

STAFF REPORT

Agenda item:	Rezone - 2920 Expo Parkway – Grant Creek Village (2 parcels, 44 acres) from R5.4 Residential, RM1-35 Residential (multi-dwelling), B2-2 Community Business, and C1-4 Neighborhood Commercial to RM1-45 Residential (multi-dwelling).
Report Date(s):	7/24/2020
Case Planner:	Dave DeGrandpre, Planning Supervisor
Public Meetings & Hearings:	Planning Board (PB) hearing: 8/4/2020 City Council (CC) 1st reading and referral: 8/10/2020 Land Use & Planning (LUP) pre-hearing: 8/19/2020 City Council hearing: 8/24/2020
Fee Owner:	KJA Development, LLC PO Box 1951 Missoula, MT 59806
Applicant:	KJA Development, LLC PO Box 1951 Missoula, MT 59806
Representative:	Mike Morgan Hoffmann-Morgan Associates 265 West Front Street Missoula, MT 59802
Location of request:	2920 Expo Parkway west of Grant Creek Road and the Rocky Mountain Elk Foundation headquarters in the Grant Creek Neighborhood Council area and Ward 2.
Legal description:	The north parcel can be legally described as Government Lot 4 and Portion B of COS 4831. The south parcel can be legally described as Amended Tract A of COS 3750 and Portion C of COS 4831 and Portion A of Commerce Center, Phase II, Amended. Both parcels are in Section 5, Township 13 North, Range 19 West within the Missoula city limits.
Legal ad:	The legal ad was published in the <i>Missoulian</i> on July 12 & 19, 2020. The site was posted on July 10, 2020. Adjacent property owners and the physical addresses within 150 feet of the site were notified by first class mail on July 10, 2020.
Zoning:	R5.4 Residential, RM1-35 Residential (multi-dwelling), B2-2 Community Business, and C1-4 Neighborhood Commercial.
Growth Policy:	<i>Our Missoula: City Growth Policy 2035</i> recommends land use designations of Residential High Density - Greater than 24 Dwelling Units Per Acre, and Regional Commercial and Services.

STAFF RECOMMENDATION

APPROVE adoption of an ordinance to rezone property located at 2920 Expo Parkway – Grant Creek Village (2 parcels, 44 acres) from R5.4 Residential, RM1-35 Residential (multi-dwelling), B2-2 Community Business, and C1-4 Neighborhood Commercial to RM1-45 Residential (multi-dwelling) based on the findings of fact in the staff report.

RECOMMENDED MOTIONS

PB p/h:
8/4/20 **APPROVE** the adoption of an ordinance to rezone Government Lot 4 and Portion B of COS 4831, and Amended Tract A of COS 3750, and Portion C of COS 4831, and Portion A of Commerce Center, Phase II, Amended in Section 5, Township 13 North, Range 19 West from R5.4

Residential, RM1-35 Residential (multi-dwelling), B2-2 Community Business, and C1-4 Neighborhood Commercial to RM1-45 Residential (multi-dwelling) based on the findings of fact in the staff report.

**CC first reading:
8/10/20**

[First reading and preliminary adoption] Set a public hearing on August 24, 2020, preliminarily adopt an ordinance rezoning Government Lot 4 and Portion B of COS 4831, and Amended Tract A of COS 3750, and Portion C of COS 4831, and Portion A of Commerce Center, Phase II, Amended in Section 5, Township 13 North, Range 19 West from R5.4 Residential, RM1-35 Residential (multi-dwelling), B2-2 Community Business, and C1-4 Neighborhood Commercial to RM1-45 Residential (multi-dwelling), and refer the ordinance to the Land Use and Planning Committee for presentation on August 19, 2020.

**LUP:
8/19/20**

Discussion only – pre-public hearing.

**CC p/h:
8/24/20
May be continued to
8/31/20**

[Second and final reading] (Adopt/Deny) an ordinance to rezone Government Lot 4 and Portion B of COS 4831, and Amended Tract A of COS 3750, and Portion C of COS 4831, and Portion A of Commerce Center, Phase II, Amended in Section 5, Township 13 North, Range 19 West from R5.4 Residential, RM1-35 Residential (multi-dwelling), B2-2 Community Business, and C1-4 Neighborhood Commercial to RM1-45 Residential (multi-dwelling) based on the findings of fact in the staff report.

I. INTRODUCTION

Development Services has received an application from Mike Morgan of Hoffmann-Morgan Associates representing KJA Development, LLC to rezone 44 acres located at 2920 Expo Parkway from R5.4 Residential, RM1-35 Residential (multi-dwelling), B2-2 Community Business, and C1-4 Neighborhood Commercial to RM1-45 Residential (multi-dwelling). This rezoning would result in a standard zoning district under Title 20 which cannot be conditioned.

Staff has reviewed the applicant's rezoning submittal packet and bases the recommendation of approval on the following findings of fact.

II. Rezoning review criteria

Findings of Fact:

General:

1. The subject property has frontage on Expo Parkway and Stonebridge Road. Expo Parkway and Stonebridge Road are functionally classified as local streets. Both of these streets are accessed from Grant Creek Road, which is classified as a major collector.
2. The subject property is comprised of two parcels, is approximately 44 acres in size, and is vacant.
3. The site was formally used as a gravel pit.
4. The subject property is located within the City's Urban Growth Area, the Wastewater Facilities Service Area, the Air Stagnation Zone, and can be served by City water and sewer. It is also located within an established service area for Missoula hospitals and the City Fire and Police Departments.

Growth Policy:

5. The applicable regional plan is the *Our Missoula: City Growth Policy 2035*, which was adopted in 2015. The property is also part of the Grant Creek Area Plan (1980), which recommends the area as Medium Density Multi-family up to 16 units per acre. However, the City Growth Policy supersedes the Grant Creek Area Plan.
6. Of the 44 total acres, the Growth Policy Future Land Use Map designates approximately 38.4 acres (87%) Residential High Density – Greater Than 24 Units Per Acre and approximately 5.6 acres (13%) Regional Commercial and Services.
7. The Residential High Density designation is for residential building types ranging in density from 24 dwelling units to 43 dwelling units per acre. This designation applies to areas within the core of the community and where city services and infrastructure are readily available. Structures may be a range of dwelling types from small-lot single dwelling to large scale multi-story, multi-dwelling development. Multi-dwelling structures are expected to have a pedestrian relationship and parking screened from view.
8. The City Growth Policy states the following zoning districts are most closely aligned with the Residential High Density designation: RM1-35 Residential (multi-dwelling), RM1-45 Residential (multi-dwelling), RM1.5 Residential (multi-dwelling), and RM0.5 Residential (multi-dwelling). These zoning districts permit residential density up to 43 dwelling units per acre.
9. The Regional Commercial and Services designation provides opportunities for a wide range of commercial, industrial, and residential uses with special or extensive land use needs and impacts. Land uses which involve outdoor storage of merchandise, automobile or regional retail-related, support business or industry, and which support highway travel are cited as appropriate under this designation. The scale is generally large and a mix of uses is encouraged. The City Growth Policy states residential space should not be a primary land use and should only be included as a use in combination with other compatible commercial uses if supportive residential services and spaces are within ¼ mile of the proposed development. Supportive residential services include public park area, grocery, school and transit. The City Growth Policy states when residential development is proposed, it should be located above the first floor of a mixed-use development.
10. The City Growth Policy states the following zoning districts are most closely aligned the Regional and Commercial Services designation: C1-4 Neighborhood Commercial, C2-4 Community Commercial, M1R-2 Limited Industrial and Residential, and OP3 Public Lands and Institutional. Some of the uses allowed within these districts include hospitals, offices, restaurants, gas stations, truck stops, casinos, hotels, warehousing,

and manufacturing. The C1-4, C2-4 and M1R-2 zoning districts also permit residential density up to 43 dwelling units per acre.

11. The applicant is requesting RM1-45 Residential zoning, which permits the same residential density as the three commercial/industrial zoning districts C1-4, C2-4, and M1R-2 recommended for lands with the Regional Commercial and Services land use designation, in alignment with the Residential High Density land use designation. The RM1-45 is primarily a residential zoning district that permits all of the residential building types.
12. The requested zoning of RM1-45 substantially complies with the 2015 Growth Policy Future Land Use Map because approximately 87% of the subject property is designated as Residential High Density – Greater Than 24 Units Per Acre and because RM1-45 is one of the appropriate implementing districts of the Residential High Density map designation. Further, the allowed residential density in the RM1-45 district (up to 43 dwellings per acre) is the same residential density allowed in implementing districts under the Regional Commercial and Services Future Land Use Map designation. These districts (C1-4, C2-4, and M1R-2) permit residential density up to 43 dwelling units per acre in vertical mixed use, single-purpose residential, and mixed-use buildings.
13. The City Growth Policy calls for a focus inward approach to encourage infill development in the urban core and where infrastructure already exists. This approach promotes mixed-use, increased density, and enhanced connectivity while limiting sprawl and promoting efficient use of existing infrastructure.
14. The property is a reclaimed gravel pit with a steep hillside to the west. To the north is a residential subdivision, to the east is the Rocky Mountain Elk Foundation warehouse and headquarters and a residential condominium development, and to the south are auto-oriented hotels, a restaurant, and vacant developable parcels zoned C1-4. The subject property is not located within the urban core but is within the City’s Urban Growth Area, the Wastewater Facilities Service Area, and can be served by City infrastructure (water, sewer and streets).
15. The *Livability* chapter of the Growth Policy contains several objectives that apply to this application:

Growth Policy Statement	How This Proposal Complies or Does Not Comply
Locate areas for new housing, mixed-use developments, multi-dwelling development, and commercial nodes to provide convenient access to commercial and local services.	The zone change would allow new housing with convenient access to commercial and local services in the Reserve Street corridor.
Ensure that in-fill and high-density development are compatible with the surrounding area.	The proposed zoning would allow high-density residential development to be located between and provide a transition from auto-oriented commercial along the I-90 corridor to the south and single-family homes to the north, while bordering smaller scale condominiums and the RMEF to the east.
Require new development to contribute its proportional share of cost to improve local services and infrastructure.	The most common concern expressed to date surrounds traffic congestion. Title 20 Section 20.60.140 allows the City Engineer to require traffic impact studies suitable to assess the impacts of developments on streets and intersections (including pedestrians, bicyclists, and public transit), and require the developer to make improvements to those facilities that are directly attributable to the development. This occurs at the building permit application stage. ¹
The transportation network should accommodate new growth and	The Montana Department of Transportation is currently installing a new southbound through-lane and a southbound

¹ The developer submitted a traffic impact study in March for the first two phases of a multi-dwelling complex that would include 268 apartments. The City’s contract transportation engineer, Parks Department, Development Services, Engineering, and Metropolitan Planning Organization staff have found the TIS to be incomplete and have requested revisions to the TIS to better assess impacts to the City’s transportation system and whether improvements would be made necessary by the development.

<p>redevelopment by providing options and adequate infrastructure to avoid congestion and minimize traffic hazards while complying with Missoula's Complete Streets Resolution.</p>	<p>right turn lane to the I-90 westbound ramp, which should be complete this year. MDT is also making traffic signal upgrades which should reduce wait times. Currently the non-motorized trail system is substandard in the vicinity of the property and transit does not currently serve the area, although Mountain Line has plans to serve this area via Route 15A, contingent upon future funding. As per Title 20, Section 20.40.090.G, multi-dwelling developments must be located within the Missoula Urban Transportation District and the developer is being required to petition into the district as a condition of the pending building permit on the south parcel.</p>
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16. The *Safety and Wellness* chapter of the City Growth Policy encourages healthy lifestyles by promoting a complete active transportation network to increase safety for all transportation systems including vehicular and active transportation. The subject property has reasonable access to the Grant Creek Trail, although the trail is missing a critical functional link between Expo Parkway and Stonebridge Road. A sidewalk segment is also missing along Expo Parkway, but that improvement can be required through the building permit process. The North Reserve/Scott Street Master Plan includes major bike and pedestrian improvements that would link the Grant Creek area to facilities and services including a southerly extension of Grant Creek Trail and a linear greenway corridor south of I-90 linking east to the Scott Street District and Northside Greenway. These facilities are not in place today but are planned, although it is not clear when the improvements will be made.
17. The *Economic Health* chapter of the City Growth Policy includes statements that apply to this application including supporting compact development and mixed-use developments to reduce costly expansion of infrastructure and ensuring an adequate supply of affordable housing to maintain a quality labor pool. The proposed zoning allows for a compact development pattern and a mixture of uses (although it also allows single-purpose residential buildings). The additional housing supply that the RM1-45 would support is likely to be market rate, but could supply a substantial number of new dwellings for the local workforce. The *Economic Health* chapter also encourages a full range of viable transportation choices including transit and multi-modal accessibility. As discussed above, although transit does not currently serve this area and the non-motorized facilities are inadequate to serve high density residential development today, plans are in place to provide transit service and create new non-motorized linkages in the future, although the timing is uncertain.
18. The *Housing* chapter identifies that by 2035, population projections indicate the urban area will grow by 18,500 residents, which presents a need for approximately 9,000 new housing units. This chapter emphasizes creating a range of housing development for the workforce, lower income residents, and seniors. It describes the Focus Inward approach as designating appropriate areas for higher density housing combined with commercial uses near existing infrastructure and services, which has the added benefit of decreasing household expenses like transportation and limits impacts on open space and agricultural resources. The vast majority of this property is designated for residential high-density development on the Growth Policy Future Land Use Map, with a portion designated Regional Commercial and Services. This chapter also states that designation of multi-dwelling development is appropriate in areas primarily established for commercial development to create important relationships between places where people live and work with the appropriate services and amenities. Modifying the zoning on this property to allow for increased housing supply in relatively close proximity to a range of services would help to support adopted housing goals.
19. The *Environmental Quality* chapter of the City Growth Policy includes several policy statements that apply to this application including the following:

Growth Policy Statement	How This Proposal Complies or Does Not Comply
<p>Reduce reliance on single-occupancy vehicles and continue support for the expansion of</p>	<p>Given the lack of transit, current substandard cycling/walking systems, and lack of commercial services in the immediate vicinity, this zone change would not reduce reliance on single-occupancy vehicles in the short</p>

public transportation and cycling/walking systems. Expand and improve the public transit system, including bus stop infrastructure that makes the system more efficient.	term. However, future transit service and planned ped/bike improvements can ameliorate this condition to a degree. Further, the developer may be required to provide bus stop infrastructure when needed as per Title 20 Section 20.60.140 and is being required to petition into the MUTD.
Discourage encroachment into the Wildland-Urban Interface (WUI).	The subject property is a reclaimed gravel pit that abuts wildland fuels (hillside to the west), but does not expand or encroach into the WUI. However, development of the property for any purpose (residential or otherwise), adds to the potential of wildland fire.
Explore policies and incentives to discourage sprawl and leap frog development.	This property is surrounded on three sides by urban development. It is a previously used gravel mine as opposed to open farmland or forestland so does not equate with sprawl or leap frog development.
Ensure that bike/pedestrian trail system access is within close proximity of every residence.	Bike/pedestrian trail system access is available but inadequate today, although plans are in place to improve it in the coming years.
Protect and enhance Missoula's surface and ground water quality and quantity.	Based on comments from City storm water utility staff, plans are being made to ensure storm water from future development is infiltrated onsite so as not to impact Grant Creek.

20. Based on the analysis provided above, this proposal substantially complies with the City Growth Policy.

Zoning

Adjacent Zoning and Land Uses

21. The two parcels are currently split-zoned. The north parcel contains area zoned R5.4 Residential, RM1-35 Residential (multi-dwelling), and C1-4 Neighborhood Commercial. The south parcel contains areas zoned RM1-35 Residential (multi-dwelling), B2-2 Community Business, and C1-4 Neighborhood Commercial.
22. Title 20 Section 20.01.100.E – Split-Zoned Parcels states that for existing and proposed uses and structures, the more restrictive provisions of the applicable zoning districts apply to the entire parcel (except when one base zoning district applies to at least 75% of the total parcel area and the remainder of the parcel is less than 5,000 square feet in area, which is not the case on either parcel here). The more restrictive and therefore applicable current zoning for the north parcel is R5.4 and the south parcel is RM1-35.
23. The minimum parcel area and parcel area per unit in the R5.4 zoning district is 5,400 square feet. The R5.4 zoning district permits detached houses. The setbacks are: 20-foot front and rear setback, 10-foot street-side setback, and 7.5 feet or at least 33% of the height of the building (whichever is greater) on any interior side yard setback. The maximum building height permitted in this district is 30 feet, or up to 35 feet with a roof pitch steeper than 8 in 12.
24. The minimum parcel area in the RM1-35 zoning district is 3,000 square feet, and the parcel area per unit is 1,000 square feet. The RM1-35 zoning district permits detached houses, lot line houses, townhouses, two-unit houses, multi-dwelling houses/buildings, and mixed-use residential building types. The setbacks are: 20-foot front and rear setback, 10-foot street-side setback, and 5 feet on any interior side yard setback. The maximum building height permitted in this district is 35 feet.
25. The applicant is proposing to rezone both parcels to RM1-45 zoning district which requires 3,000 square feet, and the parcel area per unit is 1,000 square feet. The RM1-45 zoning district permits all residential building

types. The setbacks are: 20-foot front and rear setback, 10-foot street-side setback, and 5 feet on any interior side yard setback. The maximum building height permitted in this district is 45 feet.

26. The applicant states in the submittal packet that the intended use for the property is to facilitate the development of high density residential.
27. Any new development on the subject property will be required to meet all applicable portions of Title 12 & Title 20, as required by the Missoula Municipal Code.

Surrounding Land Uses	Surrounding Zoning
North: Open Space and Single Dwelling Residential	Prospect PUD
South: Hotels, Restaurants, and Vacant	C1-4 Neighborhood Commercial
East: Warehouse, Cultural Facility, and Multi-Dwelling Residential	Rocky Mountain Elk Foundation Special District / RM1-35 Residential (multi-dwelling) / B2-2 Community Business
West: Vacant	Unzoned

Transportation

28. As stated previously, a new through-lane and right turn lane onto I-90 westbound are currently under construction. Signal timing upgrades are currently being made as well. The applicant submitted a traffic impact study that has been vetted by City and MPO staff and the City’s traffic engineering consultant. City staff has requested revisions to the TIS to assess potential impacts to the transportation network and whether future upgrades will be required to be made by the developer. This is a process that takes place under Title 20 at the time of building permit review. It is separate from but related to the proposed zoning change.
29. There are no sidewalks on Expo Parkway abutting the property and a small segment of sidewalk on the north side of the Stonebridge Road. The sidewalk network in this area is intermittent.
30. The subject property is not currently within the Missoula Urban Transportation District, although the developer is required to petition the property into the district as per Title 20, Section 20.40.090.G. There are no transit lines currently adjacent to the parcels. Mountain Line’s Route 11 is available about a mile south at Expressway and Reserve Street. Mountain Line’s 2043 Long-Term Network plans to serve this area via Route 15A, which will provide 30-minute transit service to North Reserve and Grant Creek, but the implementation of this route is contingent on future funding.
31. Pedestrian access would be provided via a new sidewalk that will be installed with future development along Expo Parkway. The site is also adjacent to the Grant Creek Trail one block east of the site. The trail has current limitations described above, but plans are in place to expand the Grant Creek Trail southward and to link North Reserve to the Scott Street area in the future.

Conclusions of Law:

1. Whether the zoning is made in accordance with a growth policy;

- a. The rezoning is made in accordance with the Growth Policy Future Land Use Map because approximately 87% of the subject property is designated as Residential High Density – Greater Than 24 Units Per Acre and because RM1-45 is one of the appropriate implementing districts of the Residential High Density map designation. Further, the allowed residential density in the RM1-45 district is the same residential density allowed in the implementing districts under the Regional Commercial and Services Future Land Use Map designation. These districts (C1-4, C2-4, and M1R-2) also permit residential density up to 43 dwelling units per acre in similar building types.
- b. The rezoning complies with many of the policy statements, goals, and objectives of the growth policy. It does not comply with all applicable statements, goals, and objectives, but on balance complies to a large degree.

2a. Whether the zoning is designed to facilitate the adequate provision of transportation, water, sewerage, schools, parks, and other public requirements;

2b. Whether the zoning considers the effect on motorized and non-motorized transportation systems;

- a. The rezoning is designed to facilitate the adequate provision of public services including transportation, water, sewer, schools, parks, and other public requirements. The property is accessed by Expo Parkway and Stonebridge Drive, classified as local streets. Grant Creek Road is classified as a Major Collector. The Montana Department of Transportation is currently making improvements to the Grant Creek Road / I-90 intersection and traffic signals that will increase capacity and efficiency. Under Title 20, the City Engineer can require adequate traffic impact studies that assess impacts of development and recommend improvements to the transportation system (motorized, non-motorized, and transit) made necessary by the development and require improvements when warranted. The property will be required to petition into the MUTD at the time of building permit review.
- b. The property is within the City's Urban Growth Area and Wastewater Facilities Service Area and can be served by City water and sewer. A request for comment was sent to the Superintendent of Public Schools but no response has been received. The property has reasonable access to the Grant Creek Trail and a trail network is planned in the nearby Bluebird area of the North Hills complex. Park access is substandard in the area, but Title 20 Section 20.65.050.C requires at least 20% of the parcel to be activity area in multi-dwelling complexes to provide for the residents, if that type of development were to occur.
- c. The non-motorized transportation system is not currently adequate to serve high density residential development, with limited access along the Reserve Street corridor. However, the North Reserve / Scott Street Master Plan identifies planned improvements to expand the Grant Creek Trail southward and to build trail connections linking the Grant Creek area to the Scott Street area and further east toward the City Center. Under Title 20, the City Engineer can require the developer to install non-motorized facilities to support the development.

3. Whether the zoning considers the promotion of compatible urban growth;

- a. The Growth Policy Future Land Use Map is adopted public policy that provides a guide to compatible urban growth. The map designation for 87% of the property is High Density Residential – Greater Than 24 Units Per Acre. The RM1-45 district provides for high density residential development in accordance with the Future Land Use Map. Additionally, the implementing commercial zoning districts applicable to the Regional Commercial and Services land use designation provide for a residential density that also accords with the density provided in the RM1-45 district.
- b. Under Title 20 Section 20.01.100.E – Split-Zoned Parcels, the current applicable zoning on the majority of the property is R5.4, a residential district which does not provide for high density residential development as called for in the growth policy. Therefore, the proposed zoning is more in accordance with the Growth Policy, and thereby promotes compatible urban growth, more than the current zoning.
- c. The rezoning promotes compatible urban growth because it provides a transition between highway oriented commercial development along the I-90 corridor and single-dwelling residential development to the north. Additionally, Title 20 requires landscaping along property boundaries designed to provide a visual and auditory buffer.

4a. Whether the zoning is designed to promote public health, public safety, and the general welfare;

4b. Whether the zoning is designed to secure safety from fire and other dangers;

4c. Whether the zoning considers the reasonable provision of adequate light and air;

4d. Whether the zoning conserves the value of buildings and encourages the most appropriate use of land throughout the jurisdictional area;

- a. The rezoning will promote public health, public safety, and the general welfare by retaining residential uses in an area with access to sewer, water, emergency services, streets, and other urban services.

- b. Emergency services are available to the site. Law enforcement personnel and procedures are available to address potential problems of noise, property damage, or personal injury with no unusual impacts anticipated. Fire protection is also available to the site. Specific fire protection requirements of the International Fire Code are addressed at the building permit stage.
- c. This rezoning should not adversely impact the provision of adequate light and air as all future development is required meet building code standards and zoning code height limitations, setbacks, and activity area requirements.
- d. No buildings are currently on the property. There is no evidence to indicate the zone change would negatively impact the value of surrounding buildings. The Growth Policy Future Land Use Map provides guidance on the most appropriate use of the land which in this case is Residential High Density – Greater Than 24 Units Per Acre. This rezoning encourages the most appropriate use of the land because it would apply an appropriate implementing zoning for the Growth Policy designations as described in this report.

5. Whether the zoning considers the character of the district and its peculiar suitability for particular uses;

- a. The rezoning to RM1-45 is suitable for the subject property and gives reasonable consideration to the character of the district and its peculiar suitability for particular uses because it provides for compatible urban development in accordance with the Growth Policy, is supported by urban water, sewer, public safety, and other services, is in close proximity to a variety of commercial services, employment and recreational opportunities, is supported by adequate or planned to be upgraded transportation facilities, and provides a transition from highway commercial to single-dwelling residential development.

III. AGENCY COMMENT

Missoula Valley Water Quality District, City-County Health Department:

The developer should work with the City's storm water utility early in the process to ensure a design that is protective of Grant Creek, which is an impaired water body partially due to storm water runoff. Sediment, temperature and nutrients (phosphorus and nitrogen) are the typical culprits with storm water from high density residential development. We urge the applicant to consider solutions that mitigate these pollutants that do not involve runoff being directed to surface water.
Travis Ross

Public Works:

The traffic impact study appears to significantly underestimate the number of trips that the rezoning would allow. The TIS appears to evaluate the first two phases (268 units) but does not evaluate the full buildout (950 units). This does not allow full consideration of the public health and safety impacts of the rezoning request.
Jeremy Keene

Engineering:

The City's traffic engineering consultant reviewed the March, 2020 traffic impact study and provided several comments, which have been forwarded to the author along with a request to revise the study. The marked-up TIS is available upon request.

Health Department - Air Quality Division:

The Air Program has no comments for the rezoning request for Grant Creek Village / 2920 Expo Parkway.
Ben Schmidt

Metropolitan Planning Organization: Comments on Traffic Impact Study

Engineering's comments and observations are all well worth emphasizing, especially in regards to the lack of inclusion of 2019 data. This is important, not just because the numbers are higher, but because the volumes were actually counted in 2019, whereas the previous years were all estimates.

It is unclear why the TIS only deals with Phases I and II, but sometimes mentions the full buildout. Applicant must provide all the information about the full buildout in order for staff to provide input on potential mitigations.

Peak-Hour Trip Distribution does not quite make logical sense, considering land uses in each direction. It is hard to imagine even 5% of trips heading north on Grant Creek Road. Twenty percent heading west is a stretch too. What is the rationale behind those numbers and distributions?

The tables showing LOS and delay time should also include queue lengths, as those have the potential to impact other streets and driveways.

General aside: We in transportation think there needs to be a conversation about how this rezone fits into our broader Growth Policy and Long Range Transportation goals. Without access to transit and non-motorized facilities, and with no significant destinations nearby, high density development will create traffic impacts but none of the benefits of density. It will not enhance walkability. It may not lead towards our mode split goals, at least in the near term due to said lack of transportation facilities. Ultimately, we need to think about timing and orderly development otherwise we will get all of the impacts but none of the benefits.

Aaron Wilson

Missoula County – Emergency Management:

No Comment.

Adriane Beck

Missoula Urban Transportation District:

March 16, 2020: MUTD would like to request that this property be required to petition into the MUTD taxing district. The increase in allowed units increases the demand for transit in this area. Currently, the property is within our planning area but does not contribute to our taxing district. Inclusion in the taxing district does not guarantee future transit service, but is a necessary precondition to the provision of future service.

Vince Caristo

July 6, 2020: The proposed Grant Creek Villages development would add up to 1,212 residential units in an area that is not currently served by public transit. Mountain Line's 2043 Long-Term Network plans to serve this area via the Route 15A, which will provide 30-minute transit service to North Reserve and Grant Creek, but the implementation of this route is contingent on future Mountain Line funding.

Dan Stone

City Parks & Recreation:

Commuter Trails: (active transportation goals per LRTP) – The property has reasonable access to the Grant Creek Trails. However, the Grant Creek Trail is missing a critical functional link between Expo Parkway and Stonebridge Road. An existing 4-foot wide pedestrian access associated with the Cottonwood Condo property is badly damaged and is not a functional substitute for a standard minimum paved trail 8-feet in width or wider.

Open Space: The property is within a ½ mile of two public conservation lands properties – Charlotte Marbut Nature Preserve and the Bluebird properties. The Marbut Nature Preserve does not permit public recreational access or a loop trail. The Bluebird is anticipated to include trails. Both are managed for habitat values to sustain wildlife.

Parkland Level of Service: (Per Comprehensive Parks and Recreation Plan adopted 2004) The nearest public neighborhood park is over one mile away (Pleasant View and Redfern Parks, respectively). As such, the park and recreational needs due to new residential development (at any density) will not be adequately served by existing public parks.

In addition to the above, I also reviewed the traffic impact study. I did not see any reference to multi-modal connections to existing or proposed infrastructure that may alleviate some of the increased vehicular trips.

Neil Miner

Office Of Housing & Community Development:

The Office of Housing and Community Development is in support of the requested rezone from R5.4 Residential, RM1-35 Residential (multi-dwelling), B2-2 Community Business, and C1-4 Neighborhood Commercial to RM1-45 Residential (multi-dwelling). As outlined in the City of Missoula's adopted housing policy, our community has a significant shortage of rental homes. Approving the requested rezone provides a significant and tangible benefit to our community by allowing the maximum housing units in the proposed development.

Eran Fowler Pehan

City Attorney:

Agency comment has not been received.

Missoula Redevelopment Agency:

Agency comment has not been received.

City Police:

No adverse impact to the Police Department until it fills with the 1200 homes and then it may provide a call increase and may need to be addressed by the police.

Chris Odlin

City Fire:

The Missoula Fire Department will comment on the proposed rezoning request as they apply to the International Fire Code. Construction and design provisions of the IFC which apply to this rezoning request include, but are not limited to, fire apparatus access roads, water supply for fire protection, and multiple-family residential developments having more

than 200 dwelling units. The IFC provisions will be addressed during fire review of submitted plans and do not appear to affect this request.

Adam Sebastian

Montana Department of Transportation:

June 29, 2020: MDT does not have any comments with the proposed rezoning request. Access to the area is beyond MDT maintained routes; as such no MDT permits will be necessary for the proposed residential project. Regarding the TIS and recommendations, there is a current project to add an additional southbound through lane and a southbound right turn lane to the I-90 westbound ramp. That project is tied with the Reserve Street PCCP rehab project and is currently in construction. Work could be completed as early as this year, next year at the latest. Also incorporated in that project is signal upgrades at the I-90 Grant Creek/Reserve signals. This will allow for additional timing updates that we cannot accomplish with current hardware.

July 1, 2020: The nearby MDT transportation facilities will safely accommodate traffic. It is the Level of Service (LOS) that will diminish as the facilities see increased traffic nearing capacity. The interstate ramps are all multi-lane near the intersections with Reserve and Grant Creek; and Reserve Street is a 5 lane facility. The Grant Creek/Reserve Street project I previously referred to will greatly improve the southbound traffic from Grant Creek, and I am hopeful timing updates to the signal will also be of benefit. I encourage the city and/or county to determine impacts, and mitigation if required, to the point of access to Grant Creek Road for the proposed zoning change and subsequent subdivision, as well as Grant Creek Road itself. Grant Creek transitions to a single lane northbound and southbound north of the interstate.

Glen Cameron

City Storm Water Division:

Regarding rezoning, Storm Water does not have any comments. The design team working with the developer met with the Utilities several weeks ago. I was happy that they were proactive in seeking our input. They have preliminarily addressed Storm Water's concerns in their design, they will be using an infiltration gallery and won't be discharging directly to Grant Creek. They are also considering curb cuts into swales for pretreatment. Their storm water system will require a Maintenance Agreement, acknowledging that they are responsible for maintaining this system. The City has a template for them to use. A drainage report will still need to be submitted and reviewed, prior to project approval. One question remains: what is the status of the ditch entering and bordering the project area? We learned that the ditch leaks and creates ponding on the site. They will need to address the contribution of the ditch to drainage issues on this site. This should also be included in the drainage report for the project.

Tracy Campbell

City Wastewater Division:

Agency comment has not been received.

City Water Division

Agency comment has not been received.

Neighborhood Council (NC):

Agency comment has not been received.

Other Agency Comment:

We can provide service to this location. Chad Bauer, Republic Services
CenturyLink has no comment on the rezoning. John Olson, CenturyLink

V. EXHIBITS:

Please see application materials.