

URBAN RENEWAL DISTRICT II PLAN

ADOPTED BY THE MISSOULA CITY COUNCIL

December 16, 1991



**MISSOULA REDEVELOPMENT AGENCY
123 West Spruce
Missoula, MT 59801**

The URD II Plan was amended on July 22, 2002 by Resolution 6533 and Ordinance 3215, which have been added to this report.

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CHAPTER I - INTRODUCTION

SECTION 1. BACKGROUND & STATEMENT OF PURPOSE

On November 5, 1990, the Missoula City Council directed the Missoula Redevelopment Agency to investigate conditions in an area to the west of the existing urban renewal district. The purpose of the investigation was to determine whether the area was subject to blight, to document the blighting conditions and to recommend a course of action.

The investigation culminated in a report delivered to the City Council on August 12, 1991. The report documented several conditions characteristic of blight as defined by the State Urban Renewal Law (7-15 Parts 42 and 43 M.C.A.) Among these conditions was a lack of suitable public infrastructure, including deficiencies in the provision of streets, sidewalks, curbs, gutters and sanitary sewers. A number of properties were found to be under-utilized or vacant, along with a number of uses which are not generally considered to be compatible with one another. Finally, the study found evidence of past development problems and impending changes which signalled that this area was going to undergo significant transformation over the next several years.

Although the State Urban Renewal Law recognizes eliminating urban blight as a matter of public interest (7-15-4202 M.C.A.) this Plan does not arise out of a solely municipal interest. The problems which exist are those faced most immediately by the citizens who reside in the area, work there or own the property. The Plan has been devised with the underlying principle that these private interests must be engaged in partnership with the City in order to overcome the problems and to take advantage of the opportunities which will and do present themselves.

This Plan is intended to provide the basic outline of the City's response to the conditions of blight found in the study report. The Plan recommends ways to comprehensively address the problems and opportunities which face the area as it undergoes the influences of change. The Plan also recognizes that these conditions which cause and result in change are yet unfolding and, so, prescribes a large measure of flexibility in devising solutions and provides for ongoing planning on the part of the City, the residents, the businesses and the property owners.

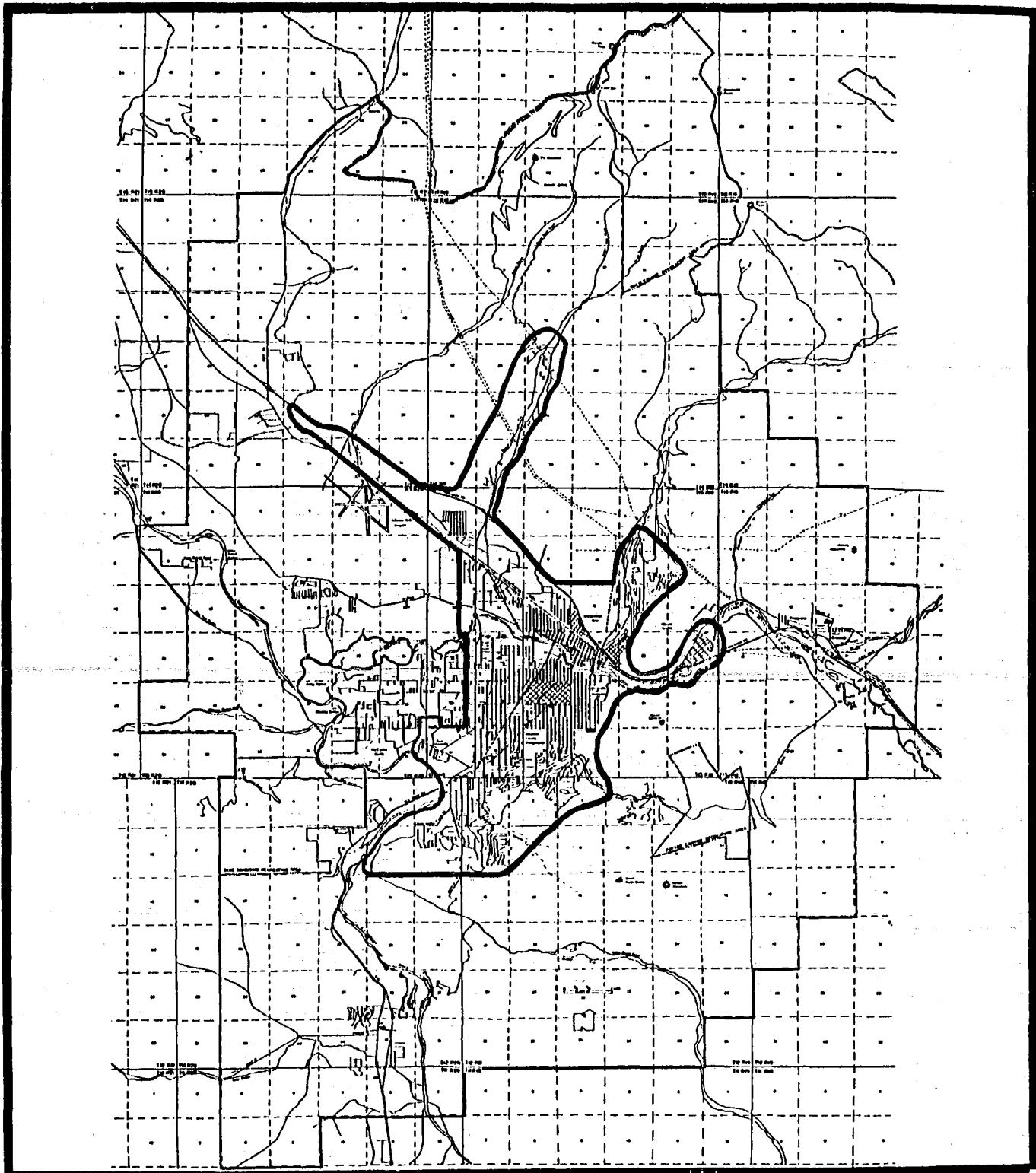
In its review of the problems facing this area, the MRA staff report included a discussion of what is called the "committed lands concept." The committed lands concept was recently put forth in a book titled *Planning Small Town America* authored by three faculty members at the University of Montana which focused on the problems of equity in the process of community development in rural communities. Part of the authors' thesis is, as development extends beyond the lands to which public services (such as police and fire protection, sanitary sewer service, and schools) have been committed, the community must underwrite the marginal cost of new public services, usually in an amount which exceeds expected new tax revenue

generated by the development. The authors contend that a wiser public policy for urban service area communities to adopt would be to encourage development where public services are already provided.¹

The proposed Urban Renewal District II is an area to which many public services are already committed (See Figure 1). Its several vacant and under-utilized properties make it an ideal area for the City to encourage in-fill development through the kind of incentives which are available using tax increment financing. For this reason this Plan contains a provision for the establishment of a tax increment financing in accordance with the State Urban Renewal Law (7-15-4282 M.C.A.).

¹ Ford, Kristina; Lopach, James; O'Donnell, Dennis: *Planning Small Town America*.

MISSOULA REDEVELOPMENT AGENCY URBAN RENEWAL DISTRICT II AREA PLAN



URBAN SERVICE AREA

— URBAN SERVICE AREA
BOUNDARY



In response to the Urban Renewal Study the report recommended that a finding of blight be made by the City Council along with adoption of a resolution of necessity for the adoption of an urban renewal plan to deal with the blighting influences.

The Missoula City Council adopted Resolution 5210 on September 16, 1991, consistent with these recommendations.

STATE LAW REGARDING URBAN RENEWAL

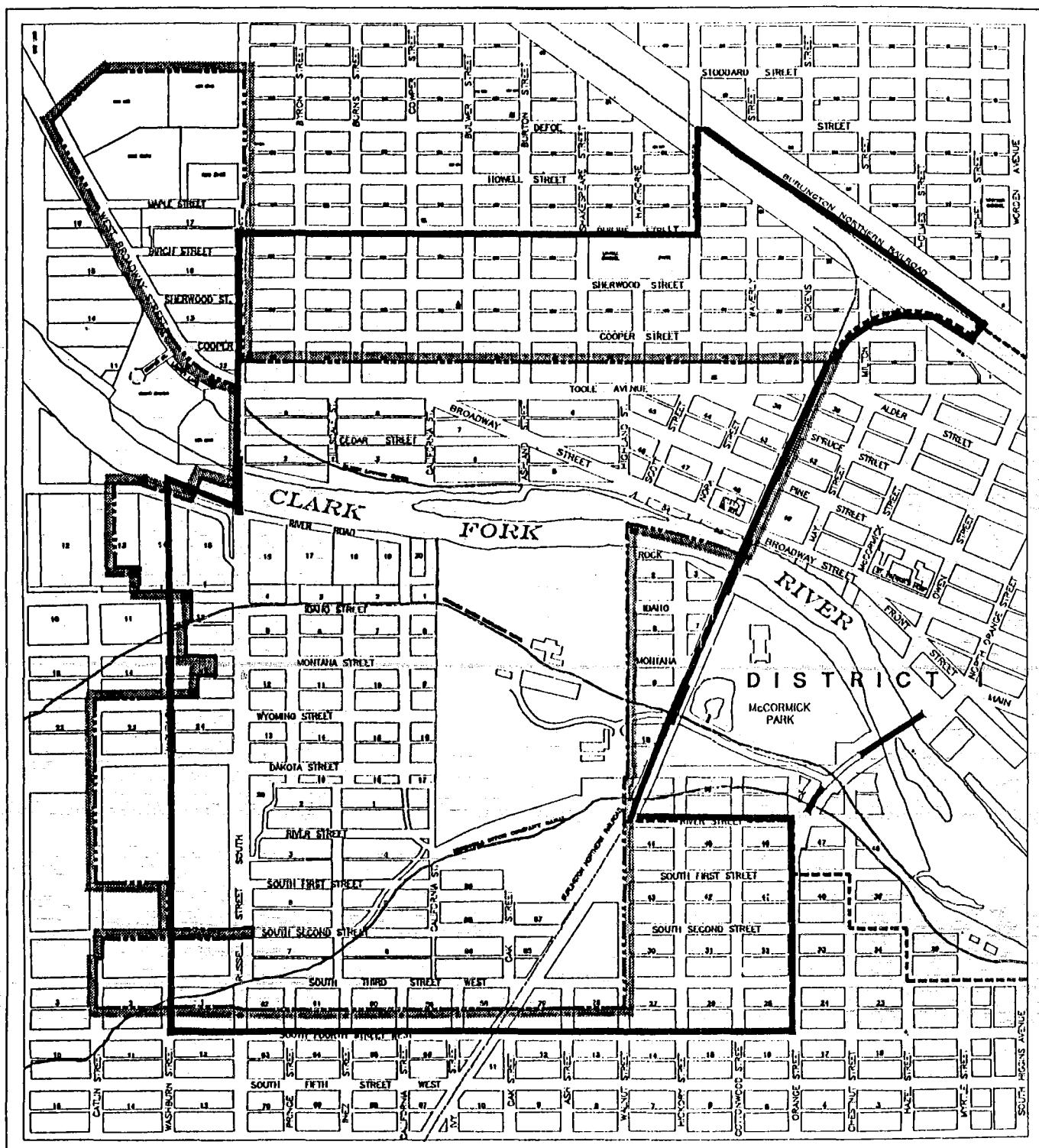
State Law provides municipalities with the ability to redevelop and rehabilitate blighted areas through the Urban Renewal Law (M.C.A. 7-15 part 42 and 43). State laws will be cited throughout the Plan where they are the most applicable.

FINDINGS OF URD II STUDY

Recognizing the positive influence that the creation of the current Urban Renewal District has had on Missoula's Downtown, the Missoula City Council chose to investigate a second area (the Urban Renewal District II Study Area) to ascertain, if blighted, how that area might benefit as the current Urban Renewal District has. The first step in this process was to make an investigation to determine if blight exists. The Missoula Redevelopment Agency Staff made this investigation and uncovered many facets of the Study Area, some of which indicated blight while others revealed a notably different picture. The areas the Study revealed where blight did not exist were excluded from the boundaries of the Urban Renewal District. The District boundaries were designed so redevelopment efforts would be concentrated on areas that have been identified to be blighted (See Figure 2).

Figure 2

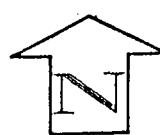
MISSOULA REDEVELOPMENT AGENCY URBAN RENEWAL DISTRICT II AREA PLAN



URBAN RENEWAL DISTRICT II

— PLAN AREA BOUNDARY

— STUDY AREA BOUNDARY



400 0 200 400
scale (feet)

SECTION 2. BOUNDARY DESCRIPTION OF THE URBAN RENEWAL DISTRICT

The physical boundaries of the Urban Renewal District II are as follows:

The physical boundaries of the Urban Renewal District II (hereafter referred to as the "District") begins on North Russell Street at the alley between Toole Avenue and Cooper Street and runs east along the alley to the Bitterroot Branch of Montana Rail Link (MRL); then south along the Bitterroot Branch of MRL to Walnut Street; then south along Walnut Street to the alley between South 3rd Street West and South 4th Street West; then west along the alley to Catlin Street; then following the Missoula City limit line northward to the mid-point of the Clark Fork River; then east along the Clark Fork River to Russell Street then north to the mid-point of West Broadway; then northwest along the mid-point of West Broadway to a point in line with projected Stoddard Street; then east to North Russell Street; then south along Russell Street to the point of beginning(See Figure 3). For a complete legal description see City of Missoula Resolution 5210.

It should be noted that there is property under the jurisdiction of Missoula County contained within the boundary of the Urban Renewal District. Even though this property is within the boundary of the District, it is not a part of the District until such time as it is annexed. According to City of Missoula Resolution 5210, "Annexation and inclusion of the above referenced area into the Urban Renewal District will occur simultaneously and the Urban Renewal District shall automatically be expanded to include any annexed areas within its boundaries at the same time that municipal annexation becomes effective." Until such time that this occurs, no part of this Plan will pertain to property under County jurisdiction.

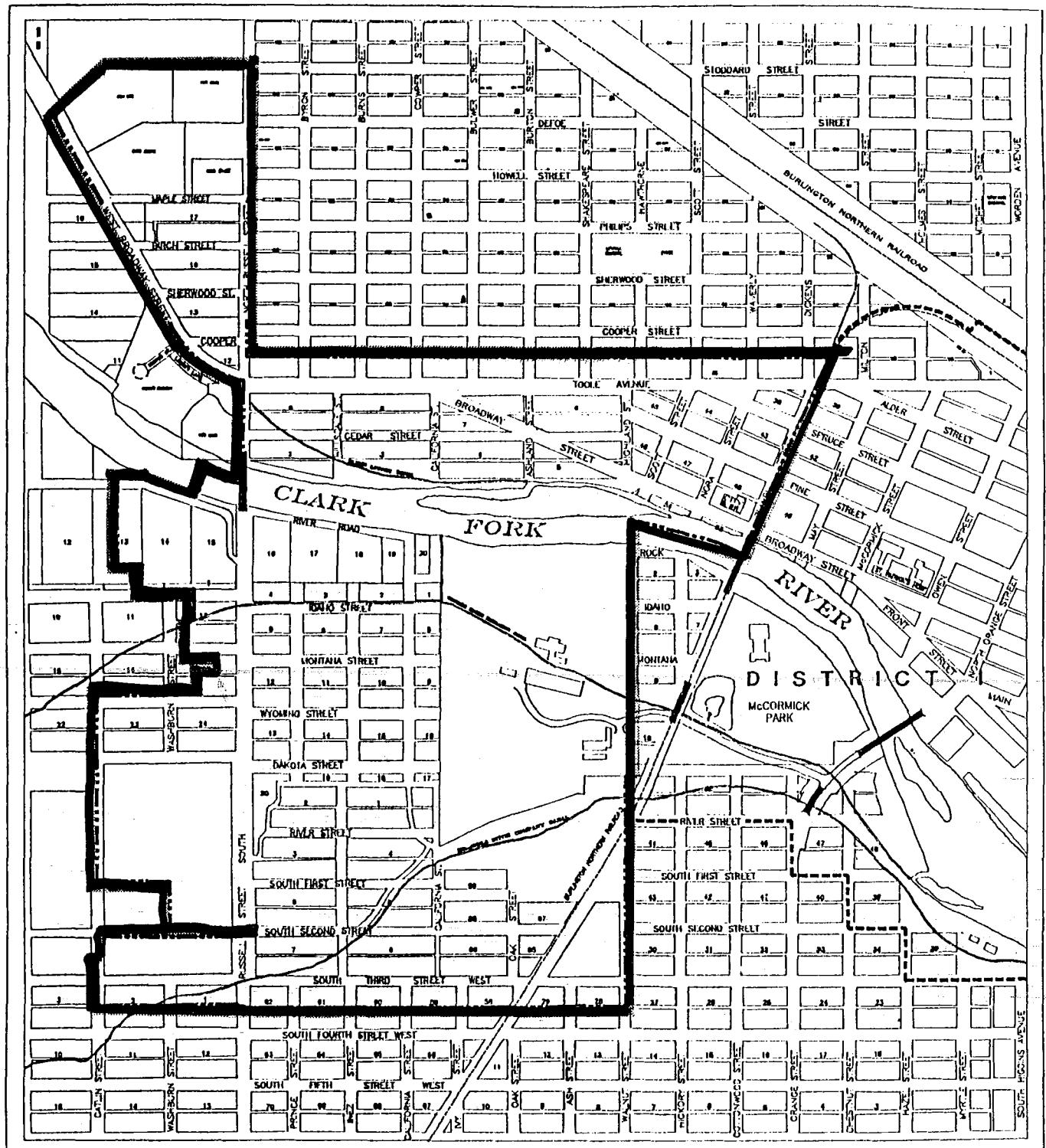
Generally, the boundaries of the District follow geographic features that have logical dividing characteristics such as busy street traffic, inaccessible crossings over railroad tracks or diversity of uses between areas. Most of the boundaries of the District are either part of the major street network, or part of the railroad system, both of which, because of their unique physical characteristics, act as dividing lines between neighborhoods.

SECTION 3. BRIEF HISTORY OF THE AREA

The economic history of Western Montana was shaped by the agricultural, mining, timber and railroad industries. More recently, tourism has become an important part of Montana's economy. Like much of Western Montana, Missoula's history is based on trade, timber, and agriculture, which blossomed during the construction of the Northern Pacific Railroad in 1883. Missoula, then a town of 300, exploded into a city of 12,000 by 1920.

Figure 3

MISSOULA REDEVELOPMENT AGENCY URBAN RENEWAL DISTRICT II AREA PLAN



URBAN RENEWAL DISTRICT II

■ PLAN AREA BOUNDARY



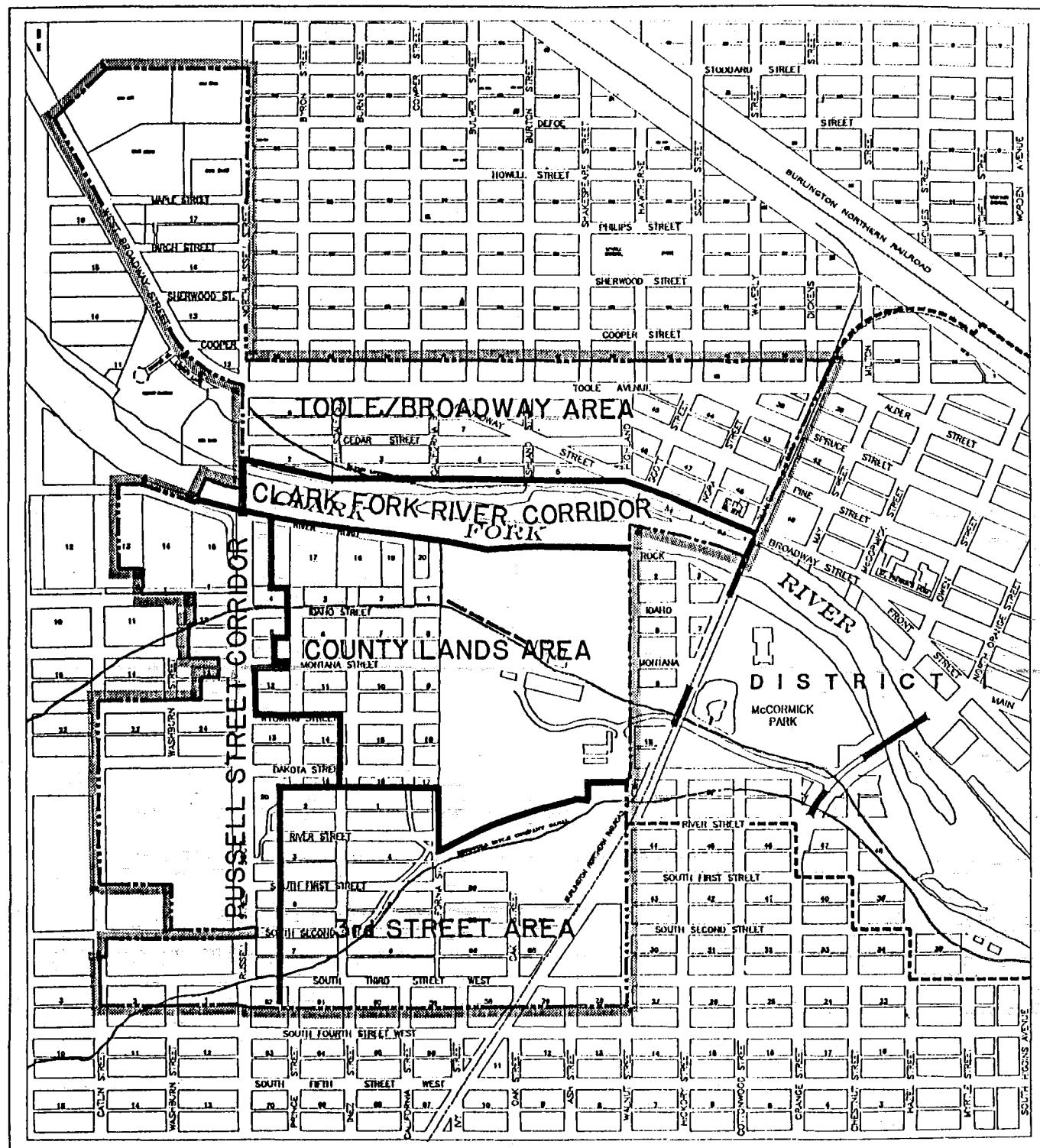
A scale bar with markings at 0, 200, 400, and 800 feet. The word "scale" is written below the 0 mark, and "feet" is written below the 800 mark.

The establishment of the commercial area north of the Clark Fork River was directly related to the construction of the Northern Pacific Railroad in 1883. South of the River there was speculation the Great Northern Railroad might be constructed through Missoula and the University of Montana might be constructed south of the River, which resulted in an increase of subdivision platting in the central Missoula area at that time. Even though a construction boom between 1900 and 1910 followed this platting escalation, the platting surpassed the actual construction that took place and many undeveloped parcels remain there even today.

The District takes in portions of the north and south side of the River in Missoula's area of early establishment and is located west, and adjacent to, the current Urban Renewal District. The property within the District boundaries including property under County jurisdiction consists of approximately 394 acres. Property under County jurisdiction accounts for approximately 99 acres. Among property within the District there are general areas of residential uses, commercial uses, and industrial uses. However, in portions of the District, mixed uses are abundant. For the purposes of this Plan, the District has been divided into six sub-areas based on geography and predominant use (See Figure 4).

- Toole/Broadway Area - a high density commercial area (high density being 3 or more businesses per block face) between Broadway and Toole Street gaining most of its commercial traffic from those two streets.
- Clark Fork River Corridor - the area immediately adjacent to the Clark Fork River including both the north and south shores.
- Russell Street Corridor - a low-density, mixed-use area predominately consisting of commercial activities oriented toward Russell Street (low density being 3 or fewer businesses per block face).
- County Lands Area - this area is contained within the boundaries of the District, however, is not a part of the District until such time as it is annexed into the City of Missoula. It is an area containing industrial, agricultural, commercial and residential uses. This area includes the former Champion Mill site of which a portion was formerly being used for light industrial wood product manufacturing and an area of mixed uses to the west. This area also includes the former Hart Refinery site.
- South Third Street Area - an area of residential uses north of Third Street and commercial uses along South 3rd Street itself.
- West end of Broadway - a triangular shaped highway-commercial area located between Broadway and Russell St. north of the Broadway/Russell intersection.

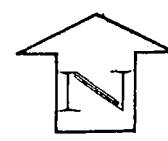
MISSOULA REDEVELOPMENT AGENCY URBAN RENEWAL DISTRICT II AREA PLAN



SUB-AREA BOUNDARIES

— PLAN AREA BOUNDARY

— SUB-AREA BOUNDARY



400 0 200 400 600
feet
scale

CHAPTER II - REGULATORY & DEMOGRAPHIC COMPONENTS OF THE DISTRICT

SECTION 1. FLOODPLAIN

The Clark Fork River flooded in the Missoula area in 1908, 1948, 1964, and 1972. Flooding occurs when the bank-full stage is exceeded and excess stream flow spills onto the surrounding floodplain areas where the water is temporarily stored. Approximately 70 acres within the District Boundaries are located within the delineated floodplain. Floodplain is a term used by the Federal Emergency Management Agency applied to areas having a "flood frequency," or a chance of being flooded once out of every 100 years, or more specifically, meaning there is a greater than 1% chance of an area being flooded in any one year. In 1975 the City and County of Missoula adopted regulations restricting land uses on properties located within the floodplain in order to maintain good water quality and reduce property damage caused by flooding.

There is a dilemma associated with discussion of the floodplain in this particular stretch of the Clark Fork River. On one hand, the floodplain is a riparian zone that acts as a temporary storage area for flood waters. On the other hand, much of the area within the floodplain was developed prior to official designation of the floodplain and prior to floodplain regulations. Natural riparian areas and extensive wildlife habitat are largely nonexistent on the south bank of the Clark Fork within the District. In addition, much of the area banks have been fortified using inappropriate materials such as concrete and asphalt. At the two public meetings held as a part of the planning process, area residents, many of whom have lived in this area for over 30 years, expressed frustration with the floodplain regulations. Much of this frustration may be caused by inaccurate perceptions and insufficient knowledge.

It is a common misconception that most land uses within the floodplain are prohibited. Many passive land uses are sanctioned under City of Missoula floodplain regulations, such as agricultural uses; accessory uses to industrial and commercial facilities such as parking areas, loading areas and emergency landing strips; recreational uses such as golf courses, driving ranges, archery ranges, picnic grounds, boat launching ramps, parks, fishing areas and hiking or horseback riding trails; and residential uses such as lawns, gardens, parking areas and play areas.

Other types of development are also allowed subject to floodplain design standards that assure mitigation of the effects of that development. Alteration of the floodplain itself through flood control projects is another method of flood mitigation, however, it should be realized that flood control projects regarding the Clark Fork River may effect the entire

Missoula Basin. Because, according to the Federal Emergency Management Agency, floodplain means "a chance of being flooded," decisions regarding property development or flood control projects within the floodplain must, by City floodplain regulations, be made with careful consideration of the effects on downstream, upstream and neighboring properties.

Floodplain development may be most effectively addressed within the context of a comprehensive riverfront plan. Land allocation, performance standards, design criteria and education are all a part of effective floodplain management. Floodplain management will be an integral component of the continued riverfront planning process set forth within this plan.

POLICY

Minimize the impact of land development on surface and subsurface water through land use allocation, performance standards and education.²

GOAL

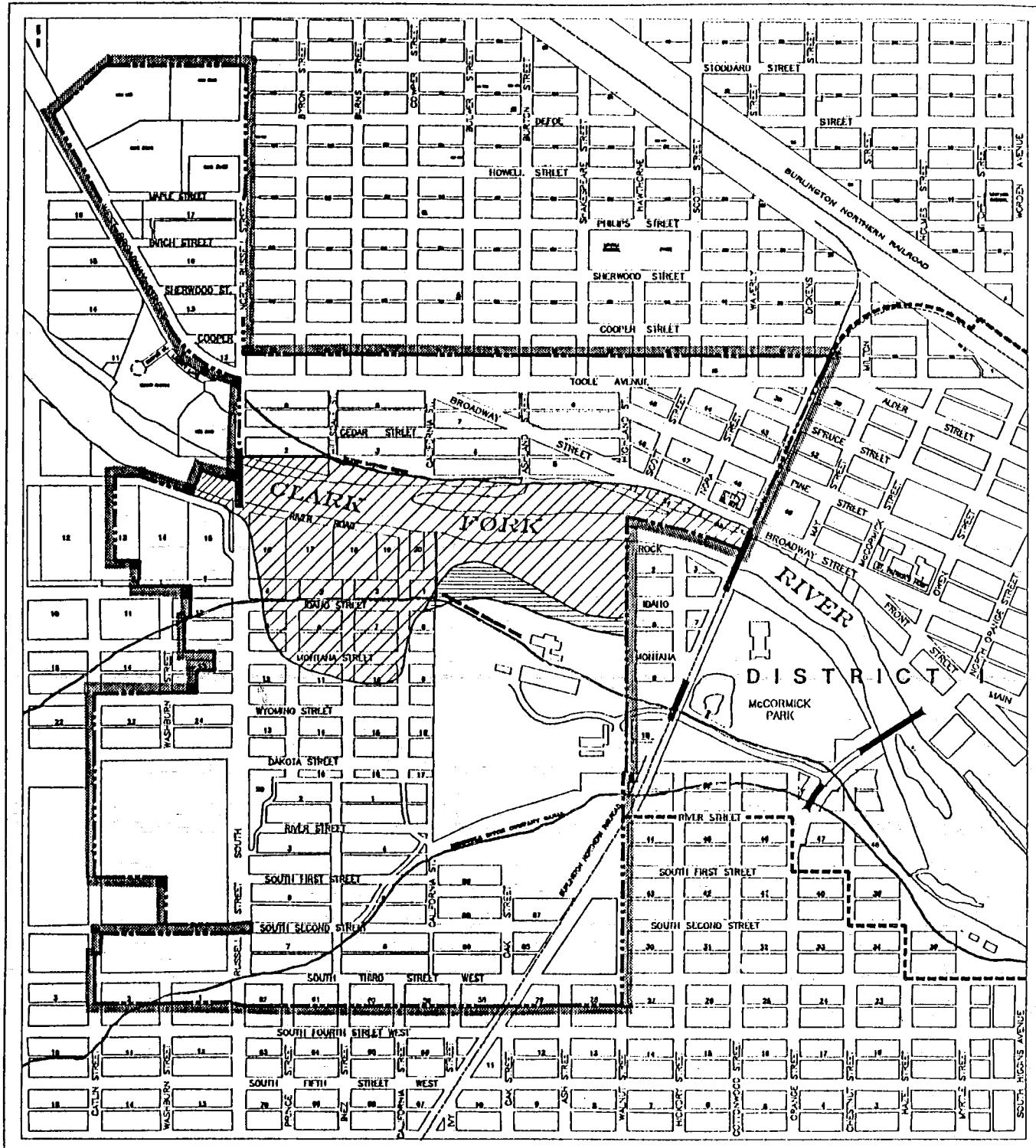
Manage the floodplain in a way that balances development of floodplain properties with protection and enhancement of our natural resources.

OBJECTIVES

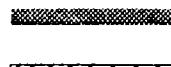
- Determine precise floodplain location and elevation through survey and analysis.
- Identify and evaluate flood mitigation alternatives.
- Develop and implement a riverfront plan addressing appropriate utilization of floodplain lands.
- Research grant opportunities for flood mitigation measures.
- Educate landowners regarding floodplain regulations and construction design alternatives.

² Taken from Missoula Urban Comprehensive Plan 1991 Update, Chapt. 4, pg. 16.

MISSOULA REDEVELOPMENT AGENCY URBAN RENEWAL DISTRICT II AREA PLAN



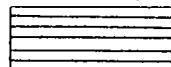
FLOODPLAIN



PLAN AREA BOUNDARY



100-YEAR FLOODPLAIN



500-YEAR FLOODPLAIN



400 0 200 400 800
Scale feet

SECTION 2. ZONING

The District is comprised of a variety industrial, commercial and residential zoning designations (See Figure 6).

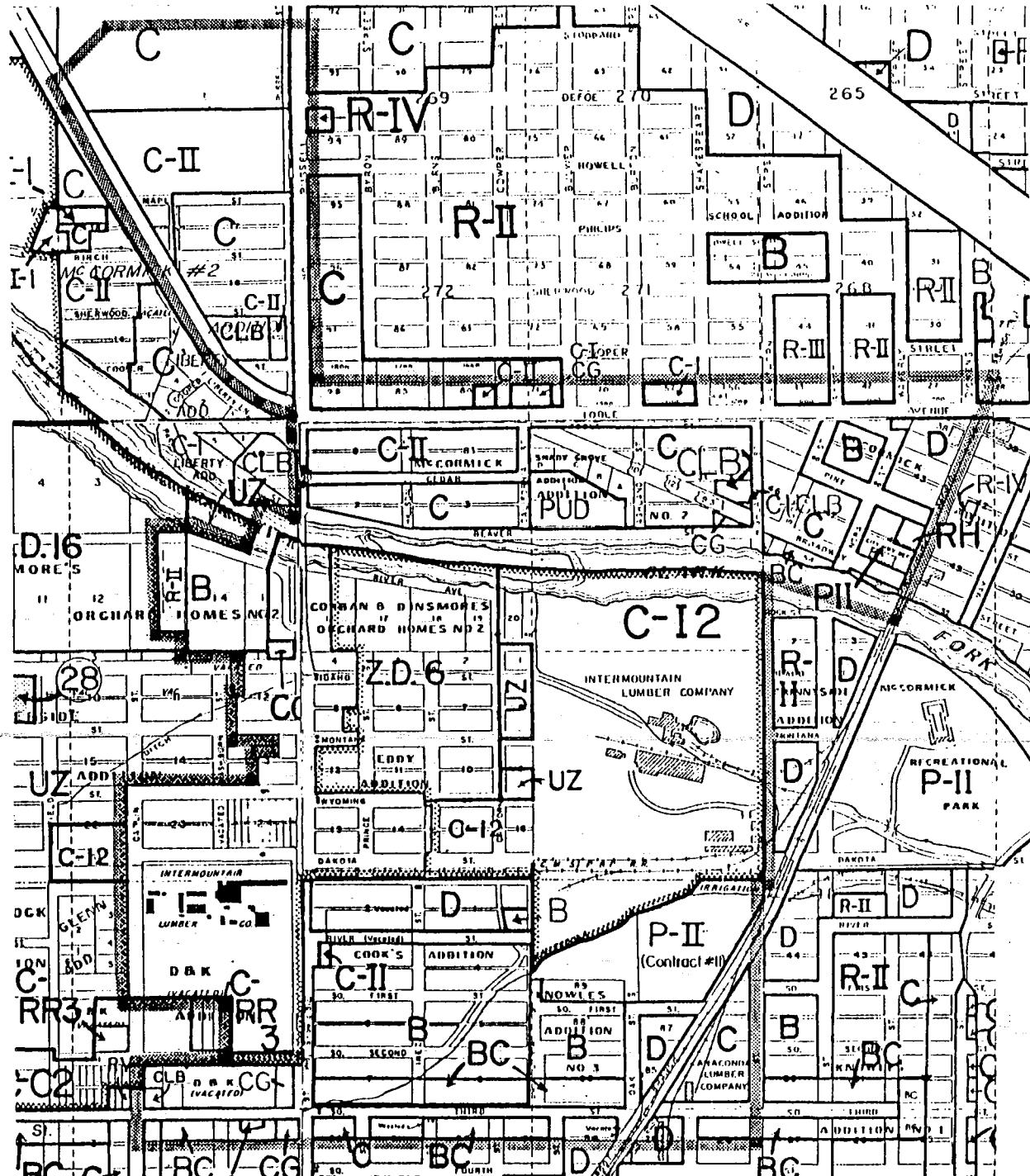
The industrial zones are generally located along railroad tracks except for one area east of Russell St. between Dakota and River Streets. The industrial zones within the District are designated as "D"-Industrial. "D"-Industrial designations permit all heavy and light industrial uses and most of the commercial uses specified in the Missoula City Zoning Ordinance.

The commercial zones generally follow the major arterials including Russell Street, Toole Street, Broadway Street and South Third Street West. Five types of commercial designations make up the commercial portions of the Urban Renewal District. "BC"-Commercial zoning allows most residential uses and allows some moderate, commercial activities. The "C" designation allows all uses permitted within the "BC" designation plus general commercial activities. The third commercial designation, "C-II"-Commercial, allows "BC" and "C" activities as well as intense commercial activities. The "C-G" designation allows for Gasoline Stations and the "CLB" designation allows for on-premise liquor or beer establishments. Approximately 30% of the actual commercial activity taking place within the District is automotive related, and consists of body shops, auto repair shops, and auto sales lots.

The most significant concentration of residential zoning is located north of Third Street.

In addition to the above mentioned zoning designations, the District also contains a substantial amount of un-zoned property including the railroad right-of-way and the area located south of the river along Russell Street. The property along Russell Street was annexed pursuant to Council Resolution 5110 and 5114 dated December 10, 1990, and January 14, 1991, respectively. The current un-zoned status of the property is due to this recent change of jurisdiction from County to City.

MISSOULA REDEVELOPMENT AGENCY URBAN RENEWAL DISTRICT II AREA PLAN



ZONING

PLAN AREA BOUNDARY

ZONING CLASSIFICATIONS

D (INDUSTRIAL)
C-I2 (COUNTY - HEAVY INDUSTRY)
C (COMMERCIAL)
C-I (COMMERCIAL)
C-II (COMMERCIAL)

CLB (COMMERCIAL ON PREMISE- LIQUOR & BEER)
CG (COMMERCIAL - GASOLINE STATION)

B (RESIDENTIAL)
BC (RESTRICTED COMMERCIAL)
RHI (HIGH-RISE, MULTIPLE DWELLING RESIDENTIAL)

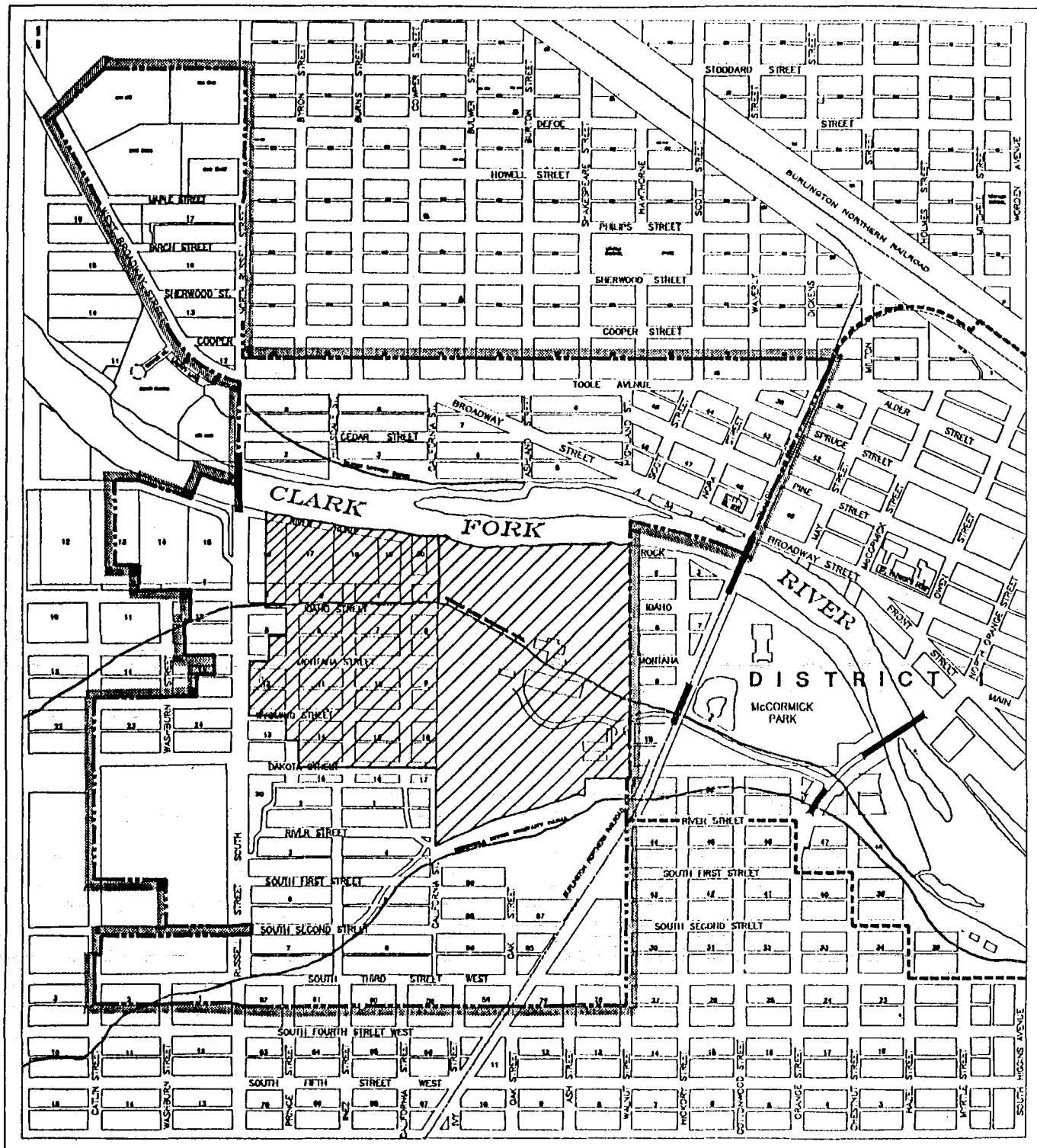
P-II (PUBLIC LANDS & INSTITUTIONS)
PUD (PLANNED UNIT DEVELOPMENT)
Z.D.6 (COUNTY - SPECIAL DISTRICT)
UZ (UNZONED)

A large area at the center of the District is currently under County jurisdiction and is called County Lands sub-area for the purposes of this Plan (See Figure 7). This property consists of approximately 93 acres which include the former Champion Mill site and a mixed-use area consisting of residential, commercial, and industrial uses, between the Champion Mill site and Prince Street. It should be noted that this mixed use area is presently in the process of being annexed by the City of Missoula. Most of the Champion Mill site is under County zoning regulations designated "C-12"-Heavy Industry which accommodates "heavy manufacturing, processing, and fabrication and assembly of products or materials", which can be employed in areas where the land is capable of sustaining such uses. The mixed-use area is known as County Zoning District No. 6 which allows all uses except those uses specifically prohibited. Prohibited uses include bars, nightclubs and dance halls, restaurants (except those with direct access to Russell St.), adult or pornographic shops, game rooms, new and used car lots (except those with direct access to Russell St.), auto body shops and automobile service stations (except those with direct access to Russell St.), wrecking yards and kennels. For most the County zoning designations, there are comparable City zoning designations however, there is no City zoning designation comparable to County ZD-6. Development projects within newly annexed lands are reviewed for compliance based on these zones.

By State statute these County Lands would be considered "blighted", however, by virtue of it's location outside of the City limits, it cannot be included in an Urban Renewal District until such time it is annexed.

It is important for land uses to be compatible with each other to foster sound development and redevelopment in an area. Zoning can be a useful tool in assuring compatibility and creating an inviting business and residential atmosphere.

MISSOULA REDEVELOPMENT AGENCY URBAN RENEWAL DISTRICT II AREA PLAN



COUNTY LANDS

— PLAN AREA BOUNDARY

■ COUNTY LANDS



400 0 400 800
feet
scale

POLICY STATEMENTS

Provide the necessary land use elements for successful commercial and industrial development in a way which is harmonious with other adopted community goals and quality of life concerns. (Missoula Urban Comprehensive Plan 1990 Update, Chapter 6, Page 40)

Provide a quality living environment in a variety of residential settings. (Missoula Urban Comprehensive Plan 1990 Update, Chapter 7, Page 47)

GOAL

Assure compatibility of land uses through sound planning, appropriate urban design techniques and regulatory methods such as zoning and floodplain management.

OBJECTIVES

- Manage redevelopment consistent with zoning regulations adopted by the City of Missoula.
- In conjunction with the Missoula Office of Community Development, assure suitable, compatible and adequate residential development opportunities exist through appropriate zoning in the area.
- In conjunction with the Missoula Office of Community Development, assure commercial development opportunities exist through zoning and re-zoning.
- Work in conjunction with the Missoula Office of Community Development in development of zoning for areas which are currently un-zoned or for which there is no comparable city zone.

SECTION 3. DEMOGRAPHIC CHARACTERISTICS

INTRODUCTION

The following information is derived from the 1980 and 1990 Census of Population and Housing. At the time of this writing data from the 1990 census is only gradually becoming available. The available information is limited to population and housing statistics. Income and employment will be released in 1992. Census information for Missoula County is summarized in four basic statistical levels of geography. These basic units of census geography include:

Blocks--The smallest census geographic areas, normally bounded by streets or other features. Census blocks within the City of Missoula usually correspond to one city block. The population of census blocks can range from zero to over 100 persons.

Block Groups--Groupings of census blocks with a population size averaging 1,000 persons.

Census Tracts--These are relatively stable statistical areas with a 1990 population that ranges from about 1,500 to over 6,000 persons. Census tract 13, which in 1980 encompassed the Wapikya/Bellview, Pattee Canyon, and Miller Creek areas was divided into tracts 13.01 and 13.02 for the 1990 Census.

Census statistics are also summarized for various political subdivisions. For Missoula County, the relevant political subdivisions are Missoula County and the City of Missoula. The boundary of the City of Missoula changed due to annexations between the 1980 and 1990 Census. As a result, an analysis of demographic trends using only City statistics would be misleading. In order to form a more accurate representation of demographic trends County population and housing statistics were used in the following analysis.

MISSOULA COUNTY POPULATION AND HOUSING TOTALS

Table 2-1 lists population and housing totals for the 18 census tracts designated in the 1980 census. Totals for 1990 tracts 13.01 and 13.02 were combined into tract 13 for comparison with 1980 totals.

Table 2-1
Census Tract Totals for Population and Housing Units

TRACT	TOTAL PERSONS				TOTAL HOUSING UNITS			
	1980	1990	CHG	%CHG	1980	1990	CHG	%CHG
0001	4,904	4,965	61	1.2%	1,868	2,077	209	11.2%
000201	4,752	4,812	60	1.3%	2,322	2,291	-31	-1.3%
000202	3,563	4,040	477	13.4%	1,285	1,495	210	16.3%
0003	2,094	2,238	144	6.9%	1,385	1,413	28	2.0%
0004	1,755	1,861	106	6.0%	680	817	137	20.1%
0005	1,853	1,478	-375	-20.2%	1	0	-1	
0006	4,899	4,685	-214	-4.4%	2,056	1,999	-57	-2.8%
0007	2,415	2,426	11	0.5%	1,252	1,255	3	0.2%
0008	4,440	4,505	65	1.5%	1,957	2,109	152	7.8%
0009	5,817	5,673	-144	-2.5%	2,049	2,144	95	4.6%
0010	4,340	4,248	-92	-2.1%	1,848	1,952	104	5.6%
0011	3,040	2,905	-135	-4.4%	1,447	1,452	5	0.3%
0012	4,496	4,451	-45	-1.0%	2,036	2,018	-18	-0.9%
0013	12,100	12,657	557	4.6%	4,175	4,724	549	13.1%
0014	5,008	5,040	32	0.6%	1,839	1,981	142	7.7%
0015	4,871	5,794	923	18.9%	1,669	2,117	448	26.8%
0016	3,665	4,375	710	19.4%	1,303	1,704	401	30.8%
0017	2,004	2,534	530	26.4%	1,362	1,918	556	40.8%
TOTAL	76,016	78,687	2,671	3.5%	30,534	33,466	2,932	9.6%

Missoula County population increased by 2,671 persons between 1980 and 1990, a 3.5% increase over 1980. Most of that growth was concentrated in the rural areas of the County. Tracts 15,16, and 17 increased in population by 2,163 persons, accounting for 81% of the total population increase within the County. Tract 15 encompasses the Lolo area, Tract 16 - the Nine Mile/Frenchtown area and Tract 17 - the Potomac, Clearwater and Seeley Lake area. The urban area grew more slowly with some tracts losing population and other tracts gaining. Tracts 1 through 13 roughly correspond to the urban area. Tracts 2.02 and 13 increased in total population by 477 and 557 persons respectively. Tract 2.02 includes Big Flat, Mullan Road, Butler Creek, and the west side of Grant Creek. Tract 13 includes the Wapikya/Bellview area, Miller Creek, and the south side of Pattee Canyon. Excluding the University of Montana campus (Tract 5), the rest of the urban area (Tracts 1, 2.01, 3, 4, & 6-12) actually decreased in population by a total of 183 persons. However, the population of the City of Missoula itself increased from 33,388 persons in 1980 to 42,918 persons in 1990. This 28.5% increase over 1980 of 9,530 persons is accounted for by annexation.

POPULATION DEMOGRAPHICS

The most obvious demographic trend is the situation described above. Missoula County population is increasing in the rural areas and suburban fringe. These areas increased in population by a total of 3,197 persons. Excluding tract 5 (UM Campus), the urban center lost a total of 183 persons. Table 2-2 compares 1980 and 1990 totals for several selected population characteristics for Missoula County. City totals are not included for comparison, since the effects of annexation would make comparison inaccurate.

Table 2-2
Selected Population Characteristics, Missoula County

CHARACTERISTIC	1980	1990	CHG	%CHG
TOTAL PERSONS	76,016	78,687	2,671	3.5%
TOTAL 18 & OVER	55,774	56,485	711	1.3%
% OF TOTAL POPULATION	73.4%	71.8%	-1.6%	
TOTAL UNDER 18	20,242	20,213	-29	-0.1%
% OF TOTAL POPULATION	26.6%	25.7%	-0.9%	
65 & OVER	6,134	7,988	1,854	30.2%
% OF TOTAL POPULATION	8.1%	10.2%	2.1%	
MEDIAN AGE	27.5	31.6	4.1	
TOTAL UNDER 18, FEMALE HOUSEHOLDER, NO HUSBAND PRESENT				
	2,490	3,413	923	37.1%
% OF UNDER 18	12.3%	16.9%	4.6%	
PERSONS/HOUSEHOLD	2.62	2.47	-0.15	
PERSONS/FAMILY	3.15	3.05	-0.10	

This group of population characteristics is by no means exhaustive, but it does describe several demographic trends that will be affecting the community.

Aging Population

Along with the spatial distribution of population growth described above, another demographic trend that will affect Missoula is an aging population. Table 2-2 shows that the number of persons over 65 increased by 1,854 persons between 1980 and 1990 in Missoula County. This amounted to a 30.2% increase over 1980 totals, and this group currently comprises 10.2% of our total population versus 8.1% in 1980. This demographic shift in our population will increase the demand for health services and influence the demand for housing. The increase in the median age of Missoula County's population from 27.5 years in 1980 to 31.6 years in 1990 is another indicator of this demographic shift. The "baby boom" generation is aging and this trend will influence the demand for products and services and perhaps the success or failure of local businesses.

Female Householder with Own Children Under Age 18

As noted in the 1990 Missoula Urban Comprehensive Plan Update, fewer individuals live in what was once assumed to be the "typical" American family home composed of parents and children. Table 2-2 also shows the percentage of children under the age of 18 that live in homes with single mother increased from 12.3% in 1980 to 16.9% in 1990 in Missoula County. This shift is increasing the demand for affordable housing options. This trend along with the national trend of more women working outside of the home is also going to continue the increasing demand for child care services.

Family/Household Size

The number of persons per household decreased from 2.62 in 1980 to 2.47 in 1990. Family size in Missoula County also decreased from an average of 3.15 persons in 1980 to 3.05 persons in 1990. This combination of decreasing family/household size along with an increasing population is increasing the demand for available housing.

HOUSING DEMOGRAPHICS, MISSOULA COUNTY

Tables 2-3, 2-4 and 2-5 compare 1980 and 1990 totals for several characteristics of the housing stock in Missoula County.

Table 2-3
Selected Housing Characteristics, Missoula County

CHARACTERISTIC	1980	1990	CHG	%CHG
TOTAL UNITS	30,534	33,466	2,932	9.6%
TOTAL OCCUPIED UNITS	28,019	30,782	2,763	9.9%
OWNER OCCUPIED	17,020	18,514	1,494	8.8%
% OF TOTAL	55.7%	55.3%	-0.4%	
MEDIAN VALUE	\$58,100	\$66,200	\$8,100	13.9%
RENTER OCCUPIED	10,999	12,268	1,269	11.5%
% OF TOTAL	36.0%	36.7%	0.6%	
MEDIAN RENT	\$193	\$273	\$80	41.5%
VACANT	1,826	2,684	858	47.0%

HOUSING SHORTAGE

An interesting statistic associated with the housing data is the fact that the number of total housing units increased by 2,932 units, which is greater than the total increase in population. Table 2-3 shows this increase in the number of total housing units amounted to a 9.6% increase over 1980, while the total population increased only 3.5%. Nevertheless, the Missoula area is suffering from an apparent housing shortage. The demographic shifts described above account for part of this shortage. Smaller household sizes, increasing single parent families and an increasing senior population could all contribute to an increased demand for housing, particularly affordable housing. Other factors include an increasing University population, which is not accurately accounted for in these census figures, along with an increase in seasonal housing. Table 2-4 shows that seasonal housing increased from 144 units in 1980 to 949 units in 1990. This increase alone accounts for 32.4% of the total increase in housing units, and may also explain why the number of vacant housing units increased by 858 when there is an increasing demand for housing.

Table 2-4
Vacant Housing, Missoula County

CHARACTERISTIC	1980	1990	CHG	%CHG
VACANT	1,826	2,684	858	47.0%
FOR SALE	288	274	(14)	-4.9%
% OF OWNER OCC.	1.7%	1.5%	-0.2%	
FOR RENT	937	533	(404)	-43.1%
% OF RENTER OCC.	8.5%	4.3%	-4.17%	
RENTED/SOLD	146	137	(9)	-6.2%
SEASONAL	144	1,093	949	659.0%
OTHER VACANT	330	646	316	95.8%

Table 2-4 shows that two indicators of housing availability have declined between 1980 and 1990 providing statistical evidence of a decline in housing availability. The number of vacant houses that were for sale declined and the number of vacant rental units also declined by 404 units. The overall vacancy rate for rental property declined from 8.5% in 1980 to 4.3% in 1990 indicating that the housing shortage may be more acute in rental property.

Multifamily/Rental Housing

Table 2-3 shows that the total number of rental housing units increased by 1,269 units or 11.5%. However, Table 2-5 shows that the total number of multifamily units actually decreased by 125 units or 1.6%. Table 5 also shows that multifamily units declined as a percentage of total housing units from 26.2 % in 1980 to 23.5% in 1990. The 1990 census figures show a loss of 319 units in multifamily housing structures with 50 or more units between 1980 and 1990. There was also a loss of 241 units in 2-unit structures. There was an increase of 316 units in 3 and 4 unit structures. These census figures indicate that the shortage of housing in Missoula is at least in part a result of the decrease in multifamily housing units.

Table 2-5
Housing Units by Type, Missoula County

CHARACTERISTICS	1980	1990	CHG	%CH
TOTAL UNITS	30,534	33,466	2,932	9.6%
SINGLE FAMILY	17,559	20,285	2,726	15.5%
% OF TOTAL UNITS	57.5%	60.6%	-3.1%	
TOTAL MULTIFAMILY	7,995	7,870	(125)	-1.6%
% OF TOTAL UNITS	26.2%	23.5%	-2.7%	
2 UNITS	2,383	2,142	(241)	-10.1
3 OR 4	2,115	2,431	316	14.9%
5 TO 9	1,037	1,101	64	6.2%
10 TO 49	1,723	1,778	55	3.2%
50 OR MORE UNITS	737	418	(319)	-43.3
MOBILE HOME	4,292	5,009	717	16.7%

CONCLUSION - MISSOULA CITY/COUNTY DEMOGRAPHICS

The new Urban Renewal District will exist within the context of the larger community. These community social and demographic trends will affect the way this area changes over time. Increasing populations in the rural areas and suburban fringe will result in more people commuting by automobile. This will exacerbate traffic congestion on City streets within the district. Commercial and residential development within the district will also have to respond to demographic trends. Increasing residential development west and north of town will increase the viability of commercial activities located on Broadway and Russell Streets as commuting traffic increases. Residential developments in the area have the opportunity to address community needs, in part generated by demographic shifts.

URBAN RENEWAL DISTRICT II, POPULATION AND HOUSING

The Urban Renewal District II encompasses all or part of 82 census blocks as designated by the 1990 census. These blocks are contained within census tracts 2.01, 7, and 8. The district boundary splits 23 of these census blocks, making a precise analysis of district demographics using census data difficult. For the purpose of comparative analysis, the totals for all blocks either partially or totally contained within the district are included in district totals. Census block boundaries in this area were also adjusted between the 1980 and 1990 census, particularly in the area west of Russell Street where more census blocks were created. The district boundary lines encompassed only 69 census blocks in 1980.

Table 2-6
Population and Housing Characteristics, Urban Renewal District II

CHARACTERISTIC	1980			1990		
	URDII	CITY	%CITY	URDII	CITY	%CITY
TOTAL PERSONS	1,477	33,338	4.4%	1,490	42,918	3.5%
UNDER 18	258	6,745	3.8%	322	9,562	3.4%
% OF TOTAL	17.5%	20.2%		21.6%	22.3%	
HOUSING UNITS	794	14,545	5.5%	793	18,488	4.3%
PERSONS/UNIT	1.9	2.3		1.9	2.3	

Available block level data is limited to information about the total number of persons within each block, racial/ethnic composition, total number of persons over and under 18, and total number of housing units. Additional demographic information is only currently available for County and City totals. Table 6 compares District totals with City totals for population, number of persons under 18, and total housing units. Table 6 shows that the number of persons under 18 within the District increased by 24.8% from a total of 258 in 1980 to 322 in 1990. The District's total population only increased by 13 persons, indicating that contrary to County-wide trends the District population is younger than it was in 1980.

Table 2-7 describes the racial composition of the District and the City as a whole. The columns with the headings PCT are the percentage of each racial group within URDII and the City. The column with the heading SHARE gives the District's total of that group as a percentage of the City's total. Table 2-7 shows that 7.0% of the District population is a member of a minority group, while 5.5% of the City's population is a member of a minority group. Table 2-7 also shows that the District has a higher percentage of Native Americans than the City as a whole. 5.6% of the District population is Native American versus 2.4% for the City as a whole.

Table 2-7
Racial Composition of URD-II and City Population, 1990

CHARACTERISTIC	URDII	PCT	CITY	PCT	SHARE
TOTAL PERSONS	1,490	100.0%	42,918	100.0%	3.5%
WHITE PERSONS	1,386	93.0%	40,983	95.5%	3.4%
BLACK PERSONS	3	0.2%	148	0.3%	2.0%
NATIVE AMERICAN	83	5.6%	1,045	2.4%	7.9%
ASIAN OR PAC. ISL.	9	0.6%	622	1.4%	1.4%
OTHER	9	0.6%	120	0.3%	7.5%

CONCLUSION

The analysis of currently available census data indicates that the population and housing characteristics of the District have not changed appreciably between 1980 and 1990. The total population of the census blocks either partially or totally contained within District boundaries only increased by 13 persons. The total number of housing units decreased by one unit. The number of young people within the District did increase between 1980 and 1990, although the City as a whole has a higher percentage of persons under the age of eighteen. The District does have a higher percentage of minorities, primarily Native Americans, than the City as a whole. As additional employment, housing and income data becomes available a more accurate profile of District demographics will be produced.

GOALS

- Maintain a record of relevant census data as it becomes available.
- Integrate relevant data into any analysis of area and community needs, problems and opportunities.

CHAPTER III - COMMUNITY INPUT

INTRODUCTION

Soliciting comments and addressing concerns of the residents and property owners that live within the District was an important aspect of the planning and drafting process of this plan. Residents and property owners offer insights into the character of an area Staff may often be unaware of. Their historical perspective is invaluable and Staff benefits from the knowledge of the area which the residents and property owners have gained from living and working in the area.

THE STUDY

During the study process the Missoula Redevelopment Agency held two public information meetings to inform the residents within the Study Area of the possibility of an Urban Renewal District being created and to explain the scope of the Study. The first meeting was held March 28, 1991 at 7:00 in the Lowell School Gym. Notice of this meeting was published in *The Missoulian* on March 25 & 28, 1991. Attendance at this meeting was relatively low with approximately 10 attending. A second meeting with the same purpose was held in the Ram Activity Center at the corner of California Street and South Third Street West on April 24, 1991. Notice of this meeting was published in *The Missoulian* on April 21 & 24, 1991. Again there was low attendance of approximately five.

The Study revealed portions of the area were blighted and were in need of rehabilitation and redevelopment. State Law requires that the City adopt a resolution declaring an area blighted before the City can create an Urban Renewal District to address those blighted conditions. On August 12, 1991, the Missoula City Council held a public hearing on the Resolution for Finding of Blight, (Resolution 5210). Notice of the Public hearing was published in *The Missoulian* on July 28th, & August 4th, 1991. The Missoula City Council passed Resolution 5210 on September 16, 1991, and, at the same time, directed the Missoula Redevelopment Agency to draft an urban renewal plan to address the blighted conditions of the area.

THE PLAN

The Missoula Redevelopment Agency held two public information meetings to explain the scope of the Urban Renewal Plan. The meetings also served as a way for the Staff to gather concerns and comments from the residents and property owners, so their concerns and comments could be incorporated into the Plan. The first public information meeting was held on November 7, 1991, at 7:00 in the Missoula, City Council Chambers. Notice for this meeting was published in *The Missoulian* on November 3rd & 7th, 1991, letters were sent to 21 businesses within the District, and approximately 150 flyers were handed out to businesses and residents within the area. There were approximately 35 in attendance, with about 50% of those indicating they were county residents. After a brief explanation of what

an Urban Renewal District is, preliminary goals and objectives of the plan were reviewed by the MRA Staff. Comments were received from those in attendance which touched upon the following concerns:

- Appropriate Mix of Zoning
- Floodplain Restrictions
- Representation of Residents on the MRA Board
- Increase Net Housing
- Sewer Systems
- Water Supply
- Adequate Right-of-Way for Sidewalks and Curbing
- Storm Sewer
- Riverfront Trails
- Handicapped Accessibility of Sidewalks, Trails, etc.
- Russell Street and Bridge (4 lane)
- Stop Lights and Signalization on Russell
- Signal Synchronization
- California Street Bridge South Shore Land Availability
- The Future of the Land to the East of the Champion Mill Site
- Contaminated Groundwater
- Maintenance of Vegetation along Ditches

The second public meeting was held on November 19, 1991, at 7:00 p.m. in the Missoula City Council Chambers with approximately 20 in attendance. Notice of this meeting was published in *The Missoulian* on November 17th & 19th, 1991, and letters were mailed to 50 residents and business owners within the District. Many of those in attendance were also at the first meeting, so after a brief explanation of the purpose of redevelopment districts and the scope of the Urban Renewal Plan, discussion ensued regarding many of the items that were discussed at the November 7th meeting. Staff reviewed the goals and objectives that had come about as a result of the previous meeting and solicited further comments and concerns. Most concerns had been raised at the previous meeting and had already been incorporated into the goals and objectives. A new concern, the availability and preservation of existing parking, was raised as a concern and noted by the staff.

NOTIFICATION OF HEARING ON URBAN RENEWAL PLAN

According to State Law, notice of the public hearing regarding the Urban Renewal Plan must be published in the local newspaper once each week for two consecutive weeks, not less than ten or more than 30 days prior to the date of the hearing. Also, notice of such hearing shall be mailed not less than ten days prior to date of the hearing to the persons whose names appear on the County Treasurer's tax roll as the owners, reputed owners or purchasers under contracts for deed of the property at the address shown on the tax roll.

On November 17th & 24th, 1991, notice of the public hearing regarding the Urban Renewal Plan was published in *The Missoulian*. On November 15, 1991, a copy of the notice and a map accompanied by a letter was mailed to property owners owning property within the

boundaries of the District. A list of addresses of the property owners within the District was generated from the County Assessor's office. That list included properties within the City Limits and also properties under County jurisdiction that lie within the boundaries of the Urban Renewal District. The Assessor's geocode list was checked by identifying each property on section maps. This was done to insure that all properties within the District had been correctly identified and notified. This process identified 13 other parcels that were not contained within the Assessor's database. All, except one, were either centrally assessed or exempt properties. This resulted in four names being added to the notification list.

The public hearing regarding the Urban Renewal Plan was held December 9, 1991. John Roemer, representing the Missoula Downtown Association, spoke in favor of the plan. No other public testimony was received at the hearing.

CHAPTER IV - DISCUSSION OF PROBLEMS AND OPPORTUNITIES FACING THE RENEWAL AREA

SECTION 1. INFRASTRUCTURE

The following is a discussion of the current condition or of the infrastructure within the District.

TRANSPORTATION

This discussion of transportation includes various aspects of motorized and non-motorized transportation such as streets/roadways, parking, bridges, walkways, bikeways and trails, all of which have been discussed at length in a variety of other plans including the 1985 Transportation Plan Update, 1990 Bridge Needs Study and the 1990 Downtown Riverfront Development Plan. This Urban Renewal Plan aims to enhance the goals and objectives of those other plans by integrating them with the goals and objectives of this Plan.

Motorized Transportation

One objective of the Urban Renewal District is to carry out the committed lands concept by in-filling vacant land within the heart of the urban area in order to utilize infrastructure already in place. However, when development occurs, present infrastructure may not be adequate to handle a higher density. For instance, increased traffic flows are an example of the effect higher density has on the street system infrastructure.

The use of many streets within the district has changed over the years, however, possibly the most noticeable of these is Russell Street with the filling in of the railroad underpass. Because the psychological and physical barrier of the underpass has been removed, traffic has seemed to increase because of it. Further increase in traffic on Russell Street will undoubtedly occur as the area between Broadway and Reserve becomes developed and overflow traffic from Reserve Street seeks alternative routes and to a certain extent traffic along Broadway may escalate for the same reasons. Third Street has increasingly become an important collector street linking Russell Street and Orange Street.

The 1985 Transportation Plan Update identified and made recommendations for improvements to streets and intersections that are approaching traffic carrying capacity. This Plan supports the recommendations made by the Transportation Update but acknowledges the possible need for review of the Transportation Plan Goals as development of the area occurs and needs change. This Plan realizes the need for adequate streets and roadways to encourage development, recognizing transportation is essential to most commercial and

industrial activities. An adequate street system is also important to mitigate conflicts between commercial/industrial and residential activities.

Adequate access, along with ample and well developed parking is also an important ingredient for the development of an area. The District contains many established businesses and buildings that may not have adequate parking to serve future needs. Recognizing that businesses have varying hours of operation, there may be opportunities for creative parking solutions such as shared or co-operative parking. An investigation of the existence and general condition of curbs, gutters and sidewalks within the residential portion of the District revealed where curbing exists, residential parking needs are generally fulfilled by on-street parking and individual driveways; where curbing does not exist, parking often occurs within the unimproved public right-of-way. This practice is illegal and can be dangerous because uncontrolled parking habits may cause confusion between parked and moving vehicles. Also, when parking occurs in these areas reserved for boulevards, grass is not given the chance to grow and these areas become unsightly. That same field investigation revealed, many streets within the County Lands Area are not paved which contributes to Missoula's air quality problem.

Some areas within the District suffer from traffic congestion, particularly at peak hours. The challenge of poor road conditions due to weather tends to occur during the months that air quality also suffers. Vehicular transportation can be a challenge in Missoula during these certain times of the day and year. The problems of air quality, traffic congestion and depletion of natural resources can be partially addressed through the increased use of the mass transportation system would help alleviate some of these challenges while improving overall air quality.

Non-Motorized Transportation

The enthusiasm Missoula has shown for non-motorized transportation is evident in the support it has given to numerous plans and projects that have been undertaken which address non-motorized transportation. Concern for air quality, health and fitness, and simply an enjoyment for the outdoors contributor to non-motorized transportation's importance.

Pedestrian and bicycle needs have been discussed in the Transportation Plan Update, the Bridge Needs Study and the Downtown Riverfront Plan. All of these documents stress the importance of pedestrian and bicycle activities, not only as a source of recreation, but also as a mode of transportation for the conservation of natural resources and enhancement of air quality.

The California Street Bridge was once used as a vehicle bridge and was converted to a pedestrian/bicycle bridge prior to 1972. Some repair of the Bridge occurred in May of 1981, however keeping the Bridge open to pedestrians became impractical, and it was closed in September of 1984 by removing the first 20' of each end, however removal of the first 20' of decking, however, did not keep kids and transients from climbing and tightrope walking the lower cord members. Finally, the entire super structure was removed in January of 1986. The bridge piers remain and could possibly be used for replacement of the rest of the

bridge. Among other pedestrian and bicycle needs, the California Street Bridge, if constructed, would be recognized as an important amenity for continuation of the trails system and a link between the north and south shores of the Clark Fork River. The construction of the California Street Bridge is part of the 1991-1995 Missoula County Capital Improvements Program (CIP) which has scheduled the architectural and engineering phase of the project for 1994-1995. The construction phase has not yet been determined. The CIP outlines justification for the project as; "This bridge is a key part of the Community Bikeway System. The only safe bike bridge is at the east end of the City. Bikers are forced to use Orange Street or Russell Street Bridges at the west end of the City. These are very dangerous bridges for bikers." The project, as outlined in the County CIP entails replacement of the California Street Bridge with a new walkway/bikeway structure on the existing river piers. Because of the importance of the California Street Bridge to the riverfront trails system, discussion of its replacement should be incorporated into the riverfront planning process.

POLICY STATEMENTS

Development of a balanced system that will provide for the movement of traffic while addressing the impacts of the transportation system on other aspects of the community. (Missoula Urban Transportation Plan 1985 Update, Chapter 1, Page 2)

Encourage a land use pattern which facilitates all modes of transportation --vehicular, bicycle, pedestrian and bus service -- for safe, efficient and convenient access for residential, commercial and industrial uses. (Missoula Urban Comprehensive Plan 1990 Update, Chapter 5, Page 24)

GOALS

Provide adequate access to, and circulation within this area for motorized and non-motorized transportation and integrate street improvement plans with development plans and proposals.

MOTORIZED TRANSPORTATION OBJECTIVES

- Pave streets and roadways as part of the overall air quality improvement effort.
- Investigate the feasibility of the former Milwaukee Railroad as a collector street or bicycle/pedestrian path to link and integrate the street and trail systems.
- Incorporate sidewalks, crosswalks, bike lanes, and trails in the design for construction or reconstruction of streets and roadways.
- Install curbs and gutters to alleviate parking in the unimproved right-of-way.

- Provide adequate parking for commercial and residential developments through creative solutions such as shared parking and decrease the demand for parking through use of the public transportation system.
- Implement the Transportation Plan's recommendations for street construction and reconstruction, intersections and bridges and undertake timely and periodic review of the Transportation Plan goals as transportation needs change.
- Encourage the increased use of the public transportation system through provision of bus-rider amenities such as bus shelters, improved bus stops, etc.
- Examine pedestrian and vehicle circulation as it relates to development/redevelopment of the Urban Renewal District II.

NON-MOTORIZED TRANSPORTATION OBJECTIVES

- Provide recommended improvements identified in the Comprehensive Non-motorized Transportation Plan (to be adopted the summer of 1992).
- Assure street construction and reconstruction plans provide for curbs, gutters and sidewalks to accommodate non-motorized transportation in accordance with existing City design standards.
- Provide street lighting on collector and arterial roadways where appropriate.
- Provide a pedestrian/bicycle bridge in the area of California Street linking the trails system with other public ways.
- Obtain property or easements for the continuation of the trails system.
- Encourage bicycle use by incorporating bicycle amenities in the design of streets, bridges and trails.
- Design sidewalks, walkways, trails and streets for handicapped accessibility whenever possible.
- Enhance boulevards and public right-of-way by planting and maintaining trees where appropriate.

PUBLIC SERVICES

The committed lands concept is centered around the idea of increasing municipal efficiency by providing public services to areas that lie within the existing governmental service district. If development is encouraged to occur in these service areas, rather than areas where new infrastructure would have to be extended at a cost to the public, systems for delivery of

services could be made more efficient, the need for large capital facilities could be reduced and costs per capita of delivering services could be decreased. The land within the District is located in the heart of the public service area, and much of this land is vacant, making it a prime candidate for the application of the committed lands concept. However, even though the property within the District lends itself well to the idea of committed lands, portions of the District do not have all forms of public services such as sewer and water readily available.

The absence of public sewer and water in portions of the District is one of the primary restraints on sound development (See Figures 8 & 9). Even though failure rates of septic systems in the District are relatively low because of highly permeable soils, high ground water levels increase the possibility of contamination to the underlying aquifer.

Contamination of the aquifer is of special concern because many households in the area have wells as their sole source of water located in close proximity to septic systems and cesspools. Provision of public sewer and water are an important element in development of this area and should be provided as soon as possible.

In addition to those services mentioned above, most other public services are also more expensive to provide the further away they are from the central service area. For instance, rates of telephone service reflect the cost of serving areas which are located a greater distance from switching facilities. Similarly, the provision of natural gas and electricity is dictated by the cost of service extension to the developer and ultimately the consumer. Fortunately, the District's position within the heart of the service area makes provision of these services economical compared to other areas. While provision of these services to the District are relatively easy due to the District's location, the manner in which they are provided can have an effect on other aspects of the District. For instance, if they are provided above ground, they may tarnish the view of the surrounding area and mountains which are an asset to Missoula. Although cable service is generally installed in the same location as telephone service, above-ground provision of cable television service can also have an effect on views in a similar manner. Underground provision of services wherever possible is desirable.

Disposing of solid waste has become a nationwide problem and, in some areas, it is a problem of emergency proportions. Some communities have turned to mandatory recycling to address solid waste concerns. In Missoula solid waste removal is currently provided by Browning Ferris Industries whose present facility has a useful life of approximately 30 years or more. Several independent recycling companies are also located in Missoula which collect various types of material for recycling. Locally, recycling has a moderate volunteer following which may be made stronger through increased customer service for easier recycling.

POLICY STATEMENT

Encourage and support new land development within or immediately adjacent to areas where public services are currently available to both maximize local government efficiency and to promote a logical growth pattern. (Missoula Urban Comprehensive Plan 1990 Update, Chapter 5, page 24)

Restore and maintain the chemical, physical and biological integrity of the waters of the Missoula Urban Area. (Missoula Urban Comprehensive Plan 1990 Update, Chapter 4, Page 16)

GOALS

Preserve and protect the community's water supply by assuring availability of public sewer and water to all homes and commercial establishments.

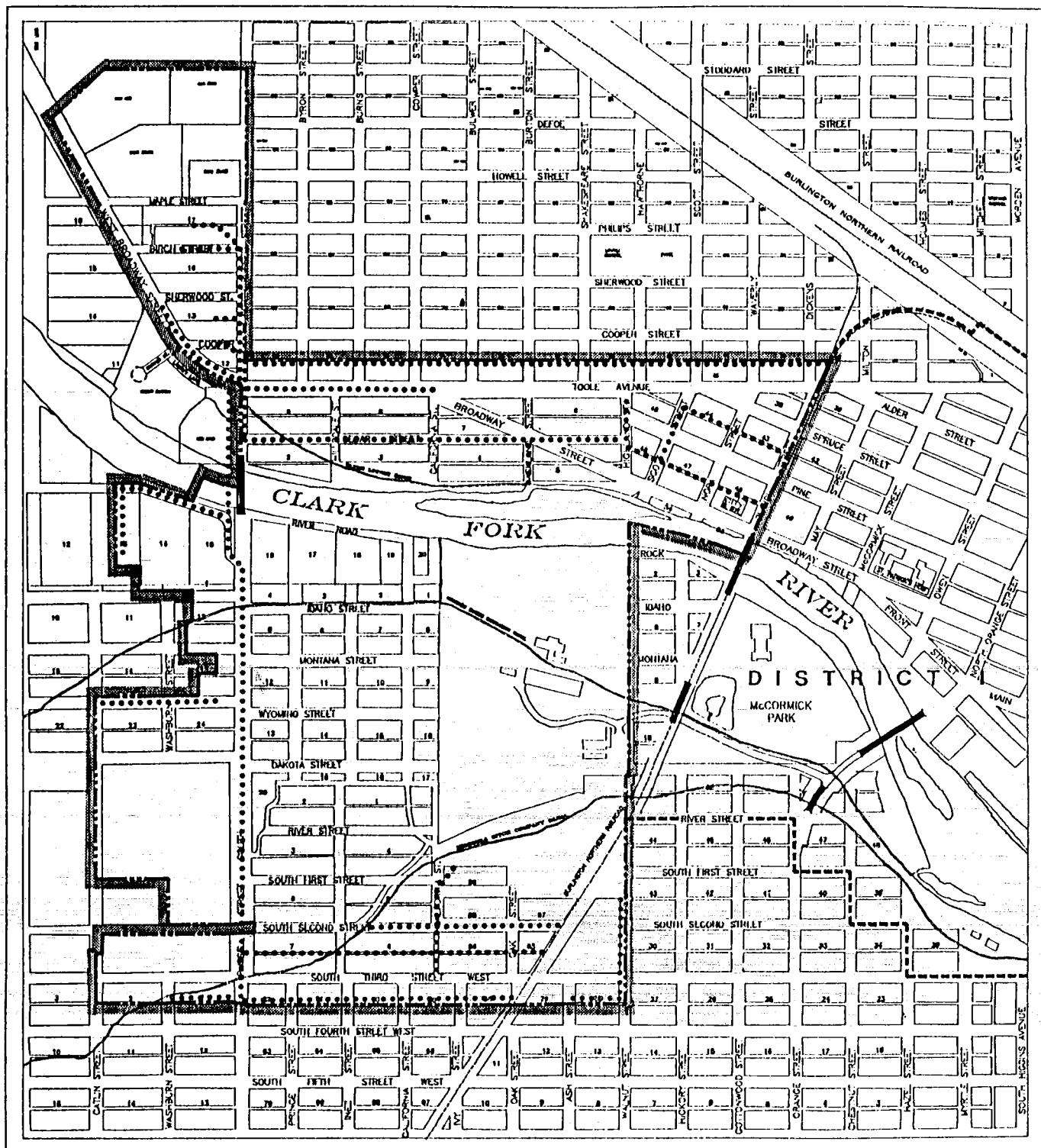
Provide other public utilities to the area efficiently in ways which are not visually or physically obtrusive.

OBJECTIVES

- Participate in the development or update of a sewer service plan for existing and future users.
- Participate with Mountain Water Company in the development of a service plan.
- Investigate grant and funding alternatives for sewer and water systems.
- Work with the ditch companies to insure ditches are maintained in a clean and safe condition.
- Participate with power, gas and cable television utilities to efficiently provide service within logical service corridors.
- Explore the feasibility of converting communications networks and other utilities to underground facilities.
- Explore creative solutions to solid waste management through recycling or other means for present and future developments.

Figure 8

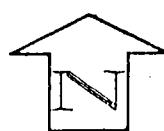
MISSOULA REDEVELOPMENT AGENCY URBAN RENEWAL DISTRICT II AREA PLAN



SEWER LINES

— PLAN AREA BOUNDARY

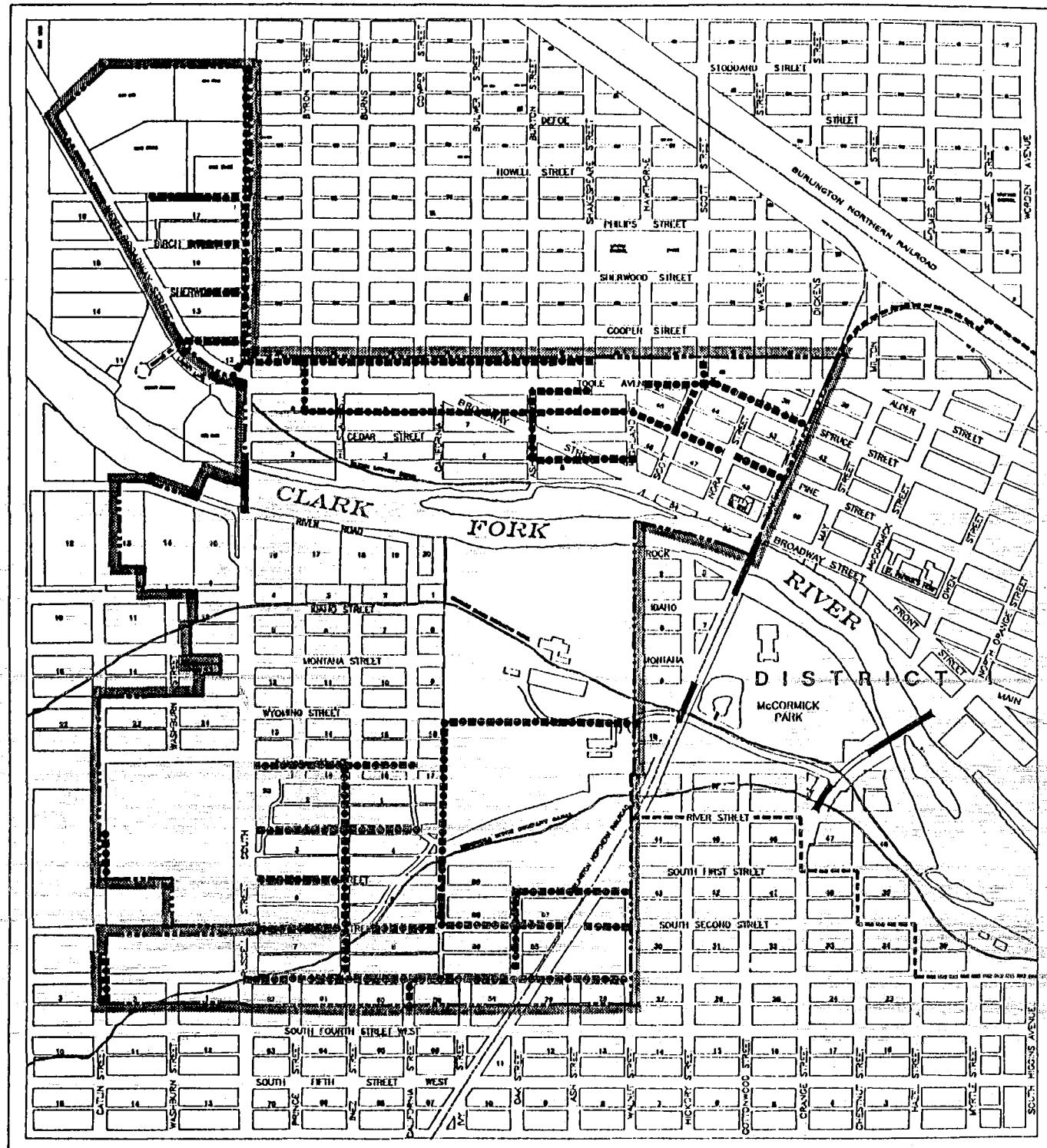
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scale feet

Figure 9

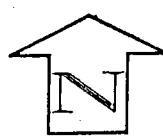
MISSOULA REDEVELOPMENT AGENCY URBAN RENEWAL DISTRICT II AREA PLAN



WATER LINES

■ PLAN AREA BOUNDARY

■ WATER LINES



400 0 200 400 800
scale feet

SECTION 2. PUBLIC AMENITIES

RIVERFRONT

A significant portion of the City's riverfront is located in the District. This section of riverfront has much the same potential as the riverfront downtown, a feature of the City which generates a lot of pride and satisfaction for Missoulians. The condition of the District's riverfront compares to the condition of the downtown riverfront twelve years ago. Decades of neglect and abuse have made the area unsightly, inaccessible and, in places, dangerous. Portions of the riverfront floodplain extend several hundred feet into the southshore neighborhood. With effort and commitment, however, this next section of riverfront can provide the community with a continuation of the beauty, recreation and enjoyment that the river downtown provides.

POLICY STATEMENT

To realize this potential, it is essential for the City to commit to asserting itself as the primary shaper of the future of the riverfront. It must secure physical access to the riverfront for its citizens and assure that unwanted visual intrusion into the river corridor is not allowed. It must use its authority and influence to prevent activities in the river corridor which might degrade the public's use and enjoyment.

At the same time the City must recognize that the riverfront is a valuable amenity for private, high quality residential and commercial development and redevelopment. The private sector is able to share in the cost of development and maintenance of riverfront property as a part of its activities. Such partnerships should be encouraged where public and private interests coincide.

GOAL

In order for the District's riverfront to emerge in its full potential, it is important to articulate the community's vision for the area. Such an expression in the form of a District Riverfront Plan will help coalesce the community's shared values while, at the same time, providing the private sector with a reliable framework upon which to consider redevelopment activities.

OBJECTIVES

- Undertake, within a year, a public planning process to draft a comprehensive District Riverfront Plan which addresses riverfront use, zoning, floodplain management, development goals and restrictions, public needs, priorities and desires, planned capital improvements and linkages to trails, open space and recreation.

- Conduct a thorough review of the floodplain limits, river mechanics and methods for protection of existing and potential development and recreational opportunities.
- Establish a public access policy which employs the use of easements or fee simple acquisition of riverfront land to assure continuous public access.
- Create and maintain sound working relationships with the ditch companies who draw water from the River to help protect the integrity of the river bed and banks as the companies exercise their legal rights.

COMMUNITY SPACE

Public buildings and spaces are areas where the community conducts its business and a great deal of its recreation. These community spaces, whether they are the market places, town meeting halls or grand civic centers, provide the places of civic involvement which create the lifeblood of a city. The placement, design and construction of these community spaces is also an expression of how the community feels about itself and its citizens. Do we care what our buildings look like, or do we aspire to nothing more than functional satisfaction?

The duty attached to design and construction of community space is to make the product aesthetically pleasing as well as functional. These buildings and spaces are, after all, for the public and subject to public use for decades. As with any capital improvement in which the community invests heavily, it is also incumbent upon the builders to build with the hard public values of durability, flexibility and simplicity in mind. Once those values are expressed, grandness, sophistication and splendor may be employed.

To the extent that private buildings and spaces intrude upon the public eye, they ought to be built with an expression of some aesthetic values, as well. Thoughtful consideration of design, materials, and massing in the construction of new private buildings will add strength and character to the built environment. Moreover, where historic buildings and places exist, compatibility of design elements should also enter into the planning of new construction. In sum, to the degree that the private sector can be influenced by a public partner in development, the community ought to strongly encourage excellence in urban design as a basis of the partnership.

Signage, although governed to some extent by the local sign ordinance, can either add or detract from community space. Missoula has made great strides in diminishing the visual blight caused by over-signing the community. Care should be exercised to promote signage which is effective while not blighting.

The opportunities for the creation of new community spaces in the URD II have not been identified. Once they are, design and construction of community spaces will be undertaken

with the above thoughts in mind. Specifically, it will be the goal of this Plan to encourage thoughtful design solutions in development and in redevelopment. Further, recognizing the visual and physical permeability of public and private spaces, this Plan has as its goal to assure that adequate light, space and views are created and preserved in both public and private development and redevelopment.

OBJECTIVES

- Seek out the advice and recommendation of the City of Missoula Design Review Board or other such body which has been delegated the responsibility of reviewing new developments.
- Encourage the use of architects, landscape architects, land use planners and other design professionals in project planning.
- Consistent with the Urban Comprehensive Plan, provide for setbacks, view corridors, open space and greenways.
- Where historic design elements, structures, districts, or artifacts are affected by public or private redevelopment, seek out the advice and assistance of local, state or federal historic preservation professionals.

TRAILS

Trails and other non-motorized transportation routes offer the public a wide variety of recreational experiences in the Missoula community. Walkers, hikers, joggers and other pedestrians enjoy a full spectrum of challenges in Missoula's developing trails network. Recreational cyclists and cycling commuters are also finding that the trails system offers a pleasant alternative to the conventional street network. Neighborhoods, shopping districts, schools, the University of Montana and other destinations will eventually be linked to one another through the Missoula Trails system.

In addition to providing recreational opportunities, the trails network also provides an alternative means of getting from one place to another without the use of motorized transportation. By completing the trails network through the District, fossil fuels will be conserved and degradation of the valley air will be avoided.

The URDII is woefully under-served by the Missoula Trails network. No trails have been developed in the district to date, although the potential to serve the residents of the area and the rest of the community is apparent. A broad stretch of riverfront exists on the North Shore, for example, which has committed easements which can be forged into sections of the trails system. Other needs, intuitively obvious, need to be explored and defined so that opportunities to build trails which arise with redevelopment can be implemented.

GOAL

The goal of this Plan is to successfully integrate this District with the rest of the community's trails network.

OBJECTIVES

Specific objectives related to this goal are to:

- Promote the District as an integral part of the Missoula Comprehensive Non-motorized Transportation Plan.
- Develop a plan and priority for developing trails in the District including policies for acquiring easements or trails property in fee.
- Review all redevelopment project plans to assure that opportunities for trails development are exercised or preserved.
- Identify all obstacles to smooth, safe and convenient trails use and plan strategies for the elimination of such obstacles.

SECTION 3. HOUSING

Currently, there appears to be a community-wide housing shortage in both owner-occupied and rental properties. Evidence for this shortage can be found in initial 1990 census data which shows a small increase in overall county-wide population but a relatively large increase in people needing housing. This demand appears in several sub-populations such as seniors, single parent families and a general trend toward smaller families. (See Demographics Section of this Plan for specific information). Additionally, the University of Montana has experienced record student enrollments each year since 1989. Students traditionally compete for rental housing which experienced a 43% vacancy decrease during the 1980's and an overall decrease in available multifamily housing.

Another indicator of a housing availability problem can be found in statistics compiled by a local real estate company from information supplied by the Missoula County Multiple Listing Service.³ This data shows a large supply of listed housing units priced at \$40,000 or more located in the Missoula urban area on one acre or less, in comparison to sales in 1987. As the trend shown in Graph 1 shows, by the first quarter of 1990, sales surpassed listings. Apparently each house listed for sale was in fact sold while much of the surplus supply of houses had been purchased, as well. Given this trend, 1992 listing-sale statistics should approach parity as the surplus supply is purchased and only new listings are sold.

³ Urban Homes, Single Family Housing Inventory; Lambros Real Estate; 1991. Used with permission and under the understanding that the information was obtained from sources considered reliable, but it is not guaranteed.

GOAL

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OBJECTIVES

Specific objectives related to this goal are to:

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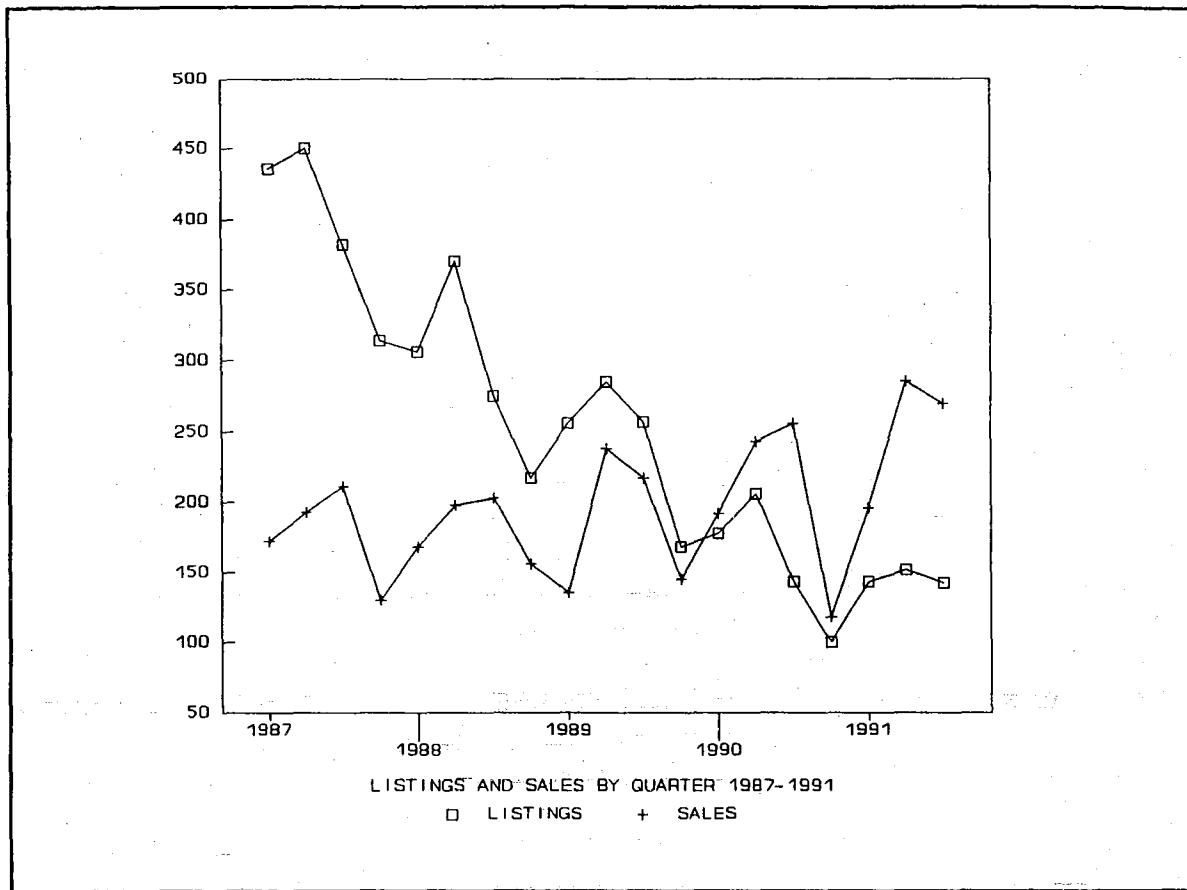


FIGURE 1

TABLE 4-1
MARKET VALUE OF HOMES CONSTRUCTED 1985 - 1991

YEAR	HOMES BUILT	TOTAL VALUE	AVERAGE VALUE	YEARLY CHANGE	GROSS CHANGE
1985	181	\$10,225,006	\$56,492	---	---
1986	149	8,060,342	54,096	-4%	-4%
1987	161	9,309,863	57,825	7%	2%
1988	129	8,048,846	62,394	8%	10%
1989	126	9,475,036	75,199	21%	33%
1990	180	14,774,457	82,080	9%	45%
1991	213	17,110,629	80,332	-2%	42%

As mentioned above, construction of housing in the 1970's and 1980's was concentrated primarily at or beyond the fringe of the municipal service area. An example of this situation is seen in the 1990 Census which shows a net increase in housing within the Urban Renewal District II of only one unit out of the county-wide net increase of 2,932 units. New construction at the service area borders, along with a State mandated freeze on increasing general property taxes has strained the City's ability to provide adequate services and maintenance throughout the urban area. The City and many of its residents and businesses have realized that, as discussed in the Introduction and Committed Lands portions of this Plan, the cost of accepting "leap-frog" development at service frontiers while maintaining tracts of undeveloped or under utilized areas at the service core is an inefficient use of one of its most valuable resources, land.

Because it includes considerable attractive, developable land near the core of the urban area, the Urban Renewal District II will inevitably play a significant role in providing housing for the community both now and for the next generation of Missoulians. As industrial activities in the area have diminished and the adjacent downtown area has become more vital, the District has become more attractive from a housing development perspective. This interest by developers is because it is near municipal services and is marketable from the standpoint of being close to existing and potential retail businesses, cultural activities in the downtown area, and aesthetics such as the Clark Fork River. Planning for residential growth in the District should be a priority for both the affected neighborhoods and City government.

The 1975 Urban Comprehensive Plan and 1990 Urban Plan Update, in accordance with policies of minimizing local government service costs and preserving the natural aesthetics of the areas surrounding the City, encourage higher density development within the municipal service area. For example, the 1975 Plan indicates a density level of 16 dwelling units per acre would be appropriate in the neighborhood south of the Clark Fork River east of Russell Street, excluding the industrial area then occupied by the Champion dimension lumber mill.

An additional benefit of higher density developments is the potential of attracting for-profit developers. While those developers have the capacity of large production, they have been dissuaded from producing certain types of housing and considering certain locations by the investment credit climate described above, unclear regulatory processes, and neighborhood issues⁶. Non-profit housing developers concentrate primarily in production of low-moderate income housing which may be all or in-part subsidized by Federal grants. Such grants and have become rare for new construction, with a Federal emphasis on rehabilitation and adaptive reuse of existing structures.

While it is important for the community from a social standpoint that both types of developers work together to produce mixed income developments and neighborhoods, it may work to reduce the overall costs of large projects. For example, portions of a development created to be sold at higher prices can help offset construction costs of less profitable portions. In addition, partnerships consisting of some combination of for-profit and non-

⁶ Urban Land: Program-Based Housing Partnerships; A Vehicle for Producing Low-Income Housing; Diane R. Suchman; December 1989.

profit developers along with local government can further reduce construction costs, and the savings can be invested in additional aesthetics such as common areas, landscaping, open space and creative designing of the development. It is important that the City play a role in encouraging and brokering such partnerships, and participating in them by reducing land improvement costs, presenting clear, concise development design standards and working with developers in improving neighborhood relations.

For residents of nearby neighborhoods, new housing developments, especially multi-family developments, are often seen as a threat. This is a natural reaction by people who have committed a personal large investment to purchase property to live in an area they have chosen. They have certain expectations for that investment and standard of living. New development may seem a risk to that investment and living style. Residents should be given the opportunity to help plan how their neighborhoods will change to assure that their overall lifestyle will not deteriorate.

Toole-Broadway Sub-Area

The Toole-Broadway area contains single family residences along the north side of Toole Avenue, along Pine Street between Blanch and Scott Streets, and along the River east of Ash Street and east of Hillsdale Street. In addition there are two multi-residential structures on the south side of Toole Avenue, one of which contains 11 units of low-income housing and is owned by the Missoula Housing Authority. The other structure contains approximately 18 units and is privately owned.

The area bordered by California, Ash, Broadway and the Clark Fork River is known as Shady Grove. Two developments are currently under construction at this site, Eagle Watch housing for mobility impaired persons (24 units) and the Missoula Youth Homes Attention Home which will include the capability of housing 16 long-term residents.

This sub-area is well served by streets, sewer and water systems as well as public transportation. In addition, it is close to retail services, downtown business and cultural activities, and the Westside neighborhood which includes Lowell School and Westside Park. However, its proximity to a State Highway route (Broadway) along with intense commercial and light-industrial uses make it less attractive to certain segments of the population. Because of the absence of large developable tracts of land, new housing developments in this area would most appropriately be multi-unit apartment complexes on vacant or under utilized land near the existing multi-unit developments or along Pine Street. Similar development may be possible along the River in, or nearby Shady Grove.

The market for newly developed housing in the Toole-Broadway area may be workers in the burgeoning medical campus surrounding St. Patrick Hospital and Western Montana Clinic and singles and small families who wish to take full advantage of the recreational and nearby urban activities without the responsibilities of a house and yard. Another market similar to the singles and small families, are retirees and seniors, who may wish to be near the medical facilities and in the urban setting. The seniors market may be reached through either multi-unit housing, personal care units or congregate facilities.

Design of higher density developments should incorporate the River corridor to accentuate a feeling of openness. Islands, backwaters and riparian areas along the north side of the River tend to soften the highway oriented commercial activities along nearby Broadway.

Development site design should preserve or accentuate those existing riverfront aesthetics and include provision for use of the stream bank by the public. Architectural design of structures along the north side of the River should also be scrutinized for suitability to the surroundings, both natural and built.

West Broadway/North Russell

This sub-area is located between North Russell Street and West Broadway in the northwest portion of the District. Housing in the sub-area is confined to a group of approximately 15 single family houses along the eastern portions of Birch and Maple Streets and four mobile homes and one single family house along North Russell between those streets. East of the sub-area is a developed residential neighborhood, although commercial uses currently dominate the developed lots adjacent to North Russell Street.

A majority of the commercial land-uses in this sub-area are oriented to highway traffic, and construction and industrial trades. Such businesses generally consume large tracts of land and are not generally considered compatible with residential uses. The Missoula Urban Comprehensive Plan, 1990 Update classifies this area as "a highway-oriented/heavy commercial district...intended to encompass uses with large land requirements, involving outdoor storage of merchandise or materials, those which are automobile or heavy equipment related, provide support services to business or industry, or are uses which support highway travel...." In addition, business and housing developments north of the District have generated increased traffic along North Russell Street. Developments of multi-unit or mixed type housing along the northern extent of the District along North Russell Street may be marketable if they include desirable amenities within their site design.

Russell Street Corridor

Existing housing in this sub-area includes a mobile home court of approximately 50 spaces southwest of the intersection of Russell Street and River Road. Single family residences can also be found just outside this sub-area east of Russell Street between Dakota and West Third Streets. In addition, there are several single and multiple-unit dwellings interspersed with variety of commercial operations West Third Street west of Russell Street.

Russell Street appears to be rapidly becoming a major cross-town arterial. Reasons for its growth and ensuing implications are discussed in the Transportation section of this Plan. Together with likely future development of much of the former Champion Lumber Mill to something other than heavy industrial use, indicates that Russell Street will develop as a commercial corridor containing businesses which service the entire community. Current trends indicate continued commercial development over the majority of this sub-area. Therefore, construction of significant numbers of new housing units in the sub-area is unlikely.

Third Street

The Third Street sub-area contains most of the existing housing in the District. Housing is primarily single-family residences, however multi-unit structures are found mainly along Second Street. Commercial uses are concentrated along South Third Street West. The Missoula Urban Comprehensive Plan, 1990 Update classifies the Third Street Corridor for Community Commercial uses which include "retail goods...", "business and professional offices and personal services which are routinely used by average citizens in daily life." The remainder of this sub-area is classified under the 1975 Urban Comprehensive Plan as Medium Density Multi-family Residential which anticipates a residential density of up to 16 units per acre with area allocated for commercial uses which primarily serve the adjacent neighborhood. Overall, the Third Street sub-area has the potential for additional housing development.

The southern portion of the sub-area, between South Third Street and the Orchard Homes Ditch, contains little vacant developable land for housing. Redevelopment in this portion may include rehabilitation or replacement of existing structures. Where appropriate, developers contemplating new construction or extensive rehabilitation of structures in this area should be encouraged to consider small multi-unit structures such as duplexes or three- and four-plexes. This would provide added residential density to the area which is served by public sewer and water, nearby shopping opportunities and is near established public transportation routes.

The portion of the sub-area north of the Orchard Homes Ditch contains ample land which could be developed while avoiding demolition of existing housing. If an emphasis is placed on rehabilitation of existing single-family houses, it appears that multi-family units, similar to those that currently exist in the area, could serve to increase overall residential density without great affect to the area's character. The ditch, if well maintained, lends itself to providing a natural visual buffer from other developments, and to the visual aesthetics of the area.

The primary obstacle to sound development north of the ditch is the lack of public water and sewer. The Missoula City/County Health Department Environmental Division reports that the area is characterized by highly permeable soils and a relatively high ground water level.⁷ Such conditions lead to a low septic system failure rate but increase the susceptibility of the underlying aquifer to contamination. In addition, much of the area is currently using private wells as sole source of household water. The shallow nature of many of the private wells and their often close proximity to septic systems and cesspools is also disturbing to the Health Department. Therefore, provision of public sewer and water should be considered prior to new housing development in this portion of the Third Street sub-area.

⁷ Personal Communication: Doug Kikkert, Environmental Specialist, Missoula City/County Health Department.

A second obstacle to development north of the ditch is the street condition and circulation pattern. Currently, vehicle access to the primary arterial streets is by way of California Street to South Third or from First or River Streets to South Russell Street. Russell Street access is in or near the queuing zone for the high volume Third Street intersection. Neither California Street nor its intersection with Third Street appear to be configured for volumes of traffic. Upgrading the street network should be considered as development of the area occurs.

County Lands

At the time of the writing of this Plan, this area has not been incorporated into the City of Missoula. However, City Council Resolution Number 5210, creating the urban renewal district states that as land surrounded by the District is annexed into the City, it will be included in the District. Therefore, to be complete in its mission, this Plan must account for that possibility and investigate the opportunities and constraints presented in this area.

This area contains primarily single family residences clustered along River Road, Idaho Street, and Montana Street. Other homes are found on or near larger tracts of undeveloped land along California, Wyoming, Prince and Inez Streets. Commercial uses are somewhat randomly interspersed between housing and vacant lands. East of the residential area is a large unplatted area which was former location of Champion International Corporation's dimension lumber saw mill. While portions of the former mill buildings are intermittently used in the production of specialty wood items, the majority of the site is unused.

The western section of this area, between the Russell Street Corridor and the former mill site, is similar to the northern portion of the Third Street sub-area in that it contains tracts of undeveloped land and is not served by public sewer or water. It is also characterized by unpaved streets and/or roads and streets with no curb or gutter, and that the northern half of the area is within the designated 100-year floodplain of the Clark Fork River. In terms of raw land, the area's development potential is perhaps second only to the former mill site.

The eastern section of this area includes the former mill site. To the east of the mill site land discussed in this Plan is a portion of the former mill's log yard which is under City jurisdiction and annexed into the first urban renewal district in 1991. East and across Montana Rail Link's Bitterroot Branch Line is McCormick Park and the western extent of the developed riverfront parks and trails system. Although this area contains several hundred acres of developable land for housing or commercial activates, it, like the area immediately to the east discussed above, has several development constraints. The Clark Fork River 100-year floodplain apparently covers approximately the northern third of the area. Sawdust, wood chips, and bark have accumulated to a depth of several feet across the site over decades of mill use. This material is inappropriate for ground covering in a floodplain and would pose stability problems for new buildings.

As public pressure to create more housing in the community mounts, areas such as this will be scrutinized for development. The marketability of the overall County Lands area for new housing and commercial developments likely will override the concerns over additional construction costs associated with developments in the floodplain, extending or improving

infrastructure and contending with poor soil conditions. Easy access to McCormick Park, the riverfront and views of mountains to the north make this area attractive. The size of the undeveloped tracts may enable the creation of large planned developments.

It is important that potential changes and developments are planned carefully in terms of design and compatibility with the area, adjacent neighborhoods, the river and community goals. Residents and area businesses should be encouraged to be part of that planning process at an early stage. In addition, existing zoning and direction given by the 1975 Urban Comprehensive Plan in the area may be inadequate given recent and anticipated trends along Russell Street and land use changes at the former mill site. City Staff, area businesses and residents should include an examination of appropriate zoning in their planning efforts. Rezoning effort should be conducted simultaneous to similar efforts along the Russell Street Corridor.

POLICY STATEMENT

The following policy from the Missoula Urban Comprehensive Plan, 1990 Update, provides a guide for residential development in the Urban Renewal District II:

Encourage a residential land use pattern which provides a high quality living environment in a variety of residential settings, protects public health and safety, minimizes local government service costs and preserves natural resources. (From Missoula Urban Comprehensive Plan, 1990 Update; page 51.)

The following goal and objectives represent the direction and methods which best address residential development in the Urban Renewal District II:

GOAL

In coordination with other public agencies, non-profit and for-profit developers encourage sound residential land use development and redevelopment. Such development will provide a variety of housing alternatives for people of all incomes, ages and backgrounds.

OBJECTIVES

- Encourage private sector ownership of housing developments, homes and rental properties.
- Promote residential development of vacant and under utilized land where appropriate.
- Promote rehabilitation of existing housing units and improvements to neighborhoods.
- Encourage net increase of housing in the District by assisting developers in replacement of housing eliminated by redevelopment activities.

- Encourage high density housing developments specifically designed to meet the constraints and accentuate the positive aspects of each site and the overall area.
- Encourage a balance mix of investment, rental and owner occupied housing opportunities which address a variety of costs, incomes and special needs.
- Participate in neighborhood planning and development education efforts with the Office of Community Development and other City departments.
- Establish site and architectural design criteria in site sensitive areas in conjunction with other City departments, private developers, and architects.
- Encourage consideration of creative and innovative housing alternatives, such as co-housing, housing cooperatives, and condominiums.
- In conjunction with the Missoula Office of Community Development, assure suitable, compatible, and adequate residential development opportunities exist through appropriate zoning and re-zoning in the area.

SECTION 4. COMMERCIAL DEVELOPMENT

A review of employment and wage data through the 1980's prepared by the Montana Department of Labor and Industry shows that the State has, with few exceptions, rebounded economically from a deep recession which characterized the early part of the decade.⁸ Likewise, the Missoula County and Missoula Labor Force Area economies have improved steadily, especially during the period of 1985 - 1991. That improvement has not been without significant changes in the basic industries which support the local economy. For example, jobs provided by the wood products industry, the primary employer in the Missoula area for most of the City's history, have declined due to changes in Federal and State policies affecting timber supply, fluctuating national and international building construction markets, and through increased automation of local processing plants. However, that industry still leads all others with respect to its annual contribution to the area labor income with 30% overall.⁹

Presently, those industries which follow wood products, in terms of labor income, are trade center activities (including medical services, wholesale and retail trade) 19%, the University of Montana at 14%, motor carriers 13%, and the federal government 13%. Other major contributors each providing less than 10% include railroads, non-resident travel, other manufacturing and agriculture and mining. Apparently, as the woods products industry

⁸ Employment and Wages: Research and Analysis Bureau; Montana State Department of Industry and Labor; Quarterly Editions 1980 - 1990.

⁹ Missoula Community Profile: Missoula Economic Development Corporation; 1991; from 1987 figures provided by the U.S. Census and Economic Information Center.

provided fewer jobs, components of the other industries created a compensating number. Evidence for this is seen in review of unemployment rates between 1987 and 1991. The annual unemployment rate in Missoula County during that time has remained relatively constant between 5% and 6.5%, much less than the early part of the decade which saw an annual unemployment rate of 9.2% in 1981¹⁰. Growth in the Missoula economy is primarily in the sectors which include the University of Montana and trade center activities. The high growth industries within the trade center activities are the medical industry, whose base is formed by St. Patrick and Community Hospitals, and retail and wholesale trade.

The retail trade center market is growing as western Montana experiences a growth in the population of young families and retirees who wish to enjoy the quality of life the area offers. In addition, Missoula has a large potential for increased retail trade with Canadian citizens because it is relatively close to the border and because it offers a more diverse selection of shopping opportunities than most other Montana cities¹¹. An example of this diversification can be noted in reviewing the number of new businesses each year in Missoula as compared to other areas of the State. During the years 1985 - 1991, there have been more firms starting or locating in Missoula County than in any other area in the State other than the Billings metropolitan statistical area (includes portions of Yellowstone County).³

Industry diversification since 1985 in the Missoula urban area has resulted in a relatively stable economy. However, loss of one or more of the primary wood products plants such as the plywood mill in nearby Bonner or the Louisiana Pacific particle board factory would cause considerable disruption in that stability. Therefore it is important to continue to diversify the local economy in all sectors. To that end efforts should be made to attract small labor intensive, non-polluting manufacturing firms to the area to offset jobs lost in the existing wood products industry and continue to encourage trade center businesses to expand or relocate to Missoula.

The area included in the Urban Renewal District II offers opportunities to a wide variety of business types. The District includes three high traffic arterial streets, access to State and Federal highway system, direct access to the airport, potential for use of rail transportation, undeveloped and under-utilized land for new construction, and municipal services in place or nearby. As in any area, certain types of businesses may find it more difficult to locate in the District than others. For example, businesses that depend on pedestrian "window shopping" may find that the present necessity of accessing most of the District by private car or public transportation (see Transportation section of this Plan for discussion on proposed alternate transportation methods) may not work for their business. Constraints to other specific business types may include the distance of parts of the District to governmental offices, full service postal services and financial institutions. However, some of the

¹⁰ Montana Annual Planning Information: 1990-1991: Montana Department of Labor and Industry; June, 1990.

¹¹ Personal Communication: Jim Sylvester; Montana Bureau of Business and Economic Research.

obstacles for specific businesses, such as those listed above, may be mitigated through careful planning at a sub-area level.

The 1990 Urban Comprehensive Plan Update shows two general categories of commercial use in the Urban Renewal District II; Heavy Highway Commercial and Community Commercial. Highway Heavy Commercial areas are to accommodate uses with "large land requirements, including outdoor storage"..."those which are automobile or heavy equipment related, provide support services to business or industry or are uses which support highway travel such as motels, truck stops or shipping/warehouse facilities". Community Commercial (similar to General Commercial in the 1975 Urban Comprehensive Plan) areas are "intended to encompass those retail goods and services, financial institutions, business and professional offices and personal services which are routinely used by average citizens in daily life".

Toole/Broadway Sub Area

Comprehensive Plan designations show this sub-area as Highway Heavy Commercial between Highland Street and Russell Street, General Commercial along Broadway between Highland Street and the eastern boundary of the Urban Renewal District II and Medium Density Residential north of Pine Street between Burton Street and the District's eastern boundary. The majority of business uses in this sub-area conform to the 1990 and 1975 planning documents. However, most of the existing businesses, while they may rely somewhat on highway traffic, are smaller retail and service related uses oriented to the community rather than the traveler. The exceptions are the several small motels, and, to a certain extent, the gasoline vendors and vehicle repair shops along Broadway.

This sub-area appears to be positioned to take advantage of increasing community use of Broadway as an arterial street, increasing commercial activity east of the Urban Renewal District II, river frontage and highway traffic as a gateway to the urban area. Presently, the smaller businesses, with a few exceptions, are somewhat hidden or nondescript at the relatively high speeds vehicles travel on Broadway. This problem is aggravated by a widely varied mix of commercial uses along the street. Uses include warehouse operations, vehicle repair, retail shops and office use with no discernable pattern. In addition, access to many businesses is difficult and there appears to be a lack of maintenance to some of the buildings resulting in an unattractive appearance. For these reasons much of the area may be bypassed by potential customers.

Rehabilitation of existing structures would improve the possibility of attracting new customers to many of the businesses. Entrepreneurs looking to invest in the area should be encouraged to provide not only adequate parking but, because of the traffic speed and volume, to provide easy vehicle egress into the traffic lanes. In addition, new businesses should look carefully at the potential for tapping into a customer base from one of the area advantages listed above. Such business opportunities may include servicing the nearby medical campus and serving tourists and travelers entering Missoula.

It is important that as this area changes, high quality construction techniques and design be encouraged. There is considerable precedence, both locally and across the country, showing

that as an area becomes more visually attractive, utilizes adjacent amenities, and exhibits an aura of permanence, acceptance and use by the public increases. It is important for this area to display a quality and identity that attracts customers from the highway and to become a shopping and business destination of the community.

West Broadway/North Russell

The Urban Comprehensive Plan, 1990 Update, designates this sub-area as Heavy Highway Commercial. In general, existing businesses correspond to the overall intent of this designation. This area contains businesses such as automobile sales, construction equipment rental, a motel, wholesale goods warehousing and delivery outlets, convenience stores and food vendors. The markets for existing retail establishments are generally oriented either toward customers using the highway, industry, and, to a certain extent, the general community.

Immediately adjacent to West Broadway, there is little undeveloped land. However, there are presently several large vacant parcels. The vacant parcels are mainly former automobile sales lots whose improvements include sizable asphalt lots and showroom/repair shop buildings. If used in their present or modestly redeveloped state, these parcels could be valuable for businesses who require outside display of merchandise or a large area for employee and customer parking. It appears as the commercial development extends along the Reserve Street corridor and South Russell Street, opportunities for businesses along West Broadway which serve the general community population as well as highway traffic may be enhanced.

Municipal sewer service in the area presently stops just west of Broadway's intersection with North Russell Street. As new development and redevelopment occurs in the area, sewer service should be extended to the area either along Broadway or from North Russell Street.

The existing businesses along North Russell Street are, in general, smaller than their neighbors on West Broadway. They tend to be small professional offices or machinery and automobile repair shops. There is considerable vacant and unimproved land along North Russell which is served by both public sewer and water⁵. However, North Russell does not have as much traffic as Broadway, therefore unique businesses or those who are well known and are a shopping destination may be more successful. This area also has the potential to serve smaller businesses which may not require significant visibility. In all developments in the North Russell Street area, impact on the residential neighborhoods east of the street should be assessed and mitigated to whatever extent possible.

⁵ Sewer in North Russell Street currently extends from its intersection with West Broadway to the alley between Birch and Maple Streets. Sewer is available in each of the alleys east of North Russell Street from Maple Street to Stoddard Street.

Russell Street Corridor

The Urban Comprehensive Plan designations for this sub-area west of Russell Street includes Heavy Highway Commercial between Idaho and South Second Streets; Community Commercial between South Second Street and the southern boundary of the Urban Renewal District II and single family residential from River Road to Idaho Street (from 1990 Update). East of Russell Street the 1975 Plan shows Medium Density Residential except between Wyoming and Dakota Streets is designated Light Industrial⁶.

Three recent occurrences seem to have fueled interest in commercial development along South Russell Street in the Urban Renewal District II: the filling of an underpass beneath the former Milwaukee Railroad tracks and right-of-way near Dakota Street; intense commercial development near the intersection of West Broadway and Reserve Street; and planned reconstruction of Reserve Street.

Traffic counts along the Russell Street in this area showing an above average increase in traffic after the filling of the underpass⁷ may indicate a changing public attitude about using the street as a cross-town route. In addition, the street seems to be a natural route to new discount stores proposed or being built near the northern end of Reserve Street. That pattern of travel may be reinforced for two years as Russell Street is used as a primary detour route while Reserve Street is reconstructed. That time period may be long enough to create additional shopping and commuting habits in this area. Certainly the commercial development potential will also be enhanced when plans for reconstructing and widening South Russell between Mount Avenue and Broadway, and the Russell Street Bridge are realized. In consideration of the above factors, it appears that retail outlets and other services based on high visibility and a community-wide market may be successful in this area.

Vacant and under utilized land along with availability of municipal services along Russell Street also serve as attractions to new development. The availability of land free of significant improvements within the service area for City fire and police protection and service by public sewer and water significantly lowers development and long term maintenance costs for new businesses. Developers should be encouraged to take advantage of the opportunities set forth by the area but include high quality and creative site and architectural design which emphasizes compatibility with, and minimize adverse impact to, adjacent residential uses.

⁶ The 1990 Urban Comprehensive Plan Update does not address areas mentioned as being covered by the 1975 Plan. Light Industrial designation in the 1975 Urban Comprehensive Plan is defined as "Involving assembly and processing, storage and transport, research and other technological processes void of nuisance and hazard factors".

⁷ Personal Communication: Carl Thompson; City Public Works Department; November, 1991.

Third Street

Urban Comprehensive Plan designations for this sub-area include Community Commercial one half block on either side of South Third Street between Russell and Inez Streets (1990 Update); Neighborhood Commercial⁸ north of Third Street at Walnut Street (1975 Plan); and Medium Density Residential (1975 Plan) makes up the remainder of the area with the exception of public open space and park strips along the Missoula Ditch Company irrigation canal, and rail line.

Presently, commercial uses constitute the primary use of the South Third Street corridor in the Urban Renewal District II. Those uses are very diverse and include professional offices, a variety of both small and large retail and wholesale outlets, a cable television receiving and transmission center and light manufacturing businesses. An interesting commonality of the existing businesses may be found in that they are not dependent on high visibility, heavy traffic or high volume sales. Many are, for the in-town customer, destination businesses. Businesses which customers seek out, telephone or travel to with an intent to purchase specific goods or services. This type of business appears to be compatible with both residential neighborhoods on either side of street corridor and the existing traffic capacity of the street. New businesses considering this sub-area should be encouraged to follow the example of existing businesses in maintaining this compatibility.

Although there is little vacant land along the corridor, several previously developed properties are available for sale or lease. The largest of those is a former grain storage and processing plant along the Montana Rail Link Bitterroot Branch. The existing light manufacturing businesses appear to be successful not only in business, but in fitting in with the adjacent residential uses. Expansion of this use along the railroad right-of-way should be considered but carefully planned to mitigate impact on nearby residential neighborhoods.

County Lands

As mentioned in the Housing section of this Plan, at the time of the writing of this Plan, this sub-area has not been incorporated into the City of Missoula. However, City Council Resolution Number 5210, creating the urban renewal district states that as land surrounded by the District is annexed into the City, it will be included in the District. The area west of the former Champion dimension lumber mill and Russell Street will likely be annexed prior to the former mill lands. However, it is also likely that the entire area will be incorporated into the City within the lifetime of the Urban Renewal District II. Therefore, to be complete in its mission, this Plan must account for that possibility and investigate the opportunities and constraints this area present.

⁸ The 1975 Urban Comprehensive Plan identifies Neighborhood Commercial as "Small areas, 1-6 acres, intended to serve a neighborhood with convenience shopping - groceries, drugs, gas, and hardware".

The 1975 Urban Comprehensive Plan designations for this area (not amended in the 1990 Update) are Heavy Industrial in the area of the former Champion mill, Light Industrial between Wyoming and Dakota Streets west of California Street and Medium Density Residential in the remainder of the area. Strips of Parks and Open Space are indicated along the irrigation canals owned by the Missoula Ditch Company and Orchard Homes Ditch Company, the Montana Rail Link Bitterroot Branch right-of-way, along California and Dakota Streets and along the river.

Currently there is a variety of businesses scattered throughout the area west of the mill site. The business types include rental "mini-warehouses", stables, automobile and small engine repair shops, wholesale businesses and small retail shops. The repair and retail shops are often associated with the proprietor's home. Future development in this area should emphasize residential uses. Commercial uses should be compatible with and primarily serve the residential neighborhood.

Development of the former mill site offers the opportunity to mix business and residential uses. If site and architectural design are appropriately considered, certain uses may work well together or in concert. An example may be an office complex whose employees are offered the opportunity to live within walking distance to work. However, in any development scenario, the riverfront area should be developed and maintained for public use and enjoyment of the river and mountain backdrop.

POLICY STATEMENT

Create thriving commercial districts which are characterized by convenience, attractive in appearance, do not negatively impact adjacent land uses, in which individual uses complement one another. (From Missoula Urban Comprehensive Plan, 1990 Update; page 44.)

GOAL

Encourage a thriving commercial atmosphere which stimulates private investment compatible with adjacent and nearby residential areas.

OBJECTIVES

- Examine commercial mix to determine complimentary commercial services.
- Promote attractive commercial areas by providing guidance and incentives to businesses and property owners whose redevelopment embodies excellence in urban design.

- Promote convenient business access by achieving goals and objectives related to signalization and street improvements outlined in the Transportation section of this plan.
- In conjunction with the Missoula Office of Community Development assure commercial development opportunities exist through zoning and re-zoning.

CHAPTER V - NEIGHBORHOOD PLANNING

INTRODUCTION

The City of Missoula has endorsed the neighborhood planning process in both the 1975 Comprehensive Plan and the 1990 Update. The introduction to the 1990 Update states:

This Urban Comprehensive Plan Update provides the foundation and community-wide objectives for growth in the Missoula urban area. The neighborhood planning process must now clarify these general objectives by developing smaller scale plans consistent with community-wide objectives, yet specific enough to address local issues peculiar to individual neighborhoods.

The Missoula Redevelopment Agency is committed to active participation in neighborhood planning efforts, and the neighborhood planning process is the appropriate method of focusing redevelopment activities within the District. Redevelopment efforts within the District will be more successful if a shared vision about the future of each neighborhood can be articulated through cooperation with existing neighborhood groups and encouraging their formation in areas where they do not currently exist. By these means MRA hopes to be more responsive to neighborhood conditions, desires and problems and realizes successful redevelopment of the District will require the cooperation, effort, and investment of people, who live, work and own property within the District.

MRA'S ROLE

Since the District is not wholly contained in something identifiable as one neighborhood, it is anticipated that a primary focus of staff effort in the year following adoption of the Plan will involve the delineation of smaller neighborhood planning units within the district. The McCormick and West Side neighborhoods are adjacent to and may overlap District boundaries. Other identifiable residential neighborhoods are; the Eddy and McCormick #2 Addition areas east of Russell Street(County Lands), and the Cooks Addition neighborhood north and east of the intersection of Russell and Third Street. Commercial "neighborhoods" are: the West Broadway area; the Broadway/Toole area, the Russell Street corridor and the Third Street area.

The residents of each of these "neighborhoods" will have the opportunity to participate in the planning, prioritization and implementation of redevelopment projects and programs through timely notification which will be only one aspect of MRA's commitment to the neighborhoods. Existing neighborhood groups that are effected by actions within the District will be notified and invited to participate. In areas where established neighborhood organizations do not exist, MRA staff, in conjunction with the Office of Community Development, may be able to help facilitate the development of neighborhood organizations.

MRA will function as a resource for residents, businesses, property owners and people interested in the district. MRA will:

- maintain information on the District; participate with neighborhoods in the identification of problems and opportunities
- act as an intermediary with residents, property owners and other government agencies
- participate with neighborhoods in the formulation of neighborhood plans that address identified problems and opportunities
- most importantly, help implement those plans through redevelopment projects and programs.

This District provides its residents with a unique opportunity to actively shape the future of their neighborhood and the City. MRA is unique in that it is a part of City government that can both plan and help implement physical improvements to both public and private property within the District.

POLICY STATEMENT

The neighborhood planning process should satisfy many purposes. It will provide opportunities for Missoula citizens to enhance their civic consciousness and to develop local leadership. Neighborhood involvement in the planning process will provide local government with better information on which to base its planning efforts and its prioritization of public works projects. It will foster communication and understanding between neighborhoods, government agencies, and elected officials. The environment for growth and development should be more predictable and less contentious. A vital neighborhood planning process will help insure fairness and impartiality in all neighborhoods' access to local government. And neighborhood planning accomplished in the context of the Urban Plan Update will provide a community-wide perspective to the solution of neighborhood issues; both community-wide needs and the livability of a particular neighborhood must be considered when answering questions such as the appropriate locations for multi-family housing and neighborhood commercial developments (1990 Missoula Urban Comprehensive Plan Update, Chapter 10, Page 57).

GOAL

Involve neighborhoods in the active process of shaping the future of their community.

OBJECTIVES

- Facilitate the formation of neighborhood groups within the District.
- Create a process for the development and prioritization of neighborhood projects.

CHAPTER VI - IMPLEMENTATION

INTRODUCTION

The Urban Redevelopment District II (URDII) Plan identifies community attitudes, problems and opportunities and sets a direction for achieving redevelopment of the urban core. After adoption, this document is the official policy guide for public action. These policies can only be transformed into action through an effective implementation program. Contained within this section is the framework for implementation. The implementation of community policies will depend on sound processes of administration, financing and evaluation.

ADMINISTRATION

The Missoula Redevelopment Agency is responsible for the administration of the redevelopment effort outlined in this Plan under the provisions of Title VII, Chapter 15, Section 42-43, M.C.A..

The Missoula Redevelopment Agency may exercise any of the following urban renewal project powers:

- a). to formulate and coordinate a workable program as specified in 7-15-4209 M.C.A.;
- b). to prepare urban renewal plans;
- c). to prepare recommended modifications to an urban renewal project plan;
- d). to undertake and carry out urban renewal projects as required by the local governing body;
- e). to make and execute contracts as specified in 7-15-4251, 7-15-4254, 7-15-4255, and 7-15-4281 M.C.A. with the exception of contracts for the purchase or sale of real or personal property;
- f). to disseminate blight clearance and urban renewal information;
- g). to exercise the powers prescribed by 7-15-4255 M.C.A., except the power to agree to conditions for federal financial assistance and imposed pursuant to federal law relating to salaries and wages which shall be reserved to the local governing body;
- h). to enter any building or property in any urban renewal area in order to make surveys and appraisals in the manner specified in 7-15-4257 M.C.A.;

- i). to improve, clear, or prepare for redevelopment any real or personal property in an urban renewal area;
- j). to insure real or personal property as provided in 7-15-4258 M.C.A.;
- k). to effectuate the plans provided for in 7-15-4254 M.C.A.;
- l). to prepare plans for the relocation of families displaced from an urban renewal area and to coordinate public and private agencies in such relocation;
- m). to prepare plans for carrying out a program of voluntary or compulsory repair and rehabilitation of buildings and improvements;
- n). to conduct appraisals, title searches, surveys, studies, and other preliminary plans and work necessary to prepare for the undertaking of urban renewal projects;
- o). to negotiate for the acquisition of land;
- p). to study the closing, vacating, planning, or replanning of streets, roads, sidewalks, ways or other places and to make recommendations with respect thereto;
- q). to organize, coordinate, and direct the administration of the provisions of this part and part 43 M.C.A.;
- r). to perform such duties as the local governing body may direct so as to make the necessary arrangements for the exercise of the powers and performance of the duties and responsibilities entrusted to the local governing body.

Any powers granted in Title VII, Chapter 15, Section 42-43, M.C.A. that are not included in this section as powers of the Missoula Redevelopment Agency may only be exercised by the local governing body as provided under existing law. The provisions of this Plan or other documents entered into pursuant to this Plan may also be enforced by court litigation instituted by either the Agency or the City. Such remedies may include, but are not limited to, specific performance, damages, reentry, injunctions or any other remedies appropriate to the purposes of this Plan. In addition, any recorded provisions that are expressly for the benefit of owners of property in the Project area may be enforced by such owners.

ANNUAL PROGRAM AND BUDGET

The Agency shall prepare an annual work program and budget that will list the activities and costs of activities for the coming fiscal year, as well as the method of financing those activities. This program and budget may be amended during the course of the fiscal year, in light of funding and program changes. All budgets and revised budgets shall be reviewed and approved by the City.

ANNUAL INDEPENDENT AUDIT

The Agency shall cause to be performed an annual independent audit covering the operations of the Agency in carrying out this Plan.

The first such audit shall be completed within ninety (90) days of the close of the first fiscal year following the adoption of this Plan by the City Council.

All such annual independent audits shall be maintained as a part of the public records of the City of Missoula.

EVALUATION

The Missoula Redevelopment Agency shall provide to the City Council and the public an annual program evaluation as part of the Annual Report. Such evaluation shall review the Urban Renewal District II Plan and the past annual work program.

AMENDMENT

The URD II Plan may be amended in accordance with Montana statute. In addition, changes to the land use element shall be made consistent with Missoula zoning regulations.

The City Council may modify and amend the Plan, including modifications and amendments to designate and approve urban renewal projects to be undertaken pursuant thereto, by enacting an ordinance providing for and setting forth the modification and amendment. No such ordinance shall be adopted until after a public hearing has been conducted thereon and notice of said hearing has been given in the official newspaper once a week for two consecutive weeks preceding the hearing.

If the modification or amendment involves the addition or deletion of land from the District, mailed notice shall be given to all persons owning property to be added or deleted at the time and the manner provided by Section 7-15-4215 (1), M.C.A.. All notices shall provide the information regarding the modification required by Section 7015-4215(1), M.C.A.. Nothing herein shall limit or affect the authority of the Council to undertake and carry out renewal activities on a yearly basis as provided by Section 7-15-4220, M.C.A.¹

¹. Taken from An Ordinance Relating to the Missoula Urban Renewal Plan (The Urban Renewal Plan): Amending the plan to provide a procedure for modifications and amendments thereto., Section 2, Page 1.

PROPERTY ACQUISITION

It is contemplated that the Agency will not be purchasing most of the property in the District area, but will be assisting and encouraging public and private entities to eliminate blight or blighting influences and strengthening the City's economy by developing property in the URD II area consistent with the Plan.

Except as specifically exempted herein, the Agency may acquire, but is not required to acquire, all real property located in the URD II area by gift, devise, exchange, purchase, eminent domain or any other means authorized by law.

For the public interest and in order to eliminate the conditions requiring redevelopment and to execute the Plan, it is necessary for the power of eminent domain to be employed by the City through Agency to acquire real property in the Project area.

The Agency shall not acquire interests in oil, gas or other mineral substances more than five hundred (500) feet from the surface nor the right to extract such substances through any opening or penetration for any purpose connected therewith more than five hundred (500) feet from the surface.

The Agency shall not acquire real property to be retained by an owner pursuant to a participation agreement if the owner fully performs under the agreement. The Agency is authorized to acquire structures without acquiring the land upon which those structures are located. The Agency is also authorized to acquire any other interest in real property less than a fee.

The Agency shall not acquire real property on which an existing building is to be continued on its present site and in its present form and use without the consent of the owner, unless (1) such building requires structural alterations, improvements, modernization or rehabilitation; or (2) the site or lot on which the building is situated requires modification in size, shape or use; or (3) it is necessary to impose upon such property any of the standards, restrictions and controls of the Plan and the owner fails or refuses to participate in the Plan by executing a participation agreement.

ACQUISITION OF PERSONAL PROPERTY

In general, personal property shall not be acquired. However, where necessary in the execution of this Plan, the Agency is authorized to acquire personal property in the URD II area by any lawful means.

ACQUISITION GOVERNED BY FEDERAL, STATE AND LOCAL LAW

Any acquisition of property made under the Plan will be in accordance with appropriate federal, state and local law.

PARTICIPATION BY OWNER AND TENANTS

Opportunities for Owner and Tenant Participation

The Agency may extend preferences to persons who are engaged in business in the URD II area, to reenter in business within the URD II area if they otherwise meet the requirements prescribed by the Plan. The Agency may also extend preference to other owners and tenants in the URD II area if they otherwise meet the requirements prescribed by the Plan. The Agency is authorized to permit business, residential, institutional and semi-public owners and tenants, if they so desire, to purchase and develop or re-develop real property in the URD II area.

The Agency is also authorized to permit persons who are owners of residential, business and other types of real property in the URD II area to be given the opportunity to participate in redevelopment by rehabilitation, by retention of improvements, or by new development, by retaining all or a portion of their properties, by acquiring adjacent or other properties from the Agency, and by purchasing other properties in the URD II area.

In the event an owner-participant fails or refuses to rehabilitate or newly develop his real property pursuant to this and the agreement, the real property or any interest therein may be acquired by the Agency and sold or leased for rehabilitation or development in accordance with this Plan.

If conflicts develop between the desires of participants for particular sites or land uses, the Agency is authorized to establish reasonable priorities and preferences among the owners and tenants and to determine a solution by consideration of such factors as: length of time in the area, accommodation of as many participants as possible, ability to perform and conformity with intent and purpose of this Plan.

In addition to opportunities for participation by individual persons and firms, participation to the extent feasible shall be available for two or more persons, firms or institutions, to join together in partnerships, corporations or other joint entities.

Participation is desired in the redevelopment of the URD II area by as many business and residential owners and tenants as possible. Participation opportunities shall necessarily be subject to and limited by such factors as the expansion of public facilities; elimination and changing of land uses; realignment of streets; the ability of owners to finance acquisition and development in accordance with the Plan; any reduction in the total number of individual parcels in the URD II area; and assembly and development of areas for public and/or private development in accordance with this Plan.

Participation Agreements

Subject to the provisions below (paragraph 3, Determination of Conformance), each person desiring to become a participant shall enter into a binding agreement with the Agency by

which the participant agrees to rehabilitate, develop or use the property in conformance with the Plan and to be subject to the provisions hereof. In such agreements, participants who retain real property shall be required to join in the recordation of such documents as are necessary to make the provisions of this Plan applicable to their properties.

Whether or not a participant enters into a participation agreement with the Agency, the provisions of this Plan are applicable to all public and private property in the URD II area.

Determination of Conformance

The URD II area is large and contains many parcels of real property. As a result there is a need to simplify the availability of participation opportunities. Therefore, as an alternative to requiring a participation agreement for each property not to be purchased or subject to Agency acquisition by eminent domain, the Agency is authorized to make determinations of those properties that conform to the Plan. The Agency shall, in good faith, review the property contained in the Project area and issue Certificates of Conformance to qualifying properties when requested by the Owner of the property as soon as possible consistent with the redevelopment permitted by this Plan and specific designs for development adopted by the Agency pursuant to this Plan.

The Agency is authorized to enter into participation agreements regarding properties not purchased or not to be purchased by eminent domain by the Agency and not included in any Agency Determination of Conformance.

COOPERATION WITH PUBLIC BODIES

Certain public bodies are authorized by state law to aid and cooperate, with or without consideration, in the Planning, undertaking, construction or operation of this Project. The Agency shall seek the aid and cooperation of such public bodies and shall attempt to coordinate this Plan with the activities of such public bodies in order to accomplish the purposes of redevelopment and the highest public good.

The Agency, by law, is authorized to acquire real property owned by public bodies with the consent of such public bodies. The Agency, however, will seek the cooperation of all public bodies that own or intend to acquire property in the URD II area. The Agency shall impose on all public bodies planning and design controls to ensure that present uses and any future development by public bodies will conform to the requirements and objectives of this Plan. Any public body that owns or leases property in the URD II area will be afforded all the privileges of owner and tenant participation if such public body is willing to enter into a participation agreement with the Agency.

RELOCATION OF PERSONS DISPLACED BY URD II

Assistance in Finding Other Locations

The Agency shall assist all persons (including families, business concerns, and others) displaced by Agency acquisition of property in the URD II Area in finding other locations and facilities and shall pay relocation payments in accordance with the City of Missoula Relocation Policy (adopted and reviewed March 11, 1991) unless otherwise required by state or federal law.

DEMOLITION, CLEARANCE, PUBLIC IMPROVEMENTS, BUILDING AND SITE PREPARATION

Demolition and Clearance

The Agency is authorized to demolish and clear buildings, structures and other improvements from any real property in the URD II area as necessary to carry out the purposes of this Plan.

Public Improvements, Public Facilities and Public Utilities

The Agency is authorized to install and construct or cause to be installed and constructed the public improvements, public facilities and public utilities (within or outside the URD II area) as appropriate or necessary to carry out the Plan or of benefit to the URD II. Such improvements, facilities and utilities include, but are not limited to, over or underpasses, bridges, pedestrian walkways, malls streets, curbs, gutters, sidewalks, street lights, sewers, storm drains, traffic signals, electrical distribution systems, natural gas distribution systems, water distribution systems, parks, plazas, playgrounds, telephone systems, motor vehicle parking facilities, landscaped area, civic buildings, bus or pedestrian shelters and transit facilities.

Preparation of Building Sites

The Agency is authorized to prepare or cause to be prepared as building sites any real property in the URD II area owned or acquired by the Agency, or subject to an approved development agreement.

REHABILITATION AND MOVING OF STRUCTURES BY THE AGENCY

Rehabilitation

The Agency is authorized to rehabilitate or to cause to be rehabilitated any building or structure in the URD II area. The Agency is also authorized to advise, encourage and assist in the rehabilitation of property in the URD II Area.

Moving of Structures

As necessary or appropriate in carrying out this Plan, the Agency is authorized to move or to cause to be moved any standard or rehabitable structure or building to a location within or outside the URD II area.

PROPERTY DISPOSITION AND DEVELOPMENT

Real Property Disposition

The Agency may sell, lease or otherwise transfer real property or any interest therein acquired by it in the URD II are pursuant to this Plan for residential, recreational, commercial, industrial or other uses or for public use, and may enter into contracts with respect thereto, or may retain such property or interest only for parks and recreation, education, public transportation, public housing, public safety, health, highways, streets and alleys, administrative buildings or civic centers in accordance with the Plan, subject to such covenants, conditions and restrictions, including covenants running with the land, as it may deem to be necessary or desirable to assist in preventing the development or spread of blighted areas or otherwise to carry out the purposes of the Plan. The purchasers or lessees and their successors and assigns shall be obligated to devote such real property only to the uses specified in the Plan, and may be obligated to, and may be obligated to comply with such other requirements as the Agency may determine to be in the public interest, including the obligation to begin, within a reasonable time, any improvements on such real property required by the Plan. Such real property or interest shall be sold, leased, otherwise transferred or retained at not less than its fair value for uses in accordance with the Plan. In determining the fair value of real property focuses in accordance with the Plan, the Agency shall take into account, and give consideration to, the uses provided in such a Plan; the restrictions upon, and the covenants, conditions and obligations assumed by the purchaser or lessee may provide that such purchaser or lessee shall be without power to sell, lease or otherwise transfer the real property without the prior written consent of the Agency until he has completed the construction of any and all improvements which he has obligated himself to construct thereon. Real property acquired by the Agency which, in accordance with the provisions of the Plan, is to be transferred, shall be transferred as rapidly as feasible, in the public interest, consistent with the carrying out of the provisions of the Plan. The inclusion in any such contract or conveyance to a purchaser or lessee of any such covenants, restrictions or conditions (including the incorporation by reference therein of the provisions of the Plan or any part thereof) shall not prevent the recording of such contract or

conveyance in the land records of the Clerk and Recorder of the County in such manner as to afford actual or constructive notice thereof.

The Agency may dispose of real property in URD II area to private persons only under such reasonable procedures as it shall prescribe or as hereinafter provided. The agency shall, by public notice by publication once each week for three consecutive weeks in a newspaper having a general circulation in the community, prior to the execution of any contract or deed to sell, lease or otherwise transfer real property and prior to the delivery of any instrument of conveyance with respect thereto under the provisions of this section, invite proposals from and make available all pertinent information to, private redevelopers or any person interested in undertaking to redevelop or rehabilitate a part of the URD II area. Such notice shall identify the area, shall state that such further information as is available may be obtained at such office as shall be designated in said notice. The Agency shall consider all redevelopment or rehabilitation proposals and the financial and legal ability of the persons making such proposals to carry them out. The Agency may accept such proposals as it deems to be in the public interest and in furtherance of the purposes of this act. Thereafter, the Agency may execute, in accordance with the provisions of the above section and deliver contracts, deeds, lease and other instruments of transfer.

ACTIONS BY THE CITY

The City shall aid and cooperate with the Agency in carrying out this Plan and shall take all actions necessary to ensure the continued fulfillment of the purposes of this Plan and to prevent the recurrence or spread in the area of conditions causing blight. Action by the City shall include, but not be limited to the following:

1. Institution and completion of proceedings for opening, closing, vacating, widening or changing the grades of streets, alleys and other public rights-of way and for other necessary modifications of the streets, the street layout and other public rights-of-way in the URD II area. Such action by the City shall include the requirement of abandonment and relocation by the public utility companies of their operations in public rights-of-way as appropriate to carry out this Plan.
2. Institution and completion of proceedings necessary for changes and improvements in publicly owned public utilities within or affecting the URD II Area.
3. Revision of zoning within the URD II area to permit the land uses and development authorized by this Plan.
4. Performance of the above, and of all other functions and services relating to public health, safety and physical development normally rendered in accordance with a schedule which will permit the redevelopment of the URD II area to be commenced and carried to completion without unnecessary delays.
5. The undertaking and completing of any other proceedings necessary to carry out the provisions of this Plan.

FINANCING

The Agency is authorized to develop financing programs for the redevelopment projects from the City and State of Montana, property tax increments, Special Improvement Districts (SID), interest income, Agency bonds or any other available sources such as gifts and federal grants.

Tax increment financing will become a major source of funding for redevelopment activities. The implementation of this feature will be in accordance with Title VII, Chapter 15, Part 42, Sections 4282-4292 M.C.A..

The Agency will annually develop a program and budget to be reviewed and adopted by the Council. During this procedure, specific actions will be proposed in detail for community review. This process will allow maximum community input to further the redevelopment interests of the community and to evaluate past actions of the Agency.