and processing operations. This building type is appropriate in the Industrial Reserve land use category.



Materials Storage

This building type includes tanks or other containers on a site that house materials, including chemicals, materials, oil and gas, and other materials. These “buildings” are not intended to house employees or human activity. This building type is appropriate in the Industrial Reserve land use category.





Warehouse

This building type is typically a large floorplate, single story commercial building designed to house products for the purpose of commercial distribution. This building type is appropriate in the Industrial Reserve land use category.

Commercial (light industrial focus)

Commercial buildings designed to house employees and storage, light manufacturing, lab facilities, research and testing, or other activities. In the Industrial Core, it is anticipated that commercial light industrial buildings will typically range from 1 to 2 stories. This building type is appropriate in the Industrial Reserve land use category as a subordinate building that is ancillary to a heavy industrial facility.

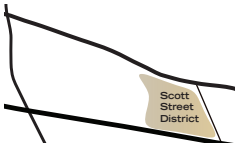
Commercial (employment/office focus)

Buildings typically used to house professional offices and ancillary uses. Floorplate size and number of tenants can range significantly. In the Industrial Core, it is anticipated that commercial light industrial buildings will typically range from 1 to 2 stories, but could be taller. This building type is appropriate in the Industrial Reserve land use category as a subordinate building that is ancillary to a heavy industrial facility.

Recommended Land Uses in the Scott Street District

This section identifies the land uses that should be prioritized for new development and redevelopment of the Scott Street District. Preferred land uses are identified for each land use category identified in Chapter 4 for the Scott Street District. The lists below are not exhaustive regarding what may or not be appropriate in the Scott Street District, but rather identify the uses that should be targeted most aggressively.

Figure 5-14: Scott Street District Land Uses



Residential in the Scott Street District

The Residential land use category is intended to promote a variety of low to moderate density residential developments throughout the Reserve Street District. Preferred land uses include:

- Single-family Residential
- Multi-family Residential
- Live-Work (adjacent to Transitional Industrial areas)

Transitional Industrial in the Scott Street District

The Transitional Industrial land use category is intended to promote a variety of uses to promote flexible responses to the market over the long-term. Light industrial uses are the primary target in this area since these uses can easily mesh with heavy industrial uses anticipated in the Industrial Core and proximity to the Montana Rail Link facilities. Preferred land uses include:

- Light Industrial and Manufacturing
- Research and Development (R&D)
- Live-Work Units (Adjacent to Residential areas)

Neighborhood Commercial in the Scott Street District

The Neighborhood Commercial land use category is intended to promote a small format, neighborhood-serving retail uses that are compatible with the residential uses proposed in the Reserve Street District and existing currently in the Northside Neighborhood. Neighborhood Commercial uses should provide services to the immediate neighborhood and provide a focal point for the area. Preferred land uses include:

- Café
- Neighborhood Market
- Restaurant
- Coffee Shop

Open Space in the Scott Street District

Except for the areas designated as Cemetery which must restrict certain activities and public access to maintain their solemn and reverent character, the Open Space land use category is intended to promote the provision of active open spaces in the Scott Street District, including hardscaped plazas, green spaces, or combinations of the two. Open Space uses could include:

- Plazas
- Staging Areas for Trail Connections
- Expanded Cemetery
- All-Abilities Playground
- Sports Fields

Scott Street District Urban Design Concepts

This section identifies the key urban design concepts for the Scott Street District. New development and public improvements undertaken in the Scott Street District should seek to implement these concepts incrementally as the Plan Area redevelops. Projects that are consistent with and contribute to the realization of these concepts should be prioritized.

Extension of the Northside Grid

Extension of the Northside Neighborhood's block and street pattern into the Scott Street District is a primary redevelopment goal of this Master Plan. New residential streets proposed for the Scott Street District should align streets to cleanly connect with established Northside streets and generally follow the traditional grid system. Flexibility should be allowed where distinctive architecture or open spaces create visual end points or other desirable development patterns. This will enhance connectivity overall, but will also serve to "bridge" and unify the two residential neighborhoods visually.

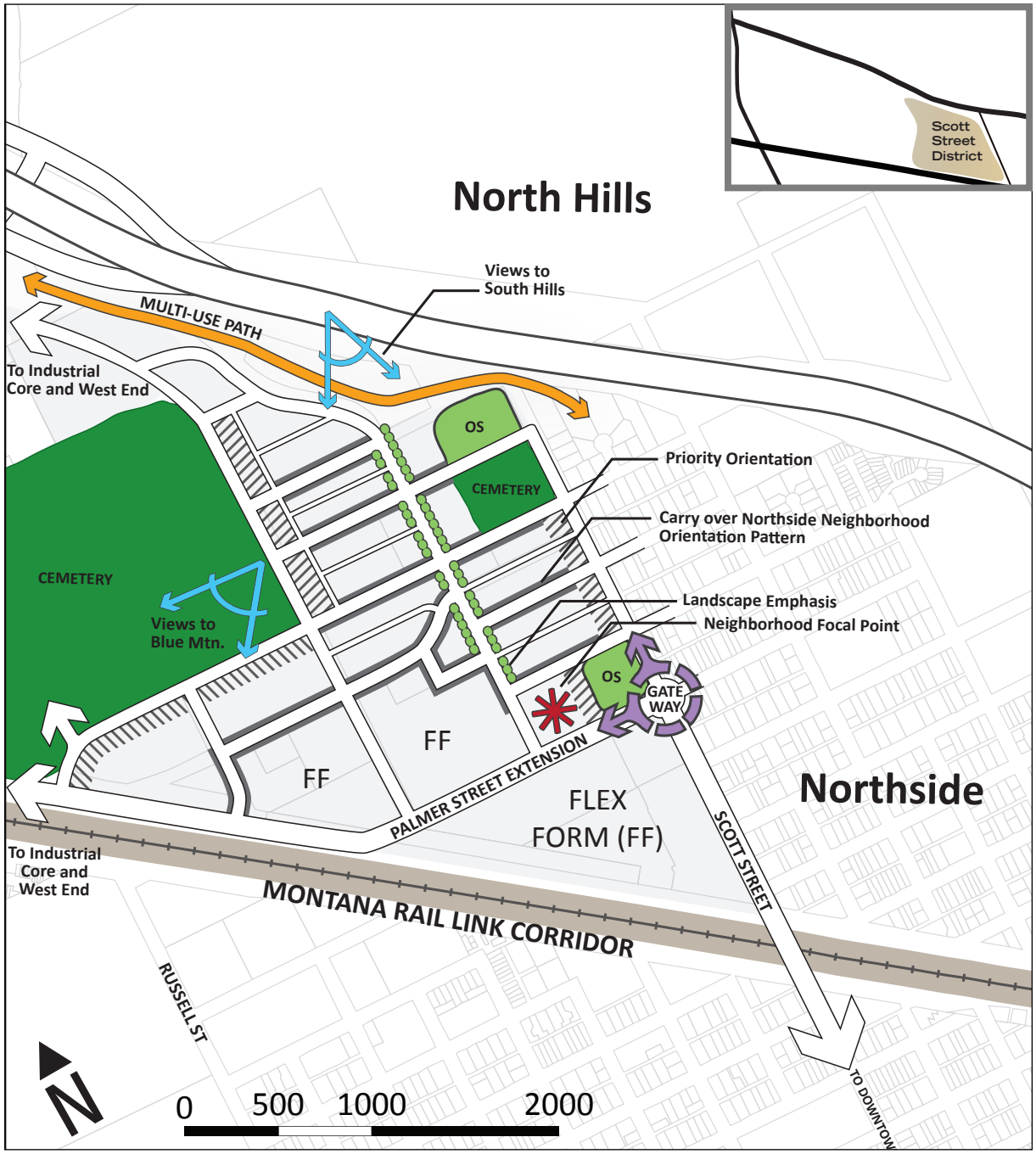
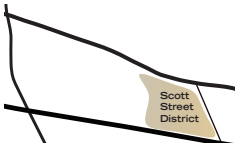


Figure 5-15: Scott Street District Framework Map



View Corridors/Landscape Emphasis Streets

As in the Reserve Street District, the Scott Street District is clearly visible from the I-90 Highway. The residential areas proposed in the Scott Street District have an opportunity to take advantage of this visibility by ensuring well landscaped and attractive north-south streets. Large-canopy street trees should be prioritized on north-south streets to provide a strong visual element that can be seen from I-90. These elements are identified in Figure 5-14.

Otis and Scott Street Bikeways

Otis Street and Scott Street are identified in Chapter 4 as a key elements of the Plan Area-wide bicycle circulation system. Otis Street provides an excellent opportunity to create a signature street that provides excellent bicycle facilities connecting two key green spaces in the Missoula City Cemetery and New St. Mary's Cemetery. Scott Street is also important in this respect since it connects the Scott Street District to the Northside Greenway Extension and to Downtown and the Northside Greenway. As illustrated in Figures 5-16 and 5-17, these residential streets should be redesigned alongside new development to include two-way protected bike lane facilities (cycle track) that are provided adjacent to the curb on one side of the street and separated from traffic with striping and/or flexible plastic bollards.

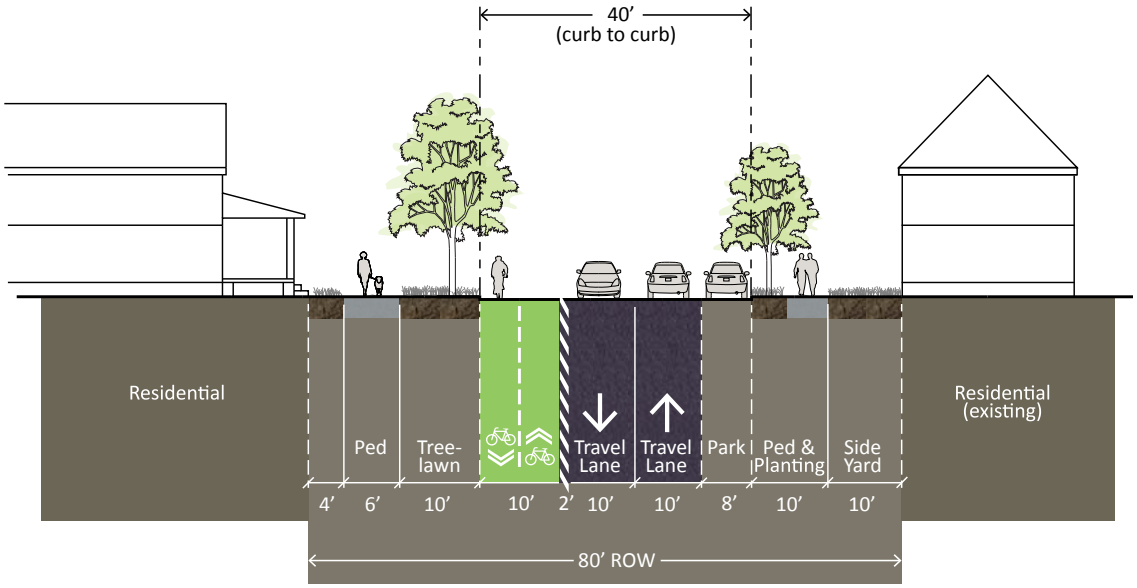
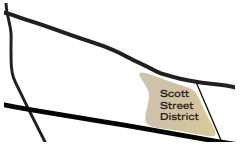


Figure 5-16: Proposed Scott Street Section



Scott Street Gateway (Roundabout)

A visual gateway should be established at the Scott Street/Palmer Street intersection in coordination with the proposed landscaped roundabout feature. In addition to signifying entry into the Scott Street District, this gateway will also signify entry to the Northside Neighborhood. A roundabout at this location should be designed to help slow traffic in this residential area.

Scott Street District/Northside Neighborhood Focal Point

The Scott Street District is primarily envisioned as a residential, live-work and light industrial neighborhood, but there is an opportunity to provide a supportive retail and open space node that serves as a community focal point for the Scott Street District and the Northside Neighborhood. A new neighborhood-serving retail establishment is strongly supported by this Master Plan in conjunction with a new public plaza or park. This multifunctional node will establish the place for Northside and Reserve Street District residents and employees to meet and socialize within the neighborhood. New development should be designed to orient active retail uses toward the open space, giving it life. This activity node is intended not only to provide a useful amenity, but will also serve to unify the Northside neighborhood and the Reserve Street District by providing a shared community focal point.

The new plaza or park could be developed independently or in concert with relocating the existing White Pine Park to more closely tie to the neighborhood. The existing park is separated from the neighborhood by Scott Street and the proposed Palmer Street extension, which are intended to be higher volume streets and truck routes. Relocating the park would reduce the barrier created by these busier streets and allow more complementary uses to surround the park. The existing park could be redeveloped with residential or transitional industrial uses to better fit the existing adjacent uses.

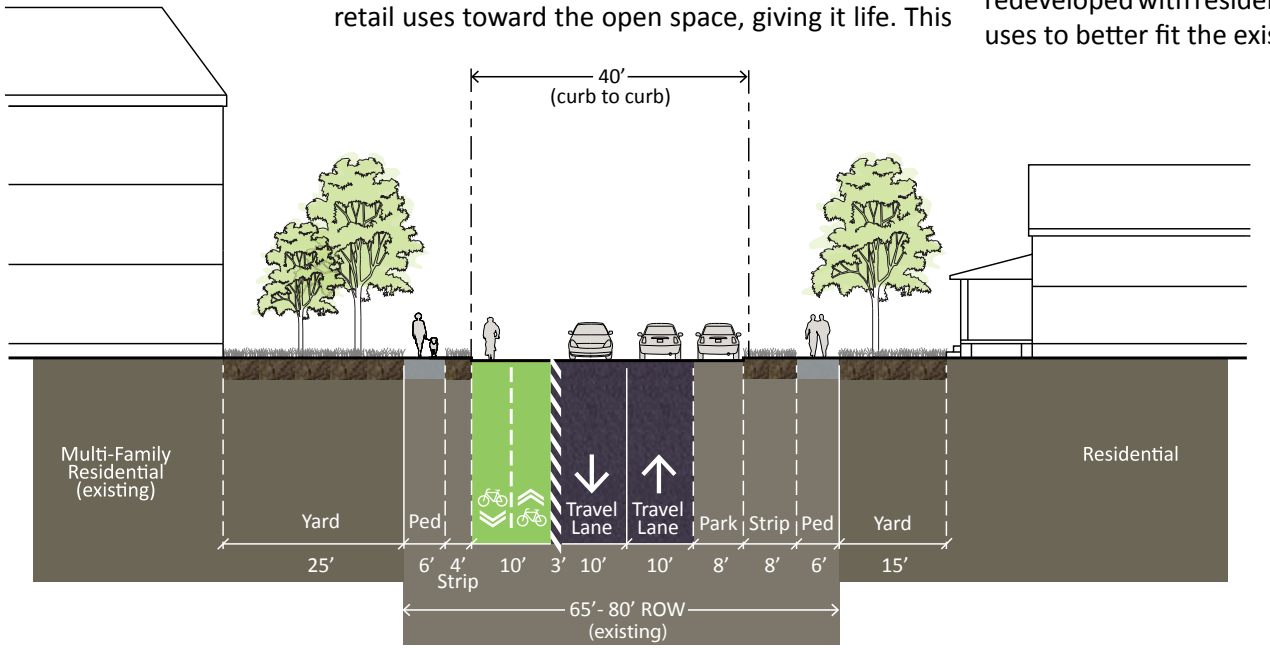
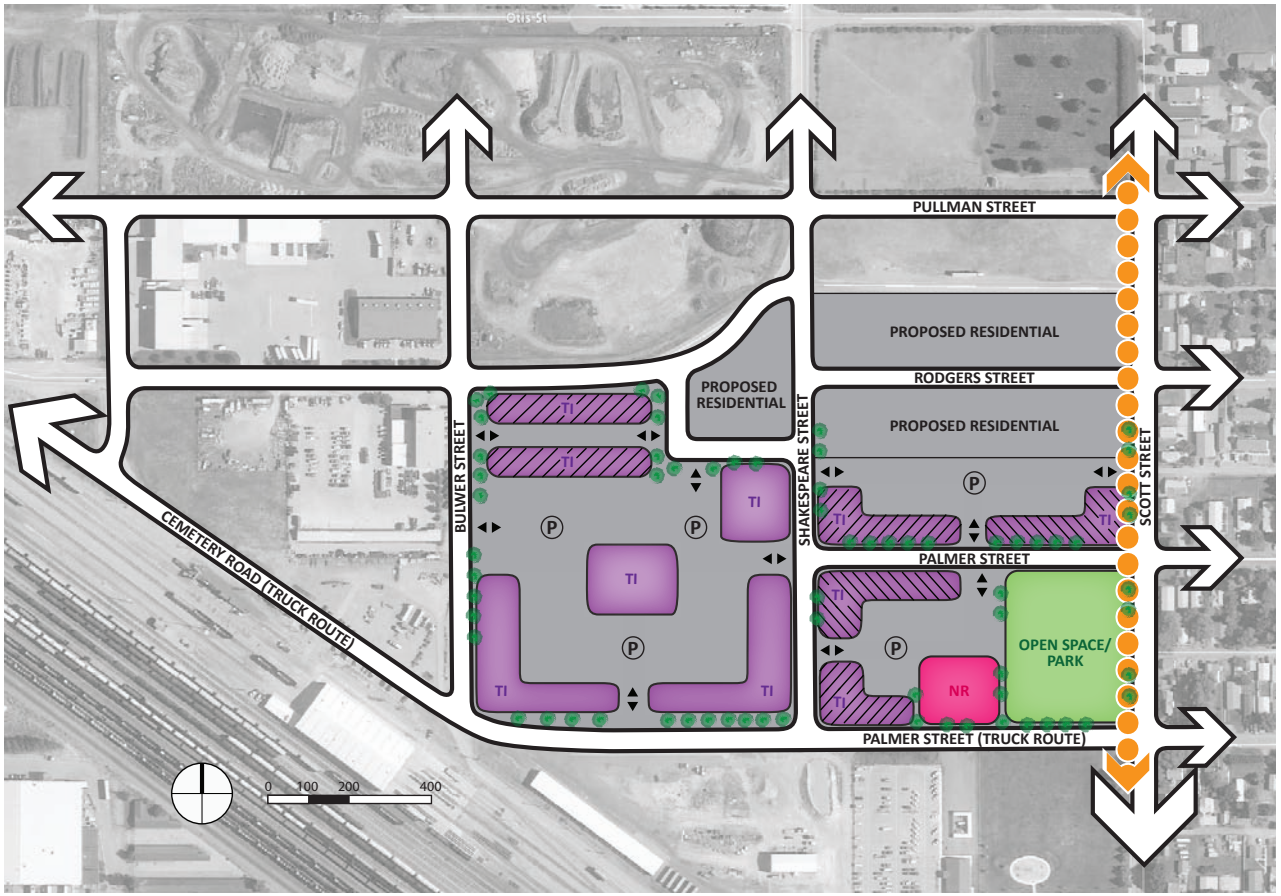


Figure 5-17: Proposed Otis Street Section



Residential Areas

Transitional Industrial Areas

Neighborhood Retail

Open Space/Park

Parking Areas

Live/Work Area

Pedestrian Access/Sidewalk

Parking Access

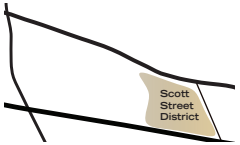
Proposed Bikeway Trail

Figure 5-18: Scott Street Conceptual Site Plan

Scott Street District Concept

This diagrammatic development scheme for the southeast portion of the project area, Figure 5-18, illustrates how a transition to the established neighborhood to the east could occur: New live/work development is oriented to the street, with parking to the interior. A new park is located to create an entrance feature to the neighborhood. A small neighborhood-serving retail site also is shown. To the west, Transitional Industrial development is located along a Palmer Street edge. Live/work buildings frame the industrial block to serve as a transition to the residential blocks.

This site plan is purely illustrative and intended to show how the Plan's vision and concepts could potentially be implemented in the Scott Street District. Actual redevelopment of these sites will depend on landowner preferences, market conditions and other factors.



Cemetery Expansion

The Plan Concept calls for consolidating existing City-owned cemetery land designated for future expansion to better support the ongoing and long-term needs of the Missoula City Cemetery. This concept is predicated on a successful land swap with the former gravel pit located immediately east of the cemetery. Assuming such a negotiation can be successful, the concept provides a more contiguous area for cemetery use while freeing up property for residential development.

New streets are recommended adjacent to the cemetery to provide a buffer and to support residential development as the area transitions. The land trade and associated street network should be implemented with no net loss of area available for future cemetery expansion.

The Missoula City Cemetery is planned to expand to the east of the existing cemetery land.

Building heights in the Scott Street District should be lower in scale than the other Districts.

Scale and Building Orientation in the Scott Street District

This section provides recommendations for scale and building orientation in the Scott Street District.

Height

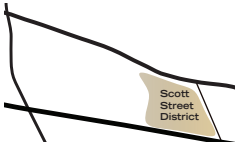
Building heights in the Scott Street District should be lower in scale than the other districts in order to respond appropriately to the existing residential nature of the area. It is recommended that buildings be between 1 and 5 stories throughout the district, with the tallest buildings occurring at the western areas closest to the Cemetery and the Industrial Core and more modestly scaled buildings occurring at the eastern boundary along Scott Street. A wider variety of building scales are appropriate in the central portions of the Scott Street District in order to establish a diverse residential neighborhood. Taller, multi-family buildings at the west will help to buffer the neighborhood from the industrial uses while single-family scale along Scott Street will help transition sensitively to the established single-family forms that typify the Northside Neighborhood.

Priority Orientation Areas

Buildings in the Scott Street District should be oriented toward public streets throughout the majority of the district, with the exception of identified Flex Form areas. Residential buildings and live-work buildings should orient entries toward public streets and provide visual and physical connections through the use of pathways, visible entry doors, front porches and other similar elements. Parking areas, garages and other service areas are strongly encouraged to be located behind primary buildings and accessed via alleys established in the interiors of blocks. Priority Orientation areas are identified in Figure 5-15.

Flex Form Areas

As with the other districts, the Scott Street District contains some areas where flexibility should be provided to property owners and business operators in order to maximize efficiency. While neighborhood, site and building design should be considered as indicated in Appendix A, building placement, orientation and design relative to public streets is less critical than in the identified Priority Orientation Areas identified.



Site Design and Connections in the Scott Street District

This section focuses on how new development in the Scott Street District should help to incrementally facilitate improved Plan Area-wide access and connectivity as called for by Chapter 4 of this Master Plan. It focuses on those improvements that will require coordination and cooperation by landowners and proponents of new projects.

Cemetery Road/Palmer Street Extension

Chapter 4 calls for the design and construction of a preferred commercial truck route through the Plan Area in order to decrease truck travel that currently passes through the Northside neighborhood and Scott Street District on Scott Street, Rodgers Street and other roads. In the Scott Street District, Cemetery Road should be extended to the Scott Street/Palmer Street intersection as a critical segment of the truck route. Missoula Redevelopment Agency should work with property owners in this area, including the City, to create this connection. Opportunities may include a reorganization of the current sites to create room for the extension or establishing the connection in conjunction with redevelopment that might occur in this area. At minimum, strive to preserve the corridor of the proposed road for future options.

Bulwer Street Extension

Prior to the construction of the Palmer Road Extension and the Industrial Connector in the Industrial Core, Bulwer Street should be extended to serve as a temporary truck route through the Scott Street District, connecting to Coal Mine Road. As the Cemetery expands eastward and live-work and multi-family development occurs along Bulwer Street, Missoula Redevelopment Agency should work with landowners and project proponents to establish this important north-south connection. Multi-family and live-work development along Bulwer Street can coexist with truck traffic, but ultimately the Missoula Redevelopment Agency should seek to transform this temporary truck route into a lower intensity with less through traffic.

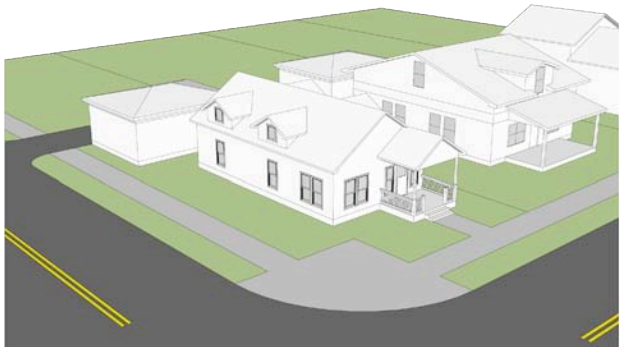
Establish an Alley System

The residential blocks proposed in the Scott Street District should be designed to emulate the block pattern in the Northside Neighborhood, including the establishment of east-west alleys. Designing an alley system in the Scott Street District will create a circulation system that syncs with the Northside Neighborhood, helping to unify the two areas. Furthermore, establishing an alley system in the Scott Street District will allow garage and parking areas to be placed at the rear of properties away from public streets. Access to parking should be provided via the alleys.

Establish an alley system in the Scott Street District to emulate the block pattern in the Northside Neighborhood.

Building Types in the Scott Street District

The following building types are recommended for the Scott Street District. It should be noted that in some cases it may be appropriate to horizontally mix the following building types on a single site provided that all uses are recommended in the applicable land use category for the site.

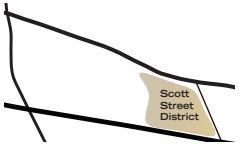


Single-Family Homes

This building type includes a single dwelling unit built on a single lot within the Reserve Street District. This building type is prominent in the Northside Neighborhood and is appropriate within the Residential land use category in the Scott Street District. This building type is anticipated to range from 1 to 3 stories within the Scott Street District.

Duplex

This building type includes two attached dwelling units in a single structure built on a single lot where at least one common wall is shared between the two units. This building type is appropriate within the Residential land use category in the Scott Street District. This building type is anticipated to range from 2 to 3 stories within the Scott Street District.



Townhomes

Townhomes are single family homes that are attached to one another. This building type typically includes 3 or more attached dwelling units. End units have openings on three sides, while interior units have openings only in the front and back. Usually, a garage is accessed via an alley. The main entrance faces a public street and sidewalk and often includes a front porch or stoop. This building type is appropriate within the Residential land use category in the Reserve Street District. This building type is anticipated to range from 2 to 3 stories within the Scott Street District.

Flats

Flats are apartments that are stacked vertically without an internal corridor. Ground floor units include an individual entry while upper floors are accessed via a common stair core. Each building includes 4 to 6 units, depending on building height and unit size. Parking is "tucked" under the building for site efficiency. This building type is appropriate within the Residential land use category in the Reserve Street District. This building type is anticipated to range from 2 to 3 stories.

Apartments

Apartments are multifamily buildings. Each unit is accessed via a common entrance and corridor. They are single-loaded (apartments on one side, shared corridor on the other) or double-loaded (apartments on both sides, shared corridor in the middle).

Parking is provided on-site in surface lots, or in higher density options, could include podium parking (partial sub-grade.) This building type is appropriate within the Residential land use category and is anticipated to range from 2 to 4 stories.

Single-Story Retail (Single Tenant)

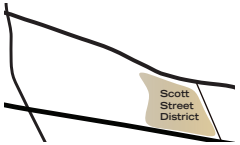
Retail commercial buildings housing a single tenant. This building type is appropriate in the Neighborhood Commercial land use category.

Single-Story Retail (Multi-tenant)

Retail commercial buildings housing multiple tenants. This building type is appropriate in the Neighborhood Commercial land use category.

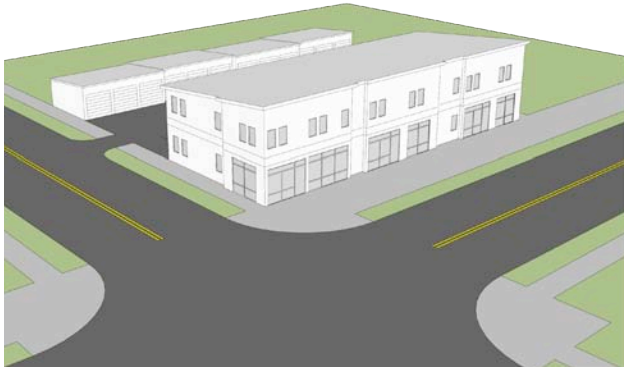
Vertical Mixed Use (Residential)

There may be potential for vertical mixed use building type with ground floor commercial and upper floor residential in the Scott Street District. This building type is only appropriate in the Neighborhood Commercial land use category. This building type is anticipated to range from 2 to 3 stories.



Live-Work

Live-Work are specialized units within buildings that provide separate spaces for both living and working (including light manufacturing, handicrafts, arts, and other low intensity commercial activities). Live-Work units can take many forms, including stand-alone structures that have separate spaces for living and working or individual units within large buildings that house multiple Live-Work units. This building type is appropriate within the Residential and Transitional Industrial land use categories in strategic locations and strategic edges per the Plan Concept presented in Chapter 3. This building type is anticipated to range from 1 to 3 stories.



Commercial (light industrial focus)

Commercial buildings designed to house employees and storage, manufacturing, production, lab facilities, research and testing, or other activities. In the Scott Street District, it is anticipated that commercial light industrial buildings will typically range from 1 to 2 stories. This building type is appropriate in the Transitional Industrial land use category within the Scott Street District. This building type is anticipated to range from 1 to 3 stories.

Chapter 6: Feasibility Analysis

In support of the Plan Concept, market feasibility analysis, utility infrastructure analysis, and traffic modeling were performed to determine the feasibility of the plan recommendations. These studies support and help clarify aspects of the Plan Concept.

Market Feasibility Summary

Projecting market demand for land uses in the Plan Area is necessary to properly plan for future infrastructure needs. Market demand was determined by looking at existing land uses and using market demand statistics to project future land uses in the Plan Area. Urban Advisors, economic forecasting specialists, projected market demand for land uses in the Plan Area.

The projections follow the Reserve Street District, Industrial Core, and Scott Street District that have been used throughout this plan and are shown in Figure 6-1. Complete Market Analysis is included in Appendix C.

The analysis projects that over the next 20 years there will be demand for nearly 3.2 million square feet of commercial, office, and transitional industrial space, and 1,200 residential units within the Plan Area. This will develop about 200 acres. The Plan Area consists of approximately 400 developable acres after subtracting out existing development, parks, or open space. This leaves a land reserve within the Plan Area that will allow for flexibility in supporting industrial, commercial, office, and residential needs into the future.

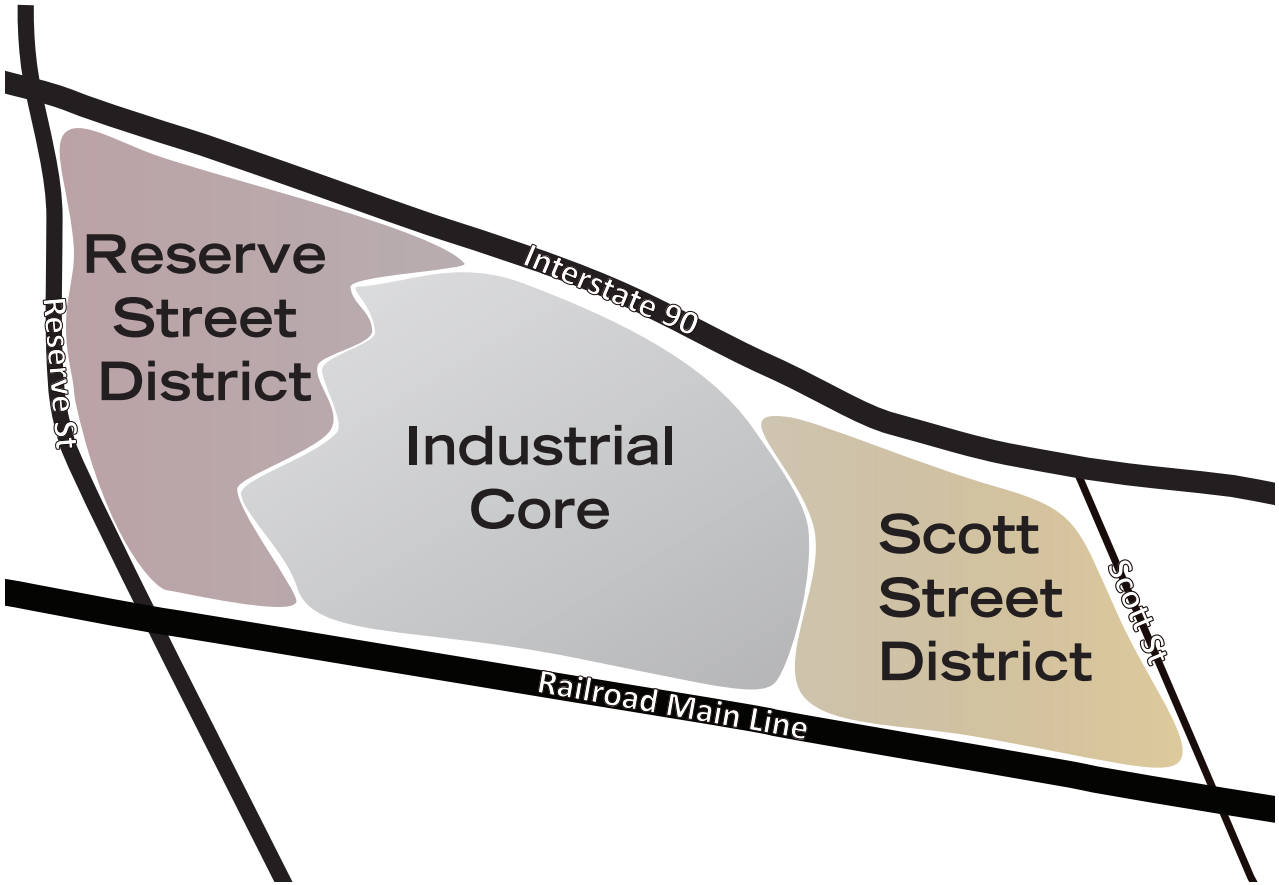


Figure 6-1: Plan Area Districts

Projected Market Demand 2016-2036				
Reserve Street District	**Building Area**		**Site Area**	
Corridor Retail	561,104	SF	33.75	Acres
Office/Corridor Retail Flex	401,444	SF	24.47	Acres
Transitional Industrial	899,800	SF	54.36	Acres
Transitional Commercial	346,365	SF	15.90	Acres

Figure 6-2: Reserve Street District Projected Market Demand

Projected Market Demand 2016-2036				
Scott Street District	**Building Area**		**Site Area**	
Residential	1,225	DU	44.86	Acres
Neighborhood Retail	39,000	SF	2.63	Acres
Transitional Commercial	433,200	SF	26.17	Acres

Figure 6-3: Scott Street District Projected Market Demand

Figure 6-2 and Figure 6-3 show each land use by square footage or dwelling units, and land area in acres projected out to 20 years. The Land Use Categories are defined in Chapter 4.

No projections were made for the Industrial Core due to emerging trends in robotics, shrinking manufacturing employment as productivity rises, and the unknown impact of current and future trade agreements that may relocate industries as they have in the past.

Refer to Appendix C: Market Overview and Land Use, p. 19, for additional information.

In addition to projecting market demand, Urban Advisors provided insight into existing and planned land uses and their relationship to infrastructure and to each other within the three Plan Area districts. This section discusses market-based feasibility elements and the land use elements in the Reserve Street District, Scott Street District, and Industrial Core.

Market Based Feasibility Elements

The land use programs are predicated on market feasibility but also on characteristics that will aid in feasibility and implementation. Basic goals include the following:

Familiar Building Types

The plan does not propose out-of-scale building types or building intensity that requires expensive parking structures outside of the means of current property owners. Rather, it is the arrangement of the street and the buildings that creates the public realm. This means that local developers need not worry that parts of the plan are not buildable or within their means to execute.

Application of Mixed Use

The plan employs mixes of uses extensively but primarily as horizontal mixed use in the first two phases. Vertical mixed use has been limited in early phases because it requires higher cost structures due to separate vertical circulation, fire breaks between uses, the potential need for fire suppression systems with separate hydrant connections, and building types that may require Type 1 or Type 2 construction rather than simpler, single use structures.

Three Land Use Categories for Reinforcement of Existing Business

The plan includes three land use categories, Transitional Industrial, Transitional Commercial, and Industrial Reserve, to act as transitions between new development and existing industry and to also preserve an industrial land base for the future. Infill development that fits within the urban framework proposed will add housing and businesses without disturbing existing business. Increasing intensity in this way will increase the viability of the area as a venue for new business.

Opportunities for New Businesses in Transitional Land Use Categories

The new transitional land use categories offer opportunities not found elsewhere in the City to create buildings at a range of pricing to aid in new business creation, research and development uses, technology transfer in partnership with the university, space for startups in incubators of new industrial uses, and many other miscellaneous uses that may require flexible space. For the Reserve Street District, the Transitional Industrial Land Use Category will provide a unique area for the location of light industry in concert with larger scale retail and amenities such as restaurants and ATMs while offering new business an innovative environment and acting as a buffer to retain current heavy industry in the face of future development.

Housing & Public Improvements

The plan for the Scott Street District presents a future with additional housing and public improvements that will make it reasonable for new businesses to take the risk of locating in the Plan Area near the intersection of Scott Street and Palmer Street. The strategy is based upon the idea of increasing available local spending, while improving both foot and auto traffic to the area so that a local business can rely on having a sufficient number of customers.

A Range of Housing Opportunities

As noted in the demographic trends, the Plan Area has very few households. The plan proposes a mix and range of housing opportunities to be provided through new development in the Scott Street District, and potential mixed-use development adjoining the new office in the Reserve Street District. The Scott Street District development will add vital services and a component of walking and biking access that will serve to enhance quality of life for current Scott Street District residents. The design is not restricted to any particular type of building so that developers may choose to respond to the market as it changes over time. This will ensure that there will be feasible options that can fit local preferences and builders' capabilities.

Walkable Access to Retail and Services

Currently, the Plan Area does not provide a welcoming pedestrian environment. Part of the framework for change is to dramatically increase the pedestrian and bicycle infrastructure in the Plan Area to connect the Reserve Street District

and the Scott Street District to make the Plan Area one where people can live, work, and shop in short trips by car, bicycle, and walking. The proposal for the Scott Street District and the pedestrian and bicycle network illustrated could be a transformative element for this area of the City.

Reserve Street District Land Use Elements

Hotel

Hotels typically build one room for every 3,000 square feet of occupied office space as well as tourist or visitor attractions. A small hotel typically requires 30 rooms to be feasible. While the time line for new office is not entirely clear, the office land use provides enough office in a concentrated area to support another hotel. The additional businesses in the Transitional Industrial land use category will allow for more rooms. Based on the accessible location in combination with office and retail uses, a hotel is feasible once it is clear that the office will actually be built. The most likely hotel type is limited service catering to business travel.

Retail on the North Reserve Street Corridor

Large-scale, stand-alone retailers look for freeway visibility on interstates with high traffic volumes, preferably where they can access multiple markets with one facility. The Reserve Street District is the only such location in Missoula with corresponding development that increases the utility of the area for prospective retail aggregations. Sales indicate that people drive for many miles to come to Missoula for retail purchases, and higher utility for customers will add to the feasibility for new retailers. The corridor is not of a type to support small storefront retail as on a main street, and reconfiguring to accomplish such an environment would be inimical to downtown and to the existing mall further south. The Reserve Street corridor is perfect, however, for an Ikea or similar store, and the ability of the City to offer a well-planned environment with jobs, industries, hotels, and retail with excellent access increases the value of the location for such facilities.

Office & Retail

The office and retail uses in the Plan Area create a district rather than a single land use area by including amenities office tenants want, such as the capability for cafes and restaurants, proximity to retail, a walkable and cycling friendly environment, and potentially adjoining some amount of mixed use for office employees who wish to live within a short distance from work. As such, the Plan Area may be able to start functioning as a vibrant commercial sub-center. Because of their horizontal mix of uses, such sub-centers held their leasing and property values during the last national downturn in contrast to stand-alone office parks, which decreased in leasing and value compared to downtowns and vibrant sub-centers. As such, this area, as it develops, should be a more attractive environment for investment, while also offering excellent regional access.

Mixed Use

Because of the cost of melding residential use with other uses, mixed-use residential usually requires higher rents than stand-alone residential. Residential mixed-use is successful in areas that are highly desirable, with lively walkable streets, activity during evening hours, amenities and services nearby, and complete street frontages without large gaps for parking. This implies an urban environment that includes pedestrian amenities and pedestrian lighting, public open space, and the attributes of a recognizable neighborhood or district. The demographics for such mixed use tend to be either upper income or more affordable projects built with some type of subsidy. A vertical mixed-use residential unit can be expected to cost as much per square foot as a stand-alone building of four stories or more primarily because of vertical separation and vertical access. Another way to accomplish mixed use is to mix uses horizontally rather than vertically. This keeps construction costs at feasible levels and can, if carefully designed, produce an attractive and amenity-rich neighborhood.

Industrial Core Land Use Elements

High Intensity Employment

High intensity land uses generate high volumes of private automobile traffic that may not be appropriate adjoining industrial uses. The safety of industrial access should not be compromised by an increase in automobile traffic from adjoining uses.

Scott Street District Land Use Elements

Senior Residences, Retirement, & Assisted Living

The proportion of senior households in Missoula is increasing. As these households age, and are unable to continue auto-oriented lifestyles, they provide a market for houses and senior living units within a short walking distance of community amenities. In other markets, we have seen that homes with smaller lots and condominiums are popular “move-down” options for seniors. While other types of retirement living facilities provide luxury space and services, they do not offer the highly desirable community amenities that could be mixed with the rest of the program on this site including local-serving retail and walk-in medical offices. With many potential builders and operators, senior housing with community amenities holds a relatively low risk for implementation and could be feasibly provided by the private sector.

Housing

The largest land use in the Scott Street District is new housing. Adding housing reinforces the existing neighborhood and also provides households to add support for neighborhood retail that would serve the new and existing neighborhoods. Implementation of this use is relatively low risk and would generate new real estate taxes. The plan provides opportunities for families to live in a walkable village, close to shops and employment and thus, is suitable to capture the two largest market segments, those over 50, who may be looking to downsize, and those born after 1985, who may be forming new households and starting families.

Office & Medical Office Space
There is a market for new traditional office space and the Reserve Street District is the logical place, next to the new Consumer Direct offices. Office in the Reserve Street District can be implemented in the Transitional Commercial Land Use Category, but this is keyed to a different type of office that is ancillary to other uses and does not require typical finishes and fixtures seen in higher end office. The Transitional Commercial Land Use Category envisions building types that are lower in cost and risk in order to facilitate small office, satellite education, healthcare and social service offices, as well as space for new businesses.

Parks & Open Space
Parks and open space are commonly part of new development programs since they provide an amenity that makes the site more attractive, and are often used for rainwater/snow management. Additional public space unrelated to new developments faces the difficulty that it does not provide a stream of revenues sufficient to cover either land acquisition or landscaping. Where parks are an important public amenity, they are usually paid for, improved ,and maintained by the government.

Neighborhood Retail
Attracting retail to this site will be difficult before any housing is built, but it can be achieved. The planned retail node is projected at 34,000 square feet of local-oriented services. The plan for new housing and employment reduces the risk of retail on this location by providing additional support for the primary market. Attracting a grocer to this location will be difficult before the housing is built and occupied, but may be possible if development time lines are definite, i.e. it is clear that the development is moving forward and that the housing will be fulfilled.

Educational
The Scott Street District could provide a setting for an educational facility geared to business creation, job training, and other uses that fit with a high employment area. However, such uses might prefer locations in the Reserve Street District where public transit routes and freeway access better serve the region. Recruiting such a user poses a basic funding challenge, but there may be funding from the Department of Labor. This use would fail to generate new revenues if operated by the public sector.

Community/Cultural Center
While not specifically shown in the Plan Concept, a community center of some type and size may be a neighborhood amenity. Similar to a park, this would require a public entity or beneficent organization to purchase the land and develop the center. Such community centers serve a number of needs but do not usually generate revenue. This makes implementation difficult for what is likely to be a costly project with no financial return. Often, however, subdivision developers add community space as an amenity to bolster sales with operations being covered by a homeowners association or covenant. If desired, this could become an element in a future agreement if the Missoula Redevelopment Agency assists with site acquisition.

Utility Infrastructure Analysis

Future Sewer Infrastructure

Wastewater collection, treatment, and disposal for the Plan Area will be through extensions of the City of Missoula sewer system. This system currently serves much of the surrounding property and has capacity to serve the Plan Area.

Wastewater generation forecasting for the Plan Area was estimated based on the land uses from the Plan Concept. Separate forecasting numbers were projected for the Reserve Street District and the Scott Street District, as development of these areas will likely be independent of one another. The Reserve Street District is projected to have an Average Day Flow of 198 gpm and a Peak Hour Flow of 674 gpm. The Scott Street District is projected to have an Average Day Flow of 174 gpm and a Peak Hour Flow of 593 gpm.

Wastewater from the Reserve Street District may be directed in two different ways to the Reserve Street Interceptor (Phase I West). First, collection mains could flow to a lift station to be located in the southern portion of this area, where it would be pumped to the Reserve Street Interceptor. Second, it might be possible to route wastewater through gravity mains, if some of the existing 8-inch mains are upsized and re-laid at a flatter grade in the southern portion of this area. If a gravity route could be found that maintained an acceptable minimum cover, this could alleviate the need for a lift station.

The Scott Street District is split with some areas flowing to Scott Street and other areas flowing to the west. An existing pump station would need to be upsized for areas flowing to the east (Phase I East). A lift station would be required along the western edge of this area to pump wastewater back to gravity mains that flow to Scott Street (Phase II East).

In order to provide sewer service for the central portion of the Plan Area that is designated as the Industrial Core, a sewer lift station would need to be constructed in the low area, near the railroad tracks. If this lift station is constructed, the lift stations in the Reserve Street District and Scott Street District would not be needed as flows to those lift stations could gravity flow to the central lift station. The central lift station would pump flows back to the Reserve Street Interceptor. The central lift station could be constructed later, as Phase III, as the Industrial Core is developed.

There are several options for constructing and phasing the sewer improvements. Much will depend on the timing and areas of development. Prior to constructing any sewer infrastructure that is beyond existing main extensions, a specific sewer service study should be completed to further evaluate infrastructure alternatives.

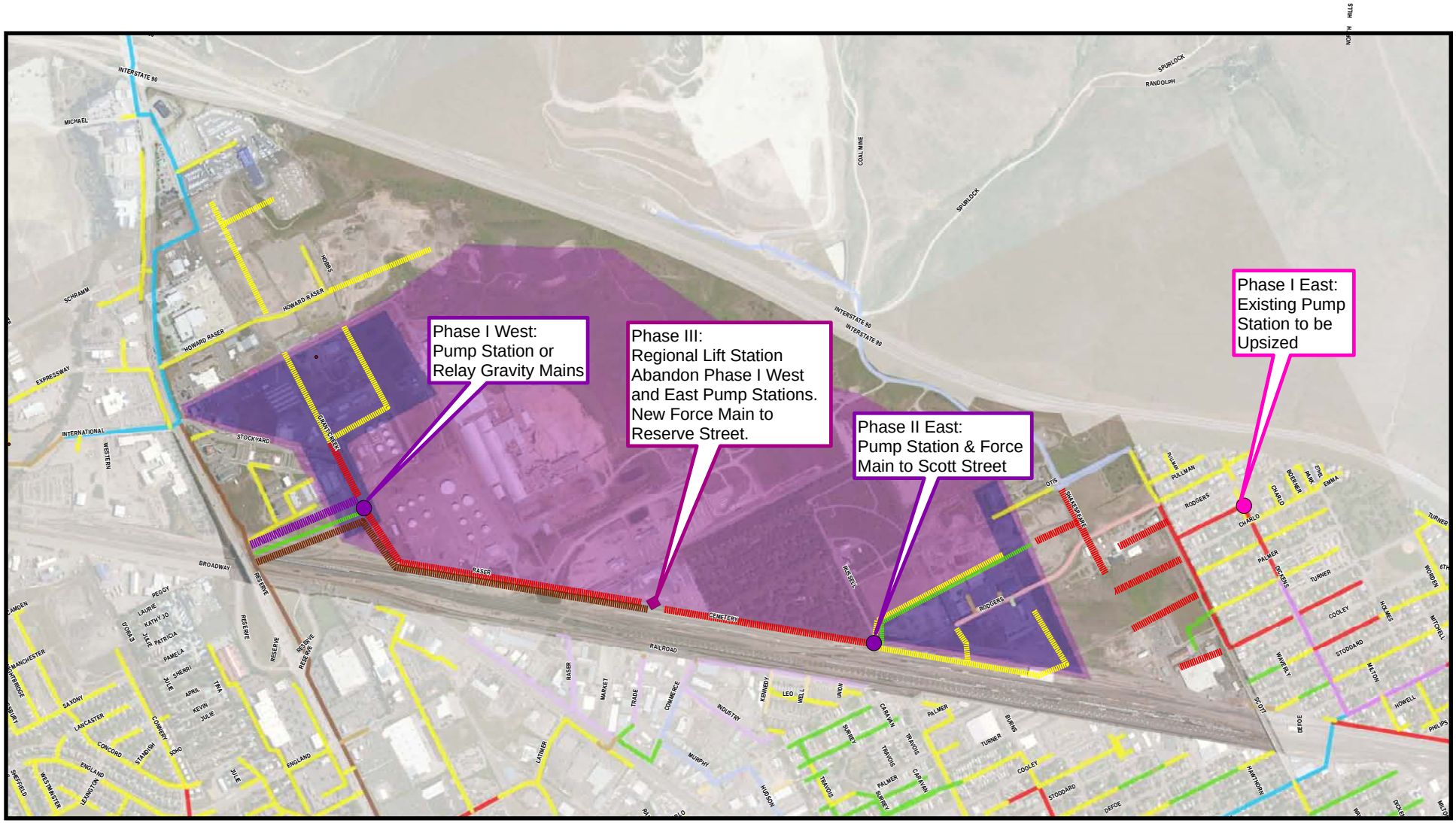


Figure 6-4: Future Sewer Infrastructure

Pump Station Areas
- Phase I
- Phase II

Future Sewer
- 8 inch gravity main
- 10 inch gravity main
- 12 inch gravity main
- 6 inch force main
- 10 inch force main
- 12 inch force main

Existing Sewer

Pipe Diameter
- Unknown
- 1 inch force main
- 1.5 inch force main
- 2 inch force main
- **2.5 inch force main**
- **3 inch force main**
- **4 inch force main**
- **6 inch**
- **8 inch**
- **9 inch**
- **10 inch**
- **12 inch**
- 15 inch
- 18 inch
- 24 inch
- 27 inch
- 30 inch

Note: Future main sizes are preliminary and will need to be adjusted based on final design parameters.

Future Water Infrastructure

Public water service for the Plan Area will be from main extensions and improvements to the existing Mountain Water Company water system. This system currently provides water service for much of the surrounding areas and has reliable source water supply and operations.

Water demand forecasting for the Plan Area was estimated based on the established land use plan. Separate forecasting numbers were projected for the Reserve Street District and the Scott Street District, as development of these areas will likely be independent of one another. The Reserve Street District is projected to have an Average Day Demand of 200 gpm and a Peak Hour Demand of 1,713 gpm. The Scott Street District is projected to have an Average Day Demand of 343 gpm and a Peak Hour Demand of 2,938 gpm. In addition, water demand for fire protection for the entire area was estimated to be 2,000 gpm for a two-hour duration. Any new development in the area must meet the requirements set forth in the current vision of the adopted fire code for both flow and duration. Based on these projections, the total required average day demand water storage volume for the two areas combined is 782,000 gallons (288,000 gallons for the Reserve Street District demand and 494,000 gallons for Scott Street District demand). This will likely require construction of a new water storage reservoir for the Mountain Water Company system. Water storage for fire flow is provided in the existing Mountain Water System.

Based on water demand forecasting, water main sizes within the Plan Area are anticipated to be between eight and 16 inches. Fire hydrants should be located at a minimum spacing of 500 feet, or as approved by the City Fire Department. Initial review and hydraulic analysis by Mountain Water indicated fire flows can be provided throughout the Plan Area.

The existing system in the northern portion of the Reserve Street District has low water pressure. This issue will not be addressed simply by adding new mains and storage as outlined above. This is because any new elevated storage facilitates must be constructed at the same elevation as the existing Water Works Hill storage reservoir in order for the system to properly operate. Two options exist for increasing water pressure. The first is to require new buildings to include internal booster pump systems to pressurize internal water piping for fire protection; this option is currently being used to address the low pressure in the area. The second option is to construct a booster pump system as part of the larger Mountain Water Company system in this area, to increase pressure for the affected area. This larger booster pump would run frequently, but would eliminate the need for booster systems as part of individual building construction.

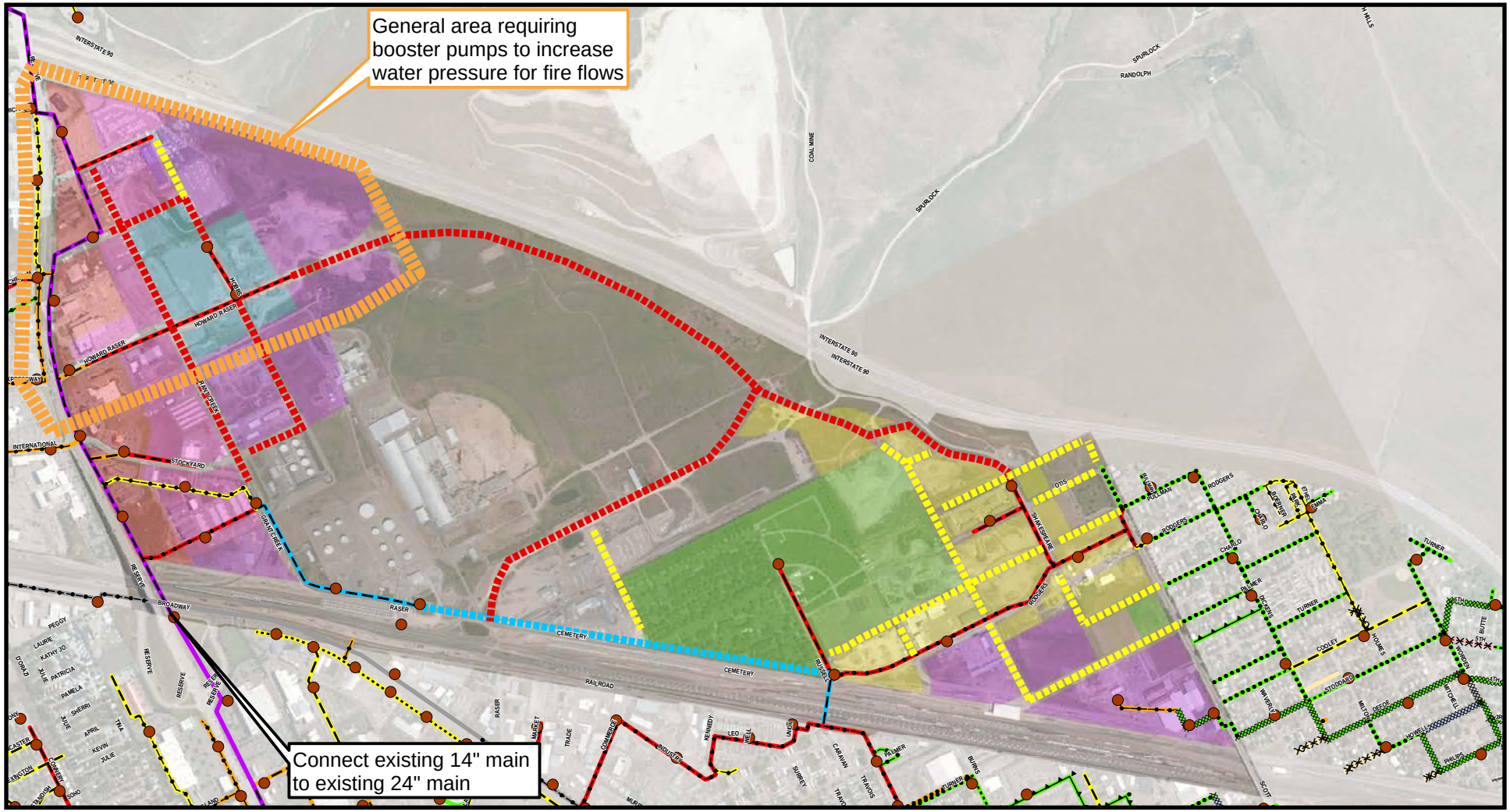


Figure 6-5: Future Water Infrastructure

Future Broadband Infrastructure

Next-generation broadband access is a driving force for business competitiveness, innovation, and efficiency. Large businesses and institutions are generally able to afford next-generation broadband services, but for smaller businesses prices are often beyond their reach.

The Plan Area has a large concentration of fiber-based broadband services, which are not widely available in unincorporated areas of Missoula. This could be a significant comparative advantage for attracting key industry sectors being targeted by the City of Missoula, Missoula County, and the Missoula Economic Partnership (MEP).

- Life Sciences
- Information Technologies
- Manufacturing
- Back Office & Creative Services
- Forest Products and Renewables

"Last-mile" broadband connections should be a high priority throughout the Plan Area. This should include "dig-once" policies, where multiple service providers are allowed the opportunity to install lines in the same trench whenever construction is occurring; securing easements that preserve corridors for future utility runs; installing conduit and junction boxes, including microduct conduits that allow multiple providers to share the same conduit; and consideration of community-based broadband networks.

"Affordable, available access to broadband means the difference between cities that thrive in the new economy and those that become obsolete. Missoula ranked fifth for density of high-tech startups in a recent Foundation report and ranked first in the small metro category for having the largest number of new tech companies started between 2000 and 2010. These industries need fast, reliable access to broadband at prices that small businesses can afford."

-- Next-Generation Broadband Feasibility Study, Magellan Advisors, 2014

Fiber-based broadband services are available in the Plan Area and key for attracting businesses.

Traffic Modeling Analysis

Traffic modeling was performed to determine the transportation infrastructure needed to support the project development. Trip generation is based on the Land Use Categories from the Plan Concept and the projected market demand for 2036. The trip generation data was converted to traffic volumes. These traffic volumes were assigned to the street network to determine road network needs. The model is representative of traffic volumes if all of the development projected to occur between 2016 and 2036 actually occurs.

The process of predicting future traffic volumes is straight forward and can be automated through the use of traffic modeling software. In this case, the City of Missoula TransCAD based traffic demand model was used. This model is a highly refined representation of the existing street network throughout the entire Missoula urban area with characteristics such as speed and capacity assigned to each street in the network. The model area is then divided into numerous traffic analysis zones (TAZ), often as small as a city block, for which existing land use characteristics such as number of jobs and housing units are identified. The model then uses traffic modeling theory to estimate the number of trips that each TAZ will produce and attract based on its mix of land uses, balances these productions and attractions across the entire network based on numerous factors such as distance between TAZs and level of attraction, and assigns each trip to the links of the street network. Once a base model is calibrated to actual existing traffic volumes, planners can experiment with "what if" land use scenarios to estimate impacts on traffic volumes and congestion.

Six scenarios were modeled as shown in the table below.

Traffic Model Scenarios	
Scenario A: Existing Traffic Volumes with Existing Street Network	**Figure 6-6**
Scenario B: Projected Traffic Volumes with Existing Street Network	**Figure 6-7**
Scenario C: Projected Traffic Volumes with Howard Raser Avenue Extension	**Figure 6-8**
Scenario D: Projected Traffic Volumes with Howard Raser Avenue & I-90 Interchange	**Figure 6-9**
Scenario E: Projected Traffic Volumes with Howard Raser Avenue, I-90 Interchange, & Russell Street Extension	**Figure 6-10**
Scenario F: Projected Traffic Volumes with Howard Raser Avenue, I-90 Interchange, & West Broadway Connector	**Figure 6-11**

The traffic model was run based on the existing land use and street network (Scenario A in Figure 6-4). This illustrates the TransCAD model's representation of existing average daily traffic (ADT) in vehicles per day (vpd) on the roadway links surrounding the study area.

Figure 6-6: Scenario A: Existing Traffic Volumes with Existing Street Network

Existing Road

15,500 Average Daily Traffic (ADT)

Figure 6-7: Scenario B: Projected Traffic Volumes with Existing Street Network

Existing Road

15,500 Average Daily Traffic (ADT)

Scenario B (Figure 6-5) shows the projected ADTs assuming build-out of all the Plan Concept land uses within the Plan Area and with no additions to the roadway network. This establishes a base model for traffic volumes, which can be compared with scenarios for new street network connections.

The traffic modeling shows that without additional connections, traffic volumes on Grant Creek Road, Cemetery Road, and Scott Street will increase substantially as the area develops. This would likely require the addition of turn lanes and increase the risk of bicycle/pedestrian conflicts and traffic impacts to the Northside/Westside Neighborhood. Development of the Plan Area would also increase traffic on Reserve Street, which already experiences periods of congestion.

Scenario C (Figure 6-6) models future extension of Howard Raser Avenue, an east/west street, connecting Reserve Street and Grant Creek Road on the west with Scott Street on the east.

The modeling shows that extending Howard Rase Avenue would provide some relief for Grant Creek and Cemetery Road, but unless the development intensity increased along the Howard Raser extension, the majority of traffic would continue to use Grant Creek/Cemetery Road.

Scenario C assumes no new north or south street connections to the Plan Area, meaning that all new traffic comes and goes via Reserve Street, Grant Creek Road, and Scott Street. Under this scenario, daily traffic volumes on Scott Street are predicted to increase by as much as 7,700 vehicles per day, or 300% over existing conditions. This would likely require improvements to Scott Street in the form of a center two-way, left-turn lane. However, the model does not take into consideration the development of a truck route along Palmer which would route traffic away from the residential area north of Palmer. This scenario indicates the importance of another North-South street connection within the Plan Area.

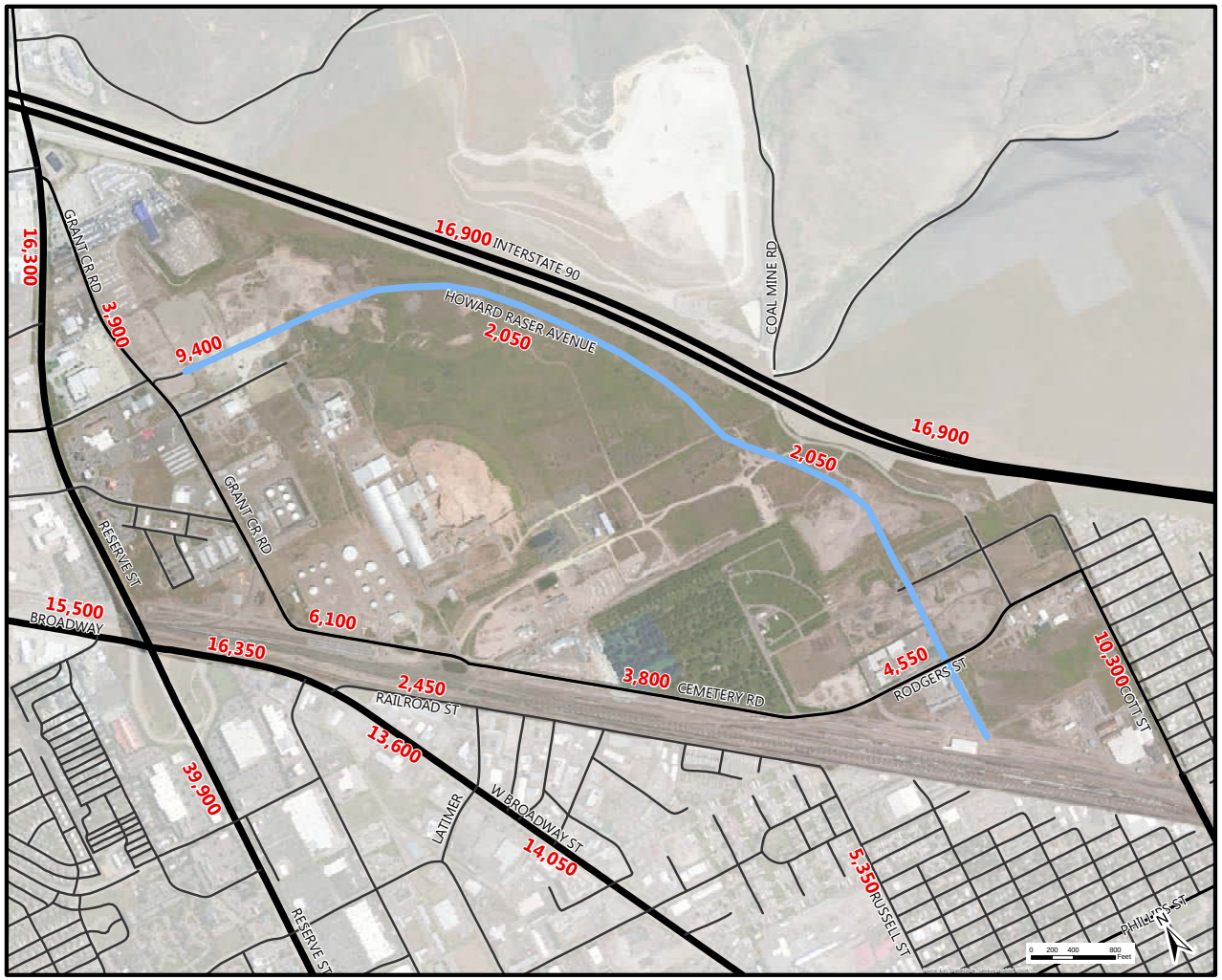


Figure 6-8: Scenario C: Projected Traffic Volumes with Howard Raser Avenue Extension

Proposed Road

Existing Road

22,800 Average Daily Traffic (ADT)

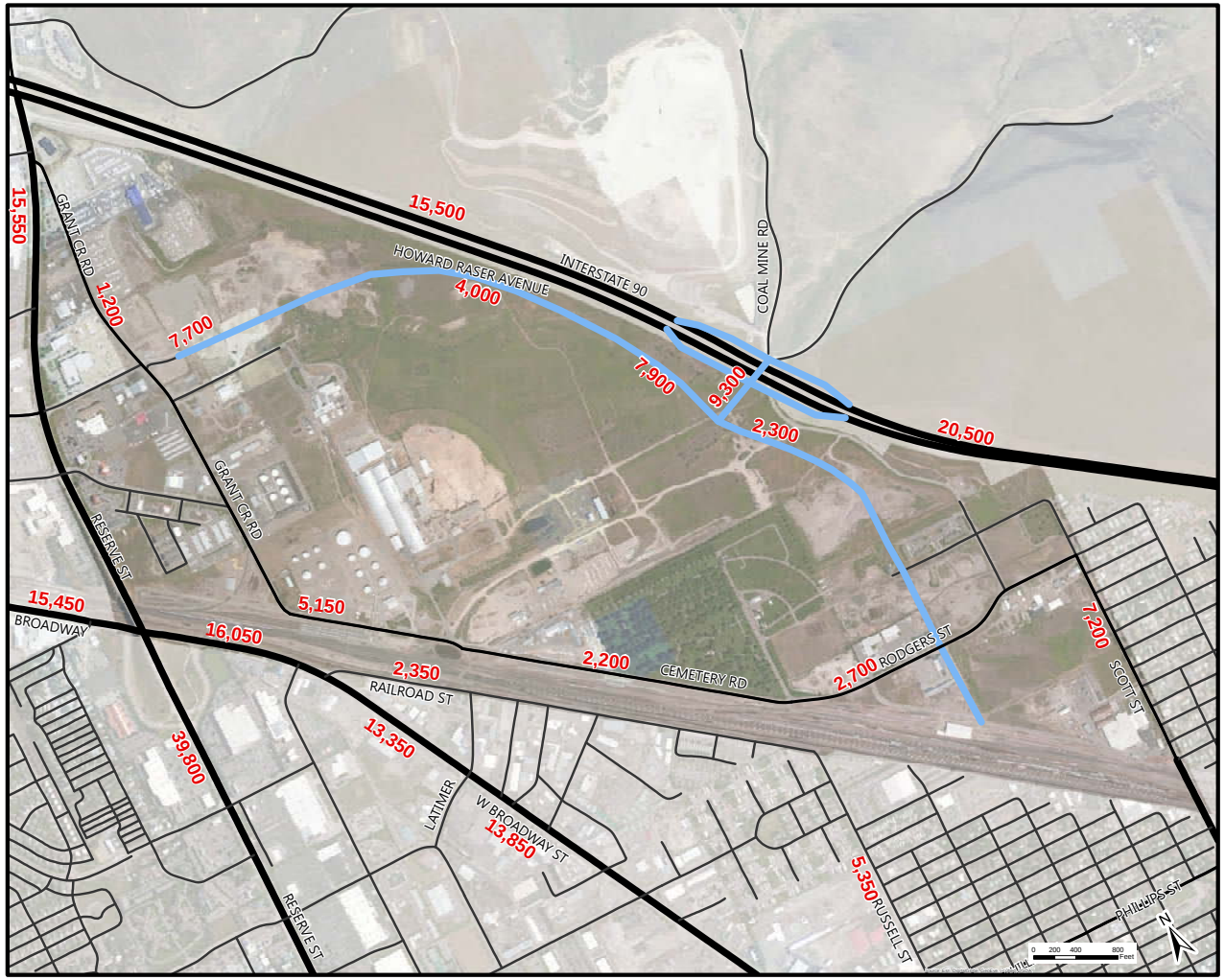


Figure 6-9: Scenario D: Projected Traffic Volumes with Howard Raser Avenue and I-90 Interchange

Proposed Road

Existing Road

22,800 Average Daily Traffic (ADT)

Additional street network combinations were considered to improve access to the Plan Area from the north and south and to reduce demand on Scott Street. Scenario D (Figure 6-7) represents the traffic impacts of a new interchange with Interstate 90 at Coal Mine Road. The traffic volumes in Scenario D support the need for a new interchange.

The modeling shows a new interchange would attract as many as 9,300 vpd and relieve pressure on Scott Street by approximately 3,100 vpd (30%) and Cemetery Road by 1,600 vpd (42%).

An underpass of the interstate already exists at this location, so construction of a full interchange appears to be feasible. The width of the existing Coal Mine Road underpass would limit the new street to two lanes in the area of the interchange, which may limit the ability to provide turn lanes necessary to accommodate the projected traffic volumes.

Two additional street network scenarios were evaluated, each including the new Howard Raser Avenue and the Coal Mine Road interchange. Scenario E (Figure 6-8) examines the results of extending Russell Street north across the railroad and into the Plan Area. Scenario F (Figure 6-9) examines a new connection across the railroad tracks intersecting with West Broadway opposite Latimer Street.

The modeling shows extending Russell Street would attract 9,400 vpd, further reducing traffic on Scott Street by 1,850 vpd (25%) and Cemetery Road (32%). The Russell Street extension also has a regional transportation benefit by providing alternate access to I-90.

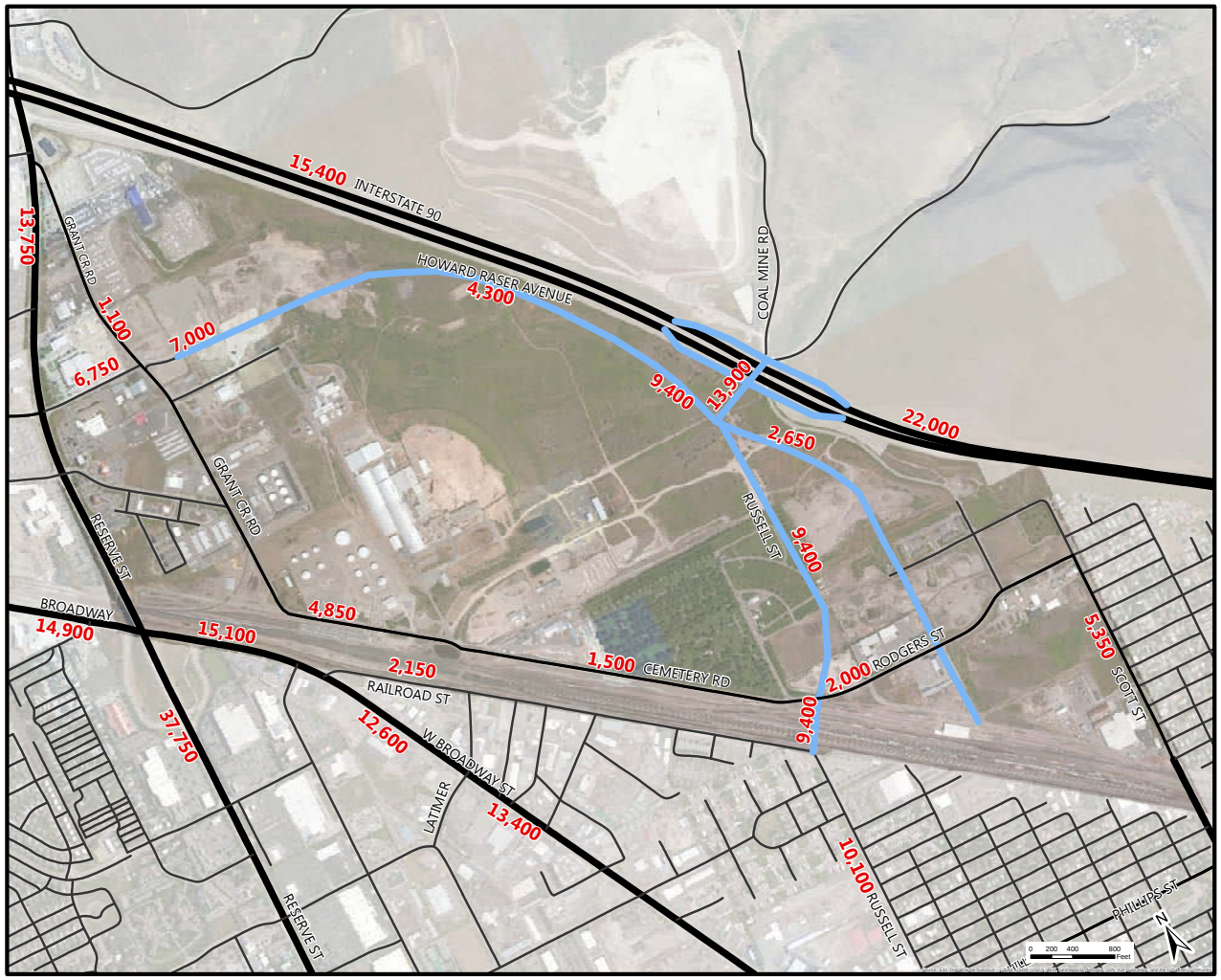


Figure 6-10: Scenario E: Projected Traffic Volumes with Howard Raser Avenue, I-90 Interchange, & Russell Street Extension

Proposed Road

Existing Road

22,800 Average Daily Traffic (ADT)

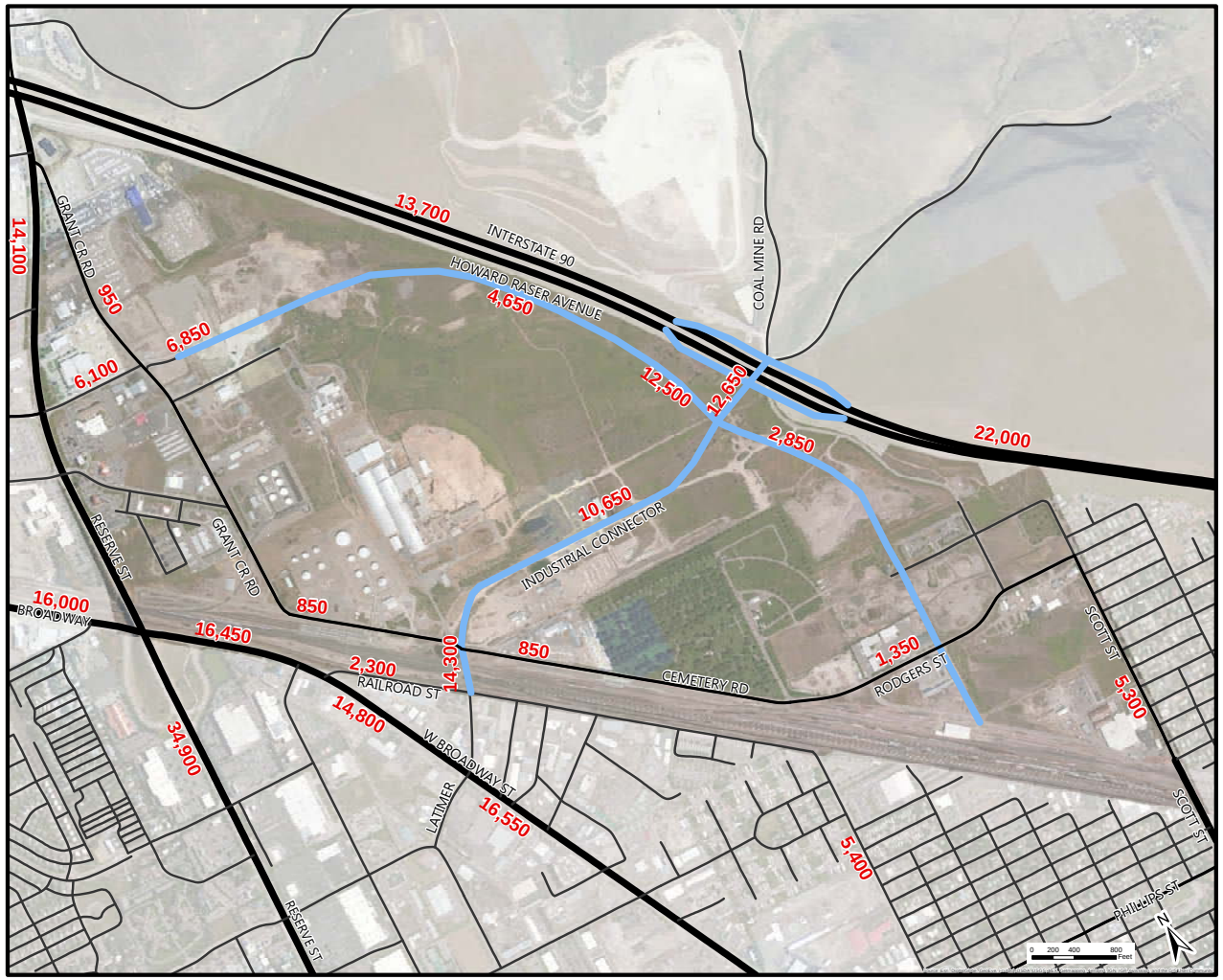


Figure 6-11: Scenario F: Projected Traffic Volumes with Howard Raser Avenue, I-90 Interchange, & West Broadway Connector

Proposed Road

Existing Road

22,800 Average Daily Traffic (ADT)

Scenario F (Figure 6-9) considers an alternative to the Russell Street extension by connecting the proposed Industrial Connector across the railroad to West Broadway.

The modeling shows this connection would attract approximately 14,300 vpd which is 4,900 (or 52%0 more than the Russell Street railroad overpass was projected to serve. Both overpasses provide similar benefits in reducing traffic on Scott Street and Cemetery Road.

Comparison of Russell Street Extension and West Broadway Connection

A new grade separated railroad crossing is a costly endeavor which is likely to be beyond the 20-year planning horizon for this plan as well as the Missoula Long Range Transportation Plan. It is also likely that only one of the scenarios evaluated would be financially feasible to construct in the long-term. Planning for these long-term connections is important in the Plan Area to guide development and preserve future corridors, however, including multiple possibilities will create uncertainty for development.

The following observations can be made comparing the Scenario D with Scenario E (Russell Street Extension) and Scenario F (West Broadway Connection):

- The West Broadway Connection is projected to have 52% more traffic demand than the Russell Street Extension (14,300 ADT vs. 9,400 ADT)
- The Russell Street Extension is projected to create about 13% more demand on the Coal Mine Road interchange (13,900 ADT vs 12,650 ADT)
- Both scenarios relieve pressure on Scott Street by about 25% (1,850 vehicles per day)
- The West Broadway Connection relieves 30% more pressure on Cemetery Road (1,350 ADT vs. 700 ADT)
- The volumes on the Howard Raser Avenue Extension are essentially the same under both scenarios (4,300 ADT vs. 4,650 ADT)
- The West Broadway Connection is expected to increase traffic demand on West Broadway east of the new connection by about 20%, increasing traffic volumes from 13,850 ADT to 16,550 ADT. This is an existing five-lane street operating well under capacity.
- The Russell Street Extension is expected to increase traffic demand on Russell Street south of the railroad by nearly 90%, increasing future traffic volumes from 5,350 ADT to 10,100 ADT. This is an existing two-lane street running through the Westside Neighborhood.
- Both scenarios relieve a small amount of pressure on Reserve Street. The Russell Street Extension is expected to divert about 5% of Reserve Street traffic, decreasing future traffic volumes from 39,800 ADT to 37,750 ADT, while the West Broadway Connection is expected to divert about 12%, decreasing future traffic volumes 34,900 ADT.
- Both scenarios relieve a small amount of pressure on Orange Street. The Russell Street Extension is expected to divert about 13% of Orange Street traffic, decreasing future traffic volumes from 14,600 ADT to 12,750 ADT, while the West Broadway Connection is expected to divert about 10%, decreasing future traffic volumes to 13,200 ADT.
- Both scenarios would require right-of-way acquisition and relocation of businesses and residences. The Russell Street Extension would require land currently owned by the City for future expansion of the Cemetery and has a greater impact on residential properties. The West Broadway Connection would likely displace several light industrial businesses south of the railroad, but has the potential to serve a large area of undeveloped land north of the railroad.

North Reserve Street currently experiences periods of traffic congestion.

North Reserve Street

Traffic congestion on North Reserve Street is a concern with existing conditions. Observations from the traffic model scenarios are below and show the impact of future development on North Reserve Street.

- The traffic volume on North Reserve Street south of the Old Grant Creek Road intersection is not projected to significantly vary between Scenarios A through C (16,000 to 16,300 vpd). Once the Coal Mine Road interchange is introduced, ADT on this segment is expected to decline by a modest 500 to 800 vpd to a projected 15,500 ADT. With the new overpasses of the railroad introduced in Scenarios E and F, this volume is expected to decline to approximately 14,000 vpd.
- North Reserve Street south of the West Broadway interchange has a current ADT of 30,500 vpd. With build-out of the anticipated North Reserve|Scott Street land use (Scenario B), this volume is projected to increase by 30% to 39,500 vpd. The construction of Howard Raser Avenue (Scenario C) and the Coal Mine Road interchange with I-90 (Scenario D) have little if any impact on this projected volume. With the construction of the railroad overpasses this volume declines to 37,750 vpd under Scenario E or 34,900 vpd under Scenario F. In all cases this already-congested portion of Reserve Street is projected to experience a significant increase in traffic in the range of 15 to 30%.

Traffic Modeling Conclusions

The traffic model provides a tool for evaluating the benefits of various network connections. This is based primarily on vehicle trips and does not take into account alternative modes, truck traffic, access needs, or impacts on adjacent land uses.

The traffic modeling confirmed that development in the Plan Area will require new street connections to support the associated traffic demand. Projected traffic volumes generally range from 2,000 to 9,000 vehicles per day, which fall within the range of two-lane collector streets with appropriate turn lanes at intersections. As volumes increase above 10,000 vehicles per day, consideration should be made for continuous two-way left-turn lanes and additional travel lanes to accommodate access and through capacity.

The traffic modeling also confirmed that there is strong regional demand for a north-south connection to the interstate. While a large part of this demand originates from outside the Plan Area, the model showed that the Plan Area would also benefit from this added connectivity through reduced pressure on existing streets. The scenarios for a new railroad overpass each provide benefits for north-south connectivity, however, the West Broadway Connection has less impact on the existing Westside Neighborhood and Cemetery, and provides greater opportunity for development of underutilized land in the Plan Area

Chapter 7: Implementation Strategy

Implementation of the plan will be driven by private investment. The implementation strategy focuses on opportunities to use public infrastructure investment as a tool to incentivize private development that is consistent with the plan.

Key public infrastructure projects were evaluated based on the cost, benefits, and feasibility of completing each project. These projects are presented in phases to indicate priorities, recognizing that actual implementation of the plan will need to be flexible to respond to opportunities as private development occurs and funding resources become available.

The implementation strategy focuses on four major elements:

- Priorities & Phasing
- Policy & Regulatory Changes
- Funding Opportunities & Partnerships
- Tax Increment Financing

Phase 1 (0-7 years)

In response to strong residential real estate demand anticipated in the short term, Phase 1 focuses on extending the street grid in the Scott Street District of the Plan Area. Enhancing east-west connectivity is also emphasized in Phase 1. A new non-motorized trail connection is envisioned at the northern edge of the Plan Area to provide safe east-west bicycle and pedestrian access as an alternative to Cemetery Road, which is currently constrained and presents challenges to bikers, pedestrians and drivers trying to share the road.

Improvements to Cemetery Road and Grant Creek Road are provided to the extent feasible to enhance safety and usability for vehicles, pedestrians, and bicyclists and maximize redevelopment opportunities. This includes a realignment of Grant Creek Road north of Howard Raser Avenue to create a better approach for the new signal and additional depth for developable parcels fronting Reserve Street.

Finally, this phase links Cemetery Road to Palmer Street and Scott Street to provide some relief of commercial traffic currently going through existing and planned residential areas in the Scott Street District.

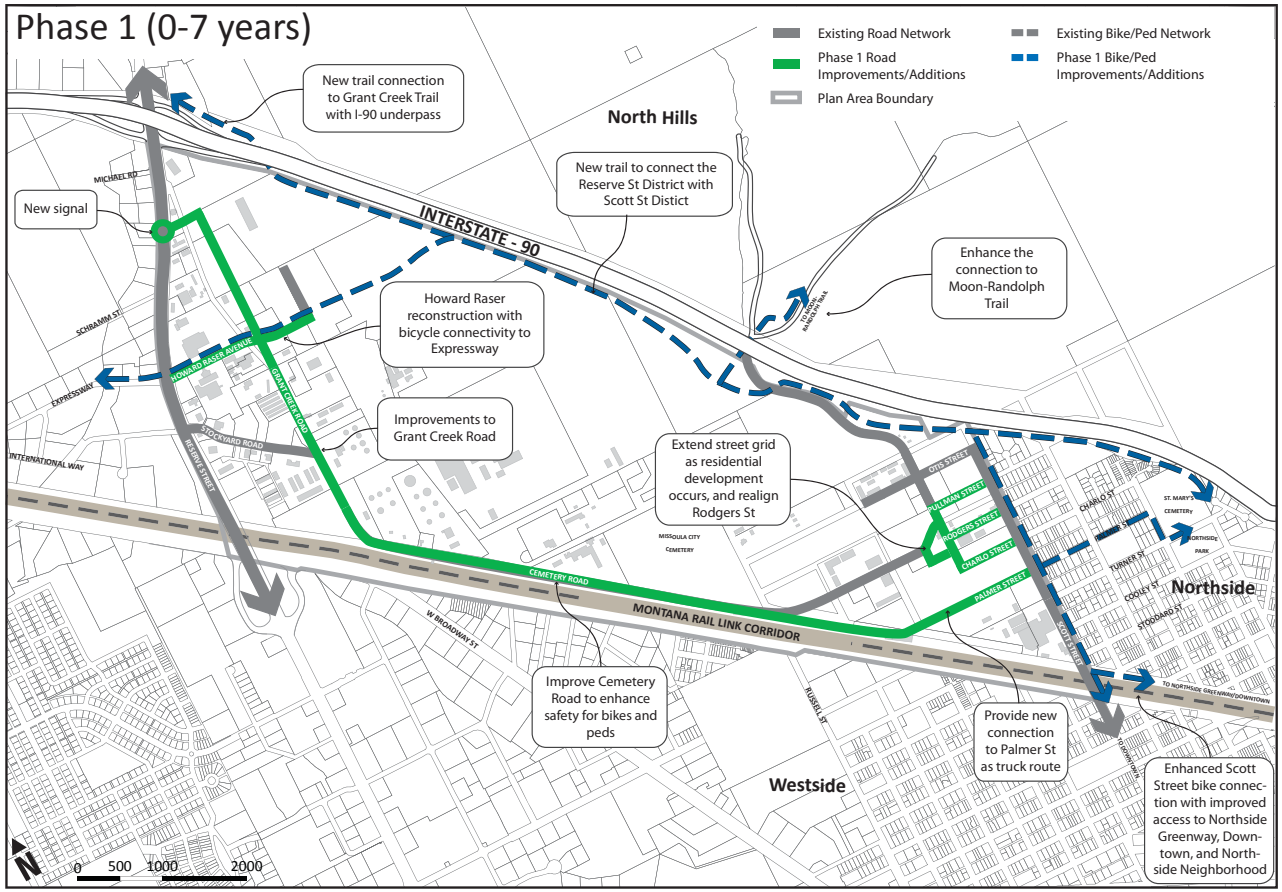


Figure 7-1: Phase 1 Infrastructure Improvements

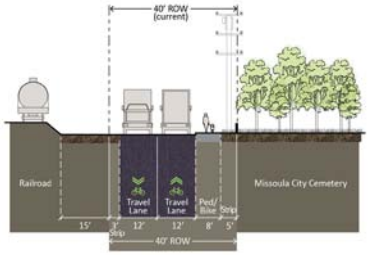
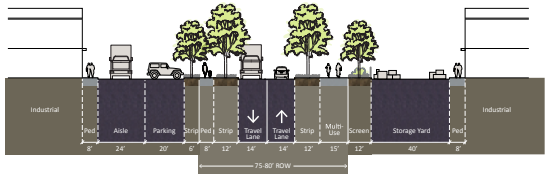
The following tables list the proposed public infrastructure projects for Phase 1 addressing priority, cost, benefits, and feasibility. The projects are prioritized as a high, moderate, or low priority based on the feasibility of the project and the necessity of the project for development to happen. Planning level costs are provided for each project. Costs are generally based on a linear foot cost for roads, trails, and utilities.

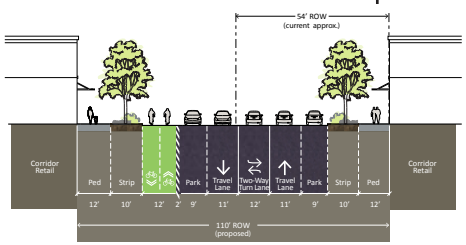
The costs are intended to be used as a planning tool and should be refined as projects develop.

The primary benefits to the public, City, and investor are provided to help determine the value of the project. The public benefits considered were safety, connectivity, neighborhood priorities, community priorities, identity, character, and desirability, and improvements to livability and quality of life. City benefits included City priorities and potential tax generation. The projects were also evaluated based on benefits to the investor including increasing the value of the adjacent properties, improving conditions for economic investment, and providing incentives for private investment.

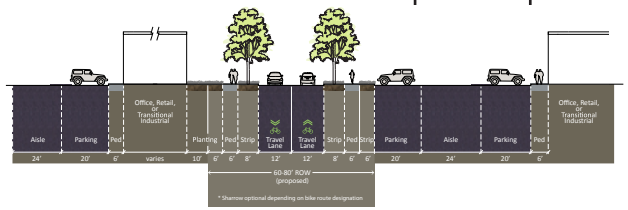
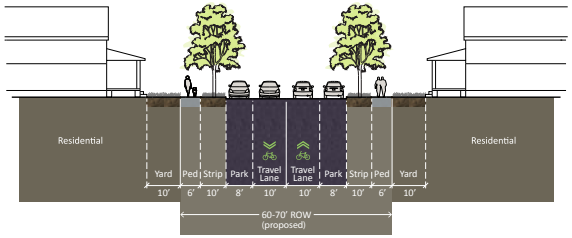
Finally, major feasibility concerns were identified that should be taken into consideration as implementation of these projects nears.

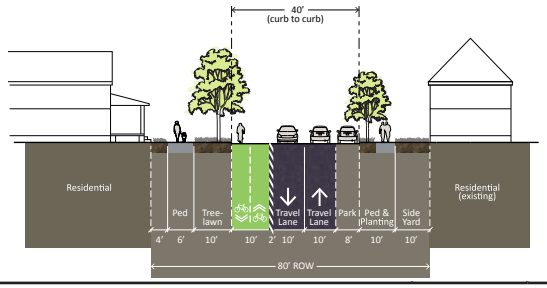
Phase 1 Key Elements & Primary Benefits

Project	Priority	Cost	Public Benefits	City Benefits	Investor Benefits	Feasibility Considerations
Cemetery Road (Grant Creek Road to Palmer Street) 	High	$5.5M (6,500 LF)	• Safety improvements for bikes/peds • Railroad crossings • Improves police, fire, and emergency access • Connects existing neighborhood to services and employment • Multi-modal transportation	• Meets City priorities for adding bike and ped facilities	• Provides road, water, and sewer improvements • Improves circulation for commercial trucks	• Improvements within existing R/W
Palmer Street Connection (Cemetery Road to Scott Street) 	High	$1.5M (1,750 LF)	• Safety improvements for bikes/peds • Reduces truck traffic on residential collector • Improves aesthetics and landscaping	• Creates access and additional parcels for investment	• Improves access and provides investment flexibility • Water and sewer improvements promote investment by reducing costs	• Requires R/W acquisition

Phase 1 Key Elements & Primary Benefits						
Project	**Priority**	**Cost**	**Public Benefits**	**City Benefits**	**Investor Benefits**	**Feasibility Considerations**
Multi-Use Path (Howard Raser to Northside Park)	High	$1.5M (11,750 LF)	• Bike/ped route separated from vehicular traffic • Major east-west connectivity improvement • Connects housing to employment and shopping	• Adds to community's trail network and provides key connections within larger context	• Increases value of residential properties • Improves desirability for employees/ residents	• Requires agreement with Roseburg & adjacent industrial users • Requires R/W acquisition
Howard Raser Avenue Reconstruction with Cycle Track (Reserve Street to eastern edge of office land use) 	High	$1.25M (2,500 LF)	• Improves access to businesses • Multi-modal transportation • Streetscape improvements enhance identity and character • Catalyst for signature street-front investment and walkability in shopping and services • Enables place making	• Meets City priorities for adding bike and ped facilities • Creates additional parcels for investment	• Improves access to businesses and properties • Creates parcels for investment	• Multiple property owners involved • Requires R/W acquisition • Impacts existing businesses
Upsize Existing Sewer Pump Station	Mod.	$50K		• Provides infrastructure to support investment	• Infrastructure improvements promote investment in eastern portion of Scott Street District	

Phase 1 Key Elements & Primary Benefits

Project	Priority	Cost	Public Benefits	City Benefits	Investor Benefits	Feasibility Considerations
Grant Creek Road & Signal (Cemetery Road to Reserve Street) 	Mod.	$4.5M (5,000 LF)	• Provides signalized Reserve Street crossing for bikes/ peds • Improves access to businesses • Better utilizes the existing collector road • Improves aesthetics and landscaping • Multi-modal transportation	• Meets City priorities for adding bike and ped facilities • Creates additional parcels for investment	• Improves access to businesses and properties • Creates parcels for investment • Provides road, water, and sewer improvements • Improves circulation	• Multiple property owners involved • Requires R/W acquisition • Impacts existing businesses
Residential Street Grid (Scott Street District) 	Mod.	$14.5M (17,000 LF, all phases)	• Improves police, fire, and emergency access • Extends Westside Neighborhood grid street network • Supports land use that is complementary to existing neighborhood • Increases housing inventory • Creates a traditional neighborhood pattern	• Provides housing within the City that is near downtown • Creates developable residential property	• Water, sewer, and road improvements reduce cost for investor • Infrastructure extensions promote investment	• Some R/W acquisition required

Phase 1 Key Elements & Primary Benefits						
Project	**Priority**	**Cost**	**Public Benefits**	**City Benefits**	**Investor Benefits**	**Feasibility Considerations**
Multi-Use Path (Connection under I-90 to Grant Creek)	Low	$2.0M	• Bike/ped route separated from vehicular traffic • Connects housing to employment • Connection in community bike network	• Adds to community's trail network and provides key connections within larger context	• Increases value of properties	• Requires R/W acquisition • Multiple property owners involved • Underpass at interstate needed • Requires feasibility study and coordination with MDT & FHWA
Moon Randolph Trail Connection & Trailhead	Low	$145K (1,000 LF Trail & 10 Parking Spaces)	• Open space connection to North Hills • Access to open space from employment and housing	• Increases access to open space	• Improves desirability for employees and residents	• Requires R/W acquisition • Multiple property owners involved
Scott Street Bike Connection (Scott Street Bridge to Otis) 	Low	$38K (3,000 LF Bike Lane)	• Connection in community bike network • Improves aesthetics • Multi-modal transportation	• Meets City's priorities for adding bike and ped facilities	• Improves desirability for residents	• May require some R/W acquisition

Phase 2 (7-14 years)

There are two primary objectives for Phase 2. First, the street grid in the Scott Street District should continue to extend as additional residential development occurs. This includes the opportunity for a land swap between City-owned property designated for future cemetery expansion and the former Morrison-Knudsen gravel pit now owned by MRL. This would allow the Missoula City Cemetery to have a contiguous property that expands to the northeast and allow for residential development in close proximity to other existing and phased residential uses.

Second, a new north-south road should be constructed to improve circulation for trucks in the Plan Area, and to further draw truck traffic away from residential neighborhoods. This new Industrial Connector would provide an alternate route for truck traffic, avoiding the planned residential areas. This new road will also improve access to and the viability of adjacent properties for existing or new industrial or transitional industrial development.

This provides an opportunity to relocate existing industrial or light industrial uses from Midtown to the industrial areas within the Plan Area. Currently, there are many industrial businesses located along the railroad in Midtown that would be among more complementary land uses in the North Reserve|Scott Street Plan Area. Relocating these businesses away from Midtown would allow for redevelopment and the addition of centrally located housing.

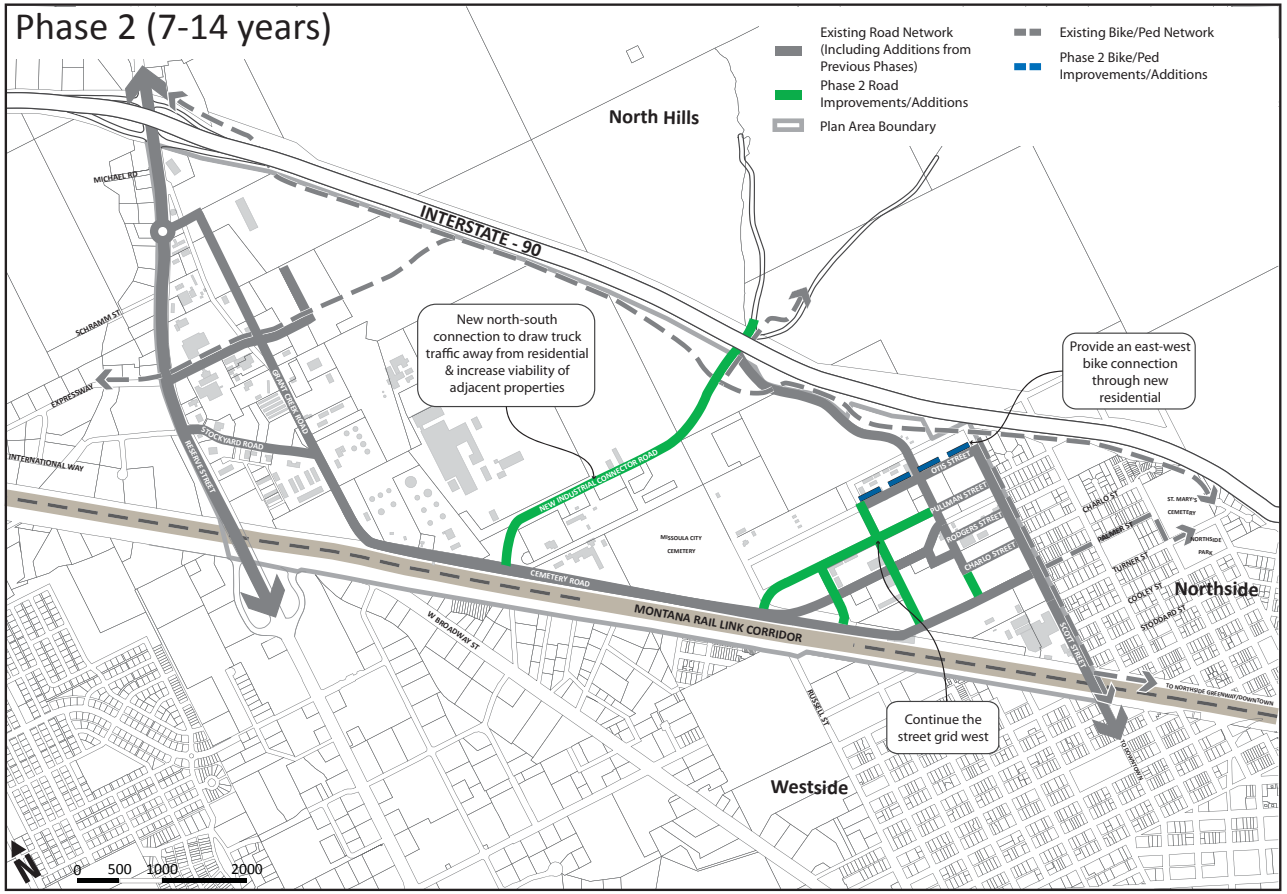
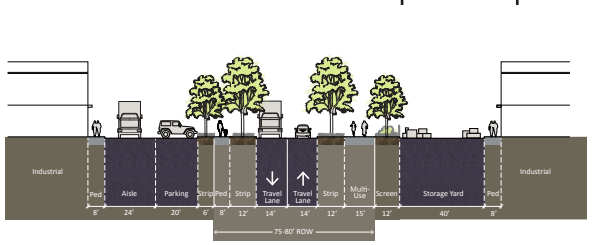


Figure 7-2: Phase 2 Infrastructure Improvements

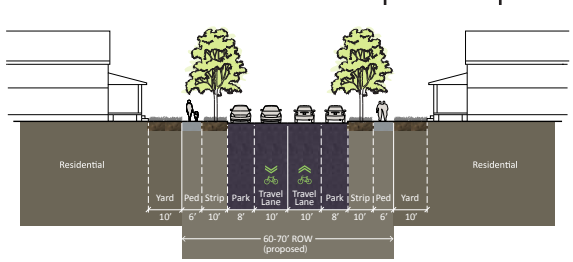
The following tables list the proposed public infrastructure projects for Phase 2 addressing priority, cost, benefits, and feasibility. The projects are prioritized as a high, moderate, or low priority based on the feasibility of the project and the necessity of the project for development to happen.

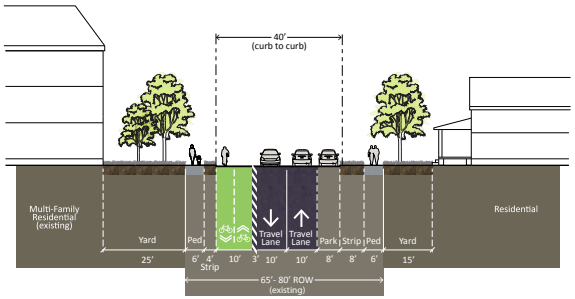
Planning level costs are provided for each project. Costs are generally based on a linear foot cost for roads, trails, and utilities.

Phase 2 Key Elements & Primary Benefits

Project	Priority	Cost	Public Benefits	City Benefits	Investor Benefits	Feasibility Considerations
Industrial Connector Road (Railroad Overcrossing to Howard Raser Avenue) 	High	$2.75M (3,250 LF)	• Keeps truck traffic in industrial area and eliminated truck traffic in residential area • Improves police, fire, and emergency access • Improves access to Industrial Core • Increases opportunities for manufacturing employment • Extends the street network	• Provides additional opportunities for industrial uses • Improves access • Increase investment opportunities along road	• Provides public access to properties • Creates more parcels • Provides water and sewer improvements • Infrastructure extensions promote investment • Improves circulation for commercial trucks	• Requires R/W acquisition
Sewer Pump Station and Force Main to Scott Street	Mod.	$430K	• Provides infrastructure to support development in western portion of Scott Street District	• Provides infrastructure to support development	• Infrastructure improvements promote investment in western portion of Scott Street District	
Sewer Pump Station or Relay Gravity Main to Reserve Street	Mod.	$430K	• Provides infrastructure to support development in southern portion of Reserve Street District	• Provides infrastructure to support development	• Infrastructure improvements promote investment in southern portion of Reserve Street District	

Phase 2 Key Elements & Primary Benefits

Project	Priority	Cost	Public Benefits	City Benefits	Investor Benefits	Feasibility Considerations
Residential Street Grid (Scott Street District) 	Mod.	$14.5M (17,000 LF, all phases)	• Improves police, fire, and emergency access • Extends Westside neighborhood grid street network • Supports land use that is complementary to existing neighborhood • Increases housing inventory • Creates a traditional neighborhood pattern	• Provides housing within the City that is near downtown • Creates developable residential property	• Water, sewer, and road improvements reduce cost for investor • Infrastructure extensions promote investment	• Some R/W acquisition required
Water Booster Pump System OR Individual Building Booster Pumps (Private Investment)	Low	$350K varies	• Provides adequate water pressure for fire protection	• Provides infrastructure to support development	• Provides infrastructure to promote development in northern portion of North Reserve District by eliminating need for booster systems for individual buildings	
Water Storage (off-site)	Low	$1.5M	• Provides adequate water to meet demand	• Provides infrastructure to support development	• Provides infrastructure to promote development	

Phase 2 Key Elements & Primary Benefits						
Project	**Priority**	**Cost**	**Public Benefits**	**City Benefits**	**Investor Benefits**	**Feasibility Considerations**
Otis Street Bike Connection (Burns Street to Scott Street) 	Low	$38K (1,500 LF Bike Lane)	• Multi-modal transportation • Connection to community bike network • Improves aesthetics	• Meets City's priorities for adding bike and ped facilities	• Improves desirability for residents	• May require some R/W acquisition

Phase 3 (14-20 years)

In Phase 3, the grid in the Scott Street District is completed as residential, transitional industrial and "live-work" development fills in. The other two major improvements in this phase are a new I-90 interchange and a new east-west road that connects the Reserve Street District and Scott Street District in the Plan Area. Both of these circulation improvements would increase overall access to the Industrial Core and improve the potential for new industrial development or expansion of existing industrial uses. This proposed east-west connector is intended to be an "industrial parkway" that will serve as a truck route. The construction of the east-west connector is dependent on Roseburg deciding to develop their property. The interchange is anticipated for Phase 3 due to the high cost involved with building it and the landowner coordination that is anticipated to be required.

The following tables list the proposed public infrastructure projects for Phase 3 addressing priority, cost, benefits, and feasibility. The projects are prioritized as a high, moderate, or low priority based on the feasibility of the project and the necessity of the project for development to happen. Planning level costs are provided for each project. Costs are generally based on a linear foot cost for roads, trails, and utilities.

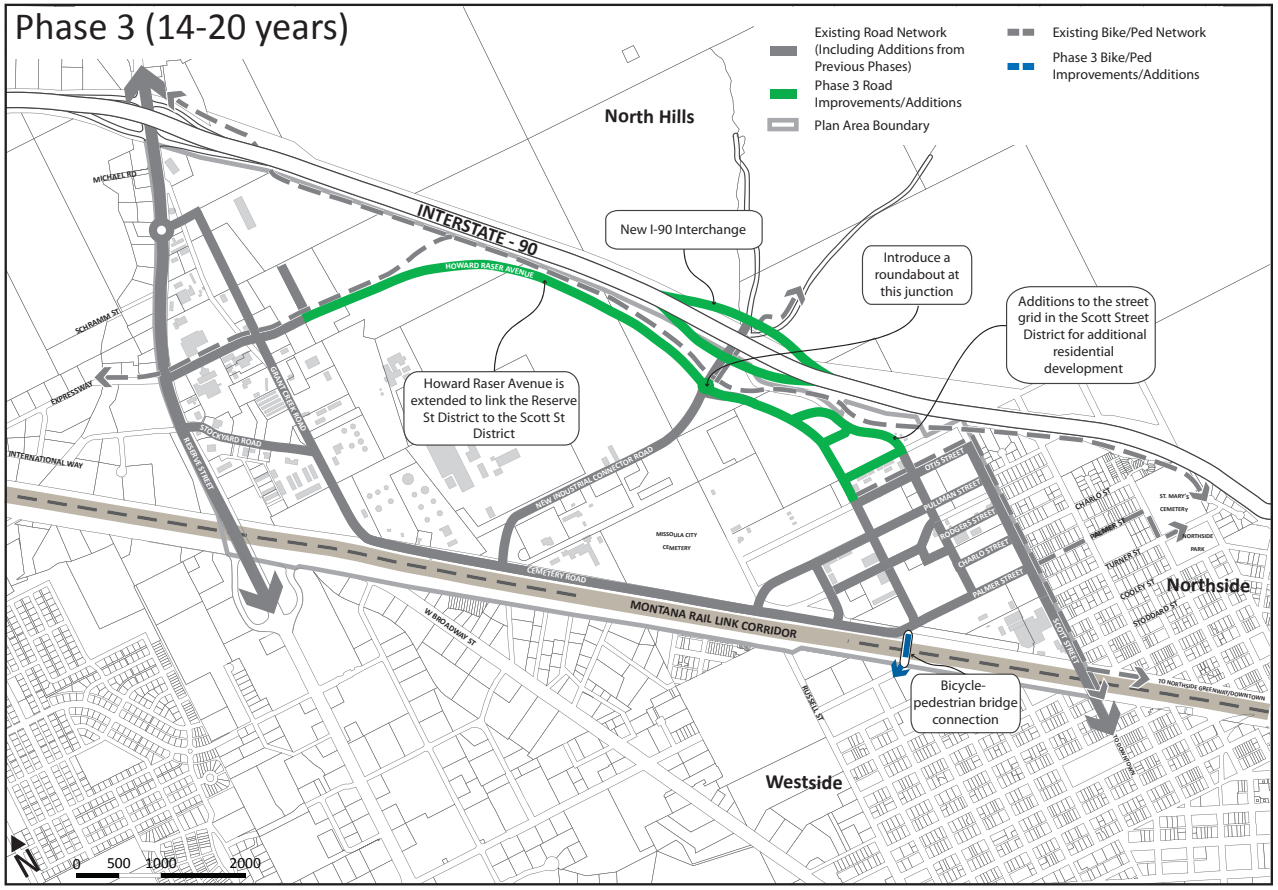
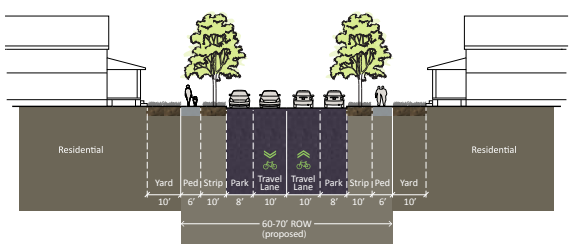
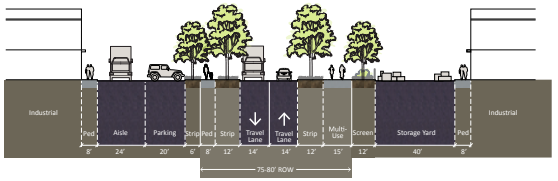


Figure 7-3: Phase 3 Infrastructure Improvements

Phase 3 Key Elements & Primary Benefits						
Project	**Priority**	**Cost**	**Public Benefits**	**City Benefits**	**Investor Benefits**	**Feasibility Considerations**
I-90 Interchange	High	$2.5M (5,100 LF, no utilities, no structural work, no traffic signals)	• Alternate route for hazardous materials • Improves community-wide connectivity • Improves access to neighborhoods • Reduces congestion and improves air quality • Identity creating feature for Plan Area	• Reduces congestion • Increases property values	• Improves access to businesses and properties • Access to I-90 increases economic investment opportunities • Improves access and circulation to industrial properties	• Requires R/W acquisition • Multiple property owners involved • Requires Added Interchange Feasibility Study & coordination with MDT & FHWA
Palmer Bicycle-Pedestrian Bridge	High	$5-7.5M (1,500' LF, 14' wide bridge)	• Multi-modal transportation • Improves north-south connectivity	• Adds to community's trail network	• Improves desirability for residents	• Bridge over railroad requires MRL permits

Phase 3 Key Elements & Primary Benefits

Project	Priority	Cost	Public Benefits	City Benefits	Investor Benefits	Feasibility Considerations
Residential Street Grid (Scott Street District) 	Mod.	$14.5M (17,000 LF, all phases)	• Improves police, fire, and emergency access • Extends Westside neighborhood grid street network • Supports land use that is complementary to existing neighborhood • Increases housing inventory • Creates a traditional neighborhood pattern	• Provides housing within the City that is near downtown • Creates developable residential property	• Water, sewer, and road improvements reduce cost for investor • Infrastructure extensions promote investment	• Some R/W acquisition required
Howard Raser Avenue (Eastern edge of office land use to Industrial Connector) 	Low	$4.5M (4,800 LF)	• Provides for investment suitable for employees and office workers • Improves east-west connectivity	• Improves property values • Sets the stage for industrial development • Allows for land use intensity	• Provides the infrastructure needed for predictable investment • Improves access to businesses and properties	• Requires R/W acquisition • Multiple property owners involved

Phase 4 (20+ years)

In the final phase, new roads are added to the Reserve Street District as commercial infill and redevelopment of the northwest corner of the Plan Area occurs. The grid will promote connectivity and efficient redevelopment opportunities. And finally, to improve city-wide circulation, a new railroad overcrossing is proposed. This is a long term improvement, but is important to help improve access to the Plan Area, relieve congestion on Reserve Street and enhance regional circulation. Transportation access to and from the south for industrial uses would also be significantly enhanced. While the timing of implementation of some of these improvements is in the future, the preservation of the planned corridors is important.

The following tables list the proposed public infrastructure projects for Phase 4 addressing priority, cost, benefits, and feasibility. The projects are prioritized as a high, moderate, or low priority based on the feasibility of the project and the necessity of the project for development to happen. Planning level costs are provided for each project. Costs are generally based on a linear foot cost for roads, trails, and utilities.

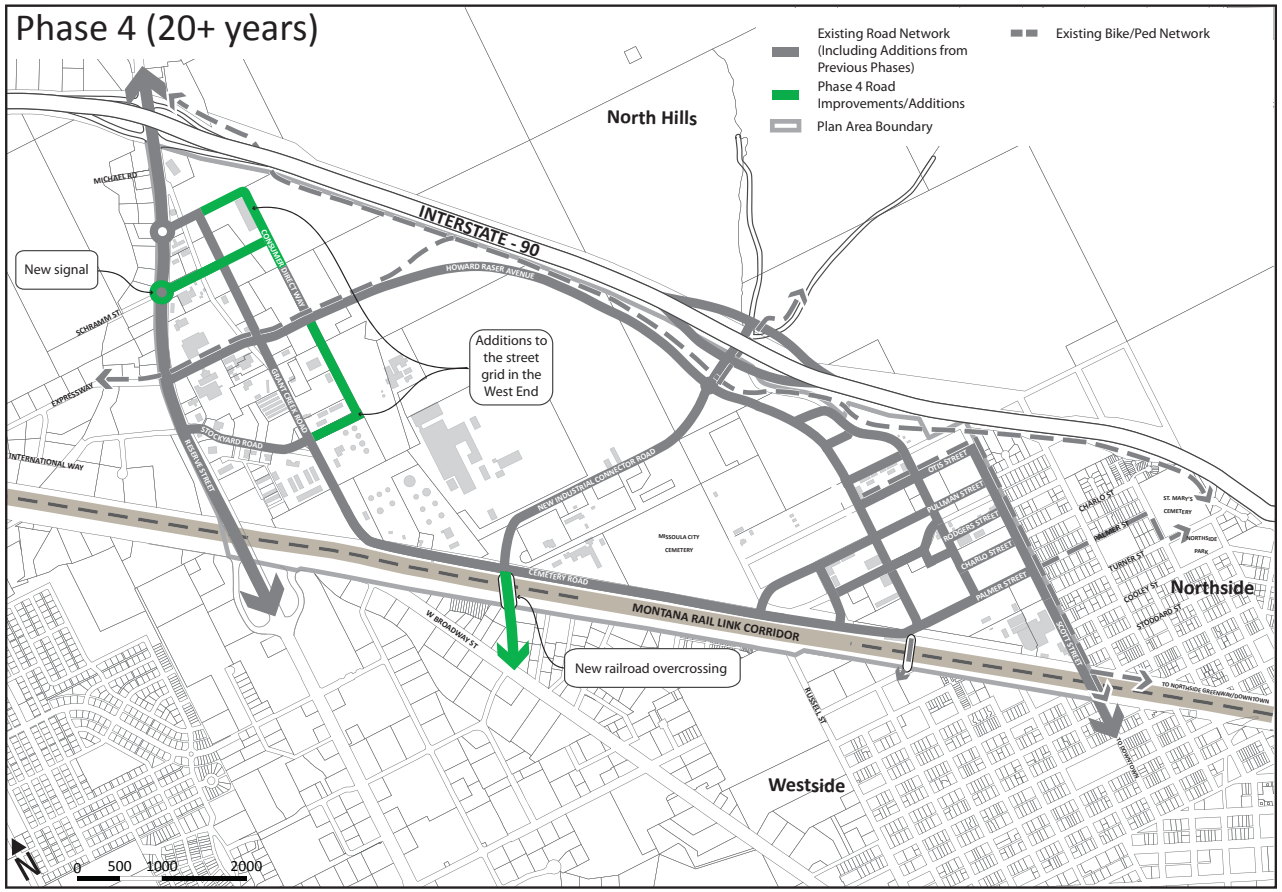
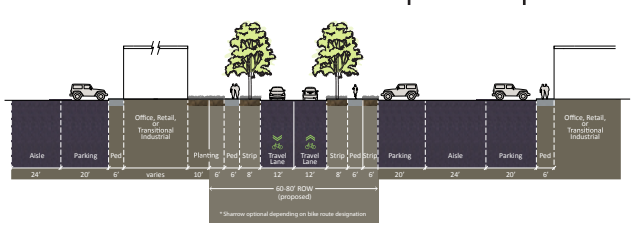


Figure 7-4: Phase 4 Infrastructure Improvements

Phase 4 Key Elements & Primary Benefits

Project	Priority	Cost	Public Benefits	City Benefits	Investor Benefits	Feasibility Considerations
Schramm Signal	Mod.	$300K	• Provides signalized Reserve Street crossing for bikes/peds • Improves access to businesses • Improves utilization of existing collector road	• Increases property values	• Improves access to businesses and properties • Increases property value • Provides signalized access	• Impacts existing businesses • Requires R/W acquisition • Multiple property owners involved
Street Network (Reserve Street District) 	Mod.	$4.25M (5,000 LF)	• Improves police, fire, and emergency access • Improves access to businesses • Improves aesthetics and landscaping • Multi-modal transportation	• Creates new parcels for development	• Improves access to businesses and properties • Water, sewer, and road improvements reduce cost for investor • Infrastructure extensions promote investment	• Requires R/W acquisition • Multiple property owners involved

Phase 4 Key Elements & Primary Benefits						
Project	**Priority**	**Cost**	**Public Benefits**	**City Benefits**	**Investor Benefits**	**Feasibility Considerations**
Raser Overcrossing & Street Connection from Overcrossing to Cemetery Road	Mod.	$24.5M (700 LF 4-lane bridge & 1,275 LF of road)	• Railroad crossing for bike, peds, and vehicles • Reduces traffic congestion and travel times on Reserve St. and Scott St. • Provides alternate route for hazardous materials	• Decreases congestion and improves travel time • Improves community-wide connectivity	• Improves access	• Requires R/W acquisition • Multiple property owners involved • Bridge over railroad requires MRL permits
Regional Lift Station & Force Main to Reserve Street	Low	$480K	• Provides infrastructure to support development in Industrial Core	• Provides infrastructure to support investment	• Infrastructure improvements support development in Industrial Core	

Policy and Regulatory Changes

The Master Plan provides a vision for rational and sustainable growth, and will serve as a guideline for investment and regulatory changes within the Plan Area. Implementing the vision will require changes to the City's growth policy and zoning ordinances. The Missoula Redevelopment Agency will be able to direct funding toward projects that support implementation of the plan, but without changes to the growth policy and zoning there will be limits to achieving the vision and design guidelines included in the Master Plan.

Policy changes should be considered to provide additional support for implementing the vision when public funding sources are used and when regulatory changes are being considered. This includes:

- Accepting the Master Plan as an "Issue Plan"
- Adopting a "Targeted Map Amendment" to the Growth Policy Future Land Use Map

Additional regulatory changes could include:

- Comprehensive rezoning of property within the plan area
- Case-by-case rezoning as new projects are developed or as properties annex into the City
- Adoption of design standards in the zoning ordinances

The City Growth Policy provides several options for amending or adding additional information to the Growth Policy. This includes developing more specific Neighborhood Plans and Issue Plans. Neighborhood plans focus on a smaller geographic area and are adopted as amendments to the Growth Policy. Issue plans provide detailed analyses and policy guidance on specific infrastructure, facilities, development, or conservation issues identified in the Growth Policy, but function as guiding documents for the community in conformance with the City Growth Policy, rather than formal amendments.

Additionally, the Growth Policy can be revised with comprehensive or targeted amendments. A comprehensive amendment addresses the Growth Policy in its entirety, while targeted amendments are for specific text and map changes. The type or degree of public involvement necessary for a targeted amendment depends on the extent and scale of the amendment. The amendment process includes a public hearing before the Planning Board, a recommendation from the Planning Board to City Council, and City Council action on the proposed amendment.

Recommendations for Plan Approval and Adoption

1. **Missoula Redevelopment Agency Board Approval**

2. **Adopt Issue Plan**
   The North Reserve|Scott Street Master Plan should be adopted as an issue plan to guide future development in the area as the plan addresses future development in an Urban Renewal District.

   Process to Adopt North Reserve|Scott Street Master Plan as an Issue Plan
   - Planning Board
   - City Council

3. **Amend the general Future Land Use Map that is adopted as part of the Our Missoula 2035 City Growth Policy.**
   The North Reserve|Scott Street Master Plan was in process as the City Growth Policy general Future Land Use Map was being updated. Thus, some of the recommended land uses in the North Reserve|Scott Street Master Plan are inconsistent with the Future Land Use Map. The Future Land Use Map should be amended to reflect the land uses and densities for the entire Plan Area to allow for easier implementation of projects that are consistent with the vision for the area. The North Reserve|Scott Street Master Plan can be adopted as an issue plan concurrently with the amendment to the general Future Lane Use Map.

   Process to Amend Growth Policy Future Land Use Map
   - Initiate request for amendment to the governing body
   - Public involvement
   - Review of plan by the City to ensure consistency with goals and policies of the Growth Policy, State law, and any other applicable policies and standards adopted by the governing bodies
   - Planning Board public hearing
   - Planning Board recommendation
   - City Council review and adoption

4. **Pursue Rezoning**
   Rezoning properties will provide the most assurance that the vision for the plan will be implemented. However, rezoning requires property owner support and new zoning could be viewed as more restrictive than current zoning, particularly in the industrial zones that allow residential, commercial, and industrial uses.

   Without rezoning, incompatible uses could easily develop adjacent to each other. In the Scott Street District, most of the area is recommended for residential use with limited industrial-residential zoning that allows commercial and light industrial uses. In the Reserve Street District, the recommended office use area is within a heavy industrial district that allows intensive manufacturing, junk yards, and landfills.

   Process to rezone parcels
   - Pursue rezoning parcels within the Plan Area as needed to meet the vision of the plan. As County parcels are annexed into the City, they should be zoned to meet the vision of the plan. Development should be required to meet the plan's design guidelines and/or citywide design guidelines.

Key Funding Opportunities & Partnerships

The primary source of funding for public investment in the Plan Area will come from Tax Increment Financing generated from the Urban Renewal District. Utilizing multiple funding sources may be of benefit to the District. Additional funding opportunities are listed below.

Tiger Grants for Road and Trail Infrastructure

The proposed improvements increase the potential for living wage jobs, for walking and cycling (active transportation), for new housing and neighborhoods, and for new business by enabling the master plan for the area. Tiger Grants are aimed at funding innovative projects that leverage infrastructure improvements to generate private sector development that increases local employment, access to jobs and housing, and access to services and retail. The North Reserve|Scott Street Master Plan is innovative and accomplishes Tiger goals, and we can say confidently that this development is much less likely to take place in a timely manner without the improvements.

Special Improvement Districts

A Special Improvement District (SID) may be created in an area for public-use improvements that are paid for by special tax assessments to property owners in the area in which the improvements are made. The kinds of projects that can be financed through an SID must be for facilities used by the public, and must confer a benefit on property within the SID.

These districts can be especially valuable where there is a large area, such as the Scott Street District, that is likely to be under ownership of a small number of entities which can then shift the cost of the improvements to individual owners after unit sales and thus improve short-term feasibility by not having to pay upfront lump sums for an area that requires new infrastructure for development to proceed.

Public-Private Partnership Opportunities

Managed Parking District

One means for reducing risk and increasing returns for development is a combination of district parking solutions and on-site parking solutions. Through a partnership with developers, adding district parking that is shared with assistance for the cost can allow smaller projects such as infill to have minimal parking. This means that buildings can be built to a higher density for a more efficient capture of land profit and better public revenues from property tax. For landowners this means higher land profit and thus reduced risk. For lenders to new business, it means that parking is no longer a critical issue and lender risk is lowered. In addition, with parking maximums as a standard rather than parking minimums, such a district would allow markets to set the parking ratios rather than building too much parking due to minimums that are set beyond market need.

An example might be for the Missoula Redevelopment Agency to work with a private owner to add a deck over surface parking to increase capacity, with the understanding that the deck parking is shared while the surface remains for tenants and customers of the landowner. As part of the agreement, the Missoula Redevelopment Agency could negotiate that some of the surface parking be shared after business hours depending upon the land use. Such an arrangement would increase the tax increment available from surrounding parcels by making development more efficient and more valuable.

Partner with Property Owners for Reserve Street District Street Network

The Reserve Street District street network crosses a number of parcels with different owners. In typical development, roadways that enable development are often built by the developer. Since this area will have multiple owners and multiple developers, a partnership in which the owners surrounding and including the road network agree to terms for the provision of land and for some part of the infrastructure cost should be negotiated. The benefits to owners are significant and it is not unreasonable to consider some participation in implementation.

Agreement for Allocation of Land or an Easement to the Industrial Connector

The land for the Industrial Connector is owned by relatively few property owners. The industrial access opened will benefit many properties so

a Special Improvement District combined with a negotiated agreement for compensation for the land that takes into account the benefit conferred to the owners may lower land cost for the Industrial Connector.

Agreement for Allocation of Land or an Easement for Howard Raser Avenue
The access opened by building Howard Raser will benefit many properties so a Special Improvement District combined with a negotiated agreement for compensation for the land that takes into account the benefit conferred to the owners of the affected parcels may lower land cost for the alignment.

Housing Developer Funding Opportunities

HUD Mortgage Guarantees/Graduated Payment Funding
HUD offers a mortgage guarantee program to insure lenders against risk. Mortgage guarantees are available for senior housing, low-income housing, for ownership housing and for rental housing. Graduated Payment mortgages are insured and allow mortgages for those in transition from rental to ownership and for households such as young families who expect to make more but need assistance starting out.

HOME Funding
The HOME Investment Partnerships Program (HOME) provides formula grants to States and localities that communities use - often in partnership with local nonprofit groups - to fund a wide range of activities including building, buying, and/or rehabilitating affordable housing for rent or home ownership or providing direct rental assistance to low-income people. HOME is the largest Federal block grant to state and local governments designed exclusively to create affordable housing for low-income households.

Section 202 Senior Housing Assistance
The Section 202 program helps expand the supply of affordable housing with supportive services for the elderly. It provides very low-income elderly with options that allow them to live independently but in an environment that provides support activities such as cleaning, cooking, transportation, etc. The program is similar to Supportive Housing for Persons with Disabilities (Section 811). HUD provides interest-free capital advances to private, nonprofit sponsors to finance the development of supportive housing for the elderly. The capital advance does not have to be repaid as long as the project serves very low-income elderly persons for 40 years.

Section 811 Supportive Housing for Persons with Disabilities
Section 811 allows very low-income adults with disabilities to live as independently as possible by increasing the supply of rental housing that provides supportive services. HUD provides advanced interest-free capital to nonprofit sponsors to help them finance the development of rental housing with supportive services for persons with disabilities. Non-profit organizations with a Section 501(c)(3) tax exemption from the IRS that can also submit a resolution that a minimum capital investment equal to 0.5 percent of the capital advance amount, up to a maximum of $10,000 will be provided.

Funding for Housing/Montana Board of Housing
The state of Montana offers funding for multi-family housing both through loans to low-income housing developers and through the award of LIHTC grants that can be securitized to subsidize construction. It also is the agency that issues HUD-sponsored mortgage insurance guarantees to lower the risk to financing entities.

CDFIs and CDEs
Community Development Financial Institutions (CDFIs) and Community Development Entities (CDEs) are funding and development vehicles that offer wide flexibility in funding sources and uses. CDFIs can accept funding from consortiums of banks, individual donations, public funding sources, and other combinations. Federal matching funding is available to CDFIs and CDFIs are the primary conduit for New Market Tax Credits. Banks that participate in community development through a CDFI can also receive awards through the Bank Enterprise Award Program.

Infrastructure Funding Opportunities

State Revolving Loan Funds
The Montana Financial Development Bureau issues low-interest loans to local government borrowers and manages the financial administration of Montana's wastewater and drinking water State Revolving Loan Fund (SRF) loan programs, and includes the Regional Water program. The bureau also prepares and manages the cash flow of the division's other grant and loan programs.

State Infrastructure Programs
The Treasure State Endowment Program (TSEP) is a state-funded program that is designed to help address the "affordability" of local infrastructure projects by providing grants to lower the cost of constructing public facilities.

The State of Montana Intercap Program (BOI) offers loans for infrastructure, as outlined by the Montana Board of Investment.

Transportation Funding Opportunities

Include the I-90 Interchange in Long Range Capital Improvement Programs
The I-90 Interchange needs to be included in a long-term transportation plan for Missoula that is incorporated into the State and Federal allocations to Montana. Including this interchange into long term plans should be done as soon as possible since time lines for such projects are quite long.

Include the Schramm Signal and the Railroad Overcrossing in Long Range Capital Improvement Programs
As with the I-90 Interchange, signalization and railroad crossings need to be included in a long-term transportation plan for Missoula that is incorporated into the State and Federal transportation allocations to Montana. Including these into long term plans should be done as soon as possible since time lines for such projects are quite long.

Tax Increment Financing

The North Reserve | Scott Street District has potential for a large amount of private investment because a majority of the Plan Area is currently undeveloped or underutilized. Based on the construction costs for the projected 2.8 million square feet of commercial and industrial buildings and 1,200 residential units in Phases 1-3, the potential private investment in the Plan Area is estimated at $710 million[1] over the next 20 years. This investment would generate almost $10 million[2] in annual property tax revenue.

Private development of the Plan Area will require a significant investment in public infrastructure – roads, utilities, sidewalks, trails, and public spaces – to achieve a desirable, well-designed place worthy of private investment. The public infrastructure investment necessary to support Phases 1-3 of the plan is estimated at $48.3 million. A portion of this infrastructure will need to be in place prior to significant private investment occurring. Long-term infrastructure improvements, such as a new railroad crossing, would require additional funding beyond the 20 year plan projections.

Urban Renewal Districts rely on private investment to generate the tax increment needed to fund public infrastructure projects. After the creation of an Urban Renewal District, it typically takes several years to start seeing private investment and development that increases the taxable value of the District, shown in Figure 8-5.

This trend was seen in URD III which is now seeing investment and a sharp increase in taxable value fifteen years after its creation. However, with investment already occurring in the North Reserve/ Scott Street Urban Renewal District with Consumer Direct and Scott Street Villages, the North Reserve/ Scott Street Urban Renewal District has the potential to build its taxable value quickly which can provide flexibility and acceleration in the public investment and private development made in the North Reserve/Scott Street Urban Renewal District.

MRA typically targets $10 of private investment for every $1 of public funding assistance in a redevelopment project. As an example, URD III has seen over $51 million in private redevelopment projects with $6 million in public funding since 2001. The North Reserve | Scott Street District would have a favorable 16 to 1 ratio, based on the projected private investment.

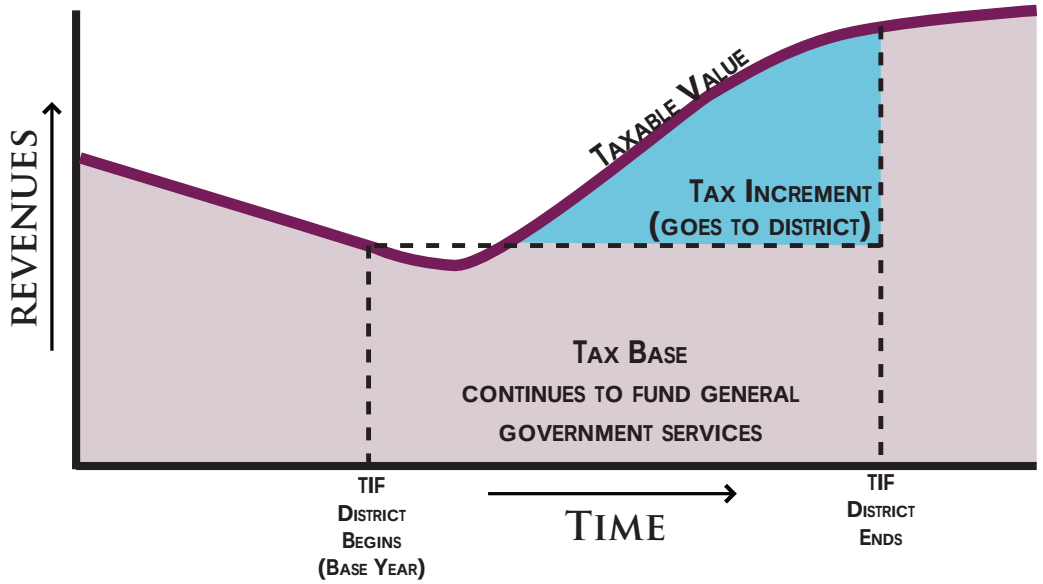


Figure 7-5: Tax Increment Revenues

1 Based on $175/sf construction costs for commercial and industrial uses and $150/sf construction costs for residential uses. Residential units were estimated to be 1,200 square feet.
2 Annual tax for commercial and industrial was estimated to be 1.5% of construction costs. Annual taxes for residential development were estimated as follows:
Property Taxes = 765 (Missoula Mill Rate)/1000 x Taxable Value of Property
Taxable Value = [Appraised Value (Construction Cost) - 44% (Exemption Amount)] x 0.0263 (Tax Rate)