

NORTH RESERVE/SCOTT STREET MASTER PLAN

EXISTING CONDITIONS



DECEMBER 2015



North Reserve Scott Street

Table of Contents

INTRODUCTION	1
Plan Area	2
PLAN AREA CHARACTER	3
Viewsheds	4
Physical Character	5
Subareas and Corridors	7
LAND USE	15
Growth Policy	15
Zoning	17
Ownership	19
Existing Land Use	20
City of Missoula Property Restrictions	21
CIRCULATION	23
Street Network/Classification	23
Rail	24
GLO and Plat Book 1 Roads	24
Coal Mine Road	25
Vacated Streets and Existing Rights-of-Way	26
Transit and Non-Motorized	28
INFRASTRUCTURE	29
Water	29
Sewer	30
Storm Drain	31
Electric and Natural Gas	32
Communications	32
ENVIRONMENTAL ASSESSMENT	33
Environmental Assessment Summary	33
MARKET DEMAND	36
Market Demand Summary	36
RELATED PLANS AND STUDIES	38
PENDING DEVELOPMENT	39
CONSTRAINTS OVERVIEW	40

North Reserve Scott Street

Figures

Figure 1: Plan Area.....	2
Figure 2: Block Structure.....	3
Figure 3: Viewsheds.....	4
Figure 4: Physical Character.....	5
Figure 5: Subareas.....	7
Figure 6: Streetscape and Character Types	8
Figure 7: Existing Growth Policy Map.....	15
Figure 8: Existing Zoning Map.....	17
Figure 9: Existing Ownership Map.....	19
Figure 10: Existing Land Use Map.....	20
Figure 11: City of Missoula Property Restrictions.....	21
Figure 12: Existing Transportation Network.....	23
Figure 13: Existing GLO and Plat Book 1 Roads Map.....	24
Figure 14: Existing Right-of-Way Map.....	26
Figure 15: Detailed Existing Right-of-Way Map.....	27
Figure 16: Existing Transit & Non-Motorized Map.....	28
Figure 17: Existing Water Infrastructure.....	29
Figure 18: Existing Sewer Infrastructure.....	30
Figure 19: Existing Storm Infrastructure.....	31
Figure 20: Existing Electric and Natural Gas Infrastructure.....	32
Figure 21: Environmental Risks Map.....	33
Figure 22: Plan Area Constraints.....	40

Introduction



In 2014, the City of Missoula created the North Reserve/Scott Street Urban Renewal District (NRSS URD) with a provision for the use of tax increment financing to provide funding to invest in the area in an effort to facilitate economic development and remove blight. With the NRSS URD established, the Missoula Redevelopment Agency (MRA) will utilize the North Reserve/Scott Street Master Plan to guide funding for eligible projects. The Master Plan is intended to provide the MRA and other city agencies with information, strategies, tools and specific recommended actions to promote rational and sustainable growth in the NRSS URD. The Master Plan will be a community-driven planning process to create a unified vision for the NRSS URD and the county land bounded by Reserve and Scott Streets, Interstate 90, and the railroad. Based on the development of a shared vision, the Master Plan will also set forth a set of recommendations that will guide future private development and public improvements in a manner consistent with the established vision.

While there is certainty that the Plan Area is a priority for public infrastructure improvements and new development, there is no clear plan in place to guide these efforts. Meanwhile, pressure to redevelop the area is evident. In response to this, the MRA initiated the Master Plan process in order to study the area comprehensively, work with community members and stakeholders to define a vision, and ultimately create a road map for the future that identifies the type of development that is appropriate for the area, the circulation facilities and infrastructure needed to support it.

The first section of the Master Plan is an inventory of existing conditions to provide a thorough understanding of the character, land use, infrastructure, regulations, environmental concerns and market demand for the area.

Introduction

Plan Area

The Plan Area, shown in Figure 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 North Reserve Street to the west, a major arterial, 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 and lacks connectivity. In a majority of cases there are no sidewalks. Vacant properties, gravel pits and construction storage areas are scattered throughout the area.

The Plan Area is composed of 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.

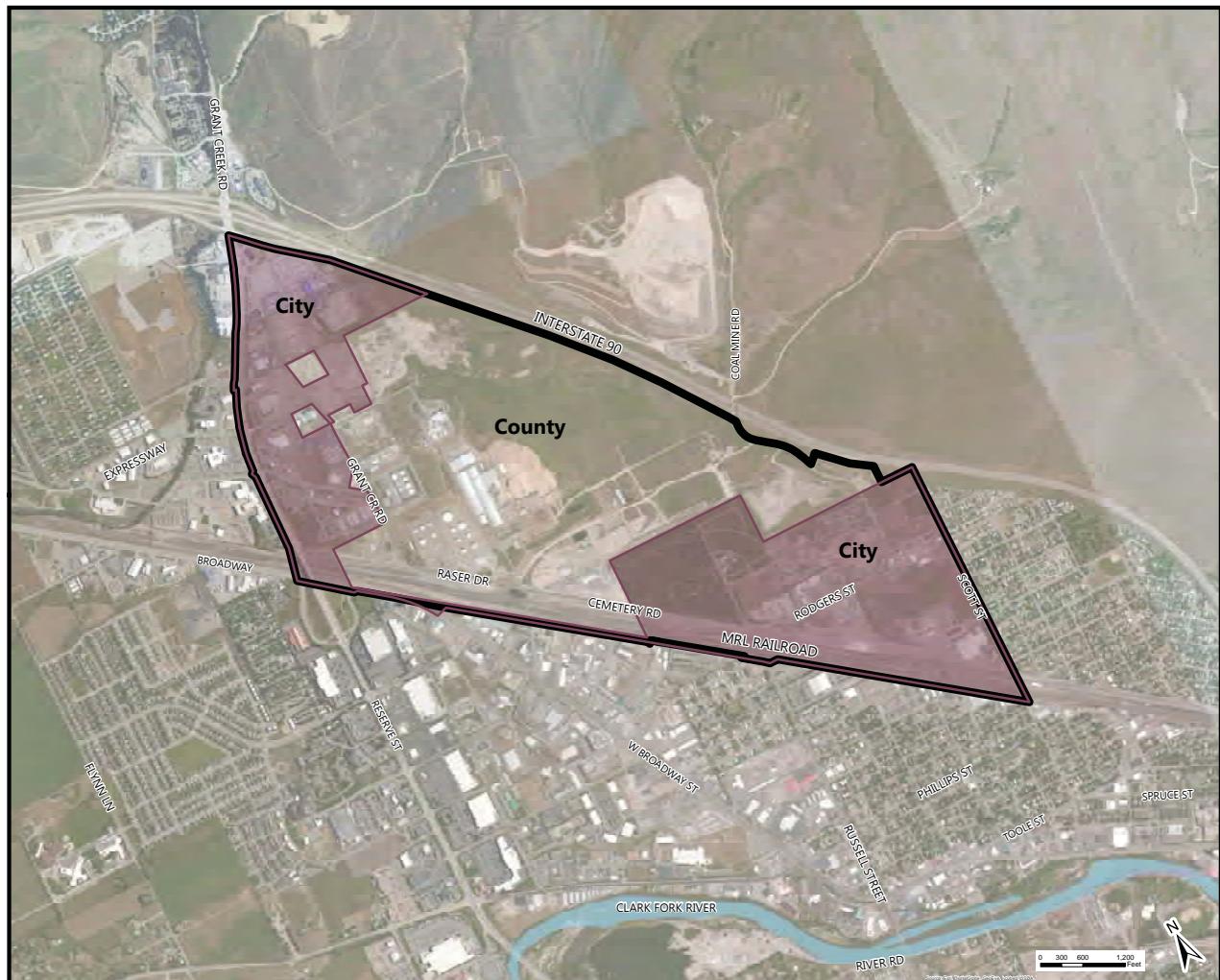


Figure 1: Plan Area

- Plan Area
- N. Reserve/Scott St. URD Boundary

Block Structure and Connectivity

Block sizes range significantly throughout the Plan Area. As shown in Figure 2, 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. Each of the block types is labeled in Figure 2.

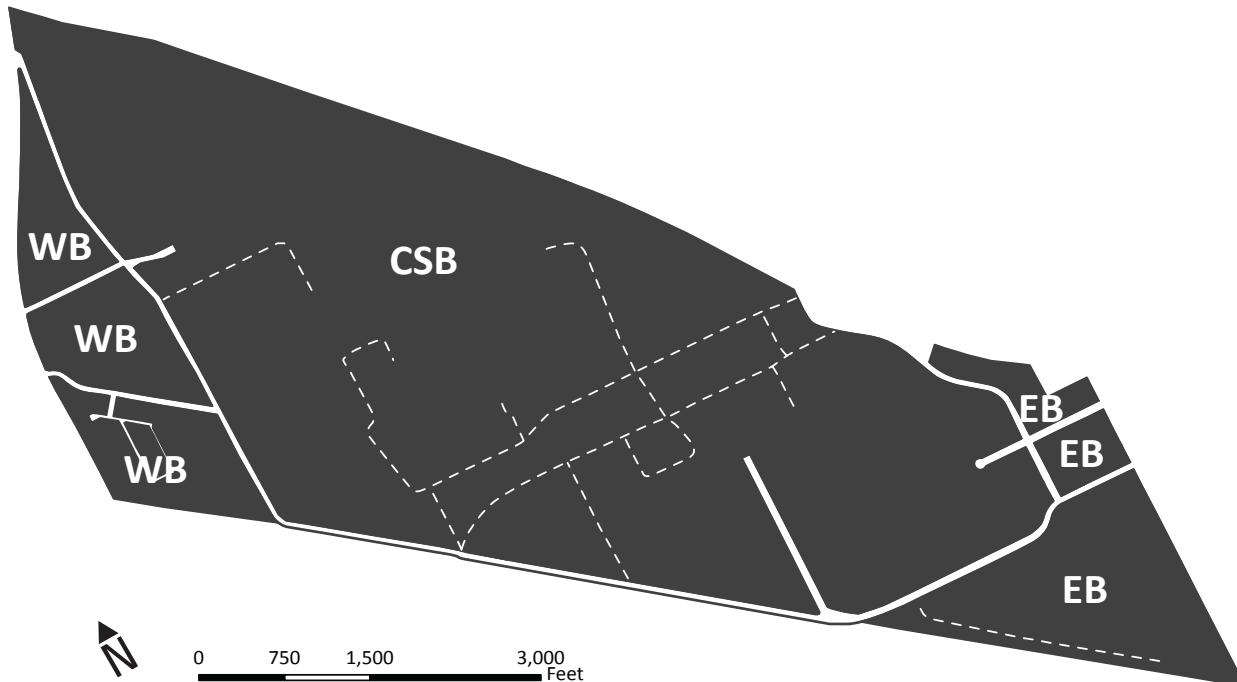


Figure 2: Block Structure

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.

Plan Area Character

Viewsheds

Views from the Plan Area

Significant viewsheds exist throughout the Plan Area and are evident from most locations, provided that an immediately adjacent building or man-made berm does not block them. Views from inside the Plan Area to significant topographic features are indicated by orange arrows in Figure 3, and are summarized below.

Southwest. Lolo Peak, Blue Mountain and the Bitterroot Mountain Range can be seen to the southwest of the Plan Area.

Southeast. Views from the Plan Area to the southeast include views of Mount Sentinel, Mount Dean Stone and the South Hills.

East. Views to the east include Mount Jumbo and Water Works Hill.

North. The North Hills can be seen from anywhere in the Plan Area. From North Reserve Street and the western edge of the Plan Area there are views of Snowbowl.

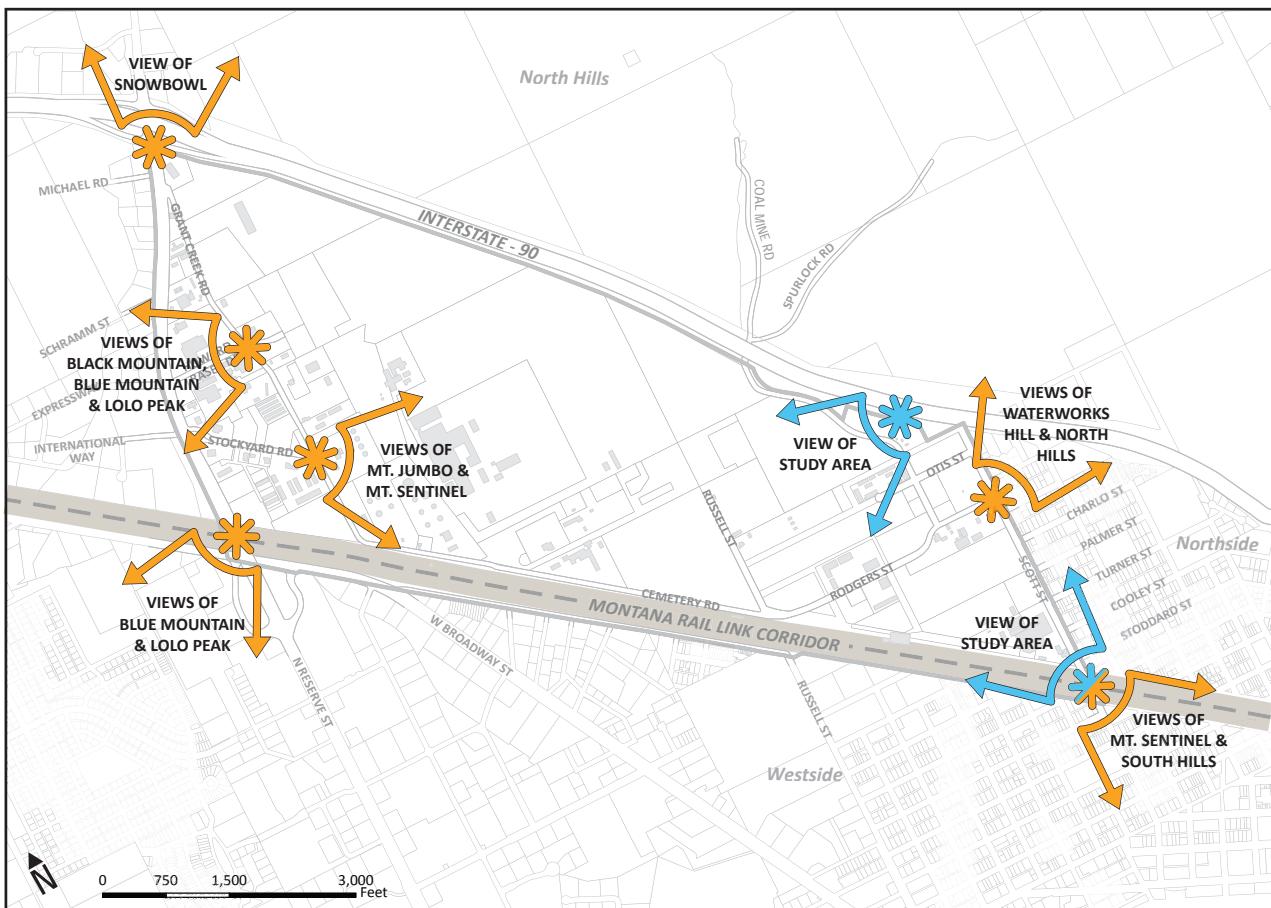


Figure 3: Viewsheds

Views of the Plan Area

Views of the Plan Area are also evident. Views over nearly the entire Plan Area are seen from the Scott Street Bridge and from a pullout area on the shoulder of Interstate-90. Blue arrows in Figure 3 indicate these viewsheds.

Plan Area Character

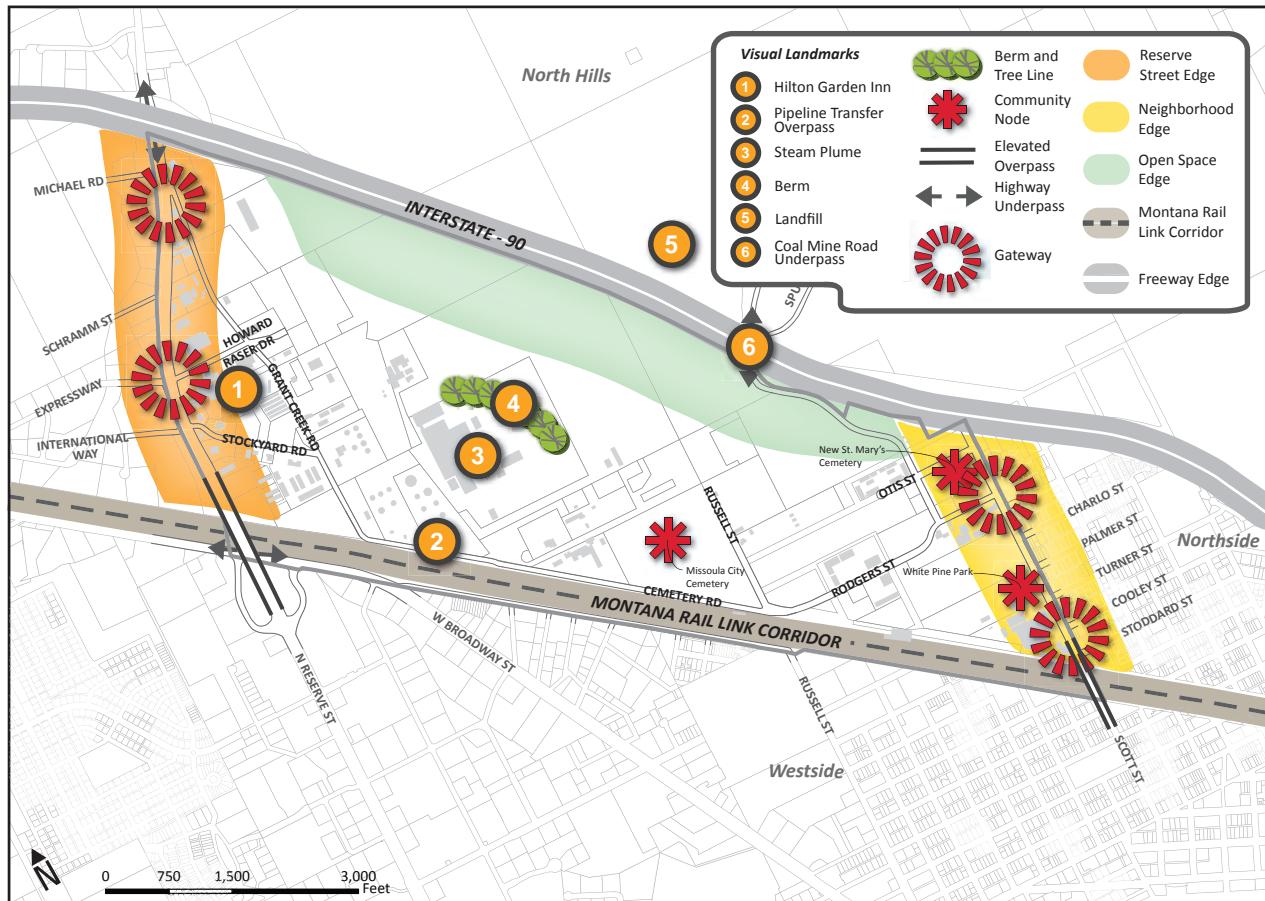


Figure 4: Physical Character

Physical Character

The key features that contribute to the physical character of the Plan Area are shown in Figure 4.

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 4.

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.

Plan Area Character

Man-Made Berm and Tree Line. A man-made berm associated with the Roseburg Forest Products facility helps to contain sawdust associated with this commercial 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 4 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.

Plan Area Character

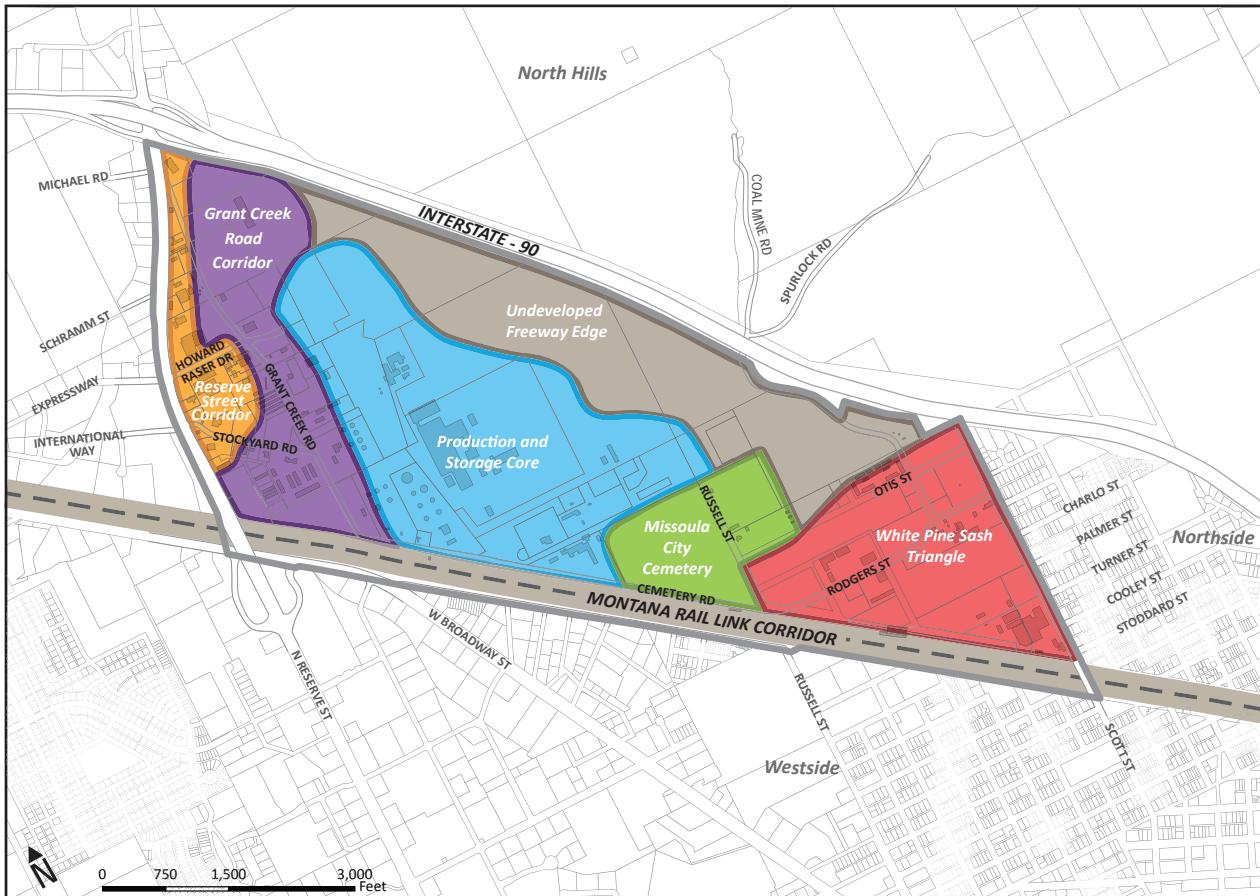


Figure 5: Subareas

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. This section describes the urban form and character for each subarea, including descriptions of buildings and general urban form and lot characteristics. These subareas are shown in Figure 5.

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 6.

Plan Area Character

Reserve Street Corridor

The North Reserve Street thoroughfare and the manner in which development responds to the thoroughfare define the character of the Reserve Street Corridor. North Reserve Street functions as a major commercial strip and as a gateway from Interstate 90 to Missoula. Development has occurred in this subarea primarily to take advantage of the traffic flow that occurs on this thoroughfare.

Building Characteristics

This section describes general building characteristics for structures along North Reserve Street within the Plan Area.

Height. Typically 1-story with one 6-story hotel.

Floorplates. Most are modestly sized, ranging from 3,000 sf to 9,000 sf. Floorplates are designed to accommodate single retail uses, such as restaurants. A few larger floorplates exist, including the Hilton Garden Inn complex and Western States.

Street-facing Facades. Most facades are articulated with details and include significant fenestration, reflecting their retail function.

Roof Form. Pitched and flat roofs are both common.

Urban Form and Building Orientation

This section describes the urban form and site characteristics of sites and buildings along North Reserve Street.



Figure 6: Streetscape and Character Types



Plan Area Character

Building Orientation. Buildings typically face and parallel North Reserve Street.

Setbacks. Building setbacks from North Reserve Street are significant, ranging from 30 to 100 feet.

Site Landscaping. Landscaping is typically provided between front parking areas and the public sidewalk along North Reserve Street in the form of turf with intermittent planted trees.

Parking Areas. Surface parking areas are typically provided to the front and sides of individual buildings. Most surface parking areas include some degree of landscaping treatment to help soften the impact of surface parking and provide shade.

Streetscape Character

Streetscape character types are discussed under each subarea, starting with the Reserve Street Corridor below.

Overall Character. The Retail Corridor streetscape type (shown in orange on Figure 6) characterizes streets in the Reserve Street Corridor. Streets are typical auto-oriented retail thoroughfares with surface parking. Deep setbacks, significant spaces between individual properties and the presence of surface parking lots create an open and somewhat inconsistent streetscape character, particularly for the pedestrian.

Street Wall. Buildings typically face North Reserve Street, but the presence of the street wall is inconsistent due to the spacing of buildings and the presence of surface parking lots adjacent to

the street. The impact of the street wall on user experience is limited due to deep front setbacks.

Vehicles. Vehicular facilities dominate the streetscape. Two travel lanes exist in each direction with a dual center turn lane. Medians are provided intermittently.

Pedestrian Experience. Sidewalks exist along both sides of the street within the Plan Area and are typically buffered from the street by a planting strip. In most cases, sidewalks are separated from individual buildings by parking, creating an isolated pedestrian experience. Clearly marked crosswalks are included at each intersection, as well as a mid-block crossing through a median just north of Schramm Street.

Bicycle Experience. Class II bike lanes are provided for the entire length of North Reserve Street in the Plan Area, providing a dedicated lane for cyclists. The presence of bike lanes and bike lane symbols enhances the streetscape character.

Access. Access to the majority of the buildings along the northern portion of the Reserve Street Corridor is provided by single dedicated curb cuts, which add to the discontinuous experience for pedestrians and cyclists. In the southern portion, buildings are accessed from Howard Raser Avenue and Stockyard Road, providing a more cohesive pedestrian and bicycle experience.

Street Trees. Street trees are typically not provided, although in some cases trees exist on private property between buildings and North Reserve Street.

Plan Area Character

Grant Creek Road Corridor

The Grant Creek Road Corridor character is largely determined by the appearance of structures adjacent to the roadway, the relationship of buildings to Grant Creek Road and the character of the street itself. Development in this area typically feels separated from the public roadway as compared to the feeling along North Reserve Street, but a regular pattern and the orientation of development does create some cohesion along this corridor.

Buildings

Height. Most buildings are 1-story, except for the North Reserve Business Park where some 2-story buildings exist.

Floorplates. Most building floorplates range from 5,000 sf to 12,000 sf, which is a medium range for the Plan Area. The commercial and industrial function of these buildings typically dictates larger floorplates to accommodate large equipment or storage areas.

Street-facing Facades. Building facades are typically simple in design with little articulation or fenestration, except for buildings in the North Reserve Business Park, which tend to have street-facing windows, street-oriented entrances and moderate fenestration.

Roof Form. Typically flat or low-pitched roofs.

Urban Form

Building Orientation. Buildings typically face and are parallel to Grant Creek Road or Stockyard Road.

Setbacks. Building setbacks from Grant Creek Road

range significantly depending on the property. There is no distinctive pattern of setbacks, but buildings are within a setback range such that they are clearly visible from the public street.

Site Landscaping. Landscaping is minimal on most properties in this subarea. Parking and storage areas are typically composed of dirt or continuous concrete or asphalt. However, the North Reserve Business Park has a landscaping strip between buildings and the street as well as additional landscaping throughout the site. The Business Park has street trees and evergreen trees to screen parking lots.

Fencing. Many properties in this area are fenced. Chain link is typically used around the perimeter of individual properties, including the front property line. The North Reserve Business Park is an exception, with no fencing on the site.

Parking Areas. There is no discernable pattern of surface parking location in this subarea. It is provided on all sides of individual buildings and in some cases only limited parking is provided.

Streetscape Character

Overall Character. The Industrial Auto streetscape type (shown in purple in Figure 5) characterizes streets in the Grant Creek Corridor. The auto-oriented nature of this street is evident in its character. The minimal two-lane road with small shoulders serving as bike lanes helps create a small sense of scale for Grant Creek Road in this subarea. The presence of fencing at the street edge creates a sense of isolation between private properties and the public street. However, the streetscape of Grant Creek Road and Stockyard Road along the North Reserve Business

Park tends to be more engaging, as there are no fences and consistent sidewalks.

Street Wall. Buildings are visible and often parallel to Grant Creek Road or Stockyard Road. Still, the street wall is very inconsistent because buildings are relatively small compared to the size of the lots they occupy.

Vehicles. One travel lane exists in each direction.

Pedestrian Experience. Sidewalks are provided for some segments of Grant Creek Road near the northern boundary of the Plan Area, and especially along the edge of the North Reserve Business Park, but are intermittent along the rest of the road. Sidewalks are also present along Howard Raser Drive and Stockyard Road. The pedestrian experience in this subarea is generally poor except for the North Reserve Business Park, where there are continuous sidewalks and no perimeter fences.

Bicycle Experience. No formal bicycle facilities are provided along Grant Creek Road; however, some segments have a narrow paved shoulder area. Cyclists sometimes use this shoulder as a make-shift bike lane.

Access. Driveways from Grant Creek Road provide access to individual properties in this subarea. The exception is the North Reserve Business Park, where multiple businesses share three main entrances that lead to an internal circulation network.

Street Trees. Street trees and landscaping do not exist within this streetscape except for on Grant Creek Road and Stockyard Road along the edge of the North Reserve Business Park.

Plan Area Character

Production and Storage Core

The Production and Storage Core is the largest subarea in the Plan Area. Its urban character is largely a function of the uses in the subarea. Home to heavy industrial activities that range from petroleum storage tanks to a large manufacturing facility, this area possesses facilities and structures with shapes and dimensions unlike those in other subareas. Furthermore, because the activities conducted in this area could be a safety hazard, properties are typically secured from public areas with fencing and gated entries. Rail spurs connect many of the properties to the main Montana Rail Link line. The presence of rail spurs in this area impacts the overall character of the subarea.

Buildings

Height. Structure heights range significantly in this subarea. Structures of a variety of styles, shapes and materials define the built landscape in this area.

Floorplates. Floorplates range significantly from small ancillary office buildings to major multi-dimensional buildings with several connected, but singular components.

Street-Facing Facades. Buildings are typically constructed of metal or brick and have opaque surfaces with few windows. Many building facades are not immediately visible from the public street. A relatively new two-story structure has been placed near the transition from Raser Drive to Grant Creek Road. This building stands out from its industrial neighbors because it has significant windows and a strong entry feature, but it still incorporates metal materials, keeping with its industrial context.

Roof Form. Roofs are typically flat or low-pitched.

Urban Form

Building Orientation. Buildings are typically placed in the interior of lots and are not designed to orient to public streets.

Setbacks. Building setbacks from public streets vary significantly, but structures are typically setback between 100 to 200 feet from Raser Drive/Cemetery Road. Storage materials, including lumber stacks, are often located immediately adjacent to the public street.

Site Landscaping. Landscaping is minimal on properties in this subarea. Parking and storage areas are typically composed of dirt, concrete or asphalt.

Fencing. The majority of properties in this area are fenced. Chain link is typically used around the perimeter of individual properties, including the front property line.

Parking Areas. Parking is limited on sites in this area due to the limited need associated with industrial uses. Parking is typically aggregated in small lots close to facilities.

Streetscape Character

Overall Character. The Interior Private Way streetscape type (shown in gray in Figure 6) generally characterizes roads in the Production and Storage Core. However, this subarea also includes Railway Edge streetscapes (shown in light blue in Figure 6). The public streets that provide access to this subarea include Grant Creek Road, Raser Drive, Cemetery Road and Rodgers Street. Raser Drive,

Cemetery Road and Rodgers Street function as a single roadway, but the name changes as you move from west to east. The streetscape has an open feel due to significant building setbacks from the street. The presence of the Montana Rail Link facility has a significant impact on streetscape character as well. Overhead wires and security fencing at the street edge reinforce the industrial nature of the subarea within the streetscape.

Street Wall. No discernible streetwall or pattern of building edges exists along the public street in this area. However, a berm along the railway edge and the presence of standing train cars creates some sense of enclosure.

Vehicles. One travel lane exists in each direction.

Pedestrian Experience. The street is not inviting to pedestrians due to the lack of sidewalks and the potential for safety issues.

Bicycle Experience. No formal bicycle facilities are provided along the public streets in this area, however some segments have a narrow paved shoulder area. Cyclists sometimes use this shoulder as a make-shift bike lane.

Access. Driveways provide access to individual properties in this subarea from Raser Drive/Cemetery Road/Rodgers Street, but access points are limited overall.

Street Trees. Streetscapes do not include landscaping or street trees in this subarea.

Plan Area Character

White Pine Sash Triangle

The White Pine Sash Triangle subarea is perhaps the most diverse in character of the identified subareas. This is a result of the diversity of uses in the subarea, the connectivity created by a gridded street pattern and the impact of the Northside Neighborhood. The Triangle is an area of active transition where land uses are changing, future roads are anticipated, and contaminated soils are being cleaned up. These factors create a cohesive feeling in this subarea.

Buildings

Height. Building heights range from 1 to 3-stories. However, it is important to note that the one 3-story structure in this subarea is an apartment building that has relatively low floor-to-floor heights. Conversely, there are several 1-story buildings in this area that are quite tall because they house warehouse facilities or other equipment.

Floorplates. Floorplates range widely from small individual buildings that are clustered on a single property to medium-sized distribution facilities. Floorplates range from 7,500 sf to 15,000 sf in area.

Street-facing Facades. Warehouse and light industrial buildings typically include metal facades with few windows. One multi-tenant commercial building on Rodgers Street includes a street oriented front facade with windows and entry features for each unit. The one residential structure includes siding and windows for each unit; however, there are no entrances oriented to the public street.

Roof Form. Most roofs are pitched, with more significant sloping roofs on the buildings in the residential development and more gently sloping roofs on commercial buildings.

Urban Form

Building Orientation. Buildings are typically oriented toward and aligned parallel to the streets.

Setbacks. Building setbacks from public streets are moderate throughout the area. Structures are typically setback between 40 to 100 feet from the various public streets.

Site Landscaping. Landscaping is typically provided between buildings, parking areas and public streets in the form of planter strips, shrubs or street trees. Some properties, such as storage yards and undeveloped areas, are not landscaped.

Fencing. Fencing is provided at the street edge intermittently throughout the area. Fencing materials include chain link and wood.

Parking Areas. Surface parking areas are typically provided behind or to the side of buildings in this subarea. In some cases, limited parking is provided between buildings and the public street.

Streetscape Character

Overall Character. The streetscape character in this subarea varies. Streetscape character types include the Scott Street, Neighborhood Street, and Interior Private Way typologies (shown in red, green, and gray in Figure 6). Streets are fairly wide and buildings are sparse, preventing the establishment of a consistent character. Still, landscaping along streets creates a softer character than that seen in the more industrial subareas. Street trees are provided in certain locations, but there is no consistency in treatment. Sidewalk facilities are provided adjacent to newer development in the area. The presence of overhead wires and roadside fences throughout much of the subarea impacts the streetscape character. Scott Street presents a unique character in the Plan Area because it is bordered on the east by houses and apartments. Sidewalks are provided along most of Scott Street with some intermittent gaps. Looking south, the Scott Street Bridge is highly visible and impacts the character of the street significantly.

Street Wall. Buildings line the street in certain areas, creating some sense of enclosure to the street, but the scarcity of buildings makes this an infrequent condition.

Vehicles. One travel lane exists in each direction on all roads.

Pedestrian Experience. The pedestrian experience is diverse depending on the precise road or segment of road. In many cases, no sidewalks exist creating an uncomfortable environment for walking. Where

Plan Area Character



sidewalks do exist, they are typically associated with newer developments.

Bicycle Experience. No formal bicycle facilities are provided along the public streets in this area, however some segments have a narrow paved shoulder area. Cyclists sometimes use this shoulder as a make-shift bike lane.

Access. Driveways provide access from the public streets to individual properties in this subarea. Access points are typically limited to one or two per property.

Street Trees. Street trees are planted intermittently throughout the subarea, including next to newer developments and along Scott Street. Where street trees exist, they are typically planted just inside of public sidewalks on private land.

Plan Area Character

Missoula City Cemetery

The Missoula City Cemetery subarea is very unique within the Plan Area. Its lush landscaping and high visibility creates a sharp contrast to the surrounding dirt lots that lack landscaping. With the exception of a handful of maintenance-related buildings, there are no significant structures in this subarea. The circulation network is primarily made up of very narrow drives with the exception of Russell Street. The Neighborhood Street type (shown in green in Figure 6) characterizes Russell Street.

Undeveloped Freeway Edge

The Undeveloped Freeway Edge is defined by land that has yet to be developed or is serving as an undeveloped buffer from the freeway. For the most part, there is very little activity on this land. One exception is the gravel pit west of Coal Mine Road, which is currently in use, but effectively functions as undeveloped land from an urban design perspective. Coal Mine Road and a system of informal private unfinished roadways provide access to this area, but public access is limited. The Interior Private Way streetscape typology, shown in gray in Figure 6, defines the sparse road network. The area is typically grassy and generally flat. However, trees exist sporadically throughout the subarea. The topography of this subarea varies significantly, but is generally higher in elevation than the remainder of the Plan Area. In some areas, land is at a similar grade as the freeway. In others, the land is significantly lower in elevation than the freeway, but still higher than the Plan Area.



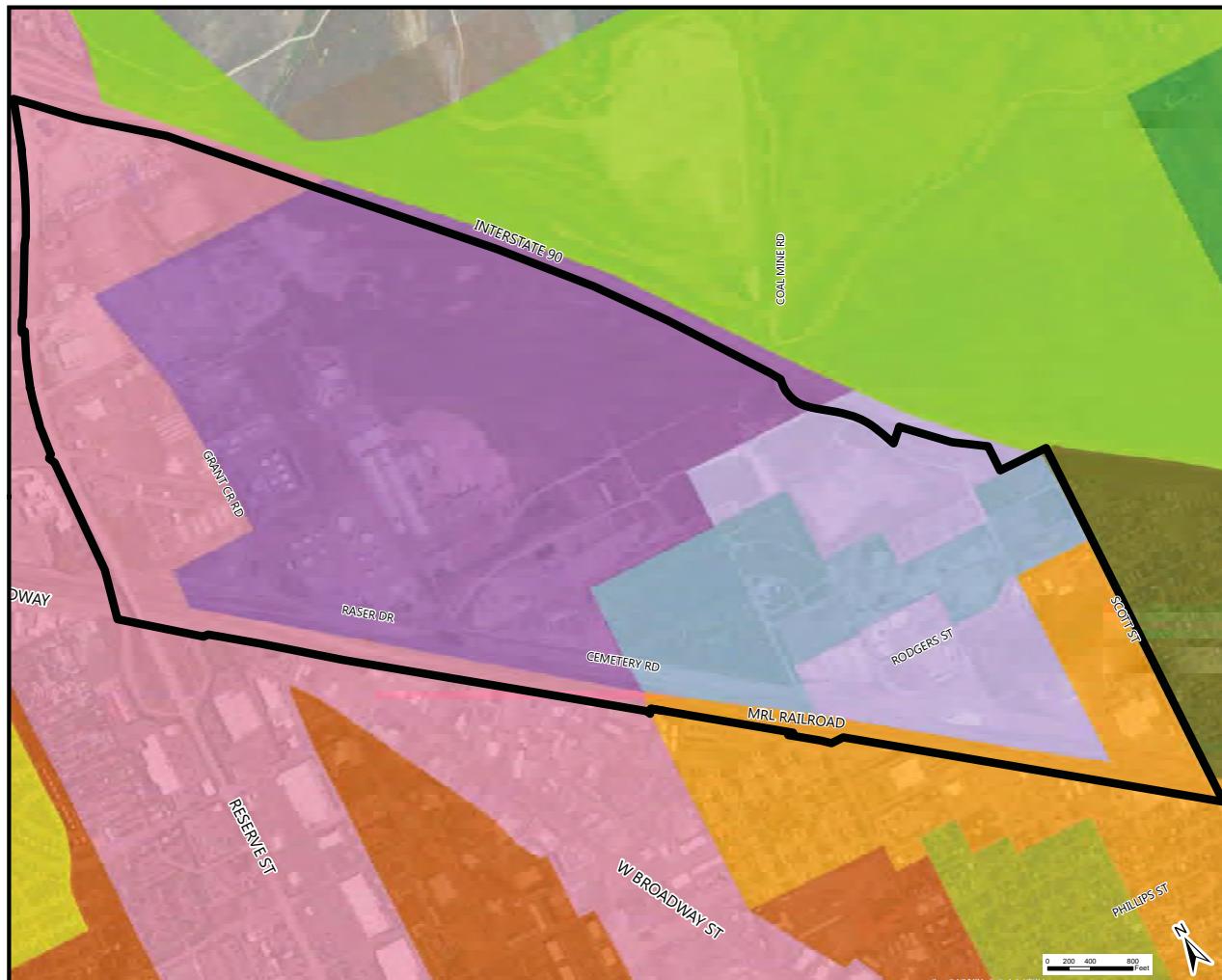


Figure 7: Existing Growth Policy Map

- Plan Area
- Community Mixed Use
- Neighborhood Mixed Use
- Urban Center
- Regional Commercial and Services
- Open and Resource
- Parks and Open Lands
- Public and Quasi-Public

Source:
2015 Missoula Urban Area Future Land Use Designation Map

■ Residential High Density	■ Residential Rural
■ Residential Medium High Density	■ Industrial Light
■ Residential Medium Density	■ Industrial Heavy
■ Residential Low Density	

Growth Policy

The City of Missoula Growth Policy was recently updated in November 2015. The new policy replaced the 1998 Missoula Urban Area Comprehensive Plan and the 2005 Missoula Growth Policy for the city. 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. Past plans have either been joint city-county plans or county plans. 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. It is intended to encompass uses with large land requirements; uses which involve outdoor storage of merchandise or materials; uses which are automobile or heavy equipment related; uses which provide support services to business or industry; and uses which support highway travel.

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

Land Use

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 such as heavy commercial, given implementation of appropriate design standards.

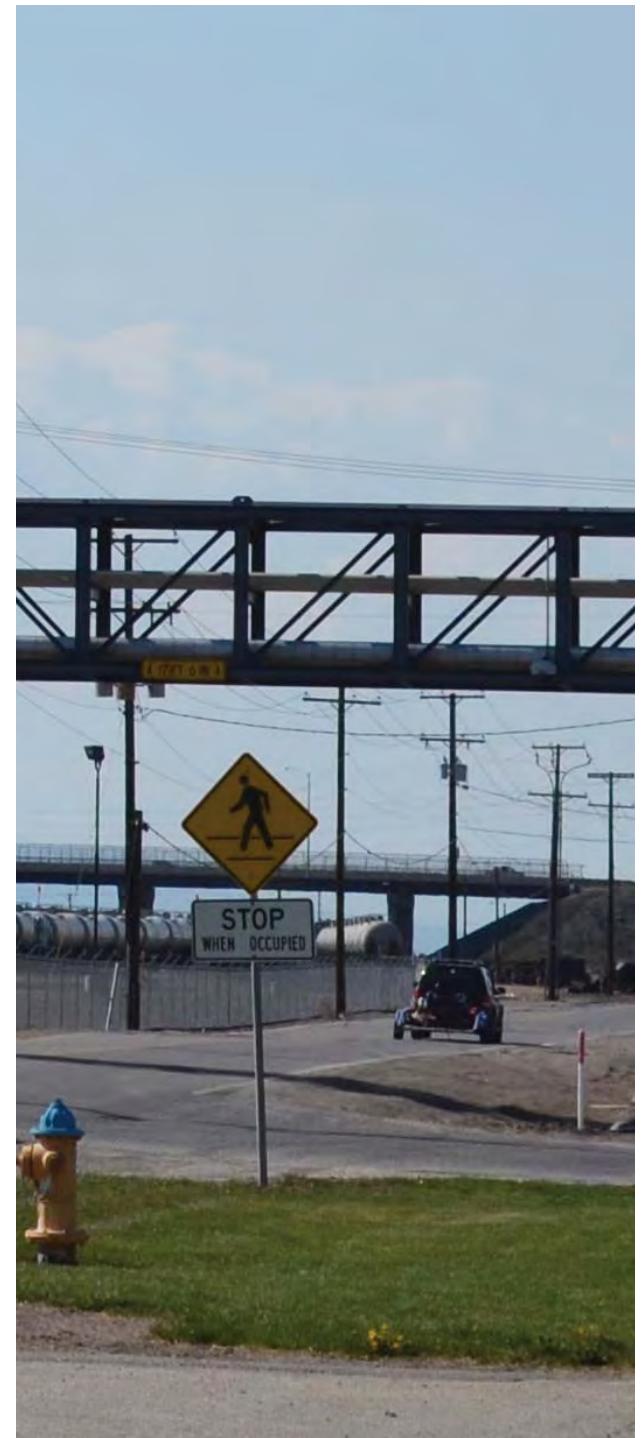
Additionally, there is a portion of the Plan Area that has been designated as public and quasi-public lands. These are areas that are uniquely public in nature such as the cemeteries.

The 2015 Missoula Growth Policy added a strip of neighborhood mixed use for properties fronting the west side of Scott Street and south of Rodgers Street. This area is intended to distinguish, create, maintain and enhance areas that already provide primarily local service within a neighborhood.

2005 Missoula County Growth Policy

The 2005 Missoula County Growth Policy provides desired development patterns and land use objectives that pertain to commercial and industrial land uses. These include allocating land for commercial and industrial land uses that meets their specific needs and adheres to adopted land use policy while efficiently and economically providing public services to those areas, improving the appearance and functioning of existing commercial strips within and leading to the community, creating smooth

transitions from commercial to noncommercial uses, encouraging new industrial projects to locate within existing industrial parks and areas already developed for industrial use, and encouraging interesting and innovative design of structures.



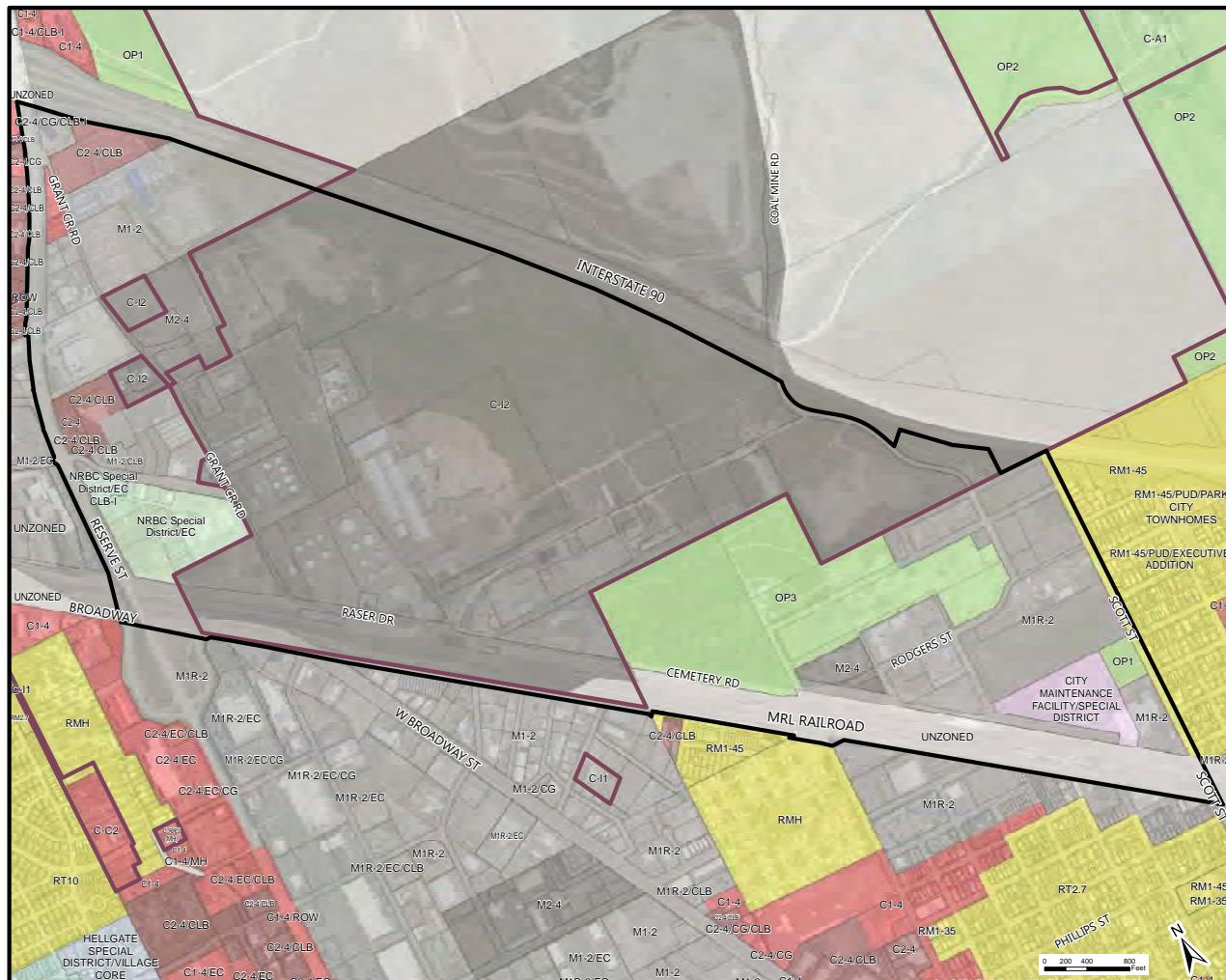


Figure 8: Existing Zoning Map

— 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	C-I2 - County - Heavy Industrial
One dwelling unit per 2,700 SF	M1 - Limited Industrial
RMH - Residential Manufactured	M1R - Limited Industrial - Residential
Housing Park	M2 - Heavy Industrial
RT10 - Residential	City Maintenance Facility/
One dwelling unit per 10,000 SF	Special District
C-A1 - County - Open and Resources	Hellgate Special District/
OP1 - Open Space	Village Core
OP2 - Open and Resource Lands	Unzoned
OP3 - Public Lands and Institutional	

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 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.

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-12) 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.

Open Space

The OP3 district is primarily intended to accommodate public, quasi-public and institutional uses.

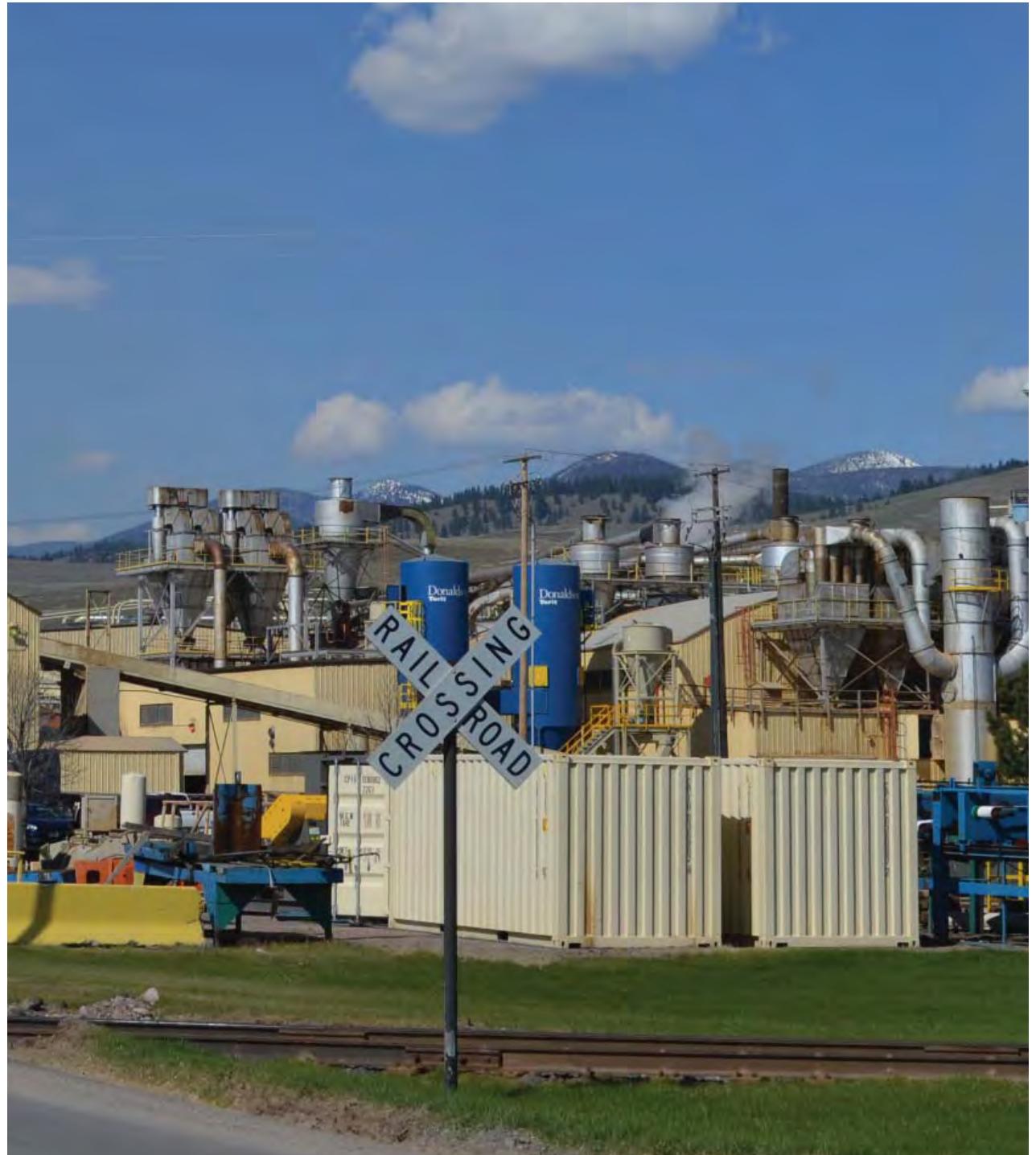
Land Use

The OP1 district is primarily intended to preserve open space and sensitive natural resource areas, including environmentally sensitive and agricultural areas.

Business and Commercial

The City of Missoula's business and commercial zoning districts are primarily intended to accommodate and promote neighborhood and community-serving business and commercial uses (e.g., retail, service, office), as well as mixed-use development consisting of business and residential uses in the same building or on the same site.

Both the North Reserve Business Center (NRBC) Special District and the City Maintenance Facility Special District generally permit commercial uses, but do not allow residential uses and certain other specific uses.



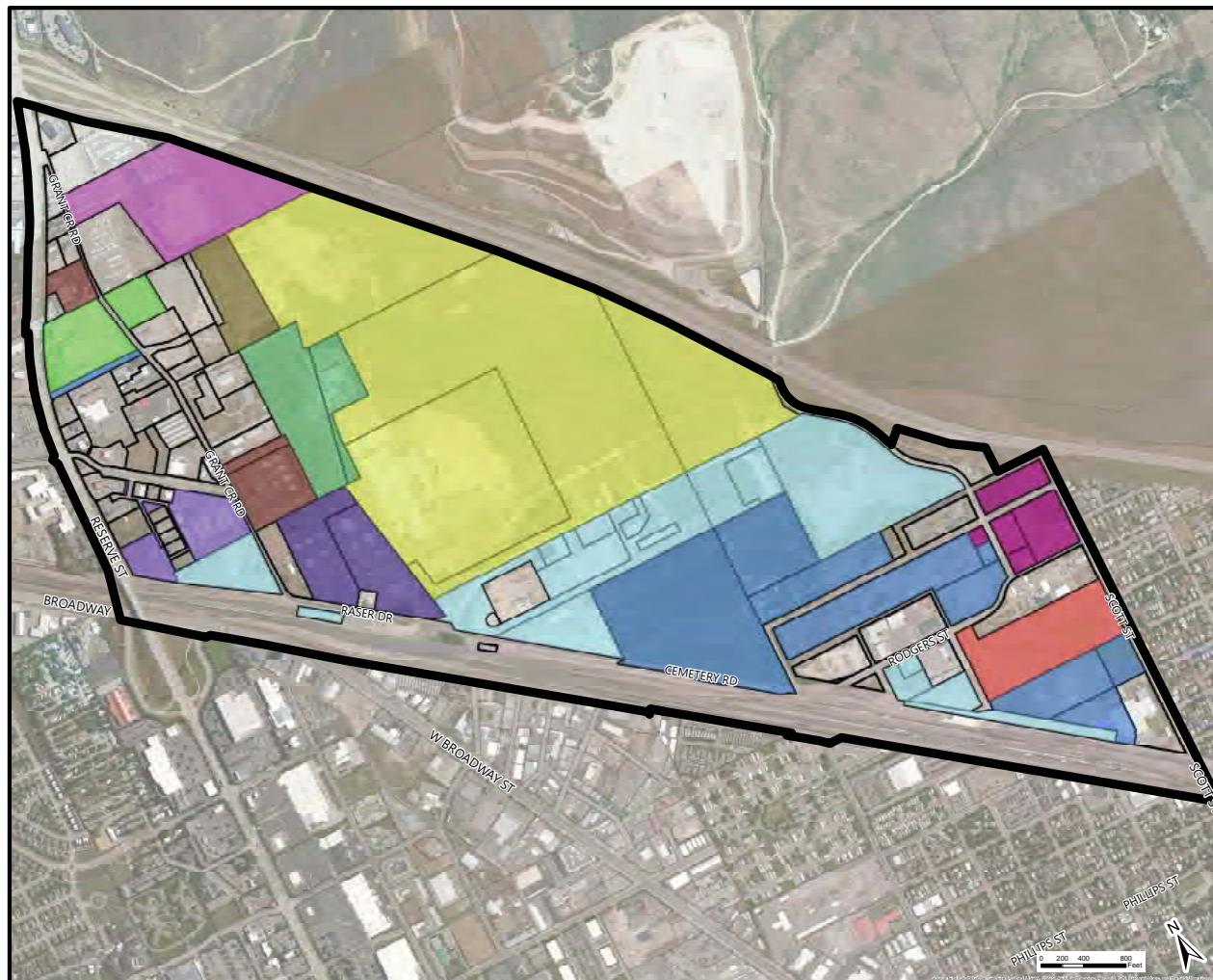


Figure 9: Existing Ownership Map

Source:
Montana Cadastral Mapping Project

■ Plan Area	City of Missoula	■ Resurrection Cemetery Assc Helena	■ Woody William F
■ Borden Chemical Inc	■ Montana Rail Link	■ Roseburg Resources Co	
■ Bretz Mark A	■ North Reserve Business Center	■ Scott Street LLP	
■ CHS Inc	■ Phillips 66 Company	■ Western States Equipment Co	

Ownership

Major property owners that own more than ten acres within the Plan Area are shown in Figure 9. This illustrates the large parcel sizes found in the Plan Area and that the majority of the Plan Area is owned by a small group of businesses and individuals.

Land Use

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.

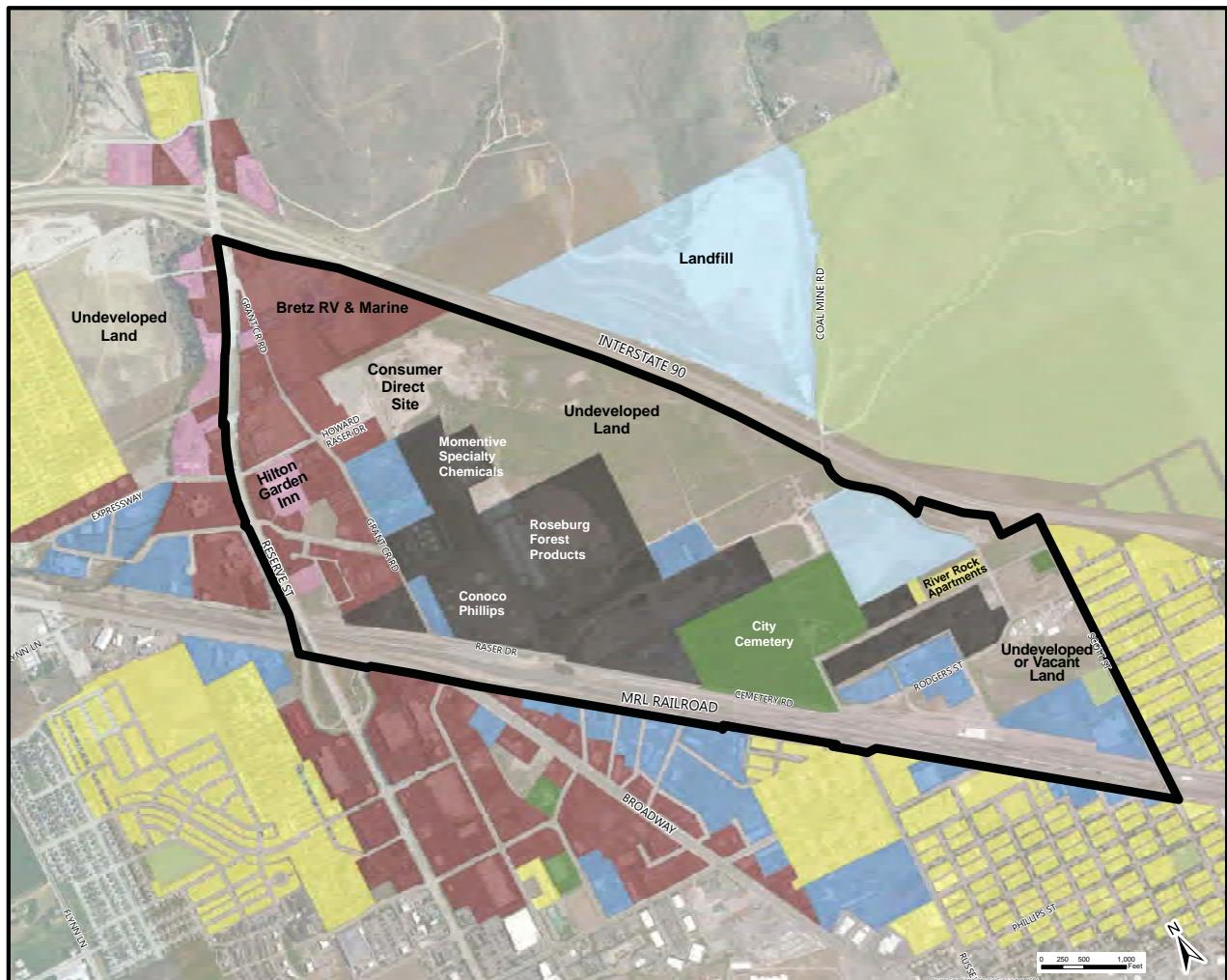


Figure 10: Existing Land Use Map

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

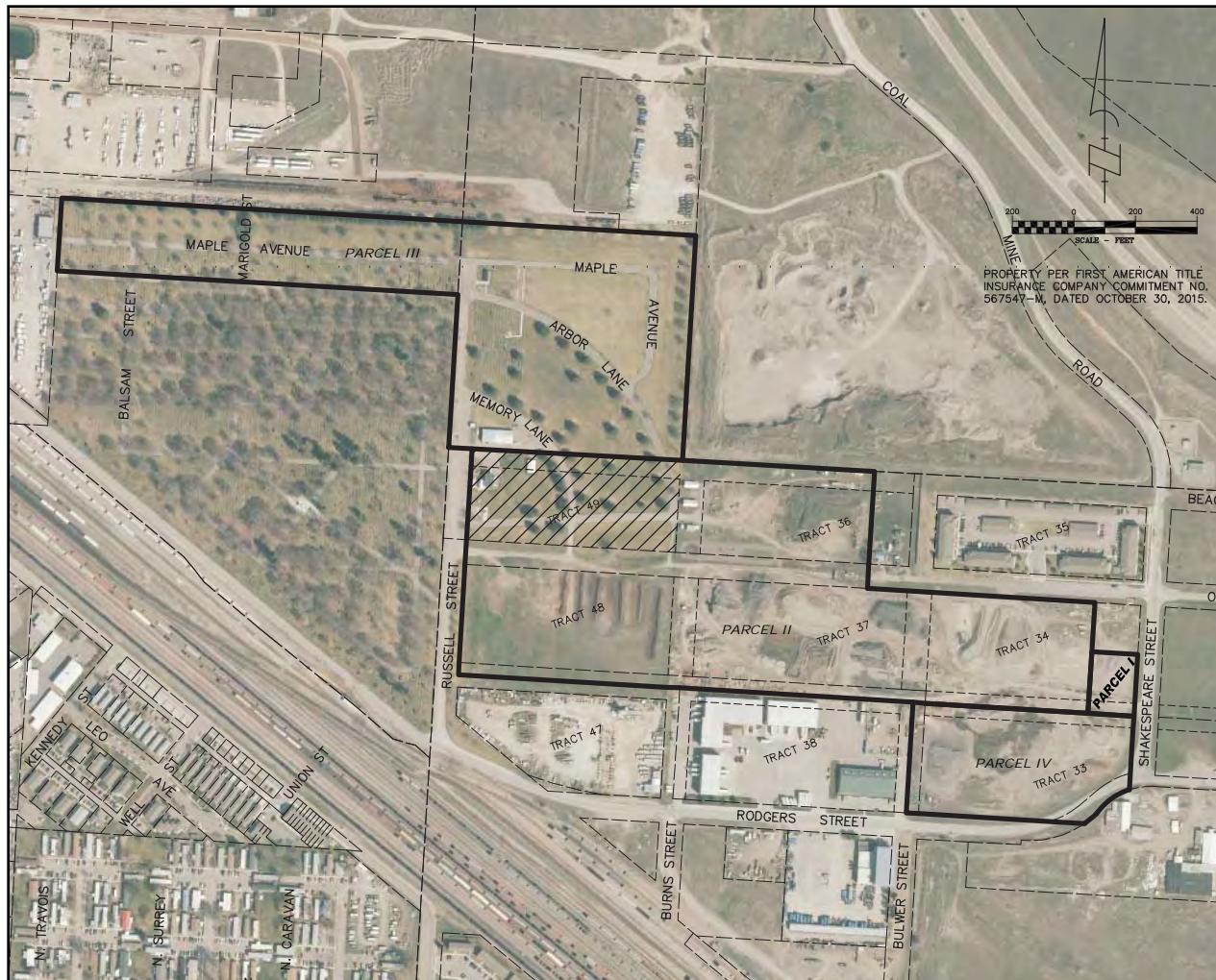


Figure 11: City of Missoula Property Restrictions

 Lands restricted by deed to "never be used as a burying ground or for burying purposes" per book 36 deeds, page 401

City of Missoula Property Restrictions

The public record (documents on file at the Missoula County Clerk & Recorder's Office) was researched in an attempt to find any existing deed restrictions or other covenant documents that restrict certain City of Missoula properties (Parcels I, II, III, and IV as shown in Figure 11). The restriction that was being researched was for any public record document that would limit the use of the subject properties to being a cemetery or burying ground, for the interment of human decedents.

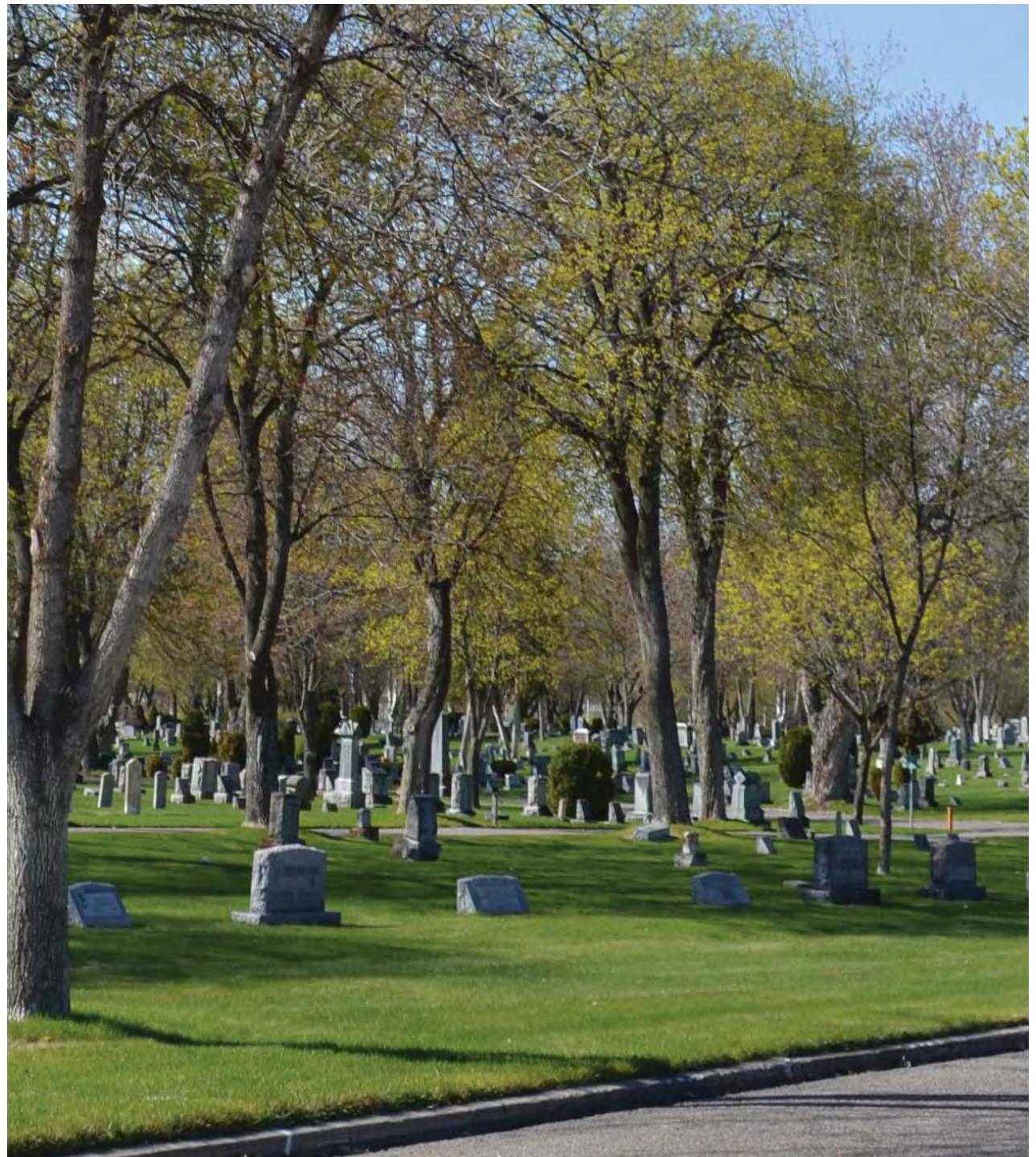
This research was performed in two ways: the first was to obtain a title commitment for the properties in question, including identifying any exceptions and encumbrances to title as found in the public record; the second method was to trace the deed chain (chain of title) for restrictions on these properties back to the time that they came out of public ownership via a patent (deed) from the U.S. Government.

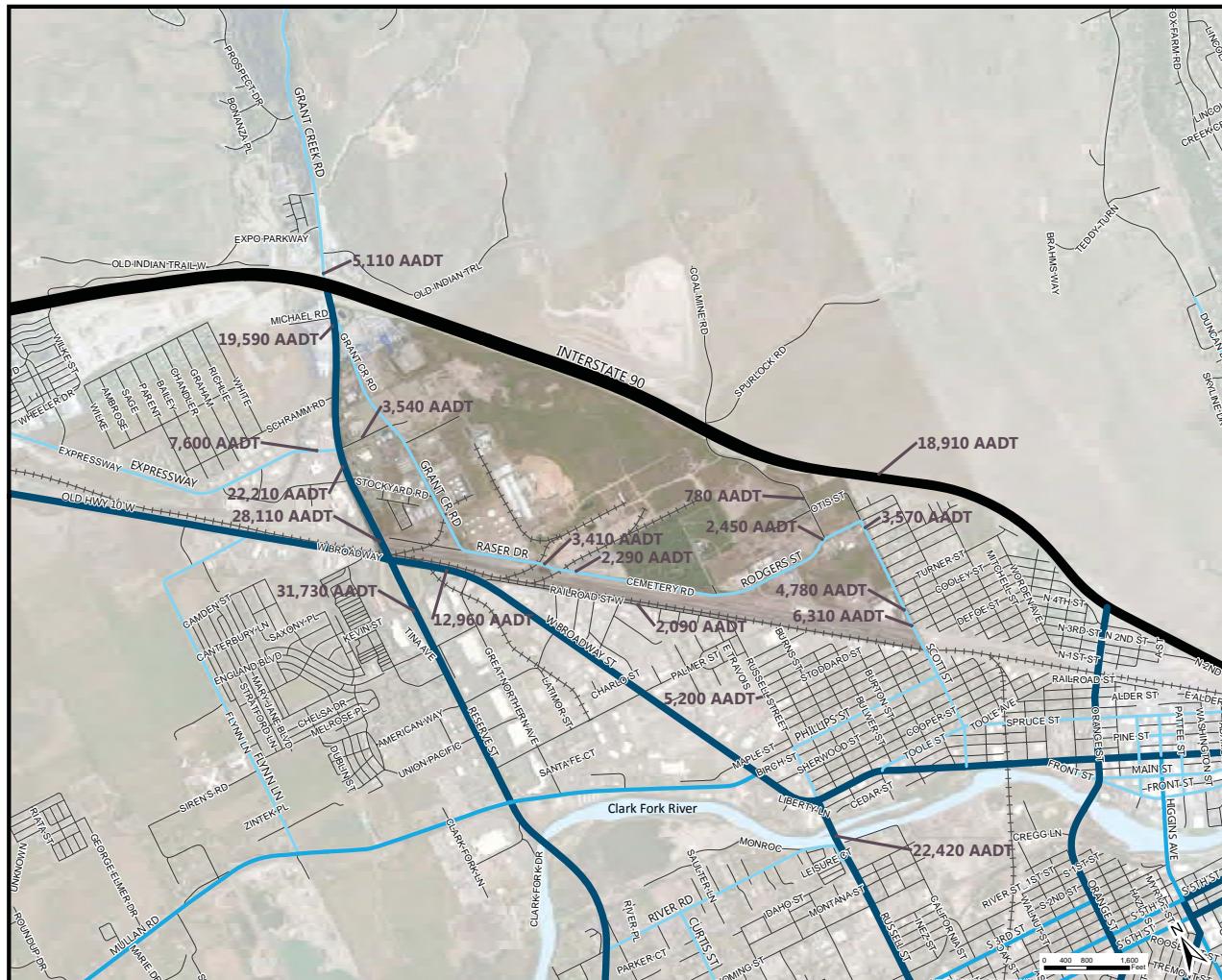
The research work that included the chain of title and the title commitment did not produce any deeds with "cemetery only" restrictions, or other encumbrances/restrictions in the public record that restrict any of the subject property to being used as a cemetery or burying ground for the interment of human decedents. In fact, a 1905 deed from the State of Montana to the City of Missoula for the property that is now Block/Tract 49 of the School Addition includes a restriction or condition that states "... that the tract of land above described, shall never be used as a burying ground or for burying purposes, . . ."

Land Use

It must be stressed that the research performed was of deeds and documents in the public record on file in the office of the Missoula County Clerk & Recorder. The Missoula Cemetery administration maintains that there are such restrictions on the subject properties. An initial visit to the cemetery office found files being compiled for the various properties, and an apparently partially executed, non-recorded cemetery plat entitled "Annex to Missoula Cemetery". This meeting with the cemetery administration did produce a signed/executed non-recorded contract for deed from Evelyn M. Chilcoat (seller) and the City of Missoula (Buyer). This contract was for the parcel described as Block/Tract 33 of the School Addition. In this contract there is a stipulation ". . . that the sole purpose for which the land herein described is to be used is a cemetery for the interment of human deceased . . .".

The cemetery administration may have other such contracts or agreements that have not been recorded in to the public record. Legal counsel should be retained to determine whether such contracts for deed or other private agreements are enforceable, or rather identify what legal effect they hold on the subject real estate, if any.





Street Network/Classification

Only limited street network currently exists within the Plan Area. Other than the roadways that form the boundary of the URD (North Reserve Street, I-90, Scott Street, – and the railroad tracks) there also exists the beginnings of a grid system at the west end (Howard Raser Drive, Stockyard Road, and Grant Creek Road) as well as minor collector roads such as Coal Mine Road and Cemetery Road/Rodgers Street at the southeast end of the area. The majority of the center 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 uncongested conditions prevail on the streets within and bordering the Plan Area. Existing average daily traffic (ADT) volumes within the project area are shown in Figure 12. 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.

Although the Plan Area is bordered along its entire north edge by I-90, access to the interstate occurs only at North Reserve Street. There is an underpass of the interstate at Coal Mine Road which serves as the access route to the Missoula landfill. An average of 145 to 180 trucks per day travel to and from the landfill including garbage trucks and private citizens bringing loads of trash, primarily using Scott Street and Old Grant Creek Road as their access routes.

Circulation

Rail

The rail line that runs along the southern border of the Plan Area, shown in Figure 12, 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.

GLO and Plat Book 1 Roads

General Land Office (GLO) Roads are ancient apparent public road rights-of-way that were generally surveyed in the field, and graphically shown on the GLO survey plats of the townships and sections in Montana. In the Missoula area, this field work was performed circa 1870. The GLO plats also show trails where they existed, which are ostensibly more of a footpath or bridle path, and less of a roadway that was used for wagons or other large vehicles.

GLO road and trail locations as presented on the maps are not exact, and typically require field review and extensive records research to identify the actual location on the ground, if identifiable. The public road rights in these roads and trails are also not completely certain and irrefutable, and depend upon the strength of the locational evidence found and the opinion of the Office of the County Attorney, based on the evidence presented, and the present County Attorney's interpretation of state law.

The Plan Area does show basically one GLO road,



Figure 13: Existing GLO and Plat Book 1 Roads Map

- Plan Area
- Book 1 Road
- GLO Road
- - - GLO Trail



and one GLO trail. The GLO road is generally “Grant Creek Road” which turned off of the “Road to Jocko Valley” and headed northerly up the Grant Creek Drainage. The “Old Trail to Walla Walla” also appears to traverse the Plan Area along the south side of I-90 in the northwest part of the area. The actual public rights in this road and trail in the Plan Area are unknown, and would require investigation and collaboration with the relevant county offices and agencies.

Plat Book I Roads are old road rights-of-way that are presented in the county’s old road plat books. These road rights-of-way are also not exact, and have varying degrees of evidence as to their solidity as a public road right-of-way, and their location. The most easterly Plat Book I road appears to be what is now “Coal Mine Road”, which is the route to the Missoula landfill. The Plat Book I road shown in the center of the Plan Area has no backing documentation, and the public rights for this road could be questionable. The Plat Book I road shown running north-south through the Roseburg ownership does have a clear right-of-way granting document from 1912 in the public record. The westerly Plat Book I road is also a representation of old Grant Creek Road, and would probably be considered to be the same road as the GLO road. It is questionable what public road rights remain for this old location of “Grant Creek Road” (both GLO and Plat Book I locations), given the currently used modern location and existing roadway, now known as “Grant Creek Road”, which lies easterly and generally parallels North Reserve Street.

Coal Mine Road

Coal Mine Road is the road connecting to the northerly terminus of Shakespeare Street, at the Missoula city limits. This road connects the remaining non-vacated streets of the Supplemental Plat of the School Addition to the City of Missoula to the Missoula Landfill, which lies north of Interstate 90. Coal Mine Road lies entirely within the jurisdiction of Missoula County, and has been maintained by Missoula County for 2 decades, or potentially much longer.

There are no granting documents in the record that create the right-of-way for Coal Mine Road, nor is there a county resolution that creates the right-of-way. There is quite a good deal of evidence that this is a public road. Based on the continuous maintenance of this road by the county, and other maps and information compiled by Missoula County, it appears that there are public prescriptive rights in this roadway from the Missoula city limits northerly at least to the north line of Section 9.

Circulation

Vacated Streets and Existing Rights-of-Way

The street grid in the southeast portion of the Plan Area west of Scott Street was originally created per the Supplemental Plat of the School Addition to the City of Missoula in 1918, with the street right-of-way widths being 80 feet wide. This grid was formed around nominal 5 acre tracts - 680 feet long in the east-west direction, and 240 feet in the north-south; with these tracts (or "blocks") not originally subdivided into lots. Many of these streets were subsequently vacated based on the use of the tracts in this area, which was for the most part not residential. Only one street – Scott Street – remained as a continuous north-south route along the easterly margin of this portion of the Plan Area. Scott Street is also the only street that crosses the Burlington Northern Santa Fe (BNSF) Railroad Right-of-Way and connects to the residential areas of the City of Missoula south of the railroad.

Rodgers Street is the only continuous east-west route in this southeast portion, connecting with Scott Street on the east via a 36 foot wide right-of-way through the center of Tract 24, and connecting ostensibly with Cemetery Road on the west (which is a 40 foot wide city/county road license running along the northerly edge) and within the Burlington Northern Right-of-Way. Cemetery Road connects on its northwest end to Raser Drive, which appears to be a 60 foot county road easement lying outside and adjoining the BNSF. Raser Drive then ends at Grant Creek Road, which is a 60 foot wide county road

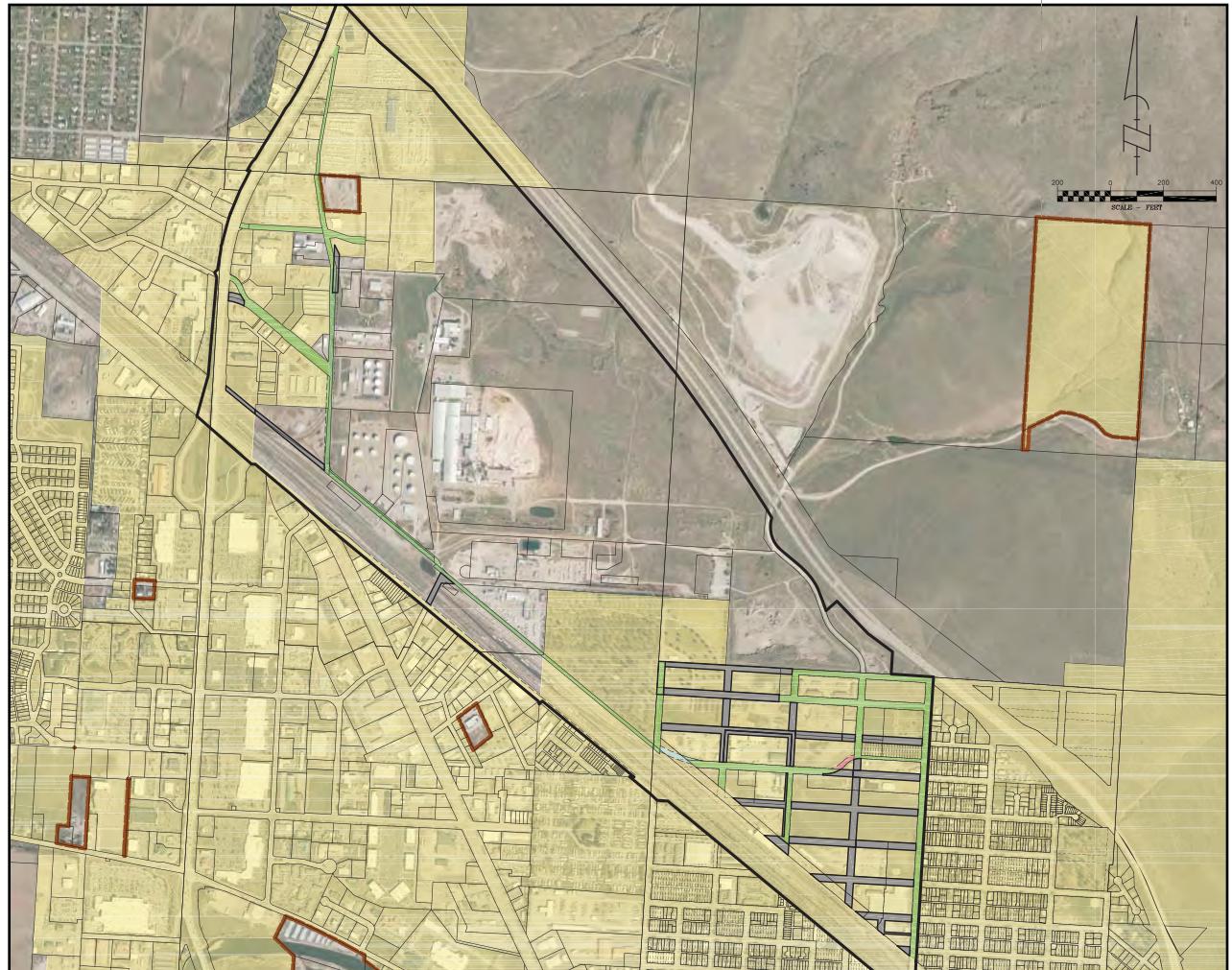


Figure 14: Existing Right-of-Way Map

- Plan Area
- Public Right-of-Way
- Vacated Right-of-Way
- City Limits Boundary
- City Limits
- Apparent Public Right-of-Way per amended Plat of Supplemental Plat of the School Addition - A Portion of Tract 47

Apparent Public Right-of-Way via Prescriptive Usage and per COS 4316

Circulation

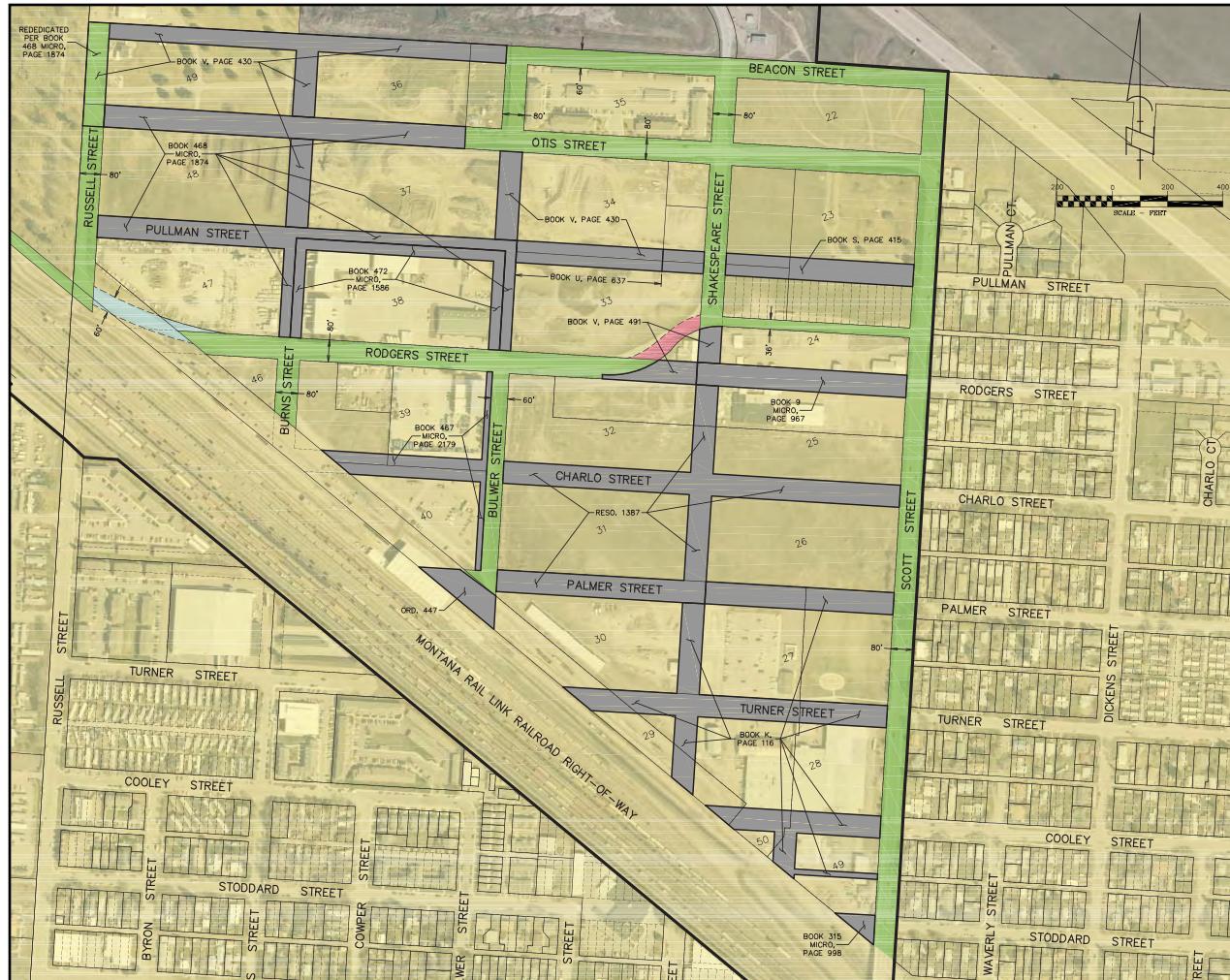


Figure 15: Detailed Existing Right-of-Way Map

— Plan Area

- Public Right-of-Way
- Vacated Right-of-Way
- City Limits Boundary
- City Limits
- Apparent Public Right-of-way per amended Plat of Supplemental Plat of the School Addition - A Portion of Tract 47

easement that continues northward on the east side of North Reserve Street, intersecting North Reserve Street just south of Interstate 90.

In the westerly part of the Plan Area, the road network is fairly sparse, with the main north-south route being Grant Creek Road as discussed previously, and two east-west streets connecting Grant Creek Road to North Reserve Street – Stockyard Road and Howard Raser Drive. Stockyard Road is the more southerly connection between Grant Creek Road and North Reserve Street, having a minimum right-of-way width of 60 feet at its west end approach to North Reserve Street, and a 120 foot right-of-way width on its east end just west of Grant Creek Road.

Circulation

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.

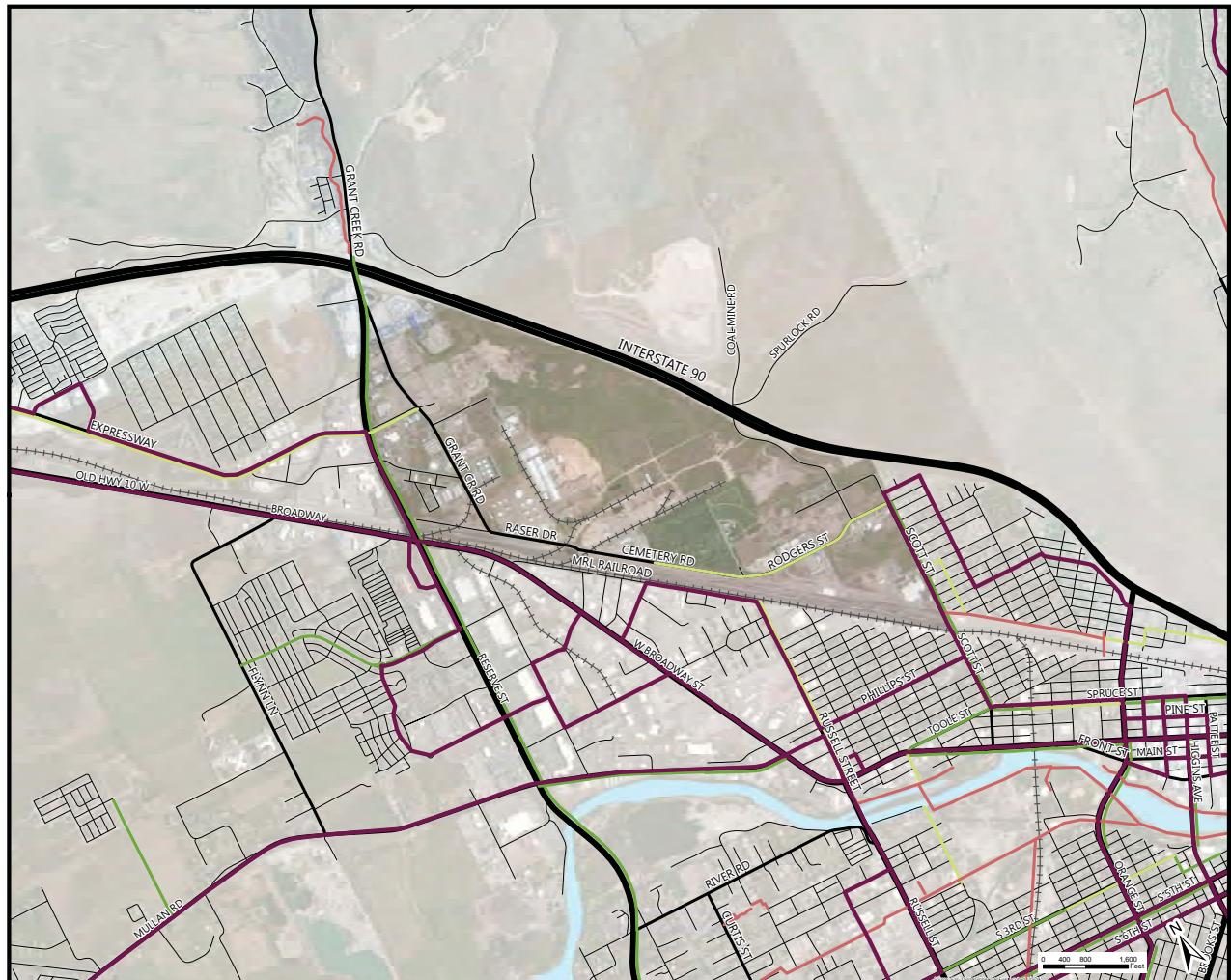


Figure 16: Existing Transit & Non-Motorized Map

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

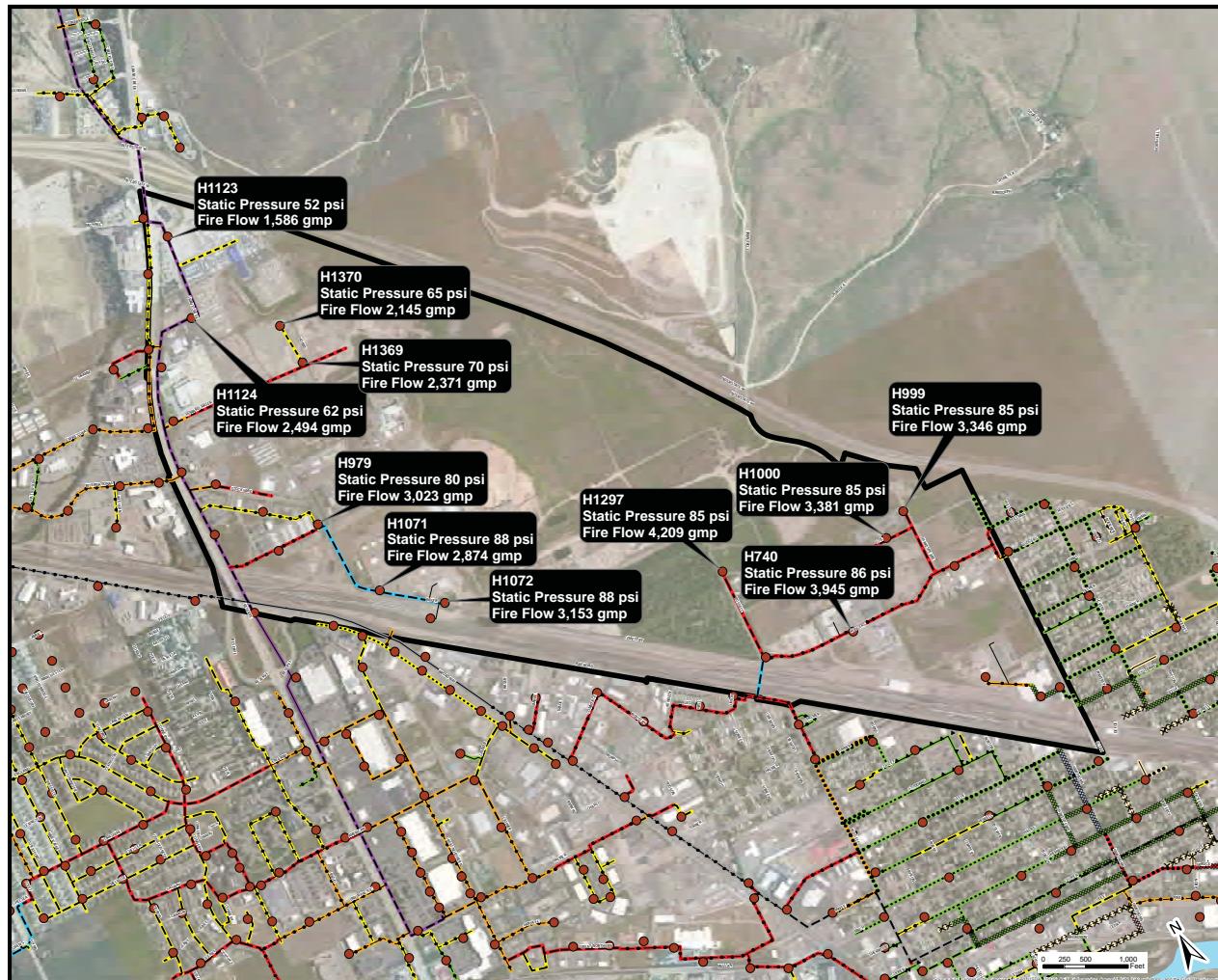


Figure 17: Existing Water Infrastructure

Plan Area	Water Main	8 inch	Material	Invasion Steel
Fire Hydrants	Diameter	10 inch	Cast Iron	Kalmein
		12 inch	Ductile Iron	Unknown
		14 inch	PVC	
		16 inch	Steel	
		24 inch	Galvanized Steel	
		2 inch		
		3 inch		
		4 inch		
		6 inch		

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. 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. Water mains of 12" and 16" are located on the western portion of the Plan Area and a 12" water main is located along the eastern side of the Plan Area. Both of these mains can be extended to provide service to additional properties.

Infrastructure

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. The existing topography within the Plan Area generally slopes to the south central area, along the railroad tracks. Due to the slope of the grounds, existing sewer collection mains adjacent to the west, south and east of the Plan Area are not conducive to gravity extensions. The existing mains to the south and east are primarily small diameter force mains with limited capacity. Sewer collection within the Plan Area will require a sewer pump station to convey wastewater from the low area of gravity collection to the existing 18" sewer interceptor in North Reserve Street.

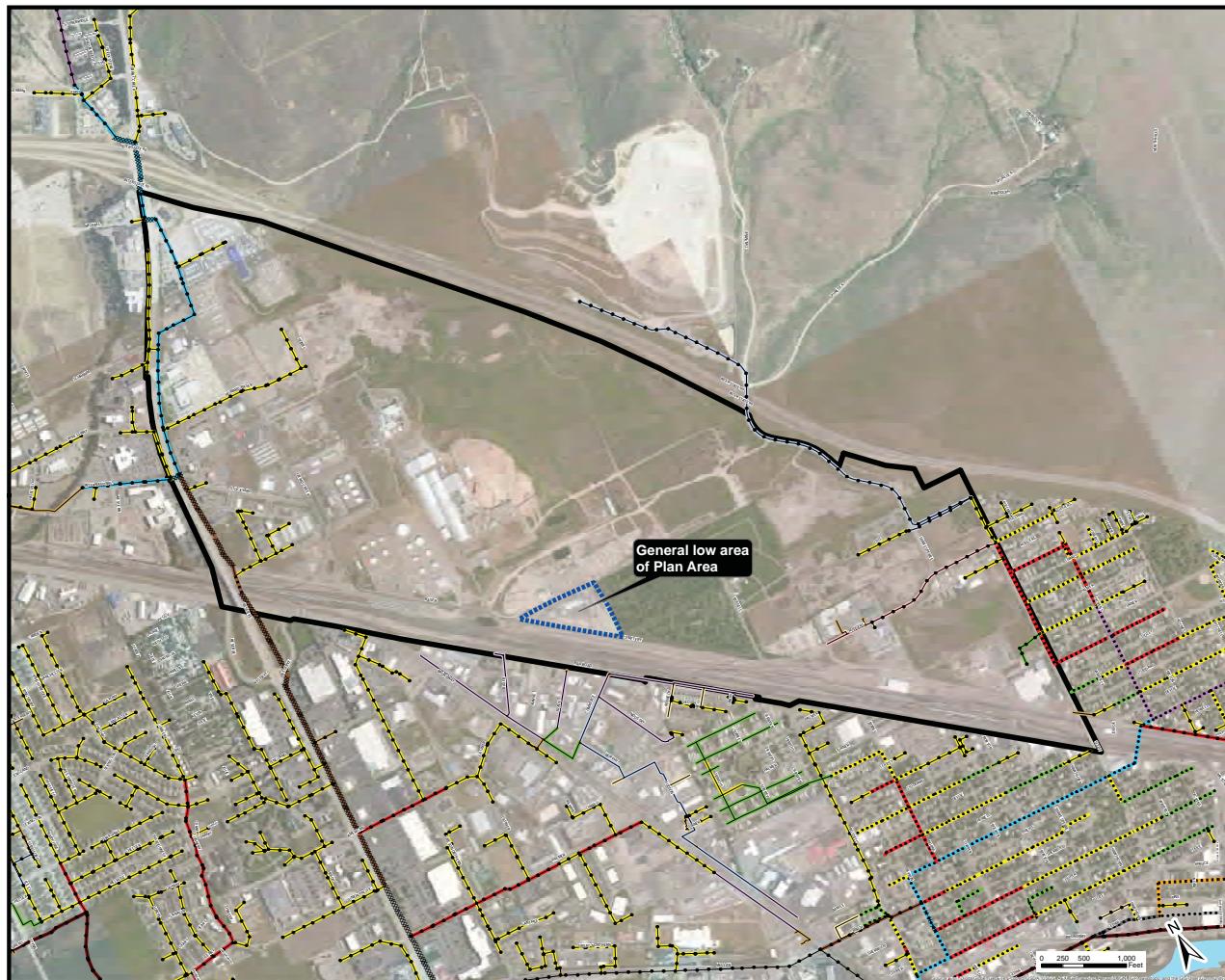


Figure 18: Existing Sewer Infrastructure

Plan Area	Sewer	Pipe Diameter	Pipe Type
—	—	1.5 inch force main	xxxxx NCP
—	—	2 inch force main	—●— PVC
—	—	2.5 inch force main	····· ACP
—	—	3 inch force main	····· RCP
—	—	4 inch force main	····· DIP
—	—	6 inch	····· HDP
—	—	8 inch	····· VCP
—	—	9 inch	
—	—	10 inch	
—	—	12 inch	
—	—	15 inch	
—	—	18 inch	
—	—	24 inch	
—	—	27 inch	
—	—	30 inch	
—	—	Unknown	

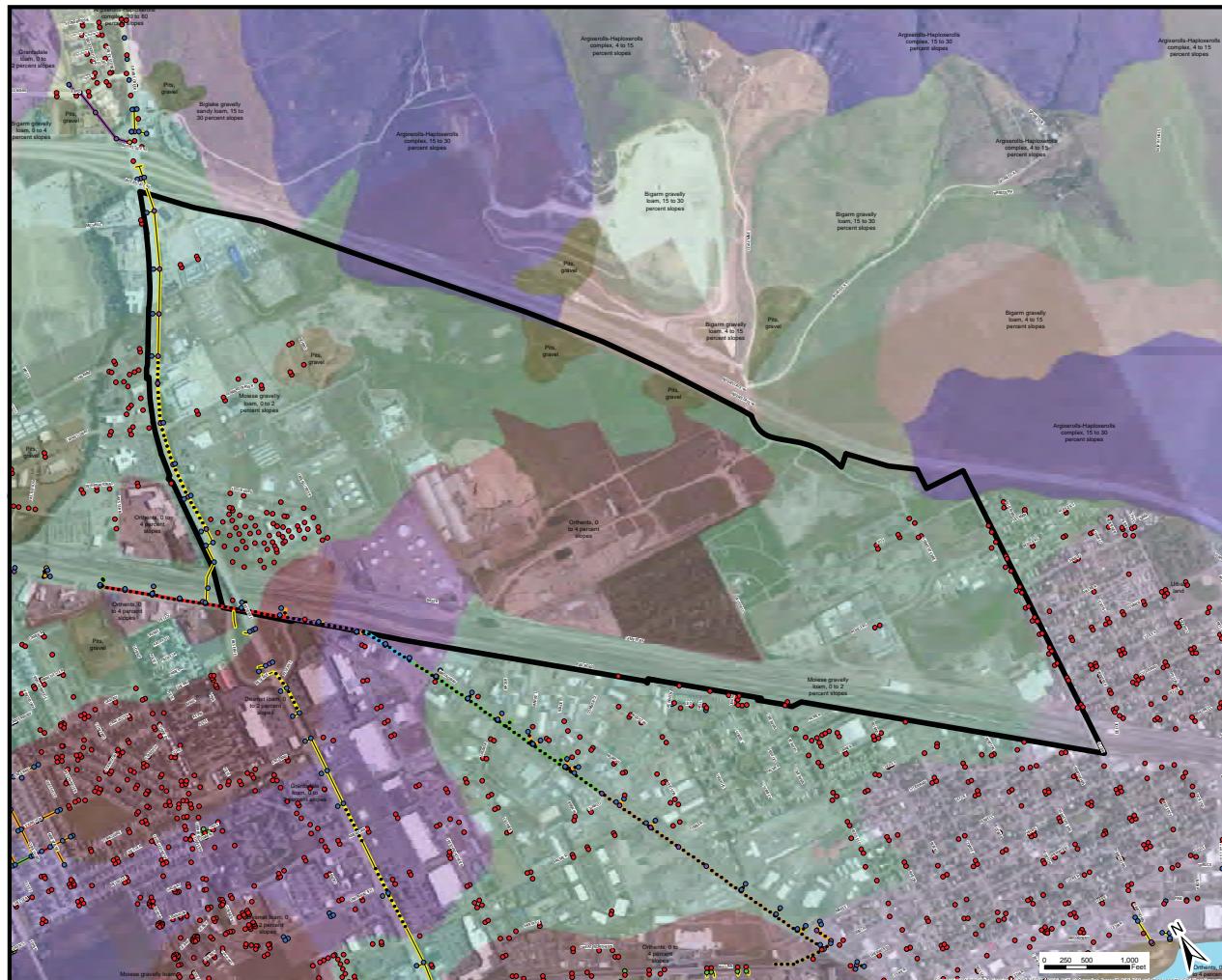


Figure 19: Existing Storm Infrastructure

Plan Area	Outfalls	Storm Pipe Diameter	Soils
● Sumps	● Outfalls	● Unknown	● Grantsdale loam, 0 to 2 percent slopes
● Inlets	● Unknown	● 21 inch	● Moiese gravelly loam, 0 to 2 percent slopes
● CatchBasins	— PVC	● 12 inch	● Orthents, 0 to 4 percent slopes
● Manholes	••• RCP	● 24 inch	● Argixerolls-Haploixerolls complex, 15 to 30 percent slopes
		● 15 inch	● Desmet loam, 0 to 2 percent slopes
		● 27 inch	
		● 18 inch	
		● 48 inch	● Pits, gravel

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.

Infrastructure

Electric and Natural Gas

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 exist within 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

There are five broadband service providers in the Plan Area, CenturyLink, Charter Communications Inc., Cybernet1, Inc., Rocky Mountain Internet, and SpeedConnect LLC. There are fiber broadband along the west and east edges of the Plan Area, but there is no available information on the capacity of the fiber.

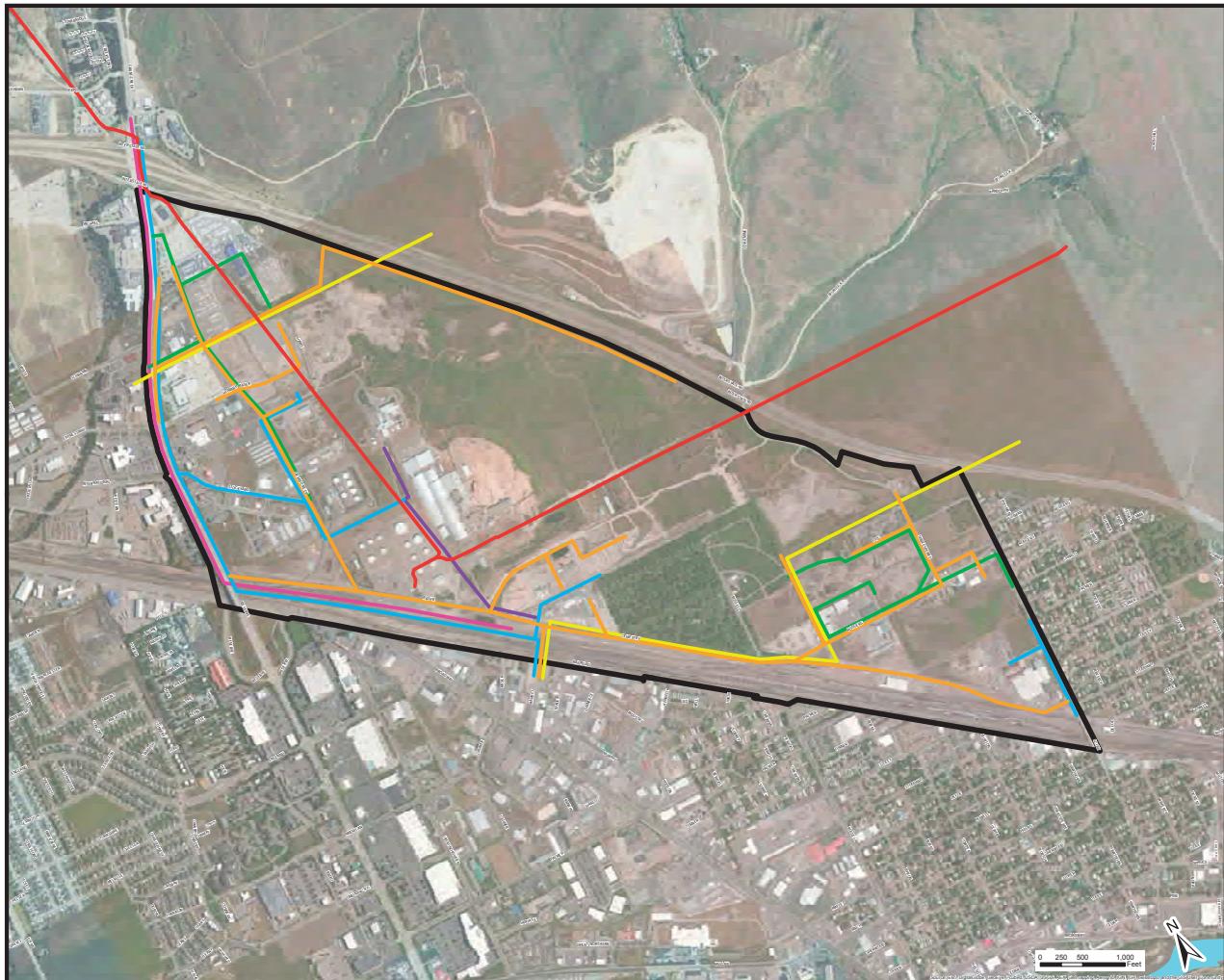


Figure 20: Existing Electric and Natural Gas Infrastructure

- Plan Area
- Yellowstone Pipeline Company
- NWE 3-Phase Electric
- NWE Electric Transmission Line
- 3" Gas
- 4" Gas
- 6" Gas
- 8" Gas

Environmental Assessment

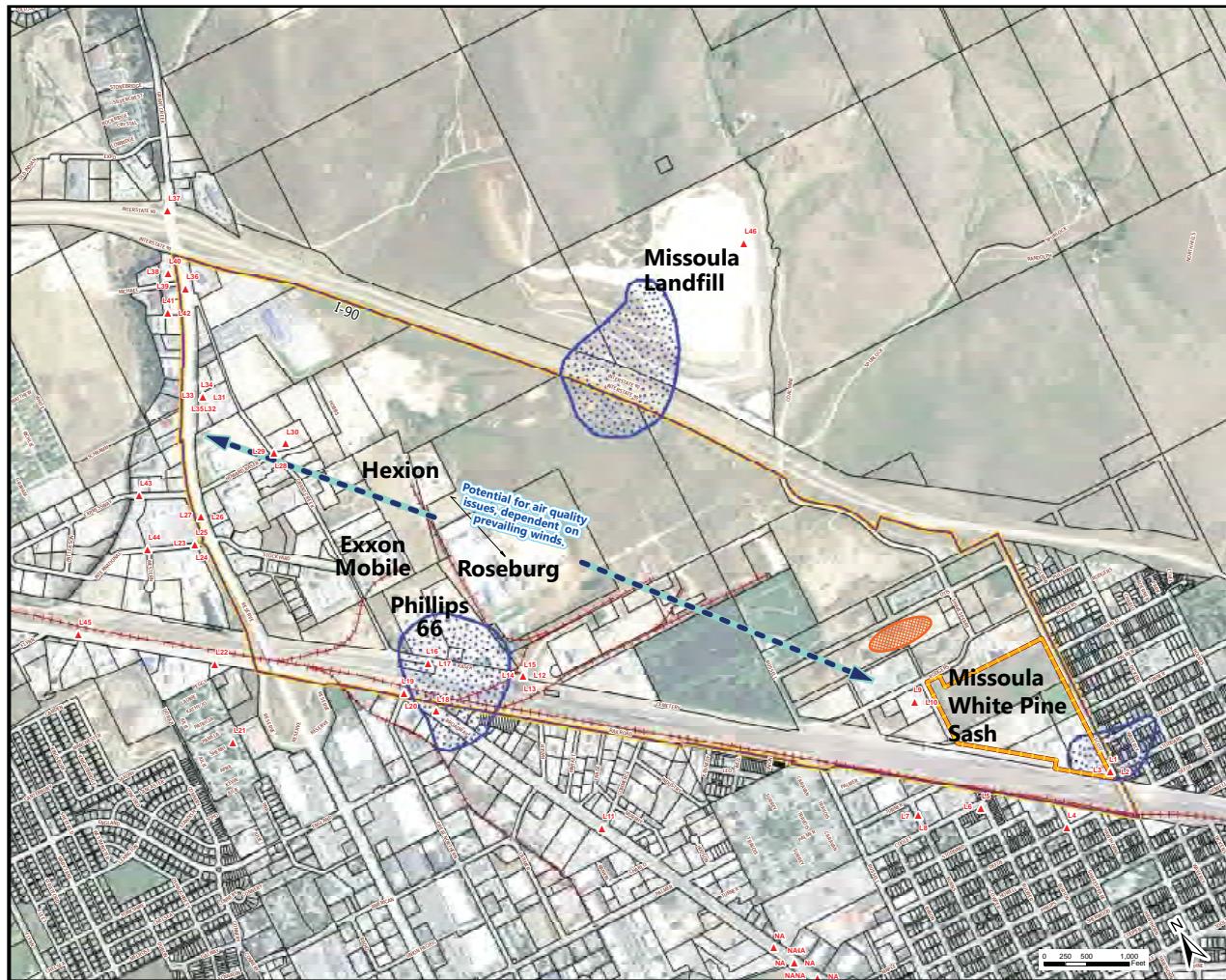


Figure 21: Environmental Risks Map

- ◆ "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

Environmental Assessment Summary

The majority of environmental concerns in the Plan Area are associated with the commercial and heavy industrial uses. Environmental risks are inherently associated with the largest industrial users due to the presence and handling of hazardous materials and conditions. Historically, releases to the environment have produced areas of contaminated soils and groundwater and have caused unhealthy conditions in the air within and surrounding these facilities. All of the documented soil and groundwater related releases have been or are in the process of being addressed, most under the supervision of the Montana Department of Environmental Quality (DEQ). Improvements to industrial processes and abatement systems have improved air emissions quality significantly.

The largest industrial users within the Plan Area include chemical manufacturers, particleboard manufacturers, bulk petroleum storage and transfer facilities and the railyards. There are several localized areas of contaminated soil and groundwater associated with some of these facilities that are in the process of remediation. Multiple investigations have been conducted to identify the affected areas and interim remedial actions, including source removal, implementation of active groundwater treatment systems and improved operating procedures have controlled and even decreased the size of the contaminated areas and affected media. DEQ documentation shows that the plumes of contaminated groundwater have been shrinking and

Environmental Assessment

that the remediation efforts appear to be working. Continued operation of these remediation systems under the supervision of the DEQ will limit the environmental risks associated with these releases in the future.

Missoula White Pine Sash

The Missoula White Pine Sash (MWPS) facility is a former industrial facility located in the southeastern portion of the Plan Area that is being addressed via the Comprehensive Environmental Cleanup and Responsibility Act (CECRA) by DEQ. This program is commonly referred to as “State Superfund.” There is significant groundwater and soil contamination associated with this facility. The DEQ has recently (February 2015) issued a Record of Decision outlining the selected remedy to address the contamination at the facility after decades of investigations, assessments, interim actions, and monitoring. As a CECRA facility, MWPS has undergone intense scrutiny and evaluation to characterize, determine likely future uses for and develop an effective remediation plan for the facility. Those assessments indicated a combination of commercial/industrial, recreational and residential uses to be “reasonably anticipated future uses,” thus dictating the cleanup levels for the various different parts of the facility. Because MWPS is in the CECRA program, the DEQ has close control and oversight of all activities at the facility. As such, it is highly unlikely that environmental risks will remain at this location after the lengthy remediation process has been completed.



Environmental Assessment

Missoula Landfill

The Missoula Landfill is a Class II landfill located just north of the Plan Area. The landfill was opened in 1967 and early operations there did not meet the stringent environmental protections required today. There is one area of contaminated groundwater and soils associated with leaching contaminants from those early operations that encroaches on the NRSS URD. As with the other major industrial facilities, this release and the associated cleanup activities are under the supervision of the DEQ. Those remediation efforts continue and are having a positive effect in decreasing the size of the contaminated groundwater plume.

Roseburg

The Roseburg particleboard, wood paneling, and melamine manufacturing plant has been in operation since 1968. The major environmental concern for this facility is air emissions, and the principal contaminant of concern is particulate matter. Roseburg's operating permit also includes requirements for the monitoring and restriction of other emission, such as lead, ozone, carbon monoxide, hydrogen sulfide, nitrogen dioxide, and sulfur dioxide as well as visibility requirements. This facility discharges their process wastewater to the groundwater under a Montana Pollutant Discharge Elimination System permit that stipulates monitoring and reporting requirements but does not require treatment prior to discharge; typically large facilities in urban areas discharge to a municipal wastewater treatment facility.

Phillips 66 and Exxon/Mobile

Phillips 66 and Exxon/Mobile jointly operate the two tank farms in the Plan Area. These facilities include bulk storage for large volumes of petroleum products. Petroleum products are flammable liquids that present inherent risks and require special handling and storage practices. There is a plume of contaminated soil and groundwater associated with these facilities due to spills (releases) in the past. The remediation of this plume is under DEQ supervision and monitoring reports submitted to the DEQ show that the remediation activities have succeeded in decreasing the plume. These remediation efforts are expected to continue, with DEQ oversight, until a "No Further Action" status is achieved and DEQ is satisfied with the cleanup efforts.

Hexion Specialty Chemicals

Hexion Specialty Chemicals operates a formaldehyde and thermoset production facility. In 1985, the DEQ determined that Hexion (then Borden) generated hazardous wastes at several lagoons and listed the facility in the State Superfund Program. The facility has since changed its operating procedures so that they do not generate hazardous waste and the former lagoons have been closed. Groundwater and soil monitoring activities associated with the remedial activities showed no contaminants in the groundwater and the EPA and DEQ declared the facility "No Further Action" and delisted the facility in 1996.

Underground Storage Tanks

There are multiple underground storage tanks (USTs) that are or have been in use within the plan area. These storage tanks are predominantly associated with relatively small commercial operations, such as service stations and light manufacturing facilities. Over forty (40) UST locations were identified in and near the project area, including over thirty (30) with documented releases of petroleum products or hazardous materials to the environment. Those sites with documented releases are listed on the DEQ Leaking Underground Storage Tank (LUST) database. Nearly all of the identified releases have been issued "No Further Action" letters and are "Closed" with respect to the Petroleum Tank Cleanup Section of the DEQ. All of the "Open" LUST facilities are all associated with the larger facilities mentioned above, and are in the process of remediation under the supervision of the DEQ.

Other

An environmental deed restriction exists on the parcel located south of Otis Street between North Russell Street and Shakespeare Street. This restriction limits construction on the parcel from occurring on or disturbing the cover of a closed class III landfill.

Market Demand

Market Demand Summary

The NRSS URD Preliminary Market Study conducted by Urban Advisors was completed with the purpose of estimating the potential for redevelopment of the District. 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 Roseburg Lumber to buffer the site without disrupting operations or the efficiency of current industrial use.

Demographic Trends

While there is limited data in the Plan Area, since there are only two 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 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 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 North Reserve Scott redevelopment area. Future potential for these services in the redevelopment district will depend upon the design proposed and the utility or critical mass and the type and quality of the retail services offered.

If mixed-use development with residential use is created in the area, local demand for food and drink and local serving retail will increase, as there are virtually no households in the redevelopment area currently. This may open an opportunity for smaller businesses catering to more local populations if a critical mass can be achieved to develop a destination appealing to local preferences.

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.

Employment

Projections show there is 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.

Land Use Adjoining Roseburg Lumber

Retaining Roseburg Lumber as a business and local employer is important to the city of Missoula. Among the potential land uses that might be located adjoining Roseburg Lumber, 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 Roseburg site 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 Roseburg site and these uses.

There are industrial uses that can coexist with the Roseburg site on one face and less intensive use, such as other office and commercial uses on the other, depending upon the site plans that are generated during this study process. 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

Market Demand



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 the appropriate uses listed above.

At the same time, high intensity employment that generates high volumes of private automobile traffic may not be appropriate adjoining this site if the safety of industrial access is compromised by the increase in automobile traffic. There are also users of what is built as industrial space that are not appropriate, some of which exist in the Plan Area, such as dance studios, other educational uses, social assistance and health care and other tenants of inexpensive space that cater to the general public.

Construction Costs and Mixed Use

Mixed-use development is usually thought of as multi-story buildings with a ground floor use and different use above, such as residential over retail. This is called vertical mixed use. There are several constraints to vertical mixed use. Vertical mixed use costs more due to fire breaks between uses, multiple building access points that lower efficiency, multiple vertical access requirements if access to the uses are incompatible as is the case with upper story residential, possibly more rigorous sprinklering requirements, podium construction and the apportioning of parking and loading access for the varied uses.

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.

Based upon permit estimates of recent construction local multifamily construction, five units or more is a stand-alone use with low construction cost.

A mixed-use residential unit can be expected to cost as much per square foot as a stand-alone building of 4 stories or more primarily because of vertical separation and vertical access. During the course of this project, more exact costs for mixed-use scenarios will be prepared to evaluate feasibility.

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.

Related Plans and Studies

There are several existing studies affecting the Plan Area. A short summary of these plans are included below.

2012 Missoula Long Range Transportation Plan Update

There are currently no committed or recommended projects the Missoula Long Range Transportation Plan that are within the Plan Area. As part of the public desired Focus Inward scenario, the plan includes a new I-90 interchange and north-south connection within the Plan Area, but this project is listed as the lowest priority roadway project.

Industrial Lands Inventory Missoula County

The Industrial Lands Inventory found the Plan Area to be “Decision Ready” with the western portion of the site being best suited for commercial uses such as the Consumer Direct medical services office building being constructed on Howard Raser Drive. The middle of the property is owned by a small group of heavy industrial property owners that will not likely want to sell land. The eastern portion of the property holds the most potential for developing a new industrial or non-industrial uses.

Joint Northside/Westside Neighborhood Plan

Historically, the Northside and the Westside have been proud, working-class neighborhoods with a strong sense of solidarity and neighborhood identity. Small houses on small lots and integrated commercial and industrial activity supported a lively and tolerant social and economic environment. The neighborhood identified this historical character

as an important value to retain. Neighbors want to improve opportunities for access to economic security, affordable housing, safe transportation, necessary human services, recreational facilities, open space and meaningful social interaction for people of all ages and abilities.

The Northside/Westside Neighborhood identified the following goals:

- Maintain the neighborhoods as places where building design and land use patterns contribute to community character and a sense of history.
- Foster a greater sense of permanence and community pride in the neighborhoods.
- Maintain and build on the existing spirit of “neighborliness” and cooperation.

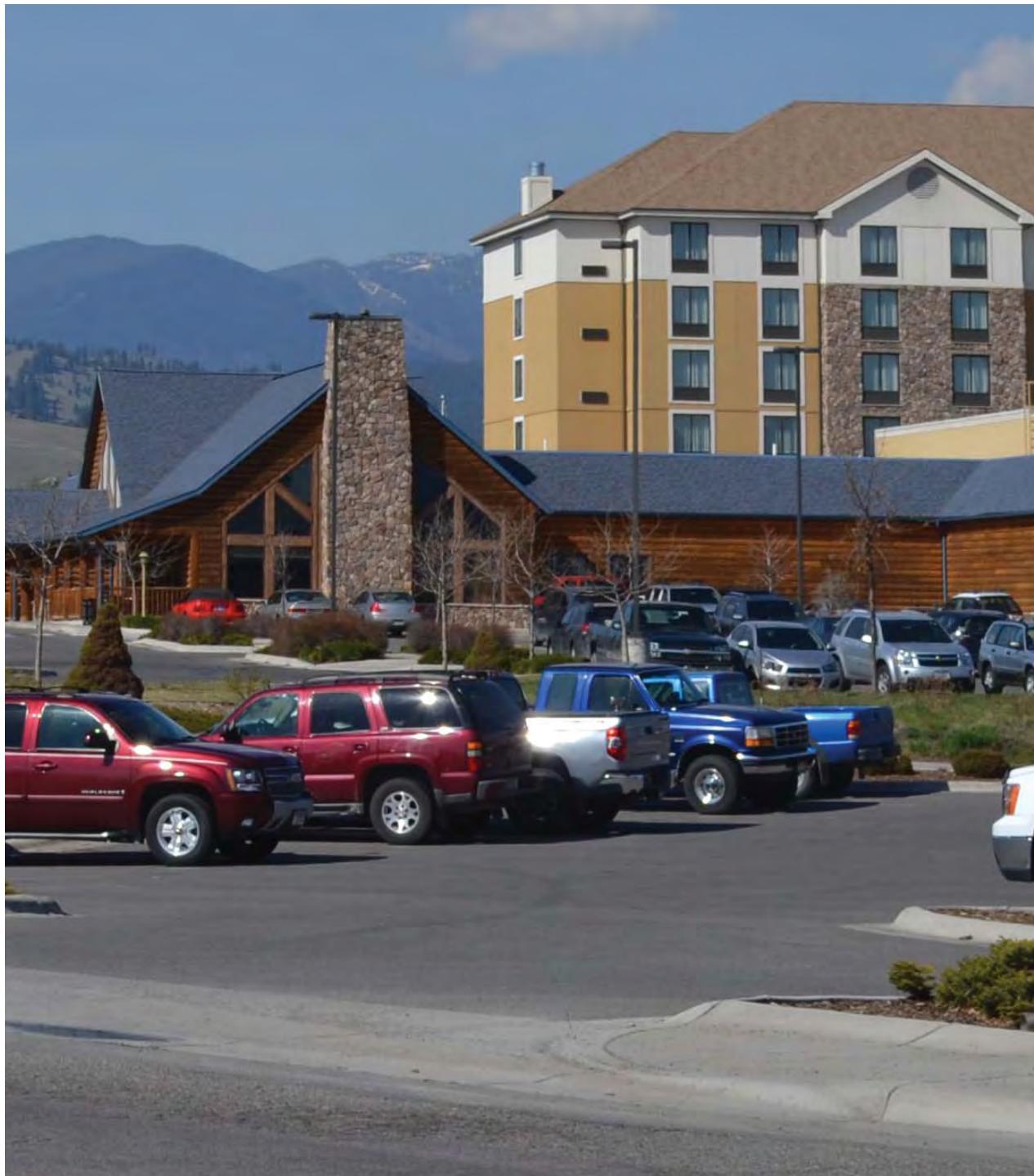
Northside/Westside Neighborhood Survey 2014

The Northside/Westside Neighborhood residents identified location, good neighbors and sense of community as their favorite things about their neighborhood and identified businesses and services such as healthy take-out meals and a small neighborhood grocery, infrastructure for non-motorized transport, safety/increased police presence and parks as the most important items missing from the neighborhood.

Neighborhood plan action priorities that affect the Plan Area include:

- Create bike/pedestrian routes along streets, sidewalks, and other trails to link key areas, including parks and neighborhood services

- Provide affordable financing options for businesses that wish to rehabilitate their buildings, renovate facades or redesign parking lots and landscaping.
- Encourage residential redevelopment of under-utilized or vacant lots.
- Adopt neighborhood design standards to ensure a fit between new development and historic building patterns.



Pending Development

There are several pending development projects within and around the Plan Area.

Consumer Direct

Consumer Direct, a home-health management company, is establishing its national headquarters within the Plan Area off of Howard Raser Drive and east of Grant Creek Road. Their new corporate campus will include a four-story, 73,000 sf office building.

Hilton Development

The undeveloped parcel at the southwest corner of Expressway and North Reserve Street is being developed with plans to include a Panda Express and additional small retail and food spaces.

North Reserve Street Restaurants

Two new restaurants are being built next to each other on the west side of North Reserve Street near Interstate 90. A 5,000 sf Native Grill and Wings restaurant will be built along with a 2,000 sf tavern and casino. Additionally, there will be a new Freddy's Frozen Custard and Steakburgers restaurant.

Scott Street Village

An entry-level housing development is planned in the east side of the Plan Area just south of Rodgers Street and west of Scott Street. Phase I of the project is planned to include 11 single-family homes and 17 townhomes with the final project build out to include just over 100 homes.

Constraints Overview

The Plan Area has many constraints that may limit future development and affect adjacent uses. Figure 22 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 will be taken into consideration as future land uses are recommended.

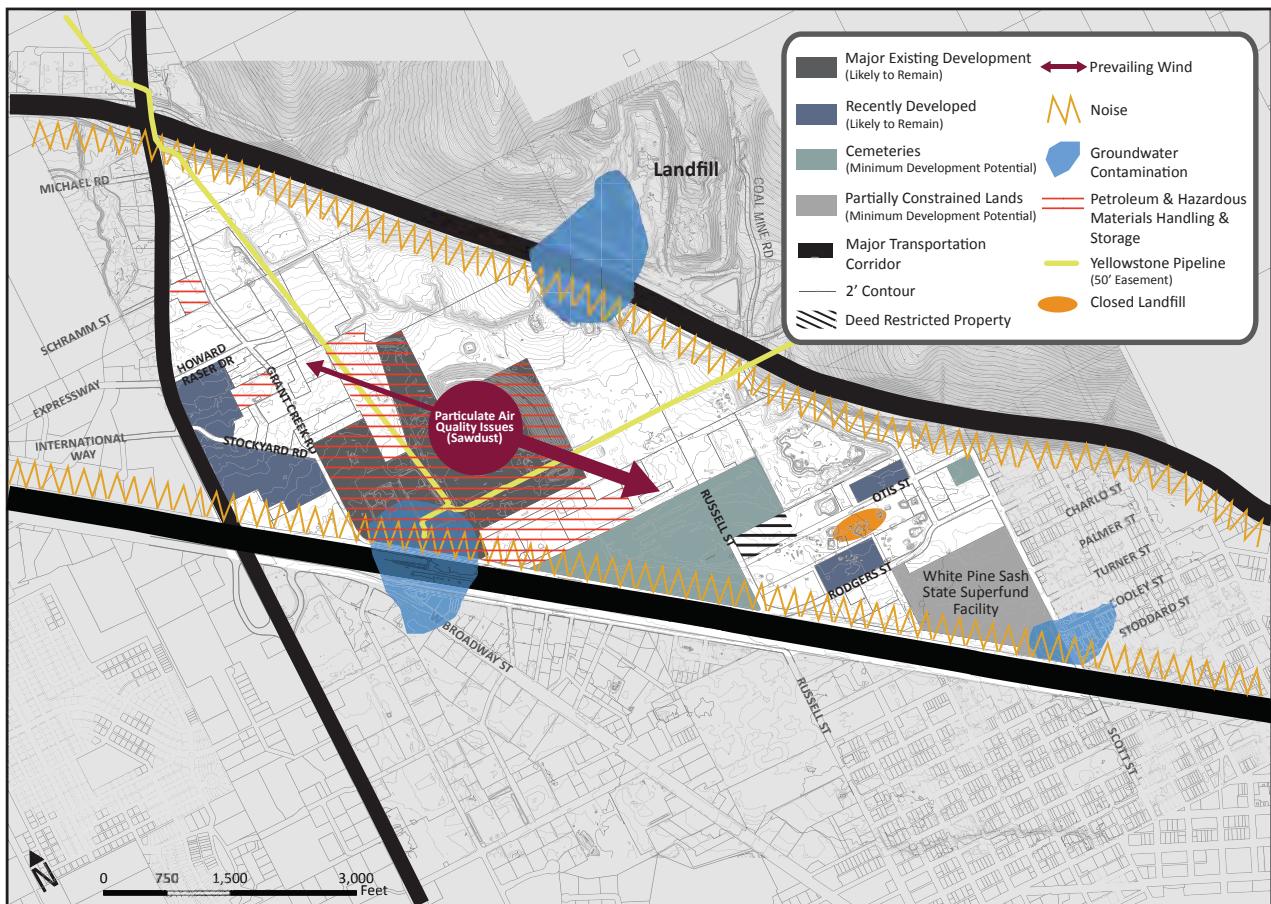


Figure 22: Plan Area Constraints