

# NORTH RESERVE|SCOTT STREET MASTER PLAN

## EXECUTIVE SUMMARY



APPROVED BY MISSOULA REDEVELOPMENT AGENCY BOARD  
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# Executive Summary



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**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.**

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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.

## Executive Summary

### Chapter 1: Introduction

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

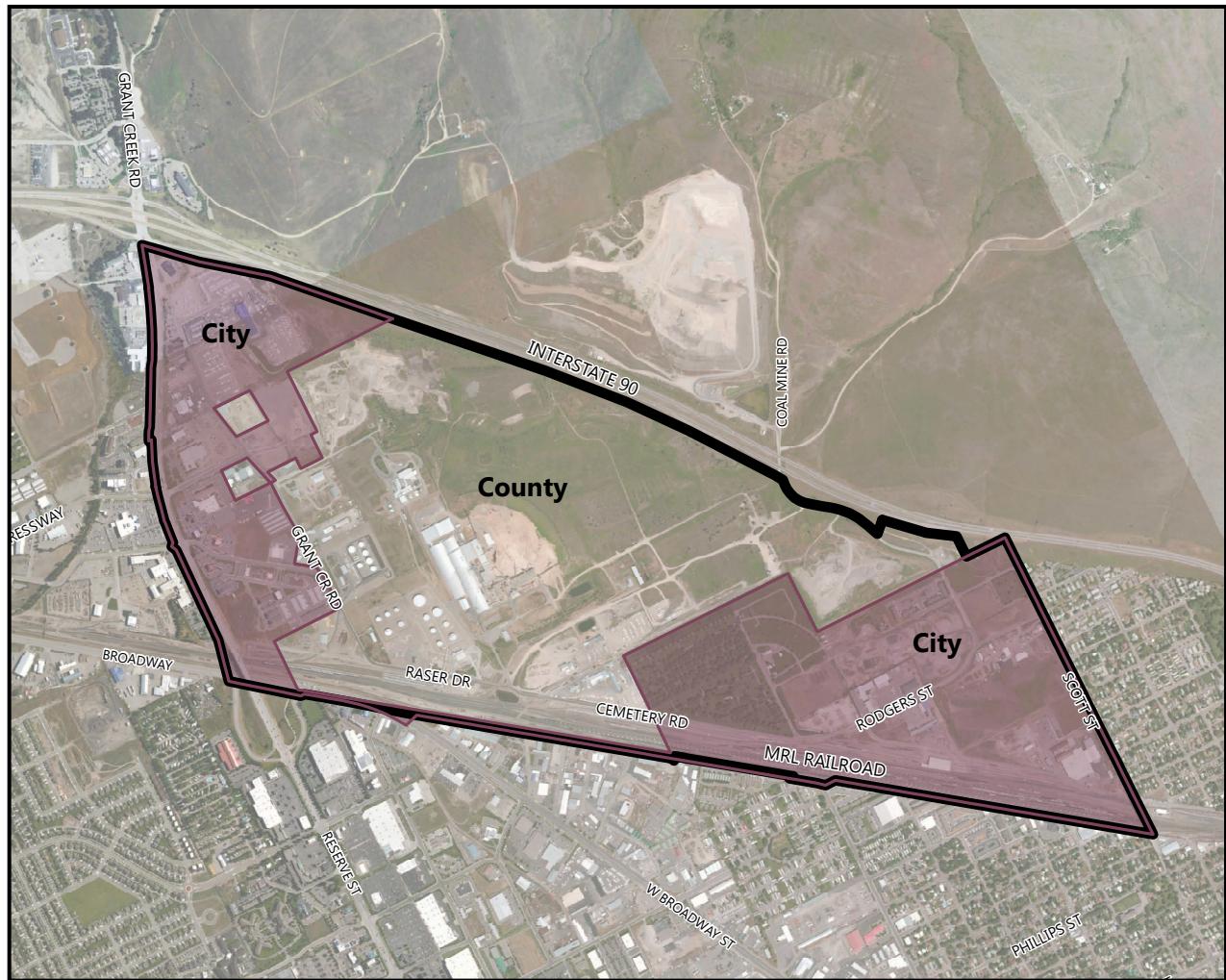
The Plan Area is composed of both City and County land and includes areas inside and outside of the Urban Renewal District (URD). The area is somewhat isolated from the rest of the community through a combination of man-made barriers including North Reserve Street, Interstate 90, and the Railroad. Many 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.

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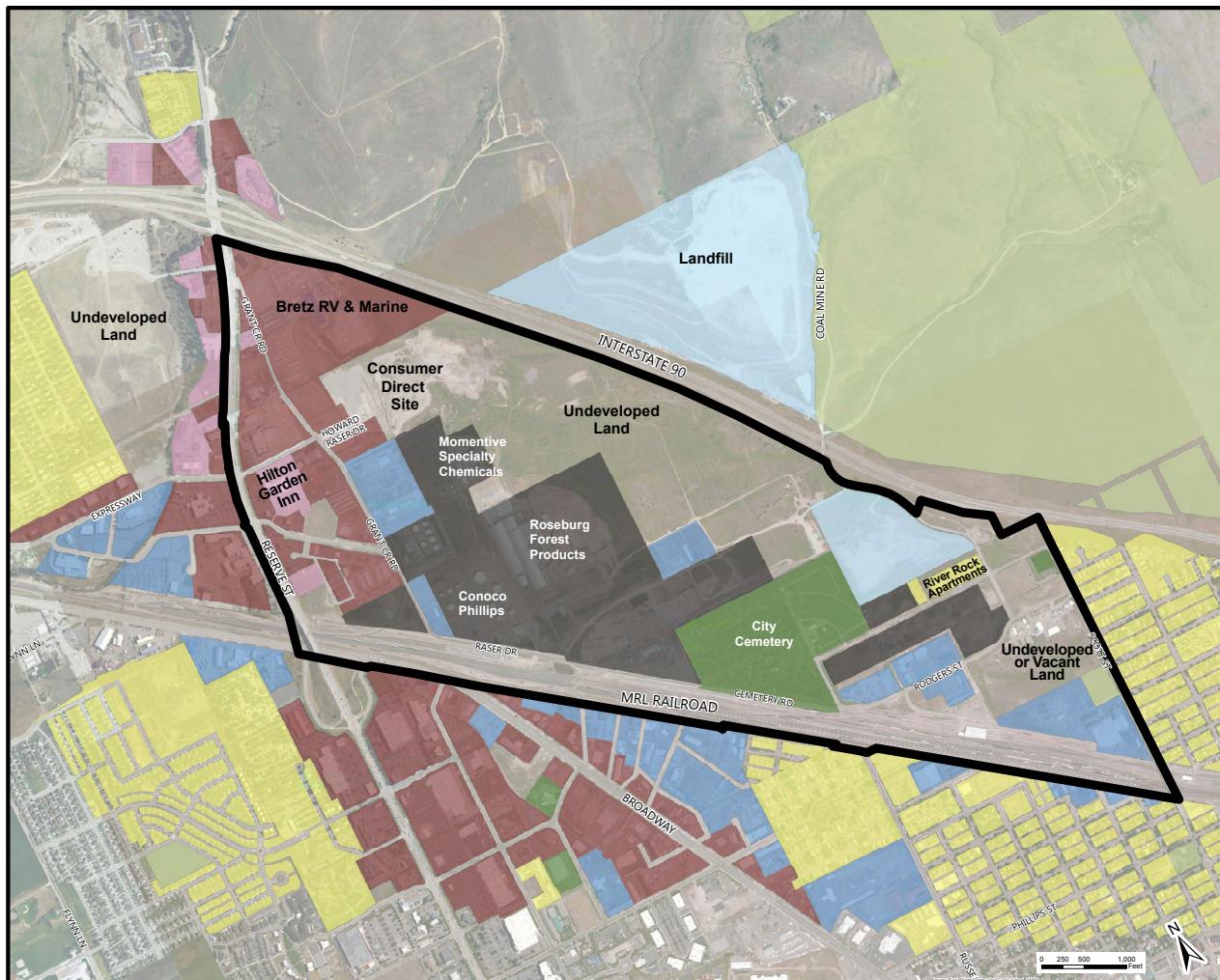
**The Plan represents a community-driven planning effort that engaged a wide range of stakeholders, businesses, property owners, and the general public to define the vision and content of the Plan.**

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**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.**

## Executive Summary

### 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



**Significant broadband infrastructure exists in the Plan Area, but lacks “last mile” connectivity.**

### 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.



**All documented environmental concerns 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.



**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

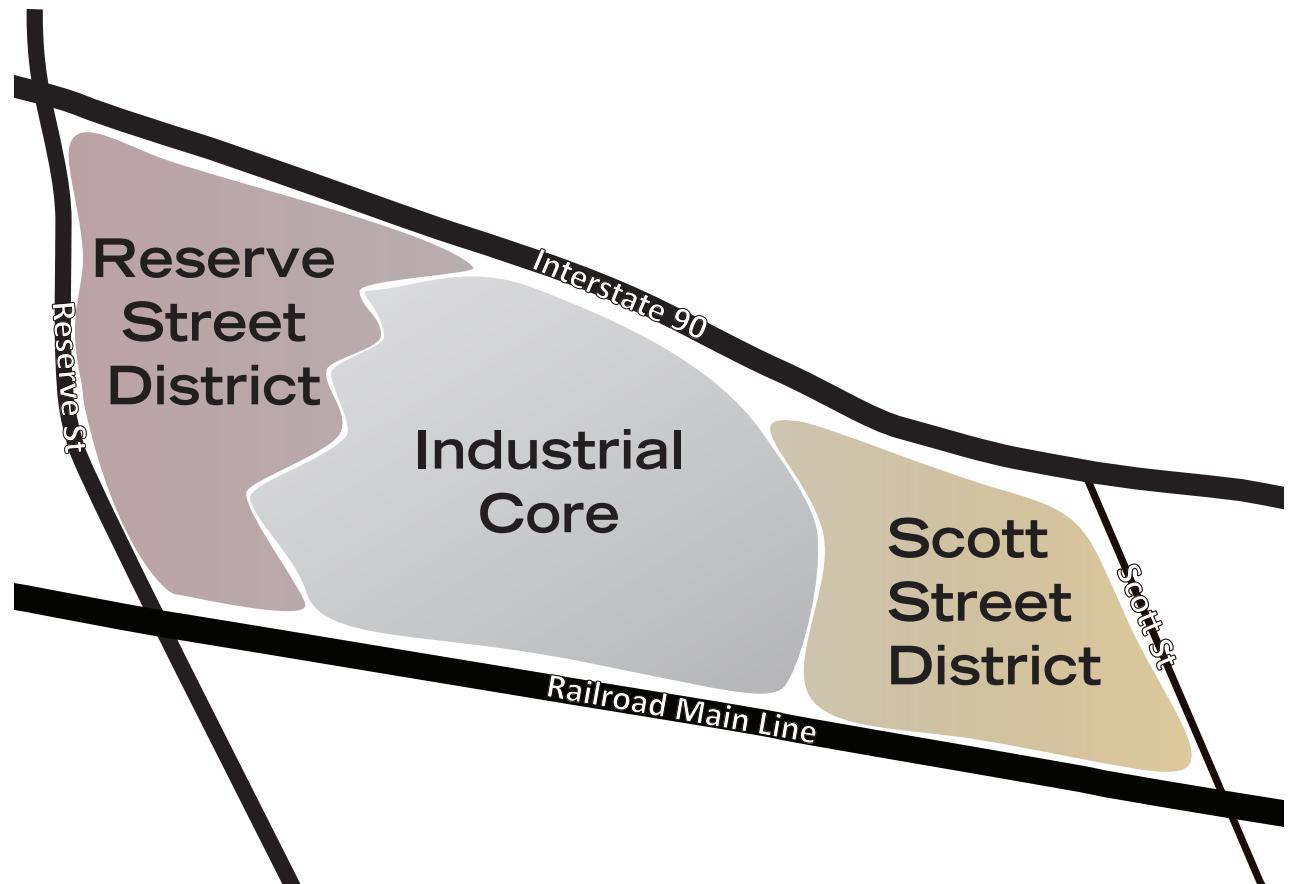


Figure 3-1: Plan Area Districts

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**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.**

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## Executive Summary

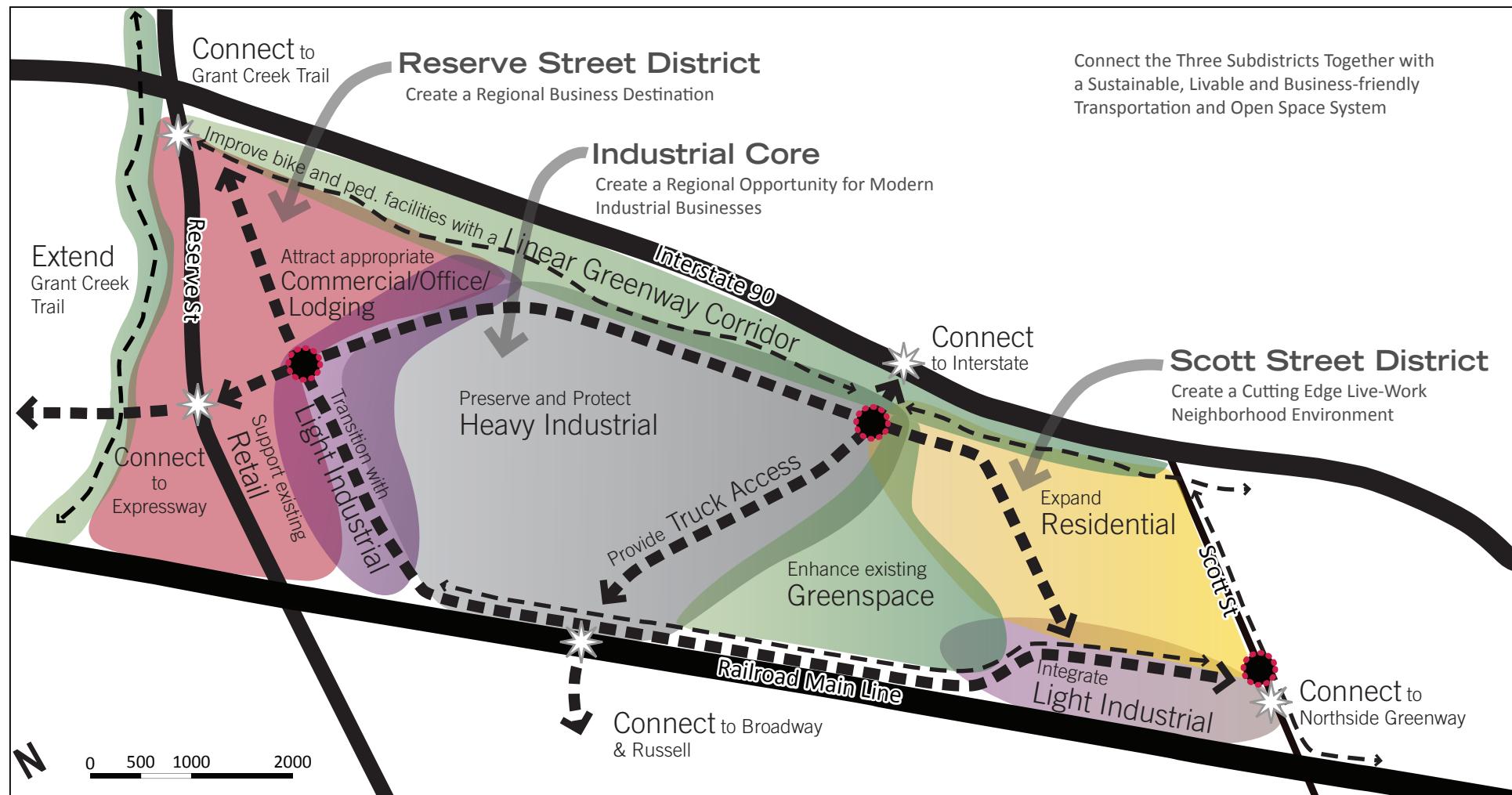


Figure 3-2: Plan Vision

**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.



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

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

**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.



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

## Executive Summary

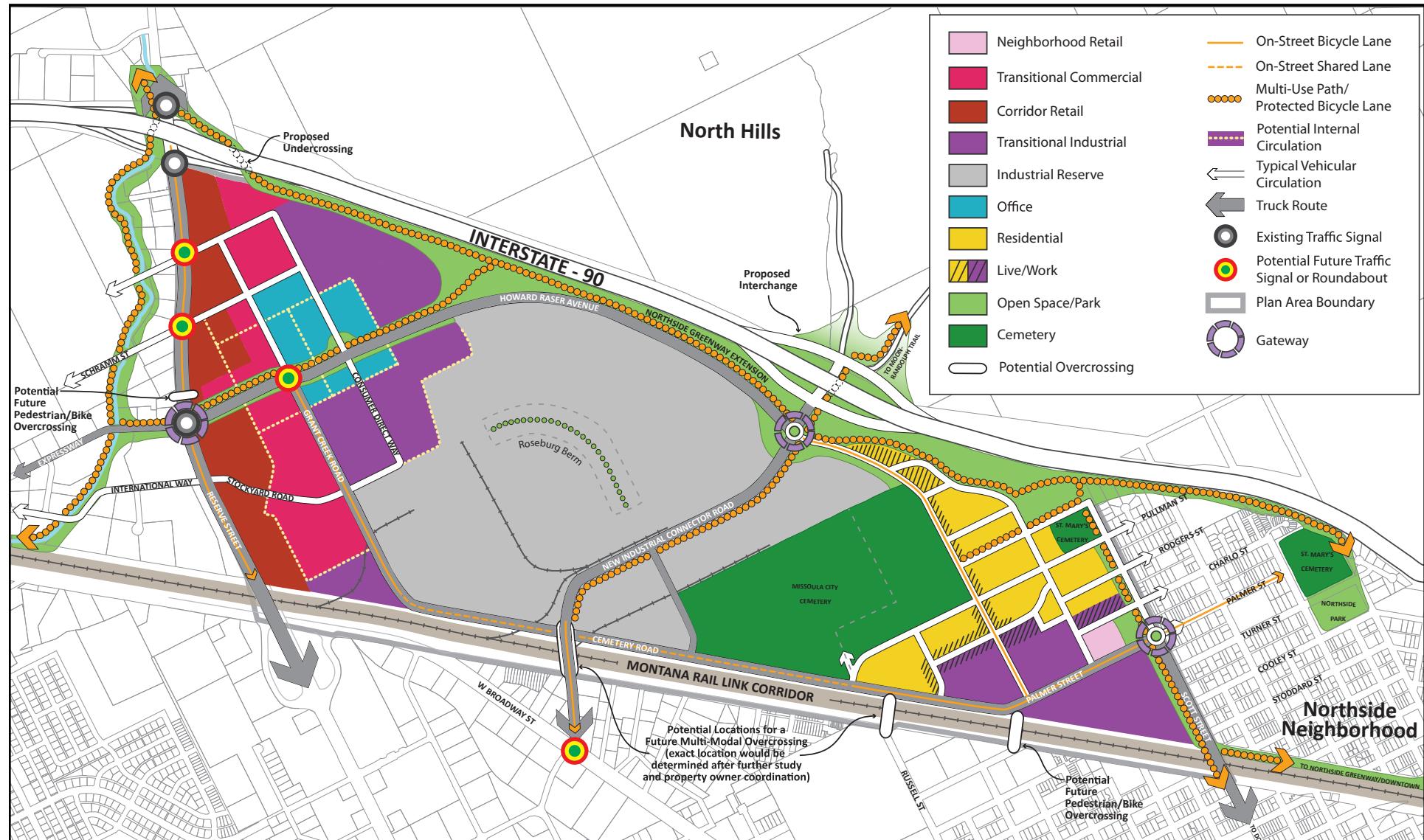


Figure 4-1: Plan Concept Map

**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.



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

#### 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.



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

#### 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.



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

## Executive Summary

### 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.



**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

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.



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



**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.**

## Executive Summary

### 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.

## Urban Design & Placemaking Concepts

### 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

# Public Realm

## 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

# 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.



**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<sup>1</sup> over the next 20 years if the projected development occurs. This investment would generate almost \$10 million<sup>2</sup> 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.

<sup>1</sup> 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.

<sup>2</sup> 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)