

Missoula Federal Building

200 East Broadway

Constructed 1913, 1929, 1937

Listed in the National Register of Historic Places (1979)

@ 120,000 square feet





FEDERAL BUILDING

MISSOULA MONT.

L-74

Federal Building Acquisition Basics

- Binary outcome: City and County acquire or it goes to auction
- Receive at no cost; commit to historic preservation in perpetuity
- Acquisition of the Federal Building recommended in the City's Strategic Plan and in the Downtown Master Plan
- Rehabilitation costs less than or the same as other ways to address urgent space needs and capital renewal efforts
 - Would house the entire County administrative center + City downtown campus except Missoula Police Department
- Recommend joint City-County creation of the Missoula Local Government Building Special District to own and manage the building



MISSOULA FEDERAL OFFICE BUILDING - BUILDING CHRONOLOGY

Post Office/Courthouse - 1913

1913 (light green)

Addition - 1929

1929 (blue)

Annex - 1938

1938 (yellow)

General Condition Description
Missoula Federal Office Building - 2021



MISSOULA, MONTANA

FIX
STS

Board of Review Hearing on Bugle Peak Fire to Continue at Federal Bldg. in Missoula

Cliff Mason to Testify Again Today

bers Ex-
\$8,875,-
nt.

NAMED

and Cowboy

LATE NEWS
LETINS

A spokesman for the Board of Review revealed today that the hearing on the Bugle Peak fire will continue at the Federal

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UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

NATIONAL REGISTER OF HISTORIC PLACES
INVENTORY -- NOMINATION FORM

FOR NPS USE ONLY

RECEIVED OCT 30 1979
DATE ENTERED OCT 30 1979

CONTINUATION SHEET

ITEM NUMBER 8 PAGE 2

The Forest Service has become the principal building tenant and its administrative functions cover support services for the surrounding states in Region 1. Administrative control from this building is extended to a dramatic aspect of the Forest Service -- the Smokejumpers, aerial fire control experts who parachute into areas inaccessible to ground personnel. Need for such a service was highlighted as early as 1910 when a big fire consumed 3,000,000 acres in the Region 1 area.⁷ Sparse population and harsh terrain in vast forested areas of the Northwest justified the Smokejumper service which came under Region 1 jurisdiction officially in 1941.⁸ Since that time, Smokejumpers have earned for Missoula the title, "Aerial Firefighting Capitol of the World."⁹ Drama associated with the Smokejumpers was captured in a 1951 film, "Red Skies of Montana" starring Richard Widmark. Filmed in Missoula, one of the scenes focused on the Federal Building main entrance to await the emergence of Widmark.¹⁰ This colorful event is pridefully recalled by Missoula citizens and has further engrained landmark ascription to the Federal Building by the residents.

The entire tract of land occupied by the Federal Building stemmed from a parcel owned by pioneer Christopher P. Higgins who was granted Patent #1884 from the U.S. Government on June 10, 1873. Subsequently, the land was purchased in the following increments:

1. Recorded 10-16-07 Lots 12-16 Block D-Price: \$19,850 (original building site)
Purchased from: Frank Vogel, Anna Vogel, W.P. Mills, and Elizabeth Mills
2. Recorded 11-19-27 Lot 17 Block D-Price \$7,200 (Annex #1 site)
Purchased from: Agnes A. Lombard
3. Recorded 11-19-27 Lots 18-19 Block D - Price: \$11,000 (Annex #1 site)
Purchased from: O. B. S. Orr and Berrie L. Orr

9-25-35 West 241 1/2 ft. of alley vacated and discontinued by City of Missoula.

Recorded 4-4-36 Lot 5 Block D - Price: \$3,500 (Annex #2 site)
Purchased from: Mattie Peek

Recorded 4-4-36 Lots 6-11 - Price: \$16,000 (Annex #2 site)
Purchased from: Annie M. Briggs

Missoula Federal Building

- Constructed in four main phases between 1911 and 1938
 - Italian Renaissance Revival style
 - US Dept. of the Treasury Architect James Knox Taylor
- Listed in the National Register of Historic Places (1979)
- Three stories above ground, daylit basement
- Approximately 120,000 usable square feet
- Currently hosts US Postal Service
- Largely vacant since USFS Region One moved out 2015

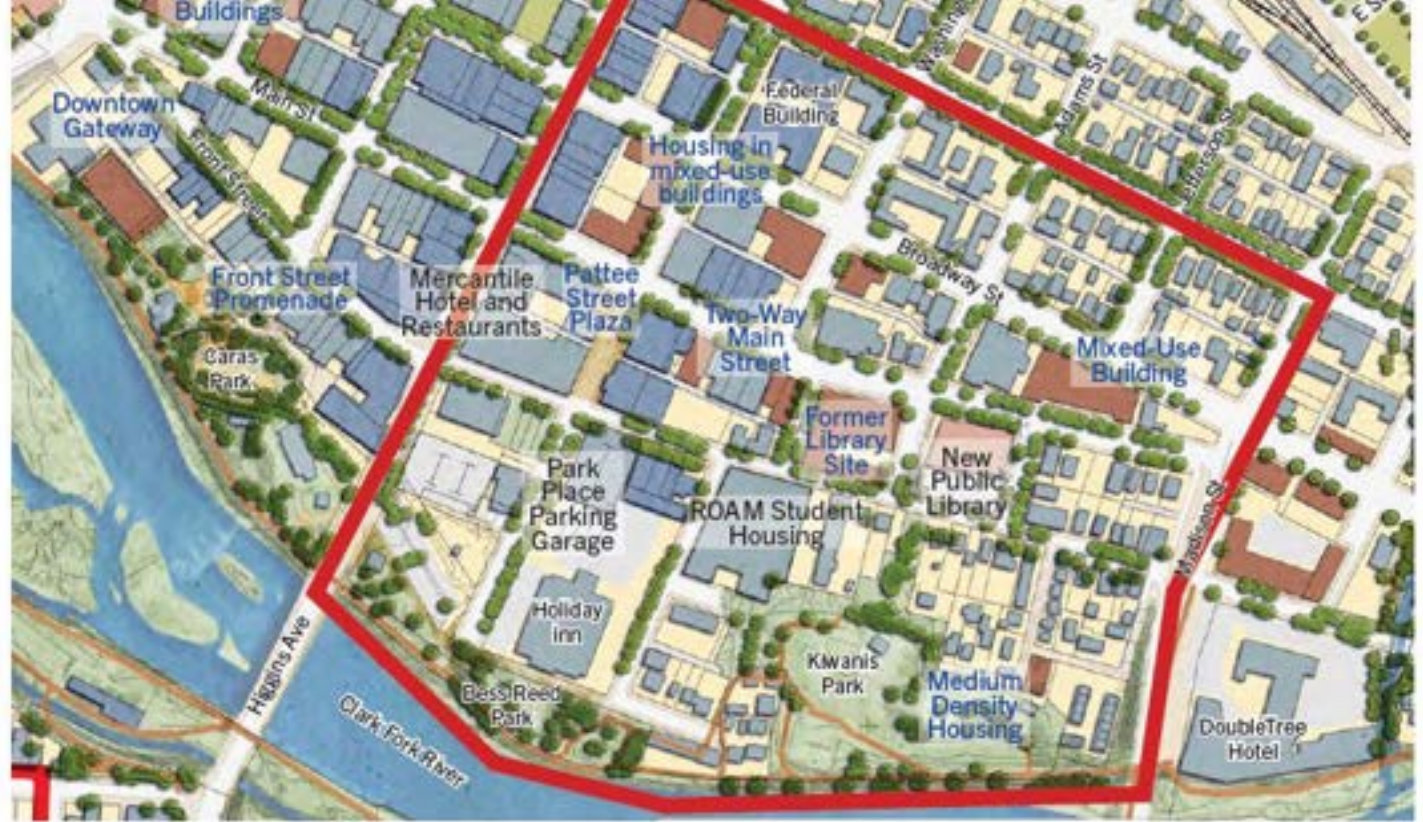
2019 Downtown Master Plan

Strategy 2:

Improvements for the area East of Higgins

Action 2.1:

Continue to pursue the co-location of city-county governance to the Federal Building.



Two-Way Main Street: Main Street is currently one-way, and one way streets are unfortunate for everyone except moving cars at certain peak hours. One-way streets mean that vehicles stop less and move fast, which is dangerous for people on bikes or walking. One-way streets also create confusing experiences for drivers, which leads to more vehicle-miles traveled. Local businesses have seen that two-way streets increase visibility.

Federal Building: The City and County are actively pursuing the purchase or use of the federal building. The intent is to have both City and County offices in close proximity. This site is still close to the transfer center and the Higgins Avenue and can activate the area East of Higgins. If the City offices relocate, it would open up the existing sites for redevelopment, which could help fund the renovation of the Federal Building. The current City Hall building could possibly become an active mobility hub.

- Existing Building
- Historic Building
- Projects Underway
- Open Space
- Proposed Buildings
- Proposed Civic Space

Federal Surplus Property Disposal

- General Services Administration
 - Declared surplus July 7, 2020
 - No other agencies or homeless assistance organizations asserted interested in the building
 - City and County expressed joint interest
- Binary outcome: City and County acquire vs public auction
 - Public auction = simply highest bidder
 - Most likely outcome of sale to a private party is demolition

2020-21 Due Diligence Effort

- City and County complete Interlocal Agreement in July 2020
 - Committed \$100k each to determine whether to acquire the Federal Building
 - Procured local firm A&E Design
- Yielded three major products
 - Facility Condition Assessment – baseline, foundation
 - Conceptual design and cost out with alternatives analysis
 - Use and Preservation Plan

Condition Assessment

CONDITION: Power Distribution Equipment Located Outside of Main Electrical Room – EL.02

Exposed to the public, ADA non-compliant, inadequate space, and age of equipment.

Recommendations

- Provide distributed electrical rooms for transformers that are not accessible to the public.
- Locate panelboards in the distributed electrical rooms wherever possible, otherwise locate lockable panelboards in staff-only spaces and in public spaces only

general structural conditions

Structurally, the totality of the Federal Building is in generally fair to good condition with the primary structural frame, floors, and infill walls exhibiting limited structural concerns and assumed adequacy for gravity loads. However, the unreinforced masonry walls are currently inadequate to resist code required seismic loads under the current IEBC. This is not uncommon in a building of this age, and as rehabilitation and improvements to the building occur, upgrades are possible and recommended.

It should be noted that testing of the brick and stone values would be recommended to determine accurate values for the existing construction to determine how best to address lateral load bearing systems in the building during upgrades. Additionally, the soils conditions and foundation loading is undetermined. A geotechnical investigation of the site is recommended to determine appropriate values for the site soils conditions as using assumed code required values for structural considerations are often very conservative and can lead to signification upgrades that may otherwise not be required.

general mechanical/plumbing/electrical conditions

The heating system, a boiler supplied hot water loop system, appears to be in fair condition, however the piping throughout the building is approaching its service life. The boilers, in good condition for their age, have a non-condensing design that significantly decreases the overall system efficiency. Ducted heat pumps throughout the building are primarily in fair condition, however many of the components such as the single cooling tower, and constant speed pumps are nearing the end of their service life, inefficient in meeting today's standards, and in poor condition.

Cooling system consists of a single air-cooled chiller that provides cooling for both outside air ventilation units. The unit is in fair condition and is nearing the end of its lifespan. This equipment is further supplied by inefficient constant speed pumps that are also nearing the end of their service life, and in poor condition.

The central domestic hot water system is in good condition, however the flue and vent piping does not meet current code. Piping throughout this system is at the end of its service life, and generally in poor condition.

The central outside air ventilation system is in good condition.























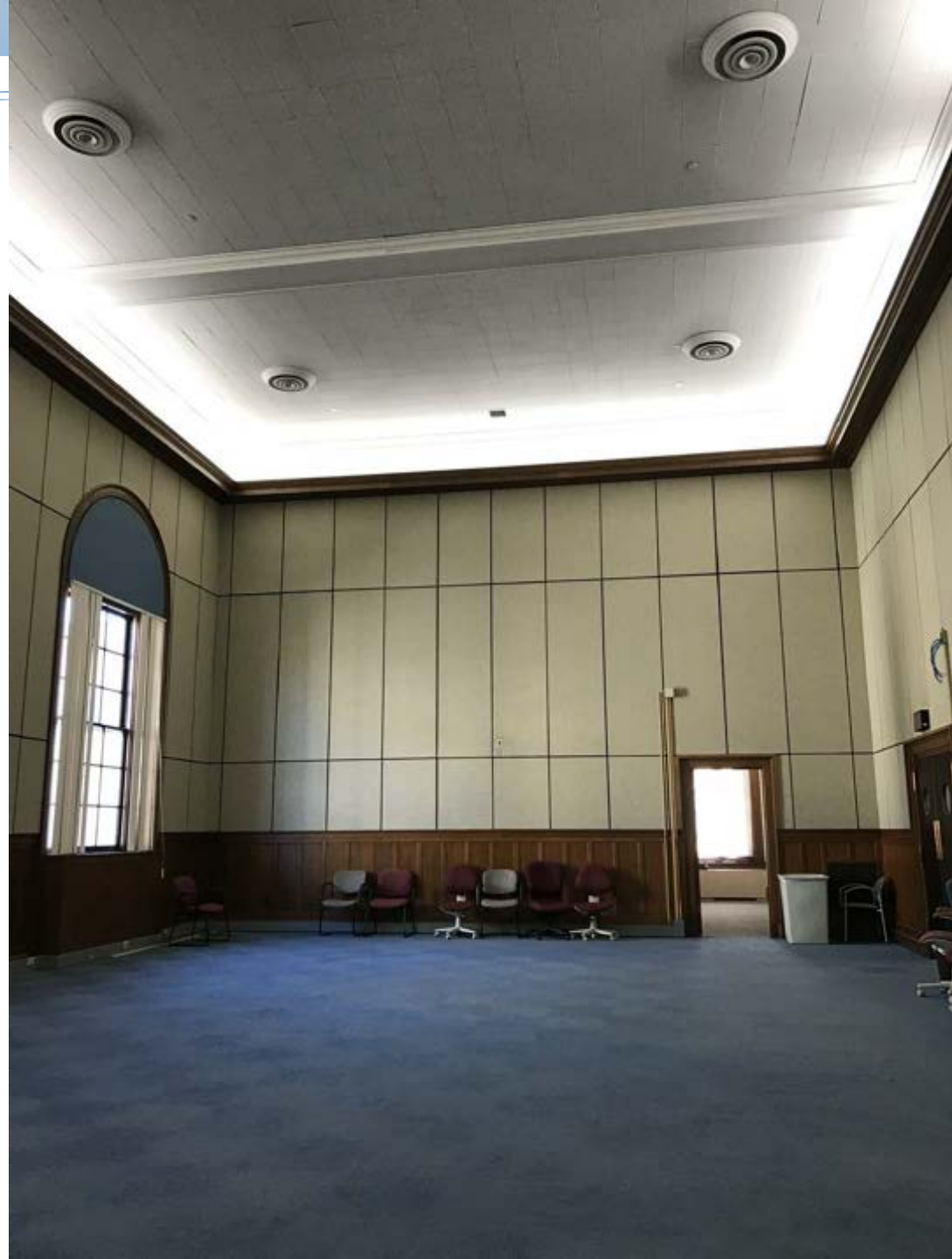












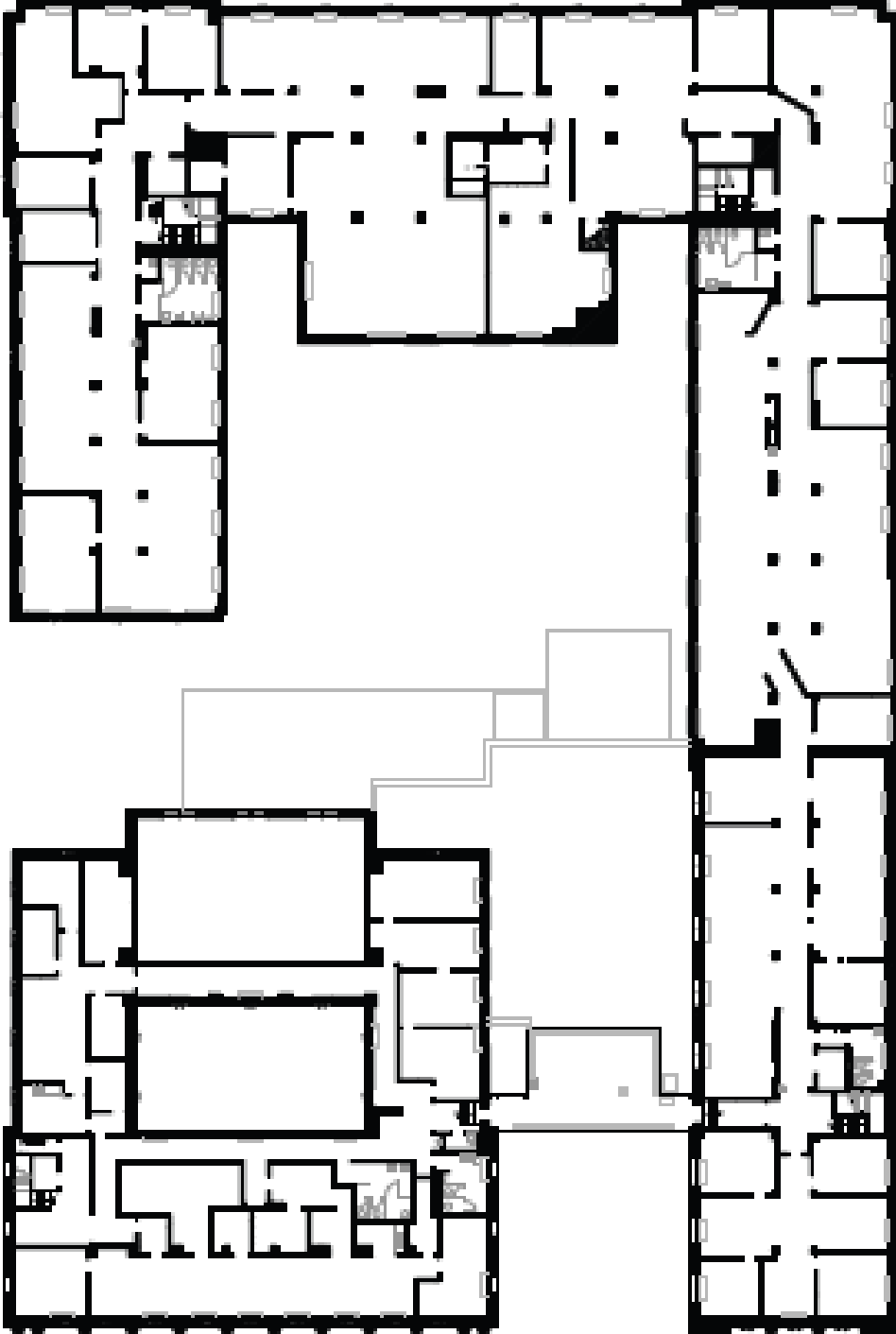


Photo Legend
Confirmed or Assumed ACM Materials
Federal Building, Post Office and Courthouse
Missoula, Montana





Third Floor





Probable Services

- BCC and City Council hearing chamber
- City Attorney's Office
- City Central Services
- City Finance
- City Comm. Planning, Dev't & Innovation
- City Clerk
- City Human Resources
- City Information Technologies
- City Parking Commission
- City Transportation Planning
- Mayor's office
- Missoula Redevelopment Agency
- Municipal Court (x3)
- Board of County Commissioners
- County Auditor
- County Central Services
- County Communications & Projects
- County Community & Planning Services
- County Facilities Management
- County Financial Services
- County Human Resources
- County Risks & Benefits
- County Facilities Management
- County Superintendent of Schools
- County Surveyor
- County Treasurer and Motor Vehicle

Urgent Space Needs

- The City has worked hard to get the most out of City Hall
 - First built in 1969: population 30,000
 - Last expansion in 1989: population 43,000
 - Today: population 75,000
 - 2034: population 84,000
- 2018 Space Needs Assessment of City offices found an immediate need at City Hall for an additional 17,000 square feet (a 50% increase in (usable) size).
- City has already spun off satellite offices, such as the Missoula Parking Commission and MRA, and pays \$180,000+ annually to lease downtown office space.

“Any solution for City Hall will require a major building expansion or relocation of one more departments.”

– MMW (2018 Space Needs Analysis)

Alternative Space Solutions Analysis

1. Expanded leasing + two courtrooms in City Hall
2. Renovate and expand City Hall
3. Construct a new City Hall (and County Administration Building)
4. Rehabilitate the Federal Building with Missoula County

Alternative Space Solutions Analysis

Option	City Cost through 2034	County Cost through 2034
Ad Hoc Leasing	\$20 million	under evaluation
Renovate & Expand City Hall	\$28 million	NA
New City Hall & County Administrative Building	\$31 million	\$31 million
Rehabilitate Missoula Federal Building	\$20 million	\$20 million

Use and Preservation Plan

- Historic Surplus Property Program
 - U & P Plan articulates conceptual redevelopment and use plan
 - Commits us to preserve historic elements in perpetuity
 - NPS is the gatekeeper for historic preservation
 - Not as strict as historic tax credits
 - Restrictions on use and sale
 - A commitment to accept the building if offered
 - GSA/NPS will only convey to a single entity
- Council approved and submitted 2021-06
- NPS approved 2022-06

Master Planning

- Interlocal governing design approved by Council and Board of County Commissioners 2022-02
 - Split costs
 - Project Management Team (day-to-day) of 6
 - Oversight Team (overall control) of 6
- Joint master planning led by A&E Design
 - @ \$300k for each entity

A&E Scope

Final Program Report:

- Building Code Review & Compliance
- ADA Compliance
- Program Summary
- Concept Design Floor Plans – General Layout, Spatial Arrangements, Functional Adjacencies
- Environmental Graphics Options & Autonomy
- Interiors - Suggested Materials & Finishes
- MEP Concept Plans & Narratives
- Sustainability & Energy Use Intensity (EUI) Narrative
- Decarbonizing Opportunities/Carbon Neutrality Narrative
- Site & Landscaping Improvements
- Preservation and Use Plan Impacts
- Secretary of the Interior's Standards (SOI) for Historic Rehabilitation Compliance
- Revised Phased Development / Phased Occupancy / Phasing Impacts & Schedule

Schematic Design:

- Preliminary Site Plan
 - Conceptual Floor Plans – General Layout, Spatial Arrangements, Functional Adjacencies
 - Computer Generated 3D Renderings
 - Interiors Integration
 - Environmental Graphics Integration
 - Building Standards – Product Cut Sheets

The Backbone

- Exterior repair
- Rooftop photovoltaic array, EV charging infrastructure
- Structural upgrades, seismic code compliance
- Main public lobby/reception
- Security system, secure ingress/egress
- ADA access, exterior and interior (incl. elevators)
- Restrooms
- Non-historic finishes removed and replaced
- Complete new data infrastructure including servers, stacked power, electrical, data distribution rooms/closets
- Replace mechanical, plumbing, telecom, electrical systems
- Sprinkler/fire safety
- High-efficiency lighting

Special Districts

- 40 U.S.C. 550(h) requires transfer of ownership to a single government entity.
- Montana Code Annotated Title 7, Chapter 11, Part 10 authorizes two or more local governments to create a single government agency as a Special District.
 - Created according to process identified in MCA 7-11-10.
- Encompasses only the property at 200 East Broadway and owns that property – *cannot assess other Missoula properties.*
- Managed according to Interlocal Agreement between City and County.

Interlocal Agreement Highlights

- MCA-required “Administrative Body” = one appointee of City Council and one appointee of Board of County Commissioners (CAOs by default)
- Annual building budget proposed by Administrative Body, must be approved by Council and Board
- Costs allocated proportional to usage (50-50 default)
- Unilateral withdraw requires substantial notice, withdrawing party receives depreciated value of building investments
- Binding mediation in dispute
- County as fiscal agent

Next Steps

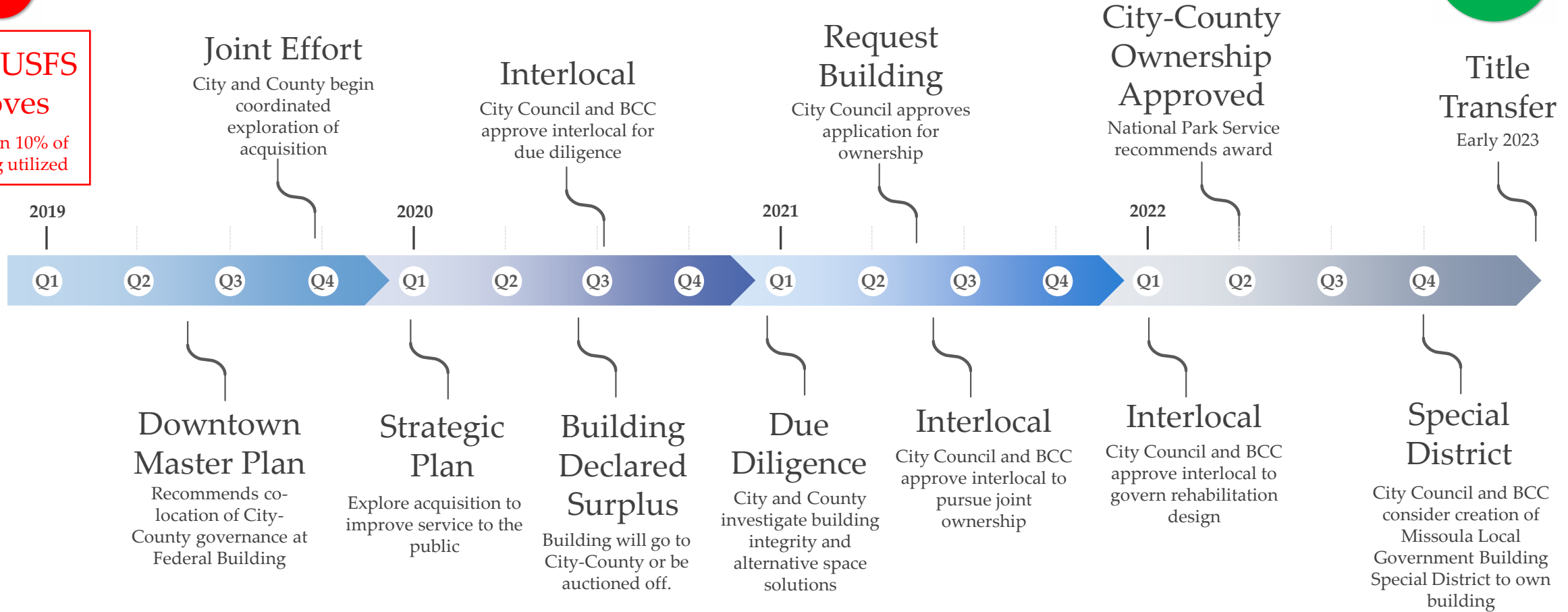
- Finish acquisition – Early 2023
- Prepare to manage building
- Accelerate master planning



Federal Building Acquisition



2015 USFS Moves
Less than 10% of building utilized



Missoula Federal Building

200 East Broadway

Constructed 1913, 1929, 2937

Listed in the National Register of Historic Places (1979)

128,000 square feet

