

# **Missoula County**

## **Grant Creek Crossing Targeted Economic Development District (TEDD) Comprehensive Development Plan**

**Adopted by the Missoula Board of County Commissioners  
2024**



## **Acknowledgments**

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# Chapter 1. Introduction and Overview

## Introduction

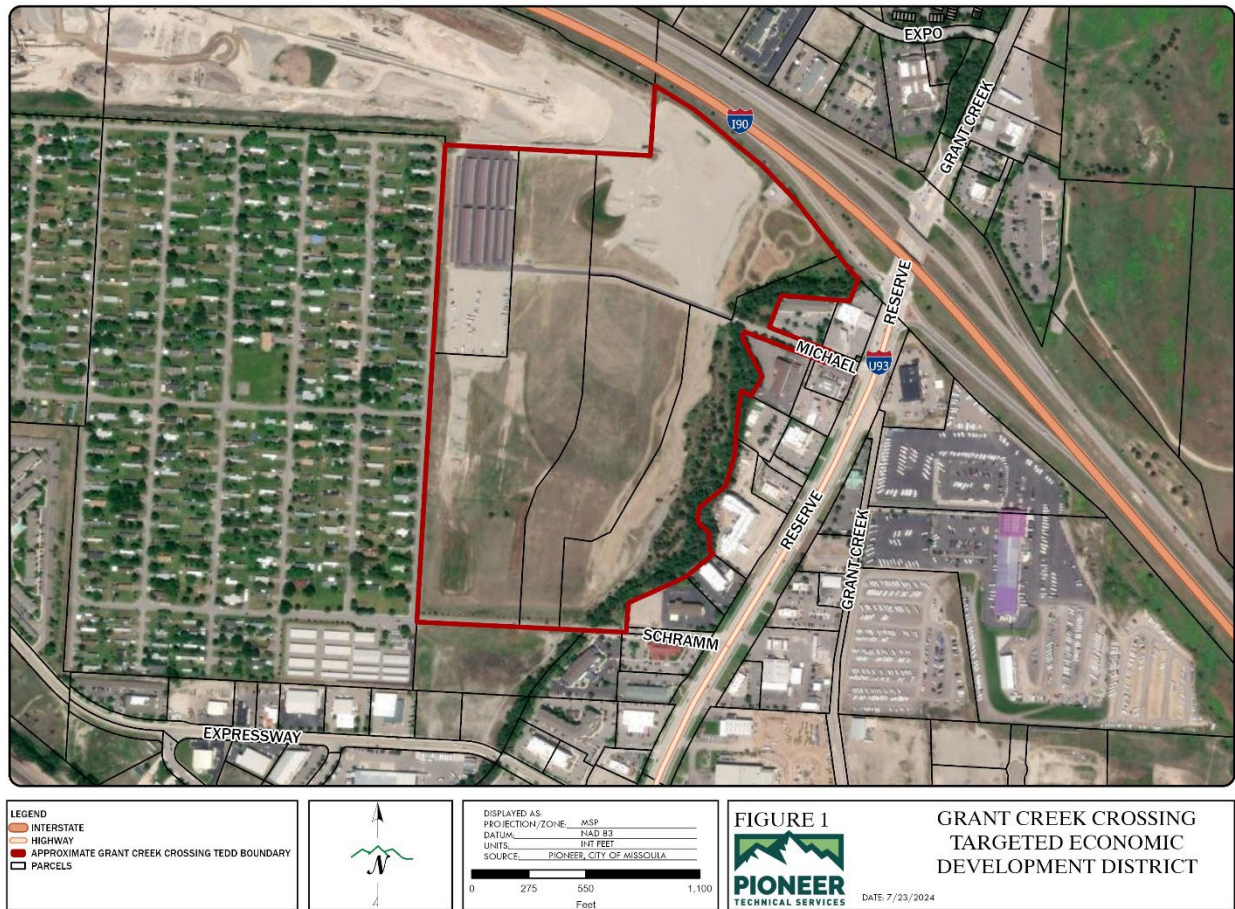
Missoula County, Montana, is interested in fostering the retention, expansion, and development of value-adding industries within its jurisdiction. This effort is part of Missoula County's overall mission to promote economic development, improve area employment opportunities, and expand the community's tax base. Further, the County recognizes the important role that public infrastructure plays in generating economic growth and prosperity for its residents. This is reflected in the Missoula County mission to *"Provide quality public service to protect and enhance the well-being of the people, communities and environment of Missoula County"* ([Missoula County, 2023a](#)). The Economic Development Goal of the mission is to *"engage with partners to retain and attract good paying jobs and encourage a diverse economy in Missoula County"* (Missoula County, 2023a).

This is supported by Missoula County's Growth Policy (referred to herein as Growth Policy), in the following goal statements ([Missoula County, 2019a](#)):

- *Goal #5 – Promote economic development that creates opportunities throughout Missoula County including people living and working in rural communities and across wage levels.*
- *Goal #6 – Embrace emerging economic trends and new technologies that will prepare Missoula County for the economy that will exist in 20 years.*
- *Goal #7 – Sustain and promote the land- and resource-based industries of agriculture, timber, restoration, and recreation that are part of the local economy and heritage.*
- *Goal #8 – Proactively plan and provide for the logical growth of communities while protecting rural character and sustaining county resources by guiding development to areas most suited for it.*
- *Goal #9 – As part of planning, support the provision of infrastructure and services to and within rural communities.*
- *Goal #10 – Provide opportunities for a wide range of housing choices, especially for those who are homeless or experiencing high costs for housing relative to income.*
- *Goal #12 – Promote healthy active communities.* (Missoula County, 2019a).

To this end, on May 23, 2024, Missoula County launched an effort to create a new Targeted Economic Development District (TEDD) in the area generally located south and west of the intersection of Interstate 90 (I-90) and Reserve Street, immediately west of the City of Missoula, Montana. To the west of the site is Westview Village, a mobile home development. To the north is the Knife River gravel processing operation and I-90. To the east are the accommodation and eating establishments that are located along the west side of Reserve Street. The area is referred to as the Grant Creek Crossing. The Grant Creek Crossing area can readily support the development and retention of value-adding economic development if infrastructure deficiencies within the area are addressed. This area is especially well situated to attract value-adding industries and technology, considering the available land, its proximity to I-90 and U.S. Highway 93, the designated land use identified in the Growth Policy, and current zoning regulations. The Grant Creek Crossing area is shown on Figure 1.

Figure 1. Grant Creek Crossing TEDD Site Map



The 2013 TEDD Act authorizes TEDDs per Montana Code Annotated (MCA) §7-15- 4279, which allows for the use of Tax Increment Financing (TIF) within a TEDD. As part of its overall strategy to provide much needed infrastructure to support the value-adding industry, Missoula County intends to use TIF for qualifying activities within the Grant Creek Crossing TEDD.

### The Purpose of the Comprehensive Development Plan

The MCA §7-15- 4279 Targeted Economic Development Act of 2013 establishes certain requirements for a local government to create a TEDD. Section MCA §7-15-4279 states that a TEDD “*must, prior to its creation, have in place a comprehensive development plan adopted by the local government that ensures that the district can host a diversified tenant base of multiple independent tenants; and may not be designed to serve the needs of a single district tenant or group of non-independent tenants.*” Therefore, the Comprehensive Development Plan (herein referenced as the Plan) is designed to assure that activities undertaken in the TEDD to address infrastructure deficiencies do not benefit a single enterprise.

This Plan sets forth a series of goals and strategies that Missoula County can undertake to rectify the

infrastructure deficiencies in support of value-adding economic development. The goals are 1) promote economic development in support of value-adding industry, 2) invest in the efficient delivery of public infrastructure, 3) support development of attainable workforce housing, and 4) enhance public safety services. It also links the effort to create a TEDD to the County's overall vision for itself as defined in the Growth Policy (Missoula County, 2019a), the key land use document, and other associated documents such as plans and studies.

The 2014 Industrial Lands Inventory identified the Grant Creek Crossing as an area for potential industrial uses. ([Missoula County, 2014](#)). While 10 years have passed since the 2014 Industrial Lands Inventory, the conclusions of the inventory analysis remain the same: the area has potential for industrial and commercial development. Since the 2014 Inventory, the Growth Policy (Missoula County, 2019a) has been developed and adopted, most recently in 2019. As explained further in Chapter 4, the Growth Policy and current zoning reinforce these conclusions. Peripheral to the areas of the Grant Creek Crossing identified for value-added enterprises such as industrial and commercial development, there are areas designated for residential development, which could allow Missoula County to invest in attainable workforce housing. Workforce housing is defined as infrastructure per MCA §7-15-4283, as recognized by the State of Montana Community Reinvestment Plan Act, *"attainable workforce housing is critical to the well-being of individuals, communities, businesses, and organizations of all sizes, and the economy at large"* (State of Montana, 2023).

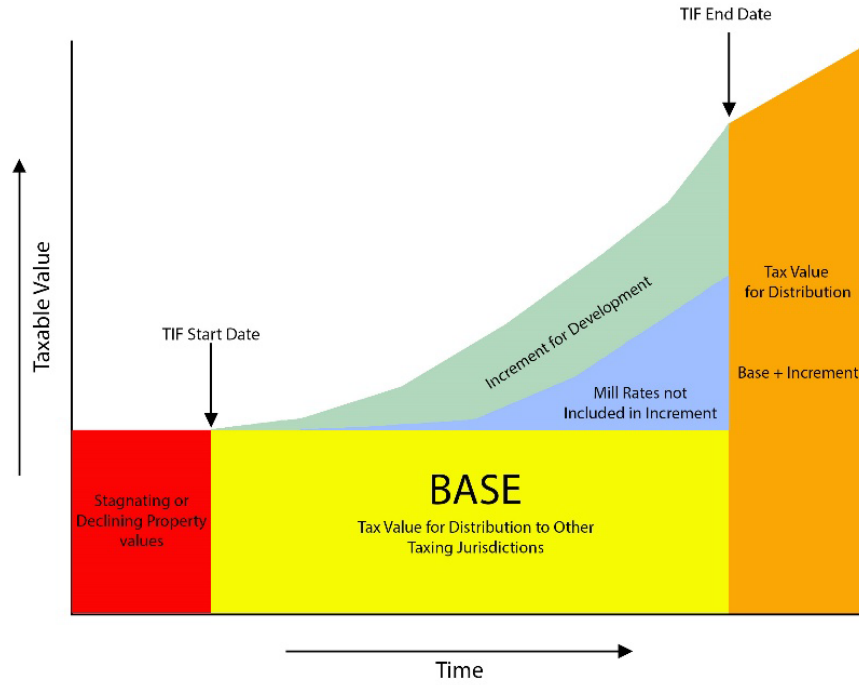
### **Tax Increment Financing for Targeted Economic Development**

Missoula County intends to use TIF within the Grant Creek Crossing TEDD. The base year to measure any increase in incremental taxable value is 2024, and the base value will be calculated as of January 1, 2024.

Originally authorized by the Montana Legislature in 1974, TIF is a mechanism that allows communities to use new property tax dollars resulting from increasing taxable value within the geographic area in which they are derived. Tax increments may be used by local governments in two types of districts, urban renewal and TEDDs, which, as noted above, were authorized by the Legislature in 2013. While urban renewal districts are focused on addressing blighted conditions through redevelopment and revitalization activities, TEDDs are created to address infrastructure deficiencies that have thwarted the development of value-adding industries. Urban renewal districts may only be established within the municipal boundaries of cities or towns; however, TEDDs may be created in cities, towns, and counties. Figure 2 below is a general depiction of the TIF concept.

**Figure 2. Tax Increment Financing Schematic**

How a Tax Increment Finance Provision (TIF) Works



In providing for the creation of TEDDs the Legislature declared the following:

1. *“infrastructure-deficient areas exist in the local governments of the state and constitute a serious impediment to the development of infrastructure-intensive, value-adding economic development in Montana;*
2. *local governments lack sufficient capital to rectify the infrastructure shortage in infrastructure-deficient areas, thus impeding their ability to achieve economic growth through the development of value-adding industries;*
3. *the creation of infrastructure in support of value-adding economic development is a matter of state policy and state concern because the state and its local governments will continue to suffer economic dislocation due to the lack of value-adding industries; and*
4. *the state's tax increment financing laws should be used to encourage the creation of areas in which needed infrastructure for value-adding industries could be developed” (MCA §7-15-4278).*

The Legislature noted that the State of Montana wishes to encourage value-adding industrial manufacturing that uses Montana forestry, mineral, and agricultural resources in the production of goods in the State. With the passage of MCA §7-15- 4279, the Targeted Economic Development Act of 2013, the Legislature recognized that to be competitive in today's world economy, value-adding industries require expensive infrastructure that is beyond the means of most Montana communities. The Targeted Economic Development Act enables communities to assist in value-adding industrial development in areas deemed



infrastructure deficient. In 2021, the Legislature amended the TEDD laws via Senate Bill 388, which included a definition of value-adding at MCA §7-15-4283 (13):

*“Value-adding” means a project or a business that creates or increases economic opportunity in an area through investment in facilities, land, improvements, or equipment, including but not limited to manufacturing, technology, recreation, and tourism.”*

Note that this definition of value-adding specifically includes recreation and tourism as value-adding and does not limit value-adding to industrial uses only, which expanded the types of enterprises considered value-adding under Montana law. It should be noted that in the Montana Senate Local Government Committee hearing related to SB 388 on March 26, 2021, the bill’s sponsor (Senator Hertz) stressed that the bill was intended to recognize that recreation and tourism have become an important part of Montana’s economy and should be considered as value-adding industries. The hearing can be heard at the Montana Legislature archives at <https://sg001-harmony.slig.net/00309/Harmony/en/PowerBrowser/PowerBrowserV2/20210326/-1/43129>.

The TIF can be used for improvements as defined in MCA §7-15-4288, which includes *“the acquisition, construction, and improvement of public improvements or infrastructure, publicly owned buildings, and any public improvements.”* Infrastructure is then defined in MCA §7-15-4283(4), to include *“tangible facilities and assets related to water, sewer, wastewater treatment, stormwater, solid waste, and utilities systems including natural gas, hydrogen, electrical and telecommunications lines, fire protection, ambulance and law enforcement, workforce housing, streets, roads, curbs, gutters, sidewalks, pedestrian malls, alleys, bridges, and other transportation needs, including but not limited to parking, park and ride facilities and services, and bus, air, and rail service.”*

Before the 2021 updates, TEDDs were focused primarily on industrial and manufacturing activities, per these definitions included in MCA §7-15-4283:

- (6) *“secondary value-added products or commodities means products or commodities that are manufactured, processed, produced, or created by changing the form of raw materials or intermediate products into more valuable products or commodities that are capable of being sold or traded in interstate commerce;*
- (7) *secondary value-adding industry means a business that produces secondary value-added products or commodities or a business or organization that is engaged in technology-based operations within Montana that, through the employment of knowledge or labor, adds value to a product, process, or export service resulting in the creation of new wealth.”*

These secondary value-adding definitions were in place in previous versions of the MCA, and they add context regarding the objective of the initial legislation enabling TEDDs. Under the current law, TEDDs can target value-adding economic development projects such as recreation or tourism businesses that are not necessarily considered secondary value-adding projects. However, secondary value-adding is included in MCA §7-15-4288 (11) - Costs That May Be Paid by TIF:

*“the provision of direct assistance to secondary value-adding industries to assist in meeting their infrastructure and land needs within the area or district.”*

This provision allows secondary value-adding projects a broader range of allowable uses of tax increment



funds under TEDD, including on-site improvements. These definitions do not limit the permissible uses of the tax increment for value-adding economic development but expand the allowable uses for secondary value-adding projects.

To make use of this innovative economic development strategy, Missoula County must adopt a comprehensive development plan, which defines the specific geographic area within which the tax increment will be measured and reinvested. The Plan must outline those activities that the local government intends to undertake to successfully retain, expand, and recruit value-adding enterprise activity. Finally, the boundaries of the district must ensure that the district can host a diversified tenant base of multiple independent tenants.

### **Affected Taxing Jurisdictions**

The 2017 Montana Legislature amended the state’s urban renewal law to specifically require a local governing body that intends to create a TEDD with a TIF provision, modify a TEDD to include a TIF provision, or issue TIF bonds to confer with the affected school taxing jurisdictions that levy mills that include the district. The requirement, included in MCA §7-15-4221 and 4282, calls for the governing body establishing the district to provide these jurisdictions with the opportunity to meet and comment at a public meeting with the opportunity for public comment.

Missoula County has worked closely with taxing jurisdictions that will be affected by the creation of the TEDD. The county is working and will continue to work in concert with the school districts and first responders as this plan is implemented over time. These jurisdictions and their representatives include:

- Missoula Rural Fire District, Paul Finlay, Fire District Chief
- Hellgate School District, Dr. Molly Blakely, Superintendent
- Missoula County Public Schools, Micah Hill, Superintendent
- Urban Transportation District, Don MacArthur, Chair

Missoula County staff held an informational meeting with the school districts on June 26, 2024. The meeting was to inform the jurisdictions of the intent, process, and schedule to create the TEDD, and to notify them of their opportunity to comment at a public meeting. The meeting with the school districts was attended by:

- Micah Hill, Superintendent, Missoula County Public Schools
- Pat McHugh, Executive Director of Business and Operations, Missoula County Public Schools
- Dr. Molly Blakely, Superintendent, Hellgate Elementary
- Justine Reese, Business Manager, Hellgate Elementary
- Flanna McLarty, Missoula County
- Andrew Hagemeyer, Missoula County
- Brad Archibald, Pioneer Technical Services, Inc.
- John Morgan, Pioneer Technical Services, Inc.

The school district representatives expressed some concerns about potential impacts and identified some topics they would like to see considered in the comprehensive plan. More details about the meeting are provided in Appendix A.

Missoula County staff also held an informational meeting with the Missoula Rural Fire District on June 26, 2024. Again, the meeting was to inform the fire district of the intent, process, and schedule to create the

TEDD, and to notify them of their opportunity to comment at a public meeting. The meeting with the Missoula Rural Fire District was attended by:

- Paul Finlay, Fire Chief, Missoula Rural Fire District
- Kirk Paulsen, Assistant Chief/Operations, Missoula Rural Fire District
- Cory Horsens, Deputy Chief, Missoula Rural Fire District
- Melissa Schnee, Office Manager, Missoula Rural Fire District
- Josh Slotnick, Missoula County Commissioner
- Flanna McLarty, Missoula County
- Andrew Hagemeyer, Missoula County
- Brad Archibald, Pioneer Technical Services, Inc.
- John Morgan, Pioneer Technical Services, Inc.

The fire district representatives described additional workload and other concerns. The group discussed options to mitigate these concerns, things that should be identified as infrastructure deficiencies, and topics that should be included in this Plan. More detail about the meeting is provided in Appendix A.

After the June 26, 2024, meetings, Missoula County staff and project consultants had follow-up conversations with Missoula Rural Fire District to discuss planning for strategic growth as areas that are within their service areas see new development, such as Grant Creek Crossing.

Also, a notification letter was mailed to all taxing jurisdictions, notifying them of the intent to form the Grant Creek Crossing TEDD and notifying them of the opportunity to comment in writing or at public meetings with the Missoula Consolidated Planning Board on October 1, 2024, and the Board of County Commissioners on October 10, 2024, and November 7, 2024.

The Board of County Commissioners held Public Meetings, with an opportunity for public comment, on October 10, 2024, and November 7, 2024.

More details regarding engagement with the affected taxing jurisdictions are included in Appendix A.

## **Community Engagement**

In addition to working with and informing the affected taxing jurisdictions, Missoula County undertook additional efforts to inform the community and solicit their input.

An informational presentation was made to the Missoula Development Authority Board on June 26, 2024.

County staff have had numerous discussions with the landowners and potential developers in the area. This included a meeting with landowners at the site on June 26, 2024, to discuss infrastructure limitations and value-adding development concepts.

On August 22, 2024, an informational post was added to the Missoula County Voice online engagement platform, at <https://missoulacountyvoice.com/grant-creek-crossing-targeted-economic-development-district>, notifying the general public of the possibility of creating the Grant Creek Crossing TEDD and informing them of opportunities to learn more and to voice their opinion.

Notice has been published in local newspapers for all public meetings/hearings before the Missoula County Commission and the Missoula Consolidated Planning Board.

A letter regarding the public hearing before the Missoula County Commission on the ordinance to adopt the Grant Creek Crossing TEDD and the Plan was sent to all property owners in the district listed on the Missoula County tax rolls, see Chapter 2 and Appendix B of this Plan, as well as all affected taxing jurisdictions. This letter, which was mailed on September 18, 2024, included notifications for the meetings of the Consolidated Planning Board (October 1, 2024) and Board of County Commissioners (October 10, 2024, and November 7, 2024) regarding the creation of the TEDD.

An informational presentation was made to the Reserve Street Public Working Group on October 4, 2024.

## **Chapter 2. Portrait of the Grant Creek Crossing TEDD**

### **The Context**

The United States Census estimate of the population in Missoula County is 121,849 as of July 1, 2023 (U.S. Census Bureau, 2023a). According to the United States Census, the County has a total area of 2,593 square miles, making it the twenty-fifth largest in Montana (Montana State Library, 2014).

Missoula County in Washington Territory became part of the United States as a result of Oregon Treaty of June 14, 1846, and was incorporated in 1860. At the time, Missoula County encompassed present-day Missoula and Deer Lodge counties and a large area of land north and south of present-day Missoula County. Hell Gate Town, the county seat, was located at the confluence of the Clark Fork and Bitterroot Rivers, near modern-day Frenchtown. The Missoula Mills replaced Hell Gate Village as the economic power of the valley and became the county seat in 1866 (Koelbel, 1972).

The name “Missoula” comes from the Salish name for the Clark Fork River. By 1866, the settlement had moved five miles upstream and was renamed Missoula Mills before being shortened to Missoula. The mills provided supplies to western settlers traveling along the Mullan Road. Fort Missoula, established in 1877, further stabilized the economy. The arrival of the Northern Pacific Railway in 1883 was coupled with rapid growth and the development of a robust local lumber industry. Ten years later, the City of Missoula was chosen by the Montana Legislature as the site for the new state’s first university. In 1908, the U.S. Forest Service placed its regional headquarters in Missoula, and together with the lumber industry and the university provided long-term stability to the local economy through most of the twentieth century (Koelbel, 1972).

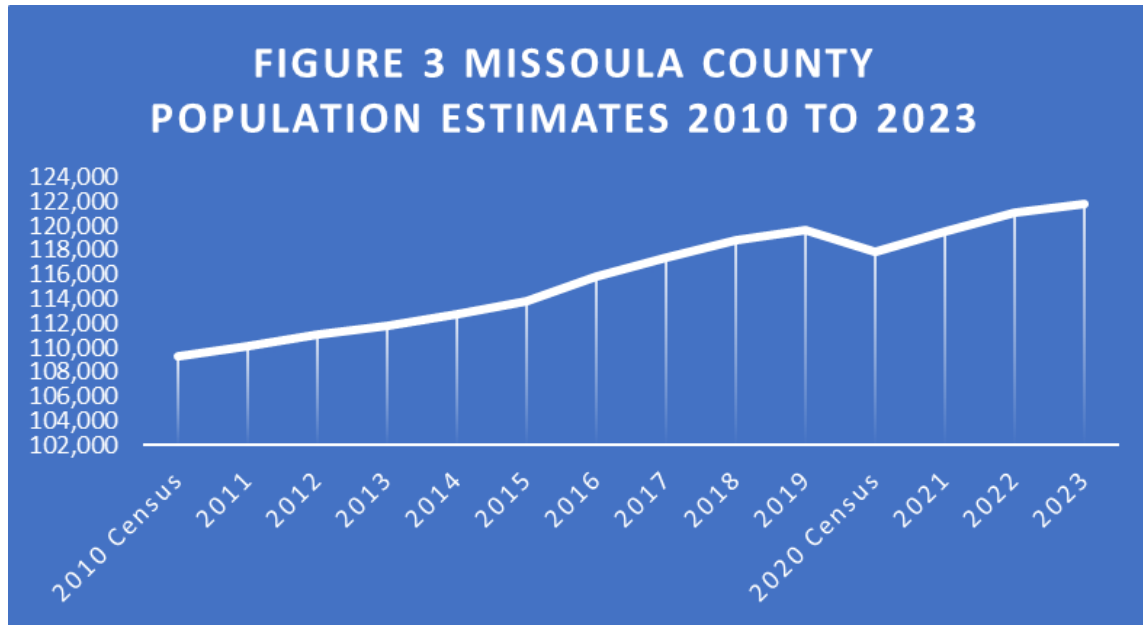
Beginning in 2007, Missoula County experienced significant losses in wood products-related industrial employment associated with the closure of two area mills. After 122 years of continuous operations, the lumber mill at Bonner shut its doors in 2008, laying off the remaining 133 employees, down from the over 1,000 workers at the mill in 1976. Over 400 people lost their jobs when Smurfit Stone closed its Frenchtown pulp mill in 2009. These closures contributed to the loss of more than 1,700 jobs across the state by 2010, and the effects were felt in nearly every sector of the local economy (Bureau of Business and Economic Research, 2011).

Development efforts over the past decade have helped to mitigate these losses, but the County continues to seek ways to diversify and strengthen its economy. The Grant Creek Crossing area is an underdeveloped area adjacent to developed areas with the potential for value-adding projects and industry. The area was identified as an industrial block as part of the Missoula County Industrial Lands Assessment (Missoula County and Professional Consultants, n.d.) and is an appropriate place to invest in public infrastructure in support of value-adding economic development projects.

### **Demographic and Economic Information**

The Grant Creek Crossing area is within Missoula County, adjacent to the incorporated City of Missoula. There is currently no residential development in the Grant Creek Crossing area, and thus no population within the boundaries of the potential TEDD. The Grant Creek Crossing area is part of the Missoula Census County Division (CCD) as defined by the U.S. Census Bureau. Missoula County is experiencing significant growth. The population estimate for Missoula County grew from 109,467 in 2010 to 121,849 in 2023, an increase of 11.3%, as shown on Figure 3.

Figure 3. Missoula County Population Estimates



According to the United States Census Bureau, the 2022 Median Household Income (MHI) in Missoula County is \$68,305, which is nearly the same as the Montana MHI of \$67,631, and 90% of the United States MHI of \$74,755 (U.S. Census Bureau, 2022a). The MHI within the Missoula CCD was slightly less at \$64,400 (U.S. Census Bureau, 2022b).

Within Missoula County, and as noted on Figure 4, the “educational services and health care and social assistance” sector employed the most people according to the 2022 American Community Survey (ACS), followed by the “arts, entertainment, and recreation, and accommodation and food services” and “retail trade” occupations. The total number of jobs in 2022, 69,418, is a 6.0% increase from the 65,497 jobs reported by ACS for 2021, but it is just 1.5% greater than the 68,413 jobs reported by ACS for 2017. This is likely reflecting recovery from the coronavirus pandemic. The Bureau of Economic Research at the University of Montana reported the following in their May 2020 report:

*“Using the [US Bureau of Economic Analysis] definition of employment (which includes payroll employment, self-employed, proprietors and non-employee contractors and consultants), the Montana economy is now projected to experience a shortfall of more than 75,000 jobs in 2020 over the entire year, compared to the pre-Covid-19 projection made in December. This is a loss of 25,000 jobs more than was projected last month. The worsening of the employment forecast reflects a reduced projection for health care and transportation employment, and a slower recovery at the end of this year ... Specifically we now estimate: a loss of 75,000 jobs, on average, over the year 2020 for the Montana economy, reflecting worsening prospects for health care, transportation and agriculture industries. Jobs include payroll jobs as well as self-employed, business proprietors and non-employee contractor jobs ...”* (Bureau of Business and Economic Research, 2020).

**Figure 4. Missoula County Jobs by Occupation in 2022**

Category	Estimate	Margin of Error (+/-)
Civilian employed population 16 years and over	69,418	2,078
Agriculture, forestry, fishing and hunting, and mining	2,427	959
Construction	4,449	1,063
Manufacturing	3,647	1,181
Wholesale trade	1,759	765
Retail trade	8,078	1,696
Transportation and warehousing, and utilities	3,791	994
Information	1,197	672
Finance and insurance, and real estate and rental and leasing	3,779	1,046
Professional, scientific, and management, and administrative and waste management services	7,737	1,257
Educational services, and health care and social assistance	17,849	1,861
Arts, entertainment, and recreation, and accommodation and food services	8,716	1,475
Other services, except public administration	3,739	1,042
Public administration	2,250	689

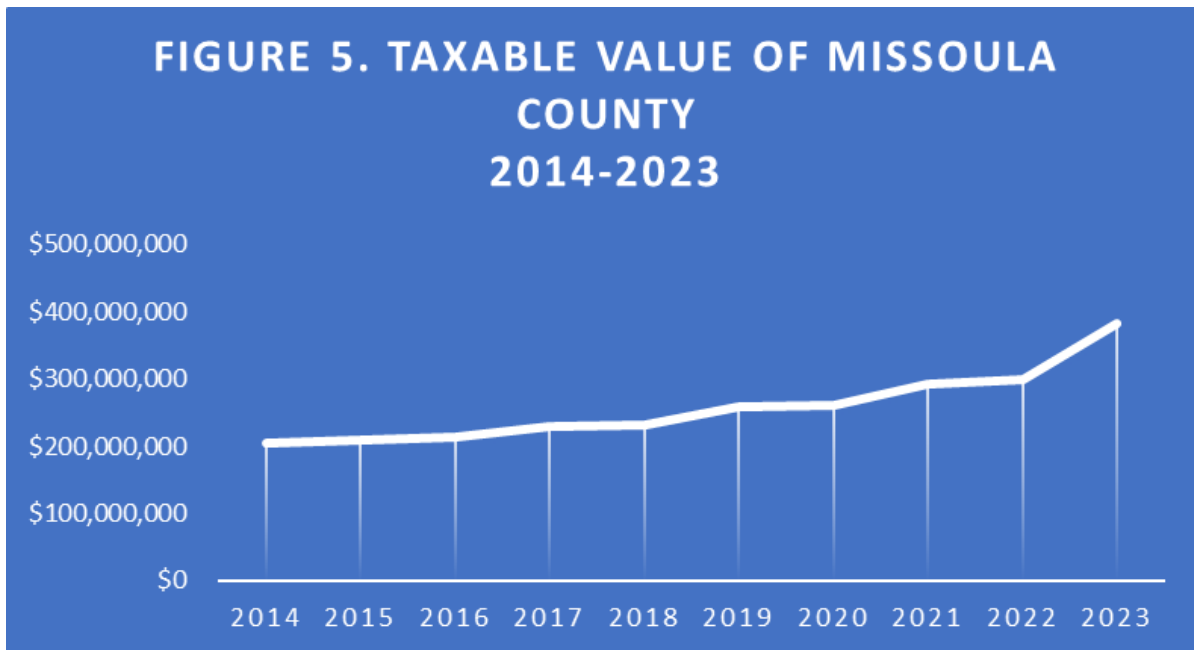
(U.S. Census Bureau, 2023c)

### **Taxable Value of Missoula County**

According to the Montana Department of Revenue, the taxable value of all property within Missoula County has increased from \$204,362,352 in 2014 to \$292,526,081 for Fiscal Year 2022, an increase of 43% over the past 8 years (Montana Department of Revenue, 2024). Then, from 2022 to 2023, the taxable value saw a 28% increase to \$382,614,897 due to a significant increase in market value as shown on Figure 5 below.



Figure 5. Taxable Value of Missoula County



#### Taxable Value of the Grant Creek Crossing TEDD

According to the Missoula County Geographic Information System Department, the taxable value of properties in the Grant Creek Crossing TEDD is \$118,875 for the 2023 assessment year. The total market value for those same properties is \$6,260,784 (Missoula County, 2024)

#### Grant Creek Crossing TEDD Area Description

The Grant Creek Crossing TEDD area consists of lands designated for industrial, commercial, and residential land use which encompass an area of approximately 84 acres, generally located south and west of the intersection of I-90 and Reserve Street, immediately west of the City of Missoula, Montana, in a portion of Sections 5 and 6, Township 13 North, Range 19 West, Principal Meridian Montana, Missoula County, Montana. Westview Village, a mobile home development, is to the west of the site. The Knife River gravel processing operation and I-90 are to the north. The accommodation and eating establishments that front along the west side of Reserve Street are to the east of the site, and vacant parcels owned by Lincoln Capital Group and Missoula Expressway Hotel are to the south.

#### Grant Creek Crossing TEDD Boundary Description

Starting at the intersection of Schramm Street in Township 13N, Range W, Section 05 and the southeast corner of the parcel known as PARCEL S05, T13 N, R19 W, C.O.S. 6872, ACRES 16.72, TRACT 1A-1A (Geocode 04220005301120000); then along the easterly boundary of the same parcel S05, T13 N, R19 W, C.O.S. 6872, ACRES 16.72, TRACT 1A-1A to the intersection of that same parcel S05, T13 N, R19 W, C.O.S. 6872, ACRES 16.72, TRACT 1A-1A with the parcel known as PARCEL S05, T13 N, R19 W, C.O.S. 6872, ACRES 17.18, TRACT 2A-1A; then along the northwest boundary of the same parcel S05, T13 N, R19 W, C.O.S. 6872, ACRES 17.18, TRACT 2A-1A; then south and then west along the boundary of the same parcel S05, T13 N, R19 W, C.O.S.

6872, ACRES 17.18, TRACT 2A-1A; to the intersection with the parcel known as S06, T13 N, R19 W, C.O.S. 6872, ACRES 26.17, TRACT 3A-1A (Geocode 04220006101250000); then west along the northern boundary of the same parcel S06, T13 N, R19 W, C.O.S. 6872, ACRES 26.17, TRACT 3A-1A (Geocode 04220006101250000) to the intersection with the parcel known as S06, T13 N, R19 W, C.O.S. 6872, ACRES 8.28, TRACT 2A (Geocode 04220006101270000); and then west along the northerly boundary of the same parcel S06, T13 N, R19 W, C.O.S. 6872, ACRES 8.28, TRACT 2A (Geocode 04220006101270000) to the intersection with White Street; then south to the intersection of White Street and Schramm Street in Township 13N, Range W, Section 06; then east to the intersection of Schramm Street in Township 13N, Range W, Section 05 and the parcel known as PARCEL S05, T13 N, R19 W, C.O.S. 6872, ACRES 16.72, TRACT 1A-1A and the point of beginning. Including all adjacent rights-of-way. Along with and subject to all easements of records or apparent on the ground.

### **Grant Creek Crossing 2 TEDD Map**

The map of the Grant Creek Crossing TEDD is shown on Figure 1.

### **Mobile Homes and Other Auxiliary Property Not Attached to Real Property**

There are no parcels with auxiliary property, such as mobile homes, within the Grant Creek Crossing TEDD area.

### **Property Owner Names and Addresses**

A list of parcels and properties within the district was obtained from the Montana Cadastral records ([Montana Cadastral, 2024](#)) to help meet the requirements for mail notice and the Montana Department of Revenue recognition of the district. The compilation of all parcels can be found in Appendix B and includes identifying geocodes and tax identification numbers.

### **Businesses that Lease Property from Tax Exempt Entities**

No businesses that lease property from tax-exempt entities, and pay a beneficial use tax, were identified in the Grant Creek Crossing TEDD area.

### **Centrally Assessed Property**

No centrally assessed properties within the Grant Creek Crossing TEDD have been identified.

This information is intended to help document notice requirements and assist the Montana Department of Revenue with recognition. The veracity of this information, obtained from the Montana Department of Revenue cadastral records, will not affect, impair, or nullify this plan or the adoption process for this TEDD.

### **Affected Taxing Jurisdictions**

Missoula County contacted the affected taxing jurisdictions and their representatives to attend planning meetings on June 26, 2024, about the possibility of creating the Grant Creek Crossing TEDD. Missoula County also sent letters to the affected taxing jurisdictions notifying them of the opportunity to meet and consult at the public hearings regarding the creation of the TEDD, as described in Chapter 1 and detailed in Appendix A. Letters were sent to the following addresses:

Missoula Rural Fire District  
Paul Finlay, Chief  
2521 South Ave West  
Missoula, MT 59804

Hellgate Elementary School District #4  
Dr. Molly Blakely, Superintendent  
2385 Flynn Lane  
Missoula, MT 59808

Missoula County Public School District #1  
Micah Hill, Superintendent  
215 South Sixth Street West  
Missoula, MT 59801

Missoula Urban Transportation District  
Don MacArthur, Chair  
Mountain Line Administrative Building  
1221 Shakespeare Street  
Missoula, MT 59801

## Chapter 3. Infrastructure Analysis – Statement of Infrastructure Deficiencies and Area Eligibility

On August 22, 2024, the Missoula Board of County Commissioners adopted a Resolution of Infrastructure Deficiency (Resolution #2024-090) designating the Grant Creek Crossing area as infrastructure deficient. This action establishes the need for creating a TEDD with a TIF provision and the rationale for investing public funds for economic development activities associated with the retention, expansion, and recruitment of value-adding businesses. In meeting this requirement, the following infrastructure deficient conditions in the Grant Creek Crossing area were identified.

### Transportation Infrastructure

The Grant Creek Crossing area is essentially void of local transportation infrastructure. Other than two roads providing access to the area from Reserve Street, Michael Road to the north and Schramm Street to the south, there is no other access to the site or transportation means within the site to provide access to potential value-adding projects as shown on Figure 6.

**Figure 6. Aerial View of Grant Creek Crossing Showing Lack of Transportation Infrastructure**



(Source: Google Earth Pro, accessed July 15, 2024)

The two current roads providing access to the site are Schramm Street and Michael Road. These local streets may require improvements to accommodate the traffic associated with the intended value-adding economic development projects. Traffic studies will be necessary to determine the necessary improvements. Traffic

control improvements (e.g., signal lights) may be warranted outside the Grant Creek Crossing area to accommodate the increased traffic associated with the value-adding projects within the Grant Creek Crossing area. Also, the bridges crossing Grant Creek will need to be evaluated. For example, the Michael Road bridge (see Figure 7) may need improvements or replacement to accommodate multi-modal transportation, specifically heavy truck traffic associated with value-adding economic development.

**Figure 7. The Existing Bridge where Michael Road Crosses Grant Creek  
(June 26, 2024, photograph)**



The existing streets also lack associated improvements such as curbs, gutters, and sidewalks. New streets will be needed to connect land parcels to the road network. Development of transportation infrastructure should also consider the following:

- The roadway network needs to consider the movement of pedestrians, bicycles, and vehicles while providing corridors for utilities such as water, wastewater, stormwater, and broadband.
- The area lacks transit infrastructure, such as park-and-ride locations or school bus stops and turnarounds.
- Pedestrian/Non-Motorized Transportation Access – The area lacks sidewalks, multi-modal transportation corridors, and controlled crossings. The Missoula County Complete Street Policy ensures boulevard sidewalks and bike lanes on new city streets, which means the future roads need to provide non-motorized facilities, integrating into existing and planned trails in the area.
- Safety – As noted above, the area does not have adequate non-motorized transportation corridors and controlled crossings.
- Highways – U.S. Highway 93 (North Reserve Street) is currently constructed to “urban” highway



standards. As this potential TEDD area develops over time, the existing highway design may become inadequate. Design upgrades might include acceleration and/or deceleration lanes, additional traffic lanes, traffic control devices at strategic locations, pedestrian facilities, pedestrian crossing control devices, and/or lighting improvements.

A preliminary plan for potential road and trail additions to serve the Grant Creek Crossing area is shown on Figure 8.

**Figure 8. Possible Road and Trail Improvements for the Grant Creek Crossing Area**



(Figure provided by WGM Group)

## Water Infrastructure

There is currently no water service in the area. To support the development of value-adding projects, a reliable source of potable water is needed from either a new or existing public water supply. Also, the water supply must meet the flows and volumes required to meet minimum fire flows and industrial demands or the types of buildings associated with the targeted value-adding industries within the potential TEDD. To support value-adding economic development, water distribution infrastructure improvements are necessary to address potable water, industrial needs, and firefighting needs.

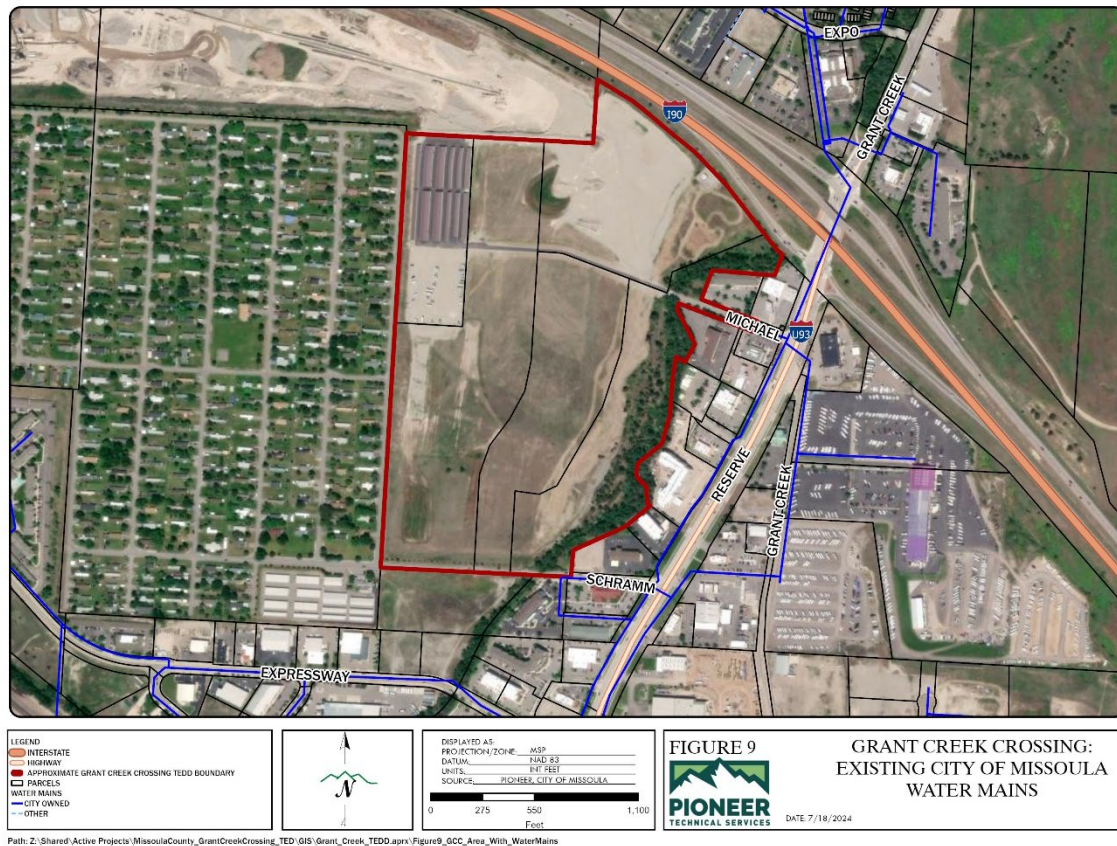
These improvements should provide reasonable access to water mains for each of the properties within the Grant Creek Crossing area. In addition to water mains within the Grant Creek Crossing Area, developing the area for value-adding projects may require improvements to the City of Missoula's water utility (Missoula



Water) storage or transmission system to accommodate the scale of planned development.

Missoula Water serves the area adjacent to the potential TEDD. Representatives of Missoula Water have indicated their system can serve the Grant Creek Crossing area. The Grant Creek Crossing area was considered as part of the City of Missoula's 2018 Water Master Plan (City of Missoula, 2018). However, as noted above, a more detailed engineering analysis is required to determine if improvements to the existing transmission and distribution system are needed. Preliminary analysis completed by WGM Group indicates that the existing Missoula Water capacity is insufficient to serve new area developments in terms of pressure and flow for fire protection along the north end of Reserve Street and the south end of Grant Creek Road. Existing water pressure above ground elevations of 3,275 feet (3,260 feet for the second story of buildings) would be insufficient to meet fire demands without a continuously running booster pump station or a new regional storage tank north of I-90. These improvements must be considered in addition to the transmission mains and distribution network within the Grant Creek Crossing area itself. Missoula Water installed a 150,000-gallon tank at Upper Prospect in 2023 (City of Missoula, 2023); however, the Master Plan also indicates that additional storage capacity will be needed for the north pressure zone (the zone adjacent to Grant Creek Crossing Area) to meet future demands. It appears that the Grant Creek Crossing site water transmission system could be looped from an existing water main located in Schramm Street on the east side of Grant Creek to Michael Road (see Figure 9). This would be in addition to either the required booster pump or storage tank.

**Figure 9. Existing Missoula Water Mains in the Vicinity of Grant Creek Crossing**



## **Wastewater Infrastructure**

The potential Grant Creek Crossing TEDD area has no access to sewer service; the entire area is deficient concerning wastewater infrastructure.

- The parcels within Grant Creek Crossing have no reasonable access to existing sewer mains.
- On-site treatment systems would significantly limit the density available to maintain groundwater quality.
- Centralized treatment for the area does not yet exist.

The limited development at the site, e.g., the storage units that do not require sanitary sewer service, would not be considered value-adding, and shows that infrastructure is necessary to support value-adding economic development.

Connection to the adjacent City of Missoula sewer system is likely the most cost-effective solution; preliminary analysis shows that connection to an up-sized gravity sewer to the south of the property may be feasible. A centralized system for the area may also be a possibility, although likely less cost-effective. Either solution would require a wastewater collection network, including sewer mains and collectors. Lift stations may be required depending on grades, potential conflicts with existing utilities, and connection locations and elevations. A more detailed engineering study would be required to determine the best option for providing wastewater infrastructure, but it is clear that wastewater infrastructure improvements are necessary to allow the development of the area in a way that aligns with the need and purpose of the TEDD code at §7-15-4278 MCA, including “the creation of infrastructure in support of value-adding economic development is a matter of state policy and state concern” (§7-15-4278(3) MCA). The retention, expansion, and recruitment of value-adding economic development in the Grant Creek Crossing area will require the expansion of the City of Missoula’s centralized sewer system and connecting service lines or some other means of wastewater collection and centralized wastewater treatment.

## **Stormwater/Drainage**

Soil at the site appears generally coarse-grained and well-drained (see Figure 10). However, developing the site with value-adding projects will increase impervious areas, leading to increased stormwater runoff. This stormwater runoff must be managed to prevent negative impacts to downstream properties and waters of the State, including Grant Creek.

**Figure 10. Picture of Typical Surface Soil at Grant Creek Crossing**



As a requirement of Missoula County's Small Municipal Separate Storm Sewer System (MS4) General Stormwater Permit (Montana Pollutant Discharge Elimination System [MPDES] General Permit No. MTR040011), Missoula County has a Small MS4 Stormwater Management Program (Missoula County MS4 Committee, 2022). This program requires specific management for new developments, including but not limited to:

- Development provisions that address stormwater impact mitigation.
- Subdivision roads are reviewed for proper storm drainage in conjunction with Section 9 of the Missoula County Public Works manual.
- Subdivisions are required to detain/retain the 100-year, 24-hour design storm, and subdivisions within 500 feet of storm drainage systems are required to connect to those systems.

Furthermore, the Stormwater Management Program identifies land development as a possible source of pollutants of concern (including algae, flow regime modification, sedimentation, and others) for Grant Creek, the receiving stream from drainage from the site. Total Maximum Daily Load limitations have been established for some of these pollutants. Therefore, the Stormwater Management Program prescribes specific Best Management Practices that must be applied to land development activities in this area.

To satisfy the development requirements of the Stormwater Management Program and associated county regulations, stormwater infrastructure, including curb and gutters, dedicated swales, and likely retention/detention facilities, will be necessary. The area lacks these improvements currently.

### **Life Safety**

**Fire Services** – The Grant Creek Crossing area is served by the Missoula County Rural Fire District. The existing fire services infrastructure, including water infrastructure, equipment, and staffing for inspection and fire suppression are not adequate to serve the desired development of the Grant Creek Crossing area. This is an obstacle to the development of the area with value-adding projects; fire services will need to be



The Missoula Rural Fire District has two stations approximately 4.5 miles each from the Grant Creek Crossing area. Station 1 is located at 2521 South Avenue West and Station 2 is located at 6550 U.S. Highway 10 West. The City of Missoula Fire Department has a station closer at 3011 Latimer Street. Although the area falls within the Missoula Rural Fire District boundary, the Missoula Fire Department could provide fire services under an interagency agreement or similar plan.

Law Enforcement – The Grant Creek Crossing area is served by the Missoula County Sheriff's Office, located in the City of Missoula. Services provided by the Sheriff's Office include patrols, detention, search and rescue, and E911 Emergency Dispatch, among others. Developing the Grant Creek Crossing area will place an additional workload on this agency. In addition, the Montana Highway Patrol enforces traffic laws, and Century Link provides E911 services.

The general area has adequate broadband access, according to data compiled by the Federal Communications Commission (Figure 11). However, broadband infrastructure within the Grant Creek Crossing area itself may be required to serve individual parcels and value-adding endeavors in the potential TEDD.

[illegible]

## **Workforce Housing**

The area lacks adequate affordable workforce housing that is needed to support value-adding industries. Workforce housing is defined as infrastructure by §7-15-4283(4) MCA. As noted in Missoula County's Housing Action Plan, Breaking Ground, *"Missoula County recognizes that it must prioritize its resources and expand its partnerships to better meet the needs of those who are left out of market growth. We can accomplish this by increasing the production of publicly supported affordable units, providing more direct financial support to households in need, strategically investing in infrastructure in outlying communities, creating incentives for development of income-restricted housing options..."* (Missoula County, 2022).

## **Dry Utilities**

Natural gas will need to be extended from off site to support the intended development. Also, the existing aerial power distribution lines conflict with value-adding development and will likely need to be relocated.

## **General Improvements**

Additional infrastructure and public service deficiencies will be identified and addressed over time. These might include, for example, electric vehicle charging stations, public transit hubs, public lighting, and innovative communication infrastructure.

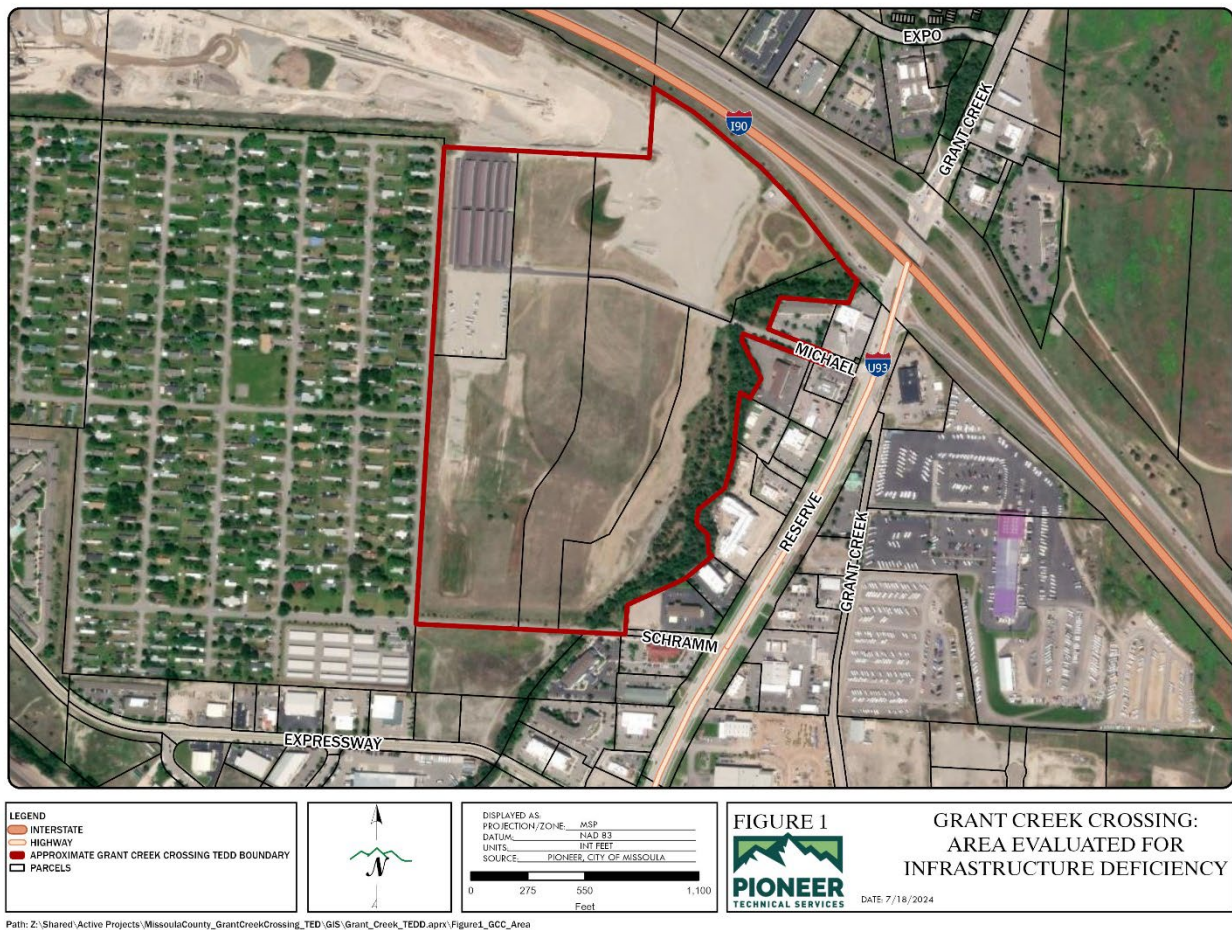
## **Eligibility for TEDD Designation**

In addition to establishing infrastructure deficiencies, there are additional conditions that must be met for an area to be eligible for TEDD designation. According to MCA §7-15-4213, the local governing body must submit the Plan for the TEDD to the planning commission of the municipality for review and recommendations as to its conformity with the growth policy or parts of the growth policy for the development of the municipality if a growth policy has been adopted pursuant to Title 76, Chapter 1. In addition, the area must be zoned for uses by a local government under Title 76, Chapter 2, Part 2 and 3, in accordance with the area growth policy, as defined in Title 76, Chapter 1 per MCA §7-15-4279.

The growth policy itself must include language in support of value-adding economic development. In addition, the Missoula Area Land Use Designation Map, effective on June 6, 2019, must show designated land uses aligned with the development of value-adding enterprises within the final TEDD boundary. The Community Mixed-Use designation in the Missoula County Land Use Element allows and encourages value-adding activities.

Finally, the final TEDD boundary must include whole parcels. Given these requirements for TEDD designation, the entire area evaluated for infrastructure deficiencies, as shown on Figure 12, was determined to be eligible for designation as a TEDD.

Figure 12. Grant Creek Crossing Area Reviewed for Infrastructure Deficiencies.



## Conclusion

Based on the information presented in this Chapter, *Statement of Infrastructure Deficiencies*, a finding can be made that the Grant Creek Crossing area exhibits conditions that constitute impediments to the development of infrastructure-intensive, value-adding economic development in Missoula County. Further, the area meets the land use criteria outlined in the statutes governing the creation of TEDDs and is therefore eligible for inclusion in a TEDD.



## Chapter 4. Planning Consistency and Zoning in Accordance with the *Missoula County Growth Policy*

The Montana Urban Renewal statute requires the Grant Creek Crossing TEDD Plan to conform with the Growth Policy ([Missoula County, 2019a](#)) per MCA §7-15-4213. In addition, the statute requires, per MCA §7-15-4279, that a TEDD be zoned for uses by a local government under Title 76, Chapter 2, Part 2 and 3, in accordance with the area growth policy, as defined in §76-1-103, MCA. Therefore, in accordance with MCA §7-15-4213 and MCA §7-15-4279, prior to its approval of the ordinance establishing a TEDD, the local governing body will:

- Submit the Plan to the planning commission of the municipality for review and recommendations as to its conformity with the growth policy.
- Request a review and recommendation as to whether the zoning within the TEDD is in accordance with the Growth Policy.

On October 1, 2024, the Missoula Consolidated Planning Board found that the area of the Grant Creek Crossing TEDD was zoned in accordance with the Growth Policy (Missoula County, 2019a) per statutory requirements and reviewed the Grant Creek Crossing TEDD Comprehensive Development Plan and found it to be in conformance with the Growth Policy (Missoula County, 2019a) per statutory requirements.

The Growth Policy (Missoula County, 2019a) was adopted on July 13, 2016, by Resolution 2016-098 and amended on June 6, 2019, by Resolution 2019-090.

This Grant Creek Crossing TEDD Plan is an “area and issue” plan as defined in Chapter 4 of the Growth Policy (Missoula County, 2019a). Area and issue plans follow the guidance provided in Chapter 4 and are assessed for consistency with the growth policy using the goals and objectives provided in Chapter 2 of the Growth Policy (Missoula County, 2019a). Plans are not required to address all the goals and objectives, but they must not contradict those that apply.

This Plan falls within the definition of the following types of area plans defined in the Growth Policy:

*“Commercial and/or industrial development area plan – Provides opportunities for commercial and/or industrial development designed to serve the local community and results in additional employment and a reliable tax base.*

*“Public services and infrastructure area plan – Addresses how appropriate types of public services, infrastructure and transportation options will be provided, and sets goals and actions to achieve an appropriate level of service delivery.*

*“Housing – Provide for an adequate supply and variety of housing types”*

*“Natural Resources - Prioritize and provide protection strategies for key resources and resource-rich areas and/or demonstrate the plan does not unduly compromise critical natural resources or natural functions” (Missoula County, 2019a).*

## Missoula County Growth Policy

The Growth Policy (Missoula County, 2019a) contains guiding principles, goals, and objectives for how the county plans to address community challenges in the coming years. The following guiding principles from the Growth Policy apply to preparing and implementing this Comprehensive Development Plan:

- ***“Sustainability:*** Local government should strive to make decisions that are environmentally sound, fiscally responsible, and supportive of healthy communities over the long term.
- ***Economic development:*** Economic measures should focus on long term economic development that is fiscally responsible and does not unduly compromise quality of life or the natural environment.
- ***Public health and safety:*** Missoula County will strive to protect public health, safety, and welfare in a fiscally responsible manner.
- ***Private property rights:*** Respect for private property rights should be supported in policy.
- ***Balancing interests and minimizing regulation:*** The public interests of promoting economic development, conserving natural resources, maintaining community character, protecting public health and safety, and supporting private property rights should be weighed and balanced in decision-making. The use of regulatory and voluntary measures will be evaluated with an effort to employ the minimum amount of regulation necessary to protect public interests.
- ***Partnerships:*** Efforts by non-governmental groups, private individuals, tribal government, and state and federal agencies to achieve community goals are as vital to community development as local governmental actions. Partnerships among these groups, individuals and local government are essential.
- ***Public involvement:*** Communities and individuals should continue to be involved in the planning and decision-making processes that affect them.
- ***Diversity of communities and citizenry:*** The diversity, integrity and unique values of neighborhoods, communities and rural areas are important and should be protected. Diversity among the county’s population is also valued. A wide variety of housing and transportation choices is necessary to serve all communities and all of the population.
- ***Infrastructure:*** Investing in infrastructure, as part of implementing planning, is one of the most effective ways to build enduring communities.
- ***Recreation:*** Missoula County residents enjoy recreating in the area’s natural landscape. It is important to promote access to land and waters, and to provide facilities that contribute to active and healthy lifestyles, while concurrently protecting natural resources” (Missoula County, 2019a).

Specific goals and objectives provided in Chapter 2 of the Growth Policy are provided below followed by analysis demonstrating this Plan’s conformance with the Growth Policy.

***“Goal #5 - Promote economic development that creates opportunities throughout Missoula County including people living and working in rural communities and across wage levels.***

***Objective 5.1 Support Local Businesses.***

- a) *Objective 5.1.3 Support business location, retention, and expansion efforts as opportunities arise.*

*Objective 5.3 Facilitate well-designed commercial and industrial development that is located appropriately, served by necessary infrastructure, conducive to public health and the environment, and reduces buyer and developer financial and legal risks.*

*Objective 5.4 Facilitate the re-use of former industrial sites and previously developed, under-utilized parcels of land to revitalize blighted and infrastructure deficient areas and spur private investment.*

**Goal #6** - *Embrace emerging economic trends and new technologies that will prepare Missoula County for the economy that will exist in 20 years.*

*Objective 6.1 Support initiatives to expand digital communications and develop clean technologies throughout the county.*

**Goal #7** - *Sustain and promote the land- and resource-based industries of agriculture, timber, restoration, and recreation that are part of the local economy and heritage.*

*Objective 7.4 Help to develop the recreation and tourist economies.*

**Goal #8** – *Proactively plan and provide for the logical growth of communities while protecting rural character and sustaining county resources by guiding development to areas most suited for it.*

*Objective 8.2 Provide opportunities for varied land uses in and around existing communities.*

*Objective 8.3 Guide new subdivisions and development to areas that have the least impact on natural resources and are most suited for development.*

**Goal #9** – *As part of planning, support the provision of infrastructure and services to and within rural communities.*

*Objective 9.1 Support increased infrastructure capacity, services and amenities in and around existing communities where appropriate.*

**Goal #10** – *Provide opportunities for a wide range of housing choices, especially for those who are homeless or experiencing high costs for housing relative to income.*

- b) *Objective 10.1 Facilitate the development of a variety of housing types including housing that is affordable to all segments of the population.*

**Goal #12** – *Promote healthy active communities.*

- c) *Objective 12.1 Expand and maintain the network of trails, pathways and sidewalks” (Missoula County, 2019a).*

As discussed in Chapter 9 of the Growth Policy: “*Conditions, Trends, and Projections – Economic Development* (Missoula County, 2019a), one of the implementation actions is to work closely with economic development agencies to develop a TEDD. Goals 5, 6, and 7 in Chapter 2 of the Growth Policy describe Missoula County’s approach to addressing economic development challenges and opportunities.

The goals of the Grant Creek Crossing TEDD as described in Chapter 5 of this Plan are:

**Goal #1** – *Promote Economic Development in Support of Value-adding Industry*

***Goal #2 – Invest in Efficient Delivery of Public Infrastructure***

***Goal #3 – Support Development of Attainable Workforce Housing***

***Goal #4 – Enhance Public Safety Services***

**Evaluation of the Grant Creek Crossing TEDD Comprehensive Development Plan for Conformance with Overall Principles and Goals of the Growth Policy:**

In conformance with the Growth Policy, the Grant Creek Crossing TEDD Plan seeks to provide long-term economic stability and to use planning and the development of public infrastructure as tools for managed growth.

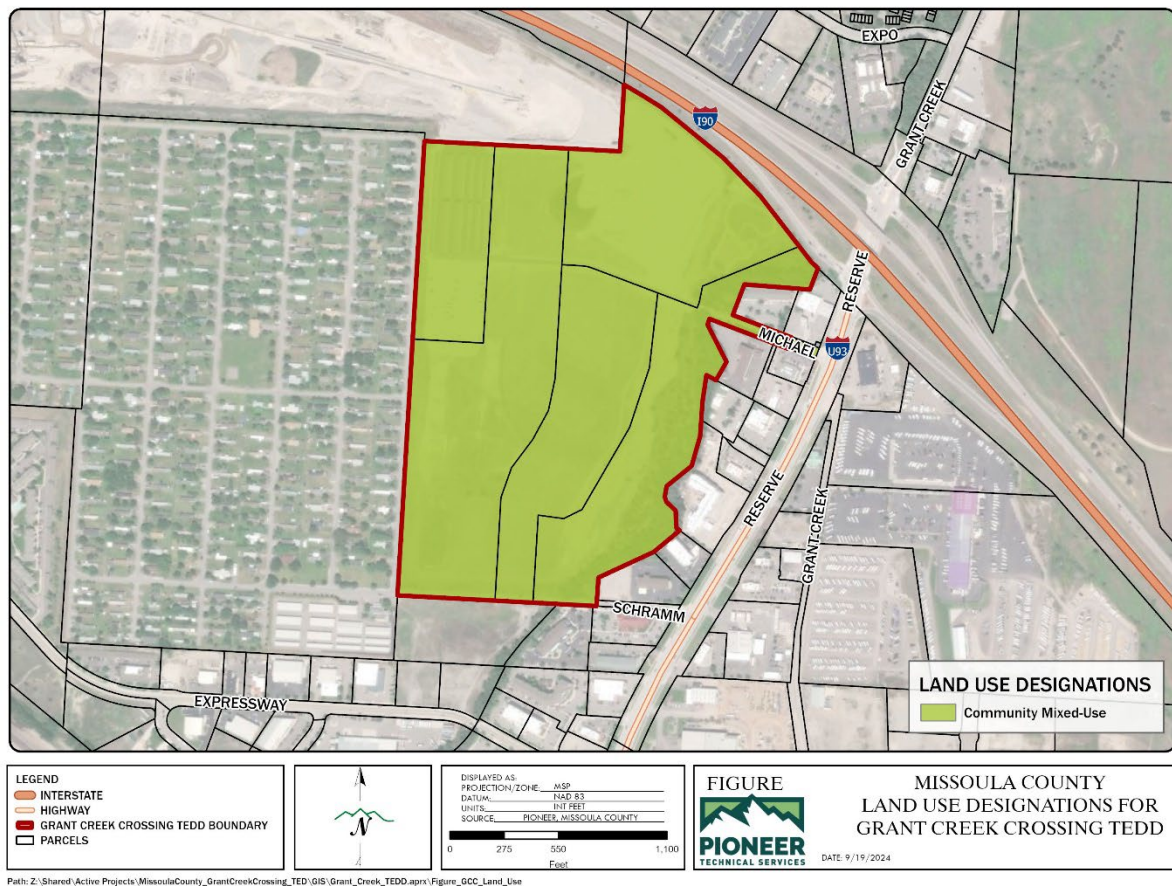
The Grant Creek Crossing TEDD Plan does not suggest any revision to the Growth Policy.

**Missoula Area Land Use Element**

The Missoula Area Land Use Element ([Missoula County, 2019b](#)), a 2019 amendment to the 2016 Missoula County Growth Policy which contains the Missoula Land Use Designation Map (the Map), is a long-range planning tool, guiding growth over a 20-year horizon. It is a visual and written description of the desired future character of land use in the community. While the land use element is a policy document, it contains a list of actions such as zoning amendments and infrastructure improvements as recommended implementation steps.

The Map is an important piece of the growth policy, used as the policy foundation for making decisions on land use issues. This Map was updated with the adoption of the Missoula Area Land Use Element on June 6, 2019 (Missoula County, 2019b). Land use designations and mapping are intended to reflect the desired future land use and development pattern for local communities and the county. The Map provides an overarching guide for any regulations that address land use and/or development patterns such as zoning and subdivision regulations. Figure 13 shows the land use designations for the Grant Creek Crossing TEDD area.

Figure 13. Missoula County Land Use Designations for Grant Creek Crossing TEDD Area



Community Mixed-Use is the designated land use for the Grant Creek Crossing TEDD area. The 2019 Missoula Area Land Use Element (Missoula County, 2019b) includes these goals for Community Mixed-Use:

- Accommodate a substantial portion of future growth.
- Provide a mix of primarily residential, commercial, and civic activity in a well-connected, walkable pattern.
- Provide opportunities for retail, service, and employment.
- Accommodate higher-intensity residential choices that contribute to countywide housing diversity.

This land use designation aligns with this Plan, which endeavors to develop infrastructure to support value-adding enterprises aligned with this land use, as well as the housing, including attainable workforce housing, needed to support these enterprises.

The *Missoula Area Land Use Element* is also used to help guide development of public infrastructure, plan for delivery of local services, and signal to the private sector where certain kinds of development are preferred. The *Missoula Area Land Use Element* states that “where appropriate, Missoula County must become proactive in planning for and developing infrastructure to successfully implement the Land Use Designation Map” (Missoula County, 2019b). Missoula County should use existing infrastructure to ensure better economic use of those prior investments, as recognized in the *Missoula Area Land Use Element*.

Furthermore, Missoula County must work with public- and private-sector partners to identify strategies and develop the missing infrastructure pieces in underserved areas. Infrastructure improvements are large investments that require the county to carefully consider the fiscal impact and maintenance obligations over time. With sound planning and fiscal responsibility, infrastructure is a fundamental tool for implementing this plan. *The Missoula Area Land Use Element* (Missoula County, 2019b) provides a strong basis for establishing a TEDD with a TIF provision, notably in the following statements of policy from the Land Element document.

#### **Plan for the Physical Framework Needed to Facilitate Unique Neighborhoods**

*“Missoula County’s role is to enable the evolution of existing and emerging neighborhoods to capture their distinct identity and sense of place”* (Missoula County, 2019b). The Grant Creek Crossing is an opportunity to build an emerging neighborhood, having higher levels of infrastructure and services than other locations in the county, enabling a greater variety of services. However, the area is currently limited by infrastructure deficiencies, limiting the ability to fully reach the land uses identified in the Land Use Element document (Missoula County, 2019b).

Working with residents, the county’s role is to enable the growth and development of neighborhoods through the implementation of the Land Use Designation Map (Figure 13). In some neighborhoods, like those incorporated in this TEDD, it could be transformational. In all cases, investment in infrastructure through a variety of sources, including private-public partnerships, will be necessary. The county will need to ensure neighborhoods are well-connected with other parts of the community with roads, non-motorized connections, and possibly through transit.

**Planning and Building infrastructure to proactively guide where and how growth occurs.** Inherent in this policy (Missoula County, 2019a) is the need to increase capacity for funding capital projects and ongoing maintenance. Potential infrastructure outcomes include:

- The expansion or development of water service.
- The expansion or development of wastewater service.
- Improvements to the local streets within the Grant Creek Crossing area and existing roads accessing the area.
- Storm drainage infrastructure to comply with Missoula County’s MS4 permit requirements.

Potential infrastructure funding sources include the creation of districts that allow the use of TIF to maximize opportunities for developing infrastructure, including sewer, drainage, workforce housing, life safety, school, and other infrastructure in addition to the water and roads identified above to support value-adding industry. As noted in the Land Use Element Plan (Missoula County, 2019b), many of the areas designated for value-adding enterprises lack “shovel-ready” sites due to infrastructure constraints. The TIF can fund the infrastructure necessary to get lands “shovel-ready” for projects aligned with the Growth Policy (Missoula County, 2019a). With the right infrastructure in place, the efficiency of the land use increases, bringing more value-adding projects online. For example, the efficiency of developing industrial, commercial, and other lands at Grant Creek Crossing could be improved through the extension of infrastructure financed by TIF districts or the development of infrastructure needed to support the value-adding projects.

#### **Evaluation of the Grant Creek Crossing TEDD Comprehensive Development Plan for conformance with the Missoula County Growth Policy, as amended by the Missoula Area Land Use Element**

In conformance with the Growth Policy, the Plan seeks to address infrastructure deficiencies that constitute



an impediment to the promotion of value-adding economic development. The Plan contributes to the Land Use Element goal to be “proactive in planning for and developing infrastructure in order to successfully implement the land use map” (Missoula County, 2019b). Furthermore, the Land Use Element document states that it is “clear that the infrastructure in place today will need to be expanded” (Missoula County, 2019b). These infrastructure deficiencies are also identified in the Missoula Area Land Use Element as critical components for industrial, commercial, and residential growth over the long term (Missoula County, 2019b).

This Grant Creek Crossing TEDD Plan provides a plan for the redevelopment of a former gravel pit in a “Commercial Mixed-Use” designated area to grow the economic base and attract new value-adding industries. The development can include a mix of commercial, retail, information, and professional uses, as well as light industrial. It also includes areas designated for residential development; these areas can be developed as infrastructure by satisfying requirements to be considered attainable workforce housing. Together, this type of development meets the goals of the “Commercial Mixed-Use” land use designation and the intent of the TEDD-enabling legislation for “the development of infrastructure to encourage the location and retention of value-adding projects in the state” MCA §7-15-4279.

This Plan does not suggest any revision to the *Missoula Area Land Use Element* or the existing land use designations and instead will help implement the *Missoula Area Land Use Element*.

### **Grant Creek Crossing TEDD Area Zoning**

The area included within the TEDD is zoned under the Missoula County Zoning Regulations ([Missoula County, 2023b](#)) most recently adopted on September 14, 2023, by Resolution #2023-067.

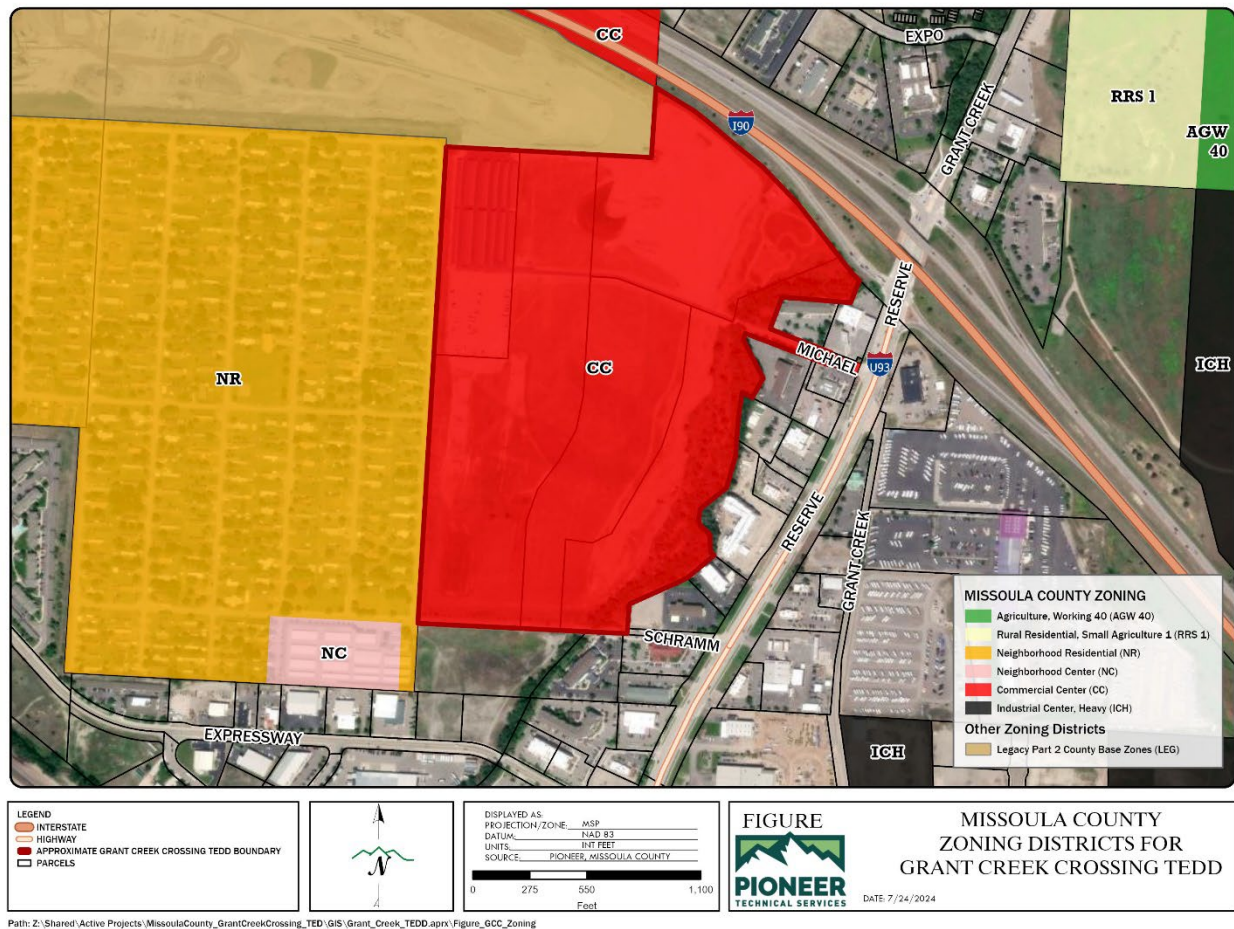
As noted in the introduction to the Missoula County Zoning Regulations:

*“These regulations are adopted to preserve, protect, and promote the public health, safety, and general welfare of residents, businesses, and property owners within the County in a manner that meets the criteria and guidelines established in MCA §76-2-203. The intent of these regulations is to implement the goals and policies contained within the Missoula County Growth Policy and to achieve the following objectives.*

- A) Improve the built environment.*
- B) Protect and promote community character.*
- C) Conserve and protect the County’s natural beauty and cultural and historic resources.*
- D) Promote the conservation of energy, land, and natural resources.*
- E) Improve sustainability and resiliency through best practice in environmental design.*
- F) Promote development patterns that support safe and efficient infrastructure and public services.*
- G) Promote multi-modal transportation through a mix of uses and compact community form, where appropriate.*
- H) Encourage innovations in use and design, especially regarding residential development and renewal, so that the needs of the community may be met by greater variety, type, and design.*
- I) Provide open space for mobility, habitat, light, air, and recreation.*
- J) Establish clear and efficient development review procedures”* (Missoula County, 2023b).

The area of the Grant Creek Crossing TEDD includes is zoned as Commercial Center (CC), as shown on Figure 14.

**Figure 14. Missoula County Zoning Districts of the Grant Creek Crossing TEDD Area**



The CC zone “is to provide opportunities for retail, services, and employment in auto-orientated patterns transitioning to walkable mixed-use patterns over time. District character is almost exclusively commercial but may support higher intensity residential development both in a horizontal as well as vertical mixed-use development pattern” (Missoula County, 2023b).

### **Evaluation of the Grant Creek Crossing TEDD Area Zoning in Accordance with the Missoula County Growth Policy**

As noted in the Growth Policy, the Land Use Designation Map “should include similar general land use designations such as residential or commercial, but it is not necessary for a zoning map to be a perfect replica of the Land Use Designation Map or have identical districts, densities, or other designations. The zoning text should be designed to help carry out the applicable goals and policies of the Plan, but zoning is not required to address all of the goals and policies” (Missoula County, 2019a).

The Growth Policy also states, “When assessing accordance with the growth policy, reviewers should list the applicable goals and policies and evaluate whether and how the zoning regulations and map either comply

*with the Plan or do not*” (Missoula County, 2019a).

Evaluating this Grant Creek Crossing TEDD Plan in the context of the Missoula County Zoning Regulations (Missoula County, 2023b) and the Growth Policy (Missoula County, 2019a) leads to the following observations.

- The Plan supports the purpose of the Missoula County Zoning Regulation.
- The area of the Plan is zoned as CC and has a Missoula Area Land Use Element designation of “Commercial Mixed-Use.” These designations are aligned.
- The Plan does not suggest any revision to the Growth Policy (Missoula County, 2019a), Missoula Area Land Use Element (Missoula County, 2019b), existing land use designations, or zoning classifications.

## **Conclusion**

Based on these findings and as documented in the Missoula Consolidated Planning Board’s resolution of recommendation and the minutes of October 1, 2024:

- Area and issue plans follow the guidance provided in Chapter 4 of the Growth Policy and are assessed for consistency using the goals and objectives provided in Chapter 2 of the Growth Policy. Plans are not required to address all the goals and objectives, but they must not contradict those that apply (Missoula County, 2019a).
- An evaluation of conformance and accordance must consider the Growth Policy document as a whole and a combination of all factors included in the entire Growth Policy such as relevant principles, goals, objectives, land use designations, and implementation as described above.
- The Plan follows the guidance provided in Chapter 4 of the Growth Policy.
- The Plan addresses the goals and objectives described in this chapter above, and it does not contradict those that apply.
- The Plan is consistent with the Growth Policy using the goals and objectives provided in Chapter 2 of the Growth Policy.
- The Plan does not suggest any revision to the Growth Policy, Missoula Area Land Use Element, existing land use designations, or zoning classifications.
- The Plan can be described as being in conformance with the Growth Policy pursuant to MCA §7-15-4213.
- The zoning within the area of the Grant Creek Crossing TEDD can be described as zoned for use in accordance with the Growth Policy demonstrating adherence to MCA §7-15-4206, 4208, and 4209.

## **Conclusions of Law:**

- The Plan has been evaluated against the relevant goals, policies, and objectives of the Growth Policy, and the Plan is in conformance with the Growth Policy.
- The zoning in the area of the Plan has been evaluated against land use designations of the Missoula Area Land Use Element, and the zoning in the area of the Plan is in accordance with the Growth Policy.

## Chapter 5. Goals and Strategies of the Grant Creek Crossing TEDD

As previously stated, Missoula County, Montana, is interested in fostering the retention, expansion, and development of value-adding industries within its jurisdiction. The creation of the TEDD will help the County to realize the vision of its Growth Policy, which states:

*“Missoula County residents have access to good jobs in new and emerging industries, high quality services, and a variety of affordable housing choices for a diverse citizenry. Natural resources, including public lands, rivers, lakes, streams, wildlife, mountains, clean air and agriculture will continue to flourish, support an active lifestyle, and create opportunities for economic prosperity”* ([Missoula County, 2019a](#)).

The Growth Policy also recognizes the role that transportation plays in the livelihoods of Missoula County’s residents:

*“Missoula County has always been fortunate to enjoy access to the larger region that ushered in new waves of economic development. First the railroad was constructed through the area in mid to late 19<sup>th</sup> century, followed later by Interstate 90. Now the very same alignment that accommodated these two transportation facilities provides the route for a major backbone of the digital highway between the Midwest and the West Coast. In the transitioning economy, the manufacturing sector continues to be strong while the University provides new opportunities with a steady stream of graduates. Opportunities in restoration, renewable energy, re-development and re-use of older commercial sites, and positioning the county to capitalize on recreational opportunities and a high quality of life have great promise”* (Missoula County, 2019a).

The Growth Policy also recognizes the need for affordable housing in the community, as noted in the key values section of the Policy:

*“Housing – Additional housing is needed throughout the planning area, specifically housing that is affordable for a range of income levels. In a land use map, this translates to providing for a range of housing types.”* (Missoula County, 2019a)

Furthermore, the public has identified the need for affordable workforce housing during the public engagement process for the Growth Policy (Appendix B of the Growth Policy; Missoula County, 2019a). Missoula County’s zoning regulations include an affordable housing incentive program.

This Grant Creek Crossing TEDD Plan provides a framework for activities that will be undertaken by public and private entities. It suggests a variety of strategies that may be employed by the local government, in response to those infrastructure deficiencies outlined in Chapter 3, to encourage investment in the district. The Grant Creek Crossing TEDD will promote economic development, improve area employment opportunities, aid in the development of attainable workforce housing, and expand the community’s tax base. With the establishment of the TEDD, Missoula County is directing its resources to rectify infrastructure deficiencies and promote economic development that will help sustain and improve the County’s quality of life.

## Goals of the Grant Creek Crossing TEDD Plan

The following are the goals of this Plan and associated strategies. These goals support the overall purpose and intent of the Grant Creek Crossing TEDD as presented in Chapter 1.

### Goal # 1 – Promote Economic Development in Support of Value-Adding Industry

*Rationale:* Retention and expansion of value-adding commerce including manufacturing, technology development, communications, tourism, and others strengthens the community, opens investment opportunities, enables livable wage jobs, and supports the sound growth of the community. This allows the community to invest in infrastructure to improve safety, streetscape design, affordability, and overall quality of life, which in turn attracts businesses.

### Goal #2 – Invest in Efficient Delivery of Public Infrastructure

- *Rationale:* Infrastructure is the backbone of the community. Private development typically requires a corresponding public investment in infrastructure. Capital improvements in transportation, water, sewer, public safety, and other public infrastructure will help achieve economic vitality and support the delivery of public services.

### Goal #3 – Support Development of Attainable Workforce Housing

- *Rationale:* Affordable, attainable housing for the workforce is necessary to support the value-adding industries targeted for the Grant Creek Crossing TEDD and will help to achieve the goals of this Plan and the Growth Policy. To achieve the goals of the Growth Policy, workforce housing should be developed close to the places of employment, along with the infrastructure needed for this development, including water, sewer, and multi-modal transportation.

### Goal #4 – Enhance Public Safety Services

- *Rationale:* Growth and development within the Grant Creek Crossing TEDD will place additional burdens on existing public safety services such as police, fire, and emergency services. This also includes the planning and development of safe transportation routes to ensure students and workers in the area have safe routes to school and work. Investing in the infrastructure needed to provide these services is necessary for public safety.

## Strategies

Achieving the TEDD goals will depend on a strategic approach that includes both well-planned and well-designed projects and significant capital investment. The actions outlined below provide a set of basic approaches, which are key to sustainable economic development and address infrastructure deficiencies that constitute a serious impediment to the retention, expansion, and recruitment of value-adding commerce in the County.

The following strategies are intended to provide a framework for decision-making and are intentionally general in nature. The strategies for each goal include Planning strategies and Implementation strategies.

## **Goal #1 - Promote Economic Development in Support of Value-Adding Industry**

- Planning
  - Support area- and issue-specific planning, such as:
    - Targeted marketing to:
      - Technology-based and professional services businesses that, through the employment of knowledge or labor, add value to a product, process, or export service resulting in the creation of new wealth.
      - Recreation- and tourism-related businesses, including retail trade, that support the tourism industry.
      - Light-industrial and manufacturing businesses aligned with the Commercial Mixed Use land use designation.
      - Utilities involved in the value-adding development and export of new technologies and sustainable energy sources.
    - Facilitate opportunity for a diversified economic base of multiple independent value-adding businesses.
    - Promote sustainable approaches or technological advances.
    - Complementary and interdependent activities and commerce, for example, commercial activities support the value-adding tourism industry.
    - Linkages to other sectors to take advantage of associated workforce training programs, research and development, and technology transfer.
  - Further public-private and other partnerships such as:
    - Participants in potentially symbiotic commerce and/or activities.
    - Local, regional, state, and federal entities.
    - Workforce housing developers and affordable housing organizations.
    - Economic development organizations.
    - Schools to develop workforce training and education.
  - Examine the usefulness of incentive programs such as:
    - Targeted commerce recruitment.
    - Workforce training.
- Implementation
  - Establish incentive programs determined to be useful.
  - Implement existing incentive programs like the Affordable Housing Incentive in the Missoula County Zoning Regulations (Missoula County, 2023b).

## **Goal #2 - Facilitate Efficient Development of Public Infrastructure**

- Planning
  - Support area and issue-specific planning. Periodically update planning documents, as priorities may change based on technology, regulations, and other factors. Plan following the County's vision of *One Missoula*.
  - Plan for infrastructure development that reflects good urban design principles to help attract further value-adding economic development.
  - Integrate multi-modal transportation, including safe routes to schools.

- Water, wastewater, communication technology, e.g., broadband.
- Regional and local stormwater/drainage.
- Infrastructure to support attainable housing/workforce housing.
- Emergency Services (public safety).
- Sustainable energy sources.
- Other capital improvements.
- Develop public-private partnerships, such as:
  - Landowners, Missoula County, emergency service providers, school districts.
  - Local, regional, state, and federal entities.
  - Public, quasi-public, and private infrastructure providers.
  - Affordable workforce housing organizations and developers.
- Implementation
  - Foster public infrastructure projects, including workforce housing, supporting value-adding commerce.
  - Invest in the implementation of county capital improvement plans.
  - Invest in the development of infrastructure that reflects good urban design principles.
  - Invest in life safety and hazard mitigation, including safe routes to schools.
  - Leverage public and private funds for public infrastructure.
  - Invest in transportation proximity projects determined to benefit the community.
  - Support the extension and expansion of technological advances.
  - Employ economies of scale and sustainability to enhance efficiency and reduce individual costs of installing and extending public infrastructure.
  - Invest in access to sustainable energy sources.

### **Goal #3 – Support Attainable Workforce Housing**

- Planning
  - Complete Attainable Workforce Housing Plan or study.
  - Identify external funding options.
  - Consider affordability, proximity to workplaces and schools, and sustainability.
  - Public/Private Partnerships with housing authorities, housing cooperatives, land trusts, affordable housing organizations.
  - Develop methods to maintain affordability, e.g., covenants, deed restrictions.
  - Coordinate with schools (safe routes, capacity, planning).
- Implementation
  - Clearly define “Attainable Workforce Housing” for Missoula County’s purposes, ensuring that the definition satisfies all State of Montana requirements and any local requirements.
  - Invest in public infrastructure needed to serve the workforce housing development, including water, wastewater, multi-modal transportation.
  - Apply methods to ensure affordability is sustained in the long term.
  - Use available funds to leverage other affordable housing funds.

- Foster relationships and agreements with public and/or private entities to plan and construct attainable workforce housing units.
- Foster relationships and agreements with schools to plan for and serve the additional students from workforce housing developments.

**Goal #4 – Improve public safety services**

- Planning
  - Undertake planning study for first responder needs, including equipment, personnel, and facility requirements.
  - Identify emerging technology and equipment trends.
  - Encourage public/private partnerships.
  - Identify funding options.
- Implementation
  - Develop means to provide funding for fire protection inspections, sprinkler reviews, plans reviews and continued business inspections as development occurs, while additional funding from tax increment is not yet directly available to the fire district.
  - Invest in public infrastructure needed to serve the Grant Creek Crossing TEDD, including facilities, personnel, and equipment, commensurate with the level of services provided to the Grant Creek Crossing TEDD relative to the rest of the area served.



# Chapter 6. Targeted Economic Development Activities

## Value-adding Enterprises

Missoula County will work with other public entities and private enterprises to establish an industrial and economic development framework to target and recruit value-adding industries. This effort will be multifaceted and include investments in public infrastructure, industry retention, and recruitment. Value-adding enterprises that could be targeted for development or expansion within the Grant Creek Crossing TEDD are presented on Figure 15, by North American Industry Classification System (NAICS) code ([NAICS, 2024](#)).

These types of industries are identified because many of the enterprises within these categories would be considered value-adding. Note however that not all enterprises within these categories would necessarily be considered value-adding. Each individual project will be considered to determine if it meets the definition of value-adding, particularly with respect to the specific types of industries cited in the MCA: manufacturing, technology, recreation, and tourism. Enterprises that support these industries could also be considered value-adding. The Grant Creek Crossing area is especially well situated to attract value-adding industries and technology, considering the available land, its proximity to I-90 and U.S. Highway 93, the preferred land use identified in the Growth Policy, and current zoning regulations.

Not all enterprises within these NAICS codes are necessarily considered value-adding. Each project considered will be evaluated per the criteria in Chapter 7 of this Plan to determine if it meets the definition of value-adding and is eligible for TIF support.

Figure 15. Potential/Existing Industries –Grant Creek Crossing TEDD

NAICS CODE	INDUSTRY
22	<p><b>Utilities</b></p> <p>The Utilities sector comprises establishments engaged in providing utility services, such as electric power, natural gas, steam supply, water supply, and sewage removal. Waste management and remediation services are excluded from this sector.</p> <p>Some utility-related projects may be considered value-adding to the extent they support other value-adding economic development projects.</p> <p>Further definition at <a href="https://www.naics.com/naics-code-description/?v=2017&amp;code=22">https://www.naics.com/naics-code-description/?v=2017&amp;code=22</a>.</p>
31-33	<p><b>Manufacturing</b></p> <p>The Manufacturing sector comprises establishments engaged in the mechanical, physical, or chemical transformation of materials, substances, or components into new products. The assembling of manufactured product components is considered manufacturing, except in cases where the activity is appropriately classified in Sector 23, Construction.</p> <p>Establishments in the manufacturing sector are often described as plants, factories, or mills, and they characteristically use power-driven machines and material-handling equipment. However, establishments that transform materials or substances into new products by hand or in the worker's home and those engaged in selling to the general public products made on the same premises</p>

	<p>from which they are sold, such as bakeries, candy stores, and custom tailors, may also be included in this sector. Manufacturing establishments may process materials or may contract with other establishments to process their materials for them. Both types of establishments are included in manufacturing.</p> <p>Most manufacturing enterprises would be considered value-adding.</p> <p>Further definition at <a href="https://www.naics.com/naics-code-description/?v=2017&amp;code=31-33">https://www.naics.com/naics-code-description/?v=2017&amp;code=31-33</a>.</p>
<b>44-45</b>	<p><b>Retail Trade</b></p> <p>The Retail Trade sector comprises establishments engaged in retailing merchandise, generally without transformation, and rendering services incidental to the sale of merchandise.</p> <p>The retailing process is the final step in distributing merchandise; retailers are, therefore, organized to sell merchandise in small quantities to the general public. This sector comprises two main types of retailers: store and non-store retailers.</p> <p>Store retailers operate fixed point-of-sale locations, located and designed to attract a high volume of walk-in customers. In general, retail stores have extensive displays of merchandise and use mass-media advertising to attract customers. They typically sell merchandise to the public for personal or household consumption, but some also serve business and institutional clients. These include office supply stores, computer and software stores, building materials dealers, plumbing supply stores, and electrical supply stores. Catalog showrooms, gasoline stations, automotive dealers, and mobile home dealers are treated as store retailers.</p> <p>In addition to retailing merchandise, some types of store retailers are also engaged in the provision of after-sales services, such as repair and installation. For example, new automotive dealers, electronics and appliance stores, and musical instrument and supplies stores often provide repair services. Generally, establishments engaged in retailing merchandise and providing after-sales services are classified in this sector.</p> <p>Non-store retailers, like store retailers, are organized to serve the general public, but their retailing methods differ. The establishments of this subsector reach customers and market merchandise with methods, such as the broadcasting of "infomercials."</p> <p>Retail trade enterprises may be considered value-adding to the extent that they support or serve other value-adding industries such as tourism.</p> <p>Further definition at <a href="https://www.naics.com/naics-code-description/?v=2017&amp;code=44-45">https://www.naics.com/naics-code-description/?v=2017&amp;code=44-45</a>.</p>
<b>48-49</b>	<p><b>Transportation and Warehousing</b></p> <p>The Transportation and Warehousing sector includes industries providing transportation of passengers and cargo, warehousing and storage for goods, scenic and sightseeing transportation, and support activities related to modes of</p>

	<p>transportation. Establishments in these industries use transportation equipment or transportation-related facilities as a productive asset. The type of equipment depends on the mode of transportation. The modes of transportation are air, rail, water, road, and pipeline.</p> <p>The Transportation and Warehousing sector distinguishes three basic types of activities: subsectors for each mode of transportation, a subsector for warehousing and storage, and a subsector for establishments providing support activities for transportation. In addition, there are subsectors for establishments that provide passenger transportation for scenic and sightseeing purposes, postal services, and courier services.</p> <p>A separate subsector for support activities is established in the sector because, first, support activities for transportation are inherently multimodal, such as freight transportation arrangement, or have multimodal aspects. Secondly, there are production process similarities among the support activity industries.</p> <p>Many of the establishments in this sector often operate on networks, with physical facilities, labor forces, and equipment spread over an extensive geographic area.</p> <p>Some transportation and warehousing-related projects may be considered value-adding to the extent they support other value-adding economic development projects. For example, transportation and warehousing facilities designed to facilitate interstate commerce for products manufactured in Montana.</p> <p>Further information at <a href="https://www.naics.com/naics-code-description/?v=2017&amp;code=48-49">https://www.naics.com/naics-code-description/?v=2017&amp;code=48-49</a>.</p>
51	<p><b>Information</b></p> <p>The Information sector comprises establishments engaged in the following processes: (a) producing and distributing information and cultural products, (b) providing the means to transmit or distribute these products as well as data or communications, and (c) processing data.</p> <p>The main components of this sector are the publishing industries, including software publishing. It includes the motion picture and broadcasting industries, the telecommunications industries, data processing industries, and the information services industries.</p> <p>Some businesses in this sector are value-adding, such as software publishers under NAICS Code 5112. Other businesses under this sector are not necessarily considered value-adding, such as mobile telephone stores under NAICS Code 517312 – Wireless Telecommunications Carriers (except Satellite); however, they may be considered value-adding to the extent they are designed to support other value-adding industries such as tourism.</p> <p>Further definition at <a href="https://www.naics.com/naics-code-description/?v=2017&amp;code=51">https://www.naics.com/naics-code-description/?v=2017&amp;code=51</a>.</p>

52	<p><b>Finance and Insurance</b></p> <p>The Finance and Insurance sector comprises establishments primarily engaged in financial transactions (transactions involving the creation, liquidation, or change in ownership of financial assets) and/or in facilitating financial transactions.</p> <p>The subsectors, industry groups, and industries within this sector are defined by their unique production processes. As with all industries, the production processes are distinguished by their use of specialized human resources and specialized physical capital.</p> <p>Finance and insurance businesses may be value-adding to the extent that are engaged in interstate commerce or support other value-adding industries such as tourism or manufacturing.</p> <p>Further definition at <a href="https://www.naics.com/naics-code-description/?v=2017&amp;code=52">https://www.naics.com/naics-code-description/?v=2017&amp;code=52</a>.</p>
53	<p><b>Real Estate Rental and Leasing</b></p> <p>The Real Estate and Rental and Leasing sector comprises establishments primarily engaged in renting, leasing, or otherwise allowing the use of tangible or intangible assets, and establishments providing related services. The major portion of this sector comprises establishments that rent, lease, or otherwise allow the use of their own assets by others. The assets may be tangible, as is the case with real estate and equipment, or intangible, as is the case with patents and trademarks.</p> <p>This sector also includes establishments primarily engaged in managing real estate for others, selling, renting and/or buying real estate for others, and appraising real estate.</p> <p>The existing Grant Creek Self Storage facility within the Grant Creek Crossing area falls within NAICS Code 531130, Lessors of Mini Warehouses and Self-Storage Units.</p> <p>Many real estate rental and leasing businesses would not be considered value-adding; however, some may be considered value-adding, such as recreational vehicle or passenger car rentals that support tourism.</p> <p>Further definition at <a href="https://www.naics.com/naics-code-description/?v=2017&amp;code=53">https://www.naics.com/naics-code-description/?v=2017&amp;code=53</a>.</p>

54	<p><b>Professional, Scientific, and Technical Services</b></p> <p>The Professional, Scientific, and Technical Services sector comprises establishments that specialize in performing professional, scientific, and technical activities for others. These activities require a high degree of expertise and training. The establishments in this sector specialize according to expertise and provide these services to clients in a variety of industries and, in some cases, to households. Activities performed include legal advice and representation; accounting, bookkeeping, and payroll services; architectural, engineering, and specialized design services; computer services; consulting services; research services; advertising services; photographic services; translation and interpretation services; veterinary services; and other professional, scientific, and technical services.</p> <p>Businesses in this category may be considered value-adding to the extent that they are involved in interstate commerce by selling their services outside of Montana. An example would be Scientific Research and Development Services under subsector 5417. Other businesses may be value-adding if they are supporting other value-adding industries such as tourism.</p> <p>Further definition at <a href="https://www.naics.com/naics-code-description/?v=2017&amp;code=54">https://www.naics.com/naics-code-description/?v=2017&amp;code=54</a>.</p>
62	<p><b>Health Care and Social Assistance</b></p> <p>The Health Care and Social Assistance sector comprises establishments providing health care and social assistance for individuals. Establishments in this sector deliver services by trained professionals. All industries in the sector share this commonality of process, namely, labor inputs of health practitioners or social workers with the requisite expertise.</p> <p>Examples of Health Care and Social Assistance enterprises include physicians, mental health specialists, dentists, chiropractors, outpatient care facilities, family and youth services, vocational rehabilitation services, child day care services, and many others.</p> <p>Further definition at <a href="https://www.naics.com/naics-code-description/?v=2017&amp;code=62">https://www.naics.com/naics-code-description/?v=2017&amp;code=62</a>.</p>
71	<p><b>Arts, Entertainment, and Recreation</b></p> <p>This sector includes a wide range of establishments that operate facilities or provide services to meet varied cultural, entertainment, and recreational interests of their patrons. This sector comprises (1) establishments that are involved in producing, promoting, or participating in live performances, events, or exhibits intended for public viewing; (2) establishments that preserve and exhibit objects and sites of historical, cultural, or educational interest; and (3) establishments that operate facilities or provide services that enable patrons to participate in recreational activities or pursue amusement, hobby, and leisure-time interests.</p>



	<p>This sector is included primarily for establishments that enable patrons to participate in recreational activities, supporting the value-adding recreation and tourism industry.</p> <p>Further definition at <a href="#">Six Digit NAICS Codes: 71 Arts, Entertainment, and Recreation   NAICS Association</a>.</p>
<b>72</b>	<p><b>Accommodation and Food Services</b></p> <p>The Accommodation and Food Services sector comprises establishments providing customers with lodging and/or preparing meals, snacks, and beverages for immediate consumption. The sector includes both accommodation, including hotels, and food services establishments because the two activities are often combined at the same establishment.</p> <p>Excluded from this sector are civic and social organizations, amusement and recreation parks, theaters, and other recreation or entertainment facilities providing food and beverage services.</p> <p>This sector is included to consider accommodations and food services enterprises that are part of value-adding recreation and tourism industry.</p> <p>Further definition at <a href="https://www.naics.com/naics-code-description/?v=2017&amp;code=72">https://www.naics.com/naics-code-description/?v=2017&amp;code=72</a>.</p>

Further research and analysis will be required to determine which value-adding industries can be recruited based on market conditions and the Grant Creek Crossing TEDD's unique position in the marketplace. Issues such as energy costs related to operations and transportation, distance from markets, overall industry trends, and infrastructure requirements will help determine the industries to be targeted.

### **Capital Improvements Planning and Implementation**

Infrastructure deficiencies at the Grant Creek Crossing TEDD have been documented, but more detailed study and planning are needed to determine the most cost-effective means of addressing those deficiencies.

### **Value-Adding Commerce Recruitment**

Once the Grant Creek Crossing TEDD is established, local staff and resources and consultant services could be used to develop business plans, market studies, and general research to retain, expand, and recruit value-adding projects to the TEDD. As the district starts generating TIF revenue, these funds may be directed to these activities as well.

### **Partnerships**

The implementation of the Grant Creek Crossing TEDD plan will be enhanced by cooperation between the public and private sectors. Missoula County, to encourage private enterprise, will afford maximum opportunity consistent with the sound needs of the community, to foster the development of the TEDD by private enterprise. Property and business owners should acknowledge the advantage of the investment within the TEDD of property tax dollars generated within the district and make corresponding private investments to further economic activity.

## Financing

Once targeted value-adding industries and required capital improvements have been more clearly identified, the next step will be to develop the mechanisms to implement the overall TEDD program. Private development will generate the new property taxes (TIF dollars) necessary to finance public infrastructure development, which supports value-adding economic activities. Therefore, enterprise development and public investments must occur hand-in-hand. In some cases, the construction of public infrastructure could be financed through a combination of TIF and other private, local, state, and federal funding sources.

The TIF revenues may only be used for infrastructure projects as allowed under MCA §7-15-4288 for the development of value-adding industries as defined in MCA §7-15-4279. If both value-adding and non-value-adding enterprises would benefit from TIF investments in infrastructure, the amount of TIF revenues invested may only be in proportion to the resulting benefit to value-adding businesses.

The TIF can be used to service the debt for a TIF bond. Tax increment revenues can be pledged to pay bond principal and interest annually. The size and term of the bond would depend on tax increment revenues available from private sector taxpayers within the TEDD. While Montana law provides that urban renewal districts or TEDDs using a TIF provision may only be authorized for 15 years, the period may be extended to coincide with the term of a tax increment bond, but for TEDDs created after June 30, 2022, *“the combined term of the original bonds or any refunding bonds may not extend the life of the tax increment provision longer than the 30th year following the original adoption of the tax increment provision”* (MCA §7-15-4292).

It may be necessary for the private taxpayer(s) to agree with Missoula County to assure, for the term of the bond, the annual payment of all property taxes due or an equivalent amount if the taxpayer no longer holds property in the district. The amount of tax increment realized each year must exceed the amount of the bond payment to be made each year, and initially by as much as two times the annual bond payment to enable the county to establish and maintain an adequate reserve of TIF in an amount determined at the time of the bond issuance.

A project for which tax increment will be used for bond payments must be a specifically approved TEDD project and in keeping with the goals of the district to support value-adding economic development. The bond issuance must be authorized by the County Commission, through a resolution or ordinance, as required by bond counsel procedure.

**Annual Tax Increment Appropriations** – The county may finance public infrastructure improvements from its annual tax increment receipts. Funds available for projects each year would be determined by the size of the annual increment and any prior commitments (such as bond debt service requirements and administrative costs).

**TIF Revolving Loans** – The Montana urban renewal statutes provide for the establishment of loan programs, whereby TIF funds may be loaned for the construction of private infrastructure or other activities in support of the goals of the urban renewal or TEDD. As principal and interest payments are made, the funds may be loaned again, even after the TIF provision terminates, but the funds must be used within the TEDD for purposes identified in the Plan. The county may establish a revolving loan program, based on the availability of TIF funds as well as other financial resources.

**Other Debt Financing** – The county may borrow funds from commercial lending institutions or loan funds to the district to finance public infrastructure improvements. Annual tax increment revenues will pay the principal and interest on the loan.

### Other Local Debt Financing Mechanisms

County governments can make use of various kinds of debt financing to fund programs and projects. These include general obligation bonds, rural special improvement district bonds, sewer and water district bonds, and revenue bonds. Debt financing enables local governments to finance major infrastructure projects using future revenue from special assessments, user fees, and other forms of revenue.

#### *General Obligation Bonds*

Under MCA §7-7-2201, *“The board of county commissioners of a county may issue, negotiate, and sell coupon bonds on the credit of the county, as more specifically provided in this part, for any of the following purposes:*

- 1) acquiring land for sites and grounds for a public building or buildings of any kind within the county and under its control, which the county has lawful authority to acquire or erect, control, and maintain except that if the bonds are sold to fund a multicounty jail facility, funds may be used in the county in which the multicounty jail facility is located;*
- 2) acquiring land for any other public use or activity within the county, under its control and authorized by law;*
- 3) (a) constructing, erecting, or acquiring by purchase necessary public buildings within the county, under its control and authorized by law;*  
*(b) making additions to and repairing buildings; and*  
*(c) furnishing and equipping the buildings except that if the bonds are sold to fund a multicounty jail facility, funds may be used in the county in which the multicounty jail facility is located;*
- 4) building, purchasing, constructing, and maintaining devices intended to protect the safety of the public from open ditches carrying irrigation or other water;*
- 5) enabling a county to liquidate its indebtedness to another county incident to the creation of a new county or the changing of any county boundary line;*
- 6) funding, paying, and retiring outstanding county warrants lawfully issued against the county general fund, road fund, or bridge fund when:*  
*(a) there is not sufficient money in the fund against which the warrants are drawn to pay and retire the warrants; and*  
*(b) the levying of taxes sufficient to pay and retire the warrants within a period of 3 years would, in the judgment of the board, work a hardship and be an undue burden upon the taxpayers of the county.”*

The local government incurs various administrative costs in conjunction with issuing bonds. These costs include the retention of legal counsel and financial consultants, the establishment of reserve funds, and the preparation of the prospectus and various required documents. These bonds provide tax-free interest earnings to purchasers and are therefore subject to detailed scrutiny under both state and federal law.

### Rural Special Improvement Districts

Under MCA §7-12-2102 a board of county commissioners may order and create special improvement districts outside of the limits of incorporated towns and cities for building, constructing, or acquiring by purchase one or more of the improvements of the kind described in MCA §7-12-4102 for the benefit of the special improvement district. The board of county commissioners may also order and create a special

improvement district upon the receipt of a petition to create a special improvement district that contains the consent of all the owners of property to be included in the district.

Improvements can include:

- The acquisition, construction, or reconstruction of public streets.
- The acquisition, construction, or reconstruction of sidewalks, culverts, bridges, gutters, curbs, steps, and parks including the planting of trees.
- The construction or reconstruction of sewers, ditches, drains, conduits, and channels for sanitary or drainage purposes, with outlets, cesspools, manholes, catch basins, flush tanks, septic tanks, connecting sewers, ditches, drains, conduits, channels, and other appurtenances.
- The construction of sewer and water systems including fire hydrants.
- The acquisition and improvement of land to be designated as public park or open-space land.
- The conversion of overhead utilities to underground locations following MCA §69-4-311 through MCA §69-4-314.
- The purchase, installation, maintenance, and management of alternative energy production facilities.

To defray the cost of construction, acquiring, and/or maintaining any of the improvements provided for this part, including incidental expenses, the board of county commissioners shall assess the entire cost of the improvements against benefited lots, tracts, or parcels of land in the district, based upon the benefits received and will adopt one or any combination of methods of assessment for each improvement made or acquired for the benefit of the district.

All costs and expenses incurred in any improvement district in the acquisition, construction, or maintenance of any improvement specified in this part or incurred in the issuance of bonds or warrants of the district, including incidental expenses, will be paid for by special improvement district bonds or warrants. Under MCA §7-12-2167, rural special improvement assessments may be collected for a term, not to exceed 30 years. If federal loans are available, the term may not exceed 40 years.

#### County Water and/or Sewer Districts

Under MCA §7-13-2203 a county water and/or sewer district may be organized and managed. A petition, which may consist of any number of separate instruments, must be presented at a regular meeting of the board of county commissioners of the county in which the proposed district is located, signed by at least 10% of the qualified electors of the territory included in the proposed district.

*A district that is incorporated as provided in this part may “construct, purchase, lease, or otherwise acquire and operate and maintain water rights, waterworks, sanitary sewer works, storm sewer works, canals, conduits, reservoirs, lands, and rights useful or necessary to store, conserve, supply, produce, convey, or drain water or sewage for purposes beneficial to the district. Beneficial purposes include but are not limited to flood prevention, flood control, irrigation, drainage, municipal and industrial water supplies, domestic water supplies, wildlife, recreation, pollution abatement, livestock water supply, and other similar purposes” (MCA §7-13-2203).*

A water and/or sewer district incorporated as provided under MCA §7-13-2221 may:

*“accept funds and property or other assistance, financial or otherwise, from federal, state, and other public or private sources for the purposes of aiding the construction or maintenance of water or sewer development projects;*

*cooperate and contract with the state or federal government or any department or agency of the state or federal government in furnishing assurances for and meeting local cooperation requirements of any project involving control, conservation, and use of water;*

*borrow money and incur indebtedness and issue bonds or other evidence of indebtedness and refund or retire any indebtedness or lien that may exist against the district or property of the district;*

*cause taxes to be levied in the manner provided for in part 23 and this part for the purpose of paying any obligation of the district and to accomplish the purposes of part 23 and this part in the manner provided in part 23 and this part;*

*levy special assessments against property located in the district and benefited by any of its improvements, ..., and pledge the collections of the special assessments in whole or in part, with any other revenue of the district, to the payment of bonds issued pursuant to part 23; and*

*enter into covenants and agreements as to the establishment and maintenance of reasonable rates and charges for the use of its systems or improvements or any part of the systems or improvements as required, in the judgment of the board of directors, for the favorable sale of bonds issued pursuant to part 23, including, without limitation, a covenant to establish and maintain rates and charges sufficient, with the collection of any special assessments, to pay debt service and operating, maintenance, and replacement costs of the system or improvement and fund necessary reserves or a covenant to establish and maintain rates and charges sufficient, with the collection of any special assessments, to pay operating and maintenance costs of the system or improvement, fund necessary reserves for the system or improvement, and pay debt service on bonds and to provide additional funds necessary for the purposes of the system or improvement or to provide assurance to the holders of bonds as to the sufficiency of the revenue.”*

The payment of the assessment to defray the cost of constructing any improvement may be spread over a term, not to exceed 40 years (per MCA §7-13-2333).

#### Revenue Bonds

Under MCA §7-7-2501, a county may issue revenue bonds to finance any project or activity enumerated in MCA §7-16 Part 21 or MCA §75-10 Part 1. The TIF bonds are considered revenue bonds, but other types of revenue may be directed to debt service as well.

#### State and Federal Funding Resources

In addition, the county may pursue other state and federal funding sources. The availability of funds is dependent on several factors including:

- The number of applicants in any particular funding cycle.
- The priorities set forth by funding entities, reflecting state and federal policy.



- The actual dollars available for particular types of projects and programs.
- The ability of the local community to provide matching funds.

Financing strategies for addressing individual projects will likely include combining various funding sources. Additional program information is available through various federal agencies and the Montana Departments of Commerce, Transportation, Environmental Quality, Natural Resources and Conservation, and the Governor's Office.

## Chapter 7. Program Administration

Missoula County will be responsible for managing the Grant Creek Crossing TEDD program. All decisions regarding budgeting, program design, and related actions will be made ultimately by the Board of County Commissioners. The Commissioners may make use of the Missoula County Development Authority Board, County Staff, and/or contractor(s) at their discretion.

Each year the Commission (in conjunction with county staff and the Missoula County Development Authority Board) will adopt an annual TEDD budget and work plan for the following fiscal year (July 1 to June 30). Each annual work plan will include the following elements:

- Anticipated Increment Revenue for the Year.
- Project and Program Priorities and Associated/Projected Costs.
- Financing Strategies.
- Direct Increment Revenue.
- Debt Financing including Tax Increment Revenue Bonds.
- Other Sources of Funding.
- Administrative Budget including staff and consulting services (as appropriate).

Once the work plan and the associated budget are adopted, the Board of County Commissioners (in conjunction with county staff and/or the Missoula County Development Authority Board) will be responsible for:

- Developing financing strategies.
- Working with property owners and private enterprises to identify public infrastructure projects for the future.
- Setting project priorities.
- Following all local government procurement rules concerning:
  - Preparing bid and proposal requests.
  - Reviewing proposals from engineers, contractors, and other vendors.
- Monitoring projects.
- Accepting, reviewing, and approving project applications submitted by eligible program applicants in keeping with program criteria and guidelines (if applicable).
- Conducting market analyses, engineering studies, and project feasibility analyses.
- Providing technical assistance.
- Preparing the draft annual report as described below.

Following MCA §7-15-4237, the county will prepare an annual report of its activities for the preceding fiscal year, no later than September 30. The report must describe how expenditures comply with the approved comprehensive development plan for the district.

## TEDD Program Eligibility

Missoula County will use TIF in conjunction with other funding mechanisms to support the development of value-adding enterprises within the Grant Creek Crossing TEDD. To be eligible to receive assistance, projects must:

1. Be located in the TEDD or provide connectivity.
2. Support value-adding economic development projects, per MCA §7-15-4279.
3. Meet the definition of value-adding per MCA §7-15-4283 (13): *“Value-adding” means a project or a business that creates or increases economic opportunity in an area through investment in facilities, land, improvements, or equipment, including but not limited to manufacturing, technology, recreation, and tourism.”*

For administrative purposes, Missoula County interprets the definition of value-adding for the Grant Creek Crossing TEDD to include businesses that create secondary value-added products per MCA §7-15-4283 (6), secondary value-adding industries per MCA §7-15-4283 (7), technology-based companies, and businesses affiliated with tourism and recreation.

There is no definition of recreation or tourism in the MCA §7-15 or the Administrative Rules of Montana. A separate portion of the Montana code, at MCA §70-16-301 (related to property), states “‘Recreational purposes’, as used in this part, includes hunting, fishing, swimming, boating, waterskiing, camping, picnicking, pleasure driving, biking, winter sports, hiking, touring or viewing cultural and historical sites and monuments, spelunking, or other pleasure expeditions. The term includes the private, noncommercial flying of aircraft in relation to private land.” Since this definition is limited to that part of the code, it does not apply directly to this TEDD. However, Missoula County can use this definition to help determine if a proposed project is considered part of the recreation industry, and therefore potentially eligible for TIF support. Missoula County will also rely on organizations such as the University of Montana’s Institute on Travel and Recreation Research (ITRR) to determine what businesses may be considered tourism or recreation. For example, in their report on the Montana travel industry for 2021 (Weddell, 2022) the ITRR listed rafting, fishing, hunting, guides, breweries, hoteliers, and restaurants as “contributing entrepreneurs”.

Missoula County also considers businesses that support value-adding or secondary value-adding businesses in the county, such as restaurants and grocery stores, as value-adding themselves. This interpretation is narrowed to businesses that support the uses that the Montana Legislature has expressly considered, either in the definition of value-adding, in secondary value-added products or commodities, or in secondary value-adding industries.

Additional required and suggested criteria to be used in further evaluating eligible infrastructure projects include the following:

1. Required Criteria
  - a) **Consistency with adopted plans** – The project must be consistent with county planning documents, including the Missoula County Growth Policy and this Plan. Projects should reflect the vision, goals, and objectives set forth in the county’s guiding documents.
  - b) **Compliance with adopted regulations** – Projects must meet the requirements of all adopted regulations.
2. Suggested Criteria

- a) **Job Creation** – Developments will be evaluated based on the number of direct jobs created. An advantage will be given to developments where the wages and benefits for the jobs meet or exceed the current average Per Capita Personal Income in Missoula County.
- b) **Extent of Value-Adding** – The extent to which a proposed project is considered value-adding or secondary value-adding could be considered. Projects that are secondary value-adding (e.g., a manufacturing or technology enterprise) may receive more consideration than a project that provides second-tier support to a value-adding industry (e.g., a convenience store supporting the tourism industry).
- c) **Taxable Valuation** – In most cases, private enterprises that contribute more to the community's tax base will be eligible for greater assistance.
- d) **Leverage Ratios** – TIF will be used to construct infrastructure in support of value-adding economic development. Investments of TIF that result in a larger infusion of private or other public capital will generally be viewed more favorably, compared to those which result in a smaller infusion of private or other public capital.
- e) **Readiness** – The development of the Grant Creek Crossing TEDD will occur as resources become available and opportunities present themselves. In some cases, public projects will occur in support of private investment that would otherwise not occur without that corresponding investment in infrastructure. Private enterprises that have secured public approvals and/or project funding have demonstrated a level of readiness. Program initiatives or funding opportunities may help bring certain TEDD projects forward.
- f) **Health and Safety Concerns** – Projects that address urgent conditions that endanger the “health, safety....and welfare” of the people of Missoula County and support the purposes of the TEDD may be given greater consideration.
- g) **Sustainability, one-time infusion of funds versus ongoing need for funding** – Projects that feature sustainable funding strategies will generally be ranked higher than those that require ongoing funding.
- h) **Opportunity to use one-time or innovative funding** – A project or program that enables the county to take advantage of a one-time opportunity or innovative funding strategy may be given greater consideration.
- i) **Critical infrastructure** – Projects that address a critical infrastructure need and support the purposes of the TEDD may be given greater consideration.
- j) **Linkages** – Projects/programs that expand linkages to other sectors, such as education, may be given greater consideration.

Each project will be analyzed individually to determine the amount of financial assistance available based upon the factors stated above, and other factors that may be determined important by the Board of County Commissioners. Final decisions are made by the Board of County Commissioners.

### **How the Criteria are Used**

The extent to which these criteria are applied will depend on the specific project or program being considered. They are intended to provide a decision-making framework to set priorities. In most cases, only some of the criteria would apply to a specific project or program. For instance, some projects might rank higher concerning job creation, while others may result in greater private investment. Through the process of preparing annual work plans, the county may assign more specificity or importance to some or all the

criteria, based on changing priorities.

Given the wide range of potential activities, the criteria will be particularly effective in evaluating similar project proposals, such as multiple proposals to install public infrastructure. The criteria can also be used to develop more specific guidelines for financing programs, such as a revolving loan program established under this plan.

The criteria become particularly important as recommendations are made to the Board of County Commissioners regarding the funding of projects and programs during the budget approval process. Demonstrating how each proposed activity meets the criteria will assist the Commissioners in evaluating its appropriateness with respect to the goals and objectives of the Plan and of the county overall.

### **Funding Mechanisms**

Eligible infrastructure projects selected for funding may receive funding through any of the following mechanisms:

- Direct investments in public infrastructure, including planning and construction.
- Participation in private infrastructure development through the use of TIF loans.
- Assistance in the preparation of grant and loan applications for additional funding from other sources as described above.
- Technical Support.



## **Chapter 8. Plan Amendments**

The Plan provides flexibility to accommodate a variety of approaches. However, changes over time may necessitate more formal amendments to the Plan. If required, amendments will be made by ordinance and will be subject to the same review and hearing process as the original plan. Changes to the district boundary will require certification by the Montana Department of Revenue concerning the tax revenue base and tax revenue increment.

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**Appendix A**  
**Public and Stakeholder Engagement and Input**

## **Appendix B**

### **Ownership Data**