



MISSOULA'S DOWNTOWN MASTER PLAN



The Downtown Missoula Master Plan

November 4, 2019



MISSOULA'S DOWNTOWN MASTER PLAN

was created by:



The Downtown Missoula Partnership
a collaboration of:

**The Downtown Business Improvement District
of Missoula**

Missoula Downtown Association

Missoula Downtown Foundation

Other major partners on this project include:

Missoula Redevelopment Agency

Missoula Parking Commission

City of Missoula

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... and thousands of participants from the Missoula community!

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Acronyms

There are numerous acronyms found throughout this report. The following acronyms shall have the meanings set forth below:

A&T: Arts and Technology	MDT: Montana Department of Transportation
ADA: Americans With Disabilities Act	MHS: Montana Historical Society
ADAAG: Americans With Disabilities Act Accessibility Guidelines	MIM: Missoula in Motion
APS: Accessible Pedestrian Signals	MMAC: Montana Museum of Art & Culture
BBER: Bureau of Business and Economic Research	MonTEC: Montana Technology Enterprise Center
BFE: Below Base Flood Elevation	MOR: Missoula Organization of Realtors
BFMP: Bicycle Facilities Master Plan	MPA: Montana Preservation Alliance
BID: Business Improvement District	MPC: Missoula Parking Commission
BMP: Best Management Practise	MRA: Missoula Redevelopment Agency
BRT: Bus Rapid Transit	MRL: Montana Rail Link
CBD: Central Business District	MS4: Municipal Separate Storm Sewer System
CDBG: Community Development Block Grant	MUD: Missoula Urban Demonstration
CDC: Community Development Corporations	MUTD: Missoula Urban Transportation District
CDFI: Community Development Financial Institution	NACTO: National Association of City Transportation Officials
CLG: Certified Local Government	NAICS: North American Industry Classification System
CLOMR-F: Conditional Letter of Map Revision Based on Fill	NASA: National Aeronautics and Space Administration
CPTED: Crime Prevention Through Environmental Design	NHD: National Historic District
DK&P: Dover, Kohl & Partners	NOAH: Naturally Occurring Affordable Housing
DMP: Downtown Missoula Partnership	NRHP: National Register of Historic Places
DNRC: Department of Natural Resources	NWE: NorthWestern Energy
EBT: Electronic Benefit Transfer	OSD: Old Sawmill District
ESRI: Environmental Systems Research Institute	PARCS: Parking Access Revenue Control Systems
FAR: Floor Area Ratio	PHM: Preserve Historic Missoula
FEMA: Federal Emergency Management Agency	PMD: Parking Management District
FTE: Full-Time Equivalent	PROWAG: Pedestrian Facilities in the Public Right-of-Way Accessibility Guidelines
GIS: Geographic Information Systems	PURD: Parking Urban Renewal Districts
GPS: Global Positioning System	RFP: Request for Proposals
HH: Household	RPP: Residential Parking Permit
HMFM: Historic Museum at Fort Missoula	RPPP: Residential Parking Permit Program
HPC: Historic Preservation Commission	SFHA: Special Flood Hazard Area
HPF: Historic Preservation Fund	SHPO: State Historic Preservation Office
HPP: Historic Preservation Permits	SID: Special Improvement District
IPO: Initial Public Offering	SOI: Source of Income
ITE: Institute of Transportation Engineers	SOV: Single-Occupancy Vehicle
LEED: Leadership in Energy and Environmental Design	TDM: Transportation Demand Management
LGBTQ: Lesbian, Gay, Bisexual, Transgender, and Queer	TDR: Transfer of Development Rights
LID: Local Improvement District	TLZ: Truck Loading Zone
LIHTC: Low Income Housing Tax Credit	TNC: The Nature Conservancy
LOMR-F: Letter of Map Revision Based on Fill	TIF: Tax Increment Financing
LPR: License Plate Recognition	TRID: TILA (Truth-in-Lending Act) RESPA (Real Estate Settlement Procedures Act) Integrated Disclosure
LRTP: Long Range Transportation Plan	UM: University of Montana
MaaS: Mobility as a Service	URD: Urban Renewal District
MAM: Missoula Art Museum	VMT: Vehicle Miles Traveled
MDA: Missoula Downtown Association	

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Historic Preservation

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1: BACKGROUND & PROCESS

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Introduction

Missoula's Downtown Master Plan creates a community-driven vision and plan for the future of Downtown Missoula.

In 2009, the first Missoula Downtown Master Plan set an ambitious path for economic development and prosperity. This update to the Master Plan will build on the success of the past and serve to guide decisions over the next 10 years, impacting the city's historic downtown and adjoining neighborhoods.

Missoula's Downtown Master Plan establishes priorities for public-sector action while at the same time providing direction for complementary private-sector decisions. The Plan and its guidelines serve as a tool to evaluate new development proposals, direct capital improvements, and guide public policy in a manner that ensures Missoula continues to be the community that its residents want it to be. The Plan contains illustrative plans, diagrams, maps and pictures to make concepts clear and accessible to community leaders and stakeholders including City officials, non-profit community groups, developers and residents.

Missoula's Downtown Master Plan is a project of the Downtown Missoula Partnership (DMP). The Downtown Missoula Partnership itself is a collaboration between the Downtown Missoula Business Improvement District, the Missoula Downtown Association, and the Missoula Downtown Foundation. The DMP raised funds for this plan and completed a nationwide search through a request for proposals before hiring a multidisciplinary team of planners led by Dover, Kohl & Partners (DK&P). This chapter describes the process that the DK&P team utilized to create Missoula's Downtown Master Plan.

Planning in Public

A master plan plays a pivotal role in shaping the future of the Downtown and, as such, the leaders of this planning effort sought maximum public involvement in order to create the plan. Planning in public is a vital component to the long-term success of any plan. By gathering a wide range of ideas and visions for the future, the plan becomes more nuanced and specific to the community.

A Vision Defined by the Community

Missoula's Downtown Master Plan is the result of many ideas and consensus gathered from the citizens of Missoula throughout a public process. This public process included site visits, hands-on design sessions, listen sessions, stakeholder interviews, technical meetings, surveys, tours, online engagement and on-site presentations. Through these methods, the community was able to participate and add their ideas, concepts, and priorities to the development of the plan.

Off-site planning team representatives traveled to Missoula on numerous occasions to meet with local team members, community members, business and property owners as well as with various stakeholders, public officials and staff.

The centerpiece of the public process was a week-long charrette where the planning team presented initial findings, held a hands-on design session, conducted technical meetings, and worked in an open studio to assemble initial concepts for Downtown Missoula.



Touring Missoula with community leadership.

History & Context

Missoula is the second-largest city in Montana after Billings, and is the county seat for Missoula County. Its location at the convergence of five mountain ranges and three rivers has long made it an important gathering place.

Missoula sits on aboriginal land. For centuries, the region was home to the Salish, Kootenai, Pend d'Oreille, Blackfeet and Shoshone tribes. The name "Missoula" came from the Salish name for the Clark Fork River, "nmesuletkw", which roughly translates as "place of frozen water".

In the early 1800s, the Lewis and Clark Expedition stopped in the area twice. Settlement by European Americans began a few decades later, while the site was still part of the Washington Territory. As a natural passage through the Rocky Mountains, the area became a place of conflict between new settlers occupying the land, traders and Native American tribes. The narrow corridor on what would become Missoula's eastern edge became referred to as Hell's Gate until the city's founding in 1860 as Hellgate Trading Post and re-named again as Missoula in 1865.

The logging industry was Missoula's original industry. The arrival of the Northern Pacific Railway in 1883 brought rapid growth to the local lumber industry and the city. In 1893, the University of Montana opened as the state's first university. The U.S. Forest Service headquarters, lumber and the university remained anchors of the local economy for over a century.

By the 1990s, Missoula's lumber industry had gradually disappeared, and as of 2009, the city's largest employers were the University of Montana, Missoula County Public Schools, and Missoula's two hospitals.

The Clark Fork River runs through Downtown Missoula, and its importance to the life of the Downtown cannot be overstated. Extensive environmental remediation and efforts to "face the river" have turned the river into a community amenity and epicenter for river surfing, tubing, floating, and fly-fishing, as well as taking in the view while strolling along the river banks.

Today, Missoula draws its unique identity as much from its natural setting and scenic location as it does from its built environment and industrial past. This plan seeks to re-emphasize what makes Downtown Missoula the heartbeat of the community while addressing new economic and urban challenges.



Top: Teepees in the area that became Missoula.

Middle: In 1897, the 25th Infantry Bicycle Corps - the first of its kind in the country, comprising 20 enlisted African American men, departed Fort Missoula on a 41-day trek across the country to St. Louis, MO.

Bottom: The Hotel Florence on Higgins Avenue seen in a postcard view sometime after 1940. The Florence is still in use today.

Images courtesy of University of Montana and the Fort Missoula Museum.

These notes on Missoula's history relied on various sources, including the City of Missoula website, Historical Museum at Fort Missoula, and articles by the Missoulian.

Preliminary Analysis

Downtown Missoula is the heart of the community, and in it one finds all the hallmarks of what makes Missoula unique: the winding Clark Fork River, outdoor recreation, local shops and community activities, and historic buildings framed by views of the mountains beyond.

Missoula has a culture of activity. In the summertime, people float the river, fish, run, bike and generally enjoy the outdoors. Outdoor dining and farmers markets flourish. Long days encourage people to stay out in the evenings. Even in the winter, committed bike commuters can be seen riding to work. Sitting on the edge of downtown between the commercial core to the west and Mount Sentinel to the east, the University of Montana provides life and energy from an influx of new students each year.

Missoula has experienced growth in its population and economy; a quick walk around Downtown shows new buildings, vibrant businesses, and a general sense of care of the public realm, evident in full storefronts, well-kept plantings and new art installations.

This success, like in many cities across the county, has also created challenges for the Downtown in maintaining its uniqueness and attainability.

Throughout this planning process, members of the community made it clear that a priority of this plan should be to retain Missoula’s authentic identity, rugged nature, and its inclusivity and attainability even while it develops strategically to remain economically competitive.

Study Area

The Downtown Missoula Study Area stretches from Russell Street on the west to the East Broadway corridor on the east. It includes a portion of land north of the rail line and extends south on Higgins Avenue to include an area known as The Hip Strip. The Study Area is characterized by a mix of commercial and mixed-use buildings — both historic and new — in the Downtown core, as well as residential neighborhoods. The Clark Fork River runs through Downtown Missoula, along which a riverfront trail connects multiple community parks on both the northern and southern banks.



A map of the study area, including the Downtown core and adjacent neighborhoods

Development Potential

How Much New Development can Downtown Missoula Expect or Support? In order to guide the recommendations and strategies of the master plan with realistic market-driven expectations, a market analysis was performed to understand future growth in Downtown Missoula. Admittedly, there is no crystal ball for predicting new development, however, a study of Missoula’s demographics, consumer spending, and purchasing power was used.

The study area for the market analysis was focused on Greater Downtown Missoula, also referred to as the *Missoula Downtown Master Plan Study Area* in this report.

The market analyses forecast four sectors:

1. Retail and Restaurant Development
2. Market-rate Housing Demand
3. Speculative Office
4. Lodging/ Hospitality

Greater Downtown Missoula is expected to add between 300 and 700 residential units over the next ten years housing nearly 1,000 new downtown residents, based on a moderate projection.

The following table summarizes the ten year development potential in Downtown. More detail on development potential is included in Chapter 4: *Stay Original. Stay Authentic. Stay Green. & Create Opportunity.*



New development with Greater Downtown Missoula

Summary of Market / Development Potential in Downtown

<u>Use</u>	<u>Forecast Period</u>	<u>Market Potential</u>
Retail	2 to 5 years	70,200 sf
Restaurant	2 to 5 years	30,600 sf
Market-rate Housing	5 to 10 years	300 to 700 units
Office	5 to 10 years	50,000 sf to 120,000 sf
Lodging / Hospitality	2 to 5 years	300 to 900 rooms

Five Big Ideas

Five big ideas to improve the Downtown Missoula emerged as part of the public process. These five consensus ideas provide an outline of the plan that follows.


DOWNTOWN NEEDS TO BE MORE
THAN ONE “POSTCARD” VIEW

IMPROVE
MOBILITY, HEALTH
& SAFETY

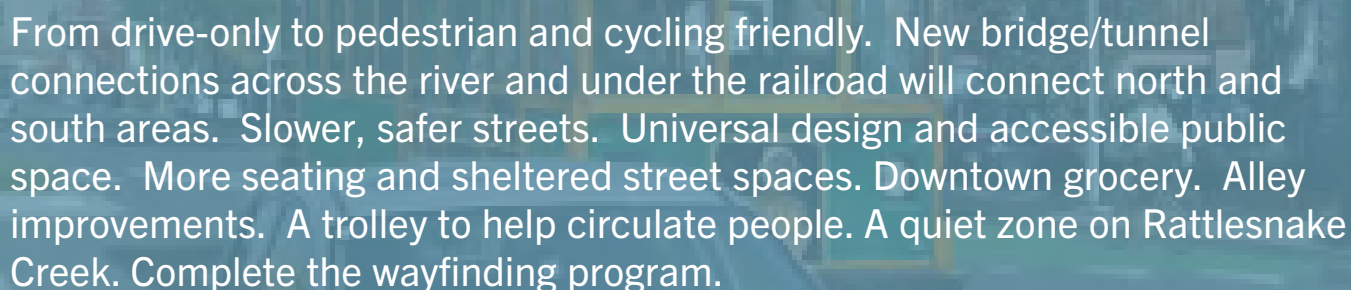
STAY ORIGINAL. STAY AUTHENTIC.
BE GREEN. & CREATE OPPORTUNITY.

ENHANCE PARKS & BETTER
PUBLIC SPACES & UTILIZE
THE RIVER

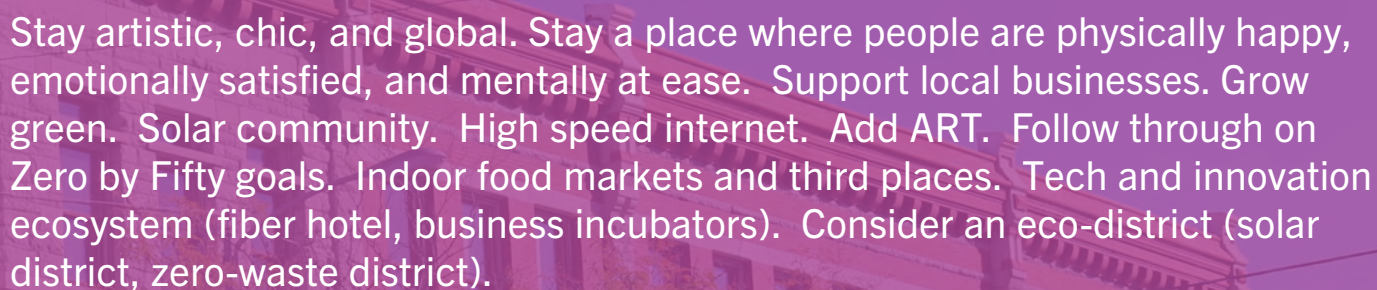
DOWNTOWN
FOR EVERYONE



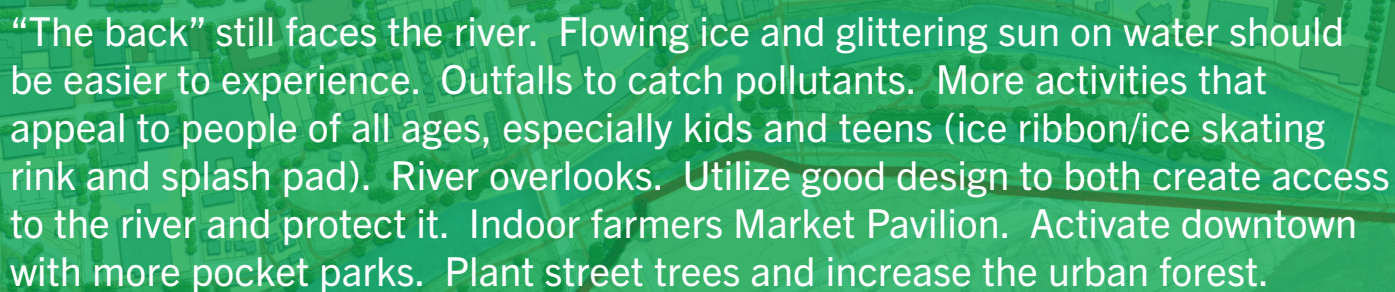
Improve urban design off of Higgins Avenue. Land is too valuable for surface parking. Help the Hip Strip stay unique and be the next great downtown neighborhood. Connect the north, south, east, and west. Make every Downtown neighborhood a complete neighborhood.




From drive-only to pedestrian and cycling friendly. New bridge/tunnel connections across the river and under the railroad will connect north and south areas. Slower, safer streets. Universal design and accessible public space. More seating and sheltered street spaces. Downtown grocery. Alley improvements. A trolley to help circulate people. A quiet zone on Rattlesnake Creek. Complete the wayfinding program.



Stay artistic, chic, and global. Stay a place where people are physically happy, emotionally satisfied, and mentally at ease. Support local businesses. Grow green. Solar community. High speed internet. Add ART. Follow through on Zero by Fifty goals. Indoor food markets and third places. Tech and innovation ecosystem (fiber hotel, business incubators). Consider an eco-district (solar district, zero-waste district).



“The back” still faces the river. Flowing ice and glittering sun on water should be easier to experience. Outfalls to catch pollutants. More activities that appeal to people of all ages, especially kids and teens (ice ribbon/ice skating rink and splash pad). River overlooks. Utilize good design to both create access to the river and protect it. Indoor farmers Market Pavilion. Activate downtown with more pocket parks. Plant street trees and increase the urban forest.



Affordable living and rentable building spaces for everyone. Create more childcare facilities. Grow inward and up. Universal existing building code. Pursue reuse of the Federal Building as a government center, potentially with workforce childcare.



**MISSOULA'S
DOWNTOWN
MASTER PLAN**

2: DOWNTOWN NEEDS TO BE MORE THAN ONE "POSTCARD" VIEW

Urban Design



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The Choiceworthy City

What is a Good Development Project? What Makes a Good City?

Missoula's Downtown Master Plan is a big plan with many big ideas. This section recommends several urban design projects both large and small. It recommends millions in both public and private investment which will, in turn, spur billions more. However, many projects will be proposed in the City that are not envisioned in this chapter. How should the City evaluate new development projects?

Development projects, public space enhancements, (and cities as a whole) should all possess the following. This list isn't complete, but it was created after a conversation with the community members and will carry Missoula forward in a good way.

Vitality

Vitality means energy. Projects that add to a city's vitality add to the enjoyment of residents lives. They are **INNOVATIVE**. Vitality is contagious with investment seeking vital places and avoiding sleeping ones. Economic vitality means that existing businesses will be enhanced and new businesses will be attracted. This can bring people that don't normally visit the Downtown to explore the area and find new things to enjoy about their city.

Intelligence

Intelligent projects and cities show both actual knowledge (they are smart) and receptivity to new insights. Intelligent projects are **VIABLE**, they do "what works" (what is financially feasible, what will sell, what can get approved, are data-driven) while still being aware that "what works" changes (they are open-minded to change). Intelligent projects know when to stop following a trend because trends fizzle out. Intelligent developers know that their projects will go nowhere without cooperation. Intelligent

developments and cities want to be pictured on a postcard and know what it takes to get there.

Courage

Courage means the absence of irrational fear. Irrational fear stunts development. Good cities are brave, they experiment. They are also unafraid to be honest. Oppressive, authoritarian projects and cities are not courageous, they lack the courage to involve the community, discuss, debate, and evolve. Courageous projects and cities are also **AUTHENTIC**. They understand themselves, are self-respecting (not pandering) and in Missoula authentic projects are genuine and original. Be bold. Big plans have their place, but smaller incremental projects can be more authentic and economically sustainable. Both big and small plans are needed.

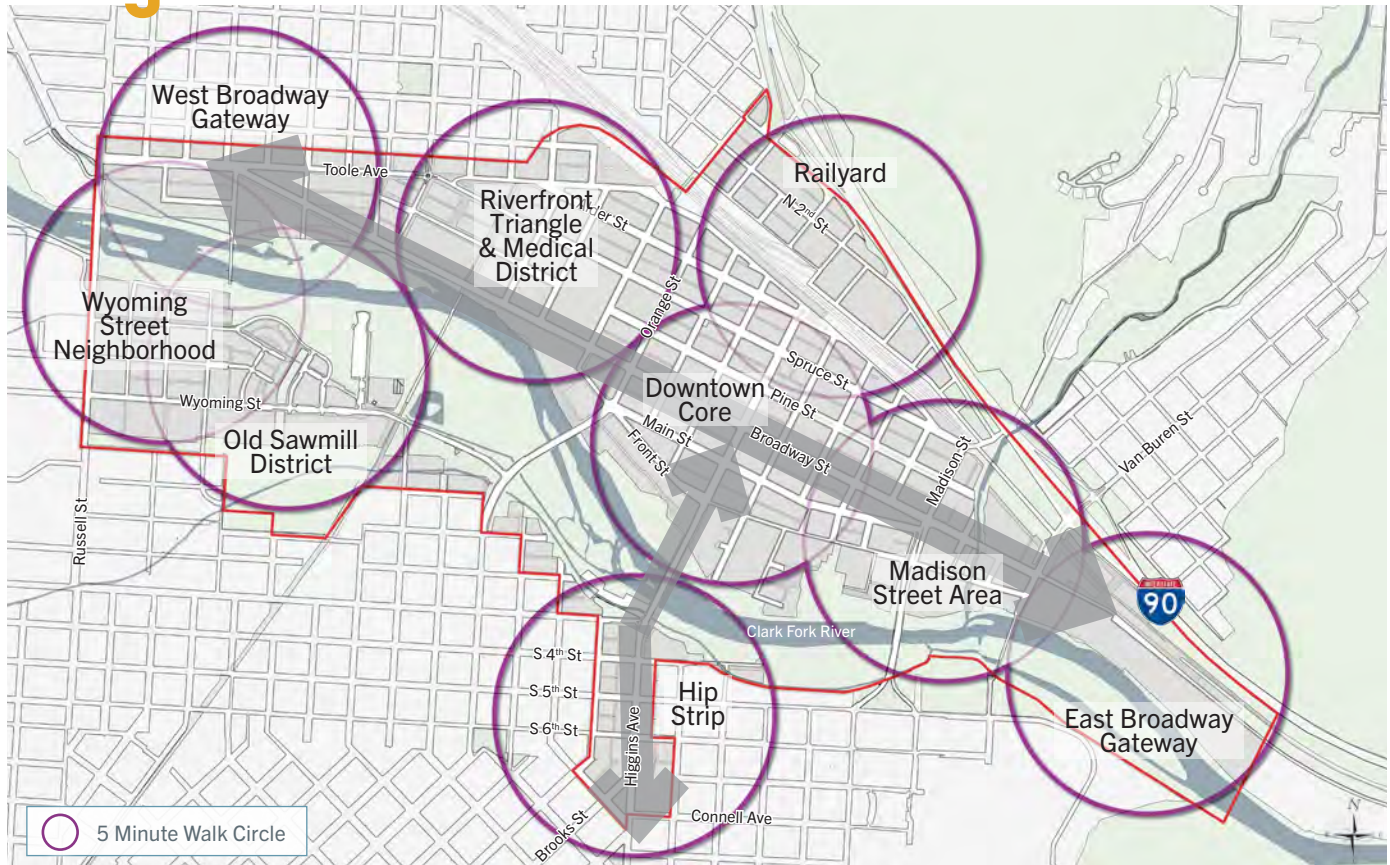
Sensitivity

Sensitivity is both sympathy and inclusive. It is a corrective to vitality, intelligence, and courage. Sensitivity takes emotions into consideration and strives to make each development project a good neighbor and meet needs not already met. Sensitivity is a restraint on the impulse of greed. Sensitive projects are **VERSATILE**, flexible, and adaptable.

"What is the City but its people?" asked Aristotle. The people are not a means to achieving a good city, they are not the raw material used to make a place profitable, beautiful, or a destination. People, and their happiness, are themselves the achievement.

Evaluate the projects in this chapter and any that are proposed in the future according to their vitality, intelligence, courage, and sensitivity. Make sure they are innovative, viable, authentic, and versatile.

Downtown Missoula is a City of Neighborhoods



5 minute walks around the downtown neighborhoods.

The neighborhood is the basic increment of city planning. One neighborhood alone in the countryside is a *village*. Two or more neighborhoods grouped together sharing a specialized hub or main street is a *town*. The neighborhood concept remains in force even as the size increases to the scale of a city; Paris, for example, is assembled from a series of high-quality neighborhoods; Paris is divided into twenty *arrondissements*. A genuine neighborhood is compact, pedestrian-friendly and mixed use.

This chapter explores each neighborhood that make up Missoula's Downtown as follows:

1. Downtown Core,
2. Riverfront Triangle & Medical District,
3. Hip Strip,
4. Railyard District,
5. Old Sawmill District,
6. Wyoming Street Neighborhood,
7. West Broadway Gateway,
8. East Broadway Gateway, and
9. Madison Street Area

The Greater Downtown is the Core of the Region

Neighborhoods are delineated by the 5-minute walk time measurement. Most people will walk approximately one-quarter mile before turning back or opting to drive or ride a bike. Most neighborhoods built before World War II were approximately one-quarter mile from center to edge.

The plan works to complete Missoula's Downtown neighborhoods to give each an identifiable center and edge; make each walkable, bikeable, and transit-served; mix land uses and housing types with opportunities for shopping and workplaces close to home, integrate the network of streets, and reserve special sites for civic purposes, all described in more detail on the following page.

Some of the Downtown Neighborhoods are more complete (Downtown Core and the Hip Strip, for example), some are emerging (Old Sawmill District and Wyoming Street area), and others have a long way to go (Railyard and East Broadway Gateway). No matter where you live in the Greater Missoula region, you visit the Downtown.

Illustrative Plan

The illustrative plan brings together the numerous development projects, mobility improvements, parking solutions, infrastructure upgrades, historic preservation, arts and culture, economic development, parks, open space, and trails improvements, and housing concepts found throughout the plan. By visualizing how everything will work together, individual projects and efforts can build upon one another while not foreclosing on longer range possibilities and objectives.

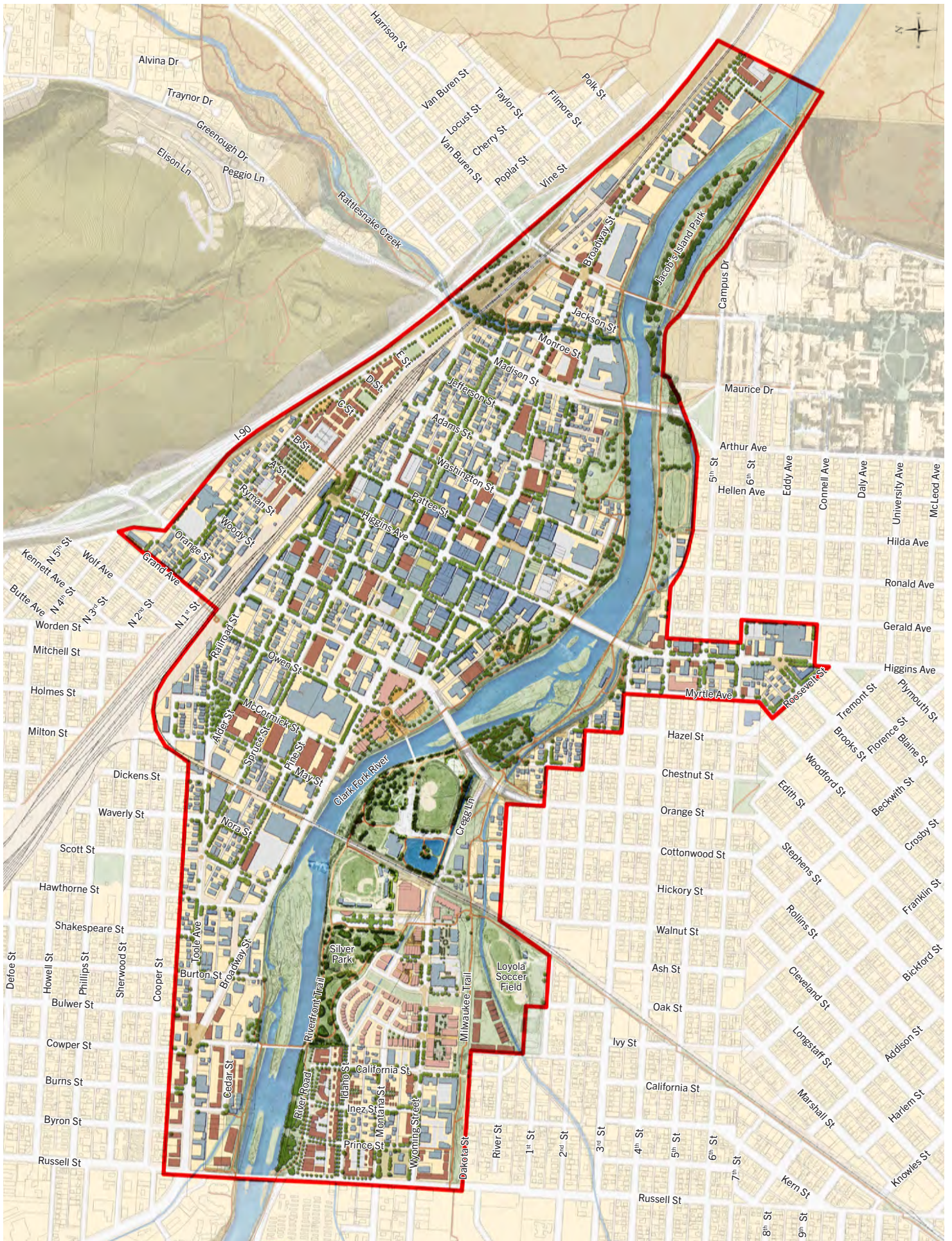
Some projects are already in the works; these will continue to build confidence in the Downtown and set the stage for an active and integrated Downtown. Other opportunities, while not as immediate, provide easily accomplished objectives that celebrate the culture, history, and civic life of Downtown. The success of every new project or initiative will promote and build upon the continued success of Downtown and help to foster additional projects and investment.

This chapter walks through numerous urban design projects neighborhood by neighborhood beginning with the Downtown Core, illustrating how each individual project helps to build up toward a transformed Greater Downtown. They build upon one another to create numerous 'postcard' views throughout the Downtown.

How to Use an Illustrative Plan

Illustrative plans get built. The 2009 Greater Downtown Master Plan (and other illustrative plans around the country) are proof. But not everything gets built exactly the way the illustrative plan shows or in the time period the plan assumes. The 2009 Plan provides evidence of this as well. In addition to existing buildings and historic buildings the illustrative plan shows:

1. **Projects Underway:** These are major projects that were in the works at the time this update was being drafted (2019).
2. **Proposed Buildings:** New buildings recommended by the plan are shown. These shapes are not mere placeholders; they were drawn to match the surrounding context, front streets and shape space, and hide parking. They are shown in more detail in the focus sections that follow and provide a good guideline for the design of urban buildings.
3. **Open Space:** This includes existing open spaces and proposed new ones that have a focus on nature. The type of open space (park, playground, dog park, and so forth is described in detail further in the chapter).
4. **Proposed Civic Space:** These are generally hardscaped public spaces like streets and plazas fronted by storefronts.



Downtown Core

Creating More 'Postcard' Views

Higgins Avenue is vital, intelligent, courageous, and sensitive. Higgins Avenue has great buildings aligned with wide sidewalks, street trees, bike paths, and on-street parking; it is the complete 'postcard view' of Downtown Missoula. Its buildings are quite literally on postcards. Although there are numerous experiences throughout the Downtown, urban design and the street wall are not as complete once you leave Higgins Avenue.

Higgins Avenue's success can be attributed to the fact that it has been a main focus for street improvements within the Downtown, and as such, it benefits by being the most complete street with street-oriented, active ground floors for most of its length. It's time to widen the area of prosperity.

Connecting all of the streets and all of the buildings Downtown with a seamless uninterrupted, interesting environment is the goal. This can begin by continuing to improve the streets and make them effective for every user of all abilities, and continue with the filling in of vacant lots, revitalizing underutilized buildings, and replacing ones that take away from the street life.

More small parks and places to sit, as well as convenient places to park that don't take the place of where a building should be, will all add to the Downtown and continue the high quality urban design found on Higgins Avenue and stretch it throughout the Downtown.

Downtown Core Sub-Areas

Higgins Avenue forms the spine for the Downtown Core. After that, the Downtown Core is divided into three areas:

- East of Higgins: A Center for New Investment
- West of Higgins: The Gateway to Caras Park, and
- North Higgins: An Emerging Center.

Although each area needs to be balanced within itself, it is when they are combined that they create a complete neighborhood.

The following pages explore each of these areas within the Downtown Core and suggest projects and areas of focus to make all of Downtown active.



Red Rooster and other businesses front Higgins Avenue.



Buildings unfortunately "pull away" from the corner of Pine Street and Higgins Avenue and are replaced by parking.



1135 - HIGGINS AVENUE, MISSOULA, MONTANA.



Post Card

PLACE
STAMP HERE

DOMESTIC
ONE CENT

FOREIGN
TWO CENTS

THIS SPACE FOR CORRESPONDENCE

THIS SPACE FOR ADDRESS ONLY

MISSOULA MONT 9/9/09

Dear Mother Bro.

This town is building up fast, over 12 large
business houses are going up, it is a good
trading point, sold 2 nice bills

The days are pretty hot, nights are cool now

With Love Alfred

EDWARD H. MITCHELL, PUBLISHER, SAN FRANCISCO.

PRINTED IN THE UNITED STATES

East of Higgins

A Center of New Investment

East of Higgins is currently experiencing considerable construction activity including new small apartments and townhouse projects, the new Public Library, the Mercantile Hotel with its ground-floor restaurants, a new brewery and the ROAM student housing. The Park Place Parking garage, which is the latest investment of the Missoula Parking Commission (MPC), is what catalyzed investment and development in this area and it is likely that the investment trend will continue in the neighborhood for some time.

Complimentary uses would include:

The Former Library Site: The property has been donated to the City of Missoula. There is a lot of potential for the new library site. Optimal uses may include a green grocery, mixed income residential, and office uses along with underground parking or even a location to house the UM art collection that is kept in storage.

Housing in Mixed-use Buildings: Underutilized properties in Downtown with surface parking lots or single-story buildings should be developed with multi-story buildings. At the same time, ideally, every historic façade would be preserved as the new buildings rise. Adaptive reuse of existing buildings with additional setbacks for floors rising up should be pursued.

A variety of building types should be added to the Downtown mix, including rowhouses, live-work units, medium density multi-family buildings, and mixed-use buildings with shopfronts on the ground floor. Workplaces should be located within walking distance to residences.

Many of the businesses on Higgins Avenue are popular and have a loyal client base, yet off of Higgins there are buildings that are underutilized. The surest bet for building the blocks east of Higgins will involve adding workers, retail, and restaurants that will appeal to university faculty, students, and people moving to the Downtown in addition to all Missoulians.

Pattee Street Plaza: Traditional main streets possess the comforting feel of an outdoor room, yet the surface parking lots along Pattee Street leave a void in the street wall. These voids should be repaired with multi-story, mixed-use structures that physically define the street. A more pleasant pedestrian experience will lead to increased economic vitality and a wider range of dining and shopping options.



New Missoula Public Library



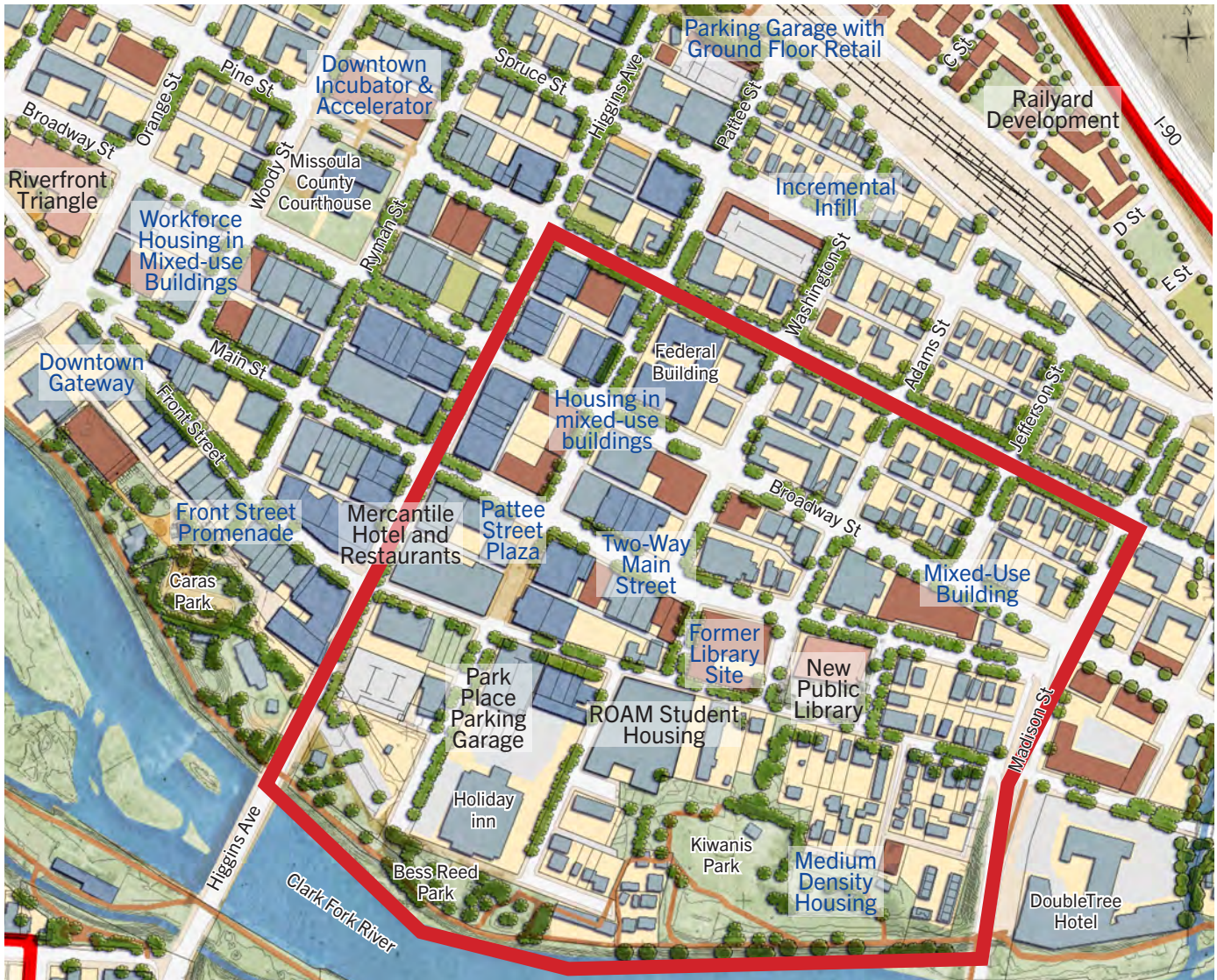
The Mercantile: Residence Inn by Marriott and Restaurants



ROAM Student Housing



Park Place Parking Garage



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

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

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

East Main Street

A Two-Way Street Conversion with Infill Development

With the new library being built and the potential for a mixed-use redevelopment project on the old library site, Main Street can become a more bike and pedestrian-friendly corridor. Strengthening walking and biking opportunities ranked as the highest priority for people.

A two-way conversion of Main Street and Front Street would improve mobility throughout the Downtown. This illustration explores how the street can be re-imagined as a two-way street, both with and without separated bike lanes.

Design features include:

1. High visibility crosswalks,
2. New buildings that are street-oriented and active on the ground floor,
3. Bike parking,
4. Public Seating, and
5. Option to include separated bike lanes in both directions, which is made possible by converting diagonal parking to parallel parking on one side of the street and the narrowing of the travel lanes. This option provides a viable alternative to dedicated bike facilities along Broadway Street.

Make the relationship between buildings, streets and pedestrians part of the approval process:

Development review should continue to evaluate new projects for their relationship to their urban context. As redevelopment occurs, new buildings and

additions to existing buildings should be positioned and architecturally equipped to form agreeable streets and public spaces. Likewise the rights-of-way themselves should have proper dimensions for travel lanes, parking, sidewalks, and other elements. Build-to lines, regulated front and back orientations and street trees that all lead to an improved design. The Design Excellence Guidelines are big step in the right direction.

Enforce Build-to Lines in core areas: The best streets take on a defined spatial form, sometimes compared to a public “room”; the buildings (or sometimes street trees) form the walls. When the proportion of building height to street width (with a 1:3 relationship being ideal) creates the feeling of a room, a strong sense of place results.

New Urban Building: The former library site is a huge asset for the city; the design and uses for this site should be carefully considered. Whatever happens with the site, any new building should contribute to the fabric of buildings around it and not detract from them.

Almost every building has a front and back, a public side and a private side. Both Main and Front streets should be considered fronts and be great streets with the front of the building addressing the street with doors, windows, storefronts and balconies. This activates the streetspace and makes it more interesting and safe.



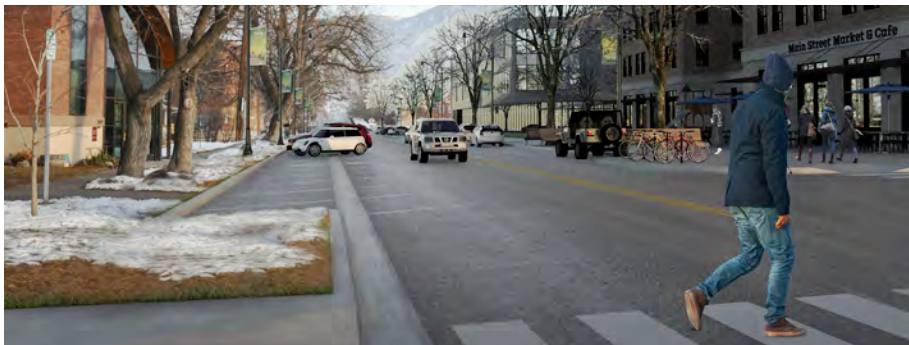
Main Street Between Washington and Adams Street - Existing Condition



A Mix of Uses at the Former Library Site: The final design and building program for the library site will take many more discussions and likely include a request for proposals (RFP) process from interested developers. Some of the uses expressed from the community for this site include:

- 4 to 5 non-profit / general office spaces,
- 4 to 5 “funky” retail / restaurant incubator spaces or “safety net” spaces operated by a CDC,
- Child care facility,
- Cafe,
- Mixed-income housing,
- 30 to 60 affordable housing units,
- Downtown grocery store, and
- Structured parking.

Whatever the final building program becomes, it should adequately address Main and Front streets with building fronts, accommodate pedestrian friendly amenities and bike infrastructure such as bike parking. The building should not be considered in isolation, but also how the streetscape can be enhanced as well.



East Main Street Between Washington and Adams Street - Two-Way Street with New Development. A new multi-story mixed-use office and residential building replaces the former one-story library.



Main Street Between Washington and Adams Street - Two-Way Street with Separated Bike Lanes. The change from angled parking to parallel parking may reduce the overall number of on-street spaces, but can be easily made up for with off-street parking associated with new development. Spruce Street is an alternative route for an E-W bike connection.

Pattee Street Plaza

A shared street is a public space designed for all users and modes of transportation. Typically, these streets are implemented where a vibrant and pedestrian-friendly environment is desired. A candidate for such a street is Pattee Street.

Redevelopment along Pattee Street is in the works with the Elk's Lodge and the Residence Inn by Marriott having plans to convert and add uses while activating the alleys. There are also additional redevelopment sites that can benefit from a transformed street.

The way the street has been re-imagined allows for vehicular traffic and parking when needed, while still leaving the possibility to close the street for special events.

Features include:

1. Curbless design for greater accessibility/flexibility,
2. Street trees for shade and bioswales for drainage,
3. Wide sidewalks with plenty of space for dining,
4. Native American inspired murals and pavers,
5. Public seating, and
6. Design that spills into and activates the alleys.



Pattee Street Between Front and Main streets looking south - Shared Street Concept, Closed to Cars on Special Occasions



Pattee Street Between Front and Main streets looking south - Existing Condition



Pattee Street Between Front and Main streets looking south - Shared Street Concept, Open to Cars



West of Higgins

The Gateway to Caras Park

West of Higgins along Front, Main, and Broadway streets is a center of commerce, housing and civic activities. This area has remained intact architecturally and is home to Missoula's proudest historic landmarks. This area is a prime opportunity for urban living close to the core with the advantages of the open space amenities afforded by the river and Caras Park. The vision for this area involves protection and enhancement.

Workforce Housing in Mixed-use Buildings: When new development is proposed the area's tradition of multi-story, multi-use buildings with retail on the first floor and either offices or residences on the upper floors should be reinstated. The range of hotel, dining, and entertainment uses which serve the City should be increased, and a new parking garage should accommodate new development.

Front Street Promenade: Turning Front Street back into a two-way facility creates excellent opportunity for this key Downtown street.

An essential distinction of vibrant, pedestrian-oriented districts is that the whole public space which businesses front is designed as an ensemble, including auto elements (such as travel lanes, parking and curbs), public components (such as trees, sidewalks and lighting) and private elements (shopfronts and buildings). These elements should be coordinated to create a unified outdoor space, just as rooms are designed to achieve a unified, comfortable space. A proper urban landscape is safe, comfortable and interesting to pedestrians.

Pedestrian safety could be improved by providing parallel parking along the sidewalk wherever possible, creating a physical buffer between pedestrians and moving vehicles. Outdoor dining and casual strolling become safer behind the on-street, vehicular buffer. Parking near the fronts of buildings also encourages people to stop and patronize downtown shops.

Pedestrian comfort is enhanced with proposed wide sidewalks for walking and sidewalk dining and a canopy of street trees and awnings to provide shelter from the sun and rain. Street furniture such as benches could provide an opportunity for pedestrians to sit and wait for public transportation. Trash receptacles would keep the public realm clean.



Missoula County Courthouse



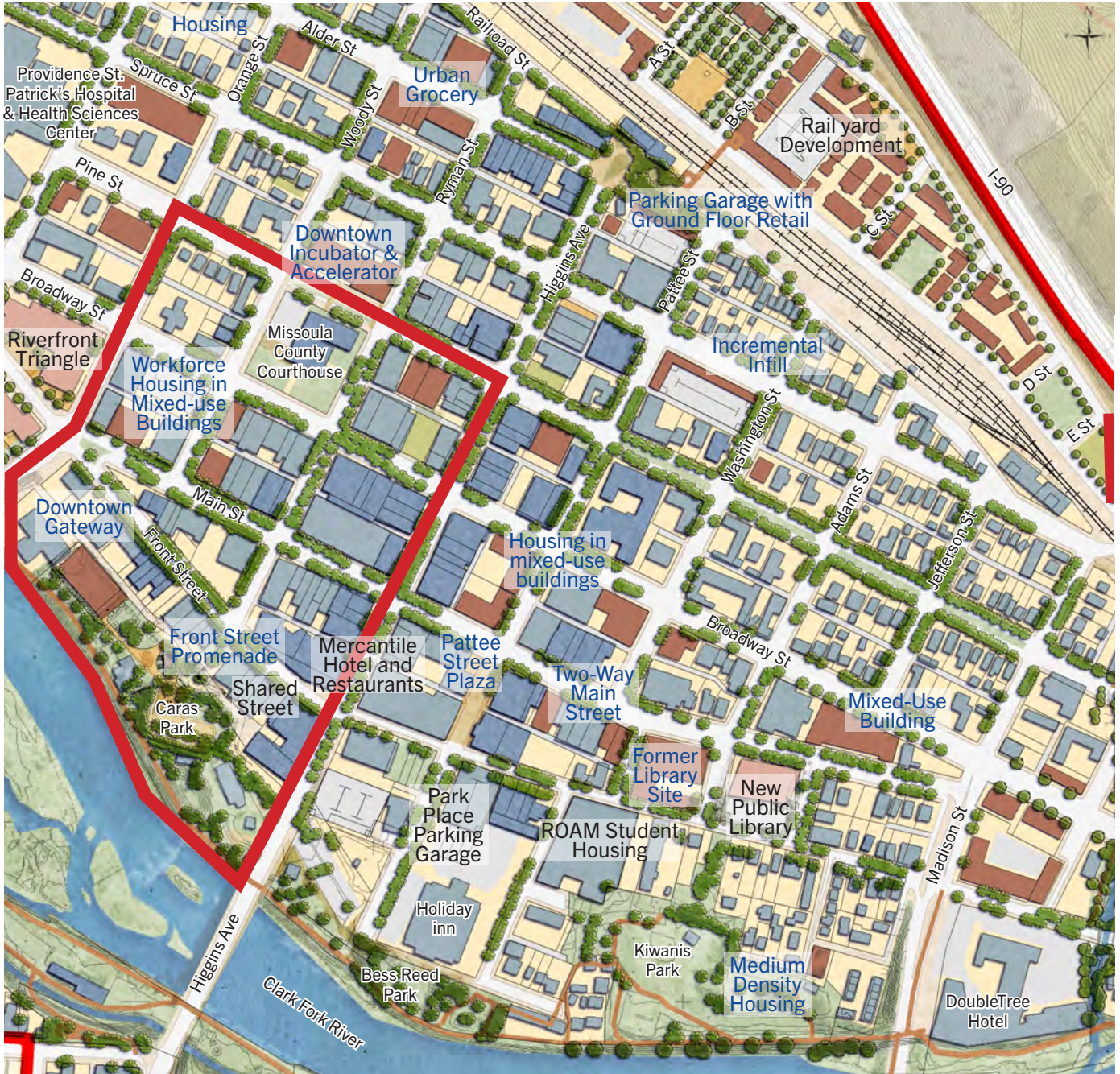
Stockman Bank and West Broadway's Historic Landmarks



Bike Parking



Front Street's row of shops and restaurants



Pedestrian interest is held with human-scaled façades, storefronts and signage. Street-oriented architecture would present doors, windows, balconies and porches which face the street. In this way, the “eyes on the street” keep the public realm safer.

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

Front Street Promenade

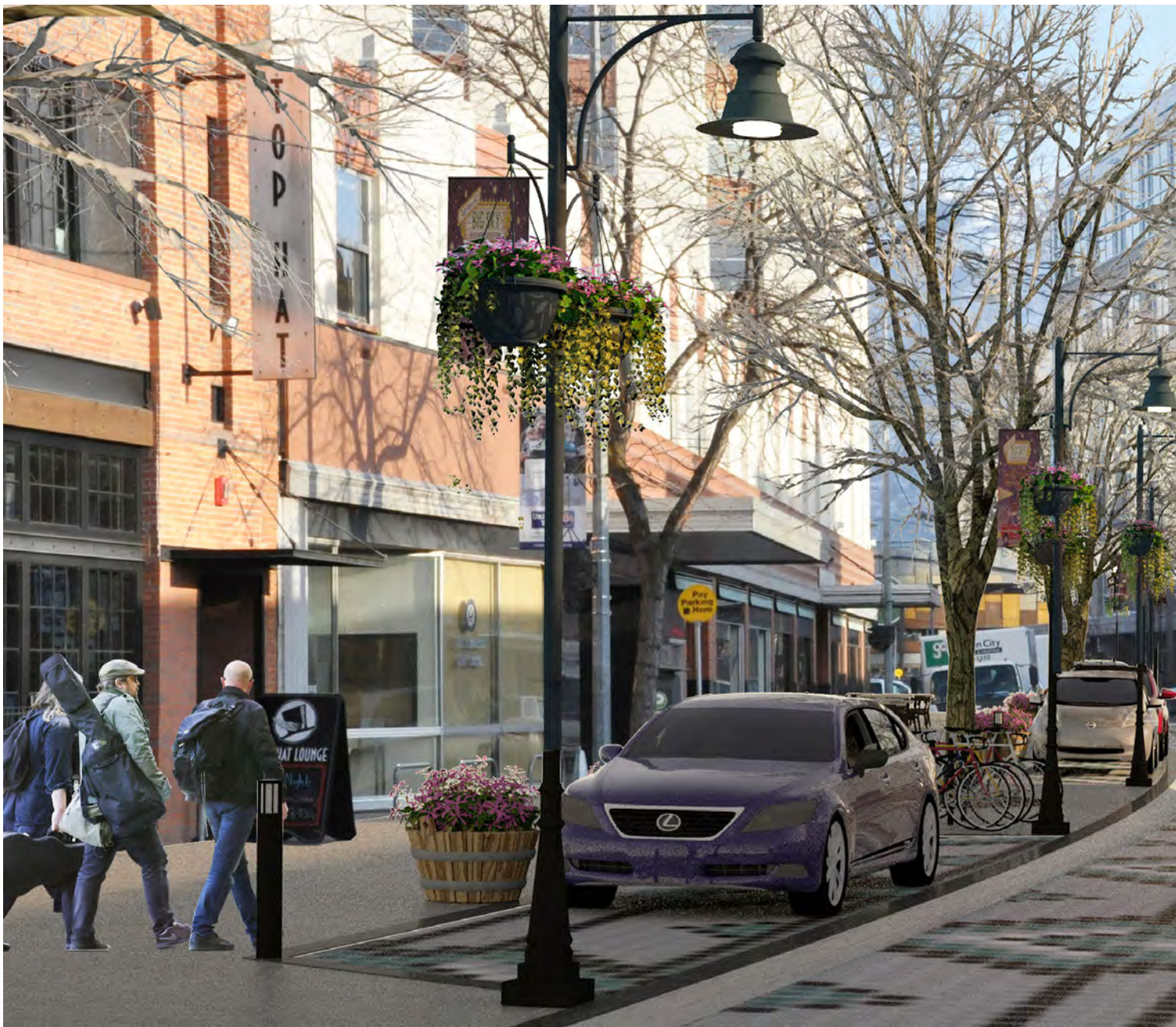
A Two-Way Street with Infill Development

Pattee Street is not the only good candidate to consider for implementing a shared street concept Downtown. Front Street between Ryman Street and Higgins Avenue, with all of its bustling activity, is a perfect location for a shared street. Not only is this street already lined with great active uses and beautiful buildings on both sides, but its location near Caras Park means it can capture spillover visitors to the many festivals and events that take place there.

Unlike Pattee Street, West Front Street should never be closed. Too many businesses, and too much vehicular traffic, depend on this street.

The new design features:

1. Curbless design for greater accessibility/flexibility,
2. Street trees with hanging baskets for shade,
3. Wider sidewalks with space for dining,
4. Native American inspired street texture (pavers, stamped pavement, or other alternative), and
5. Bike parking for cyclists.



Front Street Between Ryman and Higgins Street - Shared Street Concept

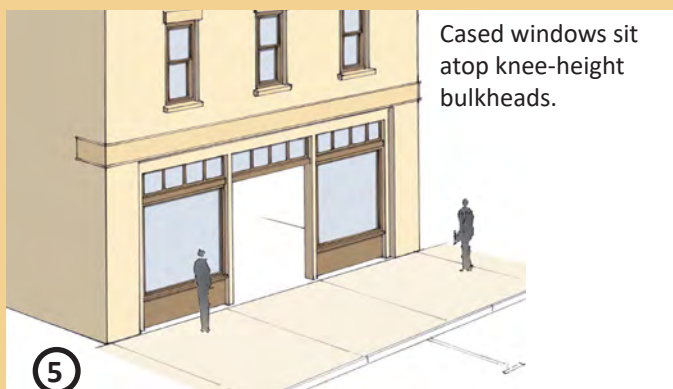
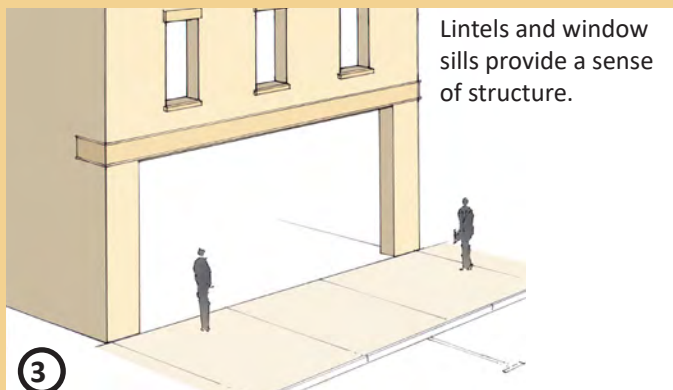
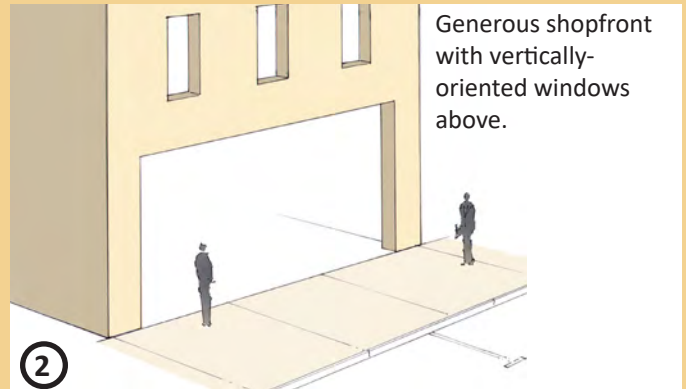
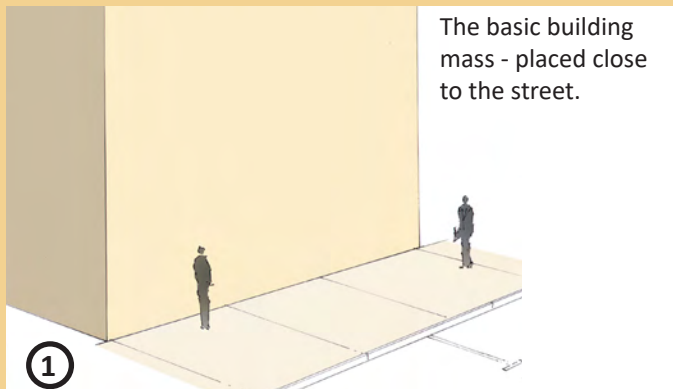


Front Street Between Ryman and Higgins Street Looking East- Existing Condition



The Anatomy of a Shopfront

There is an economic advantage to creating unique one-of-a-kind environments such as main streets. Front, Main, and Broadway streets will need shopfronts that welcome customers that come on foot or by bike.



Caras Park Gateway

Downtown Missoula should include a gateway feature at the intersection of West Front Street and Ryman Street by the entrance to Caras Park.

A welcome sign (or gateway sign) welcomes visitors to the city. Its purpose is partly informational, to inform drivers where they are, and partly for civic art. Missoula balances outdoor attractions and urban arts. Signage should convey both the city's frontier past and its urbanity. An ornate, entry-monument icon with a clean typeface reflective of the Downtown's light-hearted, youthful, spirit is recommended.

Signs must be tall enough to accommodate the tallest trucks and emergency vehicles. The must also provide lighting at all times and be proud, bold, statements.

Gateways do not need to be marked by signs alone. Statues, public art, and even landmark buildings can add to a sense of arrival.



Existing entrance to Caras Park.



Entrance sign with thick rustic columns and lighting



Increasingly "Welcome signs" are located near the core of town instead of on the outskirts. This sign in Carlsbad, California is located at the heart of town.



Entrance sign with lighter post columns.

North Higgins

An Emerging Center

North Higgins has received a streetscape treatment that included bike lanes and plantings on North Higgins Avenue from Broadway to Circle Square. The area is home to a variety of valued small businesses however, it feels to business owners as an underutilized area.

Parking Garage with Ground Floor Retail or Restaurants: Parking for much of the Downtown could be provided by a parking garage lined with storefronts and offices either on Alder Street or at the corner of Spruce and Pattee streets. The liner buildings would physically define the street. The architecture of infill buildings should have human-scale façades with expression lines between the first and second floors and vertically repeated elements like balconies and windows.

Parking should be located behind the buildings, with on-street parking next to the sidewalk. Insist that varied uses (retail, entertainment, civic, office, housing) share their parking supply efficiently. As the area is built out, a shift to structured parking will allow for the better use of valuable land. These practices will reduce the amount of land dedicated to parking.

Potential City Hall Relocation: Although this is a good location for City hall adjacent to the Downtown transfer center, other areas Downtown such as the Federal Building on Broadway Street as well as the former library site have been discussed as options for relocating City and County services to a communal location. Potential locations for City Hall are located on Page 2.58 of this chapter.

Downtown Incubator & Accelerator: Sites near Mountain Line's downtown transfer center would be good opportunities for a public-private partnership to build a facility for locally-owned businesses, perhaps even businesses that find themselves pushed from locations elsewhere due to increased rents. The University of Montana or Missoula Economic Partnership or other non-profit might be the best manager of such a facility. There are multiple locations that could be viable locations for these incubators. Potential locations for incubators and accelerators are located on Page 2.61 of this chapter.



Northern Pacific Building



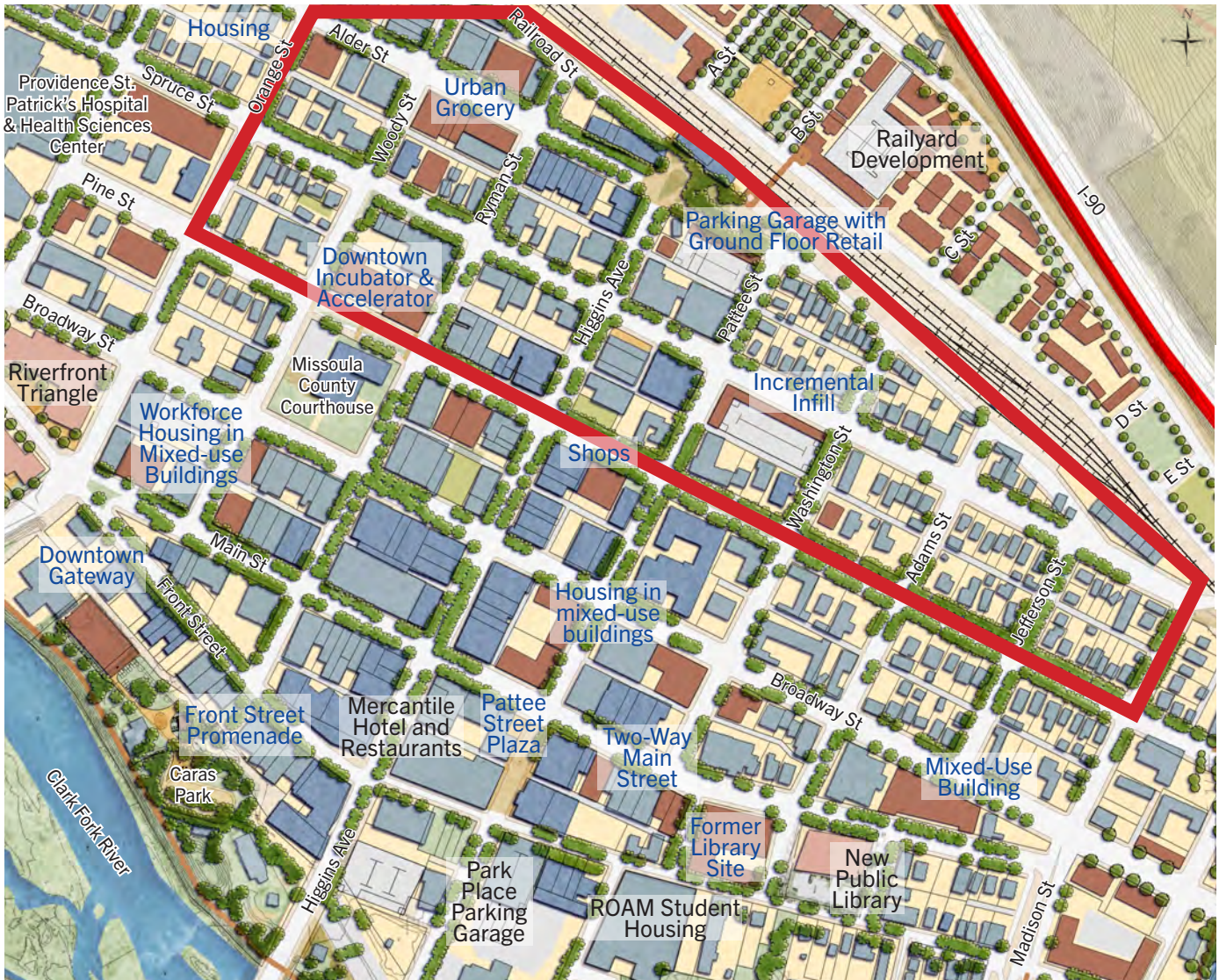
A quieter area of Higgins with local shops.



Former Atlantic Hotel and other Historic Landmarks



Statuary in the park.



Mobility Hub: If City Hall relocates, the current city hall location should be considered for a mobility hub, with multilevel parking, expanded transit facilities (existing pad/loading zone is too narrow for wheel chairs, other mobility devices, or really, any more traffic than exists today), day care, shipping, bike/scooter share, and food, with potential for residential above.

Control Size and Scale of Large Retailers: This area provides the best opportunities for a local-serving Downtown grocery. It is essential that new development respect the existing neighborhoods and makes appropriate transitions from larger mixed-use buildings on Alder Street to residentially-scaled development closer to the homes on Orange Street. This can be achieved with form-based regulations which employ metrics that respect the community’s vision for this corridor.

Scrutinize Large-footprint Development Proposals: Large-footprint buildings should be subject to development-approval scrutiny on a site specific, case-by-case basis. Such uses should not be a pre-permitted use allowed as-of-right, but as a conditional use subject to review and approval. Because of recent trends in retailing and outrage at the character of big-boxes from residents around the country, many big boxes are seeking alternative formats for communities of character. Smaller, more customized formats are being introduced where standard megastores are difficult to permit. This option should be investigated on a case-by-case basis. Communities only receive as much design as they demand.

Better Uses Than Surface Parking Lots

Parking Structures Should Add To Street Life

Having adequate parking in a Downtown is important, but more creative solutions other than surface parking should be explored throughout the Downtown.

As an example, Missoula’s weekly Farmer’s Market takes place along Alder Street between Higgins Avenue and Pattee Street and over to the Railroad tracks. The surface parking that takes up half the block provides needed parking for North Higgins area employees and customers, including the Farmers’ Market, but it does not create the most inviting experience.

In the short term, this location could have food trucks along the street creating a frontage, especially on market days.

As longer term prospect would be to redevelop the surface parking lot to have street oriented buildings to extend the great urban design found on Higgins Avenue. At the same time, the building can be coupled with structured parking that would replace and add to the parking in this location.



Business instead of parking created a better edge to the Farmer’s Market.



Existing Conditions along Alder Street



Street oriented buildings and businesses create an urban edge to Alder Street off of Higgins Avenue.



A Successful Retail Environment

Illustrated in the images on the right are a series of shopfront elements, many of which can be added incrementally to commercial streets like along Higgins Avenue and the streets perpendicular to Higgins. The sequence demonstrates how each component can positively contribute to the overall function and composition of the street.

Street lighting and trees are vertical elements that help to define the public realm while also making the pedestrian feel safer and more comfortable. Trees, even in winter, add a sculptural quality and interest to the streetscape.

On-street parking allows easy vehicular access to store fronts and also acts as a buffer from traffic that is moving within the roadway. Adding benches, trash/recycling bins and planters is a simple way to transform a street into a place; these components combine to prompt the pedestrian to linger next to the retail shops.

Providing space on the sidewalk for restaurant dining is another method for activating the public space. Extending sidewalk dining into the on-street parking zone, also known as a “parklet”, quickly and affordably maximizes retail opportunities.

Drive-Throughs

To help maintain a successful pedestrian retail environment, drive-throughs should be prohibited along Higgins Avenue. Within the rest of Downtown, new drive-throughs should be discouraged. However, when present, a ground-floor shopfront should face the street and the drive-through windows located to the side or rear of the building and accessed from mid-block or the alley.



Street-oriented architecture and wide sidewalks are essential “building blocks” of the streetspace. In addition, on-street parking or protected bike lanes can help to separate people walking from moving vehicles.



Awnings protect pedestrians from the weather.



Adding an outside display zone close to the street will increase retail visibility.



Canopy street trees provide shade and visually define the public space.



Street furniture helps to transform a sidewalk into a place.



Appropriately-scaled signage and adequate lighting contribute to the street composition.



Sidewalk dining activates the public space.



Parklets that extend into the on-street parking area are an easy way to gain more dining.



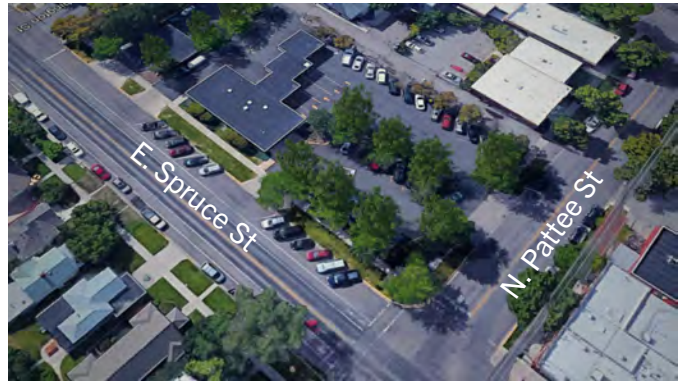
Street lamps allow social and commercial activity to continue into the night. In addition, the spill lighting from shop windows adds to the warmth and safety of the pedestrian zone.

East Spruce Street

The corner of East Spruce Street and Pattee Street is an opportunity for neighborhood infill. East Spruce Street has a quaint feel with houses that have been adapted into small retail or restaurant space as a transition zone to the residential area further down the street. Care should be taken to tune the character of new development to harmonize with the site's urban context more as an edge than as a center.

The site could be developed with a range of buildings that house different commercial and residential spaces that transition from the one-story buildings across Spruce Street to the multi-story buildings and Federal Building on Pine Street.

This site could also be a good candidate for parking if the Federal Building becomes a municipal complex one again housing both County and City office. The liner of the garage could house the University of Montana Art Collection (that is currently in storage), businesses, or additional office space.



East Spruce Street existing conditions



East Spruce Street with incremental building infill

Existing
Businesses and
multi-family buildings

New Incremental
Multifamily or Live/
work Buildings

New Landscaped
Civic Square

New Mixed-use
Buildings

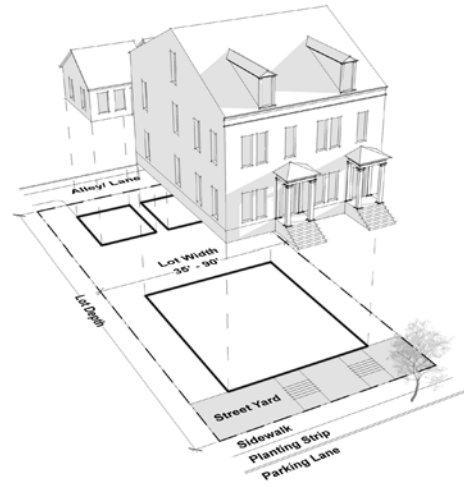
Existing
Businesses



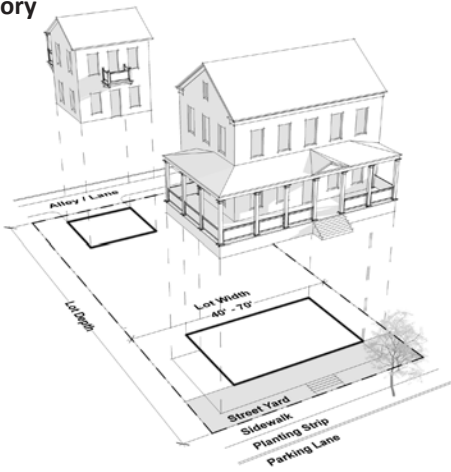
East Spruce Street with a garage and surrounded with liner buildings.

A mix of residential unit types creates neighborhoods which allow a diversity of ages and incomes, and permit residents to trade up or downsize their homes without having to move far away. Multi-generational neighborhoods and life-cycle neighborhoods create strong social networks, avoid concentrations of poverty or wealth, and lead to safer communities. There is a wide array of unit and building types that are appropriate for East Spruce Street in addition to single family houses.

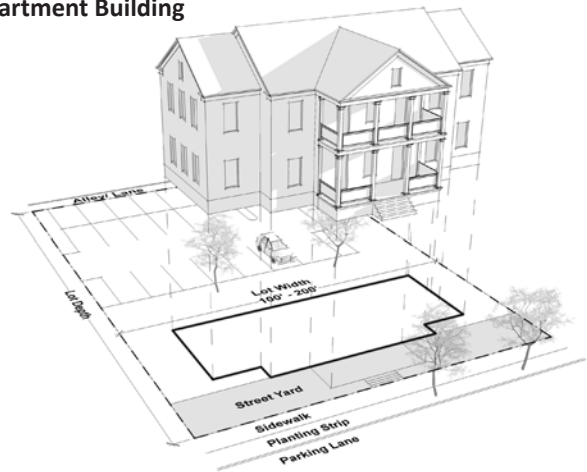
Duplex



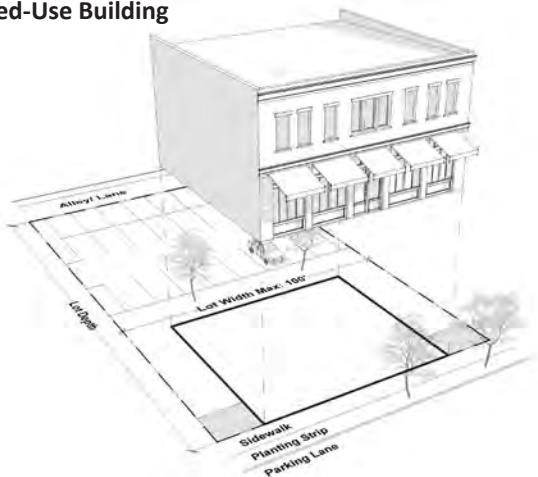
House & Accessory Dwelling Unit



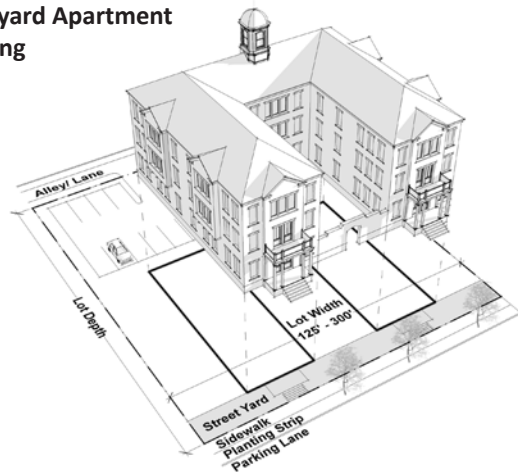
Apartment Building



Mixed-Use Building



Courtyard Apartment Building



Riverfront Triangle & Medical District

Providence St. Patrick's Hospital Area

Providence St. Patrick's Hospital has long been a major employer in the City and it acts as an anchor for an unofficial medical district involving clinics, institutes, outpatient services, outpatient therapy services, and various health businesses. Nationwide, Medical Districts are transitioning to more than just destinations for healthcare. They offer healthy places to heal, work, and live where new ideas on improving healthcare and population health can be developed, tested, and disseminated.

It may be helpful to name the district formally because the *Missoula Health District*, though just one block from the Riverfront Triangle, will increasingly have its own identity. There are numerous parking lots that surround the hospital which could be upgraded to structured parking to grow the Health District.

Arts and Technology Incubator and Accelerator

The Downtown has become too valuable for one-story structures and surface parking lots. There are numerous locations that provide an opportunity to create a Downtown Arts and Technology Incubator and Accelerator. Locations closer to the transfer center or Higgins Avenue are preferred but not the only opportunities.

A **business incubator** is a company that helps new and startup companies to develop by providing services such as management training or office space. Incubators come in five types: academic institutions; non-profit development corporations; for-profit property development ventures; venture capital firms, and combination of the above.

A **business accelerator** provides opportunity for businesses that have advanced beyond the startup phase, though still an early-stage company. The City's Office of Housing & Community Development or a similar department or non-profit could own the site. Once businesses build their client base and need to expand, they can move on to other locations in the Downtown.



Development opportunity adjacent to Providence St. Patrick's Hospital



Parking lot adjacent to Downtown Transfer Center



Image Courtesy: CTA Architects

Street level view of proposed development of the Riverfront Triangle



Image Courtesy: CTA Architects

Proposed development includes two river view restaurants and a bridge across the river extending the riverfront trail.



Illustrative Plan for the Health District and the Riverfront Triangle

Riverfront Triangle

The Riverfront Triangle project is poised to transform the equivalent of three city blocks of Missoula's core into a hub of community and commerce with new jobs and new annual tax revenues. Large development projects can be precarious. Some elements may change as the project continues through development stages. What is most important is that as the site develops it addresses both the street and the riverfront.

Today the plan includes the following elements:

- 60,000 sf Conference Center and a 195-room hotel,
- Retail facing Orange Street including 25,000 sf retail anchor and 10,000 sf boutique retail shops,

- 50,000 sf office space,
- Two dining facilities facing the Clark Fork River,
- A trail bridge across the Clark Fork River.
- Family and Professional Housing including workforce, market-rate and senior rental housing as well as for sale condominiums,
- Parking Garage to meet the needs of the new development as well as additional visitors to the downtown, and
- A focus on sustainability, extension of the riverfront trail system, and a bike-pedestrian bridge across the river.

The project improves the urban design of the Downtown even further if the Riverfront Triangle Project could provide waterfront green spaces along the riverfront, and a continuation of the street grid.

Enhance Underbridges and River Access Points

The riverfront trail along the Clark Fork River runs under several bridges. These spaces, such as under the Orange Street and Higgins Street Bridges, are dark, unadorned concrete structures that attract graffiti, lack lighting and have poor drainage.

These spaces can be made safer and more welcoming if activated with art and lighting. A bright color palette and paving pattern could draw inspiration from the Salish and Kootenai Indian traditions. These spaces should be considered a canvas or art. Actual design and implementation should be completed by local Native artists.



Existing conditions of Orange Street Underpass

Wayfinding Signage

River Access

Brick Paving



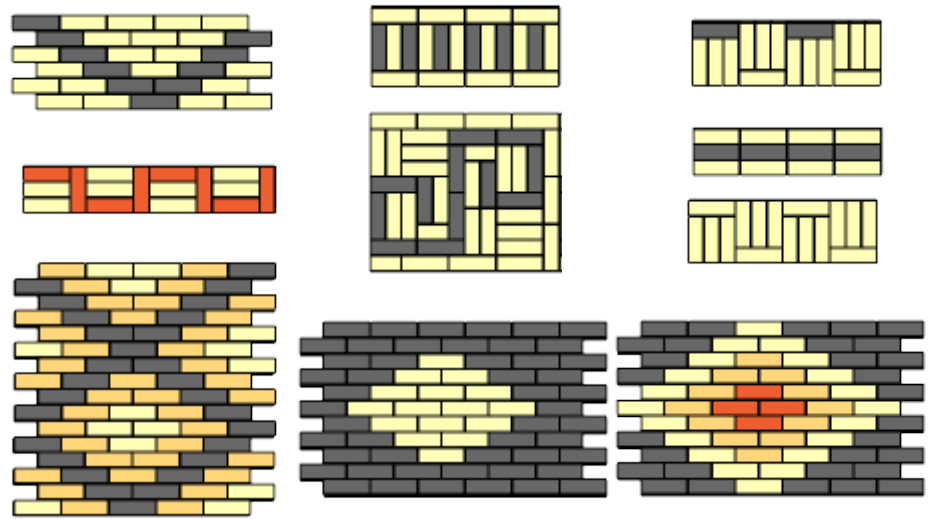
Potential enhancement under the Orange Street Bridge along the Riverfront Trail

The design elements could be consistent among all of the bridges along the trail (the Higgins Avenue underpass could be included, for example) to create a unified theme along the river trail or could showcase different art styles from various cultures.

The new paving can direct stormwater away from the path to alleviate the current drainage issues. With color and pattern variation, the bricks can create an appealing look. The designs can also incorporate additional wayfinding with vertical murals on the side embankments.

The bridges also provide an opportunity to install access points to the river for water activities such as kayaking and tubing. The Clark Fork River needs more access points which are clearly marked, safe to use, and doesn't negatively affect the trees and shrubs along the river or lead to erosion.

The greyness of winter in Missoula could be countered by secret places of light and color.



Possible brick paving patterns can draw inspiration from the beaded patterns of indigenous tribes of Western Montana.

In the Pacific Northwest, Northwest Coast Art is a style of art created primarily by artists from that region's First Nations and other Native American tribes. Northwest Coast Art is known worldwide. Salish peoples also traditionally produced art which shares some characteristics of Northwest Coast Art, however, the patterns and artifacts produced by the Salish are unique. Northwest Coast Art evolves. It is a living tradition not bound by one author or one time period. That's important. It is less anthropological and more creative inspiration.



Wayfinding signage



Plan view of paving

Hip Strip

Help the Hip Strip Stay Unique and Be the Next Great Neighborhood

The Hip Strip currently offers a vibrant and eclectic mix of local businesses and restaurants. Its proximity to the University of Montana, the Clark Fork River, and the rest of Downtown makes it a natural magnet for activity. In addition, adjacent neighborhoods to the east and west offer a diverse mix of housing options.

At the same time, these primary obstacles were identified as holding the Hip Strip back from maturing into a more complete urban neighborhood:

- The high-speed automotive character of Higgins Avenue,
- Parking requirements prevent redevelopment, and
- Inadequate parking in the district for both visitors and for employees.
- Lack of adequate sidewalk width for a true pedestrian environment.
- Absence of bike facilities



Existing businesses are a valued part of the community

These items were identified as fears by some Hip Strip stakeholders:

- Loss of local businesses and local residents.
- A disproportionate mix of restaurants and retail in favor of restaurants.
- Loss of historic structures. “No one is building anything as attractive as the historic structures that still need to be saved” was a reoccurring theme during the charrette.
- New buildings will take away from the existing character of the Hip Strip.



Existing Conditions along South Higgins Avenue dominated by high-speed vehicular traffic

Appropriate Infill Development in the Hip Strip

Cities are primarily the products of transportation systems, not the other way around. The older sections of Missoula were compact and human-scaled because people got around by horse and by foot. Restaurants and stores were constructed adjacent to the sidewalk because most people arrived by the sidewalk. The places most people love in Missoula (and throughout the country) were created by the extension of streetcar lines.

The places people tend *not to love* are the product of cars and highways. To really rebuild the Hip Strip in a way that people would love requires a return to the transportation systems of walking, streetcars, and biking (horses are probably out-of-the-question). Anything else involves a compromised design.

Welcome to the Compromise. Higgins Avenue needs to be a people place in order for the Hip Strip to become a post card location. Orange Street, Madison Street, and Broadway Street already serve to get vehicles Downtown. Higgins Avenue on both sides of the river must evolve to be pedestrian scaled rather than have the need for cars to dominate everywhere.

We recognize the need to accommodate people in cars, but think that there is a more ambitious version of the future where it's a true choice, and

not a necessity to drive and that the convenience of bike, pedestrian, and transit trips are just as good as driving.

Incorporate Parking into the Design. Adding prairie-sized parking lots to accommodate new development would ruin the Hip Strip. New parking must be accommodated with parking garages. A new garage would allow surface parking lots to become opportunity sites for new mixed-use development. New urban buildings create a continuous frontage that encourages walking and biking. Good urban design can encourage travel by means other than the automobile.

Parking garages must also be hidden. It isn't just about aesthetics. It's about making places competitive when it comes to attracting new businesses and keeping existing businesses. The Hip Strip's quality-of-place is how it competes with the parking-convenient, but scattered and unsightly commercial squalor of the suburbs.

The Trick to Urban Planning is Knowing When to Stop. The plan does not eliminate streets to allow large projects or encourage disproportionate heights. The Hip Strip can be enhanced, but it must also be protected.



Development Opportunities: Hip Strip existing conditions highlighting surface parking lots as well as vacant or underutilized parcels.

Improvements in the Hip Strip

New investments are shown along with streetscape improvements on Higgins Avenue, protected bike lanes on 5th and 6th streets, parking handled district-wide, and infill development.



Proposed improvements and infill development



One-way on first block of 3rd Street

The Missoulian Building becomes a tower for riverfront dining and residential units on the river.

New mixed-use buildings with residential above retail and cafés on former surface parking lots

Safer “Zebra” crossing bars at every intersection

Grocery or pharmacy

Parking to the Hip Strip

The Hip Strip can be a difficult place to find parking for visitors and employees. Recommendations must take into consideration the effect of the Downtown’s policies and new technologies such as ride share and the potential of autonomous vehicles. Potential strategies for improving parking in the Hip Strip can include a combination of the following:

- 1. Parking-in-Lieu Fees:** When developers prefer not to build parking they could instead pay fees which could be used to build parking garages. This is an ideal solution because it treats parking as a district-wide need which can be satisfied by building large-scale, less expensively, and in specific locations. Problems arise when the parking-in-lieu fees are priced too low to purchase land and build the needed garage. Fees must be calculated and continually recalculated with the cost of structured parking in mind.
- 2. Sell the Downtown Parking Garages to Build a New One in the Hip Strip:** Having successfully leveraged TIF funding to build parking garages which have now had their debt retired, another option could be for the Missoula Parking Commission to sell selected parking assets to interested property owners or investment firms and then reinvest the proceeds into new garages. For the MPC the economic downside of selling assets that are newly built is that in the long-run once the debt service is paid the garages could become positive revenue generators. However, if the role of the MPC is to solve parking problems, then more garages fulfill that mission.
- 3. Remote, Temporary Surface Lots and Shuttles:** This approach works best during large events. Improvements such as lot screening, paving, drainage, landscaping, etc. would be waived for temporary parking lot uses that are not expected to exceed two years in duration. Because of the remote nature of these lower cost parking options, an efficient and low-cost transportation option such as a shuttle program or Downtown Circulator would be required.
- 4. Institute a Parking Tax:** Many communities across the country have parking taxes. In some communities, the tax is applied on a per stall basis and in others it is essentially a sales tax added to the value of any parking transaction. Parking taxes are typically used to support larger transportation infrastructure investments.
- 5. Alternative Funding Sources:** Alternative funding sources include Local Improvement Districts (LIDS), Special Improvement Districts (SIDS), Community Development Corporations (CDC), Parking Urban Renewal Districts (PURD) or a special Parking and Mobility Improvement District.
- 6. Parking Meters and Residential Zoned Parking Districts:** Parking meters could benefit the Hip Strip by creating a higher turn-over of spaces. If parking meters become necessary, the spillover of cars into the residential areas should be reduced by creating Residential Zoned Parking Districts. Meters and residential zones can be implemented together or phased in as needed.



Underground parking with mixed-use development

OR



Above-ground structured parking lined by mixed-use development

The Plan Must Be Flexible

7. **Senior Center Parking:** The Senior Center is an important asset along the Hip Strip that has a special sensitivity to mobility. A supply of parking including some accessible spaces needs to be maintained adjacent to the building. However, it could still be possible to utilize a portion of the existing lot by the street to be redeveloped with a building without removing the parking needed by residents for the Senior Center.

In addition, parking garages should have some portions designed with flat floors and elevators to accommodate those with disabilities or difficulty walking.

Aren't Millennials Refusing to Buy Cars? No. There is no evidence that Millennials have preferences for vehicle purchases that are lower than those of earlier generations. Newspaper articles published during the immediate aftermath of the Great Recession, a period of economic decline observed in world markets during the late 2000s and early 2010s, reported that Millennials had different preferences. However, as the recovery gained steam, and the built environment did not change, it became obvious that these patterns did not reflect generational differences.¹ Young urbanites are less likely to buy cars, however, only when alternate transportation options are available.

Won't New Technologies Make Parking Garages

Obsolete? Unlikely. Self-driving and connected vehicles could change many aspects of transportation in the future. However, in the short-term to mid-term (the planning horizon of this plan) it is unlikely that market penetration levels will be high enough to affect the need for locally available parking facilities.² All new technologies require time to clear regulatory hurdles, become accepted by the consumer, and replace an existing stock of earlier models. However, as with any changing technology, continued study is necessary and the plan must be flexible if conditions change.

1 Kurz, Christopher, Geng Li, and Daniel J. Vine (2018). "Are Millennials Different?," Finance and Economics Discussion Series 2018-080. Washington: Board of Governors of the Federal Reserve System, <https://doi.org/10.17016/FEDS.2018.080>

2 Burns, Dennis (2017). "Tracking Autonomous Vehicle Regulations." Kimley-Horn White Paper. <https://www.parking.org/2017/11/01/tracking-autonomous-vehicle-regulations>



All parking remains on-site at the Senior Center



A portion of spaces relocate to allow senior living

An Ideal Mix of Uses

The ideal Main Street District (like the Hip Strip) isn't just one street, it has multiple perpendicular streets and offers a mix of shopping, restaurants, residential, office, civic uses, and open space. An optimal mix makes these Main Streets more profitable, resilient, authentic, and memorable.

- 1. The most successful Main Street needs at least 100,000 square feet of retail and restaurant destinations:** The Hip Strip currently hosts between 75,000 and 80,000 square feet of retail and restaurant destinations. Though based on a study of successful districts, 100,000 sf is obviously a tidy, rule-of-thumb. Even still, during the charrette many small business owners expressed the feeling that the Hip Strip hadn't yet achieved its full potential.
- 2. Successful Main Streets have a maximum of 20% restaurants:** What's wrong with having a lot of restaurants? The retail analysis by Gibbs Planning Group included in the appendix portion of this report describes a "dreaded downward spiral" which can occur when restaurants and drinking establishments dominate. Restaurants are good pioneers for reviving a Main Street but once a Main Street becomes an Entertainment District, noise and parking problems mean shops leave and neighbors complain. Nightclubs follow drinking establishments. Vandalism occurs. Offices leave. Eventually residents wage a low-level war to close restaurants and retail. High tourist areas can have 30% to 40% restaurants, however, high tourism was felt to be more appropriate Downtown Missoula.
- 3. Successful Main Streets have a maximum of 30% chain stores and restaurants.** High-volume chain stores and restaurants bring shoppers and diners thanks to low prices and familiar brands. At the same time, the Downtown's vision is **not** to be chain strip that is corporately owned and sending profits out of the community. There is currently no prohibition on chain stores and restaurants. Some addition of chains would help the economic activity of small businesses by providing more shoppers. If the mix changes disproportionately the Downtown should consider *Formula Business Restrictions* that prohibit businesses with 10 or more locations with identical names, branding and products from opening.

- 4. Successful Main Streets are predominately independently-owned shops and restaurants.** There is little fun or excitement to be found in chain stores. Missoulians also have a commitment to shopping locally. At the same time, tourists don't like to shop in stores that look like what they have at home. They seek authenticity and an experience of local culture. Locally-owned shops should make it clear that they are independent. Handmade signage and quirky, inspired interiors tell visitors that they are buying something of higher quality than they would find at home.

Supporting local businesses and start-up endeavors are what strengthens a community's identity and pride. Support what makes Missoula unique and this brings a community together.

Are people still shopping in stores?

Yes, people still frequent stores. According to the retail study in the appendix of this report, 92% of sales still occur in stores and only 8% of sales involve the internet. Even if this percentage continues to shift, increases in total population will increase sales in most brick-and-mortar shops. Shopping in stores also provides the community with multiple 'third places' that allow them to meet friends and interact with people outside of their homes.

What about the retail apocalypse?

Many brick-and-mortar stores of a certain kind are closing. However, it isn't simply because of the growth of the e-commerce marketplace and the ability to order goods online. Overexpansion of malls and strip retail, rising rents, leveraged buyouts by private equity firms, and a declining middle class are all factors. Major department stores have announced hundreds of store closures. However, discount and low-cost brand stores are adapting to decreasing middle class incomes and are growing and opening new locations across the country.



What about Millennials and their changing preferences? Don't Millennials buy everything online?

No. While there are differences in the buying patterns of different generations, they are not significant.¹

Millennials, born from 1980 to the mid-1990s, the largest demographic cohort since the Baby Boomers, aren't breaking with buying, transportation, or living traditions. They simply began their prime earning and spending years with less money during the Great Recession.

1 Kurz, Christopher, Geng Li, and Daniel J. Vine (2018). "Are Millennials Different?," Finance and Economics Discussion Series 2018-080. Washington: Board of Governors of the Federal Reserve System, <https://doi.org/10.17016/FEDS.2018.080>

"Relative to members of earlier generations, Millennials are more racially diverse, more educated, and more likely to have deferred marriage," describes the definitive 2018 Federal Reserve Study entitled *Are Millennials Different?* The study is based on the results of a survey conducted by the Institute of Social Research at the University of Michigan and used over 9,000 households in its sample.

"Millennials were less well off than members of earlier generations when they were young, with lower earnings, fewer assets, and less wealth," however, the report finds "Millennials do not appear to have preferences for consumption that differ significantly from those of earlier generations."

Rethinking South Higgins Avenue

Transforming Higgins Avenue into a fully multi-modal and safe street is essential for the economic, physical, and social health of the entire city.

Existing Conditions

The character of Higgins Avenue in the Hip Strip is dominated by wide expanses of asphalt and high-speed traffic. The four lanes of vehicular traffic and on-street parking on both sides of Higgins Avenue makes crossing the street on foot difficult and intimidating, and creates an environment that is less inviting to be in.

There is also no dedicated lane for vehicles to turn left. The result of this configuration is that when a vehicle is waiting to turn left, it backs up traffic behind them and causes the capacity of the roadway to be reduced to the capacity of a single lane in that direction. During rush hour, left turns through the Hip Strip have been restricted in an attempt to minimize this reduction in capacity. However, this restriction negatively affects local businesses by discouraging drivers from turning to get to them.

The bike lanes that run along North Higgins Avenue disappear entirely south of the bridge and are replaced with sharrow markings.

Street trees are planted sporadically along the sidewalk edges. Efforts to improve Higgins Avenue should first concentrate on filling in these gaps with additional shade trees.



South Higgins Avenue Existing Conditions with 4-lanes of traffic



Existing conditions on South Higgins Avenue

Option 1: Three Travel Lanes With On-Street Bike Lanes

The simplest transformation converts South Higgins Avenue from a 4-lane road to a 3-lane road, with one lane in each direction plus a center turn lane. This eliminates the inconvenience of people turning left and blocking traffic. The space from the fourth lane is then used to create a striped bike lanes in either direction. This option maintains vehicular capacity, preserves on-street parking on both sides of the street, and provides a dedicated space for bicyclists. Due to space-constraints however, this bike lane design places bicyclists in the “door zone” where people exiting parked vehicles can inadvertently open their car door into the path of an oncoming bicyclist, creating a potentially unsafe situation.

Note: The door zone bike lanes, as illustrated her, on high volume roadways have a high level of traffic stress and therefore do not meet the City’s transportation policy goals, as outlined in the LRTP, BFMP, and Complete Streets policy.



South Higgins Avenue Option 1: 3-lanes with bike lanes



South Higgins Avenue Option 1: Proposed 3-Lane with Standard Bike Lanes

Option 2: Three Lanes With Separated Bike Lanes

A more complete transformation that puts a focus on creating a bike facility that works for people of all ages and abilities can be achieved by utilizing the three lane travel configuration but removing on-street parking from one side of the street. This configuration is similar to the separated bike lanes on Higgins Avenue north of Broadway Street. Separated bike lanes like these have been shown to encourage people of all ages and abilities to use their bikes more. Only minor conflicts have occurred on North Higgins Avenue with pedestrians crossing the bike lane to access the on-street parking spaces (there have been no reported crashes due to pedestrians crossing the bike lane), however, this can be improved by expanding the buffer between parked cars and the bike lane to three feet.

An ultimate transformation of Higgins Avenue creates a place where people want to be, and a street that is easier to cross. A consistent street tree canopy provides shade for pedestrians and bicyclists. A separated bike lane creates a safe and comfortable space for bicyclists of all ages and abilities.



South Higgins Avenue Option 2: 3-lanes with separated bike lanes



South Higgins Avenue Option 2: Proposed Two-Lane with Protected Bike Lanes

Option 3: Two Lanes With Separated Bike Lanes

Another alternate way to achieve separated bike lanes but to keep parking on both sides of the street is by removing the center turn lane, and only keeping one travel lane in each direction for vehicular travel. The lack of a turn lane however, would negatively effect the capacity of Higgins Avenue for through traffic movement. Preliminary feedback suggests that this would be the most controversial of the options presented here but is worth exploring further if Higgins Avenue and the Hip Strip are to become one of the postcard views of Missoula.

Higgins Avenue should be an urban postcard street. If that is to happen, a compromises to vehicle throughput must be made. Orange Street, Madison Street, and Broadway Street are already the major vehicular access roads that connect the community to Downtown. Higgins Avenue should be made into a people place. A two-lane road with on-street parking on both sides would be the most effective way of transforming South Higgins Avenue and the Hip Strip into a walkable destination.



South Higgins Avenue Option 3: 2-lanes with separated bike lanes



South Higgins Avenue Option 3: Proposed Two-Lane with Protected Bike Lanes and a Street Car

Railyard District

A Key Opportunity Site

At the north end of Downtown Missoula, there is a sizeable rail switching yard which is also designated as an opportunity zone. It is undesirable to have locomotive fueling in the heart of downtown. While the adjacent rail through-line and historic passenger station will continue to serve the community well into the future, the switching yard presents an opportunity for redevelopment.

At the same time the northern pacific depot is currently underutilized, is not open to the public, and yet is a major historic and community asset.

Opportunity Zones are designed to spur economic development by providing tax benefits to investors. Investors can defer tax on capital gains invested in an opportunity. The longer an investor holds onto a property, the more tax benefits they will receive.

The following visualizations illustrate the conversion of the rail switching yard into new vibrant, walkable, mixed use neighborhood fabric. The concept of a new development supplementing the existing neighborhood north of the railroad tracks was presented in the previous Downtown Master plan. The plan presented here is a refinement of that idea.

Because this concept deals with the railyards, it can be difficult to achieve and may take numerous years for it to come to fruition. Nevertheless, it should be considered a possibility and discussed and thought of as a long-term possibility for the Downtown.



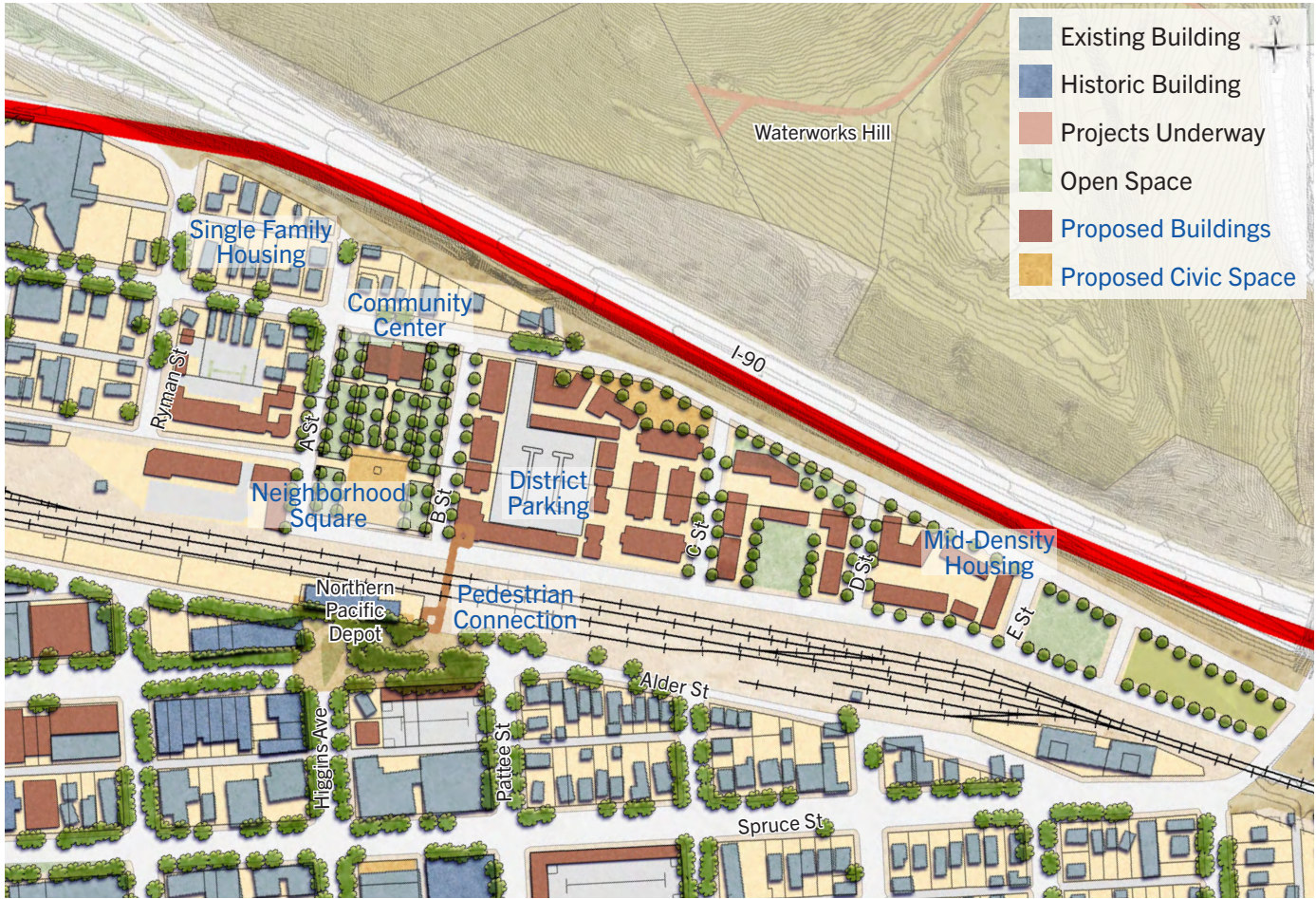
Railyard existing conditions showing switchyard



Railyard long term prospects



Walkable Street Design



Illustrative Plan for the Railyard

Urban Design Principles

The new neighborhood fabric, as shown, is designed to achieve a high degree of walkability and encompasses the principles of a complete neighborhood.

Development is arranged into an interconnected network of blocks and streets. Blocks are compact and comfortable to walk around.

The heart of the neighborhood fabric is a new neighborhood square. It is large enough to be useful for a wide range of community gathering functions. It is also designed to frame a view of the historic train station, to emphasize the transit-oriented nature of the neighborhood. This neighborhood square could also feature a new multi-purpose community center or third place for residents.

In order to serve the needs of a wide range of households, the new neighborhood fabric should include a robust range of uses and housing types. As the surrounding neighborhoods already provide

a large proportion of single family homes, this new neighborhood fabric presents an opportunity to enhance options by including types such as rowhouses, live-work units, small apartment buildings and compact mixed-use buildings.

The livability of the new neighborhood fabric could be further enhanced by the inclusion of “3rd places”, such as coffee shops, which are neither work nor home but where people feel comfortable spending time and mingling with their neighbors.

Finally, streets in the new neighborhood fabric should be detailed for pedestrian and cyclist comfort. They should be traffic-calmed and feature wide, seamlessly interconnected sidewalks shaded by regularly-spaced trees. They should be shaped by the fronts of street-oriented buildings, should be amply-lit at night and should feature comfortable places to sit.

Old Sawmill District

The Old Sawmill District is an emerging Downtown Neighborhood and the City must continue to support it and its eclectic mix of housing for students, mid-level professionals and seniors. The history is in the name of this district, that should be utilized and the historic use of the site should not be forgotten.

A mix of residential and commercial uses are appropriate within this neighborhood, a wide range of housing densities and scales, and ownership and rental opportunities should be encouraged.

New development should follow the Design Excellence Guidelines, although this area is not currently subject to them, and design and materials should be Missoula based.

Continued investment in infrastructure in the area like new streets, water and sewer services are required. In addition, a public-private parking garage can support the use of the river corridor, area parks and recreation amenities, use of the baseball stadium, new commercial development and wintertime recreational events.



Silver Park Pavilion

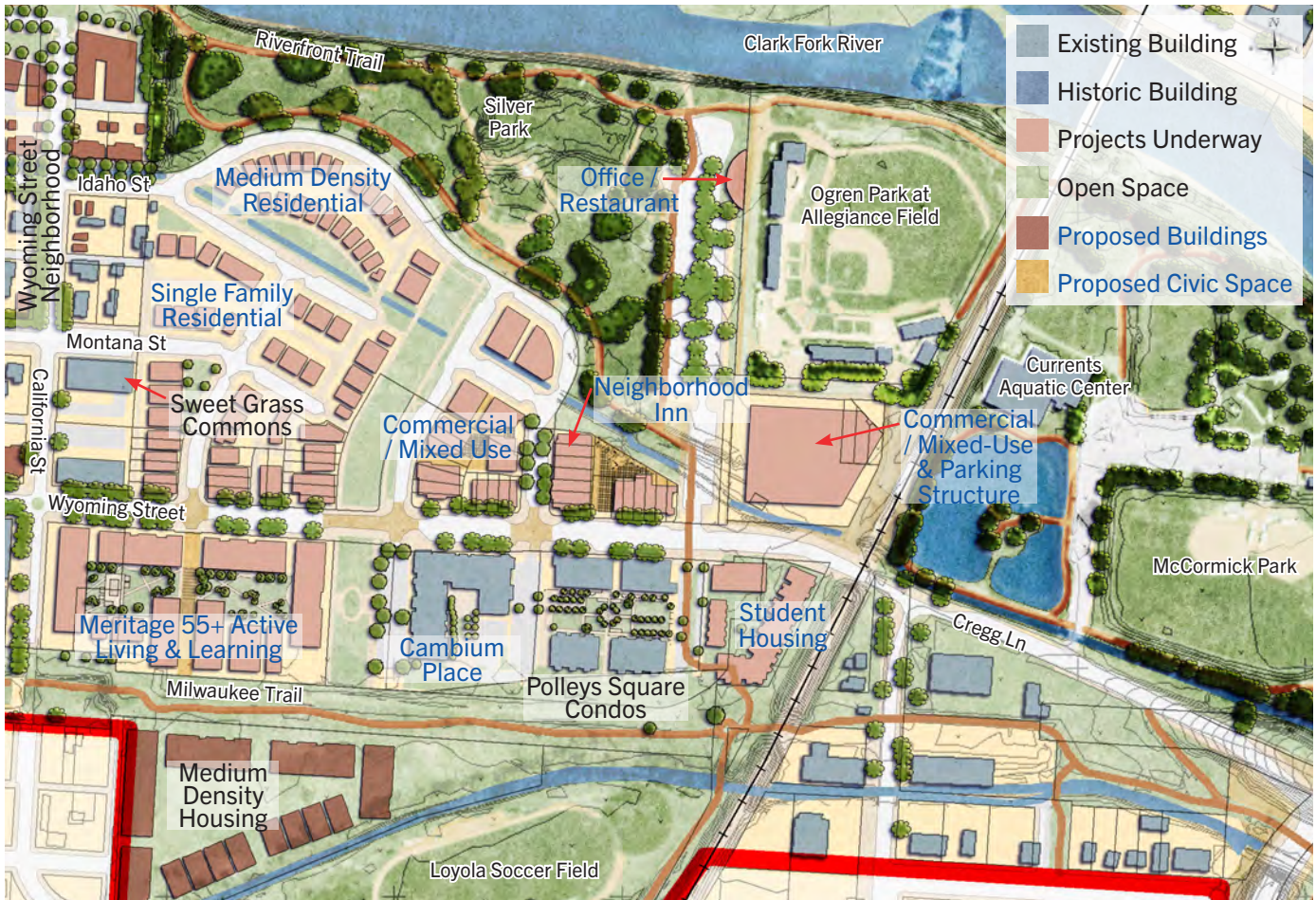


Polleys Square Condos



Image Courtesy: Old Sawmill District

More Residential Development



Illustrative Plan for the Old Sawmill District

The Old Sawmill District:

- Provides a prime opportunity for an urban living experience in close proximity to the core with the advantages of the open space amenities afforded by the river and parks,
- Polleys Square condos have four completed buildings,
- Cambium Place mixed use building is completed and includes the incubator/accelerator workspace called C3 Work Lounge,
- Sweet Grass Commons affordable housing building is open,
- Sawyer Student Living with 218 beds will be complete July 2019 in time for the next school year,
- A Riverfront Neighborhood Inn boutique hotel is being developed, and
- Tech Hub on East Broadway, a tech and innovation campus with room for 1,000 workers, is already underway.

The Old Mill Site Special Zoning District implements the neighborhood vision and is the controlling document for all policy decisions, including, without limitation, land use and public funding. Any future change to the Old Mill Site Special Zoning District would be considered in the context of the Missoula’s Downtown Master Plan.

Medium Density Housing

The area south of the Milwaukee Trail in outside of the Old Sawmill District but provides and opportunity for medium density housing as the city grows. This site is the location of the old Hart Refinery and environmental clean up of the site will be required but will help the overall health of the area.

Be the Next Tech Hub

The Old Sawmill District is a unique development that can draw in new tech industry and build upon the already existing employee amenities that the tech industry is known for - coworking spaces and active green spaces.

New mixed-use development on the north side of Wyoming Street can continue the strengths of the recently built development on the south side – Polly Square and Cambium Place. New public spaces should be easily seen and accessed from the street. By creating mid-block plazas and green spaces, or courtyard buildings, more units are given views of green space and residents and employees are given added health benefits through access to an outdoor space to work or relax. The setbacks of the building shown on the right shows how buildings can gracefully step back from a pedestrian scale up to the rear six storey building while also providing varying levels of private outdoor terraces and balconies.

Wyoming Street has been redeveloped as a complete street that has been narrowed and accommodates pedestrians and cyclists. However, even with the recently completed design, the street places bikes behind angled parking that can be dangerous. As more development is completed in this area it would be good to investigate installing protected bike lanes along with parallel parking. The proposal (right) shows back-in angled parking to provide more safety for cyclists and sidewalk bike parking to allow cyclists to securely leave their bikes while shopping and dining.



Proposed Tech Hub with mid-block public space



Existing conditions

Wyoming Street Neighborhood

The Area Today

The Wyoming Street neighborhood is located in the southwestern portion of Greater Downtown Missoula, generally bounded by the Clark Fork River to the north, the Milwaukee Trail to the south, Russell Street on the west, and California Street to the east.

The neighborhood is the least developed part of Downtown Missoula but still contains a diverse mix of uses and housing types, from single-family homes and a garden center to large apartment buildings and automotive services. Historically disconnected from the rest of the City, with the development of the adjacent Old Sawmill District and easy access to the Ron's River and Milwaukee Trails, the area now has convenient connections to the whole of Downtown.

With Missoula's increasing population and its inward growth policy, this area located just one mile from the heart of Downtown will likely experience rising development pressure. However, much of this area is within the Clark Fork River floodplain. The riparian zone here is highly degraded, with River Road directly adjacent to the river, and little of the land is in a natural state.

By planning ahead, it may be possible to shape the future of this neighborhood in a way that restores the riparian zone, creates new natural park areas, and provides needed housing.

Challenges and Opportunities

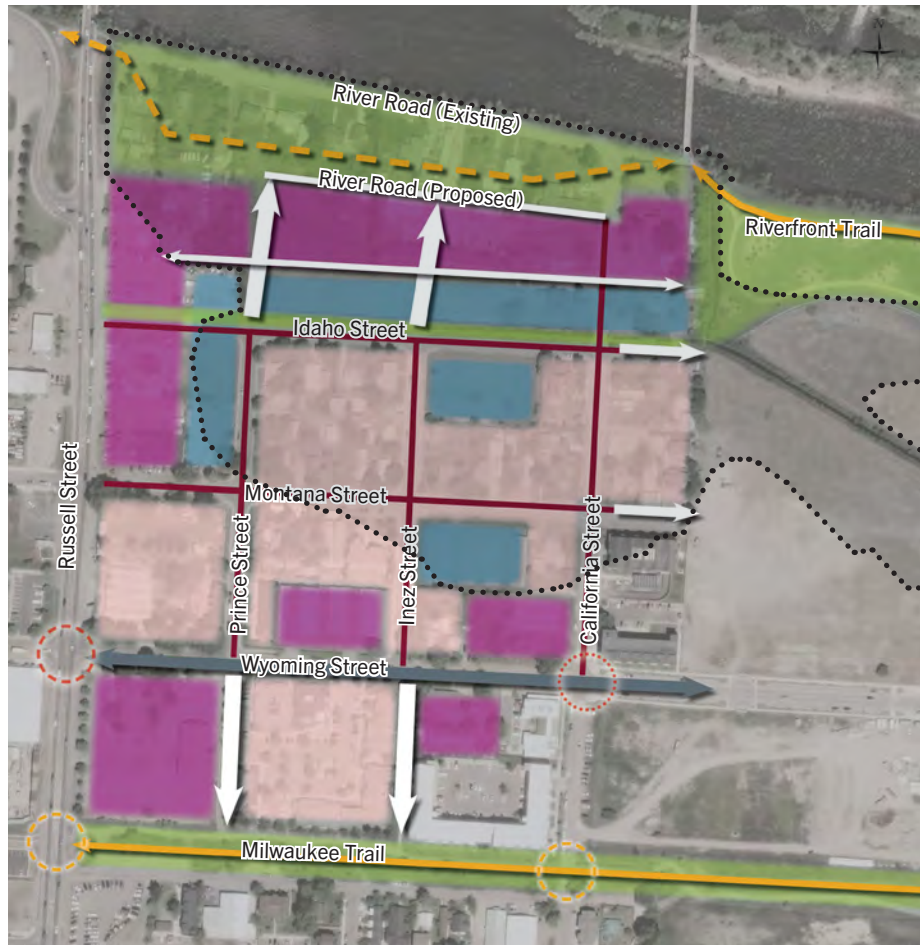
A portion of the neighborhood is located within the Special Flood Hazard Area (SFHA) and is restricted by FEMA. Any development within this area should include a thorough study of the hydrology and impacts to the River and must follow a FEMA permit matrix with all impacts evaluated by multiple agencies. The area would also need to be rezoned to accommodate missing middle housing and a mix of uses.



The existing riverfront in the Wyoming Street Neighborhood is defined by River Road and minimal riparian area. An opportunity exists for creating a more natural waterfront with park space that is lined with a new walkable River Road “main street” that faces and engages the Clark Fork River.



Wyoming Street in the Old Sawmill District is home to new, mixed-use buildings of up to four stories.



An Opportunity for a Restored Riverfront and Diverse Neighborhood

The diagram above illustrates the key concepts for a scenario of repairing the riverfront riparian area and, overtime, creating a unique waterfront neighborhood that can be a model of collaboration for development throughout Missoula.

This scenario moves River Road south from its current location to allow the area between it and the river to be lowered in elevation for enhanced floodplain function. Riparian zone vegetation can should be added as described in Chapter 5. Within the neighborhood, existing single-family homes are preserved and new cottage courts and single-family homes are proposed to fill vacant lots and replace storage facilities. A greater mix of housing types and uses are proposed along the larger Wyoming and Russell Streets at a similar scale to the nearby developments along those corridors. The small ditch adjacent to Idaho Street would be enhanced as part of the neighborhood’s green infrastructure system. Buildings along River Road are set back 100 to 200 feet from the river and could include a mix of uses such as apartments, restaurants, neighborhood shops, and third places.

Diagram of the Wyoming Street area synthesizing key concepts and ideas heard from the community during the charrette. The concepts illustrated here are the foundation for reimagining the neighborhood.

Missing Middle Housing is a range of multi-unit or clustered housing types—compatible in scale with detached single-family homes—that help meet the growing demand for walkable urban living.

- Daniel Parolek
Opticos Design, Inc.

A more in depth discussion of Missing Middle Housing is provided in Chapter 6: Downtown For Everyone



Illustrative Plan for the Wyoming Street Neighborhood

Increase Connections & Prioritize Pedestrians and Cyclists

To improve access to the river, new walkable-sized blocks between Idaho Street and the river can be created by extending Prince and Inez streets. Connections from the southern end of these streets to the Milwaukee Trail should also be enhanced.

The Wyoming Street neighborhood should build upon what is happening next door in the Old Sawmill District, with the two becoming seamless neighborhoods. Montana and Idaho Streets should connect with the new streets in the Old Sawmill District development.

Throughout the neighborhood, pedestrians and bicyclists should be prioritized and their safety improved. A continuous sidewalk network should be developed across all the blocks. Wyoming Street should become a complete street, continuing the bike facilities, ideally as separated lanes, from the Old Sawmill District to Russell Street, and include wide sidewalks, street trees, and on-street parallel parking. Along Wyoming Street, a neighborhood roundabout at the intersection with California Street and a traffic signal at the intersection with North Russell Street can manage traffic. The Riverfront Trail should continue from the California Street bridge westward alongside River Road to the new Russell Street bridge underpass.



View of a reimagined Wyoming Street neighborhood.

Face the River | Engage the River

The concept for the Wyoming Street neighborhood builds upon the best attributes of Downtown Missoula and the unique setting and opportunities of the site. This neighborhood is one of the few places in Downtown where the riverfront is lined with a public street and parcels fronting the river. This provides an opportunity to create a place that directly engages the river and has the opportunity for an urban waterfront that exists in few other places in Missoula.

Different types of riverfront experiences along this stretch of the Clark Fork River, including urban and Trail-Oriented Development, are possible. River Road and new development is pulled back from the river to allow for the creation of park space and a healthier riparian zone. A riverfront square lined with shops, restaurants, cafés, a community center, and other third places can become a center for the small neighborhood and a unique destination within the City with views of the Clark Fork River. Small,

temporary structures closer to the river can house pop-up uses, offering lower-cost space for new businesses to get started or for seasonal waterfront businesses.

The new park space can be activated with a playground, community garden, and dog park. The park's natural areas should support the riparian restoration effort. It is envisioned that this would be the first place in Downtown Missoula purposefully designed with the river as the focal point.

West Broadway Gateway

West Broadway Street Gateway doesn't feel like a gateway. The street looks more like a suburban highway than the entrance to a Downtown. While this length of road must accommodate a great deal of traffic as cars enter the Downtown, taller urban buildings could create a stronger sense of enclosure and arrival.

Along West Broadway single-story buildings are set back behind parking, particularly on the north side of the street. Buildings on the south side of the street are positioned closer to the street but sidewalks are inadequate. Narrow sidewalks or rows of head-in parking adjacent to the street make walking feel dangerous.

New development along the Clark Fork River will lead to new development along West Broadway. This provides an opportunity to plan a gateway experience and upgraded street facilities.

The West Broadway Gateway area is designated as an Opportunity Zone. The benefits of an opportunity zone designation combined with TIF and New Market Tax Credits make this area an excellent development opportunity.

New Housing Opportunities:

The townhomes of Clark Fork Commons and the apartments of Equinox and Solstice provide compact, urban living opportunities along the Clark Fork Riverfront. The riverfront location and adjacency to Downtown amenities could make this some of the most sought after new homes in Missoula.

Street Oriented Buildings Face West

Broadway: Small businesses along the north side of Broadway Street can be redeveloped with street oriented buildings that are set farther from the road to allow for wider sidewalks.

Wide Sidewalks & Street Furniture:

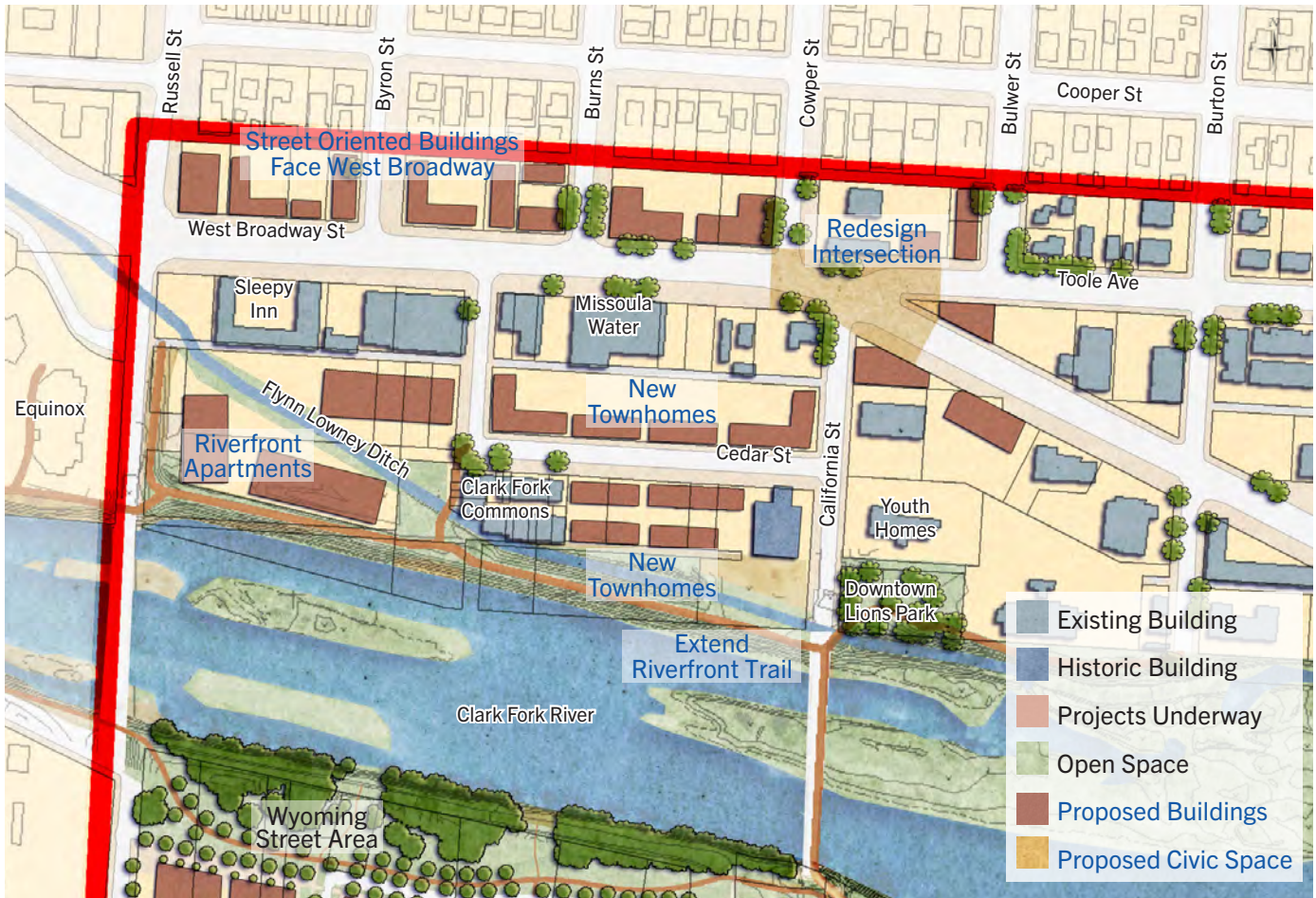
The southern side of Broadway Street in this area has multiple buildings placed forward toward the street. The area between the building and the street should have wider sidewalks and a planting strip that includes street trees, benches, trash receptacles, and pedestrian scaled lighting.



West Broadway Street existing conditions



Equinox and Solstice apartments provide river views



Illustrative Plan for the West Broadway Street Gateway

Intersection Redesign with Pedestrian Crossings: The intersection of West Broadway Street, Toole Avenue, and California Street is complicated and dangerous. A redesign of the intersection should be considered. At its simplest, using stamped pavement or pavers will help draw attention to this dangerous crossing and slow down vehicles making it safer for everyone. Ideally pedestrian crossings would occur at intervals of no less than 600'. There should be a clear delineation of pedestrian crossings as well as a time for all vehicles to stop so people can cross safely.

Extend Riverfront Trail: The Riverfront Trail needs to be extended along the northside of the river from the Orange Street bridge to the Downtown Lions Park by the California Street bridge. The trail picks up again past California Street but it is narrow as it crosses next to an unpaved parking area. With new development, the trail can be widened in this area and have an extension along the Flynn Lowney Ditch. This is an important portion of the Riverfront trail as the California Street Pedestrian Bridge crosses the river.

Affordable Retail and Restaurant Space: This area will likely be where businesses who have either outgrown their spaces Downtown or are seeking less expensive rents will relocate. West Broadway is a high volume street and businesses along it are highly visible to many potential customers. However, at present, it feels like an area to “pass through” and not stop at. Placemaking in this area involves adding density and pedestrians, new destinations and landmark anchors, that will become the core of a new center. Trail connections and views of the river have begun the revival, continued investment will require deliberate placemaking.

East Broadway Gateway

East Broadway Street is a commercial corridor which functions as an important gateway into Greater Downtown Missoula. Opportunities exist to improve the sense of place and arrival provided by the area's physical design.

Technology Hub: The University of Montana's Missoula College and the Montana Technology Enterprise Center should elevate to create a complete tech campus hub. A technology hub is an area of business accelerators and start up incubators with supporting services that can range from education to manufacturing assistance.

Consolidated Missoula College Facilities: The East Broadway Gateway area offers room for the Missoula College River Campus to grow and accommodate the College's other academic programs on a formal campus.

Place Student Housing on the Corridor: Student rental housing within established neighborhoods can be a nuisance to long-term residents. The excitement that students thrive on can be provided along the corridor.

Civic Square and Transit Stop: A civic square that includes a neighborhood green could provide a destination and gathering place for the campus and technology hub, as well as nearby residents. The green would be fronted by the Missoula College River Campus and new, mix-use buildings that could include classrooms, labs, offices, retail, and housing. The green serves as the centerpiece of the neighborhood and campus and maintains views of the Missoula College building from Broadway Street and the Interstate.

A transit stop with service by UDASH and Mountain Line at the edge of the civic square can connect this education and technology hub to the center of Downtown and the rest of the City. This area could also be used as a park and ride location using the transit stop as a link to the Downtown for large events.

Consolidated Parking: New mixed-use buildings wrap around a parking garage with addition underground parking. Structured and below-grade parking provides adequate parking for the businesses, campus, and housing while not taking up the entire site with surface parking.

Pedestrian Improvements & Bridge | Trail Extension:

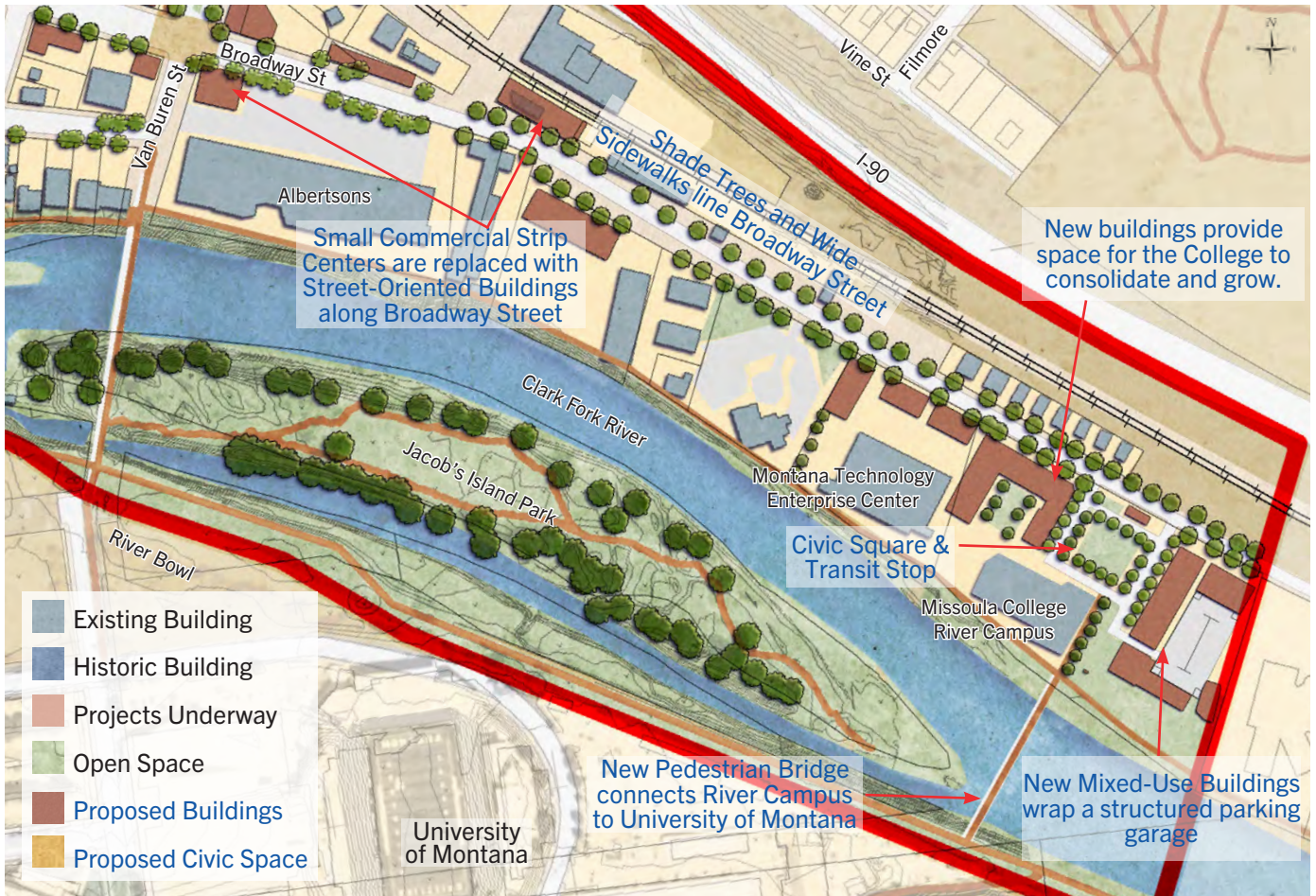
An improved public face toward the river could be formed, along with a pedestrian bridge connecting Missoula College to the University on the eastern end of the Downtown riverfront trail loop. To complete the loop, the Riverfront Trail should be extended along the north side of the river to this location, connecting the rest of Downtown to this area, and further east to East Missoula. A trailhead can be included to formalize access to the riverfront from this portion of Downtown. Pedestrian improvements should also be made along East Broadway Street.



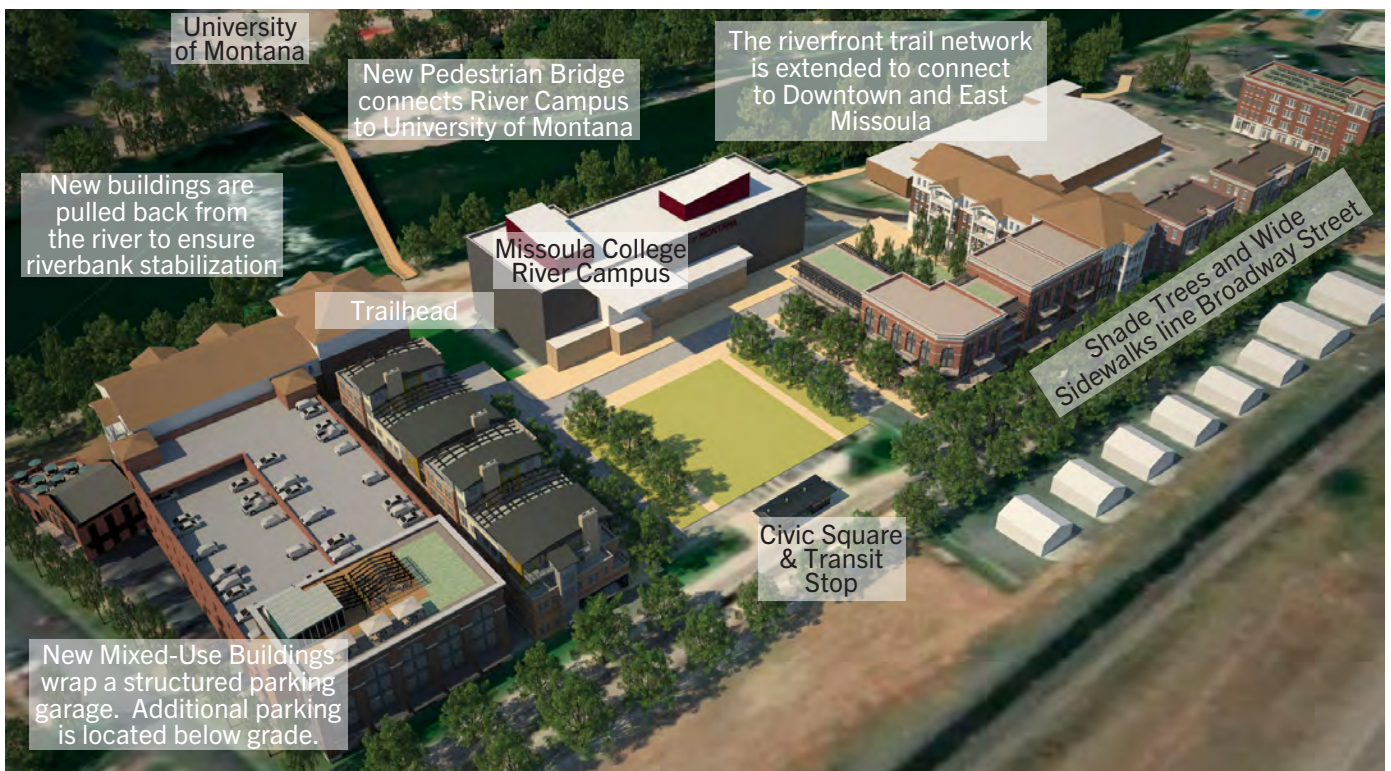
View of Missoula College River Campus



East Broadway Street existing conditions around the Missoula College River Campus



Illustrative Plan for the East Broadway Street Gateway area



East Broadway Street proposed conditions around the Missoula College River Campus

Madison Street Area

Madison Street is the easternmost street that crosses the Clark Fork River and provides an edge between the core of downtown and the greater downtown area. It is a large arterial but is mostly flanked by residential neighborhoods.

This area has one of the two grocery stores in the Greater Downtown area. It also has numerous single use small structures such as fast food restaurants surrounded by parking and the DoubleTree Hotel.

Street-Oriented Commercial

Buildings: Madison Street is where the Downtown Core really begins. Broadway Street in this area has a series of small single use buildings surrounded by parking and drive-thru isles. There are opportunities to piece together some of these lots and replace them with street-oriented buildings as are appropriate for a downtown environments. These uses would include housing, offices, commercial spaces, civic uses and green spaces. Focused centers in a main street environment create interesting places for residents and destinations for visitors. If land uses are mixed, fewer automobile trips will be necessary for residents to meet their daily needs and congestion will be reduced.

Add Street Trees: Rattlesnake Creek crosses Broadway Street. When it does it creates a different feel along Broadway Street than in any other location due to the abundance of trees close to the street. Street trees should be planted to extend this canopy.



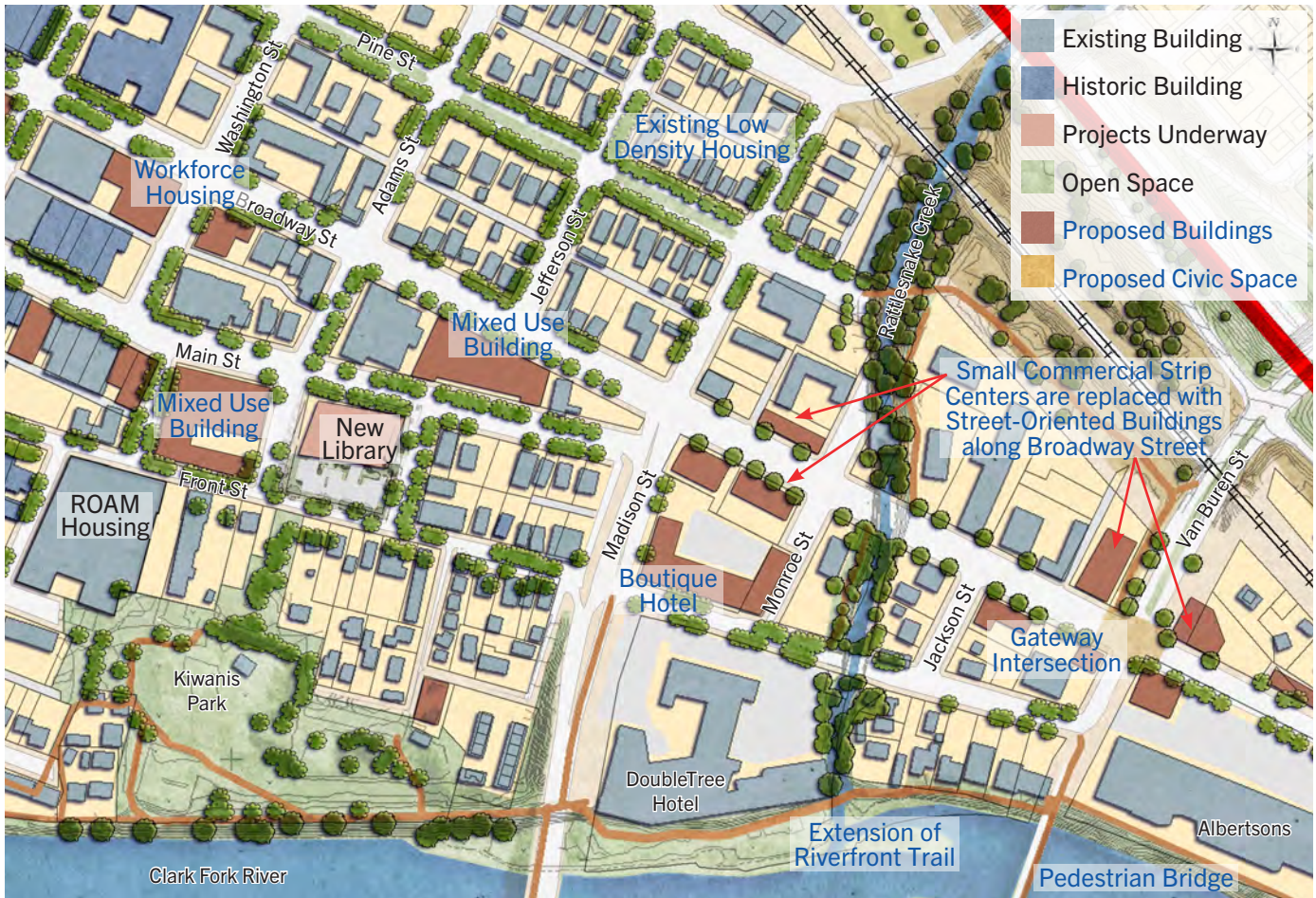
The Van Buren Pedestrian Bridge over the Clark Fork River connecting the University to the Rattlesnake neighborhood and Downtown.



East Broadway Street existing conditions by Rattlesnake Creek



A piece of the Riverfront Trail that is missing by the DoubleTree Hotel would likely need to be raised above the rocky riverbed.



Illustrative Plan for the Madison Street area

Van Buren and Broadway Intersection Safety: Van Buren Street is one of two vehicular connections of the Downtown to the I-90 and the development to the north of the highway. As such, the intersection of Van Buren and Broadway can be busy and dangerous for all users. This intersection should be thought of as a gateway and should be treated as such so motor vehicles have a clear visual understanding that they are no longer on the fast moving highway but in the slower moving urban center. At the same time, it needs to be safe for pedestrians and cyclists passing through the intersection.

Riverfront Trail Extension: There is a gap in the Riverfront Trail from Madison Street by the DoubleTree hotel to Goldsmith’s Inn Bed and Breakfast. The Riverfront Trail should be extended to close this gap. It will provide better access to the pedestrian bridge at the end of Van Buren Street. This connection would require an elevated trail over the floodplain and Rattlesnake Creek.

Boutique Hotel: There is also an opportunity for a Boutique hotel on this edge of town at the corner of Front and Madison streets. The DoubleTree is a conference hotel in the area as well as the Goldsmith’s Bed and Breakfast. A boutique hotel in the area would add an additional type of short term housing.

Manage Parking: Balance pedestrian and vehicular access to buildings by creating a variety of parking options. Parking should be located behind buildings, with on-street parking next to the sidewalk. Insist that varied uses (retail, entertainment, civic, office, housing) share their parking supply efficiently. As the area is built out, a shift to structured parking will allow for the better use of valuable land. These practices will reduce the amount of land dedicated to parking.

Essential Downtown Uses

Some uses are optimally located Downtown. The specific location is less a concern. These uses should locate wherever opportunities are available.

City & County Services

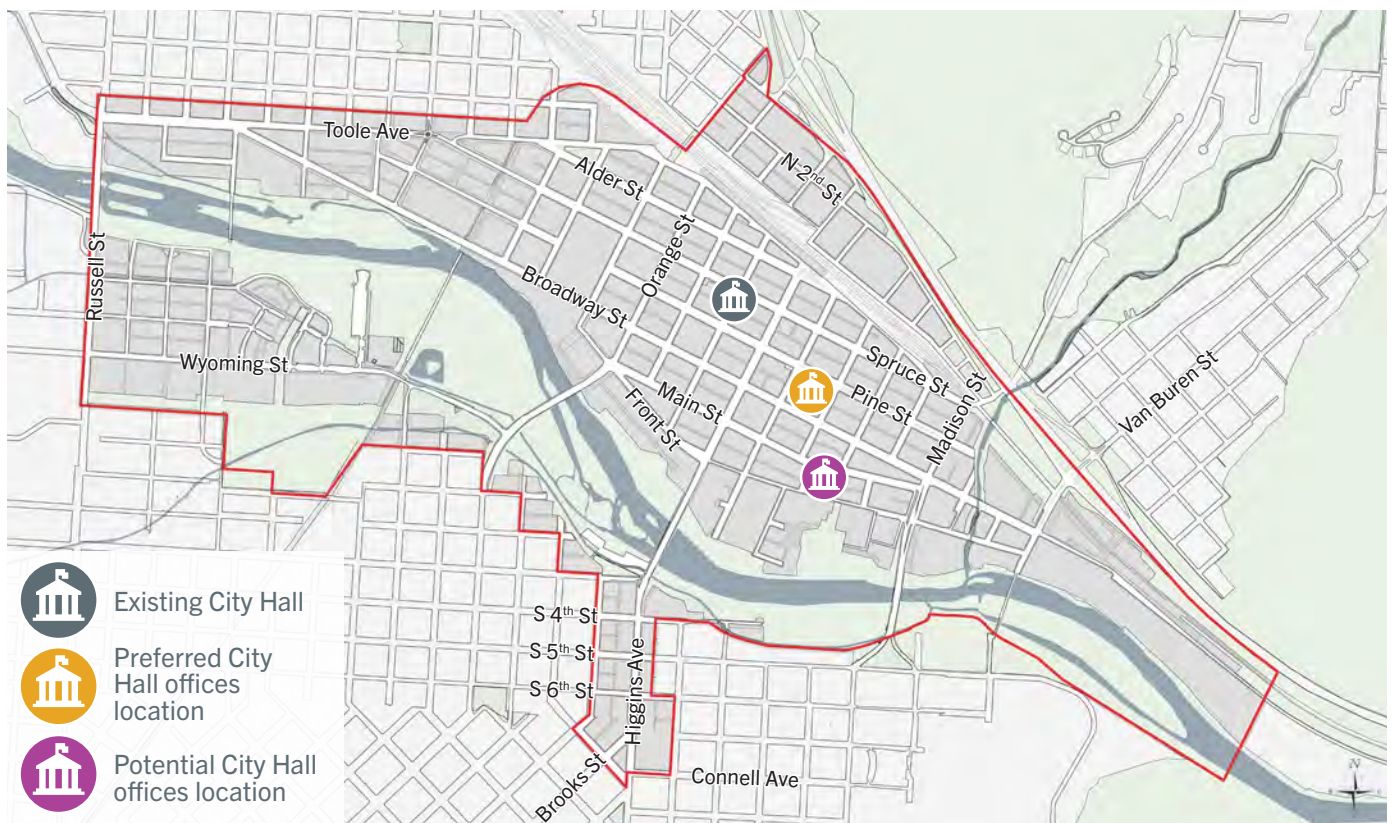
City Hall works well where it is currently located. However, there have been discussions of co-locating County and City offices to the Federal Building if they can gain control of the building. This would provide efficiencies and consistencies between similar offices in the County and City. If that plan does not work, it has been mentioned that a new building on the site of the existing library could also serve that function.

UM Art Collection

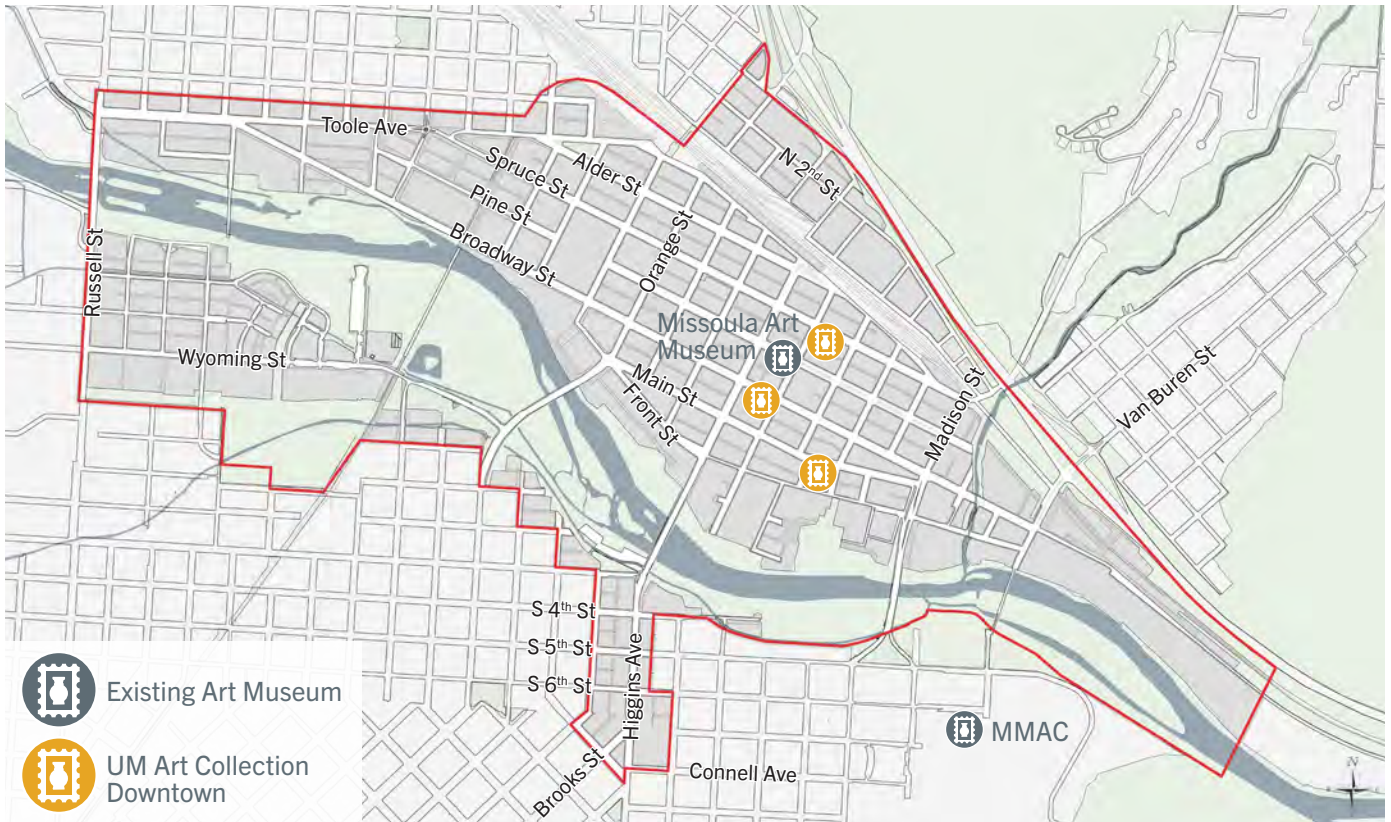
The University of Montana holds a vast art collection which is not on permanent display. The Montana Museum of Art & Culture, or the MMAC, is a University of Montana art museum and it hosts permanent and temporary installations. However, UM has enough of a collection in storage to supply another Downtown Art Museum. A Downtown location can bolster the already significant art experience downtown with the Missoula Art Museum and numerous art galleries.

Incubator and Accelerator

A location to help existing and new businesses with business advice and low rent spaces to foster local businesses and ventures. This concept has been explained in detail earlier in this chapter although additional locations are identified here.



City Hall



UM Art Collection locations



Incubator / Accelerator



**MISSOULA'S
DOWNTOWN
MASTER PLAN**

3: IMPROVE MOBILITY, HEALTH & SAFETY

Transportation, Parking, Infrastructure



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Missoula's Downtown Street Network

Assets and Barriers

Assets

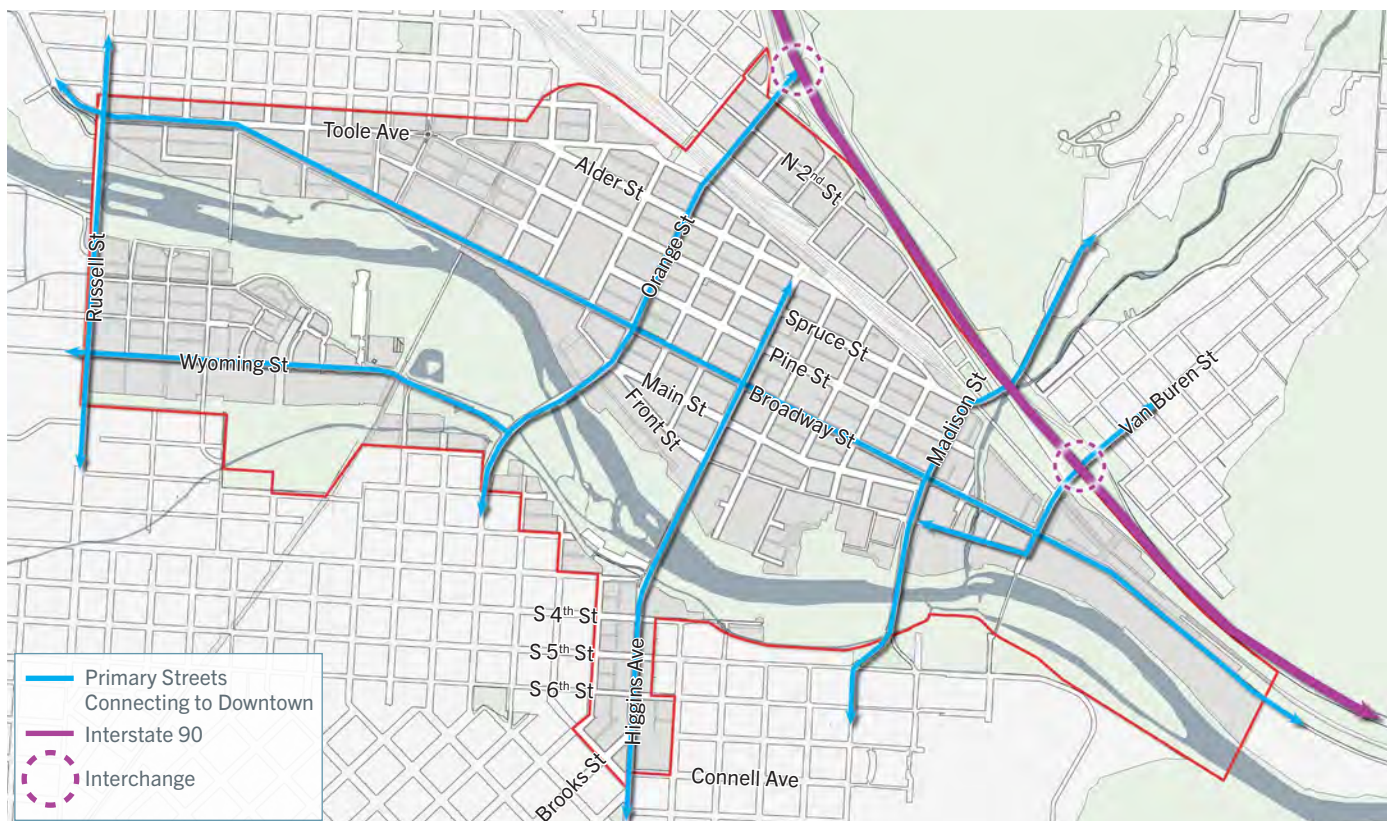
The street network in Downtown Missoula serves as the principal infrastructure for all modes of travel:

- Walking;
- Bicycling and other low-speed modes;
- Public transit;
- Personal vehicles;
- Freight vehicles; and
- Various ride-hailing services.

The primary function of this street network is circulation and access within Downtown, connecting people to homes, employment centers, hotels, restaurants, retail shops, other businesses, government and civic facilities, public parks and recreation corridors. Some major streets also play a role in citywide and regional circulation and these functions should be carefully balanced with the urban form and functional needs of the Downtown itself.

Downtown Missoula benefits from a street network characterized by small blocks and high levels of connectivity. Blocks average 380' to 400' in length – much shorter than commercial blocks in most suburban settings. Intersection density – a standard measure of street connectivity – averages about 225 intersections per square mile in Downtown, again much more connected than suburban commercial areas. Most streets are not unduly wide and most traffic moves at low speeds – both factors important to public safety.

This highly-connected, small-block, low-speed street network facilitates circulation within the downtown as well as access to downtown land uses and represents an important and valuable public asset.



Downtown Missoula street network highlighting the primary streets connecting to surrounding neighborhoods and the interchanges with I-90

Barriers

Barriers to circulation and access include:

- The Clark Fork River flowing through Downtown,
- The railroad corridor and yards,
- Interstate Highway 90, and to a lesser degree,
- The multi-lane state-owned streets.

However, these are also assets:

- The Clark Fork River provides unique character and recreation opportunities;
- The state highway routes and I-90 connect Downtown to the rest of the city and the region; and
- The railroad yards offer significant potential for future urban development.

An important barrier to safe, efficient access and circulation within Downtown is the current directional traffic flow on the one-way “couplet” (Front and Main streets).

Additional barriers specific to pedestrians and bicyclists include the lack of a connected bicycle network, difficulty of crossing streets safely, the need for modern accessibility features, and the need for better wayfinding.





NOBO
CHATEAUX

Red Rooster

CLOTH & CRO

red rooster
casual home &...



Great Streets, Great Places

An Introduction to City Streets

Streets are the spaces between buildings. A great street requires great buildings that appropriately address the street and contribute to the greater public realm. The goal of this section is to provide guidance on turning streets, particularly the pedestrian portion of which, into spaces where people want to be.

Streets can be beautiful places. Buildings and street trees give the space a sense of enclosure. Proper proportions and details create a comfortable space to be in that operates harmoniously together.

Streets are also for mobility, providing a right-of-way to get from where we are coming from to where we are going. How a street functions should be based on a continuum, from pure mobility, such as an interstate highway, to a destination itself with strong economic and social functions, such as a pedestrian only shopping street, like Pearl Street in Boulder, Colorado for example.

“It is not surprising that, given their multiple roles in urban life, streets require and use vast amounts of land. In the United States, from 25 to 35% of a city’s developed land is likely to be in public right-of-way, mostly streets. If we can develop and design streets so that they are wonderful, fulfilling places to be, community building places, attractive public places for all people of cities and neighborhoods, then we will have successfully designed about 1/3 of the city directly and will have an immense impact on the rest.”

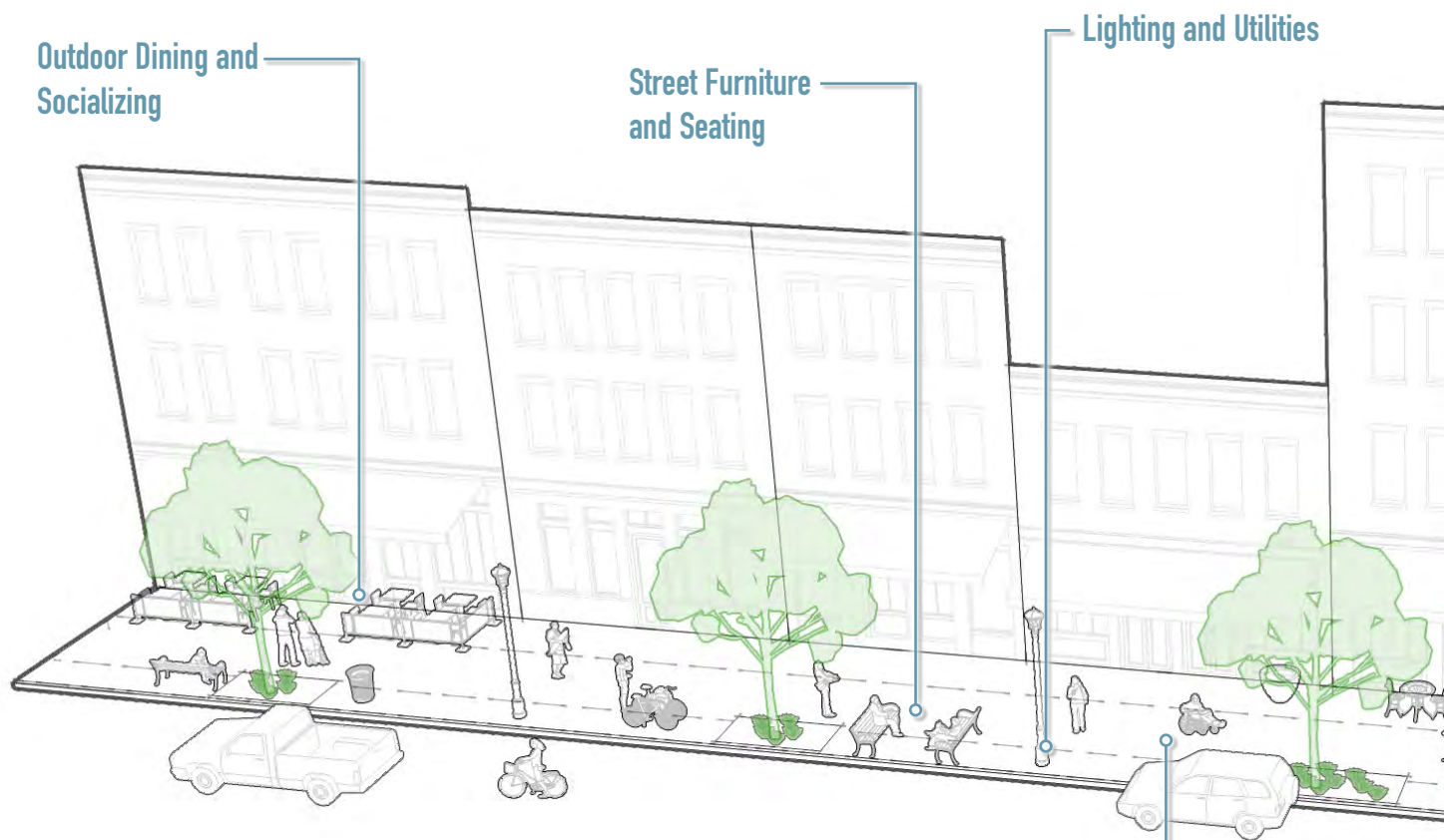
- Allan Jacobs, Great Streets

In downtowns, streets must always provide a mix of mobility and placemaking. They need to provide access to businesses and residences. They must also be spaces for socializing, commerce, dining, gathering, vending, and celebrating. In a downtown, the long-distance travel function of a street should take a backseat to its placemaking function with less focus on moving people through the city and more on being in the city.

What is a Street?

Streets are one of the basic components of cities and the primary organizing structure. Along with blocks, lots, and the buildings that occupy them, streets have a profound effect on how we view and experience a city.

Streets encompass the entire space between property lines and the private frontages along them. In downtown, this is typically from building façade to building façade and is much more than just the space where vehicles travel. Downtown streets are for people to enjoy public space, exercise, provide services, do business, socialize, dine, and more.



The Sidewalk: A Stage for Downtown Life

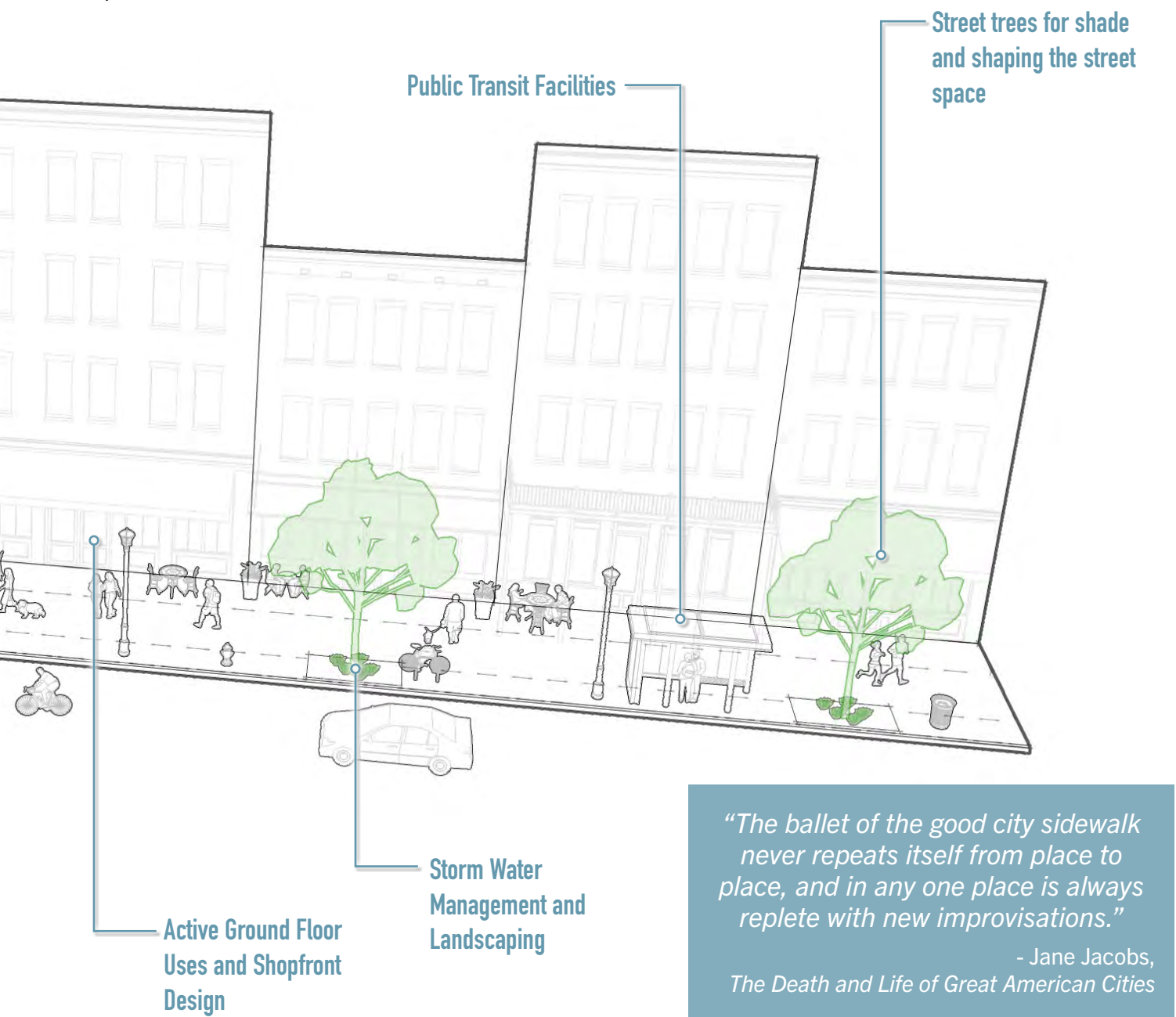
As Downtown is a place for people to gather, socialize, live, do business, and recreate; the sidewalk becomes the stage for the “daily ballet” of city life. Sidewalks are much more than a space for people to walk and access places, businesses, and residences. With such broad function, city streets and sidewalks shape the lives of its residents and visitors and should be viewed and designed accordingly.

Accessible
to All

Who are Streets For?

Downtown streets should be designed for everyone. This includes pedestrians and those with disabilities, bicyclists, transit riders, freight and deliveries, motorists, and those ride sharing.

There are a variety of different types of streets in Downtown Missoula, and each will allocate various amounts of street space to the different street users depending on the local character and needs of that particular street segment. Throughout the Downtown, walking and biking should always be a priority. The capacity of city streets will need to increase as population and economic growth continues, adding to the number of people using a street for all of its functions and increasing the importance of a space-efficient and balanced allocation of street space between travel modes.



Sidewalk Design Guide

Design for People

In Downtown Missoula, streets should be designed for people. A special focus should be placed on the design of sidewalks, both as a space for travel and as a place for social and economic activity.

Downtown Missoula sidewalks can be divided into three primary functional zones, the Frontage Zone, the Clear Path, and the Furnishing/Landscape Zone. The purpose of each zone remains the same across the entire downtown, but the actual design and dimensions will vary depending on the unique character of each street and block. More detailed descriptions of each zone are provided in the following pages.

“The design of cities begins with the design of streets. To make a good city, you need good streets, and that means streets where people want to be.”

- John Massengale
Street Design: The Secret to Great Cities & Towns



Frontage Zone

This is the space between the building façade or property line and the clear path. This space supplements the buildings’ activities and provides a buffer between pedestrians, building appurtenances, and opening doors. It is the location for seating, signs, retail displays, and landscaping.

Clear Path

This is the portion of the sidewalk dedicated to pedestrian travel. It must be accessible and free of physical obstructions to allow for the movement of people. It should be well-lit and functional in all weather conditions, including snowy Missoula winters.

Furnishing/Landscape Zone

This space serves many functions, varying greatly depending on the type of street. Its primary purpose is to separate the clear path from motorists and provide a location for street furniture and utilities. These may include street trees, benches, storm water elements, lighting, transit stops, bike racks, parking meters, and signage, to name a few.



Street Trees & Landscaping

Street trees and landscaping provide many natural, physical, and psychological benefits. They bring nature into the city, add shade in the summer, help shape the street, add character, and provide an opportunity for green storm water infrastructure.



Sidewalks

Sidewalks provide a space for people to travel, gather, relax, meet, and connect with others. They constitute a large portion of a city's public space and should be carefully designed to reflect this and to fit their context.



Pedestrian Ramps

All crossings should have pedestrian ramps to facilitate access to the sidewalk and street for all. Tactile paving strips on sidewalks, station edges, and pedestrian ramps should be provided to facilitate accessibility for people with vision impairment.



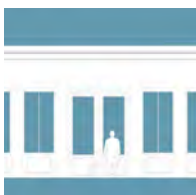
Street Furniture

Public seating should be available for people to rest, linger, and watch the world go by. Private café seating can accompany adjacent businesses and add to the vitality of the street. Other amenities can include recycling and waste receptacles, bike racks, and parking meters.



Lighting

Lighting serves both safety and aesthetic purposes. It should be pedestrian-scaled and create a feeling of comfort without being overly bright and contributing to excess light pollution (Missoula's Dark Sky ordinance provides further guidance on this topic). The lighting type should be tied to the street's context.



Active Ground Floors

The relationship between a building façade and sidewalk is critical to creating a comfortable and inviting place. Building entrances should be frequent and the street-level façade designed to be human-scaled, transparent, and interesting to people traveling at a walking pace.



Orange Street

Orange Street is the primary connection from Interstate 90, through Downtown, and across the Clark Fork River. It's five lanes cut through the heart of Downtown forming the western edge of, and barrier to, Downtown's primary activity. Crossing Orange Street is difficult; pedestrians, cyclists, and Downtown's vibrancy all have trouble getting across. Stitching these two sides of Downtown back together and making Orange Street less of a barrier, and safer to cross, is a priority.

The best way to make Orange Street safer and easier to cross, and to unify downtown across this barrier, is to make it a more pleasant street and a central feature of Downtown instead of a highway running through it.

Today, the view down Orange Street is a straight shot of open pavement encouraging higher speed travel. Reducing the design speed can allow for a reallocation of the limited right-of-way to create a more welcoming and safer street while maintaining four lanes of through traffic and left-turn lanes at intersections. Reducing the lane widths by one or two feet (11' outside lane/10' inside lane) and repurposing portions of the center turn lane into a planted median can allow for street trees with green stormwater features along the sidewalk and in the median, creating a more beautiful street that adds visual cues for motorists to drive slower and protects pedestrians on the sidewalk from adjacent traffic.

Differing treatments of the Orange Street intersections through Downtown will also make it easier and safer for pedestrians and commerce to cross from the core of Downtown to the Health District and the Riverfront Triangle area.



Narrowing the travel lanes can allow space for street trees between the sidewalk and edge of pavement, providing a layer of separation and protection between motor vehicles and pedestrians and creating a more pleasant experience.



Orange Street is effectively a highway dividing Downtown in half



More Visible Crosswalks and Intersections

High-visibility ladder, zebra, or continental crosswalk markings should be used at all crossings and the intersections should be well lit.



Image Source: FHWA



Pedestrian Hybrid Beacon

This traffic control device was developed to enhance pedestrian crossings of major streets. They can be modified to incorporate bicycle movements to improve the operations of a bicycle route, particularly along Neighborhood Greenways. It is only activated by pedestrians when needed.



Image Source: FHWA



Modern Roundabout

Modern roundabouts are one of the safest intersection types. The geometric design of roundabouts slow traffic without the need for traffic signals. They can also rectify odd angled intersections and the center used for a gateway feature such as art.



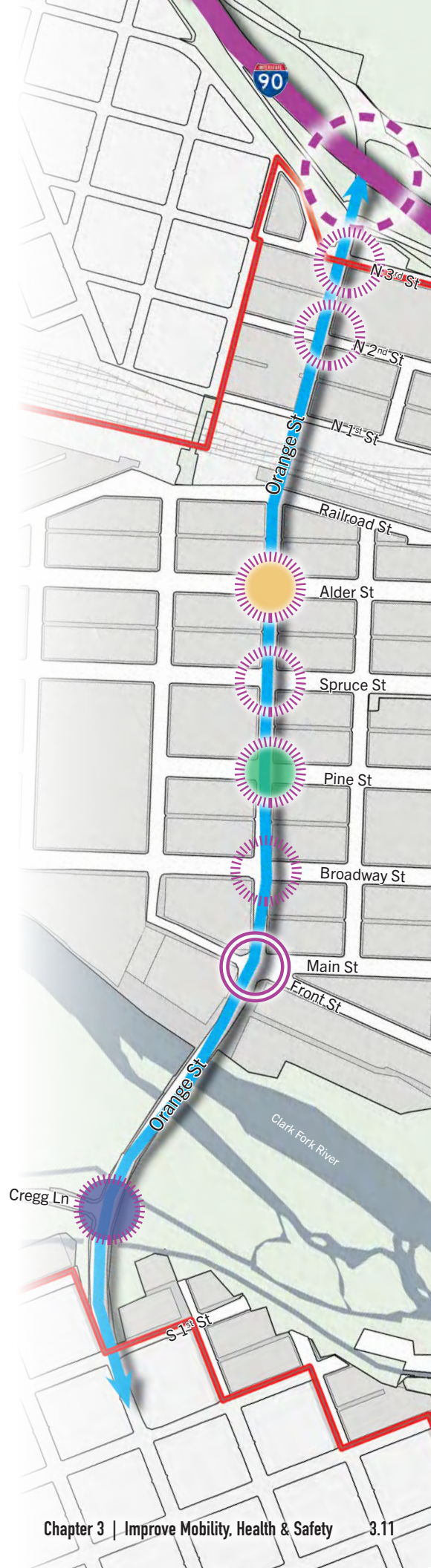
Gateway Plaza and Pedestrian Refuge

A pedestrian refuge can provide a safe place for pedestrians to wait when crossing wide roads. The design of such refuges can also be incorporated with a plaza to slow traffic and function as a welcoming gateway.



Traffic Signal

Traffic signals control the flow of traffic through an intersection and also allow for pedestrians to cross. Traffic signals are useful at intersections with higher traffic volumes and in places where roundabouts cannot work due to constrained site conditions.



Upgrade Front and Main Streets

Front Street and Main Street, between Orange Street and Madison Street (except Front Street for one block between Higgins Avenue and Ryman Street), are currently designed and operated as one-way streets in a “couplet” configuration: Front Street is one-way eastbound and Main Street is one-way westbound. Conversion of streets to one-way couplets was common in the middle of the 20th Century. The idea was to provide increased capacity for vehicular traffic, maximizing flow and travel speeds. But emphasizing the dominance of motor vehicles turned out to be harmful to commercial areas, especially in downtowns.

Many cities in the US (including: Austin, Texas; Des Moines, Iowa; Charleston, South Carolina; Minneapolis, Minnesota; Denver, Colorado; and Redmond, Washington) have restored their downtown couplets back to two-way circulation, with significant economic, safety and access benefits. In several of these cities (especially Des Moines, Minneapolis and Redmond) the conversions resulted in significant improvement in the operation of their downtown networks and in their downtown economic vitality.

The restoration of Front Street and Main Street to two-way circulation was called for in the 2005 *Missoula Downtown Streets Project* and the 2009 *Missoula Greater Downtown Master Plan* identified two-way traffic on Front and Main streets as a high priority. In 2015, the Missoula Redevelopment Agency (MRA), working with other local agencies and the Montana Department of Transportation (MDT), completed an engineering study of the feasibility of restoring two-way traffic on these streets. The study evaluated traffic and congestion, analyzed design alternatives, estimated project costs, and recommended the conversion be implemented. Results of that study form the basis for this section.



Restoring Two-Way Circulation on Front and Main Streets - Illustrating the one-way segments to convert to two-way traffic

Restoring two-way operations on Front and Main Streets will involve revising the orientation of the traffic signals and reconstructing intersections, including other design changes at the intersections with Orange, Higgins, Ryman and Madison. Implementation will also include:

- Installing modern pedestrian crosswalks, curb ramps and curb extensions;
- Adding separated bike lanes on Main Street; and
- Updating on-street parking.

Overall, the project will represent more than just a conversion of Front and Main to two-way traffic; it will represent a major upgrade to two of the most important streets in Downtown.

Upgrading Front and Main Streets Objectives

Anticipated benefits from upgrading Front and Main streets include:

Improving Public Safety: One-way streets operate at higher speeds than two-way streets in the same locations (regardless of speed limits or rigorosity of enforcement). Vehicle speed is the most important variable determining crash severity, especially for pedestrians and bicyclists: as speeds increase, likelihood of injury or fatality for people struck by vehicles increases exponentially. Higher vehicle speeds are also associated with higher vehicle crash rates and increased crash severity for occupants of vehicles.

One-way streets are difficult for pedestrians to cross safely, not only because vehicles are moving faster, but because vehicles in the near lane can hide pedestrians trying to cross the street from drivers of vehicles in the far lane.

Finally, one-way streets – especially in an era of distracted driving – tend to be plagued by wrong-way driving. Drivers fail to notice one-way signs, or otherwise get confused, and drive the wrong way, increasing the potential for head-on collisions.



Main Street Between Washington and North Adams Street Existing Condition



Main Street Between Washington and North Adams Street Two-Way Street with New Development

Improving Traffic Efficiency: The original thinking behind one-way couplets was that – due to improvements in signal timing, higher vehicle speeds and elimination of left-turn conflicts – one-way streets would operate more efficiently than two-way streets. In practice, however, couplets in downtowns have delivered mixed traffic flow results. While one-way street speeds are higher and traffic signal synchronization is easier, flow benefits tend to be partially offset by longer average vehicle trip lengths as drivers circulate around the block(s) to reach destinations, creating “out-of-distance” travel. As a result, induced traffic becomes a noticeable percentage of local traffic. Overall, one-way streets benefit drivers who desire to pass through an area without stopping, but make access to local destinations more circuitous, difficult and time-consuming. Conversion will improve access, connections and economics.

Improving Parking Access: A major source of traffic in downtowns with one-way streets is caused by drivers searching for parking. Both of the public parking garages in Downtown (Central Park Garage and Park Place) are accessed from either Front or Main streets. And, a significant amount of the on-street parking supply in Downtown is located along these two streets. Two-way street networks simplify the search for parking and reduce the tendency for drivers to park illegally as well as the tendency for drivers to “give up” and drive away to suburban destinations. Converting Front and Main streets to two-way operation will encourage drivers to park in Downtown and patronize Downtown businesses.

Managing Air Pollution: The Missoula street system is a network. Changes to any corridor can affect the distribution of traffic across the network. Restoring Front and Main streets to two-way circulation will improve access and convenience for local traffic within Downtown. Both Front and Main will carry more vehicles, while other streets (e.g., Broadway Street) will carry fewer. Modeling of pollution impacts from the traffic shifts indicates that carbon monoxide emissions could be slightly higher with two-way circulation, while particulate emissions could be slightly lower. Resulting emissions of both carbon monoxide and particulates would remain well below levels budgeted for Missoula through the federal “conformity” system.

Enhancing Economic Vitality: The lower speeds associated with two-way streets widen the “cone of vision” of drivers, improving the visibility of store fronts and destinations. This, coupled with improved convenience of circulation and access to parking, will strengthen the economic viability of Downtown. The 2005 *Missoula Downtown Streets Project* also identified better connectivity with the University of Montana campus as important to improving Downtown economic activity. In general, cities that have converted downtown one-way couplets and street networks back to two-way operation have seen increases in retail sales and improved markets for infill and redevelopment.

Encouraging Visitors and Tourists: Downtown Missoula is not primarily a tourism destination. However, the additional business generated by visitors and tourists is important to the bottom line of Downtown establishments. Navigation complexity impacts visiting drivers even more than it does local drivers. One-way streets frustrate people unfamiliar with the local network, discouraging them from coming to and spending time in the Downtown. Reducing the difficulty of Downtown driving will increase total sales and the resulting economic viability of Downtown businesses.

Facilitating Bicycle Circulation: One-way streets present particular challenges for bicyclists. The significance of out-of-distance travel is greater for bicyclists than it is for drivers and the risks associated with higher vehicle speeds are much greater. Missoula’s mode share objectives will be more achievable if the City’s major destinations, especially Downtown, are convenient and safe for bicyclists. Eliminating the one-way couplet will improve convenience and safety of bicycling to and within Downtown.

Supporting Downtown Character: One-way streets with high traffic speeds do not seem like a downtown environment to most people. Historically, the intersection of Higgins Avenue and Front Street represented the crossroads of the city and the region. Downtown was a destination and people knew they were “there” when they arrived at that intersection.

Now, with traffic ushered through on the way to somewhere else, Downtown can feel more like a conduit for through traffic rather than a destination in its own right. Creating an environment where walking can take on its many forms – strolling, window-shopping, visiting with friends, as well as walking purposefully to a destination – is essential if Downtown is to preserve its status as the premier destination for business, culture and community gatherings in Missoula. Converting Front and Main streets to two-way operations will contribute to achieving that goal.

Kiwanis Park Neighborhood Circulation

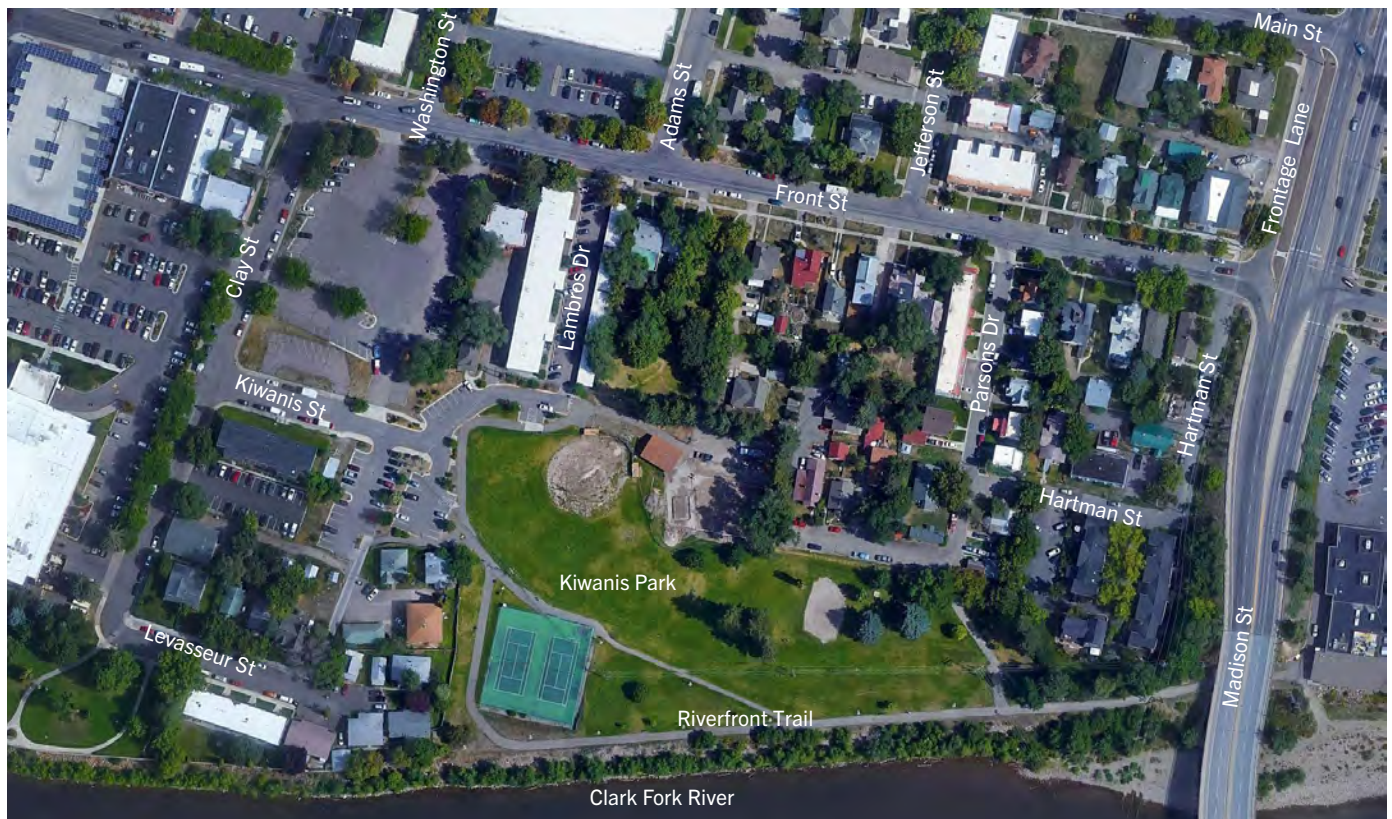
On the south side of Front Street, just west of Madison Street, is a small “pocket neighborhood” of townhomes, condominiums, apartments and single family homes. Kiwanis Park lies just to the south, and the Riverfront Trail runs along the Clark Fork River. The western part of this neighborhood, including the Kiwanis Park itself, is accessible by motor vehicle via Kiwanis Street. The rest of the neighborhood and most of the homes are accessible from Front Street by way of Hartman Street and Parsons Drive.

Currently, Parsons Drive runs one-way southbound into the neighborhood. Hartman Street is two-way, with left and right turns in and right turns out allowed at its intersection with Front Street. Drivers exiting the neighborhood on Hartman Street are able to get to westbound Main Street (one block north) by continuing north on a frontage lane on the west side of Madison Street. Left turns from Front Street onto northbound Madison Street are prevented by a diverter island. Right turns onto southbound Madison Street are served by a short, right-turn-only ramp. Traffic exiting the residential part of the neighborhood must use Hartman Street, which is immediately adjacent to Madison Street.

Access and Circulation Reassessment

As part of the restoration of Front Street and Main Street to two-way circulation, there will be a need to reassess access and circulation in the Kiwanis Park neighborhood due to changes in traffic flow. This reassessment will be guided by five objectives:

- Ensure safe and convenient access into and out of the neighborhood;
- Ensure convenient connectivity with Downtown and the rest of the city;
- Provide improved access to Kiwanis Park;
- Provide improved emergency access (fire, ambulance and police) to and from residences and the Park; and
- Preserve the unique character of the neighborhood.



Kiwanis Park neighborhood existing conditions aerial

On-Street Bicycle Infrastructure

The 2009 Missoula Greater Downtown Master Plan identified safe, convenient bicycle travel as a priority for Downtown and described a need for better bicycle connectivity between the Downtown, surrounding neighborhoods, the university, and other parts of the city. Two streets – Broadway Street and Higgins Avenue – were identified as priority corridors for longer, crosstown bicycle travel. The 2009 Plan called for the implementation of separated bicycle lanes on Broadway Street from Orange Street to Van Buren Street and on Higgins Avenue from the rail yards to South 4th Street.

Since 2009, separated bike lanes have been built on Higgins Avenue from the rail yards south to Broadway Street. Traditional (unprotected, non-buffered) bicycle lanes are provided on Broadway Street west of Orange Street and on Higgins Avenue from Broadway Street south across the Clark Fork River bridge, ending at the south end of the bridge at the intersection with South 3rd Street.

Not Just Bike Planning | Low-Speed Mobility Modes

Urban transportation in the US has evolved rapidly over the past decade. Key emerging trends have included the arrival of bike share, followed by dockless bike share, affordable e-bikes, and rented electric scooters. These low-speed mobility modes have tapped into significant latent demand for local travel that, at up to 15 mph, exceeds walking speeds but does not require driving.

The development of low-speed, motorized mobility offers significant potential benefits for Downtown Missoula, but presents safety challenges as well. Scooters and e-bikes should not be allowed to operate on Downtown sidewalks, as they negatively impact pedestrian safety and convenience. However, they also present a safety challenge on higher-speed streets (like Higgins Avenue and Broadway Street) where they are too slow and vulnerable to mix safely with higher-speed vehicular traffic. In this way they echo the challenges of providing for safe bicycling and, in fact, are more compatible with bicycling than with any other travel modes. Downtown will plan for low-speed mobility modes by incorporating them into the planning for bicycle lanes and other bicycle facilities. Their arrival in Missoula adds urgency to the need to implement the bicycle corridor vision.

Three Types of On-Street Bicycle Lanes

Modern street design practice recognizes three types of designated on-street bicycle lanes:

1. Traditional striped lanes;
2. Buffered lanes; and
3. Separated lanes (sometimes also referred to as protected).

All three designs have roles to play, depending on the context and traffic conditions of specific streets.



Separated bike lane on Higgins Avenue in Downtown Missoula

Striped bicycle lanes are marked with a line of white paint. At downtown intersections and high-traffic locations they may be painted green to be more visible and to reinforce the separation between bicyclists and motor vehicles. Striped lanes offer modest improvements in safety and can be adequate for low-speed, moderate-traffic streets.

In its *Urban Bikeway Design Guide* the National Association of City Transportation Officials (NACTO) defines **buffered bike lanes** as “...conventional bicycle lanes paired with a designated buffer space separating the bicycle lane from the adjacent motor vehicle travel lane and/or parking lane.” Buffered bicycle lanes enhance the safety performance of dedicated lanes for bicyclists by putting space between them and passing vehicles, usually with a painted buffer area that is 18 to 24 inches wide (may be wider in some instances).

Separated bicycle lanes offer significant further improvements in safety performance. As defined by the NACTO Guide: “A protected bike lane is an exclusive bike facility that combines the user experience of a separated path with the on-street infrastructure of a conventional bike lane. A protected bike lane is physically separated from motor traffic and distinct from the sidewalk.”

Separated bike lanes are separated from vehicular traffic by some type of physical barrier. This barrier can take the form of bollards, a curb or concrete barrier wall, planters, or parked cars. Separated bike lanes may also be elevated a few inches above street grade. Separated bicycle lanes have been implemented on major streets (both state-owned and local) in cities throughout North America, including Missoula, Chicago, Denver, Fort Collins, Minneapolis, New York City, Phoenix, Portland OR, Salt Lake City, San Francisco, Seattle, Toronto, Tucson, Vancouver BC, and Washington DC, among many others.

The separated bicycle lanes on Higgins Avenue between Alder Street and Broadway Street are an example of parking-protected bicycle lanes. At the intersections with Pine, Spruce and Broadway streets these transition to striped “green lanes.” South of Broadway Street the Higgins Avenue bicycle corridor currently continues to the south end of the Clark Fork River bridge as traditional striped bicycle lanes. These currently do not continue south of the river.

For bicyclists, the safest type of bicycle facility is a separate pathway or trail located away from streets. (Examples of these in Downtown Missoula include the Ron’s River (Riverfront) and Milwaukee Trails along the Clark Fork River.) However, separated bicycle lanes offer substantial safety improvements compared to the other two types of on-street facilities. Over the past decade, cities in North America have documented reductions in bicycle injury and fatality rates of up to 90 percent on separated bicycle lanes compared to previous striped lanes. Crash data further indicates that separated lanes improve safety, not just for bicyclists, but for all street users, including pedestrians and car occupants. A 20 percent decrease in multimodal injury and fatality rates is a typical result.



Images of three types of bicycle lanes – traditional striped lane (top), buffered lane (middle), and separated lane (bottom)

Separated bicycle lanes have been documented to offer other benefits as well, including increased rates of bicycling activity and increased storefront sales revenues. Increases in bicycle counts of 20 to 40 percent for specific streets have been common. In cities that have implemented networks of separated lanes (e.g., New York City and Washington, DC) total levels of bicycling commuting have doubled.

San Francisco, Salt Lake City and New York City (among others) have documented increases in retail sales on streets where separated bicycle lanes have been installed. Some of these sales increases are associated with reduced vehicle speeds and improved street appearance, in addition to the effects related to increased cycling activity.

The Safety Benefits of Separated Bicycle Lanes

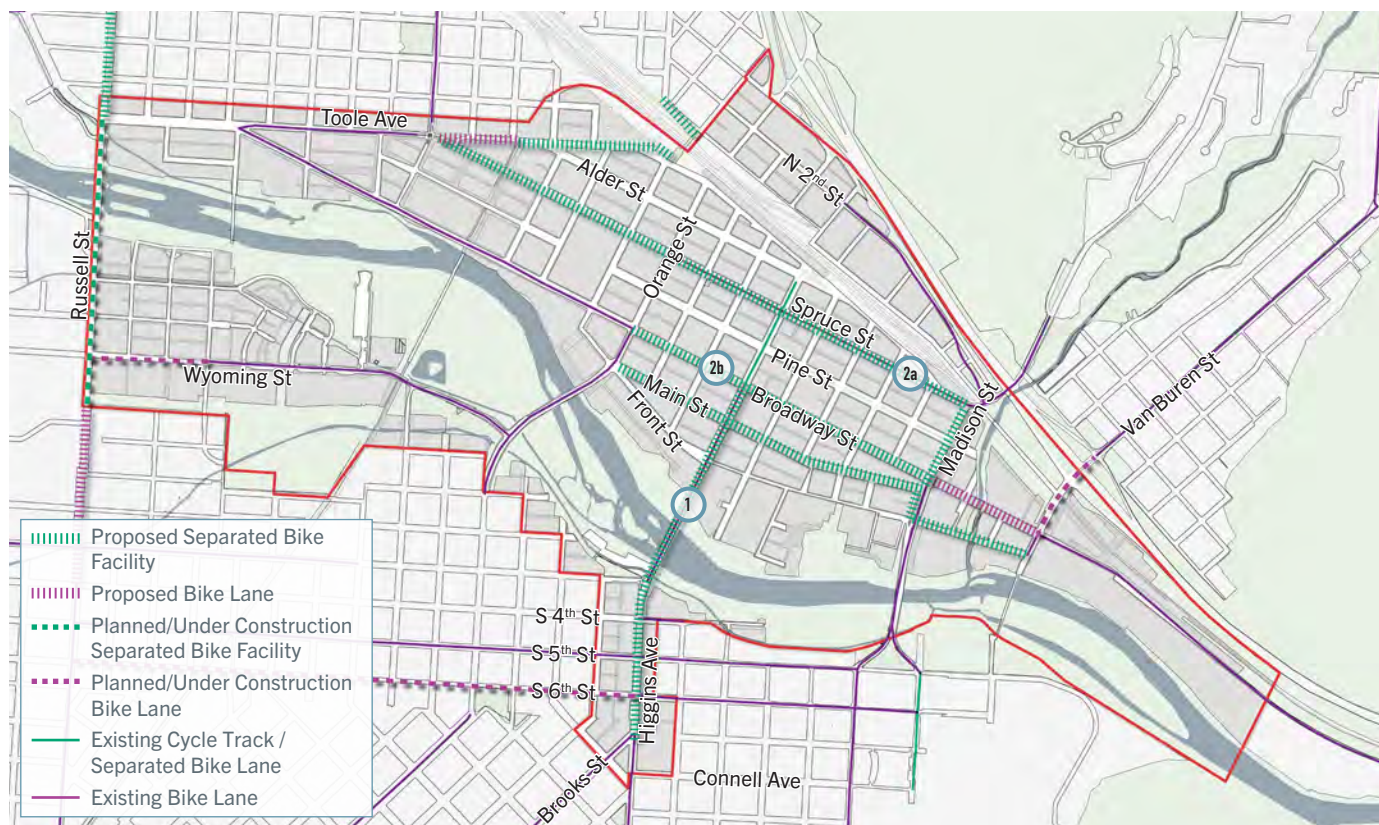
The safety benefits of separated bicycle lanes result from a number of interrelated factors. Depending on specific design details, they may:

- Protect bicyclists from turning vehicles – the most common form of vehicle/bicycle collision in cities;
- Shorten pedestrian crossing distances, reducing the length of time people are exposed to risk of collision with moving vehicles;
- Reduce overall vehicle speeds – with exponential reductions in crash severity;
- Reduce the speeds of turning vehicles at intersections; and
- Reduce or prevent the vehicle weaving maneuvers (lane changing) that are a common cause of collisions.

Priority Separated Bicycle Facilities

Separated bicycle facilities should be prioritized for cross-town corridors to enhance the existing bicycle and trail networks.

- 1 North-south corridor along Higgins Avenue
 2a East-west corridor along Spruce Street
OR
2b East-west corridor along Broadway Street



Proposed bicycle facilities to enhance and expand existing bike network

Other Priority Bicycle Improvements

East-West Corridor Bicycle Lanes

Both Broadway Street and Spruce Street should have bicycle facilities installed along segments where they are missing, as shown in more detail in the proposed bicycle facilities diagram. Wherever separated bicycle lanes are not installed as part of the Cross-Town Bicycle Corridor network, traditional bike lanes should be implemented, with an eye towards increasing separation in future projects.

Improvements to the existing bicycle lanes along Broadway Street east of Van Buren Street should also be made to provide safe bicycle connectivity to the Montana Technology Enterprise Center, the Missoula College River Campus, and East Missoula.

Main Street Separated Bicycle Lanes

The restoration of two-way circulation on Main Street provides an opportunity to incorporate a separated bicycle lane as part of the new design. At the intersection of Main Street with Madison Street, the separated bicycle facility can turn south utilizing the existing frontage lane, cross Madison Street at the new signalized intersection, and then continue along Front Street to connect with the Ron's River (Riverfront) Trail.

Neighborhood Greenway Network

Neighborhood Greenways are described in *Activate Missoula 2045: Bicycle Facilities Master Plan* as streets with low motorized traffic volumes and speeds, designated and designed to give bicycle and pedestrian travel priority. Neighborhood Greenways use signs, pavement markings, and speed and volume management measures to discourage through trips by motor vehicles and create safe, convenient crossings of busy arterial streets.

Consisting primarily of local streets, neighborhood greenways have the potential to quickly and cost effectively expand the low-stress bikeway network while complementing the on-street bicycle lanes and the shared-use path network across Downtown. The neighborhood greenway network as recommended in the *Activate Missoula 2045: Bicycle Facilities Master Plan* should be designated in the short term with implementation and street improvements over time.



Bicycle Parking

Ensuring ample secure and convenient bicycle parking is a critical step for encouraging bike use and helping Missoula reach its mode share target for bike trips. Missoula will place a high priority on provision of bicycle parking within Downtown, including sidewalks, on-street, parking lots, and parking garage facilities.

Missoula’s bike parking regulations establish the minimum number of spaces and location of bike parking for commercial, civic and residential uses. There are two types of bicycle parking: short term and long term.

Short term bicycle parking accommodates bikes parked for short periods of time in locations that are easily accessible and convenient for visitors, customers and residents.

Long term bicycle parking provides a place that is reasonably free from vulnerability to both weather and theft for bikes typically parked for periods of 8 hours or more and on a regular basis. This applies particularly to employees while at work and for residents of multi-family dwellings.

Bicycle Parking Requirement Chart		
Use	Min. Number of Spaces	
	Short-Term	Long-Term
Multi-dwelling Residential	1 space per 5 dwelling units; 2 spaces min.	1.25 spaces per dwelling unit
Multi-dwelling Residential (ages 55+)	1 space per 20 dwelling units; 2 spaces min.	1 per 8 dwelling units; 2 spaces min.
Retail Sales and Services	1 per 2,000 SF; 2 spaces min.	1 per 4,000 SF; 2 spaces min.
Eating and Drinking Establishments	1 per 1,000 SF; 2 spaces min.	1 per 2,500 SF; 2 spaces min.
Office	1 per 10,000 SF; 2 spaces min.	1 per 2,000 SF; 2 spaces min.
Lodging	1 per 20 keys plus 1 per 4,000 SF of conference and meeting space	3 per 40 keys
Libraries, Community Centers, Museums	1 per 1,500 SF; 2 spaces min.	1 per 3,000 SF; 2 spaces min.
Industrial	1 per 4,000 SF; 2 spaces min.	1 per 4,000 SF; 2 spaces min.
Emergency Homeless Shelter (8 or fewer beds)	1 space per 4 beds; 1 space min.	1 space per 4 beds; 1 space min.
Emergency Homeless Shelter (9 or more beds)	1 space per 4 beds; 1 space min.	1 space per 5 beds; 4 space min.; 1 space per 5 employees
Meal Center	1 space per 4 seats; 1 space per 2 employees	1 space per 5 employees; 1 space min.
Health Care Facilities and Nursing Homes (9+ residents)	1 per 2,000 SF; 2 spaces min.	1 per 4,000 SF; 1 space min.

Update Bike Parking Requirements

Missoula’s Downtown parking space requirements should be disassociated from the number of required automobile parking spaces. Recommended revisions to the number of required bike parking spaces are shown in the Bicycle Parking chart.

City Supplied Bike Parking

The City should install additional public on-street bicycle parking corrals and public bicycle parking on public property throughout the Downtown.

Establish A Bicycle Parking Fund

A bicycle parking fund should be established for Downtown that would collect in-lieu fees for required short term bike parking that cannot be accommodated on-site in a way that complies with Missoula’s standards. The funds collected would be used to install public bike parking in Downtown right-of-ways.

Bike Parking Locations

Short term bicycle parking can be located on sidewalk frontage zones, bicycle corrals located in the street parking lane, parks and other public facilities, and on private property. Bike parking shall not impede the sidewalk clear zone. Secure long term bicycle parking is usually located in a building bike room, shared cage in a garage, or in a standalone enclosure such as a locker or structure.

Bike Parking in Parking Garages

Parking garages should include bike parking and a designated bike lane to enter/exit the garage. Ground floor vehicle parking spaces in parking garages can be converted for bicycle parking use to meet demand. In the Downtown, long term bike parking facilities can be provided within parking garages, some of which can be made available for lease to businesses to meet their long term bike parking requirements.

Mobility as a Service: Dockless Micro-Mobility & Ridesharing

Mobility as a Service (MaaS) describes shared mobility solutions that are offered as services, such as ridesharing (Uber and Lyft), rented electric scooters, and bike-share. There is a national shift underway from personally-owned modes of transportation towards MaaS options. These options have the potential to integrate with Mountain Line and MPC facilities and improve overall access and mobility in the downtown while reducing parking demand and the drive-alone mode share.

The City should adopt strategies to ensure MaaS options work in a beneficial and seamless way within City streets and alongside current transportation systems.

Recommended strategies include:

- Designate Curb Space for Rideshare Pick-Up and Drop-Off Zones
- Cluster MaaS Options and Connect with Transit
- Adopt Policy and Program Frameworks that Manage Services and Monetize Access

Embrace New Shared Mobility Devices

Many trips within the Downtown are too short (one to three miles) for most people to drive and park or take transit (unless the transit service is conveniently located) but are too long for people to walk. While many in Missoula make such trips by biking, on-demand shared mobility options are emerging and evolving in today's marketplace to fill this gap. The following recommendations are intended to maximize the benefit of these options while mitigating the potential negative impacts:

- Integrate shared mobility devices in all public mobility resources and communications to increase the exposure and access to information about devices among the public.
- Implement policies and education campaigns that regulate where devices should be operated. These devices should not be permitted to operate on downtown sidewalks. Regulations should be adopted requiring the use of designated parking areas to avoid the hazard and inconvenience caused by scooters parked randomly on public sidewalks.
- Ensure that there is adequate on- and off-street infrastructure for these devices to operate. With similar speeds as bicyclists, these devices can share bicycle facilities.

Dockless Micro-Mobility Vehicle Parking

Designated parking corrals or areas for dockless micro-mobility vehicles should be established in the downtown. These designated spaces for parking may be in the sidewalk frontage zone and/or along the curb. These areas can be denoted by paint and signage and leverage the GPS capabilities within the mobile apps for identifying the virtual parking hubs.

e-Scooter Restriction Zones

To help integrate e-scooters into Missoula's transportation system, the City should employ e-scooter restriction zones in coordination with e-scooter companies. Restriction zones use a technology called geofencing to remotely enforce speed, parking restrictions, and dead zones. This technology can impose restrictions on where e-scooters can be operated and the maximum speeds they can travel. Restriction zones can include colleges, universities, parks, main shopping streets, and other places with high levels of pedestrian activity. The zones should be designed to reduce conflicts with pedestrians while also maintaining clear and direct routes for e-scooter riders.



Designated space along the curb for parking dockless micro-mobility vehicles in previously unused space

Shared-Use Path Network

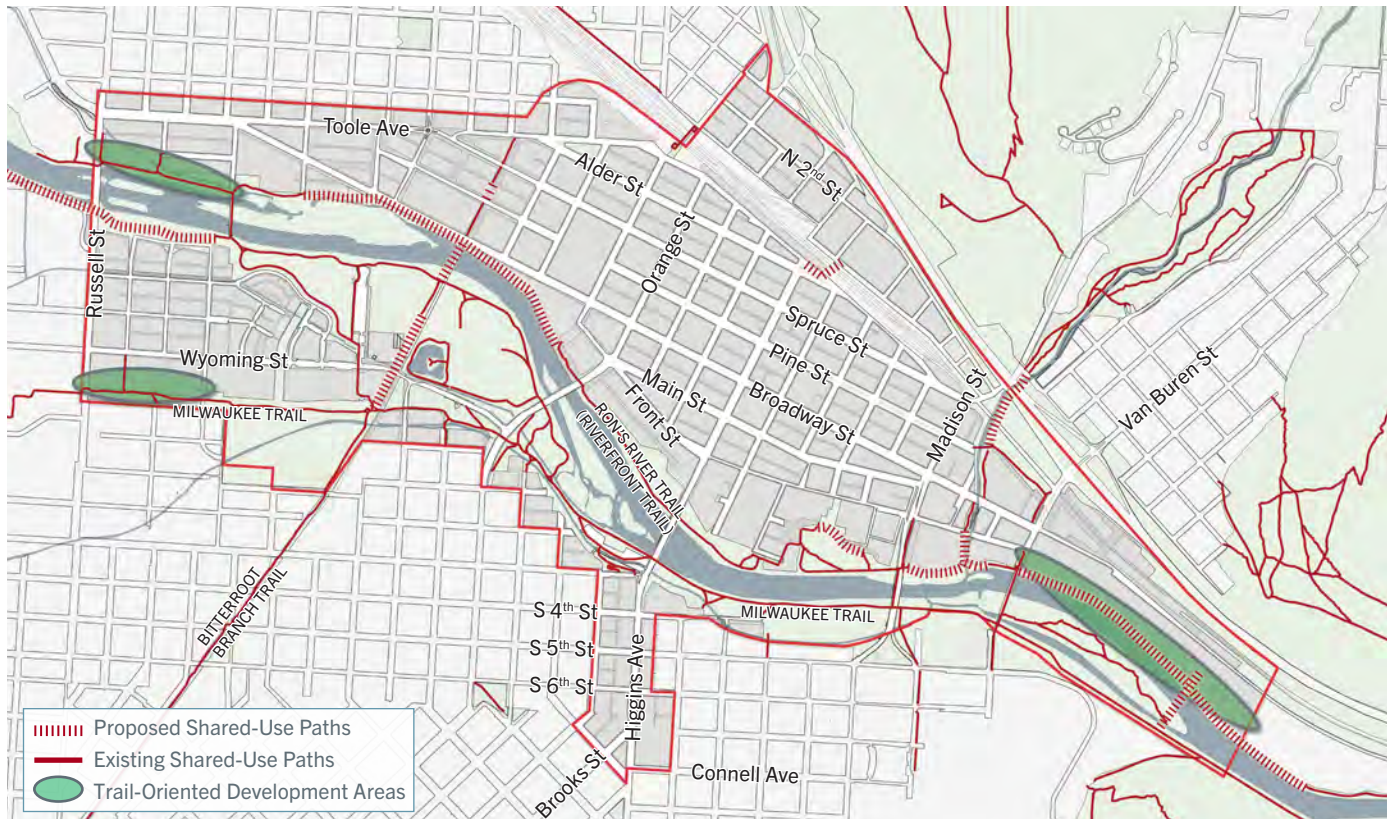
Downtown Missoula has an extensive shared-use path network, providing bicycle and pedestrian connections across the Downtown and to surrounding neighborhoods. The City should continue to expand this network for recreation, commuting and general mobility.

Shared-use paths are a critical piece of Downtown Missoula’s transportation network. Their broad network coverage and maintenance during all seasons allow cycling and walking to be practical modes for many daily trips. In fact, more than seven percent of commuting trips in the City of Missoula today are by cycling and within the Downtown this value is nearly 15 percent, compared to the national average of less than one percent. The Activate Missoula 2045 LRTP sets a goal of 15 percent of commute trips to be by cycling region-wide, which will depend on cycling becoming even more convenient and safer in Downtown than it is today. Like an efficient and reliable transit system, a robust shared-use path network can help reduce the number trips taken by motor vehicles and help Missoula reach its ambitious targets.



A family enjoying an autumn walk along a shared-use path in Downtown Missoula

The shared-use paths are also popular for recreation, offering individuals and families access to Missoula’s outstanding natural resources and environment.



Proposed shared-use path connections and extensions in Downtown Missoula

Continued Shared-Use Path Network Enhancements

Missoula’s shared-use path network should continue to be improved and expanded. The Milwaukee, Ron’s River, and Bitterroot Trails function as the backbone of Missoula’s non-motorized transportation network and experience heavy usage. These shared-use paths should be widened to 18 feet with 10 feet marked for cyclists and 8 feet for pedestrians. New connections across the Clark Fork River should be explored between the University of Montana and Missoula College as well as along the Bitterroot Branch rail bridge. Enhanced connections between the Lower Rattlesnake neighborhood and Ron’s River (Riverfront) Trail should be pursued with special consideration for safely crossing the Northern Pacific rail lines.

When designing expansions to the shared-use path network, considerations should be given to creating loops of various length for recreational opportunities and implementing critical missing pieces in the network. Other extensions should focus on creating connections to important destinations, such as MonTEC and Missoula College, that currently are not served by the shared-use path network. The extension west of Madison Street along the north side of the river should be designed to mitigate negative impacts to the floodplain and riparian environment. This may require an elevated structure in some locations. Safety and comfort along the shared-use paths should be improved through the addition of pedestrian-scaled lighting and the planting of native shade trees.

As shared-use path improvements are made, it is important that the shared-use paths are accessible to all. The connection from the northern portion of the Higgins Avenue bridge to Ron’s River (Riverfront) Trail should allow easy and safe year-round access for those in wheelchairs as well as cyclists. Connections to Ron’s River Trail could include ramps on both sides of the new Higgins Avenue bridge or an elevator. Convenient access to shared-use paths also has health implications for nearby residents with research showing that those living near shared-use paths tend to exercise more than those living further away.



Examples of Trail-Oriented Development: Atlanta Beltline (above), West Orange Trail, Winter Garden, FL (below)

Trail-Oriented Development

A somewhat recent phenomenon across the country is new homes and businesses fronting and focusing along trails, something that can be called trail-oriented development. This is occurring in small towns, such as Winter Garden, Florida, medium sized cities including Madison, Wisconsin, and large cities like Atlanta. Businesses and residences in locations like these place a building frontage along the trail with the trail as the primary access and driving economic force for the development. The trail is the focal element of these developments, in which buildings engage the trail as they would a walkable street with shopfronts and residential entrances.

Urban Alleyways

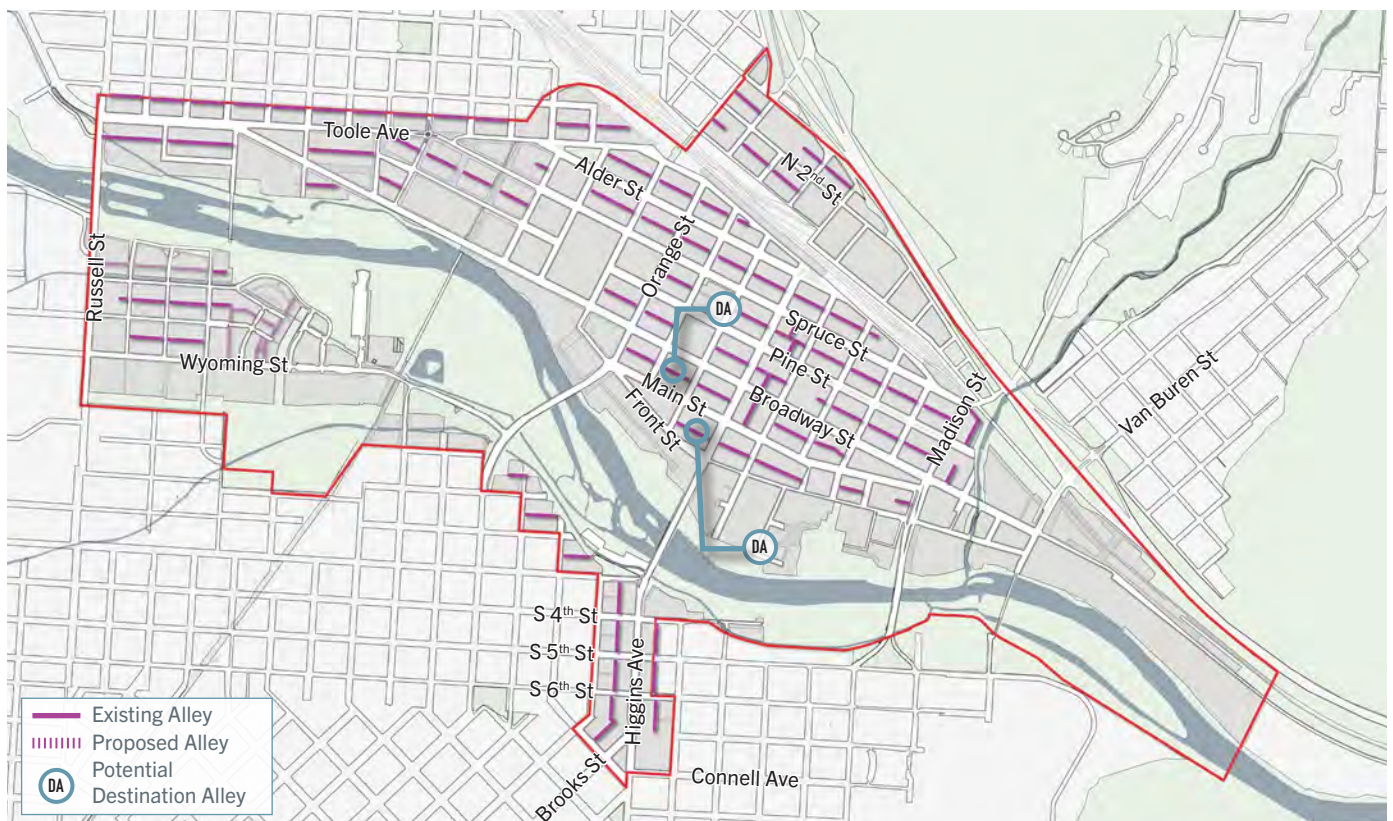
Alleys in Downtown Missoula comprise a sizeable amount of public space and offer new opportunities for Downtown businesses and residents.

Established many years ago in midblock locations along the backsides of Downtown buildings and businesses, alleys were originally designed to provide utilitarian space for service and delivery access, trash storage and collection, utilities and vehicle parking. At over five miles in combined length, alleys occupy a significant amount of Downtown land area. Today, Downtown alleys are in varied condition, with most being well maintained. However, many alleys are underutilized and ignored by the general public and could have a greater contribution to Downtown.

Many North American cities have been reevaluating their alleys, both in terms of their functional role in street networks, but also with an eye to their placemaking potential. Alley rehabilitation and repair programs are common and often include “green alley” upgrades to storm water drainage. Examples are San Francisco’s Living Alleys, Chicago’s Green Alley program, Baltimore’s Alley Makeover Program, Seattle’s Alley Network Program, and Iowa City’s Green Alleys, among many others.

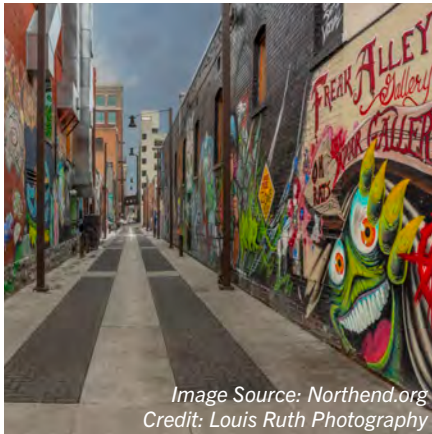
A number of cities have gone a step further and retrofitted alleys as enhanced public places. Denver’s Dairy Block alley in Lower Downtown, Post Alley near Pike Place Market in Seattle, Printer’s Alley in Downtown Nashville, The Alley in Downtown Montgomery, Freak Alley in Boise, and Elfreth’s Alley near the waterfront in Philadelphia are examples of alleys that have been rescued and placed into service as destinations.

One area of opportunity that re-evaluation of Downtown alleys may reveal is the potential for backside entrances. Today’s retail businesses manage costs by avoiding large on-site inventories. As recently as two or three decades ago, the back half or third of a retail establishment’s floor area would be given over to product storage. That has been replaced by “just in time” inventory management and other techniques that allow rear floor areas to be redeployed as display and sales space, potentially increasing sales volume, allowing greater product diversification, and offering other benefits to store owners.



Alley network in Downtown Missoula

In some locations there may be the potential to subdivide ground floor leases to allow “micro-retail” businesses to occupy part of the floor area. Some bars, coffee shops and restaurants may desire outdoor seating and patio space that is not possible on the front-side sidewalks. Cleaning up and repairing alleys along with opening up rear doorways and windows can tap into these potential economic opportunities.



Examples of destination alleys across the United States: Freak Alley in Boise, ID (left), Elfreth's Alley in Philadelphia (center), and Old Firehouse Alley in Fort Collins, CO (right)

Urban Alleyways Program

The City, working with the Downtown Missoula Partnership and the Missoula Redevelopment Agency, should develop an Urban Alleyways Program in consultation with Downtown businesses, property owners and other stakeholders. The program would move through three stages:

Stage 1: Alley Inventory and Needs Survey

A comprehensive inventory and survey will map and document the dimensions and condition of each alley in Downtown (block by block). Ownership status (easement, fee simple), adjacent property ownerships and direction of traffic flow should be documented. Infrastructure needs, including drainage, overhead utilities and pavement surfaces, will be evaluated. Delivery services and trash collection practices should be documented.

Stage 2: Alley Classification and Upgrade Toolkit

Based on the Inventory, Downtown alleys will be grouped in three categories: basic, circulation and destination. An Alley Upgrade Toolkit should be developed that shows types of upgrades and enhancements appropriate for each alley type, along with an assignment of improvement responsibilities among adjacent land owners, the City, and redevelopment agencies along with preliminary estimates of typical project costs.

Stage 3: Alleyways Implementation and Capital Improvements

Based on work completed in the Inventory Needs Survey and Alley Classification and Upgrade Toolkit stages, the City, the Downtown Missoula Partnership and the Missoula Redevelopment Agency should implement an alleyways improvement program, including a multi-year prioritized capital project list. An extensive community participation process will be implemented to ensure stakeholders, including business owners, property owners, residents and students have ample opportunities to be directly, actively involved in program development and project prioritization.

The City may undertake one or more pilot projects to test Upgrade Toolkit measures and may deploy one or more short term “tactical urbanism” projects to test stakeholder and general public interest and acceptance.

Categories of Downtown Alleys

1. Basic Alleys

Basic Alleys are those that provide rear access to commercial and residential buildings. They meet the needs for delivery access, trash collection, and access to parking.

The Toolkit for **Basic Alleys** may include:

- Pavement repair, resurfacing or reconstruction;
- Storm water drainage, including “green/permeability” measures;
- Trash bin consolidation and/or enclosure (corrals, etc.);
- Wall and overhead lighting;
- Overhead utility updates, potentially including burial; and
- Building walls and alley infrastructure can be a canvas for local art.

2. Circulation Alleys

Circulation Alleys are those that meet or have the potential to meet additional circulation objectives, including pedestrian and bicycle connectivity, vehicular circulation during special events, and so forth. These alleys may also offer potential for new business entrances from alleys, either for existing businesses with primary front-side entrances, or new entrances supporting the subdivision of commercial space.

The Toolkit for **Circulation Alleys** may include the measures in the Basic Toolkit, plus:

- Upgraded pavement surfaces, decorative pavers, etc.;
- Change in direction of traffic flow;
- Graffiti removal and alley wall clean up/repair;
- Temporary and/or permanent art;
- Temporary and/or permanent planters;
- Rails, bollards or other measures to delineate pedestrian space;
- Store entry features, including façades and doorways; and
- Directional signs, pavement markings and wayfinding.

3. Destination Alleys

Destination Alleys have the most potential, because of their location and the nature of adjacent buildings and businesses, to become places where outdoor dining, bar or coffee patios, art events and other activities take place (in season).

The Toolkit for **Destination Alleys** may include the measures in the Basic and Circulation Toolkits, plus

- Periodic or permanent alley closure to motor vehicles;
- Special effect and holiday-style lighting;
- Seating area/patio railings and barriers;
- Arcades and awnings;
- Alley place names and signs; and
- Programming, outreach and advertising.

(Opposite) The Florence Alley reimagined as a community space, providing an example of how Downtown alleys can be transformed into vibrant and unique spaces - places where people want to come to sit, dine, and play.

Transforming a Downtown Alley

The alley by the Florence Hotel building has the potential to accommodate outdoor dining, art events, and recreational activities. This rendering shows the alley transformed into a destination, something that can be repeated across Downtown.

New paving and drainage cover the alley ground. The walls are cleaned and enlivened with murals by local artists. Wall and overhead lighting improve safety and create a welcoming ambience while planters and vegetation create a more welcoming space. The existing overhanging structure becomes a sign for the alley's name and branding, giving the alley a stronger identity.



Existing alley in Downtown Missoula next to the Florence Hotel building



Universal Accessibility Upgrades

Federal requirements provide guidance for minimum required accessibility in public rights of way and public facilities for persons with disabilities. However, Missoula will apply a broader “Universal Accessibility” perspective to ensure that public facility design, maintenance, and operations deliver an inclusive environment with equitable access for all. Safe and convenient movement on streets, sidewalks and other public spaces is difficult for a broad range of people, not just those with specific disabilities. People walking with children or with children in strollers, persons carrying packages or pushing carts, seniors and children all face accessibility challenges.

Federal Law and Rulemaking

The 1990 Americans With Disabilities Act (ADA) is a civil rights law that prohibits discrimination against individuals with disabilities in all areas of public life, including jobs, schools, transportation, and all public and private places that are open to the general public. The purpose of the law is to make sure that persons with disabilities have the same rights and opportunities as everyone else.

The federal agency with primary responsibility for promulgating accessibility guidelines under ADA is the Architectural and Transportation Barriers Compliance Board (Access Board). The Board’s Accessibility Guidelines for Pedestrian Facilities in the Public Right-of-Way (PROWAG) cover all “public land or property, usually interconnected corridors, that is acquired for or dedicated to transportation purposes.”

Public rights-of-way in Missoula are under the control of the State and the City and Title II of ADA prohibits discrimination against people with disabilities by state and local governments. As a result, PROWAG applies to Downtown sidewalks and other public spaces. The most recent draft of PROWAG was published in the Federal Register on July 26, 2011 (76 Fed. Reg. 2011). Although this rulemaking has not been made final, it is generally regarded as comprising current federal requirements.

PROWAG provides minimum standards for new streets, sidewalks and public space. Existing facilities are also subject to PROWAG if they are altered. Alterations are defined as “any change to a facility in the public right-of-way that affects or could affect pedestrian access, circulation, or use.” For example, street and sidewalk reconstruction and resurfacing are considered alterations under PROWAG.

The Access Board has proposed supplementing its rulemaking on public rights-of-way to also cover shared use paths. The proposed rights-of-way guidelines, published in 2013, address access to sidewalks, streets, and other pedestrian facilities, provide requirements for pedestrian access routes, including specifications for route width, grade, cross slope, surfaces, and other features. In its draft rulemaking, the Access Board proposed to apply these requirements to shared use paths as well as streets and sidewalks. This supplementary rulemaking also would add provisions tailored to shared use paths into the rights-of-way guidelines. The new guidelines, if adopted, would apply to Downtown facilities such as the Milwaukee and Ron’s River (Riverfront) Trails.

Accessibility of Pedestrian Facilities

The types of facilities covered by PROWAG include:

- Pedestrian access routes and alternate pedestrian access routes;
- Pedestrian street crossings;
- Curb ramps and blended transitions;
- Detectable warning surfaces;
- Accessible signals and push-buttons;
- Protruding objects in pedestrian paths;
- Signs;
- Street furniture;
- Transit stops and shelters;
- On-street parking spaces and passenger loading zones;
- Stairways and escalators;
- Handrails; and
- Doors, doorways, and gates.

Accessibility of Parking

The Access Board has developed design guidelines known as the 2010 ADA Standards for Accessible Design that apply to public and private personal vehicle parking. These guidelines are used by the Department of Justice and the Department of Transportation in setting accessible parking standards that public entities must follow. Both agencies' current standards are based on the Board's 2004 ADA Accessibility Guidelines (ADAAG).

Chapter 5 of the 2010 ADA Standards for Accessible Design provides requirements for the location, supply and design of vehicular parking spaces for use by vehicles with disabled passengers or drivers. These standards were written to apply to public and private development sites, and are intended for use with surface parking lots and garages.

Chapter 5 can serve as a starting point for making decisions about on-street parking and PROWAG can be referenced as an additional resource. On-street accessible parking works best on block faces with diagonal parking. Issues associated with ADA design requirements for parallel parking spaces are difficult to overcome. In general, with Downtown's short blocks, at least one accessible parking space should be provided for each block face. Longer blocks and block faces providing access to civic buildings should have more than one accessible space. On-street accessible parking must also be coordinated with the adjacent sidewalk and furniture zone design.

The City of Missoula has published a library of standard drawings that provide reference requirements for infrastructure construction within the City of Missoula. These are available on the City's website in the Standard Drawings 500 - ADA and Parking section.



The northeast corner of the intersection of Front Street and Pattee Street lacks curb ramps for access from the street to the sidewalk



The lack of curb ramps at the intersection of S 3rd Street and S Higgins Avenue in the Hip Strip limits accessibility



The tour of the city through the lens of ability impaired individuals revealed areas of focus for including accessibility concerns as a part of Missoula's Downtown Master Plan.

Accessibility Self-Assessment and Transition Plan

Provisions of ADA must be met by state and local public agencies to be eligible for federal assistance and grants. Title II states that public entities must take steps designed to achieve compliance with ADA, including an accessibility self-assessment and an implementing transition plan.

The accessibility self-evaluation is the first step and should include identifying barriers that prevent persons with disabilities from access to facilities, programs, services, and activities. Cities (and other units of government) must perform self-evaluations that assess the extent to which the jurisdiction's services, programs, policies, and practices are compliant and provide equal access and opportunities for persons with disabilities. Barriers within public right-of-way should be identified, including any obstructions or other barriers affecting curbs, sidewalks, pedestrian crossings, pedestrian signals and buttons, shared use trails, on-street parking, parking lots and garages, and bus stops.

If a city finds that they are not compliant with ADA standards, "necessary modifications" must be made. During this process, the city must allow stakeholders, including people with disabilities and organizations that represent people with disabilities, to provide feedback and comments on their current services. Each state and local government must prepare and publish a transition plan describing how it will ensure its facilities, services, programs and activities are accessible. The transition plan should:

- Identify physical barriers that limit the accessibility of its programs or activities;
- Describe the methods that will be used to remove the barriers;
- Provide a schedule for taking the steps necessary to achieve compliance;
- Identify the official responsible for implementation; and
- Provide information on how to file a grievance or complaint.

Technically, accessibility requirements for building entrances are the responsibility of each building owner. However, the City will work with property owners in Downtown to develop solutions to the various problems that can prevent access to building interiors, including floor to sidewalk grade differences.

Work completed in 2018 by the Missoula Metropolitan Planning Organization in the Pedestrian Facilities Master Plan will provide a strong starting point for this work. Work undertaken by the Missoula Parking Commission in 2018 will establish a plan for implementing accessible parking requirements for Downtown's on-street parking.

The State of Montana is also subject to ADA and PROWAG requirements. MDT published its ADA Transition Plan in 2016 showing how the agency will respond to the federal requirements. The Transition Plan includes a list of ADA Program Methods and an implementation plan and schedule. Because several streets in Downtown Missoula are the responsibility of MDT (e.g., Broadway, Higgins, Orange and Madison streets), there will be an ongoing opportunity for collaboration with MDT in those corridors. Sidewalk and street reconstruction work undertaken along Higgins Avenue during 2018-19 is an example of MDT's implementation of its ADA Transition Plan.

Ongoing Access & Circulation Programs

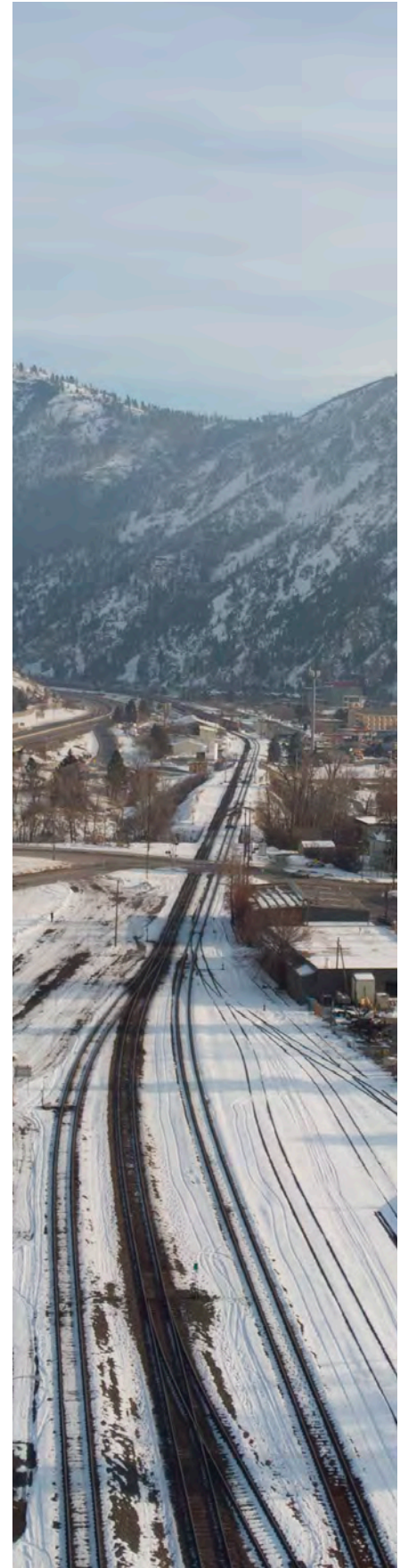
Truck Access and Circulation

Missoula's residents, property owners, businesses and educational institutions rely on truck freight to meet the City's daily commodity and consumer shipment needs. Retail stores and restaurants require daily deliveries from a variety of shippers to operate. Consumers increasingly depend on truck deliveries of consumer goods ordered over the Internet, fueling a boom in residential delivery services. Trash collection vehicles circulate through Downtown streets and alleys and construction vehicles associated with the Downtown building boom are ever present. At the same time, rapid innovation in consumer parcel deliveries may soon lead to new opportunities and issues for Downtown, including delivery lockers, sidewalk parcel delivery robots, and even drone parcel delivery services.

The *2017 Montana Freight Plan* developed by MDT provides guidance for the role of the state highway network in meeting the State's freight needs. Montana's National Highway System includes three federally-designated High Priority Corridors for truck freight – the Canamex, Camino Real and Theodore Roosevelt corridors, none of which pass through Missoula. However, the Freight Plan also shows that the Federal Highway Administration has designated an Interim National Multimodal Freight Network that includes I-90 through Missoula. Finally, the Freight Plan designates a Montana Highway Freight Network that also includes I-90 through Missoula.

Within the routing parameters and policies of the State's Freight Plan, the City has considerable authority to work with shippers, truck freight companies, and local businesses on truck routing and other truck freight service characteristics. While trucks are important to the functioning of Missoula's economy, truck traffic also imposes undesirable design requirements and other limitations on city streets, such as larger corner radii at intersections, affecting safety for pedestrians, bicyclists, and motorists, especially in Downtown. There is a need for the City to evaluate potential truck routing, vehicle dimensions, and service regulations, in collaboration with MDT, local shippers, store owners and other stakeholders. Of particular importance is the potential for rerouting the designated truck route in Downtown along Brooks Street, 5th and 6th Streets, Madison Street, E Broadway Street, and Van Buren Street. Finding an alternative route would allow these key Downtown streets to incorporate more robust pedestrian and bicycle facilities while taking on a design more fitting with Downtown's character.

Although these issues and opportunities affect Downtown directly, and there is a clear need to work with stakeholders on routing, dimensioning, and scheduling management for freight delivery and shipping services, Downtown cannot tackle this topic alone. Other stakeholders across the city and region, including higher education institutions and other commercial districts, should be involved. The City should undertake a Missoula Freight Plan to address trends in freight services and management of truck freight in a way that preserves character and livability in Missoula.



Data-Driven Safety Remediation

In addition to the priority projects, the City, working through its various agencies and in cooperation with MDT, should work to make continuous progress on a number of ongoing opportunities, needs and priorities.

Preliminary analysis of an 11-year summary (2007-2017) of Downtown crashes from data provided by the Missoula Metropolitan Planning Organization (MPO) indicates potential areas requiring attention, including injury crash clusters (an indicator of high potential for fatal crashes), fatal crash locations, and traffic collisions involving pedestrians and bicyclists.

Locations with Noticeable Occurrence of Crashes Include:

Injury Crashes

- 26** Toole Ave between West Broadway St & Owen St
- 24** Broadway St between Madison St & Van Buren St
- 24** Broadway St between Toole St & Scott St
- 19** Higgins Ave through the Hip Strip
- 18** Madison St between the Clark Fork River & Broadway St

Fatal Crashes

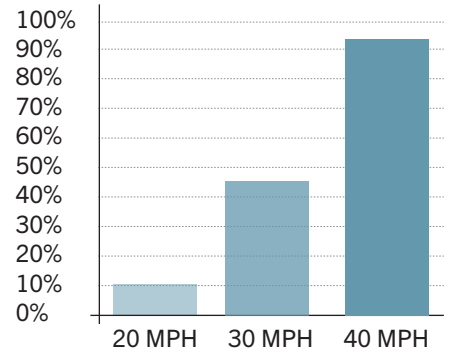
- 3** Toole between Broadway St & Scott St
- 1** Railroad St between Orange St & Owen St
- 1** Spruce St between McCormick St & Owen St
- 1** Broadway St west of intersection with Scott St
- 1** Intersection of Adams St & Main St
- 1** Intersection of Dakota St & California St



Map illustrating crashes in Downtown from 2007-2017. The larger the circle, the higher the number of crashes. (Crash data provided by the Missoula MPO)

The City's Transportation Planning Division identifies locations where injury and fatal crashes have occurred based on crash data reporting, and compiles and maps the data in its periodic Community Transportation Safety Plan. The documentation identifies high-crash locations with an emphasis on injury and fatal crashes, and with a specific focus on crashes involving pedestrians and bicyclists. This report should be regularly updated and include a summary and mapping of crashes occurring in Downtown to guide the implementation of safety improvement projects and priorities.

Percent of Crashes Fatal to Pedestrians Measured By Impact Speed



The probability of a fatal impact increases to over 50% if car is traveling at 30 MPH. At 40 MPH, the probability increases to over 80%.

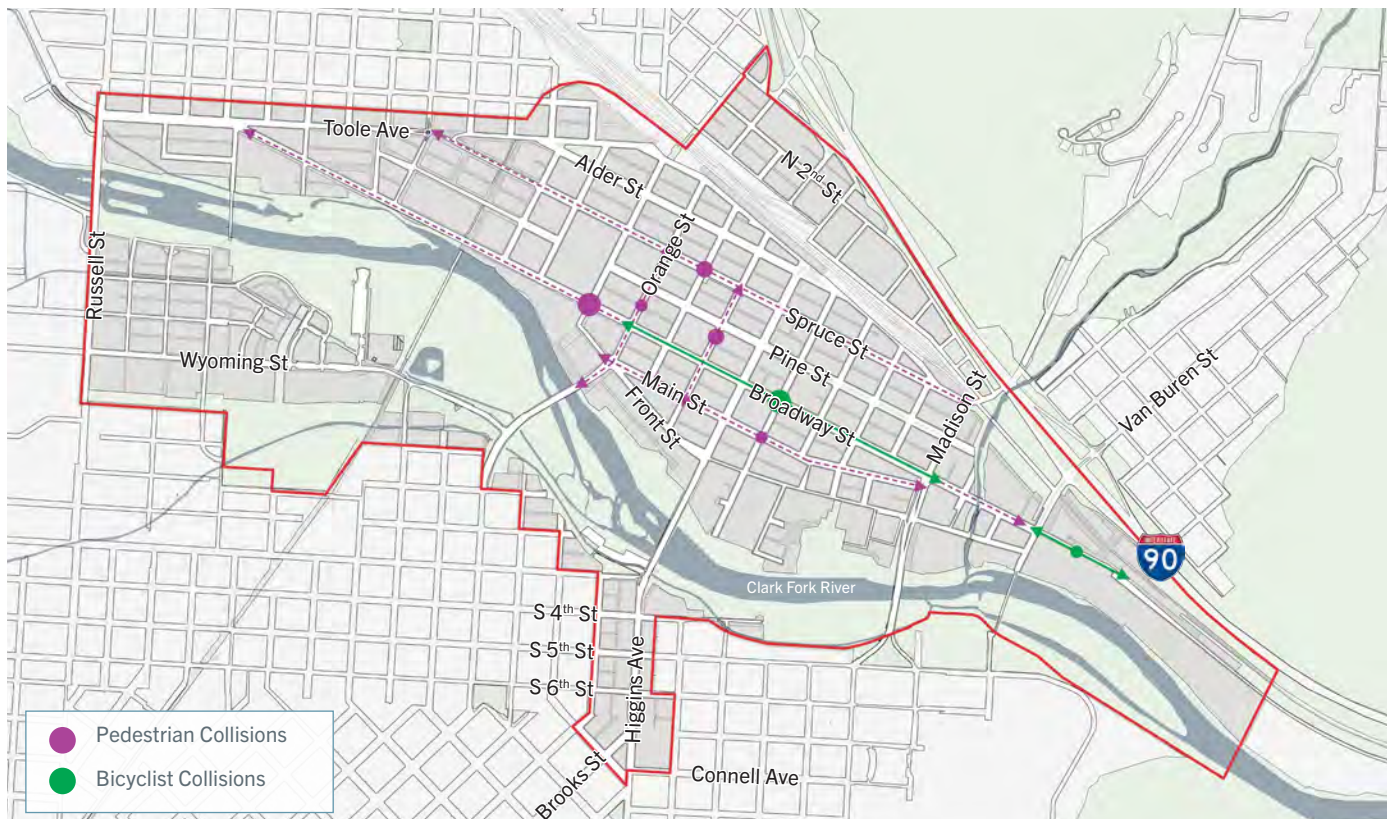
Locations of Pedestrian and Bicycle Collisions:

Pedestrian Collisions

- 8** Broadway St between Toole St & Van Buren St
- 5** Ryman St between Spruce St & Front St
- 5** Spruce St between Scott St & Madison St
- 4** Orange St between Spruce St & the river
- 4** Main St between Orange St & Madison St

Bicycle Collisions

- 7** Broadway St between Orange St & Madison St
- 3** Broadway St east of Van Buren St



Map illustrating collisions in Downtown from 2007-2017 involving pedestrians and bicyclists. The larger the circle, the higher the number of crashes. (Crash data provided by the Missoula MPO)

Public Transit System Development

An efficient and reliable transit system is an essential component to a walkable Downtown Missoula, providing circulation within the downtown community and connections to and from surrounding communities and destinations. Reliable transit service, in combination with comfortable, interesting, and safe streets for walking and biking, and a Downtown where a diversity of uses, places, and people are in close proximity to one another, can help achieve the community goal of reducing vehicle miles traveled in Missoula and lessen the need for additional parking.

Downtown is well served by Missoula’s successful public transit system, Mountain Line, operated by the Missoula Urban Transportation District (MUTD). Mountain Line operates within a 36 square mile area, connecting Downtown to surrounding neighborhoods and the greater region. There are 12 fixed-routes, Paratransit, and special event trolley bus service.

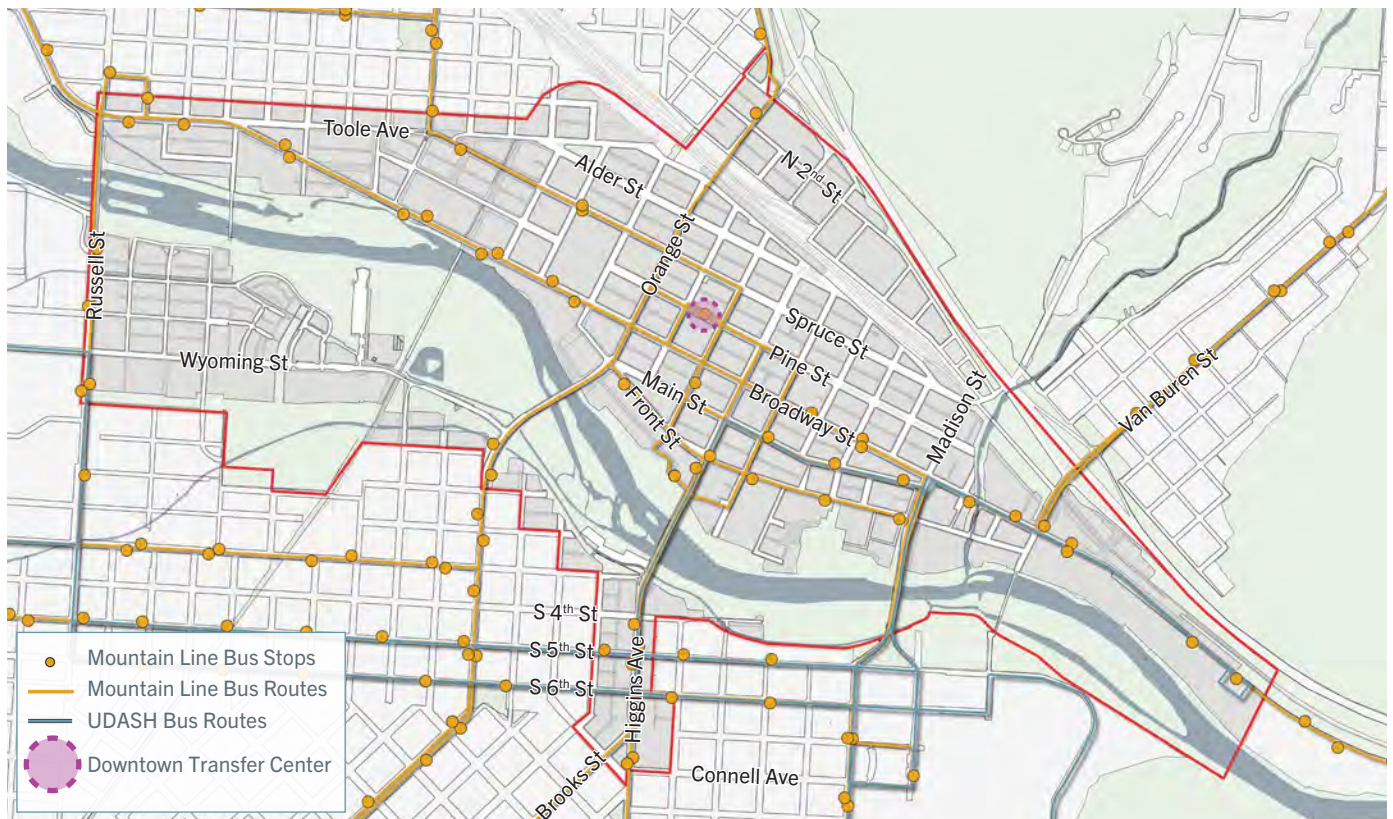
In January 2015, MUTD began a demonstration project for Zero-fare service. The demonstration project was a huge success with ridership increasing by more than 70 percent over the following year and the Zero-fare service has since been extended through 2020.

The University of Montana also operates a Zero-fare bus service open to the public called UDASH, which includes four routes connecting the University to Downtown Missoula, Missoula College, the Hip Strip, Russell Street and other neighborhoods.

While Mountain Line is leading its peers, there are still improvements to the bus system which could help make Downtown Missoula car-optional and more accessible to all Missoula residents and visitors.

Mountain Line Enhancements to Help Downtown Become Car-Optional and Accessible to All

- Increase the span of service to include later hours, Sundays, and holidays,
- Expand service to the Sawmill District and Wyoming Street Area,
- Reduce the number of routes operating on 60 and 30 minute headways by increasing frequency, and
- Ensure that all bus stops are ADA compliant, where physically possible.



Existing transit in Downtown Missoula

Mountain Line recently completed their 2018 Strategic Plan, which aims to balance three key principles – improving service, informing future development, and using limited fiscal resources responsibly. The Strategic Plan seeks to create a transit system more Missoulians can use for all aspects of their lives. In doing so, Mountain Line will help to facilitate regional growth that is more sustainable, compact, and affordable. The key take-away of the 2018 Strategic Plan is the implementation of the 7 day - 7 Night Service (including Sundays and holidays). By increasing the span of service of the transit system, many more people will have the ability to live car-free, as well as travel into, and live, Downtown without a motor vehicle. With nearly every bus route beginning and ending in Downtown, an increased span of service will benefit Downtown businesses and patrons and help to reduce the parking demand in Downtown.

A Downtown Trolley or a Downtown-to-University Streetcar

Cities across the county are investing in Downtown Circulator Trolleys and, in some cases, Downtown Streetcars. The *Missoula Urban Streetcar Study (2012)* recommended a downtown circulator trolley that would be electric-powered but run on rubber tires. Frequent headways and high quality stops would encourage economic development. In 2012, not enough urban infill had occurred to warrant a streetcar. However, if the Downtown continues to see investments in hospitality, office, and residential, a streetcar may be feasible in the mid- to long-term.



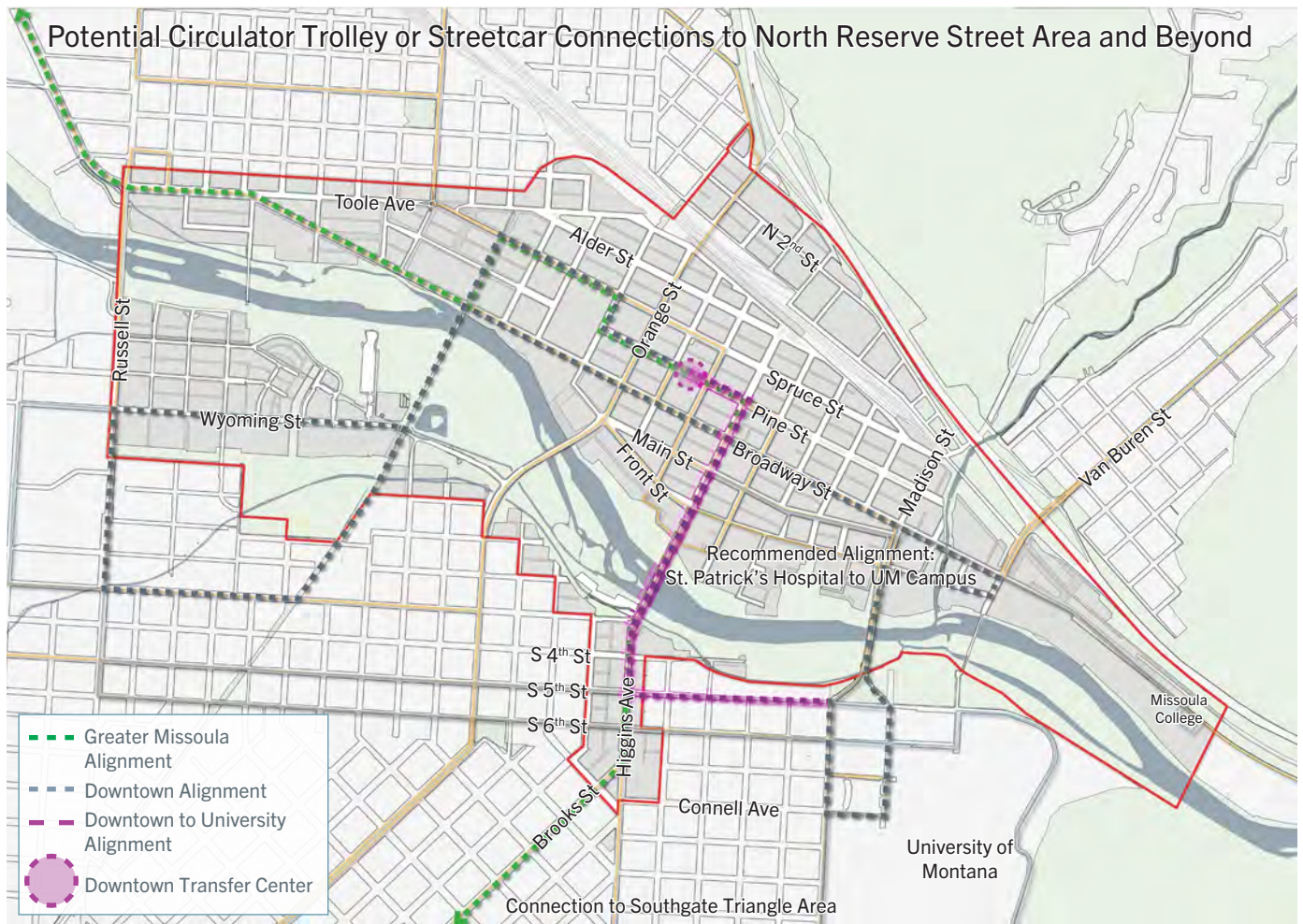
Why is Transit Important?

- Enhances mobility for those who cannot drive or afford a personal vehicle, increasing their opportunities to access jobs, services, and all the community has to offer;
- Reduces the need for parking and allows for good and sustainable urbanism to shape development, not parking requirements;
- Reduces vehicle miles traveled and greenhouse gas emissions;
- Provides more transportation options for a growing population, lessening the reliance on driving and the traffic impacts of more residents; and
- Offers a more sustainable and greener (improved air quality) transportation option than single occupancy vehicles.

Between 1880 and 1932, Missoula hosted electric trolleys from Madison Street in the East to Russell Street in the West, from Railroad Street in the North to University Avenue in the South.

Along with increased bus service, a circulator trolley could provide the necessary transportation connections between Downtown, the University, and the College. Federal and state transportation monies are available for circulator trolleys. Streetcars leverage federal and state funding as well as private investment because of their power to catalyze development.

The *Missoula Urban Streetcar Study (2012)* described how circulator trolleys and streetcars attract 15 to 20 percent more riders than buses in the same area, provide both an amenity for Downtown living and an experience for visitors, and decrease the need for parking. As Downtown and the city continue to grow, a citywide trolley and streetcar plan can shape development and urban form across the City and provide connections to and from the Downtown, not just circulation within it. By connecting the areas around North Reserve Street and Southgate Triangle/Midtown to Downtown with a circulator trolley or streetcar, mixed-use walkable urbanism can be encouraged in these parts of the City, with Downtown as the cultural heart. Extending circulator trolley or streetcar service to areas outside of Downtown can further emphasize the physical as well as social and cultural connections between Downtown and the rest of Missoula: a physical statement that Downtown is for everyone.



Possible circulator and streetcar routes providing connections from surrounding neighborhoods to Downtown and circulation within Downtown

First a Downtown Trolley, Then a Streetcar (in Time)

The number of housing and hotel units in the Downtown exceeds the *The Missoula Urban Streetcar Study (2012)* projections and the Downtown had a greater job capture rate than projected in 2012. A downtown trolley is, from the perspective of the 2012 Study, overdue.

Initial updated projections appear to meet the “Actual and Required Development” thresholds established in the 2012 Study for one streetcar alignment by 2032. However, this suggests that the city must proceed with care when deciding its first alignment. It is recommended that the first alignment connect the Downtown to the University of Montana along Higgins Avenue before turning east. This could access the on-campus population, allow Hip Strip to reach its potential, and make a partner of the University. This is a more limited alignment than explored in the 2012 Study and focuses on where development is most likely to organize.

From the beginning of any streetcar and associated land use planning process, affordable housing should be included near streetcar stops to offer lower-income residents a housing location that could reduce their transportation cost-burden by offering a truly car-optional place to live.

The 2012 Study concluded that the Downtown could see \$177M in additional investment between the 2012 and 2032 period. The level of investment can be expected to be even greater given the higher numbers of housing, hotel units, and office space the Downtown attracted during the 2012 to 2019 period. Streetcars build cities.

An updated streetcar study is recommended. Given the streetcar’s potential to advance goals such as livability, sustainability, mobility, and economic development a broad range of federal programs could help with funding. A more detailed study of funding opportunities should consider the University as both a local funding partner and as a benefactor of federal grants.

Circulator Trolley vs. Streetcar Costs

Circulator Trolley (assuming multiple loops and ten miles of service)

- Cities with populations over 50,000
- Capital Cost: \$800K to \$1.3M per mile
- Operating Cost: \$700K to \$800K per mile
- Yearly Ridership: 20K to 30K
- Involves local and state funding
- Cities which recently purchased streetcars (listed with their 2019 populations rounded) include Coral Gables FL (51,000), Temecula CA (114,000), Providence RI (180,000), and Scottsdale AZ (250,000)

Downtown Streetcars (assuming two loops and five miles of service)

- Tend to occur in cities with populations over 500,000
- Capital Cost: \$20m to \$25m per mile (\$250m per mile in local investment)
- Operating Cost: \$2m to \$3m per mile
- Yearly Ridership: 160K to 300K
- Involve 5 to 10 years of study when they include Federal funding
- Cities which recently purchased streetcars (listed with their 2019 populations rounded) include Oklahoma City OK (644,000), Tucson AZ (536,000), Kansas City MO (490,000), and Cincinnati (300,000)

Source: US DOT

Parking Management

As the downtown transitions to a more vibrant residential, employment and entertainment district, parking has become an increasingly important issue within the larger mobility conversation. While the other parts of this chapter focus on strategies for enhancing non-motorized mobility within downtown and reducing the need to drive, parking strategies in downtown also need to be updated and better integrated within the larger transportation goals.

Most public parking in downtown is currently provided either on the street or in surface lots with additional spaces in four parking structures. As downtown's surface parking lots are replaced with buildings or parks, creating a more vibrant and cohesive downtown environment, there will be a need to accommodate parking in other ways. As new residents, businesses, and visitors come to downtown, regardless of zoning requirements, the need for additional off-street parking will also increase. The primary goal of the parking management section, when combined with the strategies in the rest of this chapter, is to reduce the overall need for parking, and then, to find creative and efficient solutions to accommodate the parking demand that remains to support the continued success of Downtown.

The Parking Report in Appendix 1 provides a more comprehensive and detailed examination of parking in Downtown Missoula,

Suggested Parking Strategies

Transportation Demand Management (TDM)

The first step to meeting the parking needs in Downtown Missoula is to address the root cause, to reduce the demand for parking in the first place.

This can be done through modern mitigation strategies, many of which are described across this plan as they are key attributes of walkable places.

Modernize Parking Codes/Ordinances/Policies

Recent efforts in the planning and urban design communities have created an approach called modern mitigation that focuses less on vehicular capacity improvements as a result of new land use investments. Instead, the concept of modern mitigation focuses on Transportation Demand Management (TDM) as the first choice, making traffic reduction and parking demand a priority.

Conventional approaches to development oftentimes require more investment than development is capable of providing, creates more traffic and congestion on adjacent roadways, and reduces the likelihood that non-automotive modes will find increased usage. The primary principles of modern mitigation focus on the following:

- Reducing reliance on single occupant vehicle trips
- Considering parking/traffic and congestion impacts to the entire transportation system
- Applying practices that are context-sensitive
- Maintaining a predictable process
- Designing solutions for all stakeholders

The process is intended to help developers understand mitigation options, rather than simply pointing to code-required parking and traffic improvements. Many communities have created TDM calculators as part of the development review process, helping developers realize multiple concepts to support demand mitigation. Some examples of measures that are used in place of parking and transportation capacity include:

- **Active transportation improvements.** Physical transportation network improvements that encourage people to walk and/or bicycle to community destinations, including sidewalks, bike lanes, and better roadway crossings. These types of improvements serve not only the development, but also the community surrounding it. These are typically candidates for in-lieu fee funds.

- **Bicycle facilities.** Bike parking/storage above code requirements, bike showers/lockers, bike share, and other cycling amenities for the development and surrounding community.
- **Carpooling and ridesharing.** Development-based ridesharing subsidies, shuttling, guaranteed ride home, and carpooling programs to support reduced vehicle ownership.
- **Carsharing.** Shared cars on the site of the development, incentivizing a reduction in car ownership.
- **Unbundling parking.** Removal of free parking in housing or office space and having tenants pay the true cost for that parking to reduce the reliance on the personal automobile and incentivize better commute decision-making.
- **Centralized shared parking.** In the place of on-site parking, centralized parking serves multiple developments and leverages shared parking to reduce the number of spaces needed in a community.
- **Promoting transit.** Developers provide subsidized transit, provide shuttles/connectors to destination areas or contribute to transit system improvements (vehicles, routes, stops, etc.).
- **Affordable housing.** Affordable housing in development to trigger mitigation points that lessen the transportation and/or parking burden.
- **Education, Marketing, and Information.** Developers contribute funds to the City's non-automotive education programs to educate users and the surrounding community of the benefits of using non-vehicular means.

As the City assesses updates to zoning codes, ordinances and parking requirements, the concepts of modern mitigation should be evaluated to further reduce the reliance on the personal automobile in downtown Missoula and in the surrounding community.

Parking Supply Strategies

The following series of strategies are suggested for more efficiently using the existing parking supply and for adding additional supply. These potential strategies are organized based on the recommended timeframe for implementation and are linked to larger downtown master plan objectives. Key focus areas to move the parking commission forward in the coming years are also outlined. The major series of suggested strategies are listed below:

Short-Term Strategies

- Shared Parking with Private Assets
- Enhance Parking Facilities Maintenance Practices
- Develop New Employee Parking Strategies
- Establish Formal Parking Over-Sell Policy
- Review MPC Organizational Structure
- Establish Truck Loading Zones

Mid-Term Strategies

- Parking Commission Expansion and Growth
- Performance (Demand) Based Pricing
- Future Parking Garage and Mobility Initiative Financing Strategies
- Forming New Parking Management Districts
- Update Parking Time Limits and Enforcement Hours
- Data-Driven Policies to Support Balanced Utilization
- Improve Parking and Mobility Wayfinding, Branding, and Messaging
- Implement a Comprehensive and Dynamic Curb Lane Management Program
- Enhance Residential Parking Practices
- New Parking Asset Development/Design Guidelines
- Parking Allocation: Review Policy for reallocation of public spaces between hourly and leased

Long-Term Strategies

- Implementing Paid On-Street Parking in New Areas
- Develop New Centralized Shared Parking Garages

Key focus areas for the Parking Commission moving forward include:

- Identifying funding sources for future parking infrastructure development,
- Planning for MPC jurisdictional expansion and the addition of new parking management districts,
- Shifting to a demand-based parking pricing model,
- Addressing truck loading issues,
- Increasing lease parking options in the short-term,
- Implementing a comprehensive Curb Lane Management Program, and
- Enhancing residential parking practices.

Meeting A Growing Demand for Parking

As Downtown continues to become a place where more and more people want to be and new development occurs, the demand for parking is likely to grow. This should first be addressed through the TDM measures and the other pedestrian, bicycle, and transit strategies discussed throughout this Chapter. The remaining demand can then be accommodated, in part, through the provision of centralized shared parking.

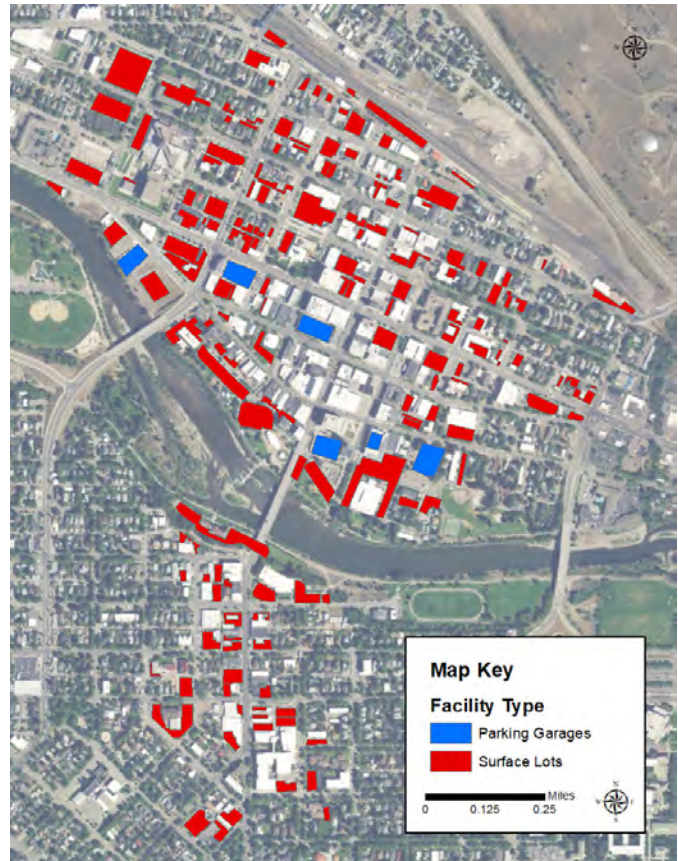
The diagram to the right illustrates the predominance of surface parking in Downtown Missoula, detracting from the urban environment and making unpleasant places to walk, which in turn, increases the likelihood of people driving. To reduce the number of surface parking lots while accommodating a growing demand for parking this plan recommends consolidating parking into strategic locations as centralized shared parking garages. This can both make existing surface lots available for uses more in-line with Downtown’s vision and provide parking spaces for new development.

Planning for Autonomous/Connected Vehicles

The “pending industry disruption” being predicted based on future scenarios that involve the large-scale adoption of autonomous vehicles is a significant topic that could potentially impact future parking demand as well as future parking garage design.

In general, it is not anticipated that changes related to autonomous vehicle adoption will have a significant impact in Missoula in the next 20 years. However, given the uncertainty and interest in this topic, it is an important issue to address.

The Appendix includes a research paper entitled: “Assessing an Uncertain Transportation Future” which provides guidance on the issue. The sections on “Shared Mobility” and “Designing for Flexibility and Adaptive Reuse” are two important sections that could be most applicable to Missoula.



Existing Surface Parking Lots and Parking Garages

Potential Locations for Centralized Shared Parking

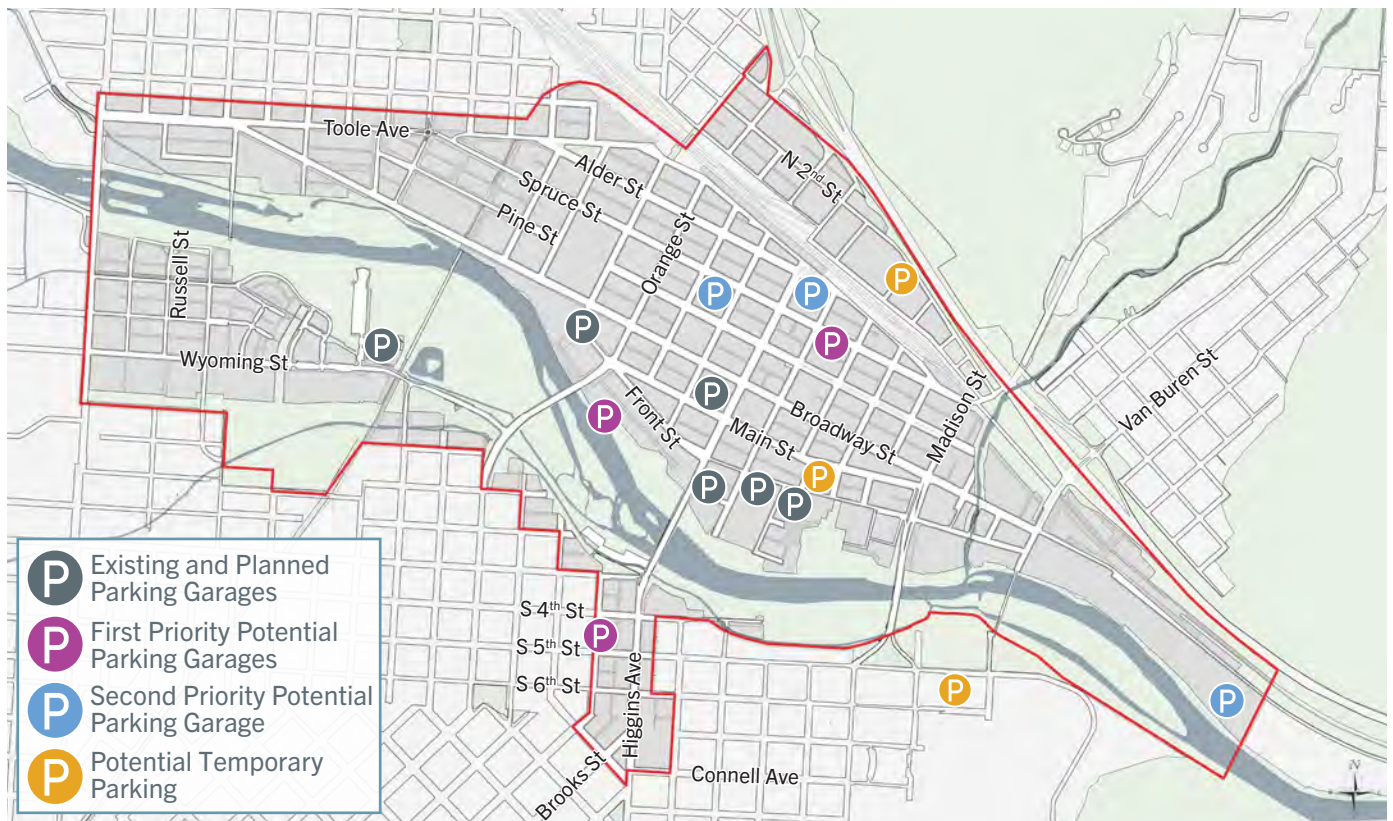
Public Parking Garages

Potential locations for new parking garages are illustrated in the figure below. The intent of these parking garages is to satisfy the parking needs of future development and to supply spaces for employee parking.

New parking garages should be designed to be convertible to other uses over time if demand changes and/or be covered with liner buildings. The ground floor level must also include active uses along street frontages. To help reduce parking demand, the MPC should partner with carshare service(s) to include dedicated spaces on the lowest level of parking. Electric vehicle charging stations should also be provided at several spaces and the garage designed with conduits such that future charging stations can be installed at additional parking spaces as needed. New garages should also include short and long-term bicycle parking.

Temporary Lot Locations

The City and MPC should pursue temporary parking agreements and the use of temporary surface lots as it implements longer term strategies and improvements. Potential locations are illustrated in the figure below. More information is provided in Shared Parking with Private Assets strategy.



Locations of Existing and Potential Parking Garages and Temporary Parking

Parking Demand From Maximum Build-Out of Opportunity Sites

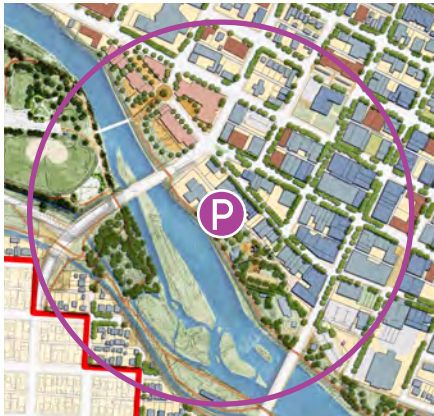
The following figures and tables show the anticipated parking demand that may be generated by the development of the opportunity sites presented in Chapter 2 that are located within a 1/4 mile (5 minute walk) of a proposed shared parking facility. Values for both the maximum build-out potential and the likely 10 year build-out are shown.

Parking Garage on East Spruce Street (Depot Area)



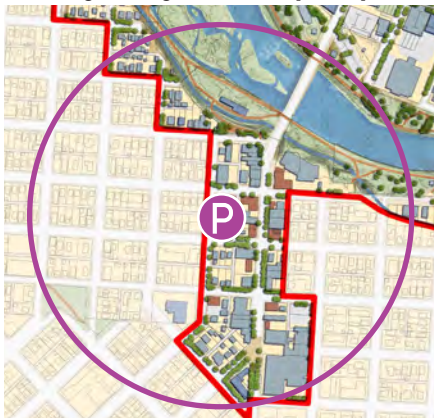
Square Footage / Units		Use	Estimated Parking Demand	Anticipated Parking Spaces Needed	
Max Build-out	10 year Build-Out			Max Build-out	10 year Build-Out
235,000 SF	25,000 SF	New Retail / Restaurant	5.0 spaces/1K SF min	1,076	125
290,000 SF	30,000 SF	New Office	1/ 1K SF min 3 /1K SF max	290 min. 870 max	30 min. 90 max
570 Units	180 Units	New Residential	1.31 / Unit	747	236
Total Spaces: 2,113 - 2,693 391 - 451					

Parking Garage in Caras Park



Square Footage / Units		Use	Estimated Parking Demand	Anticipated Parking Spaces Needed	
Max Build-Out	10 year Build-Out			Max Build-out	10 year Build-Out
100,000 SF	28,000 SF	New Retail / Restaurant	5.0 spaces/1K SF min	500	140
85,000 SF	30,000 SF	New Office	1/ 1K SF min 3 /1K SF max	85 min. 255 max	30 min. 90 max
215 Units	200 Units	New Residential	1.31 / Unit	282	262
148 Spaces		Replacement Parking	N/A	148	148
Total Spaces: 1,015 - 1,085 580 - 640					

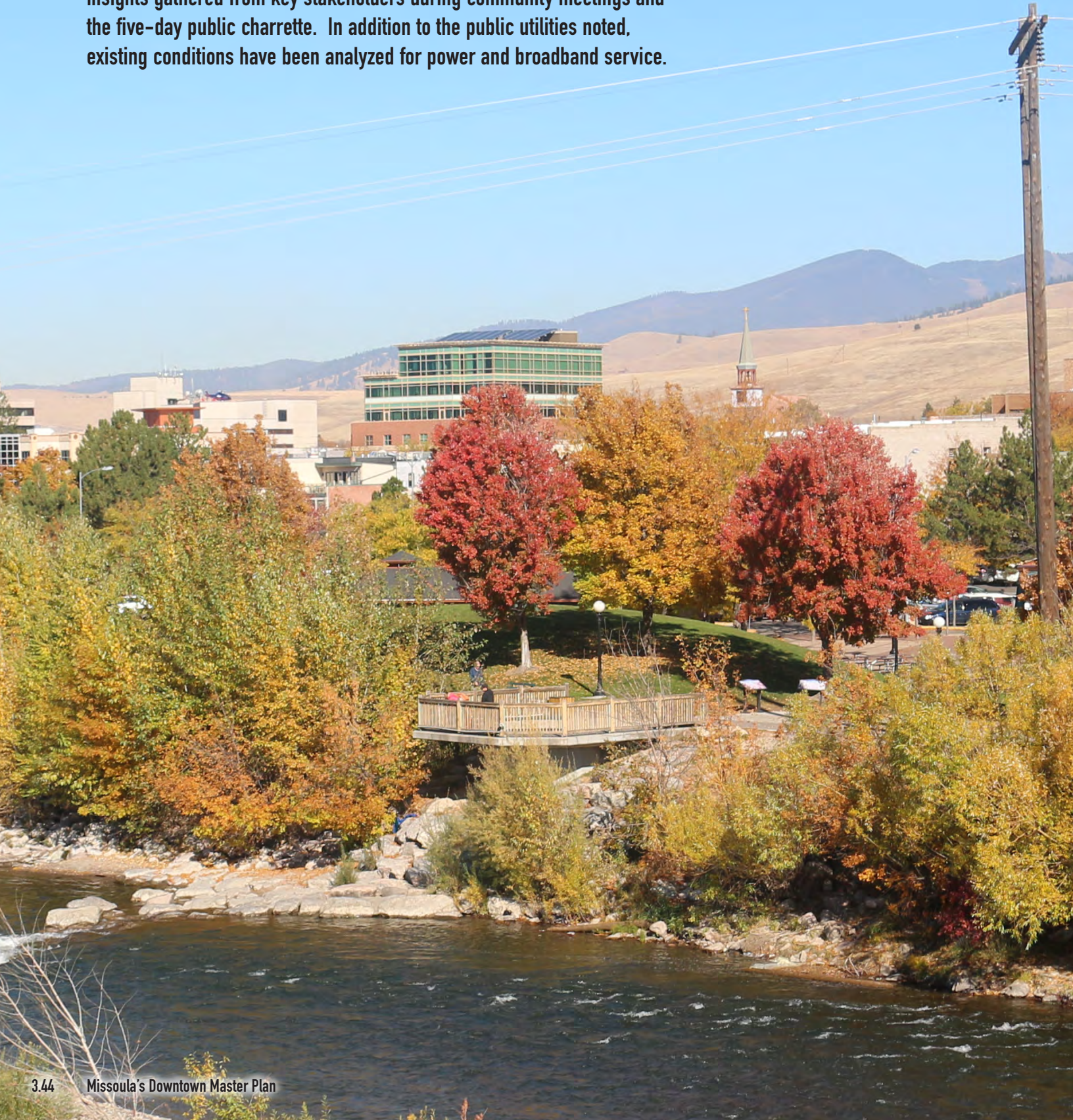
Parking Garage in the Hip Strip



Square Footage / Units		Use	Estimated Parking Demand	Anticipated Parking Spaces Needed	
Max Build-out	10 year Build-Out			Max Build-out	10 year Build-Out
37,000 SF	25,000 SF	New Retail / Restaurant	5.0 spaces/1K SF min	185	125
11,000 SF	11,000 SF	New Office	1/ 1K SF min 3 /1K SF max	11 min. 33 max	11 min. 33 max
125 keys	125 keys	New Hotel	1 / Key	125	125
54 Units	54 Units	New Residential	1.31 / Unit	71	71
Total Spaces: 392 - 414 332 - 354					

Infrastructure Assessment

This infrastructure assessment is focused on the primary utilities in Missoula, including sanitary sewer, water, and storm sewer. The assessment is composed of data gathered through meetings with utility providers, review of capital improvement plans and facility plans, and insights gathered from key stakeholders during community meetings and the five-day public charrette. In addition to the public utilities noted, existing conditions have been analyzed for power and broadband service.



SANITARY SEWER

Service Provided by City of Missoula Wastewater Division

The sanitary sewer facility serving the Downtown is provided by the City of Missoula Wastewater Division through a sanitary sewer collection network composed of gravity mains and force mains. The primary trunk lines serving all of the Downtown area are in place. While there are a few areas identified in the Downtown that currently do not have sewer service, these areas are located within the City sewer-service area and there are adjacent mains that can be extended to accommodate new development.

Over the last couple of years the City has been working on a maintenance plan to inspect and jet the existing mains serving the Downtown. Most of the system inspections and rehabilitation work for the Downtown area have been completed as of December 2018.

At this time there are no known capacity limitations, or geographical service limitations, and the City is well positioned to provide sanitary service to new development recommended in this Downtown Master Plan Update.

In 2018 the City of Missoula Waste Water Treatment Division commissioned a facilities plan update to evaluate existing conditions of the sewer collection system and develop hydraulic models of the system to evaluate future capacity. This document is not available at the time of this report; however, the City has stated there is sufficient capacity available in their collection network to accommodate the growth and increased density anticipated in the Downtown Master Plan Area. Once the facilities plan update is published, it will be possible to model demands, verify capacities, and plan future extensions and upgrades that may be necessary to serve the recommended densities outlined in this Downtown Master Plan Update.



City of Missoula Sanitary Sewer Infrastructure

WATER SERVICE

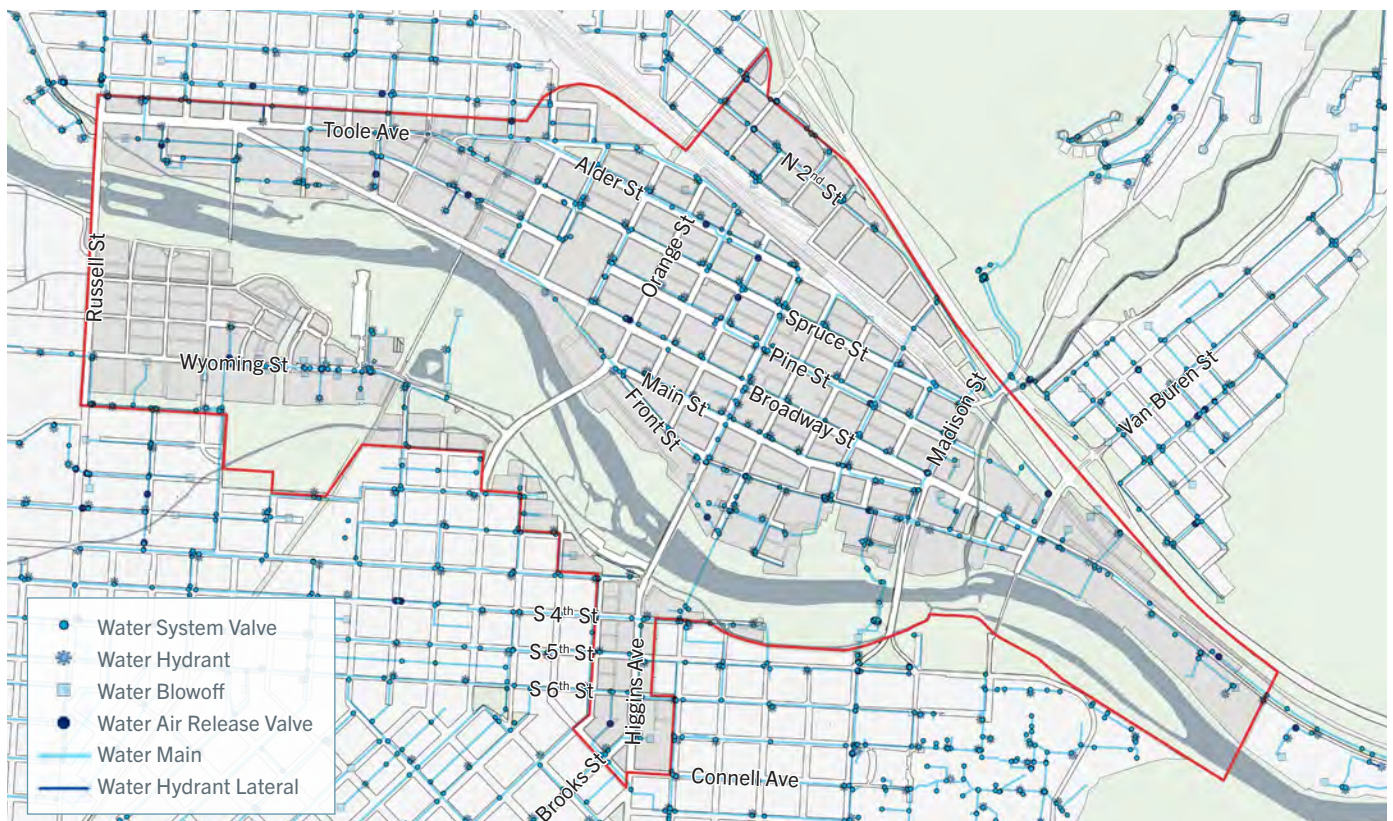
Service Provided by the City of Missoula Water Division

The water system that provides potable supply and fire flows to the Downtown as well as the rest of the City is managed by the recently created City of Missoula Water Division. The water system was previously held by a private utility company known as Mountain Water Company. In 2017 this utility service was taken over by the City of Missoula and the City immediately began implementing a capital improvements plan to repair and improve the water-service infrastructure serving the City.

Much to the benefit of the Downtown, there was a priority placed on the existing water distribution network serving this area. There have been several water-main projects that have either been completed or are scheduled to be completed in the near future as part of a full and comprehensive effort to repair all known deficiencies in the Downtown area. This includes projects located generally within the Downtown that are deficient in flow or need to be upsized, leaky pipes, and construction of new mains.

In discussions with the City Water Division, there is currently sufficient capacity and pressure available in the system to supply domestic and fire flows throughout the Downtown, anticipating there will be significant development and an increase in density in this area.

In addition to the capital improvements plan, in 2017 the Missoula Water Division commissioned a *2018 Facilities Plan Update*. The update evaluated existing conditions and inventoried the existing water system. A hydraulic model of the system was created that can be used to model the impacts of future demands on the water system from new development. This Facilities Plan will be extremely useful in assessing if infrastructure upgrades are required to provide domestic and fire flows to projects and development within the Downtown.



City of Missoula Water Utilities

One of the most significant benefits from the *2018 Facilities Plan Update* is that it modeled the impacts and capacity of the major developments currently planned within the Downtown and found there was ample capacity in the water service system to provide service to all. The proposed developments evaluated include:

- ROAM Student Housing: a high density residential and commercial retail development;
- The Mercantile/Residence Inn: a hotel with retail;
- The Riverfront Triangle: a high density residential and commercial retail center, hotel and convention center; and,
- The Sawmill District: a high-density mixed-use development.

The Missoula Water Division states they are committed to supporting sustainable growth and their capital improvements plan indicates they are well positioned to serve the future needs of any development that occurs in the Downtown. However, their distribution network will need to be evaluated and modeled for site specific projects.

Even though there is adequate capacity and infrastructure in place to serve the potential densities and developments identified in the master plan, there are three to five city block areas in need of main extensions to provide water service. While the primary trunk lines serving the Downtown are in place, main extensions off the trunk lines will be required in areas such as Wyoming Street Area to provide service. There could also be the need to upsize piping or increase network connections to achieve the required pressures and flow capacity for areas identified for increased density.

Coordination is recommended between developers, planners, and the City to evaluate the water flow and fire suppression capacity of the distribution networks and to identify required main extensions and upgrades to serve areas of new development.



STORM WATER SERVICE

Service Provided by the City of Missoula Storm Water Division

The City of Missoula Storm Water Division provides storm water service to the Downtown. The Missoula Storm Water Division was created in September of 2016 and is being built from the ground up. They have developed their facilities plan and are in the process of getting their programs funded through an approved assessment program. This utility was created out of necessity to meet the Federally mandated Municipal Separate Storm Sewer System (MS4) regulations and requirements.

MS4 imposes standards on the water quality of storm water discharge at outfall locations into the Clark Fork River. There are approximately 20 outfall locations that discharge into the Clark Fork River within the Downtown area. The MS4 water quality standards are very high, requiring significant pretreatment prior to discharge at the outfall locations. The City of Missoula and many other Montana municipalities are developing treatment standards and best management practices to drastically remove sediment and contaminants to improve water quality prior to discharge.

At this time, the City Storm Water Division is in the process of implementing their MS4 compliance program. This includes evaluation of the current system and development of design standards for new development. Per the MS4 requirements, the City Storm Water Division will be required to monitor discharge quality at certain outfall locations. System upgrades will be required to ensure the water quality treatment parameters are achieved prior to outfall discharge. It is anticipated that there will be significant design, construction, and operational standards developed that will need to be accounted for in the master plan infrastructure strategy.

Meeting these standards when retrofitting pre-treatment standards to the existing collection and discharge networks presents a significant challenge. Uncertainty about future design standards required for pretreatment also presents significant challenges for new development. Pre-treatment systems can be cost prohibitive, and where onsite storage is required, can take up significant area in higher-density developments, further impacting new development.



City of Missoula Storm Water Infrastructure

Storm Water Management Options

Infiltration dry-wells have been the go-to storm water solution for decades in Missoula. Hundreds of infiltration dry-wells currently exist in the Downtown area. The soil conditions, composed of sands, gravels, silts, and some clays, are generally conducive to rapid infiltration. One dry well can typically serve 5,000 square feet of impermeable surface, such as a building or a parking lot. Infiltration dry-wells are most utilized for smaller applications while larger developments rely on connections to the existing storm sewer.

The storm water collection network in the Downtown generally comprises catch basins located in City streets and rights-of-way connected to a pipe network that drains to pretreatment facilities and then into the Clark Fork River. Some of the collection piping is located within City right-of-way and some is located within the MDT right-of-way, creating challenges with multi-jurisdiction routing, treatment, and capacity assessment of existing storm water infrastructure.

There are two options for storm water management for development within the Downtown.

1. Independent infiltration dry-wells, and
2. Storm-sewer collection networks that typically discharge to existing drainage swales, retention ponds, or outfalls into the Clark Fork River.

There are potential capacity issues within the City of Missoula storm water network. Larger developments will need to assess pipe capacity of the adjacent storm sewer and water quality parameters.

The Missoula Storm Water Division's capital improvements plan and facilities plan demonstrate a commitment to accommodate sustainable growth in the Downtown. Coordination is recommended with the City to evaluate capacity of the storm water collection networks and identify pretreatment requirements and system upgrades to serve areas of development identified in this plan.

POWER GRID

Service Provided by NorthWestern Energy

The primary power grid is owned and maintained by NorthWestern Energy. In general, there are no capacity issues or geographical limitations to providing single and 3-Phase power for developed areas within the Downtown.

NorthWestern Energy is evaluating options for taking overhead power underground, but this is costly and generally only occurs when opportunities arise, such as new development projects. Undergrounding power lines should also be considered for all streetscape and street redesign projects in Downtown. If coordinated during planning and design phases, the construction of undergrounding utilities can occur simultaneously with the street improvements and the costs shared.

NorthWestern Energy plans to upgrade all of its lighting facilities to be equipped with LED lights. It has identified multiple lighting districts within the Downtown area and is currently developing a lighting district master plan that will show its current inventory of lighting structures. This database and map will be GIS compatible and once the mapping files are available, they will be included in the master plan documents.

The City and Downtown Partnership should coordinate with NorthWestern Energy to develop a long term goal for relocating the electric substation near Caras Park. As Downtown grows, the demand for electricity will increase, eventually making the substation inadequate for meeting demand. A trigger value justification of a need for more capacity can be established as the basis for relocating the substation. At that time, the substation will need to be expanded or reconstructed, which is an appropriate time for doing so in a new location.

BROADBAND SERVICE

Fiber Initiative

In 2016, the *Missoula Broadband Recommendations: Fiber to the Future* report was released, summarizing the results of a broadband infrastructure study and providing strategies and options to get improved and more affordable broadband services in Missoula. The report makes clear that affordable fiber-based Gigabit broadband service across the entire City is necessary for the community, residents and businesses to remain competitive over the coming decades. Gigabit fiber is essential for Missoula, “to grow economically, retain businesses, attract young people, attract entrepreneurs, and bring new businesses.” The goals of the fiber initiative outlined in the report are shown here.

There are two primary Broadband providers in Downtown, Century Link and Spectrum/Charter. In discussion with both companies, there is sufficient broadband capacity to serve the high-tech needs of the City of Missoula, and more specifically the Downtown, with both copper wire and fiber options. Unlike the City utilities, the infrastructure and capacity maps for each company are proprietary and not available to the public. Both companies are willing to provide site specific capacity details with the appropriate request for information and through their application process.

However, implementation of faster and more affordable fiber-based Gigabit broadband service across the Downtown should be supported by the Downtown Partnership to further strengthen the entrepreneurial environment.

Goals of a Fiber Initiative

Short Term Goals	Description
Continue the Current Broadband Initiative	The current group of public and private stakeholders and interested parties should continue development of this initiative.
Commitment from Key Stakeholders to Support the Effort	Support from elected officials and key stakeholders like the K12 schools, the business community, and local nonprofits, is essential to success.
Consistent Message and Coordinated Public Awareness	If a decision to move forward is made, stakeholders, and interested parties, a consistent message about the benefits and advantages will be critical to gain public support.
Develop a Common Fiber Overlay Plan and Open Ditch Policy	Conduit and handholes should be included where appropriate in all new public and private construction. Shared trenching should be vigorously pursued.
Coordinate Broadband Infrastructure Improvements with Public Safety Spending	Coordinate upgrades to public safety communications systems with planned fiber and wireless improvements to reduce the cost and improve the quality of public safety voice/data traffic.

Long Term Goals	Description
Build A Shared Open Access Gigabit Network	The Missoula region needs a modern Gigabit fiber network that is widely available and affordable, especially for small and medium-sized businesses.
Encourage Public/Private Partnerships	Partnerships with the City and County, local schools, service providers, public safety agencies, the university and major businesses will assist with business attraction and lower telecom costs for all partners.
Create New Business Opportunities for Service Providers	A Missoula Fiber Initiative should provide only basic infrastructure and transport, and should not compete with existing providers by selling services to businesses and residents. This is best done by the private sector.
Fiber Should Support Economic Development	Broadband investments should be targeted to promote neighborhood revitalization, business growth and resident quality of life improvements.
Reduce Costs for Businesses and Entrepreneurs	Modest investments in fiber infrastructure will reduce the cost of services for entrepreneurs, business start ups, existing businesses, and work from home/business from home activities.
Don't Wait	Many other communities have already made investments and are aggressively promoting their infrastructure as part of their economic development strategies.

From *Missoula Broadband Recommendations: Fiber to the Future* (2016)



MISSOULA'S
DOWNTOWN
MASTER PLAN

4: STAY ORIGINAL. STAY AUTHENTIC. BE GREEN. & CREATE OPPORTUNITY.

Arts & Culture, Economic Development, Historic Preservation



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Stay Original. Stay Authentic.

Authenticity

People seek authenticity in food, drink, art, music, and place. People want to visit and live in authentic places. Business Improvement Districts must develop downtowns and maintain neighborhoods with authenticity in mind.

Authenticity is a complex, and often confounding, topic. In Missoula, discussions about authenticity include: *Are Edison bulb lights and chalkboard menus authentic if they are everywhere? And, do mounted moose heads still reflect the values of modern Missoula?* Despite the complications, the plan is concerned with the look and feel of the Downtown and, especially, the social connectedness that authenticity inspires.

Downtown Missoula remains a unique place in a time of non-places. “Missoula still feels real and not fake,” was a commonly expressed insight during the charrette. Even the airport, highways, and international hotels have been made distinctive in Missoula. The heavy timbers and black bears of the airport, the Salish and Kootenai signage on the Flathead Reservation, and the “Mercantile” lettering on the new Residence Inn all prove it can be done.

No one wants to live in a depersonalized and generic city. *What are the wonderful things the City wants to celebrate, enhance, and protect?* Those are the things that make Missoula genuine.

Encourage Local Ownership

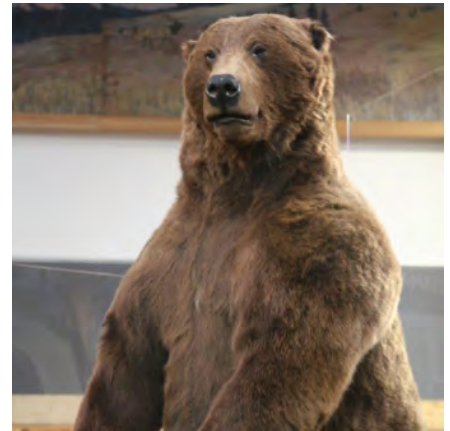
We often choose independently owned establishments like breweries, barbers, tea houses, bistros, and bike shops because of a connection we feel with the business owner or operator. We want to express our appreciation, get a glimpse of an expert doing what they are good at, hear their story, be part of it, and support their vision.

A locally-owned business is more likely to express a unique vision and is less likely to adopt whatever uniform aesthetic is currently in vogue. Unlike corporate chains, small businesses retain control: they can become locally famous for never changing or more easily reinvent themselves to current trends.

Beyond authenticity, micro-chain, family-operated, and startups are key to the resilience of the local economy. While chain and corporate establishments are the first to leave when economies slow, local businesses struggle through the economic ups and downs. For this reason, the closure of long-time businesses during economically prosperous times is demoralizing. Ideally, some properties should be rented at below-market prices (or publicly subsidized) to protect valued old-timers from displacement. This requires the help of public entities and approaches to stop the loss of valued local businesses.

Local owners are also more likely to get involved and help solve urban problems at their doorstep, and there may be nothing more uniquely Missoulian than people’s commitment to the city and to each other.

“Missoula still feels real.”



At the Airport



Bernice's Bakery is a key local institution in the community



Many of the motifs found in today's hippest American pubs were invented in places like The Old Post.

Hold on to Gathering Spots

How many places within the Downtown offer gourmet coffee or craft brew? Many. While not unique to Missoula, these new-Bohemia offerings are authentic to all Downtowns and help keep the Downtown economically competitive by attracting a young urban customer base. At the same time, certain establishments and businesses keep bringing people back and act as local gathering spaces. Identify these locations. If they serve coffee they probably provide inexpensive informal workspaces for the self-employed. If they are drinking establishments they are likely to add to the Downtown's conviviality by co-organizing or sponsoring outdoor events. Keep the lines of communication open with gathering spaces, especially. These are the City's *third places*, the places that are neither home or work, and make people feel comfortable. Make sure they have what they need.



Dragon Hollow Playground

Tell Your Story

The Dragon Hollow Playground in Caras Park was built by Missoulians. The Carousel too. Those stories are well known. Missoula's foothills are home to the "L" on Mount Jumbo and the "M" on Mount Sentinel and sometimes those letters become whole words. Those kind of events aren't a contrived spectacle for tourists or the news media — Missoulians meant it — and a culture is as much defined by what it stands against as what it stands for.

Missoula formed a partnership to implement Zero-fare transit service, eliminating boarding fares which allows transit to operate more efficiently, creates a more equitable transportation system, and encourages transit as a viable mode of transportation. This is a story that needs to be told nationally because of the example it sets. This act alone says a lot about local values. Missoula has more community centers for all types of people and activities than any comparably sized city in the US. This commitment to community stability makes Missoula unique.

All Public Investment Should Express What is Unique About Missoula

New bridges, streets, parks, plazas, gardens, murals, art, historical markers, community centers, fire stations, libraries, and other public buildings should explore, and express, Missoula's uniqueness.

A City's sense of place involves the character of the natural environment surrounding the City. This is especially true in Missoula. Use original materials, colors, and symbols from nature. Use local artists, and if native culture is to be represented, use local native artists.

When it comes to live music, seek to host international talent, of course, but prioritize musicians whose music sounds the way Missoula and Montana look or whose lyrics speak to how Missoulians think.

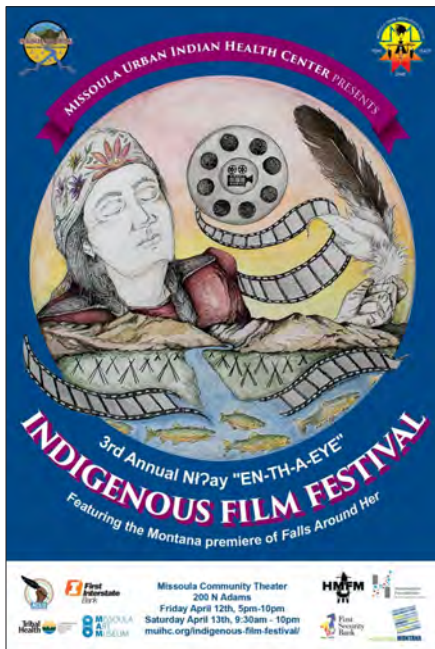


Carousel



Missoula is also the people.

Invest in Arts & Culture



Celebrating, Preserving & Expanding Arts & Culture

Arts and culture not only reflect the spirit and soul of a place, facilitating a sense of belonging, but they are also an essential economic asset. Missoula’s diverse cultures, rich history, and thriving arts and music scene have become as much of a calling card for visitors as its beautiful setting and outdoor recreation.

In addition to the University of Montana which houses the Montana Museum of Art & Culture (MMAC), Missoula is home to the Historic Museum at Fort Missoula (HMFM), the Missoula Art Museum (MAM), Roxy Theater, the Holt Heritage Museum, the Montana Natural History Center and the National Museum of Forest Service History, to name a few. The Flathead Indian Reservation is also home to the Ninepipes Museum of Early Montana and The People’s Center, a living museum and cultural center that showcases arts and crafts of the Salish, Kootenai, and Pend d’Oreille peoples. Missoula, and Downtown in particular, also features a number of galleries and art studios, including the Artists’ Shop cooperative, the Radius Gallery, The Dana Gallery, and many more. A number of arts festivals including the River City Roots Festival, the Big Sky Documentary Film Festival, the International Wildlife Film Festival, and the Indigenous Film Festival, now in its third year, also take place annually in venues such as the Wilma, the Missoula Children’s Theater, and Caras Park.

A “downtown for all” must celebrate and preserve the diverse voices and forms of expression that have made Missoula an authentic hometown and vibrant destination for so many. Policies should be explored and adopted to prevent cultural displacement, particularly for the local indigenous population who contribute so much to the unique history, landscape, and culture of Western Montana, and to protect Missoula’s vulnerable cultural resources and people from the disproportionate effects of rising housing and commercial space costs.



Promoting Creative Activity

Investing in the arts has positive impacts on society, health and wellbeing, the economy, and education. Through visual arts, dance, film, music and theatre, Missoula has initiated ways to implement art into its culture and community.

Incorporating public art into a community is valuable because it promotes:

- Economic Growth and Sustainability,
- Cultural Identity,
- Local Artist Involvement,
- Social Cohesion, and
- Health and Belonging

Art District

During the charrette it was suggested that a small portion of the Downtown become know as an “Arts District”. Others suggested that would be too limiting. All of the Greater Downtown area should be considered an Arts District. Every opportunity to bring more art into the community and Downtown should be sought after. Galleries can work together to bring events and art walks that spread throughout the downtown or focus on certain areas at certain times based on who is participating in that event.

Missoula Art Initiatives

Missoula has a policy to set aside 1.5% of funds from public construction projects for art work and the benefits of that policy are easily seen. Numerous examples of art can be seen throughout downtown Missoula. “Crossings” located in Circle Square, for example, represents the role of railroads in Western Montana. “Go with the Flow,” on the other hand, symbolizes the power of the Clark Fork River. Both are examples of public art that manifests important characteristics of Missoula which makes the community unique.

Missoula’s vision to celebrate art is evident with the number of art galleries located throughout downtown. With ten art galleries catering to the Arts and Culture scene, Missoula provides numerous opportunities to explore and experience Missoula Art. The Missoula Art Museum, for instance, sustains and supports local, state, and regional art. In recent years, the museum expanded to plan and incorporate an Art Park, an empowering innovative way to celebrate art and culture.



“Crossings” in Circle Square



Go with the Flow in front of the Holiday Inn



Van Buren Street footbridge light installation



Missoula Art Museum

Is Missoula Art BIG Enough?

Stepping into the Future

Art enhances public spaces and plays an important role in many communities throughout the country's history. Art not only is representational of a community and its culture, but is also invokes placemaking. Big art celebrates a place's culture and is iconic; it is unique and belongs solely to that community.

Big art can take on many forms as well. It can be a stand alone art piece, a building, a neighborhood, or intertwined into the everyday infrastructure to transform a street or an intersection.

A few examples of BIG art around the country include:

- **Millennium Park:** The park creates a bridge between the modern era and old historic Chicago. The open space is celebratory of art and architecture, and accentuates the Chicago Skyline.
- **1111 Lincoln Road:** The parking garage, paired with shops, work spaces and other outdoor activities such as yoga captivates 360-degree view of Miami and the ocean.
- **Musician's Village:** The village is an effort which responds to Hurricane Katrina's catastrophic affect on New Orleans. It preserves the city's musical heritage by providing housing for musicians who lost their homes due to the powerful storm.
- **Gay Liberation Monument:** Located in Christopher Park, the monument commemorates the Stonewall Inn riots which are attributed to initiating the modern-day gay rights movement.
- **Giant Eagle Waterfall Nest:** Located in Idaho Falls, ID, this sculpture within a roundabout depicts important local natural features including eagles, logs, and a waterfall.

Missoula's Big Art

There are multiple locations for potential installations which could make a lasting impact on the community and region. The electrical substation in Caras Park is the backdrop to the Clark Fork River Market. The substation is not going anywhere, but through the use of art this important backdrop can be transformed into something much more interesting and positive for the community. Other locations include Caras Park and along the waterfront.



Millennium Park, Chicago



1111 Lincoln Road, Miami



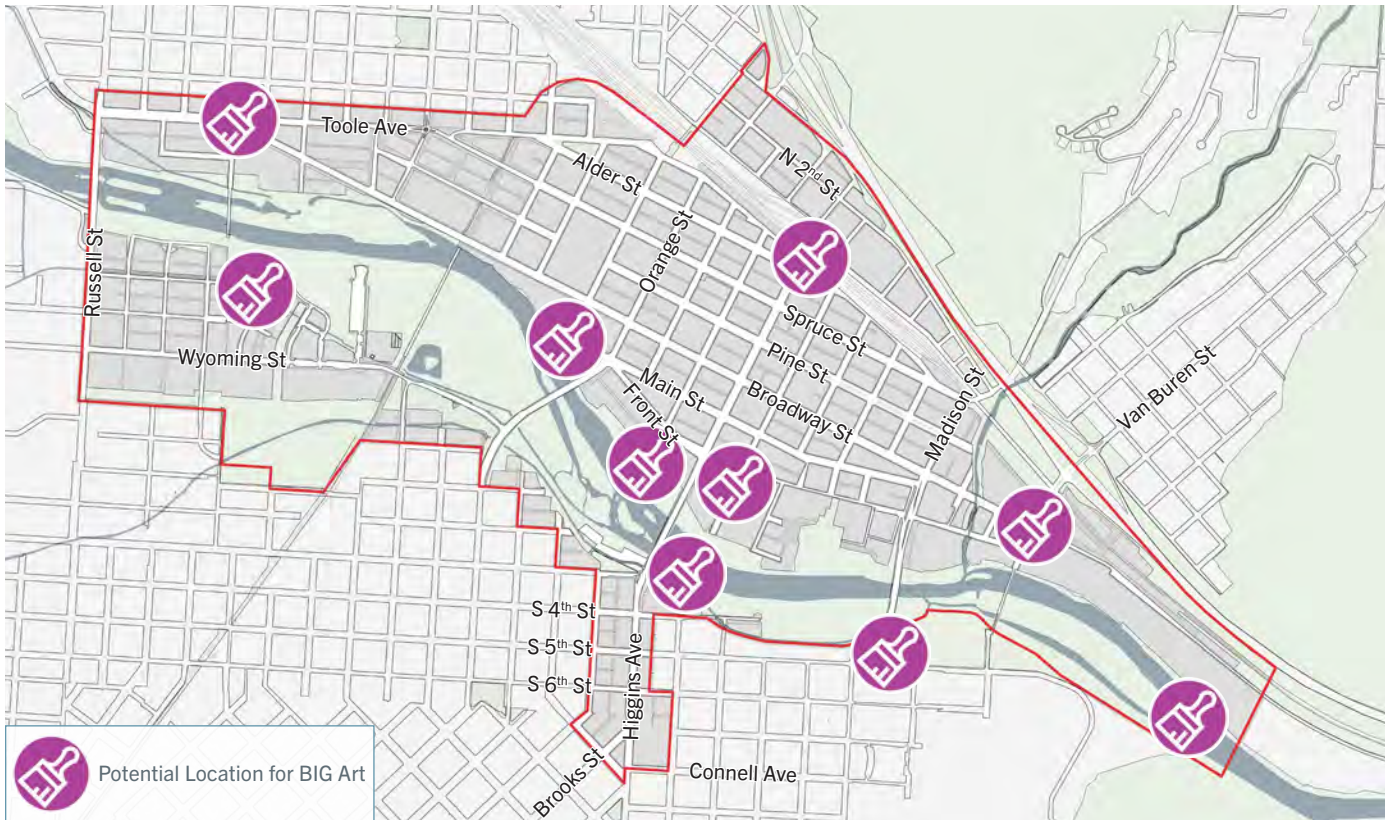
Musician's Village, New Orleans



Giant Eagle Waterfall Nest, Idaho Falls, ID.



Gay Liberation Monument, NYC



There are numerous locations throughout Downtown Missoula for BIG art.



A table map from the plan charrette

Strategies to Preserve and Expand Missoula’s Cultural Identity

The following is a list of tools to help preserve and expand cultural identity and production in Downtown, particularly for Missoula’s more vulnerable and under-represented communities.

- 1. Cultural Density Bonus Program:** A development incentive program for Downtown that identifies affordable arts and culture space as a potential community benefit to be provided in exchange for additional height or intensity. This could include housing and studio space for local artists.
- 2. Emerging Artists Program:** The City or one of the Downtown Agencies could look into National Education Association for funding to assist emerging artists or a re-granting program.
- 3. Adaptive Reuse Ordinance and a Transfer of Development Rights (TDR) for preservation:** Adopt regulations that help preserve and adapt historic buildings Downtown to help retain and create new spaces for arts and culture uses, including a program that will assist in overall preservation efforts Downtown. The City Preservation Office is currently working on a new adaptive reuse overlay. This tool is described in more detail later in the chapter.
- 4. City-wide Cultural Asset Maps** are used to identify a wide variety of culturally significant businesses, organizations, and institutions throughout Missoula, and to track which of those assets may be at risk for displacement. Mapping is currently underway in the City.
- 5. A Heritage Interpretive Plan** helps strengthen and connect Downtown’s cultural assets by investing in marketing, branding and a network of public spaces and culturally-relevant streetscape elements, such as wayfinding, signage, historical markers and public art. A Plan is in development and is discussed in more depth on the following page.
- 6. List of Most Endangered Historic Structures:** The non-profit Preserve Historic Missoula has compiled a list of most endangered structures in the past but has not been able to regularly maintain this list. The list brings the potential loss of valued sites to the attention of local philanthropists, regulators, business owners, and leaders.
- 7. Land Trusts** help stabilize cultural businesses, historic structures, institutions and residents through community ownership of land. Consider cultural easements as well to restore Indigenous People’s rights to land, habitat and stewardship.
- 8. New Public Spaces:** Invest in the creation of new and improved public spaces that can be used to host festivals and cultural gatherings, and that feature public art.
- 9. Pop-up Art Spaces:** Incentivize the use of privately-owned, vacant, or underutilized buildings as temporary affordable art or social enterprise space. Potential strategies to implement this include establishing a “pop-up” registry program to connect artists, local small businesses, and organizations with building owners who have available and underutilized ground-floor storefronts.
- 10. Establish a Local Art Agency:** Local Art Agencies (LAA) are organizations that provide a wide range of programs and services to help support and enable arts and culture at the local level. LAAs are intermediaries, serving artists and arts organizations, local residents, visitors and other partners.

One of the benefits of an LAA is the ability to make grants to the local arts community, many times acting as a regranting agency. An LAA can receive funding from many sources, including local government allocations, grants from state arts agencies, grants from the National Endowment for the Arts, donations, membership dues, fees, and others. In many cases, LAAs are affiliated with a larger state agency, such as the Montana Arts Council. LAAs designated to operate on behalf of local governments can also receive and regrant funding through National Endowment for the Arts. Americans for the Arts provides detailed guidance and information on establishing a Local Arts Agency. The Arts Alliance (Greater Ann Arbor, MI) and ArtsBuild (Chattanooga, TN) are examples of LAAs that offer grants to local artists.

Heritage Interpretive Plan

The Downtown Missoula Partnership, Missoula Historic Preservation Office, and Historic Research Associates are partnering to develop a Downtown Heritage Interpretive Plan that would eventually recommend signage, tours, information kiosks, exhibits, and programming that focus around numerous ways to see the community from different viewpoints including public art, bicycle tours, local music scene, native use of the area, historic businesses, historic buildings, theatres, and any other aspect that the community identifies as important.

One of the key aspects of the Heritage Plan is to engage with the local tribes including the Pend d'Oreille, Salish, Kalispell, and Kootenai.

This Downtown Master Plan defers to the recommendations of the Heritage Interpretive Plan. All references to native art or patterns in the streetscape patterns should be filtered through the Heritage Interpretive Plan to ensure cultural sensitivity and artistic accuracy.

Potential canvasses to showcase native art by native artists:



Pattee Street Between Front and Main streets - Shared Street Concept



Front Street Between Ryman and Higgins Street - Shared Street Concept



Higgins Avenue underpass



Orange Street underpass

Economic Development

Focus on Development Potential

Summary of Market / Development Potential in Downtown

<u>Use</u>	<u>Forecast Period</u>	<u>Market Potential</u>
Retail	2 to 5 years	70,200 sf
Restaurant	2 to 5 years	30,600 sf
Market-rate Housing	5 to 10 years	300 to 700 units
Office	5 to 10 years	50,000 sf to 120,000 sf
Lodging / Hospitality	2 to 5 years	300 to 900 rooms
		100,800 sf

How Much New Development can Downtown Missoula Expect or Support? In order to guide the recommendations and strategies of the master plan with realistic market-driven expectations, a market analysis was performed to understand future growth in Downtown Missoula. Admittedly, there is no crystal ball for predicting new development, however, a study of Missoula’s demographics, consumer spending, and purchasing power was used.

The study area for the market analysis was focused on the Greater Downtown Missoula, also referred to as the *Missoula Downtown Master Plan Study Area* in this report.

The market analyses forecast four sectors:

1. Retail and Restaurant Development
2. Market-rate Housing Demand
3. Speculative Office
4. Lodging/ Hospitality

What will change look like? Physically, between five and ten new mixed-use buildings of four to six stories could absorb both the housing demand and the retail demand Downtown for the next ten years. Many factors effect housing demand Downtown and the market’s ability to deliver on that demand. Macro-economic and micro-economic forces, political and regulatory forces in the City and in the

County all affect housing demand and housing unit production.

If the Greater Downtown Missoula area can currently support so much then why haven’t these things been constructed? The purpose of the plan is to unlock market potential by helping envision the future, helping imagine public/private partnerships, and helping update the regulatory environment.

Does this projection include big projects in-the-works?

It does not. A retail, restaurant, hotel room, or office space would have to have been open for business in March of 2019 to be counted in this projection. Likewise, a residential unit would have to have had a Certificate of Occupancy and been for sale in March of 2019. This is important to note. The Riverfront Triangle Project alone is projected to include a conference center and:

- 25,000-square-foot anchor retail space and 10,000-plus square feet of boutique retail shops
- 250 residential units
- 50,000-plus square feet of office space
- 195-room, seven-story, full-service hotel

Source: GIS Business Analyst, 2018

Market-rate Housing Demand

The housing market in Missoula appears to have fully recovered from the 2007 to 2009 recession, with single-family development and multifamily units under construction, low vacancy rates, and moderate rental pricing¹.

A **Moderate Projection** of between **300 and 700 units** within the Greater Downtown Area in the next five to ten years is likely. Rental units are likely to account for 60% to 70% of the units created.

Over the past eight years, the population of Greater Downtown Missoula has grown slowly according to the US Census. The Greater Downtown Area went from 5,714 residents in 2010 to 6,064 residents in 2018, a 6% increase of just under 1% per year.

Conservative Projection: The number of homes went from 3,492 to 3,738 for a total of 246 units or approximately 31 housing per year between 2000 and 2018. Utilizing an annual (straight-line) growth rate consistent with actual population growth rates that occurred in the Greater Downtown area between 2000 and 2018, the pace of growth would yield 438 new residents and roughly 308 new housing units by 2028 (assuming that the average household size of 1.4 remains unchanged) for a total of **31 housing units** per year.

Aggressive Projection: However, between 2008 and 2017 the Downtown saw a surge in new housing development. The ROAM Student Living building and the Sawmill District Development are expected to add roughly 1,200 new units at completion. Specifically, in the City of Missoula, between 2008 and 2017 the Downtown saw roughly **65 permits per year**. A total of 582 dwelling unit permits out of 2,178 were in the Downtown. This was a total of 26.7% of Missoula's permits according to the City of Missoula Building Permit Data (2008 to 2017). Given the fact that so much of the "surge" was student housing and University of Missoula enrollment has been decreasing in recent years, 65 permits per year, and 700 units total (given compounding population) should be considered an aggressive projection.

Retail & Restaurant Development

The Greater Downtown Missoula can presently support an additional 100,800-square-feet of retail and restaurant development. This new retail demand could be absorbed by existing businesses and/or with the opening of 30 to 50 new stores and restaurants².

1 Note that this section focuses on Greater Downtown Missoula (the Master Plan Study Area) and not the City of Missoula. A description of the housing market in the City and County can be found in the plan *MAKING MISSOULA HOME: A Path to Attainable Housing (2018)*

2 The typical size of a new store or restaurant in the Downtown is 2,000 SF with occasional 3,000 SF to 5,000 SF establishments.

WHAT ACTIONS ARE NEEDED TO CREATE IMMEDIATE DEVELOPMENT MOMENTUM?

The Plan Describes:

CATALYST PROJECTS

Public and private projects that have the potential to stimulate significant momentum

REGULATORY UPDATES

Yearly updates to the Land Development Regulations and Zoning

TRANSPORTATION PROJECTS

Public projects increase local spending capacity and quality of life

QUALITY OF LIFE PROJECTS

Public amenity projects that attract private investment to surrounding areas and preserve the natural environment unique to Missoula

This could include:

- 1 to 2 Apparel & Shoe Stores
- 10 to 15 Restaurants & Drinking Establishments
- 1 to 2 General Merchandise Stores
- 1 to 2 Electronics and Appliance Stores,
- 2 to 3 Sporting Goods & Hobby Stores
- 1 to 2 Hardware Stores, and
- An assortment of other retail offerings.

Hotel Market

Over the next 5 years, the lodging/hospitality market analysis suggests a demand for 300 to 900 rooms in the Greater Missoula Downtown area. The surge in hotel operators which follows a Downtown resurgence has simply not occurred yet in Missoula. However, projecting existing trends forward Missoula can expect a great deal of interest in lodging and hospitality.

Three lodging options have opened or been renovated in the Downtown since the 2009 Downtown Plan including the DoubleTree Hotel, Holiday Inn, and the Residence Inn by Marriott. There are also numerous other smaller lodging options that cater to people visiting the university or just passing through.

AirBNB is also popular in the option and side business for many people in the City of Missoula. This caters primarily to people that spend extended time in the City, particularly in the summer months.

Office Market

The market analysis suggests that there is demand for new conventional office space in the Greater Downtown Missoula area over the next five to ten years. Space for conventional office is available outside of the Downtown, in the City and County, at relatively inexpensive rates. However, certain banking, financial services, government, healthcare, and professional offices continue to seek Downtown locations.

A range of 50,000 to 120,000 square foot is possible. Office buildings are generally classified into one of three categories: Class A, Class B, or Class C. Realtors interviewed as part of the market study reported that Class B office is especially in demand.

Summary of Market for All Retail Uses

3,900 sf	Apparel & Shoe Stores
23,100 sf	Department Store Merchandise
1,700 sf	Electronics & Appliance Stores
1,100 sf	Florists
3,800 sf	Furniture Stores
1,700 sf	General Merchandise Stores
3,000 sf	Hardware
1,400 sf	Home Furnishings Stores
2,700 sf	Jewelry Stores
1,500 sf	Lawn & Garden Supply Stores
6,500 sf	Gift Stores
9,800 sf	Pharmacy
4,600 sf	Specialty Foods
5,400 sf	Sporting Goods & Hobby Stores
70,200 sf	Retail Total

Summary of Market for All Restaurant Uses

12,200 sf	Full-Service Restaurants
14,400 sf	Limited Service Eating Places
4,000 sf	Special Food Services (Food Market)
30,600 sf	Restaurant Total

100,800 sf Retail & Restaurant Total

Offices are a valued part of any Downtown. To advance efforts to attract office, work to find appropriate incentives to secure new office development. These may vary and could include zoning, entitlements, and infrastructure assistance.

Best Short-Term Opportunities for Retail



Restaurants
30,600 sf



Food Market
4,000 sf



Hardware
3,000 sf



**Department
Clothing &
Jewelry**
23,100 sf



**Furniture &
Home Décor**
3,800 sf



Pharmacy
9,800 sf



Hobby
5,400 sf



Florists
1,100 sf

Build Tourism

Tourism comes in many forms. Tourism development can help retain, enhance, and attract jobs while adding to the local quality of life. Missoulians seek visitors who will connect with Missoula, and respect both its surroundings and local lifestyle.

Cities often misunderstand the role tourism plays in economic development. Tourism provides jobs that often don't require advanced degrees, a chance for entrepreneurship, flexible schedules, and an enviable work-life balance. In places with the vast natural beauty of Missoula, tourism provides "dream jobs" for people seeking alternatives to corporate-office or national-chain work environments.

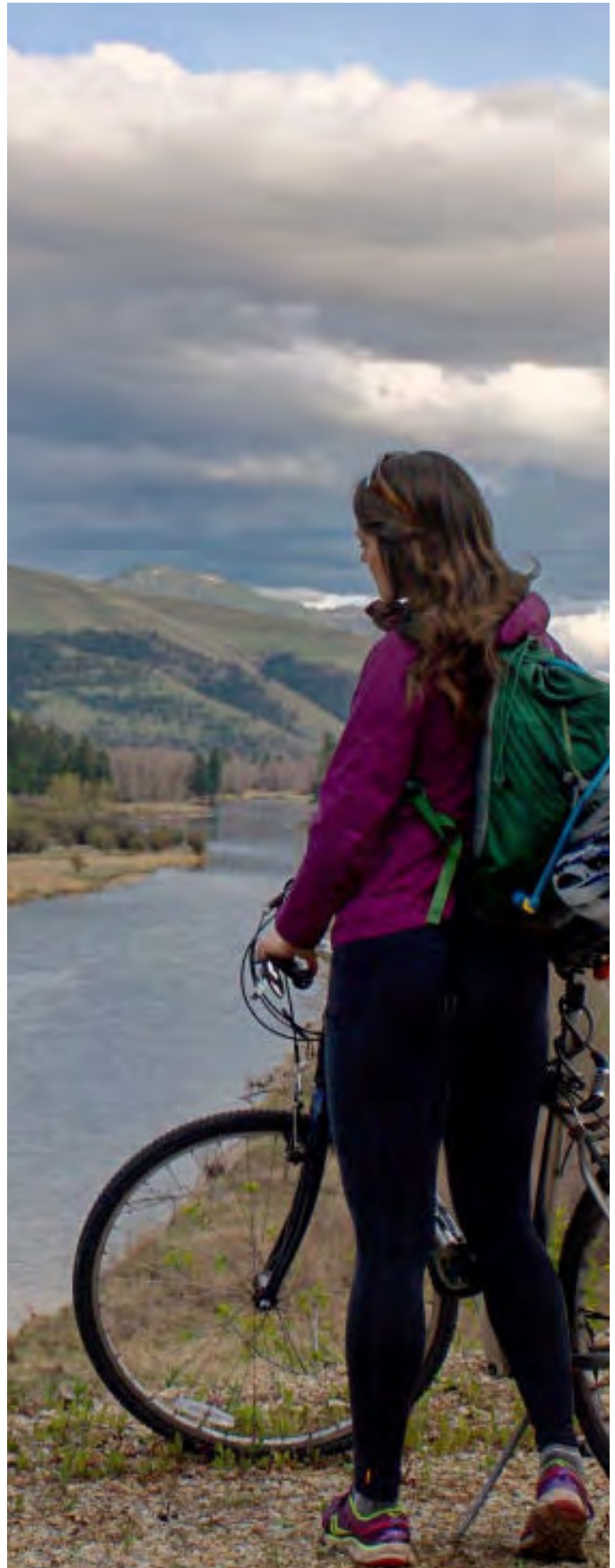
Invest in Tourism Locally-Unique Infrastructure

Cities play a part in building tourism. Infrastructure that helps to establish an area as a unique place also supports tourism development. To that end, signage for historical events and buildings, art exhibits, lighting, biking and hiking trails and interpretive exhibits in the Downtown are essential components to the area's development.

In addition, there's no reason that lamp posts, crosswalks, benches and sidewalks can't be designed to reflect the art from the many cultures in Missoula. The more photographically distinct the area, the easier it will be to not only establish the area as a tourism destination, but also to generate self-sustaining (and free!) marketing through social media posts from visitors, travel bloggers and others. The important thing is to proceed with care and to be inclusive and culturally sensitive.

Create a Tourism-led Economic Development Vision

Destination Missoula and the Missoula Tourism Business Improvement District lead the creation of tourism plans for the City and their efforts should be informed and supported by the City, Downtown organizations, and Downtown stakeholders.



The Optimal Kind of Tourism

- Locally-owned (or, at least, locally-accountable)
- Local-serving (as well as visitor-serving)
- Provides living wages and a healthy work-life balance
- Small scale; the local economy should not be wholly dependent on tourists
- Doesn't exasperate inequity by raising prices (especially housing prices)

Consider the Concept of “Downtown Trails”

Consider how the tourism market could be supported if, as examples, the craft beer tourism niche, the native history niche, or the literary niche, could be supported by establishing **Downtown Trails** that involved outdoor hikes and cultural activities. Montana is known for its Rocky Mountain Trails.

Whether it be lodging, food, entertainment, or art, the Downtown Trails would have multiple options all along their lengths. The Downtown Trail development process can also help to highlight gaps in the market's offerings. For example, when planning a Downtown Trail, it can become obvious that the travel time between two locations is long or should be broken up. In this case, the “gap” or “missing experience” can help to stimulate conversations with investors and local residents about how best to add to the inventory of experiences.

Destination Missoula describes the City this way:

“Nestled in the Northern Rockies of Montana, surrounded by seven wilderness areas and at the confluence of three rivers, Missoula is an outdoor enthusiast's dream. You can kayak, raft or tube through downtown or take a relaxing hike in 60,000 acres of wilderness minutes from your hotel. Missoula is known for its blue-ribbon trout fishing (made famous by *A River Runs Through It*) and spectacular natural beauty. The outdoor recreational opportunities are limitless.”



Create an Entrepreneurial Ecosystem for Technology

The field of high tech is growing and locating in new cities. Growth in first tier markets is becoming increasingly constrained by rising land costs, development costs, housing costs, and time-consuming approvals processes. New growth is shifting to secondary urban downtown markets.

- **Late Stage Cities:** San Francisco, Silicon Valley, and the Seattle-Bellevue areas are still growing but they are in the later stages of development and unlikely to be home to a newly emerging company.
- **Early Stage Large Cities:** Other places that are in the early stages of tech growth include New York, Boston, Austin, Chicago, Dallas, Portland, Denver, Los Angeles, Pittsburgh, San Diego, and Miami. Many large tech employers have located in these cities.
- **Early Stage Small to Mid-Size Cities:** Places more comparable in size to Missoula include Cincinnati, Nashville, and Baltimore. In these cities, entrepreneurs employ 5 to 20 employees in Downtown locations.

Could Missoula make the list? Cities seeking to attract high-tech talent and spur innovation are focusing on their livability, density, transit, amenities, open space, arts, and culture. Work in these spheres help every aspect of economic development, however attracting tech and growing tech requires specific, additional actions.

Stage One: Downtown Start-ups

The quality-of-life and easy access to nature attracts small start-ups who work from home. Sellable products or services start to be created in the Greater Downtown. Tech business owners look to open small- and mid-size footprint shops.

Action One: High tech companies accounted for more than 20% of major leasing activity by square footage through the first half of 2014 ¹. However, unlike other uses, tech is less likely to locate in large suburban developments.

High tech office searches focus on places where smart people are connected by urban density so that they can learn from each other and work with each other. The closer to the University the better. Incubator spaces and accelerator spaces support nascent technologies. Zoning must allow for High-Tech and this typically requires an allowance for light industrial uses in the zoning. The zoning district is usually called *Urban Industrial*.

Stage Two: Downtown start-ups grow.

Start-ups expand their products and services, expand their market, and need more talent.

Action Two: Work with the University to help match curriculum to foster the local tech industry. Finding talent is the biggest concern for most Tech companies and cities can't grow their tech industry unless their local universities supply trained employees. The number of students graduating annually with STEM (Science, Technology, Engineering, and Mathematics) degrees is less than the number of jobs created in Tech. In 2009, only 300,000 STEM degrees were earned despite the creation of 17 million estimated jobs in all STEM jobs in 2013.²

Stage Three: Local tech offices begin to develop the second or third generation of their products.

Companies have a multi-national reach. Very likely to go public with an Initial Public Offering (IPO) or become acquired.

Action Three: Designing for growing High-Tech is less about place-making and more place-keeping. Mark Zuckerberg began Facebook in a dorm room at Harvard. Soon he moved to a house with an office garage. Like a hermit crab, Facebook outgrew one space after another in different places in the San Francisco Bay area and Silicon Valley until its firm's headquarters in Menlo Park was over 500,000 square feet and 35,000 employees. If that physical growth occurred in a single Downtown it would have been entirely destructive to the urban fabric. While Facebook is the most extreme of possible examples the lesson applies. No new business can be allowed to grow to a size incommensurate with the Downtown.

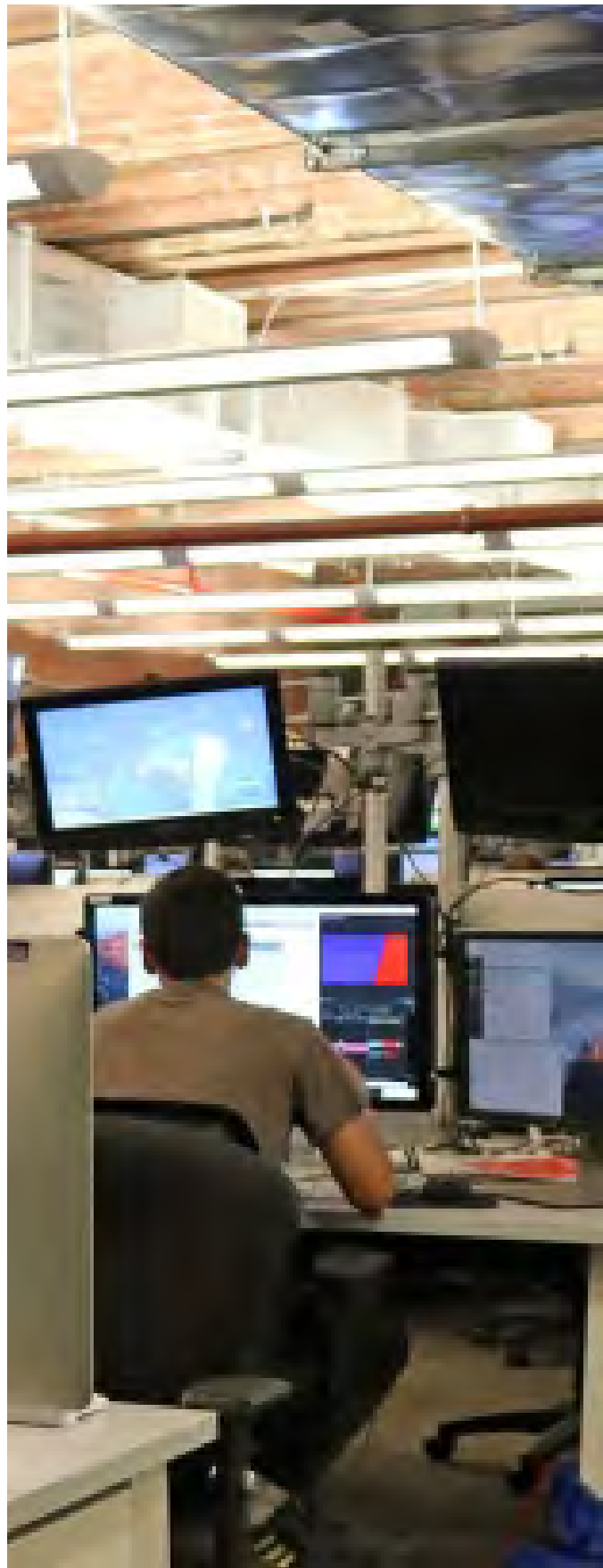
1 Source: Bureau of Labor Statistics

2 Jones Lang LaSalle 2014, "High Technology Office Outlook in the United States."

The larger a single business becomes the larger the perimeter and the harder it is to keep the building's facade interesting and the street active. Downtown campuses cannot be allowed to eliminate streets, tear-down historic structures, and rename areas in a way that erases local history.

Stage Four: Local Tech firms become established businesses with complete corporate organization.

Action Four: Tech needs to give back to the community. Tech is uniquely capable of benefiting the community. Firms that make a commitment to local job training and education “fit in” with Missoula culture.



Makers & Entrepreneurship

The success of the Missoula Summer MADE fair points to another opportunity to grow local entrepreneurship and talent. The MADE fair is a modern handcrafted market with over 200 local artists & makers. The MADE fair's mission is to increase awareness of handmade goods as an alternative to mass-produced items and support local and regional small craft business by providing a place to sell their goods. The MADE fair provides opportunities to artists of all levels from the hobbyist to the professional.

Maker culture is interested in all variety of creation and places a strong emphasis on learning and using practical skills and applying them to design. One aspect of maker culture is concerned with technology and includes engineering-oriented pursuits such as electronics, robotics, and 3-D printing in addition to more traditional activities such as metalworking, woodworking, and pottery. High technology makerism can help grow an ecosystem of technology and entrepreneurship.

Makerspaces provide room for maker activities. They are places for local entrepreneurs to gather and collaborate. In addition to shared hand tools and social spaces they may provide computers and Cloud computing, digital fabrication, and access to online funding platforms. The federal government has started adopting the concept of fully open makerspaces within its agencies, the first of which (SpaceShop Rapid Prototyping Lab) resides at NASA Ames Research Center.¹

Entrepreneurship is essential to the growth and dynamism of cities and maker culture and makerspaces can help creative entrepreneurs. The maker movement encourages product designers, and generates diverse networks which led to new ideas and innovative thinking. Makerspaces lower the costs for prototyping by allowing tools and technology to be shared, and this helps attract outside funding and build sales. This report identifies potential locations for makerspaces and policies that would support local maker culture.



Photos courtesy of missoulamadefair.com

1 Mazhari, Alex (2015-02-26). "NASA Ames SpaceShop". NASA. Retrieved 2016-05-26.



Makerspace

What can a city do to support maker culture and makerspaces? Makerspaces often require the zoning district that allows light industry, like *Urban Industrial* or *Maker Village*. Does the Downtown zoning allow for makerspaces?

The creation of local historic districts will also protect the small to mid-size buildings that makers tend to choose. The adaptive reuse of historic buildings can be encouraged by waving parking requirements for historic structures.

The map above identifies blocks with multiple small historic structures that are not currently protected by a National Register of Historic places designation. The map above attempts to distribute the makerspaces where rents are less expensive. However, there are few places in Downtown Missoula that wouldn't be fit for a makerspace.

Historic Preservation in Missoula

Development History

Missoula was originally inhabited by native tribes until first contact with Westerners Lewis and Clark in 1805 as they crossed through the Missoula Valley. It would take 55 years for the first western settlement to be founded in 1860. The Hellgate Trading Post was established west of Downtown, off Mullan Road. The operation was then moved to the current location in Downtown which offered closer proximity to a consistent streamflow for the construction of Missoula Mills. The area rapidly developed after the city became a hub of the Northern Pacific Railroad in the 1880s.

Numerous public building projects cemented the City in its current location with projects like the construction of the first Higgins Avenue bridge (1873), and the opening of St. Patrick Hospital (1873), the openings of the first telephone exchange (1884), the Missoula Public Library (1894), and the University of Montana (1895).

Missoula continued its growth and development while acknowledging the importance of preservation. Historic preservation in Missoula is not just preserving buildings but it is also preserving views, parks and open spaces. In 1995, the City electorate approved a \$5 million Open Space Bond for the preservation of open space and natural areas in and around the City.

The City of Missoula understands the intricacies of historic preservation and strives to facilitate information and resources for its citizens so that Missoulians can participate in maintaining the charm and architectural character of the town while still allowing adaptive reuse.

Investing in the preservation of historical architecturally significant structures contributes to the sense of place, which in turn manifests in a stronger, well defined sense of community.

Historic Preservation Protections

The Historic Preservation Commission (HPC) was created in 1989 and is charged with establishing a local historic preservation program. A Historic Preservation Officer provides city staff assistance to the Commission. The HPC has several tools for protecting historic resources including:



Federal Building (1907)



Missoula Carnegie Library (1903)

- 1. National Register of Historic Places:** The city is home to 62 commercial and residential buildings that are listed as historic structures. The National Register of Historic Places is the official list of our country's historic buildings, districts, sites, structures, and objects worthy of preservation. It was established as part of the National Historical Preservation Act of 1966 and is overseen by the National Park Service. A National Register designation itself is no protection against demolition.
- 2. Historic Preservation Permits (HPP)** are required for alteration or demolition of historic structures on the National Register of Historic Places. The HPP can be appealed to the City Council and ultimately to District Court. The City rewrote the Demolition section of this portion of the code to require proof that economic hardship is actually occurring as a result of a historic designation.

Historic Resources

There are supportive preservation initiatives at the local, state, and regional levels and local programs which raise awareness of local historic assets.

Preserve Historic Missoula (PHM): A non-profit that to educate the citizens of Missoula and Western Montana in the appreciation of the educational, historical, architectural, scientific, and aesthetic significance of their environmental heritage, including historic sites, buildings, structures, objects, and districts and prehistoric sites. Funded by the Missoula Community Foundation, a non-profit philanthropic organization, the PHM maintains Missoula's Most Endangered Historic Sites list.

Montana State Historic Preservation Office (SHPO): The Montana SHPO works to promote the preservation of our state's historic and cultural places. We encourage people across the state to identify, document, recognize and protect the heritage sites of Montana, preserving our rich cultural landscape for generations to come.

Montana Historical Society: Governed by a 15-member board of trustees appointed by the governor, the MHS works to preserve representative historic resources across the state, including: Architecture, photographs, oral history, artifacts and books. In addition, the MHS provides educational and public programming, reference services, museum exhibits, and publications that help interpret Montana's past to a broad public.

Montana Archeology Society: An organization formed in 1958 that is open to professional and amateur archeologist promoting research into the archeology of Montana. Its primary purpose is to promote interest for archeology, as well as advocate and assist in conservation of archeological sites and findings. The society also has a biennial publication called Archeology in Montana, which publishes results of archeological research in the state.

Montana Preservation Alliance: Formed in 1987, the MPA is an organization promoting historic preservation through advocacy, restoration workshops/trainings, outreach and education. This organization empowers communities and individuals with the tools required to be successful in the field of historic preservation across the board.

TUES, 5/1
Historic Pub Crawl
Join Preserve Historic Missoula for the third annual Historic Preservation Month Pub Crawl! Meet at the Montana Distillery, 631 Woody St., at 5:00 PM, followed by Charlie B's and a private tour of the Montgomery Distillery.

THURS, 5/3
Awards Party
Join the Missoula Historic Preservation Commission and Preserve Historic Missoula in celebrating the 2018 Historic Preservation Award winners for a special ceremony at The Public House, 130 E. Broadway at 7:30 PM. Award recipients include Stan Cohen, Jim Azzara, Heritage Timber, the Nexy, Western Cider and the Lincoln Schoolhouse. Light fare and beverages provided.

FRI, 5/4
First Friday Pop-up Museum
Celebrate National Historic Preservation Month at Unseen Missoula's first pop-up museum. Explore historic art, artifacts, photos, newspapers and more (such as the entrance to the underground steam tunnels) in the lower level of the Hammond Arcade, 101 S. Higgins, 5:00 PM - 8:30 PM.

SAT, 5/12
A.J. Gibson Bike Tour
Historic Preservation Month and Bike Month meet for the A.J. Gibson architectural bike tour. This tour will discuss Missoula's A.J. Gibson buildings in the Downtown and Southside Historic Districts, including his personal home on 2nd St. Meet at 1:00 PM in front of the Missoula County Courthouse, 200 W Broadway.

SAT, 5/19
Workshop: Historic Building Assessment at the Moon-Randolph Homestead
Documentation and condition assessments are critical first steps in the preservation of historic structures. This work requires the use of a variety of tools and methods working together for a comprehensive assessment of the building that will guide future work. Key to their success is having a systematic approach prior to and during the recording process and understanding - where to start, what to look for, and what methods are available. During this session we will look at the various steps and processes used, the basic recording tools used in the field, how to take the necessary photos, and key areas of structures that one should look at. The session will break up into small groups and walk through documenting a few of the buildings on Moon-Randolph Homestead. Meet at 1:00 PM at the Homestead, 1515 Spurlock Road.

2018 MAY HISTORIC PRESERVATION MONTH

MISSOULA HISTORIC PRESERVATION

Preservation Month activities for May, 2018

May Preservation Month: Provides programming to help engage a wide range of audiences including: the Historic Pub Crawl, a pop-up museum, bike tours and community awards.

Unseen Missoula: The Downtown Missoula Heritage Program (Unseen Missoula) is a partnership of the Missoula Downtown Association, Historical Museum of Fort Missoula, City of Missoula's Historic Preservation Office, and Historical Research Associates. Unseen Missoula offers historical guided walking and pedaling tours.

Missoula Legacy Business Recognition Program: Missoula is recognizing its oldest businesses, for 100 or more years, for their contribution to the community as valuable cultural assets. The registry of businesses is a tool for providing educational and promotional assistance to Legacy Businesses to encourage their continued viability, awareness and success.

Enhance Historic Preservation Efforts

Additional Tools for Preservation

Missoula currently has 62 “listed” historic buildings within seven National Historic Districts (NHDs), though not all of them are located within the Downtown boundaries. Only buildings listed in the National Register of Historic Places can be said to be protected. Hundreds of historic structures are not listed and could be demolished without an applicant ever having to appear before the Historic Preservation Commission (HPC) or City Council. This section recommends updates to Missoula’s preservation program.

Current Protections

The National Register of Historic Places (NRHP) is the protection process for historic places under the National Historic Preservation Act of 1966, and is the only judicial process the City has to operate under within the Constitution. The NRHP is solely advisory, and offers a set of guidelines (called *the Secretary of the Interior’s Standards for Historic Preservation*), for property owners to follow when altering or demolishing a contributing or listed property. Those guidelines are only enforced when a federal spending occurs, or when an individual city has enacted a local ordinance, which is overseen by a Certified Local Government (CLG), with a Historic Preservation Office and Board of Commissioners.

Missoula is a CLG, and the City’s ordinance stipulates that only individually listed property owners are required to apply for an Historic Preservation Permit (HPP), when altering or demolishing. The HPP is the City’s local process for operating under the NRHP, which includes counseling with the Historic Preservation Officer and appearance before the Historic Preservation Commission, who ultimately denies or approves the permit. That said, the applicant can appeal the decision of the Commission by taking it to City Council. The general NRHP process was built as a mitigation procedure, in hopes of reaching a compromise, while allowing for private property rights.

Multiple Resource Area Nomination

One way to increase the number of “protected” historic structures is to submit a Multiple Resource Area nomination that would add to the number of “listed” historic buildings. The City of Missoula could submit an application which involves several

properties. The Bozeman Multiple Resource Area nomination in 1987 included 634 contributing properties found within the eight historic districts (though far less were ultimately designated). The application is submitted to the State SHPO and United States Department of the Interior National Park Service.

This process needs to involve property owners, elected officials, and the public. The Historic Preservation Commission and Officer must articulate the benefits of creating a local historic district. Maximum public involvement will minimize controversy. Consider labeling the effort “Save Downtown” or something equally attention-grabbing to convey a sense of importance, mission, and momentousness.

Local Historic Districts

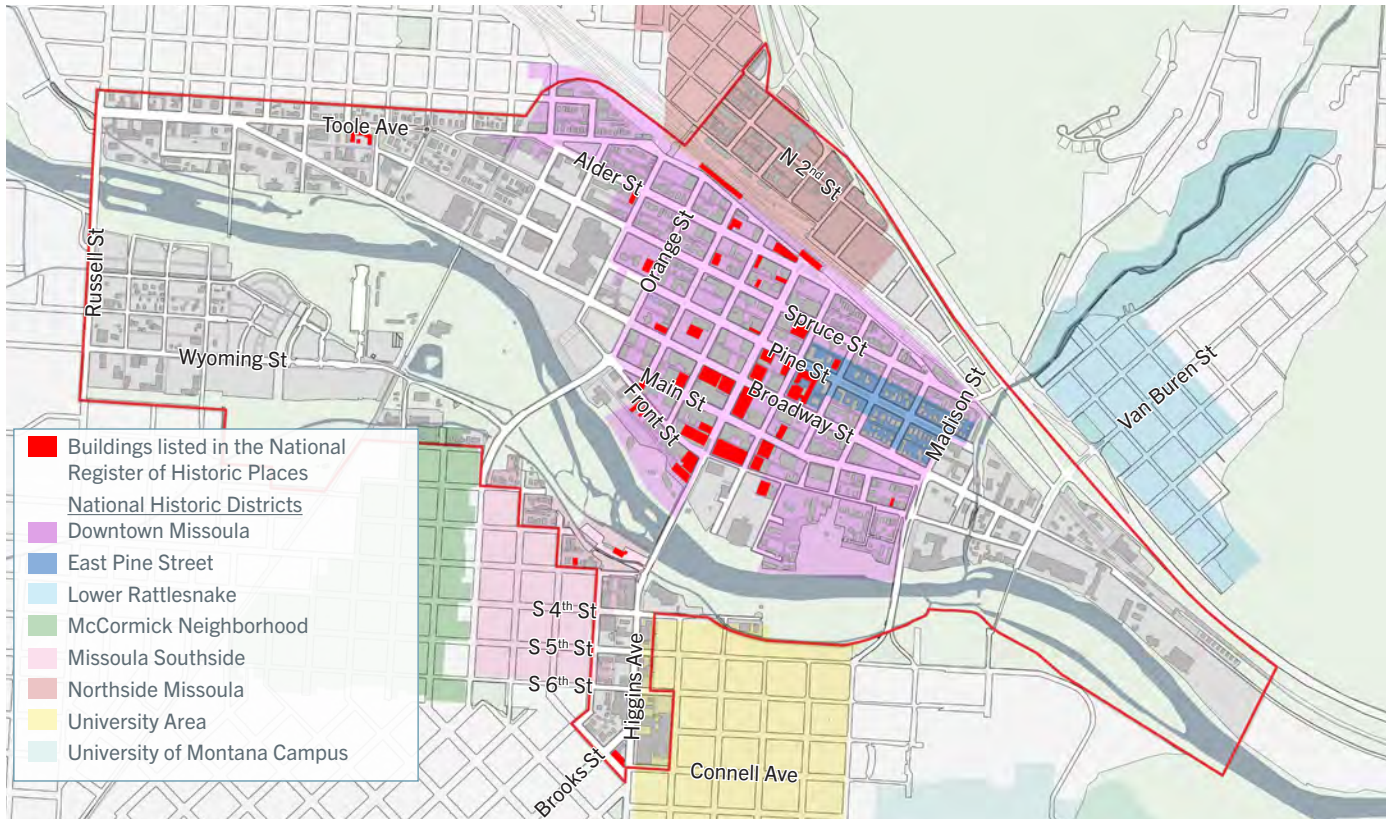
A Local Historic District is recommended for the core of the Downtown. A Local Historic District is an area in the city designated by a local ordinance for preservation. A Local Historic District covers a wide area, like Downtown, and by adopting a Local Historic District all the structures within the district would be identified as either **contributing** or **non-contributing**. Contributing structures are key to a historic district’s historic associations and historic architectural qualities. Contributing structures would require a Historic Preservation Permit from the Historic Preservation Commission.

Missoula would then be in charge of its own historic preservation. Design review would be based on local district designations and individual designations rather than National Register status.

This is the preferred approach to preservation used by local governments across the country. That said, in Montana, Butte is only city so far to adopt a Local Historic District to protect the Butte-Silverbow Historic District in 2015.

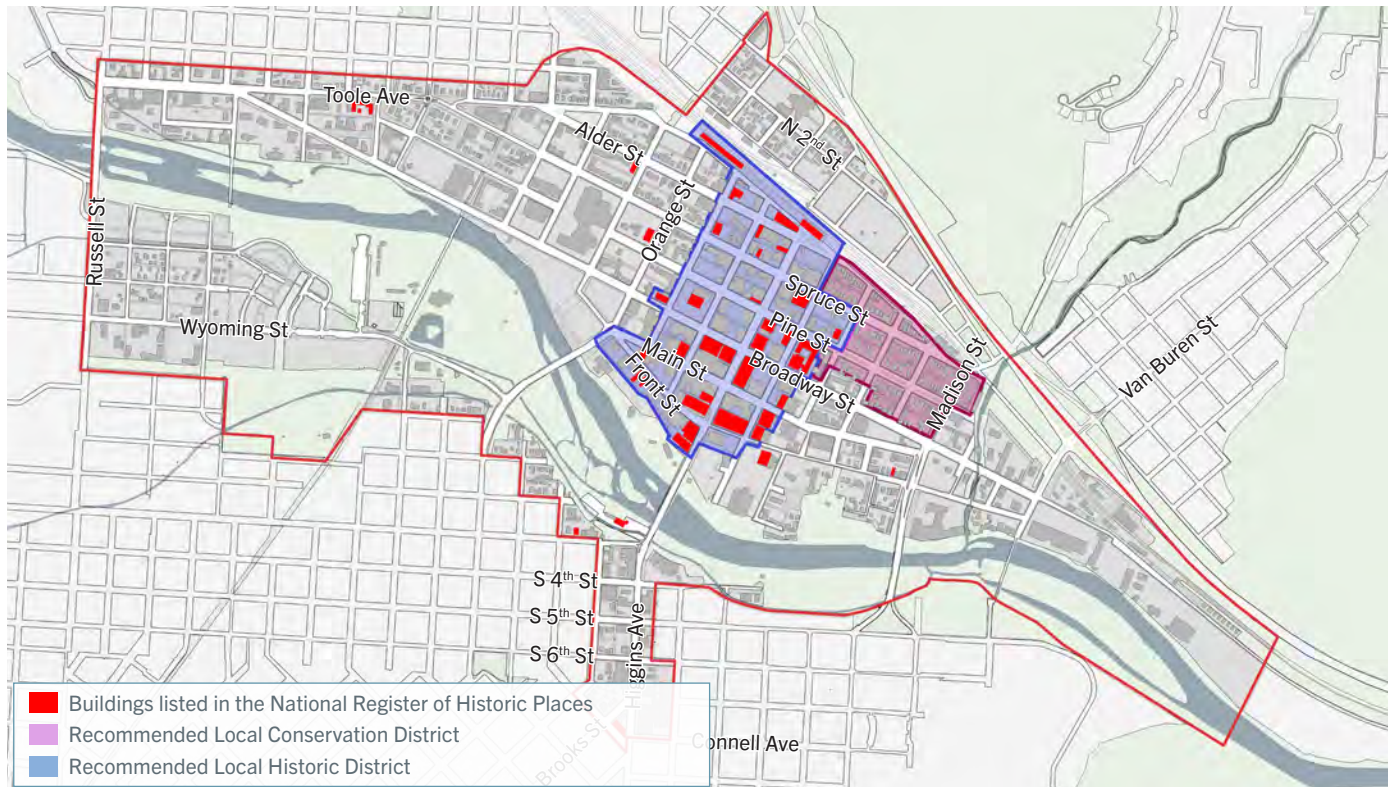
A local historic district is generally “overlaid” on the existing zoning classifications in a community. Therefore, a local district commission deals only with the appearance of the district, not with the uses of those properties.

Existing Protections



Only buildings listed in the National Register of Historic Places can be said to “be protected.” Downtown Missoula has many National Historic Districts, however, because hundreds of historic structures within the district are not “listed” demolition is possible without consulting the Historic Preservation Commission (HPC) or City Council.

Recommended Additional Protections



Missoula should consider adopting a Local Historic District and a local Conservation District to better protect existing historic resources.

New Construction in a Local Historic District

Non-contributing structures can often be demolished without local oversight. When it comes to contributing historic structures an owner's right to improve their property and adapt it to changing times must be acknowledged. Significant alterations to contributing structures would need to follow specific design guidelines to ensure that new construction is in keeping with the historic character of its surroundings. At the same time, while additions to historic buildings should align with the characteristics of the existing structure they should remain distinct as not to mimic or falsify historic architecture features.

Local Historic District Design Guidelines

Design guidelines are a preservation and redevelopment management tool used to help retain the historic character of a designated historic district. Design guidelines establish the architectural character context of a historic district by identifying and categorizing existing historic properties and resources. They provide guidance addressing alterations and improvements to those historic properties, for new construction and development, for regulating demolition and dealing with neglected properties, and also recommendations for appropriate maintenance practices. They serve to guide individuals, businesses, architects, designers, as well as the local historic commission, in making consistent and objective decisions involving work and development within the historic district.

Demolition-by-Neglect Ordinances

"Demolition by Neglect" is the term used to describe a situation in which a property owner intentionally allows a historic property to suffer severe deterioration, potentially beyond the point of repair. In order to prevent demolition by neglect, a number of cities have adopted ordinances requiring property owners to properly maintain historical buildings.



Fred T. Sterling House (1912) - 1310 Gerald Avenue
Added to the National Historic Register in 1983.

Neighborhood Conservation Districts

A Neighborhood Conservation District is proposed for the Downtown neighborhood located between the Railroad tracks and Pine Street. A Neighborhood Conservation Overlay District is a zoning tool used to preserve, revitalize, protect, and enhance significant older areas within a community beyond what is specified in the standard code.

The Conservation District does not have as many protections as a local historic district but does offer some protections. The Conservation District would preserve the historic block and street network as well as the primary residential use of the area. The size and scale of new buildings would have to be in scale with historic structures, however they would not be required to meet all local requirements. These areas would be eligible for historic plaques and signage, and CDBG money could be used in the area.

Historic preservation protects affordable housing. Naturally occurring affordable housing that does not require subsidization are typical in historic districts. Protecting older structures often means preventing evictions of long-time locals. This is especially true in the area between the Railroad tracks and Pine Street.

Finalizing Boundaries

The map included in this section and labeled “Recommended Additional Protections” shows a starting point for a Local Historic District and Neighborhood Conservation District. Further study may be necessary to determine the exact boundaries of any new districts.



Masonic Lodge (1909) - 120-136 East Broadway Avenue. Added to the National Historic Register in 1990.

Economic Benefits of Preservation

Tax Incentives: If a property is listed in the National Register, certain Federal tax provisions may apply. The Tax Reform Act of 1986 allows property owners to credit 20 percent of the rehabilitation costs against their federal tax liability for the substantial rehabilitation of income-product properties. Work must meet certain standards and be reviewed and approved by the State Historic Preservation Office and the National Park Service.

Historic Preservation Fund (HPF): The City should consider the creation of a HPF that would enable owners of historically contributing properties to restore historic details on their properties. The City should create a selection committee that would review applications from property owners. This committee would be charged with reviewing improvement plans, before the use of funds are approved. The selection committee would make their recommendations to the City Commission, who in turn would approve or deny the application for funds.



Marsh and Powell Funeral Home (1930) - 224 West Spruce St. Added to the National Historic Register in 1983

10 Steps to Establish a Local Historic District from The National Trust for Historic Preservation

One way to protect a place's history, culture, and values is to establish a local historic district. Simply listing important places on the federal register isn't enough to prevent demolition. In fact, most legal power to protect historic places rests chiefly with local government.

A local historic district is an entire area or group of historic structures deemed significant to the city's cultural fabric that are protected by public review. This can include downtown commercial areas, main streets, waterfront districts, and residential districts.

1. Consider the whole package.

Whatever the goal for your community, keep in mind that historic district status is simply one tool to protect community character and should be used in combination with other planning and revitalization strategies.

2. Recognize the district's associative value and economic advantages.

Keeping buildings, sites, and objects around for future generations to appreciate is one of the deepest justifications for historic preservation. In addition, well-preserved and revitalized historic districts can give an older area an economic boost.

3. Make a compelling case.

Clearly articulate the benefits of creating a local historic district to government officials. More importantly, help property owners fully understand what designation will mean for them, since their property use will in some ways be restricted. Robust presentations and discussions up front can minimize controversy later.

4. Form a broad-based task force.

Bring together community members who are hard workers, civic-minded, supportive, and willing to learn. Get the local governing body to pass a resolution officially recognizing the task force. The group then becomes the primary driver for creating the local district, and may even position some of its members as candidates for appointment to the preservation commission.

5. Launch a public awareness campaign.

Begin early to build public and political support. Creating a district will affect and interest a wide range of citizens, so target your outreach to diverse groups, including elected officials, media, the business community, religious leaders, and schoolchildren. Make sure your education materials are clear, concise, and easy-to-understand.

6. Ally with a local nonprofit preservation organization or historical society.

These types of groups are often the most logical to coordinate district supporters' activities. They can help educate constituents, organize lobbying efforts for preservation legislation, conduct historic resource surveys (see next tip), poll residents, provide staff assistance, and more.

7. Identify and gather information on your community's historic resources.

This step, captured in a historic resource survey, produces a working inventory of sites and structures that informs judgment about where, what size, and how many historic district designations should be made.

8. Set the district boundary lines.

Consider the relationship between natural and man-made features; how does that relationship inform the district's character? Analyzing the potential district in this way then guides decisions around setting appropriate boundaries, and takes into account a variety of historical, visual, physical, political, and socioeconomic factors.

9. Go through the design review process.

A compulsory or mandatory design review program is most common, and requires property owners to follow established design review guidelines (just as they're required to follow building and fire codes, for example). Sometimes the guidelines are advisory and incentive-based, while other times communities follow a combined approach to make regulations and ordinances more palatable.

10. Keep educating even after historic district designation occurs.

The most effective community education programs are continuous, and it's especially important that the people who purchase property in a historic district know they're subject to restrictions. Some ways to do this include: educating real estate agents, adding district status to real estate listings, mailing designation notices and commission information with the annual tax or water bills, and forming neighborhood association "welcome committees" to share guidelines.

For more information see: savingplaces.org

A selection of National Register Historic buildings



Boone & Crockett Club (Milwaukee Depot) - 250 Station Dr



Northern Pacific Railroad Depot - 100 Railroad Street



Palace Hotel - 147 West Broadway



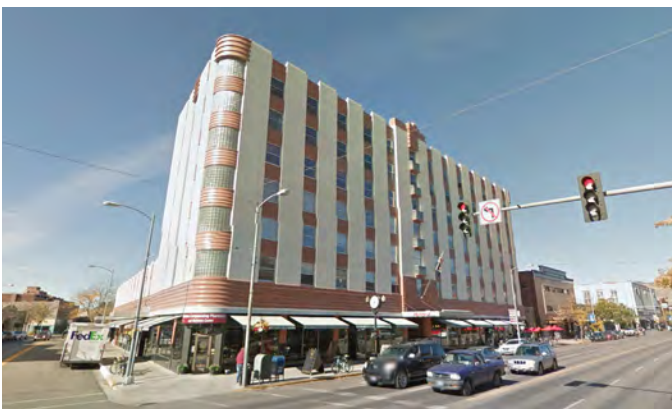
Higgins Block - 220-224 North Higgins Avenue



Forkenbrock Funeral Home - 234 East Pine Street



Atlantic Hotel - 519 North Higgins Avenue



Florence Hotel - 111 North Higgins Avenue



Hell Gate Elk's Lodge 383 - 112 N Pattee Street

A selection of highly valued contributing buildings that **don't have protections**



322 N. Higgins Ave



301 North Higgins Avenue



Howard's Apartments 145 W. Main Street



215 West Front Street



School Administration Building - 215 S. 6th Street



204 East Pine Street



Penwell Building - 107 3rd Street



216 E Main Street

Adaptive Reuse & Historic Building Additions



2-Story Commercial Addition in Manhattan by Backen & Gillam Architects



3-Story Residential Addition in Vienna by Josef Weichenberger Architects



St. Ann's Warehouse Conversion/Addition in Brooklyn by Marvel Architects

What is Adaptive Reuse?

In many downtowns and cities across the world developers and property owners are transforming historic structures; not only giving them a face-lift, but changing their internal uses as well. For example packing plants in New York City that are repurposed as theatres or residential lofts, a car factory in the Netherlands that is converted into a food hall, or even an old firehouse in Detroit that is transformed into a boutique hotel.

Not only is the practice of reusing historic buildings often the most sustainable option, but it also helps to preserve the unique character and authenticity of the surrounding neighborhood and revitalize areas that have been plagued by blight and disinvestment. Because it is sometimes cheaper to demolish and rebuild from scratch, rather than retrofit an old building, many cities have adopted **Adaptive Reuse Ordinances** to make these conversions more financially feasible. These ordinances provide developers pursuing such projects with incentives such as tax credits, expedited approvals, density bonuses, and parking reductions.

Adaptive Reuse Ordinances work with Local Historic District ordinances and have been very successful in revitalizing neighborhoods. The City Preservation Office is currently working on an Adaptive Reuse Overlay, which is expected to be implemented in 2019-2020.

Adding On To Historic Buildings

Sometimes, adaptive reuse projects include adding on to the existing historic structure. The images to the left are examples of modern additions included in adaptive reuse projects. Care should be taken when designing such additions, so that they do not deter from the existing architectural character of the building. The National Parks Service has published guidelines on how to modify or add on to historic structures in a way that keeps them eligible for listing in the National Register of Historic Places.

Illustrative Example – Missoula Textile Services Building New Addition

The following images show an example of what an adaptive reuse project and historic building addition could look like in Missoula. In this scenario, the Missoula Textile Services Building on Spruce Street, a one-story brick structure dating back to 1915, is converted into a residential loft with ground floor retail and commercial space.

Given that the existing business, Missoula Textile Services, has been in operation as a laundromat and dry cleaner for over 100 years, such a conversion could require a portion of the ground floor to remain in use for laundry and textile services that are compatible with residential uses above. If not compatible, the upper stories can also serve as creative or boutique offices. Notable in this example is the way in which the addition has been designed with the existing character of the building in mind. The newer, 4-story portion of the building has also been set back 20 feet from the edge of the existing ground level building.



Existing Missoula Textile Services Building on E Spruce and N Pattee Street



Potential Adaptive Reuse and 4-Story Residential Addition of the Textile Services Building.

Urban Renewal Districts

Missoula's Urban Renewal Districts (URDs) under the leadership of the Missoula Redevelopment Agency (MRA) have had much success in revitalizing areas across Downtown Missoula.

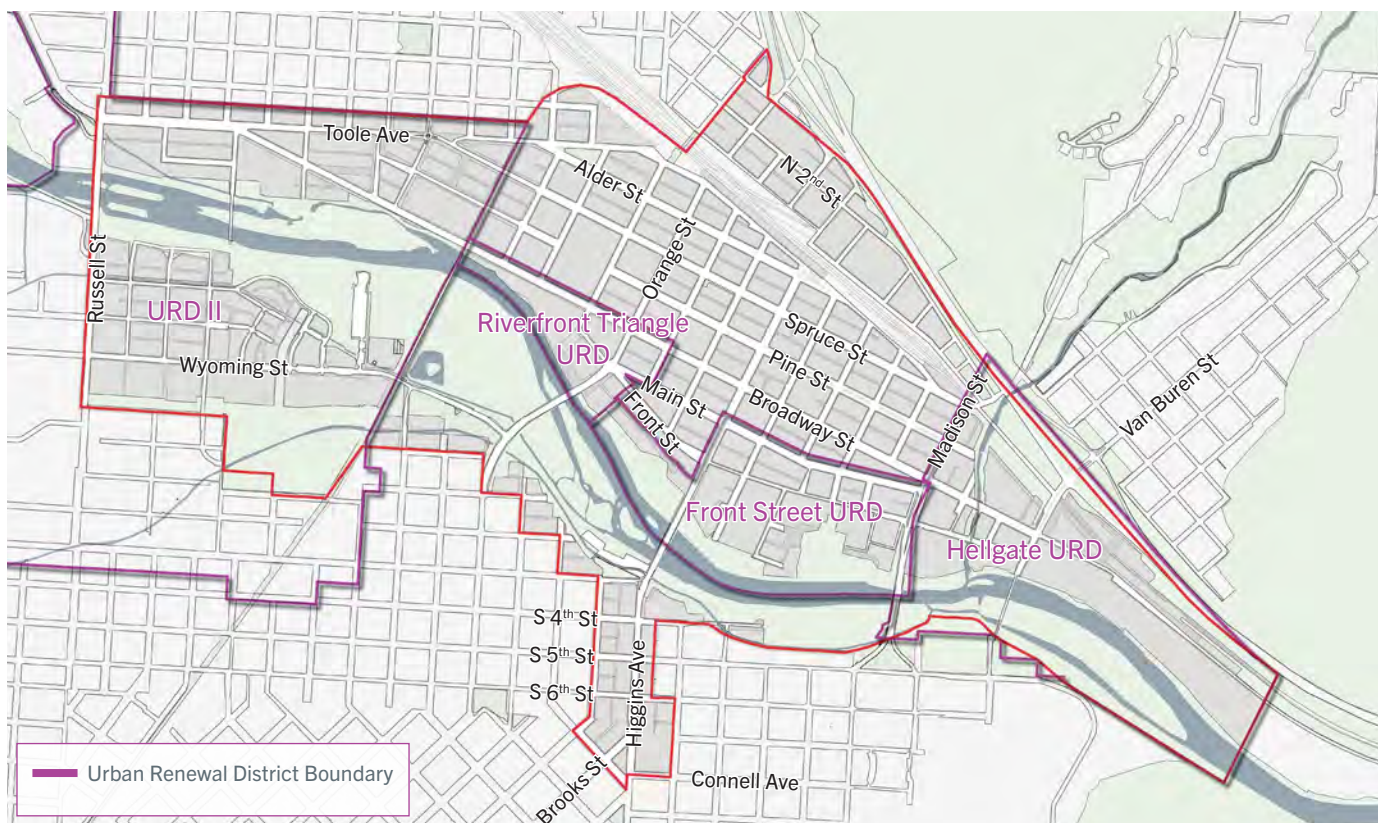
Within the URDs, the MRA partners with public and private entities to help improve economic vitality, create jobs, and encourage investment. The MRA can also invest in public improvements like parks, trails, streets, and sidewalks.

MRA is funded primarily through tax increment which is the new tax revenue resulting from construction and development within the districts. All decisions about MRA projects are made by a five-member Board of Commissioners who are appointed by the Mayor and approved by City Council.

Within the Heart of Downtown Missoula, there is no urban renewal district north of Broadway Street. A new URD should be created in this area north of Broadway Street to expand the public improvement benefits of the MRA and tax increment financing (TIF) to a larger portion of Downtown.



View looking southwest across North Higgins Avenue



Existing Urban Renewal Districts (URD) in Downtown Missoula

5: ENHANCE PARKS & PUBLIC SPACES, & BETTER UTILIZE THE RIVER

Parks & Open Space, River Access, Sustainability



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The Garden City

Missoula is known as the 'Garden City' for its relatively mild climate and history as a regional agricultural center. Not only is the climate conducive to growing vegetables and fruit, it also supports a very outdoor oriented lifestyle.

The City of Missoula sits in the Northern Rockies of Montana at the convergence of five rivers, surrounded by thousands of acres of open space, with natural amenities and opportunities for outdoor recreation. This closeness to nature is what attracts many of Missoula's residents and visitors to the City in the first place, and contributes to Missoula's high quality of life. Few other places can claim such a close connection between city and nature as Missoula can. In fact, the Rattlesnake Wilderness area is only a few miles from Downtown. This plan offers design ideas and strategies to enhance this connection, specifically between Downtown and the surrounding natural resources, bring more nature into Downtown along the riverfront, increase access to the surrounding landscape, and provide for recreation in managed urban green spaces and parks.

It's Good to Get Outside

An abundance of research indicates that spending time in nature enhances creativity, increases well-being, mends the immune system, and reduces stress. Studies also find a correlation between increased exposure to green areas and improved mental health.



Overall Objectives

Celebrate the River

One cannot talk about parks and open space in Missoula without mentioning the Clark Fork River running through the heart of Downtown. Historically, the river banks were utilized by the Bitterroot Salish native tribe for timber and farming. Since then, trade, ranching, mining and power generation took place around the river. These activities brought economic growth, but had negative influences on the health of the river and surrounding ecosystem.

The use of the river has since shifted from industrial to human-centered and ecologically restorative activities, particularly within the past 10 years. The river is now healing from past degradation thanks to considerable community effort. The Three Rivers Collaborative, a community group made up of local businesses, non-profits, and agencies, focuses on preserving and enhancing the Blackfoot, Bitterroot, and Clark Fork Rivers in the Missoula valley.

Today the river in Downtown supports robust recreational activities such as fly fishing, floating, and surfing. Yet portions of the riverfront parks could be more connected to the surrounding areas, as well as more inviting to pedestrians and cyclists.

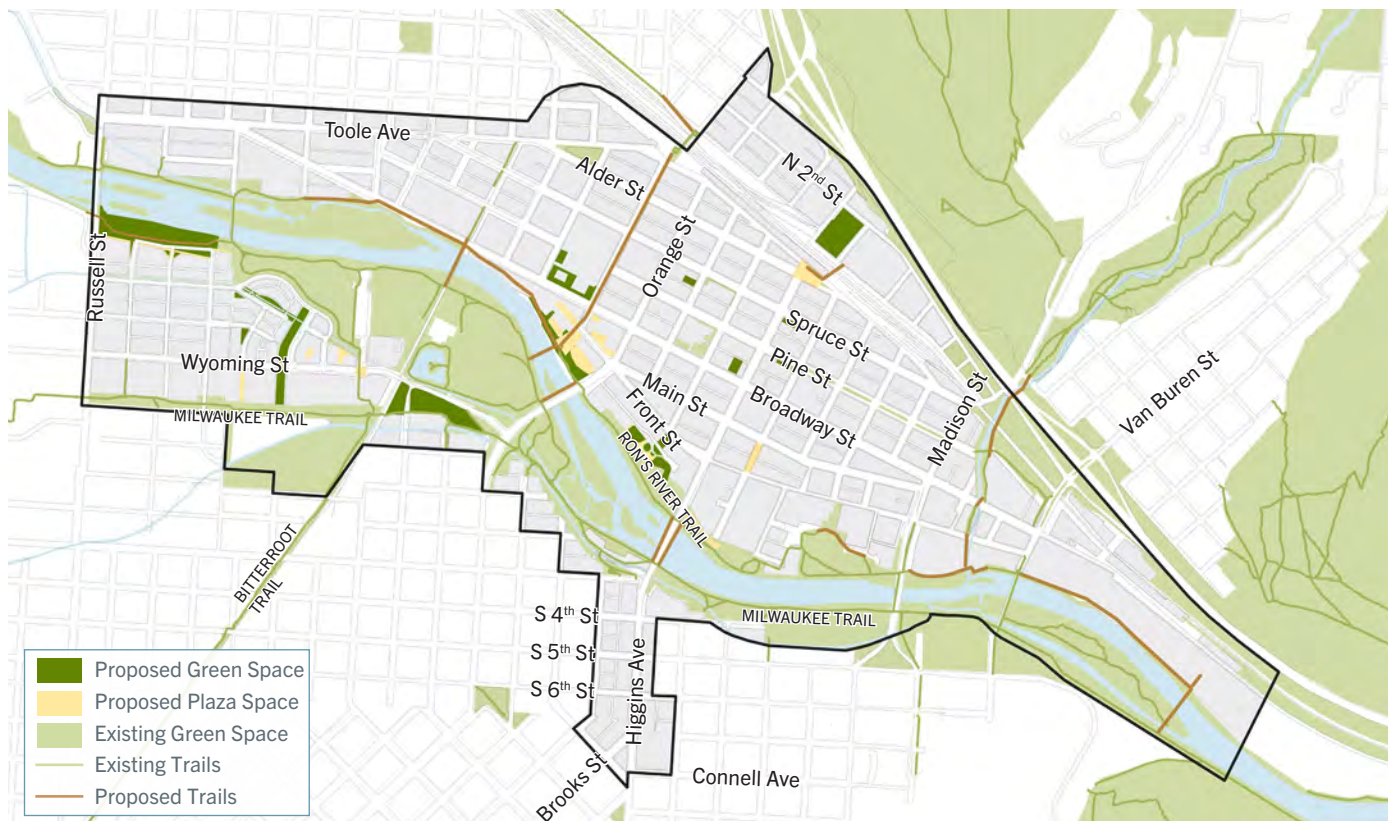
Businesses have historically put their backs and parking toward the river. To truly celebrate the river, the entire length of the waterfront should be treated as an amenity and protected. Opportunities should be explored for existing and new development to better engage the river and the parks along it. This can be done by facing the river with dining areas, shopfronts, and pedestrian friendly spaces, while balancing human use with ecological preservation.

Enhance Existing Parks

Programming for existing parks should be enhanced to ensure that it is meeting the needs of residents and visitors. Improvements to safety, such as lighting, should be a priority. Natural river processes, such as providing for yearly flooding, and water quality should also be enhanced through park design and planning.

Create New Designated Park Areas

New parks should be created to serve the growing population and help protect the river. Programming for these new parks should focus on the needs and activities of Downtown residents and their design should follow Crime Prevention Through Environmental Design (CPTED) principles to create safe, comfortable, and functional spaces.



Proposed Parks and Green Space In Downtown Missoula

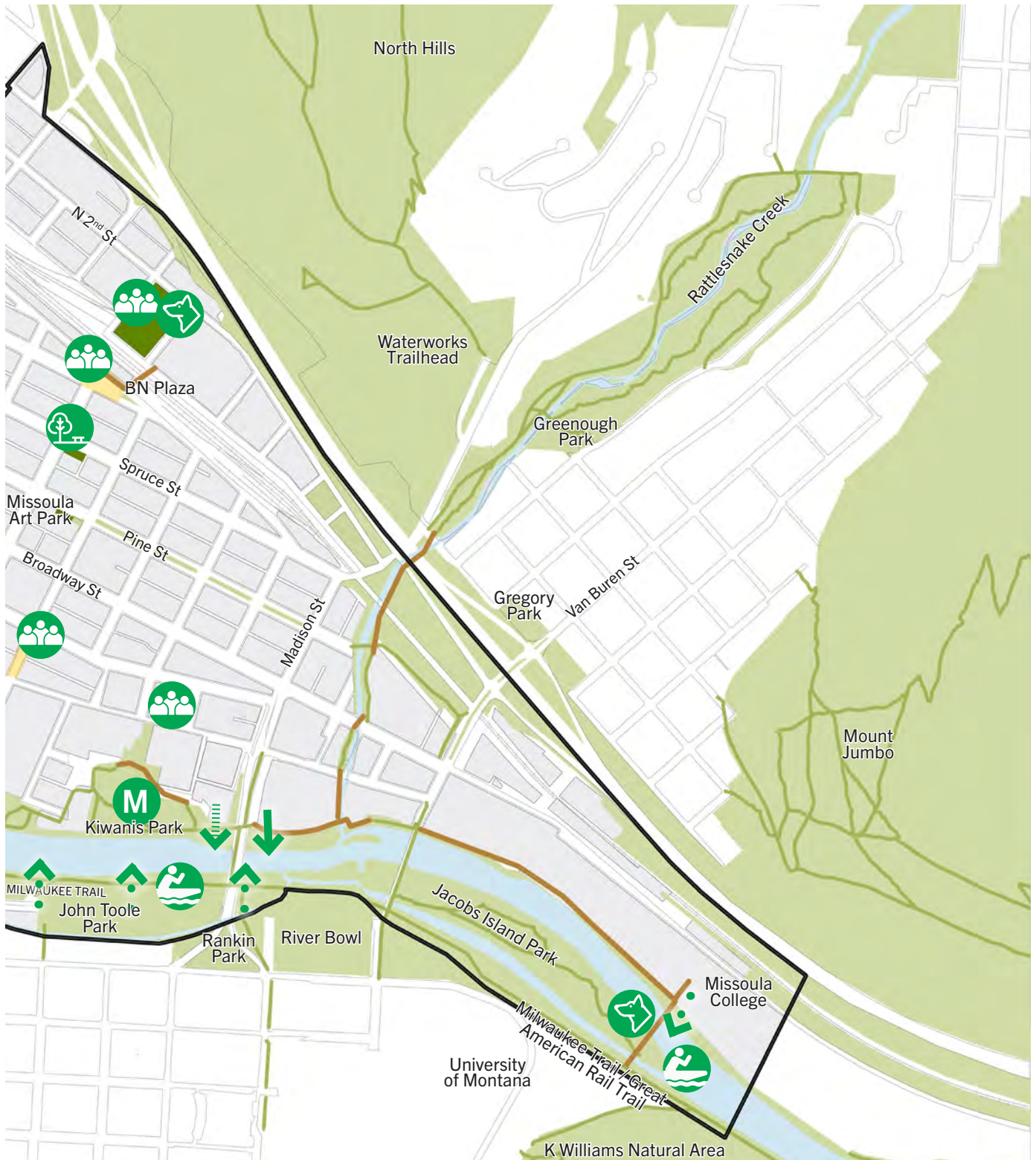
River and Parks Improvements

The map below summarizes the proposed enhancements and additions to Downtown's park system.



Proposed Parks and Green Space In Downtown Missoula

- 
 Existing River Access
- 
 Enhanced River Access
- 
 Proposed River Access*
- 
 River Activity Enhancement
- 
 Multifunctional Space
- 
 Social Gathering
- 
 Dog park
- 
 Pocket park



*Proposed river access points to be verified by ongoing riverbank analysis.

Maintaining Missoula's Urban Forest

Tree Health

Trees need water, air, and nutrients to stay healthy and vigorous. Trees in urban environment are often stressed due to soil compaction which hampers the movement of water and air. Roots are essential to tree health. The tree roots support the weight of the tree, store food, and absorb water and nutrients from the soil. The roots of a tree can spread far from the trunk. They typically spread up to two times the height of the tree and sometimes farther. The essential mass of the roots is usually found within the dripline, which refers to the area underneath the tree's branches. In urban tree planting, it is important to keep that in mind when locating and designing the planting area.

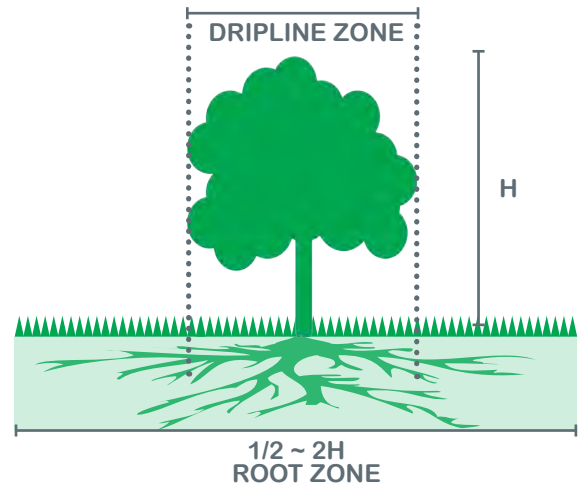
Space and Soil Volume

It is critical to evaluate the spatial needs for tree planting. The design needs to take into account the conditions of the site, such as overhead wires, underground utilities, building location, and roadways. Choosing the right tree size and shape is an important first step to accommodating the special design requirements for healthy street trees. Soil volume for root growth must also be evaluated. Research at Cornell's Urban Horticulture Institute has shown that a rule of thumb for most trees in the US is to plan for two cubic feet of soil per square foot of crown projection.

Urban places typically provide limited rooting space which often results in planting trees of smaller stature. Sometimes it is possible to enlarge the rooting volume by using modular soil cells and structured soils as well as more pervious surfaces around the tree planting area.

Reduce Monoculture

A monoculture is when a large number of plants of the same species are grown in a restricted area. The best practice for urban forestry is to have a diversity of trees in the urban landscape, as a new insect or disease can cause large-scale devastation to monoculture planting. Current urban forestry practices recommend planting no more than 10% of any single species. In downtown Missoula both Norway Maple and Honey Locust account for more than 20% of the total number of trees. Strips or blocks of uniformity should still exist for visual aesthetics and character; however, they should be scattered throughout the city to achieve spatial as well as biological diversity.



Trees growing in urban conditions



A tree lined street with various species can still create a uniform look.

Proper Urban Tree Planting

Trees must be properly planted for healthy growth and to achieve their full potential and associated benefits. In urban areas, this can be challenging due to limited planting space and soil compaction. While trees and other vegetation require uncompacted soil for root growth with moisture and pore space, urban infrastructure needs compacted subgrade capable of supporting the structures above. There are several solutions for proper tree planting in urban areas that support both the needs of trees and city infrastructure.

Suspended Pavement Systems (Soil Cells)

This is the standard in Missoula. Suspended pavement systems, such as Silva Cells and RootSpace, are modular structures placed underneath a hardscape surface that provide soil volumes to support large tree growth and provide on-site stormwater management. This planting strategy is most useful when a large amount of hardscape is required, either for design purposes or space limitations. The use of appropriate suspended pavement systems greatly reduces the likelihood of tree roots damaging or lifting sidewalks, thus protecting other infrastructure.

Structural Soils

Structural soil is a specific mixture of gravels and soils that can be compacted to pavement design while still permitting root growth. Small tree pits or openings in the pavement around the trunk provide a space for the tree to be planted while the surrounding structural soil provides the necessary space for root growth underneath the paved surface.

Large Tree Planting Areas

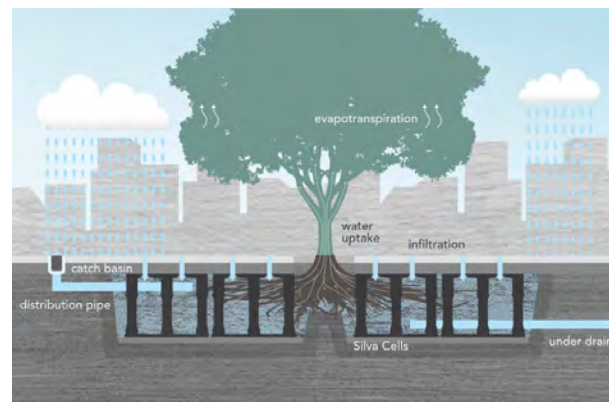
Given enough area of uncompacted (unpaved) soil in a large enough tree pit, trees can grow to a healthy size. However, if the roots reach areas of compacted soil, they can migrate upwards and cause damage to nearby pavement. The 4 foot by 10 foot tree pit minimum standard described in Chapter 3 is for tree pits without structural soils or modular soil structure systems. However, such an area can support the growth of only small trees. When using one of the other systems, although more expensive, the tree pit size can be significantly reduced or essentially eliminated, freeing up more space for sidewalk or pavers, while supporting the healthy growth of trees of various sizes.

Root Management

There are numerous products available for root management, such as root barriers, to control the direction of root growth and avoid damage to utilities and paving.



Zuccotti Park in New York applied structural soil under the plaza pavement to create more public space.



Diagrams showing how suspended pavement systems (soil cells) work.

<https://www.deeproot.com/products/silva-cell.html>

The Clark Fork River

From its source near Butte to where it eventually empties into Lake Pend Oreille, the Clark Fork River crosses through a variety of settings. For less than one percent of its length, the River is within Downtown Missoula where it is expected to serve many purposes.

Like many of the world's great cities, Missoula's urban waterfront is a defining feature. It is a place where people connect with the power and serenity of nature as part of their daily lives. The juxtaposition of town and nature is a treasured experience and setting for many. Downtown depends on the River and has benefited from its improved health and water quality, which must be balanced with people's enjoyment of this wonderful natural amenity.

Protecting the River in Downtown

Whether in a more natural or built environment, the river's edge should be treated with care. Where possible, the natural riparian area should be protected and enhanced. Where development approaches the river bank, it should be designed to limit negative impacts to the river and to provide public access between the river and buildings.

The creation of new green space along the river can help enhance water quality, and when designed with natural river processes in mind, help mitigate the effects of flooding both Downtown and downstream. Promoting public park space along the river also provides opportunities to implement many of the river protecting strategies found in this section.

Prevent Untreated Runoff From Draining into the Clark Fork River

Untreated runoff should be prevented from draining into the river. Downtown's wide street right-of-ways can provide space for significant green stormwater infrastructure elements to capture and treat runoff. This infrastructure can also direct runoff to parks and greenspaces where the water can be further treated before it enters the river. The use of new piped systems to the river is discouraged and retrofitted stormwater treatment at outfalls is recommended. More information on green infrastructure can be found later in this chapter.



Clark Fork River in Downtown Missoula

Manage Riparian Areas

Riparian areas are the vegetated ecosystems bordering water bodies such as rivers, streams, lakes, and wetlands. They are some of the most diverse landscapes for animal and plant species variety. Riparian areas occupy only a small portion of a watershed, but the influence of their unique ecosystem is great.

Riparian areas provide many benefits, including:

- Water quality improvement,
- Flood attenuation,
- Ground-water exchange, and
- Habitat for aquatic and terrestrial wildlife.

Where appropriate and possible, riparian areas should be restored to protect the health of the river. This is especially important between the river and land uses that generate nonpoint source pollution. Riparian buffers are intended to remove pollutants in runoff.

Riparian Vegetated Buffer

Riparian vegetated buffers can consist of multiple zones (shown below) and have a width of 25 to 100 feet. A healthy, planted riparian buffer can provide a high level of protection for streams and withstand flooding. A mix of deciduous and conifer species in a multi-layered canopy is desirable for maintenance and supporting wildlife.

Balancing the Needs of Downtown and the River

Where development exists closer to the river or other Downtown needs preclude a complete riparian area, disturbances should be limited and pollutants excluded. Vehicle or equipment maintenance, trash disposal, and pesticide application should be restricted in areas adjacent to the river. New development should incorporate a minimum 100 to 200 foot setback between the buildings and river. Shared-use paths, recreational amenities, and small structures may be appropriate closer to the river with careful design. In some cases, these may need to be elevated to limit disturbance to the river.

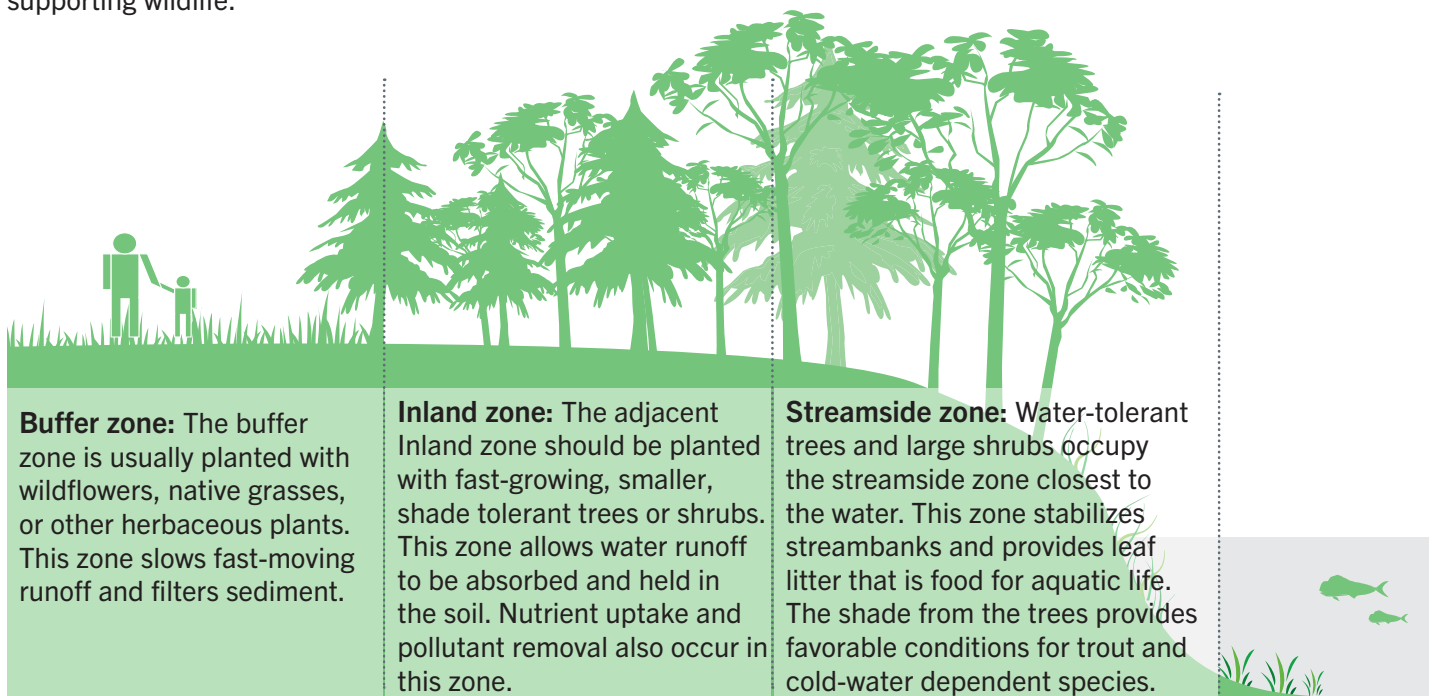


Diagram of Riparian Buffer zones

Proposed Park Improvements

Re-imagining Caras Park

Caras Park is located in the heart of Downtown Missoula along the Clark Fork River. Popular attractions such as the Clark Fork River Market, Carousel and Dragon Hollow playground reside within the park. The park pavilion hosts activities like Missoula's Out to Lunch, Downtown Tonight, and numerous community festivals.

Large areas of surface parking occupy some of the prime waterfront locations in Caras Park. Community members voiced that the area could be better utilized. Residents also mentioned that there is a lack of activities during the winter, causing the park to become inactive.

During the charrette process, residents proposed additional uses for Caras Park, including an indoor market that supports local artists and craftspersons and an open lawn area where people can run around playing football or Frisbee. The community discussed making the park friendly to visit year round, including the idea of accommodating ice-skating on leisure ice or an ice ribbon.

Caras Park has a significant amount of surface parking that serves the park, the farmer's market, and nearby businesses. If these parking spaces are consolidated into a structured garage, space could be freed up within the park to accommodate additional park uses and reduce the amount of impervious surface adjacent to the river.

A gateway entrance feature should be located at the intersection of West Front Street and Ryman Street to inform people of the park below and function as a formal entrance. Examples of such a gateway are shown in Chapter 2.



Caras Park Existing Plan



Caras Park Illustrative Plan

One way to accomplish these goals while not overburdening taxpayers is to sell or lease a portion of the existing leased parking lot for a mixed-use building that incorporates public parking spaces. This new mixed-use building could be located at the northwest corner of Caras Park where there is currently surface parking. A nine story building would match the height of the adjacent Clark Fork Riverside retirement home building. The new building could include public amenities such as an indoor market, child care facility, rooftop restaurant, and public parking. The building would also include private housing. The remaining surface parking lots could then be re-imagined as a park incorporating open lawns, a splash pad, outdoor café, and leisure ice. New signage and a visitor kiosk can also create a better arrival and wayfinding experience.



Caras Park Existing Conditions



Caras Park illustrative Concept Design Rendering

Higgins Avenue & Orange Street Bridges

Improve Accessibility

As noted in the transportation section, the Higgins Avenue bridge is being reconstructed and will include more robust pedestrian and bicycle facilities. Accessible connections from the bridge to Caras Park and Ron's River Trail should be a priority. These connections could include accessible ramps on both sides of the bridge or elevators. The underside of each bridge may provide for the desired hardened and accessible river access points due to the existing infrastructure associated with the bridges.

Higgins Avenue Underpass Improvements

Along with these improvements, enhancements to the underside of the bridge should be considered for safety as well as better connecting Caras and East Caras Parks. Currently, the Clark Fork Market is located to the east of the bridge while the park pavilion is located to the west. Parking is located on both sides of the bridge. The space under the bridge is also used for parking and the dark, concrete structure does not have an inviting appearance.

There are precedents across the country of turning these seemingly inhospitable spaces underneath bridges into attractive public spaces. Missoula's underpasses also have the potential to be better utilized and welcoming.



Underpasses that have found new life as public spaces with better lighting and programming.

The rendering to the right shows a scenario that turns one portion of the seemingly desolate space into an active playground. The colors and design elements draw inspiration from and celebrate the Salish and Kootenai cultural heritage in the community. Murals, lighting, and play equipment make the space safer and more inviting. Seating is also provided for a place to rest. The playground provides a family friendly place for visitors to the market.

Orange Street Underpass Improvement

The Milwaukee Trail under the Orange Street bridge is not an attractive space. The concrete structure, lack of lighting, and poor drainage can be discouraging and make travel by bike or foot difficult. The proposed design activates this space with art and lighting. Celebrating the diverse culture in Missoula, the color palette and style draw inspirations from Salish and Kootenai traditions. The design elements, consistent with the proposed design for the Higgins Avenue underpass, creates a unified theme.



Higgins Avenue Underpass Existing Conditions



Higgins Avenue Underpass Possible Design



Orange Street Underpass Existing Conditions



Orange Street Underpass Possible Design

Green Infrastructure

What is Green Infrastructure?

Green infrastructure has different meanings depending on the scale of the landscape being considered.

- At the **regional scale**, green infrastructure is the connected network of natural areas and open spaces, including parks and nature preserves, river corridors, greenways and trails, working lands with conservation value, and forests and wetlands.
- At the **neighborhood or site scale**, green infrastructure typically refers to stormwater management techniques that incorporate natural features or mimic ecological processes. This can include rain gardens, bioswales, constructed wetlands, permeable pavement, green streets, green walls and roofs, community gardens, parks and the urban forest.
- The **scale of the city** includes elements of both.

These systems of protected natural ecosystems and constructed infrastructure are managed and designed for their ecological processes that benefit human development, such as clean water and air. These associated benefits are known as **ecosystem services**. Larger scale, natural green infrastructure provides greater ecosystem services than smaller interventions and should be protected. The ecosystem services provided by green infrastructure are just a portion of the benefits offered by healthy natural environments, which also provides wildlife habitat and places for recreation.

“The equitable distribution of and access to green infrastructure for poor and underserved communities are key system planning issues.”

APA Green Infrastructure and Park System Planning

Why Green Infrastructure?

Green infrastructure can play a critical role in managing and treating stormwater, which can help Missoula meet federal standards on the water quality of storm water discharge at outfall locations into the Clark Fork River. Many cities across the country, including Philadelphia, Washington D.C., and Milwaukee have developed plans to use green stormwater infrastructure to supplement or replace conventional gray infrastructure solutions.

Downtown Missoula can protect its valuable natural resources and quality of life while moving towards meeting Federal requirements through a coordinated green infrastructure plan and implementation.

The primary goal of this effort should be reducing the amount of stormwater runoff. This represents a shift from mitigation of the negative impacts of land development on stormwater quality to the prevention of it. Such a paradigm shift focuses on the protection and restoration of natural resources, including wetlands and floodplains, the use of green infrastructure, and careful site design to reduce the total quantity of stormwater, without necessarily reducing the amount of development. It is important to capture stormwater runoff before it reaches waterways, thus reducing overall non-point source pollution.

Green Infrastructure and Smart Growth

It is particularly important to consider smart growth and walkable urbanism when developing stormwater guidelines. Low-impact design and green infrastructure should not be implemented at the expense of creating walkable and connected neighborhoods. For example, requiring rain gardens in parking lots or in front yards of homes and businesses can actually increase the overall size of parking lots and push homes and businesses further away from the sidewalk.

Better solutions include:

- Utilizing permeable pavers or other permeable materials for entire parking lots,
- Implementing neighborhood rain gardens in areas with compact yards, and
- Introducing bioswales adjacent to sidewalks as part of a walkable streetscape.

Green Infrastructure Planning

Patches and corridors are the basic building blocks for green infrastructure design to create a connected ecosystem network. At the close-in scale of Downtown, this equates to parks (patches) and greenways, trails, the riverfront, and tree-lined boulevards (corridors).

Park System Planning

Park system planning and green infrastructure are important for the ecosystem services they provide, the enhancement to quality of life, and the ability to attract residents and jobs. Planning the park system as a connected and integrated network of natural and green space can allow the sum of the benefits (ecosystem services, wildlife habitat, recreation, etc.) to be greater than the parts.

Parks should be part of the stormwater management system, where it can be done without adversely impacting the quality of the land. This green infrastructure can filter and absorb stormwater and be designed as a park amenity with co-benefits for wildlife, recreation, and interaction with nature.

A holistic approach to park system planning is necessary to ensure an equitable distribution of parks across Downtown, and Missoula as a whole, so all Missoulians have convenient access to parks and the benefits afforded by them. All parks across the Downtown should be held to the same high level of quality for maintenance, safety, and amenities.

The park system should be an essential part of Downtown's infrastructure integrated with a network of corridors.



Silver Park is part of the green network along the south bank of the Clark Fork River.

Corridor Planning

Downtown's system of parks should be connected by a network of corridors consisting of greenways, trails, and tree-lined boulevards (depending on urban location and natural environment). The Downtown system of green infrastructure should also connect with the broader regional system. Connections and corridors between the green infrastructure in Downtown should be connected to the larger green infrastructure in the areas surrounding Downtown. These connections are typically along riparian corridors and can also include trails and paths.

The Missoula trail experience starts and ends in Downtown, connecting to surrounding neighborhoods and the natural environment, including Pattee Canyon and Blue Mountain. Trails to the Rattlesnake, for instance, begin in the Heart of Missoula and traverse a long, green finger following the Rattlesnake Creek into the foothills. Downtown's new wayfinding signs and the in-development interpretive heritage markers and signs should exist along the entire length of these trails.



East Pine Street illustrates the concept of using a wide street right-of-way to accommodate green infrastructure along a corridor.

Becoming a Green City

Most people grew up hearing “Money doesn’t grow on trees.” For many generations, there was a disconnect between environmental and economic benefits. However, the increasing pressure on our ecosystems from population growth, along with a wide range of industrialization externalities, are helping to re-link green leaves and dollar bills in a quantifiable way.

Becoming a Green City provides citizens and government agencies the opportunity to create increasingly sustainable approaches to urban living for current and future generations. Green City initiatives are characterized by broad visions with actionable plans in which the main goals are the health of the people and of the natural environment.

Missoula is collectively working towards a more sustainable urban environment on various fronts. The following is an outline of the efforts that Downtown Missoula should prioritize and support for becoming the heart of a Green City.

What is a Green City?

A loose association of cities focused on sustainability, the emerging “green cities movement” encompasses thousands of urban areas around the world all striving to lessen their environmental impacts by reducing waste, expanding recycling, lowering emissions, increasing housing density while expanding open space, and encouraging the development of sustainable local businesses.

-phys.org

Support the Continuation of Zero-Fare Public Transportation

Missoula’s public transportation is free for riders, a great achievement for the City. When this change occurred, ridership immediately increased. This helps to get people out of their cars and still have access to the rest of the City. Reduced personal vehicle use reduces CO₂ emissions, saves on gas use, and improves air quality, among other environmental public benefits.

Enhance Bicycle Facilities Across Downtown

(See Chapter 3 for more detail)

Missoula has over 22 miles of off street trails and 40 miles of on-street bike lanes laid out in a grid system. Navigating by bike is easy for locals and visitors thanks to an online interactive bike map, free paper bike maps and even an app. As of 2012 more than 7% of residents commute by bike. Moreover, the network has earned well-deserved recognition:

- Top 5 US Cities to bike in by SaveOnEnergy
- Achieved Gold level rating in 2012 for its bicycle friendly community from the Bicycle Friendly America program.
- Top 10 bicycle communities by Outside Magazine

Promote Citywide Composting

Missoula acquired the EKO composting facility in 2016, which is now Garden City Compost. Since then, the facilities have been upgraded with new processes including odor control. This facility allows for the drop-off of a wide range of compostable materials for low processing fees and provides enriched top soil and compost to the community for very low prices.

Encourage Deconstruction Instead of Demolition

Deconstruction is like demolition but comes with a wide range of benefits. Deconstruction serves to reduce waste in commercial and residential demolition projects by stripping structures down of all reusable materials to be repurposed. This approach allows for otherwise discarded materials like wiring, lumber, flooring, windows, doors, cabinets, and bathroom fixtures to be restored, reused or upcycled. In addition to diverting waste from landfills, deconstruction can help meet LEED’s prerequisite in the Materials and Resources category under construction waste management. In addition, because materials can be donated to entities like Home Resource, the donation can be documented as tax-deductible for the owner.

Reenvision the Green Blocks Program

The green blocks pilot project was a 2012 initiative led by a partnership of the City of Missoula and NorthWestern Energy (NWE) focused on improving energy efficiency, block by block, by providing home audits and counter measures based on the audit findings. In addition, Missoula Water provides free water audits, as well as education and countermeasures based on the results.

The green blocks pilot project expanded its offerings to participants by enlisting local companies that covered other important aspects of “green living,” like energy-efficient windows, native and water wise landscaping, and grow your own food, edible landscaping.

Pilot projects like this one allow for site-specific analysis that guarantees to yield more effective solutions tailored to the lifestyle of a particular community.

Incentivize Green Building Practices Across Downtown | Require Green Building Practices for Public Projects

Green building encompasses a variety of levels:

- Green infrastructure like bioretention facilities, bioswales, tree wells
- Green roofs,
- Water catchment systems, and
- Not so obvious practices like the inherent sustainability embedded in the sharing or peer-to-peer economy.

Many architects, general contractors and builders in Missoula strive to comply with LEED, SITES, Green Globes and Model Green Home Building Guidelines as well as other assessment tools in order to support moving towards more sustainable practices.

The Missoula Urban Demonstration project (MUD) is an excellent resource for the community that serves as a hub for sustainability from gardening education, building material demonstration, sharing economy programs like truck sharing and a tool library which save resources and expands access for residents to equipment that would otherwise would be seldom used.

Incentivize Historic Preservation and Adaptive Reuse

Historic preservation and adaptive reuse are multidimensional. Preserving existing historically significant structures and re-programing existing spaces like malls or historical properties have the added bonus of being a sustainable practice by diverting materials from landfills, reducing emissions and overall environmental impact by not engaging in demolition. Adaptive reuse allows for new uses to take place in existing structures, thus reducing the need for new materials, construction costs and is also a way to increase healthy density in a community.

Become 100% Clean Electricity Powered by 2030

On April 8, 2019, the Missoula County Board of Commissioners, in conjunction with the City Council, adopted a unanimous resolution to change from fossil fuel dependency and 100% support clean energy by 2030.

The resolution outlines the current state of environmental indicators, acknowledges the responsibility of Missoula as a City to enact a climate action plan to do its part for the world as a whole, and further provides steps for implementation.

The initiative seeks to reduce the environmental footprint caused by human-induced greenhouse gases and its effects in Montana’s ecosystem and population. The Clean Electricity resolution decrees that the current 40% fossil fuel-based electricity must transition to cleaner forms by 2030.

Clean Electricity 2030 takes into consideration that the bold measures to be taken in the transition must be for the benefit of the whole, must be equitable, and further acknowledges that these solutions must be implemented in a way that will not result in environmental injustice.

Implement the Solar Roadmap

The City of Missoula created a solar road map, ranking the priority in which municipal buildings should transition to solar energy for maximum gain. The roadmap assessment is comprised of 14 municipal buildings including the 5 fire stations and City Hall.

Become a Zero Waste Downtown

Missoula's local step in the global movement of Zero Waste is Zero by Fifty, which seeks to accomplish the goal of Missoula becoming a zero waste City by 2050. Just like in all other efforts mentioned here, Missoulians demonstrate a well thought out strategy backed by citizen support.

ZERO by FIFTY is based on four guiding principles:

1. Introduce a paradigm shift in rethinking waste as resources:

Initiatives already in place like deconstruction over demolition are part of this paradigm shift that clearly demonstrates the circular value of the resources both for the environment and the local economy.

2. Equity: The plan acknowledges the importance of community participation for success. It emphasizes maintaining equity across the entire population so that historically marginalized groups have a stake in the entire process. In addition, the plan acknowledges that although the plan's intention is to be positive for all Missoulians, the high cost of certain strategies can burden already stressed populations. Maintaining equity in the forefront of all strategic planning and actions is a guiding consideration to mitigate negative impacts.

3. Prioritize upstream, midstream solutions: This plan focuses on innovation of durable materials, long lasting and minimally toxic goods from the start; rather than status-quo production to be recycled downstream.

4. Accountability: The government of Missoula believes that transparency is the first step towards clear measures of success. In order to gain the continuous support of its constituents towards the goal of zero waste, the government will produce and distribute progress reports, create spaces online and offline for community participation, measure progress, and establish clear performance measures.



www.zerobyfiftymissoula.com



MISSOULA'S
DOWNTOWN
MASTER PLAN

6: DOWNTOWN FOR EVERYONE

Inclusiveness, Regional Affordability

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Inclusiveness

One of *Missoula's Downtown Master Plan's* main goals is to make Downtown inviting to everyone, regardless of age, ethnicity, religion, physical ability or sexual orientation. Everyone lives in the city and the city is for everyone. Because of this, an extensive series of interviews was conducted by Six Pony Hitch to reach out and engage with those whom the more traditional methods of outreach and public process might not have the ability to reach.

As a result of this effort, an *Inclusivity Report* was prepared and presents concepts and ideas that were incorporated throughout this Master Plan. The full report is included within the appendix sections. The following information summarizes some of the key concepts and recommendations presented within the full report.

Improving Engagement throughout the Public Process

Every public engagement process is different and needs to be tailored based on the needs, demographics, and existing conditions of the place. Based on interviews with residents of Missoula, the following are recommendations to enhance engagement in public processes:

Community Recommendations

- Go to places where people already go and feel comfortable like schools, The Food Bank, neighborhood meetings, University of Montana campus, the senior center, and parks and recreation facilities like Currents and Splash.
- Hold different meetings at different times like late-morning for people with disabilities, middle of the day for seniors, and weekends for working parents.
- Choose places with free and easy parking and where there is a close Mountain Line stop on a route with frequent stops that runs both before and after the event.
- Provide child care and food for attendees.
- Create open and welcoming events that make everyone feel important and valuable. Events should be interactive with multiple ways to engage and guides to help everyone through the process.

- Provide mentors that help people through the process.
- If meetings must occur outside neighborhoods, we need to create consistent transportation that allows people to get there.
- Notice and document who does NOT show up and continually work on building those relationships.

Keep in mind that outreach is not advertising. It is a long-term commitment to meeting people where they are, building trust, and constantly working to make it easier for people to engage.

All Seasons Third Places

In the nice summer weather, people go outdoors to hike, bike, float, and recreate in Missoula's great outdoors. They also go to Caras Park, the Farmers Market, the People's Market, Out to Lunch, and all the other great events that happen in the Downtown. But when winter comes, and with new and evolving summers that are longer, hotter, and smokier, suddenly, there is nowhere to go. People become isolated and depressed. They start drinking and doing drugs. Partner and child abuse goes up. Suicide rates go up. People feel "trapped" in their homes.

Community Recommendations

People had lots of ideas of what a third place would look like but there were a few consistencies:

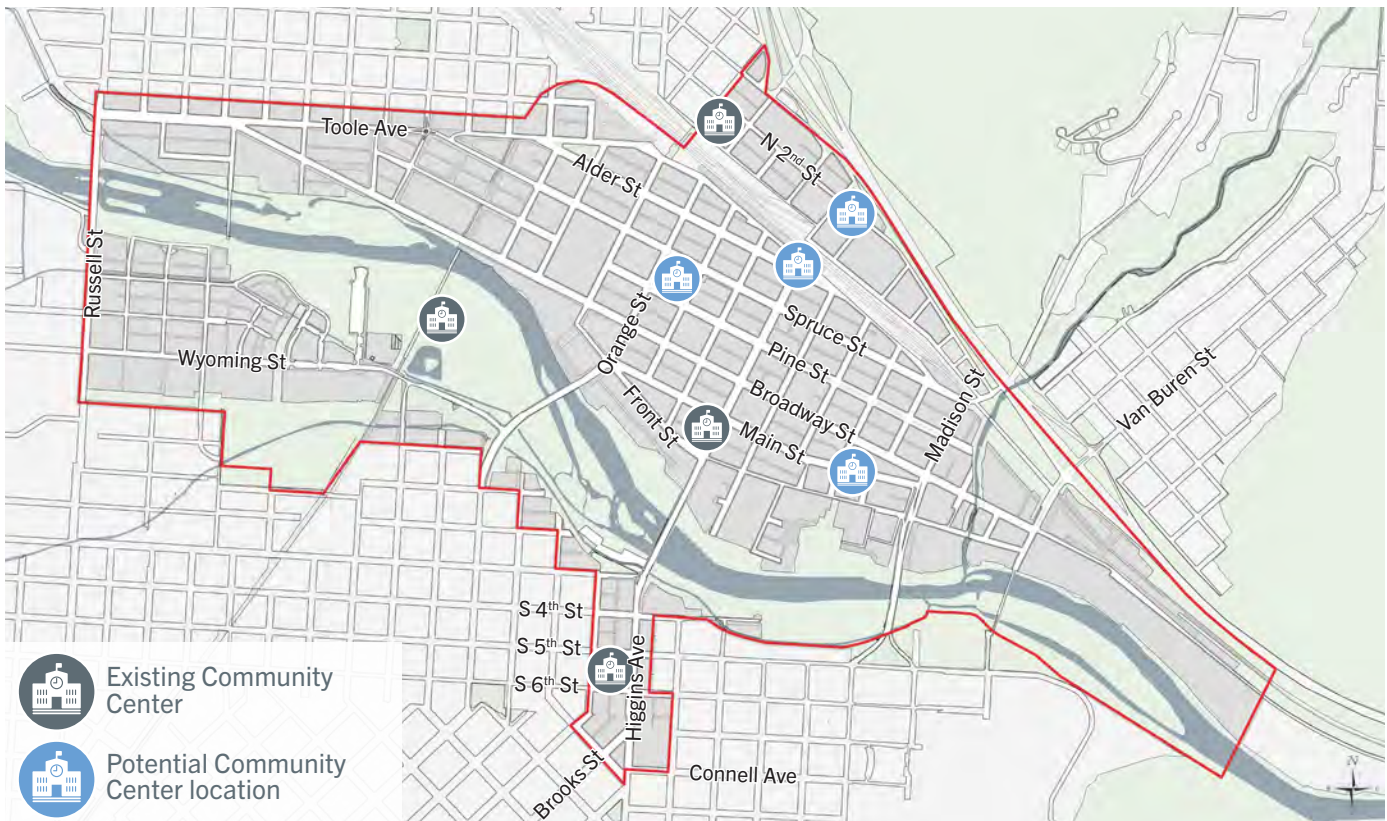
- **Food and Beverage:** Whether it is food trucks, a food court, or small restaurants, everyone mentioned a place where people can get a diverse selection of food of all price ranges. People are happy having high-end places if there can also be dollar coffee or tacos. They need some places where they can use food stamps.
- **Retail:** People want a mix of high-end and affordable.
- **Local:** Everyone wants to give their money to local businesses. Many are willing to have a few chains if the majority of places are local.
- **Incubator Space:** Missoula prides itself on its entrepreneurial spirit. Incubator space should allow new businesses and artists to sell their wares with minimal overhead costs for the space.

- **Visual and Performing Arts:** Everyone wants a place to go and see art and performances.
- **Care for Children While Parents are Working:** Parents need some relief in the winter with affordable places to take and entertain their children.
- **Play Areas:** Right now the only place to take small children is the train at the mall or Playland and McDonald’s. A third-place downtown would need to accommodate for a children’s indoor play area.
- **Indoor/Outdoor Spaces:** People want to be warm in the winter but outside when the sun comes back. The perfect places would be able to accommodate for the different seasons.
- **Free:** It is important that people can use the space without having to spend any money.
- **Parking:** Consistently, people mentioned having enough parking attached to this space that they could leave their car as they explored the rest of Downtown. They see the space as the hub of Downtown.
- **Teens:** Interviewees consistently said that there is no place for Missoulians aged 12-21 to go. There should be third place options with activities or spaced that cater to this demographic.

WHAT IS A THIRD PLACE?

A third place is the social surroundings separate from the two usual social environments of home (“first place”) and the workplace (“second place”).

Examples of third places would be environments such as churches, cafés, clubs, public libraries, or parks.



All Seasons Third Places

A Diverse and Affordable City

Maintaining Diversity

Jane Jacobs wrote *The Death and Life of Great American Cities* in 1961 and it remains one of the most influential books on urban planning and cities. Many of her concepts are elaborated on in this report including the value of mixed-use places, walkability, and historic preservation.

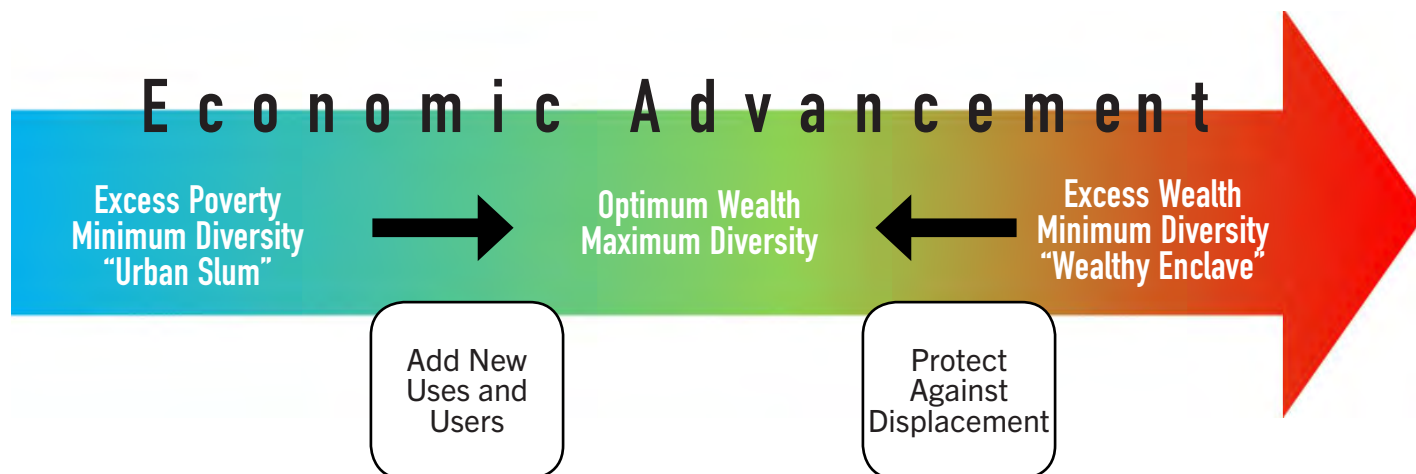
On the topic of gentrification, which can be defined as *the displacement of valued residents and businesses*, Jacobs watched the West End of New York City change in the 1950s, saw how diversity (in all its forms) was disappearing, and argued that “the point of cities is multiplicity of choice” and that “downtown diversity,” a diversity of uses and users, characterized the most choiceworthy cities. Downtown Missoula is currently a place of choice and diversity in a way that many sterilized, divided, and *genericized* Downtowns are not.

This isn't to say that improvement isn't possible. Jacob's wrote “a successful city neighborhood is a place that keeps sufficiently abreast of its problems so it is not destroyed by them,” however, after a certain point, investment, she wrote, can kill diversity “with kindness.” She called it the “self-destruction of diversity.”

Success is possible, commentators on Jacob's work have argued that big cities like Toronto, Paris, and Bangkok and mid-sized cities like Austin, Columbus, and Colorado Springs and have achieved “optimal wealth” and “maximum diversity” and managed to maintain that condition over time.

“Cities have the capability of providing something for everybody, only because, and only when, they are created by everybody.”

- Jane Jacobs
The Death and Life of Great American Cities



Homeownership is out-of-reach for many Missoulians. Missoula's housing market is unaffordable to more than half of Missoula's households. The median household income in Missoula is \$41,968 a year (2019). The median home value is \$308,100 (2019). If the average family buys the average house they will be spending 35% to 40% of household income on mortgage and property taxes. Houses are considered “affordable” when households spend no more than 30% of their income. In addition, Missoula home values went up 11.5% in 2018 and are expected to continue to rise in 2019 at a much higher rate than median incomes.

Retaining & Building Affordable Housing


The City's Office of Housing and Community Development is working on the City's Housing Policy based on data in the *Making Missoula Home: A Path to Attainable Housing (2018)*. Recommendations have been made by the Citizen Housing Steering Committee working with staff.


The Downtown Plan supports the Office of Housing and Community Development's recommendations and the process which created those. The draft housing policy recommendations are placed below within a matrix of other approaches used around the country. Additional strategies for consideration are listed below and their rationale is described elsewhere in this plan.

Overall goals include:

1. Track and analyze progress for continuous improvement,
2. Align and leverage existing funding resources to support housing,
3. Reduce barriers to new supply and promote access to affordable homes, and
4. Create and preserve dedicated affordable homes.

Zoning & Planning		Financing / Funding		Partnerships	Tenant Support	Shared Equity
State Override of Local Zoning	Density Bonuses (Height / FAR)	LIHTC program	Affordable Housing GO Bonds	Annually track Progress and Assess Goals	Representation in Eviction	Public Lands for Affordable Housing
Rezoning Res-1 Districts to Allow 2 Units	Micro-Units and Design Incentives	Assessment Districts (BID or TRID)	Fees in Lieu into a Housing Fund	Public-Private Partnerships	Emergency Services	Community Land Trust
Mandatory Inclusionary Zoning	Historic Districts: Preserve NOAH Units	Millage Increase on Property Taxes	General Operating Funds for Housing	Funding for Infrastructure & Open Space	One-time Rental Assistance	Housing Cooperatives
Parking Reductions	Demolition Delay Ordinance on NOAH Units	Homeowner Rehab Grants	Tax Increase Relief for Residents	Land Control & Equity	SOI Laws & Enforcement	Rental Equity
Allow Accessory Dwelling Units	Conservation Districts	Vacancy Tax on Vacant Homes	Affordable Housing Fund/ Loan Program	Joint Development	Section 8 Housing Choice Voucher	Shared Equity Ownership
Subsidize Development Costs	Reduce Minimum Lot Size	Reduce taxes on new affordable housing	Jobs Housing Linkage Fees			
Townhome Exemption Standards		CDFI Program	Wealth Building Home Loans			

 Housing Strategies Considered by the City's Draft Housing Plan

 Additional Strategies for Consideration

Form Based Coding

Create Affordable, Complete Neighborhoods

As Missoula grows it is possible to design new neighborhoods that offer housing variety that does not exist today, and to design dense housing types in a way that fits with and is harmonious with neighboring homes, shops, and workplaces. Complete neighborhoods and towns feature a variety of building types and street scenes of varied character that differ from center to edge, for example, in building height, distance between buildings, and intensity. The center of a neighborhood is usually developed in a more intense, mixed-use manner with formal public gathering spaces; the edge areas are usually less intense, less formal and more private in nature. This delicate gradient from center to edge provides a variety of destinations and places to live and work.

Form-Based Coding is one type of regulatory tool used to shape communities and improve existing ones, by establishing a framework of urban contexts, including natural, rural, suburban, and urban areas. Standards for each context or “transect zone” specify the desired character and development forms found along streets and public spaces, and prescribe the physical attributes of development, shaping the physical environment in a predictable way.

A network of walkable streets connect residents to nearby open spaces or mixed-use destinations, providing desired amenities for residents, and allowing some trips to be made on foot, bike, or by transit (thus reducing traffic impacts for surrounding neighborhoods). Historic and newly built examples of walkable neighborhoods throughout the country demonstrate how a variety of residential building types – including apartments, accessory dwelling units, duplexes, townhouses, and single-family homes – can all fit together in the same neighborhood harmoniously by following common design standards and conventions for how each building related to the street.

Ideas to Create Affordable and Complete Neighborhoods for Everyone:

- Build well; New development should create complete neighborhoods,
- Add missing housing types that can accommodate the senior population and young professionals with dignity,
- Sidewalks, street trees at key locations, and
- Biking and walking trails and routes.



The Natural-to-Urban Transect

“Missing Middle” Housing



There is a growing demand for alternative housing types and walkable neighborhoods throughout the United States. The term “Missing Middle” was conceived by Daniel Parolek of Opticos Design, Inc. in 2010 to define a range of multi-unit or clustered housing types compatible in scale with single-family homes that help meet the growing demand for walkable urban living, that are often lacking in conventional suburban subdivisions.

New land development regulations could support the development of “Missing Middle” types to increase affordability, and meet demands for dense housing forms, while also considering neighborhood design and infrastructure needs.

The following missing middle housing characteristics are excerpted from missingmiddlehousing.com:

Walkable Context: Missing Middle housing types are best located in a walkable context. Buyers and renters of these housing types are often trading square footage for proximity to services and amenities.

Small-Footprint Buildings: These housing types typically have small- to medium-sized footprints, similar to nearby single-family homes. This allows a range of Missing Middle types—with varying densities—to be blended into a neighborhood.

Lower Perceived Density: Due to the small footprint of the building types and the fact that they are usually mixed with a variety of building types within the neighborhood, the perceived density of these types is usually quite low. But, the actual measured densities can meet established thresholds for supporting transit and neighborhood-serving main streets.

Smaller, Well-Designed Units: Most Missing Middle housing types have smaller unit sizes, which can help developers keep their costs down and attract a different market of buyers and renters, who do not have such options in many communities.

Fewer Off-street Parking Spaces: A balance must be sought between providing necessary car storage, and the expense and impact on community design of too much parking. Since they are built in walkable neighborhoods with proximity to transportation options and commercial amenities, Missing Middle housing types typically do not provide more than one parking space per unit.

Simple Construction: Missing Middle housing types can be simply constructed, which makes them an attractive alternative for developers to achieve good densities without the added financing challenges and risk of more complex construction types. This aspect can also increase affordability when units are sold or rented.

Creates Community: Missing Middle housing creates community through the integration of shared community spaces within the building type (for example, bungalow courts), or simply from being located within a vibrant neighborhood with places to eat and socialize.

Marketable: Because of the increasing demand from baby boomers and Millennials, as well as shifting household demographics, the market is demanding more vibrant, sustainable, walkable places to live. Missing Middle housing types respond directly to this demand.



**MISSOULA'S
DOWNTOWN
MASTER PLAN**

7: IMPLEMENTATION

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Lead Organizations:

Arts Missoula

City: Includes all City of Missoula government, departments and divisions, including:

- Development Services
- Environmental Health
- Housing & Community Development
- Parks & Recreation
- Public Works
- Missoula Redevelopment Agency

County: Includes all Missoula County government, departments, divisions, and programs.

Destination Missoula

DNRC: Montana Department of Natural Resources

Downtown Partnership: A collaboration of the BID, MDA, and MDF.

MDT: Montana Department of Transportation

Mountain Line

MPC: Missoula Parking Commission

MPO: Missoula Metropolitan Planning Organization

MRL: Montana Rail Link

PPP: Public-Private Partnership

Private: Private Development

UM: University of Montana

The Implementation Matrix lays out the specific strategies and actions the community can undertake to implement Missoula’s Downtown Master Plan in the coming years.

Each strategy or focus area is accompanied with additional information.

Action

Each action briefly describes the steps that should be taken to implement that strategy.

Lead

The organization(s) leading or coordinating the implementation of the action item.

Time Frame

The time from plan adoption to implementation of the action. This could also be the regularity that an action should occur such as ongoing initiatives.

- Ongoing
- Short-Term = 1 to 3 years
- Mid-Term = 3 to 7 years
- Long-Term = 7 to 10 years

Who is going to pay for the plan?

With a population of roughly 73,000 the City has a relatively small tax base and large investments are largely paid through property taxes. In recent years, large expenditures have been funded by voter approved bonds and this has caused a noticeable increase in property taxes in the form of extra mills. The City also lacks the ability to levy the resort taxes or sales taxes that other communities around the country use to pay for needed infrastructure and quality-of-life projects. With the cost of living in Missoula rising, the Downtown Plan cannot place an undo additional burden on residents.

The Downtown Plan largely directs private investment and public investment (like investment in streets and parks) that would occur anyway. The Downtown is growing, new buildings are rising, and many older buildings need attention. Directing private investment to produce street-friendly buildings with storefronts that are conducive to civic life costs nothing. Many of the Downtown's streets are state facilities with regular redesign and repair schedules which will involve state funding. It costs nothing more to design those streets as complete streets that are safe for pedestrians, cyclists, and cars alike. The City's parks, local streets, waterfront, public buildings, and so forth, will all see maintenance and updates in the future and the plan informs those investments, investments that were already in the works, with input from the public and that input has not added expense.

Downtown plans also make municipalities eligible for additional state and federal funds and this plan will help Missoulians compete for monies they already pay to state and federal governments. The Montana Department of Transportation has funding to make cities safer and multi-modal, and even to add public art. Federal programs exist to fund affordable housing, environmental improvements, and even quality-of-life upgrades. Funding assistance for private development and economic development includes New Market Tax Credits, Historic Tax Credits, federal matching funds for Small Business Investment Corporations, federal funding to assist local Community Development Corporations, and revolving loan funds set up by local financing institutions for redevelopment and business creation (to help satisfy Community Reinvestment Act obligations).

Plans take time and flexibility is key.

The field of Urban Planning has always recognized that funding follows inspiration and the Downtown Master Plan is an inspirational plan. While planning achievements often look modest compared to planning goals, every great community has a plan.

Community plans, like one's own life plan, must be continually reevaluated as circumstances change. The plan will not be implemented exactly as it is drawn. The world is complex. Urban planners routinely say planning is a verb. Planning for the future involves an ongoing conversation as new officials are elected, new city staff are hired, new residents join the community, and the goals for the community evolve.

In the study of communities, we find that two types of actions have been crucial to achieving desirable outcomes: long-term planning and a willingness to reconsider one's values. Communities work to identify values and then let those values guide action. When a community's energies are guided by a plan, every new public and private investment is more likely to add to quality of life and not detract from it. Always have a plan, but recognize that the conversation, the act of planning itself, is the most important part.

The Living Document

This plan was created through conversations with hundreds of Missoulians over the course of a year from 2018 to 2019. It is reflective of the overall community vision at the time of the plan's creation, captured in the five "Big Ideas." These "Big Ideas" should remain intact over the lifetime of the plan, even though specific details may change as the plan is implemented. As Missoula evolves, bigger and unexpected changes may occur, requiring amendments to the plan. This is a normal part of the planning process and is to be expected in a dynamic place like Missoula. Typically, as the plan is implemented through Chapter 7: Implementation, the action items can be modified and new ones added as needed. Adding or modifying the strategies is much larger change requiring further conversation and possibly a formal change, or amendment, to the plan.

Downtown Needs to be More Than One “Postcard” View

Urban Design

Strategy / Activity	Lead	Time Frame
Strategy 1: Improvements for the General Downtown		
Action 1.1: Continue to improve the quality and design of all streets in the Downtown for all users of all ages and abilities.	City Downtown Partnership	Ongoing
Action 1.2: Encourage small scale, incremental development that infills vacant lots, and the revitalization of underutilized buildings to create an active, uninterrupted, interesting Downtown environment. Respect the surrounding neighborhood character and allow residentially-scaled development.	City Downtown Partnership Private	Ongoing
Action 1.3: Create more small parks, places to sit and strategic places to park that don’t take the place of where a building should be.	City Downtown Partnership	Ongoing
Action 1.4: Update zoning and development regulations to support the Adaptive Reuse of existing buildings, requiring additional setbacks for floors rising up and the preservation of historical building facades.	City	Short-Term
Action 1.5: Preserve historical building facades.	City Private	Short-Term
Action 1.6: Utilize the Design Excellence standards to ensure good design that is local to Missoula and creates a proportional building to street relationship.	City	Ongoing
Action 1.7: Scrutinize large-footprint development proposals and development that is an entire block in size to ensure development in keeping with Missoula’s character and the surrounding neighborhood.	City Downtown Partnership	Ongoing
Action 1.8: Redevelop surface parking lots with street-oriented multi-story buildings and lined parking structures.	MPC Private	Mid-Term for one, Long-Term for all
Action 1.9: Add a variety of buildings types including row houses, live-work units and mixed-use buildings with shopfronts on the ground floor.	Private Downtown Partnership	Ongoing
Action 1.10: Extend design from the street into the ally to promote area activation.	City Downtown Partnership Private	Short-Term
Action 1.11: Create space for and add street trees to extend existing tree canopy. Use large tree wells, planting strips, silva cells or other tree planting systems to promote healthy tree growth and maximize green stormwater management potential.	City	Short-Term
Action 1.12: Enhance the aesthetics and safety of the underbridges and river access points along the riverfront trails through art, lighting, and paving patterns. Create a unified theme along the riverfront trails that showcases different art styles from the various local cultures. (See Chapter 5: Action 7.2)	City Downtown Partnership	Short-Term
Action 1.13: Install access points to the river for water activities that are safe, clearly marked, and don’t negatively affect vegetation along the river or lead to erosion.	City DNRC	Short-Term
Action 1.14: Update drive-through regulations to prohibit drive-throughs on Higgins Avenue in Downtown and discourage drive-throughs in the remainder of Downtown. Update design guidelines to require urban-format drive-throughs when drive-through facilities are present.	City	Short-Term

Strategy / Activity	Lead	Time Frame
Strategy 2: Improvements for the area East of Higgins		
Action 2.1: Continue to pursue the co-location of city-county governance to the Federal Building.	City County	Short-term
Action 2.2: Work collaboratively as a community to identify the best short-term and long-term use of the former library site.	City Downtown Partnership	Short-term
Action 2.3: Develop a mixed-use urban building on the former library site that houses the best uses determined by the community that is financially feasible and benefits the community. The block should have a front that faces Main Street and one that faces Front Street.	PPP	Mid-term
Action 2.4: Improve mobility through Downtown by restoring Main Street and Front Street to 2-way traffic.	City	Short- to Mid-term
Action 2.5: Transform Pattee Street into a shared street for all modes of transportation, perhaps as a curbless shared street space with an option to close the street to vehicular access for special events.	City	Short- to Mid-term
Strategy 3: Improvements for the area West of Higgins		
Action 3.1: Make Front Street an promenade between Higgins Avenue and Ryman Street. A curbless shared street design would allow for greater accessibility/flexibility, street trees for shade and stormwater management, pedestrian-scaled lighting with hanging baskets, wider sidewalks, Native American inspired street texture, and bike parking.	City	Mid-Term
Action 3.2: Design and install a gateway feature at the intersection of West Front Street and Ryman Street by the entrance to Caras Park.	City	Short-Term
Strategy 4: Improvements for the area North Higgins		
Action 4.1: Consider the development of a parking garage with ground floor retail either on Alder Street or at the corner of Pattee and Spruce Streets, particularly if the Federal Building becomes fully occupied.	MPC Private	Mid-Term
Action 4.2: Consider sites near the Downtown Transfer Center for a public-private partnership to build a Downtown incubator and accelerator facility for locally owned businesses, a focus on Arts & Technology, or both.	Downtown Partnership PPP	Mid-term
Action 4.3: If City Hall and the County administrative buildings relocate, consider the current sites for a mobility hub with multilevel parking, expanded transit facilities, rideshare hub, day care services, food options, and potential residential development above.	City County	Long-Term
Strategy 5: Improvements for the Health District and the Riverfront Triangle		
Action 5.1: Establish a Health District anchored by the Providence St. Patrick Hospital.	Downtown Partnership Providence St. Patrick Hospital	Short-Term
Action 5.2: Seek redevelopment around Providence St. Patrick Hospital that supports the hospital through outpatient services, medical offices, and places for people to stay.	Providence St. Patrick Hospital Private	Mid-Term
Action 5.3: Support the proposed plan for development of the Riverfront Triangle.	City	Short-Term

Strategy / Activity	Lead	Time Frame
Action 5.4: Develop a pedestrian bridge across the Clark Fork River in coordination with the development of the Riverfront Triangle.	Downtown Partnership Private City	Mid-Term
Action 5.5: Make Orange Street easier to cross on foot and by bike, particularly at Main and Front streets. (See Mobility Strategy 3: Connect across North Orange Street)	City MDT	Short-Term
Strategy 6: Improvements for the Hip Strip		
Action 6.1: Focus on making the Hip Strip more people-oriented and less about vehicle movement and storage.	ALL	Short-Term
Action 6.2: Transform South Higgins Avenue into a fully multimodal and safe street to improve the economic, physical and social health of the City.	City MDT	Mid-Term
Action 6.3: Enhance and protect the existing character of the Hip Strip by utilizing the Design Excellence Guidelines.	City	Ongoing
Action 6.4: Incorporate parking garages into the design of larger buildings and allow a mix of uses.	City Private	Ongoing
Action 6.5: Develop appropriate budgets for parking-in lieu fee structure that meets the requirements of the parking garage, revise and recalculate with the cost of parking in mind.	MPC	Short-Term
Action 6.6: Consider selling existing parking garages to interested stakeholders and build a new garage in the Hip Strip.	MPC	Short-Term
Action 6.7: Partner with local property owners to create a parking garage in Hip Strip	MPC	Short-Term
Action 6.8: Institute a parking assessment, which supports larger transportation investments.	City MPC	Short-Term
Action 6.9: Consider parking meters if a garage isn't feasible in the Short-Term. Parking meters should be considered along with Residential Zone Parking district to avoid commercial zone spill over.	MPC	Short-Term
Strategy 7: Pursue development of the Railyard		
Action 7.1: Reopen the Northern Pacific Depot as a community asset with a history museum, indoor market, childcare facility, or other community facility.	Downtown Partnership MRL Private	Short-Term
Action 7.2: Redevelop the rail switching yard into a walkable neighborhood with a wide range of housing types.	City Downtown Partnership MRL Private	Long-Term
Action 7.3: Create an additional pedestrian connection either over or under the railway to connect the new railyard community to the rest of Downtown.	City Downtown Partnership MRL	Long-Term
Strategy 8: Support development of the Old Sawmill District		
Action 8.1: Support this emerging downtown neighborhood of students, young professionals and seniors.	Private	Short-Term
Action 8.2: Consider a public/private parking garage to support the use of the river corridor, the baseball stadium, new commercial development, Currents Community Center, McCormick Park, and wintertime recreational events.	MPC Private	Mid-Term
Action 8.3: Consider development of multifamily mixed-density housing across the Milwaukee Trail.	Private	Long-Term

Strategy / Activity	Lead	Time Frame
Strategy 9: Improvements for the Wyoming Street Neighborhood		
Action 9.1: Perform a neighborhood-wide hydraulic model to assess impacts of any new development in the neighborhood.	City Downtown Partnership Private	Short-Term
Action 9.2: Relocate River Road south and create a new riverfront park to restore riparian habitat. Locate new development at least 100 to 200 feet from the river bank.	City Downtown Partnership Private	Mid-Term
Action 9.3: Shape the area as a mixed-use neighborhood that fronts and engages the river.	City Downtown Partnership Private	Long-Term
Action 9.4: Preserve existing single-family homes located south of Idaho Street and fill vacant lots and replace storage facilities with new single-family homes and cottage courts.	City Downtown Partnership Private	Long-Term
Action 9.5: Encourage a greater mix of housing types and uses along Wyoming and Russell Streets at a similar scale of nearby developments along those corridors (up to 4 stories).	City Downtown Partnership Private	Short-Term
Action 9.6: Create a public square across from the new park lined with mixed-use buildings containing shops, restaurants, cafés, and other third places to promote inclusivity and civic engagement.	City Downtown Partnership Private	Long-Term
Action 9.7: Continue the Riverfront Trail from the California Street bridge westward alongside River Road to the new Russell Street bridge underpass. Increase and enhance the connections to the Milwaukee Trail. (See Chapter 3: Strategy 8)	City	Short-Term
Action 9.8: Incorporate green infrastructure features in all new public and private development to capture and treat all associated stormwater runoff.	City Private	Short-Term
Action 9.9: Develop a continuous sidewalk network around all blocks. Transform Wyoming Street into a complete street from the Old Sawmill District to Russell Street with bike facilities (ideally separated), wide sidewalks, street trees, and on-street parallel parking.	City	Long-Term
Action 9.10: Create bicycle and pedestrian connections to McCormick Park facilities.	City	Long-Term
Strategy 10: Improvements for the West Broadway Gateway		
Action 10.1: Pursue the development of housing along the waterfront that includes townhomes and apartment buildings.	Downtown Partnership Private	Mid-Term
Action 10.2: Pursue the redevelopment of business along West Broadway Street to be brought up to the street with parking to the rear of the lot.	Downtown Partnership Private	Mid-Term
Action 10.3: Widen and improve the sidewalks and bike lanes along West Broadway Street to better support the existing street-oriented businesses.	City	Mid-Term
Action 10.4: Extend and enhance Ron’s River Trail west from North Russell Street, particularly along the Flynn Lowney Ditch, and complete the connection between Burton Street and Orange Street. Include lighting along the trail. (See Chapter 3: Strategy 8)	City Downtown Partnership	Mid-Term
Action 10.5: Enhance the pedestrian crossing at the intersection of Broadway Street, Toole Street, and California Street to make it safer for all users.	City	Short-Term

Strategy / Activity	Lead	Time Frame
Strategy 11: Improvements for the East Broadway Street Gateway		
Action 11.1: The University of Montana’s Missoula College and the Montana Technology Enterprise Center should collaborate to create a complete tech campus hub.	UM	Short-Term
Action 11.2: Expand Missoula College’s River Campus to consolidate the College’s other academic programs on a formal campus.	UM	Long-Term
Action 11.3: Place housing along the corridor which provides easy access to the University while mitigating the adverse effects felt by long-Term residents in residential neighborhoods.	Private	Mid-Term
Action 11.4: Implement a transit stop and civic square, which can serve as a third place.	City Mountain Line UM Private	Mid-Term
Action 11.5: Consolidate parking by implementing a structure that is surrounded by mix-use buildings and is covered with an amenity deck. Additional parking can be located below grade.	MPC UM Private	Long-Term
Action 11.6: Build a new pedestrian and bicycle bridge and trail extension to improve mobility and connectivity between Missoula College, the University of Montana, Downtown, and housing. (See Chapter 3: Strategy 8)	UM City Downtown Partnership Private	Mid-Term
Action 11.7: Extend Ron’s River Trail from Madison Street to Missoula College and beyond to East Missoula. Segments of shared-use path may need to be elevated to limit disruptions to the river and riparian zone. (See Chapter 3: Strategy 8)	City Downtown Partnership	Mid-Term
Action 11.8: Improve pedestrian facilities on East Broadway Street.	MDT City	Mid-Term
Strategy 12: Improvements for the Madison Street Area		
Action 12.1: Pursue the redevelopment of buildings in the Madison Street area, particularly on East Broadway Street, to be brought up to the street with parking to the rear of the lot.	City Downtown Partnership Private	Mid-Term
Action 12.2: Extend Ron’s River Trail to close a gap located from Madison Street by the DoubleTree hotel to Goldsmith’s Inn Bed and Breakfast. It will provide better access to the pedestrian bridge at the end of Van Buren Street. This segment of shared-use path may need to be elevated to limit disruptions to the river and riparian zone. (See Chapter 3: Strategy 8)	City Downtown Partnership Private	Short-Term
Action 12.3: Propose the development of a boutique hotel to enhance the variety of Short-Term stay options. Other possible locations to consider for a boutique hotel include the Northside and Hip Strip.	Downtown Partnership Private	Mid-Term
Action 12.4: Manage transportation and parking demand by balancing pedestrian and vehicular access to buildings, as well as creating and managing a variety of transportation and parking options.	MPC	Short-Term
Action 12.5: Make Front Street between Madison and Van Buren Streets into a complete street with an emphasis on bicyclists and pedestrians.	City	Mid-Term

Improve Mobility, Health & Safety

Transportation, Parking, Infrastructure

Strategy / Activity	Lead	Time Frame
Strategy 1: Make Every Street a Great Street		
Action 1.1: Update street design standards across Downtown.	City Downtown Partnership	Short-Term
Action 1.2: Revise Design Excellence Guidelines to reflect updated street design standards.	City	Short-Term
Action 1.3: Develop a Master Thoroughfare Plan to identify the character and role of each Downtown street and their appropriate design characteristics. These may include sidewalk widths and design, planting areas, green infrastructure, lane dimensions, parking dimensions, and bicycle facilities.	City Downtown Partnership	Mid-Term
Strategy 2: Improve the Pedestrian Realm with Sidewalk Design Guidelines		
Action 2.1: Develop and approve sidewalk design guidelines for Downtown that include street trees and seating.	City Downtown Partnership	Short-Term
Action 2.2: Update the City's street tree planting guidelines	City	Short-Term
Action 2.3: Install pedestrian-scaled street lighting that meets Missoula's Outdoor Lighting Ordinance. Focus on replacing street light fixtures on Front Street, Main Street, and Higgins Avenue.	City	Mid- to Long-Term
Strategy 3: Connect Across Orange Street		
Action 3.1: Redesign North Orange Street to improve pedestrian and bicyclist safety and to enhance the aesthetic appeal and experience of the corridor. This can include reducing lane widths to incorporate landscaped planting strips with street trees along the sidewalks and a landscaped median. Green stormwater infrastructure should be implemented in the design where possible.	City MDT	Long-Term
Action 3.2: Install high-visibility ladder, zebra, or continental crosswalk markings at all crossings and ensure that the intersections are well lit.	City MDT	Short-Term
Action 3.3: Study the possibility of installing a Pedestrian Hybrid Beacon at the intersection with Pine Street to enhance pedestrian safety. Supplement the Hybrid Beacon with a bike signal and signal detection for the minor street approaches to facilitate bicycle crossings.	City MDT	Short-Term
Action 3.4: Study the feasibility of a modern roundabout at the intersection with Front and Main Streets to rectify the odd angles, reduce speeding, improve safety, and create a focal point for public art.	City MDT	Mid-Term
Action 3.5: Construct a gateway plaza and pedestrian refuge at the intersection with Alder Street.	City MDT	Mid-Term
Action 3.6: Install a traffic signal (when warrants are met) at the intersection with Cregg Lane.	City MDT	Short-Term

Strategy / Activity	Lead	Time Frame
Strategy 4: Upgrade the Front and Main Streets Couplet with Two-Way Traffic Circulation & Improve Circulation to the Kiwanis Park Neighborhood		
<p>Action 4.1: Restore two-way operations on Front and Main Streets. As part of this effort:</p> <ul style="list-style-type: none"> • Update intersections at Orange, Ryman, Higgins, Pattee and Madison. • Install modern pedestrian crosswalks, curb ramps and curb extensions, and street trees • Add separated bicycle facilities on Main Street • Reconfigure on-street parking 	City	Short-Term
<p>Action 4.2: Upgrade access and circulation in the Kiwanis Park neighborhood due to changes in traffic flow resulting from the restoration of two-way operations on Front and Main Streets.</p> <ul style="list-style-type: none"> • Repurpose frontage lane along Madison between Front and Main Streets as part of a Main Street separated bicycle facility • Create a full movement intersection at the intersection of Front Street and Madison Street • Install a raised median extending west from Madison between the eastbound and westbound lanes of Front Street to prevent left turns from or onto Hartman Street (from Front Street). • Convert Parsons Drive to two-way flow 	City	Short-Term
<p>Action 4.3: Prepare a detailed study for enhancing access to the Kiwanis Street Neighborhood.</p>	City	Short-Term
Strategy 5: Enhance On-Street Bicycle Infrastructure		
<p>Action 5.1: Adopt a policy promoting separated bicycle lanes for all on-street bicycle facilities in Downtown on streets with posted speed limits greater than 25 mph.</p>	City MDT	Short-Term
<p>Action 5.2: Extend the Higgins Avenue cycle track south to the Higgins Avenue bridge.</p>	City MDT	Mid-Term
<p>Action 5.3: Implement neighborhood greenways as described in Activate Missoula Plan and Bike Facilities Master Plan</p>	City	Short-Term
<p>Action 5.4: Implement separated on-street bicycle facilities on Higgins Avenue from the Clark Fork bridge south to Brooks Street.</p>	City MDT	Mid-Term
<p>Action 5.5: Implement an East-West cross-town bicycle corridor consisting of separated bike lanes along Spruce Street. In segments where bicycle lanes already exist, they will be upgraded to separated facilities.</p>	City	Mid-Term
<p>Action 5.6: Implement an East-West cross-town bicycle corridor consisting of separated bike lanes along Broadway Street. In segments where bicycle lanes already exist, they will be upgraded to separated facilities.</p>	City MDT	Long-Term
<p>Action 5.7: Improve the existing bicycle lanes along Broadway Street east of Van Buren Street to provide safe bicycle connectivity to the Montana Technology Enterprise Center, the Missoula College River Campus, and East Missoula.</p>	City MDT	Short-Term

Strategy / Activity	Lead	Time Frame
Action 5.8: Incorporate separated bicycle lanes along Main Street as part of the two-way conversion design. At the intersection of Main Street with Madison Street, the separated bicycle facilities can turn south utilizing the existing frontage lane, cross Madison Street at the new signalized intersection, and continue along Front Street to connect with Ron’s River (Riverfront) Trail.	City	Short-Term
Action 5.9: Consider the use of protected bicycle intersection treatments at intersections where both streets include separated bicycle facilities and at other intersections with heavy bicycle traffic.	City MDT	Short-Term
Strategy 6: Increase the Supply of Short and Long-Term Bike Parking		
Action 6.1: Update bicycle parking requirements and standards for new development and redevelopment.	City	Short-Term
Action 6.2: Establish a bicycle parking fund to install public bike parking in Downtown.	City	Short-Term
Action 6.3: Install secure, long-term bicycle parking on the ground floor of MPC parking garages. A designated bike lane to enter/exit the garage can make access safer and more convenient.	MPC City	Short-Term
Action 6.4: Increase the supply of short-term public bike parking across Downtown.	City	Short-Term
Strategy 7: Adopt Strategies to Ensure MaaS Options are Beneficial to Missoula and are Integrated with Current Transportation Systems		
Action 7.1: Adopt strategies to ensure that MaaS options work in a beneficial and seamless way within existing City streets and alongside current transportation systems.	City Downtown Partnership Mountain Line	Short-Term
Action 7.2: Designate Curb Space for Rideshare Pick-Up and Drop- Off Zones	City	Short-Term
Action 7.3: Cluster MaaS Options and Connect with Transit	City Mountain Line	Short-Term
Action 7.4: Adopt Policy and Program Frameworks that Manage Services and Monetize Access	City	Short-Term
Action 7.5: Institute mirco-mobility vehicle policy that prohibits mirco-mobility vehicle operation on sidewalks and promotes travel on bicycle infrastructure. Implement an education campaign on where devices should be operated.	City	Short-Term
Action 7.6: Develop regulations requiring use of designated parking areas for shared micro-mobility vehicles (including e-scooters) in the CBD and along Higgins Avenue in the Hip Strip to avoid the hazard and inconvenience caused by parking on public sidewalks.	City	Short-Term
Action 7.7: Map and enforce e-scooter speed restriction zones where maximum speeds are typically limited to 7 mph. Areas for speed restriction zones can include colleges, universities, parks, main shopping streets, and other places with high levels of pedestrian activity.	City	Short-Term
Strategy 8: Extend and Complete the Shared-Use Path Network		
Action 8.1: Widen the Milwaukee Trail from 10 feet to 18 feet (10 feet marked for cyclists and 8 feet for pedestrians) to accommodate increasing ridership.	City	Short-Term

Strategy / Activity	Lead	Time Frame
Action 8.2: Widen the Bitterroot Trail from 10 feet to 18 feet (10 feet marked for cyclists and 8 feet for pedestrians) to accommodate increasing ridership.	City	Mid-Term
Action 8.3: Complete missing segments of Ron’s River (Riverfront) Trail, including (Burton St to Orange St and Madison Street to East Missoula). Some segments may need to be elevated to limit disruptions to the river and riparian zone.	City	Short-Term
Action 8.4: Upgrade segments of Ron’s River (Riverfront) Trail in East Caras and Bess Reed Parks to shared-use path standards.	City	Short-Term
Action 8.5: Consider designing Ron’s River (Riverfront) Trail from the Riverfront Triangle to Van Buren street as a promenade.	City	Short-Term
Action 8.6: Pursue new connections across the Clark Fork River between the University of Montana and Missoula College as well as along the Bitterroot Branch rail bridge.	UM City Downtown Partnership Private	Long-Term
Action 8.7: Enhance connections between the Lower Rattlesnake neighborhood and Ron’s River (Riverfront) Trail with special consideration for safely crossing the MRL/BNSF rail lines and Broadway.	City MDT MRL	Mid-Term
Action 8.8: Promote trail-oriented development through master planning and zoning updates.	City	Short-Term
Strategy 9: Update Downtown’s Urban Alleyways		
Action 9.1: Develop an Urban Alleyways Program in consultation with Downtown businesses, property owners and other stakeholders. The Program should include the following three stages: <ul style="list-style-type: none"> • Stage 1: Perform an alley inventory and needs survey. • Stage 2: Categorize Downtown alleys into three categories and develop an Alley Update Toolkit that shows types of upgrades and enhancements appropriate for each alley type. • Stage 3: Implement an alleyways improvement program, including a multi-year prioritized capital project list. 	Downtown Partnership City	Short-Term
Action 9.2: Undertake one or more pilot projects to test Upgrade Toolkit measures and deploy one or more Short-Term “tactical urbanism” projects	Downtown Partnership City	Short-Term
Action 9.3: Promote art in Downtown alleys	Arts Missoula City Downtown Partnership	Short-Term
Action 9.4: Transform two or three alleys into “Destination Alleys”	Downtown Partnership City	Long-Term
Strategy 10: Implement Modern Universal Accessibility (Access for All) Design Features		
Action 10.1: Identify sidewalk and curb locations with accessibility concerns and prioritize those for improvements.	City	Short-Term
Action 10.2: Ensure an adequate supply of accessible parking on-street and in public garages. Use PROWAG standards for accessible public parking.	City MPC	Short-Term
Action 10.3: Install Accessible Pedestrian Signals (APS) typically including push-button locator tones, audible and vibrotactile walk indications, tactile arrows, and automatic volume adjustment to improve the safety of crossing intersections for the visually impaired.	City	Mid-Term

Strategy / Activity	Lead	Time Frame
Strategy 11: Complete Implementation of the Missoula Wayfinding Plan		
Action 11.1: Complete implementation of the Wayfinding Plan across Downtown, including signage for key destinations, historical sites, parking locations, transportation, and other information.	Downtown Partnership City	Short-Term
Action 11.2: Incorporate bicycle wayfinding elements into Downtown’s Wayfinding Plan.	Downtown Partnership City	Short-Term
Strategy 12: Data-Driven Traffic Safety Remedial Program		
Action 12.1: Continue to identify locations where injury and fatal crashes occur based on crash data reporting, and compile and map the data in periodic Community Transportation Safety Plans.	City	Short-Term
Action 12.2: Prioritize the implementation of safety improvement projects and strategies in high crash locations.	City	Short-Term
Action 12.3: Adopt the Vision Zero target for zero fatalities involving road traffic.	Missoula City Council	Short-Term
Action 12.4: Establish maximum posted speed limit of 25 mph across Downtown. Some areas may warrant lower speed limits.	City MDT	Short-Term
Strategy 13: Truck Freight Access and Circulation		
Action 13.1: Undertake a region-wide Missoula Freight Plan to re-route freight out of Downtown and to address trends in freight services and management of truck freight in a way that preserves the character and livability in Missoula. Focus on re-routing the designated truck route in Downtown along Brooks Street, 5th and 6th Streets, Madison Street, E Broadway Street, and Van Buren Street.	MPO City	Short-Term
Strategy 14: Public Transit System Development		
Action 14.1: Support the Mountain Line 2018 Strategic Plan’s recommended strategies and key elements for enhancing transit service and mobility options for more Missoulians.	Mountain Line	Ongoing
Action 14.2: Increase Mountain Line’s span of service by implementing the 7 Day - 7 Night Service as outlined in the Mountain Line 2018 Strategic Plan.	Mountain Line	Mid-Term
Action 14.3: Ensure that all bus stops are ADA compliant, where physically possible.	Mountain Line	Mid-Term
Action 14.4: Provide bus shelters and seating at all bus stops in Downtown.	Mountain Line	Mid-Term
Action 14.5: Continue Zero-Fare transit service.	Mountain Line	Ongoing
Action 14.6: Reduce the number of routes operating at 60 and 30 minute headways by increasing frequency.	Mountain Line	Mid-Term
Action 14.7: Expand bus service to the Sawmill District, McCormick Park, and Wyoming Street Area.	Mountain Line	Long-Term
Strategy 15: Implement a Downtown Trolley or a Downtown-to-University Streetcar		
Action 15.1: Prepare an updated streetcar study, as Missoula continues to grow, to assess circulation within Downtown and connections to Downtown from surrounding neighborhoods and new development.	Mountain Line Downtown Partnership	Long-Term

Strategy / Activity	Lead	Time Frame
Action 15.2: Ensure that changes to Downtown’s infrastructure does not preclude the implementation of a streetcar in the future.	City	Ongoing
Action 15.3: Preserve the Bitterroot Branch rail line and right-of-way for a possible future rail connection between Downtown and mid-town.	City MRL	Ongoing
Action 15.4: Consider a Downtown to University alignment for an initial streetcar or trolley phase.	MPO City	Long-term
Action 15.5: Extend the streetcar to connect other neighborhoods to Downtown.	MPO City	Long-term
Strategy 16: Monitor and Update Snow and Ice Removal Policies		
Action 16.1: Update snow removal and storage policies to prioritize remote snow storage to keep Downtown streets clear.	City	Mid-term
Action 16.2: Collectively maintain snow and ice removal on sidewalks along Downtown’s primary commercial streets.	Downtown Partnership	Mid-term
Action 16.2: Emphasize maintenance of bicycle and pedestrian infrastructure in the winter.	City	Short-Term
Strategy 17: Improve Intersection Safety		
Action 17.1: Where appropriate, install painted intersections and crosswalks by local artists to increase visibility. Update the installations on a regular basis depending on durability through winter.	City	Short-Term
Action 17.2: Study possible redesigns to improve the overall safety and bicycle facilities of the South Higgins Avenue and Brooks Street intersection.	City MDT	Mid-Term
Action 17.3: Study possible redesigns to improve the overall safety and aesthetics of the E Broadway Street and Van Buren Street intersection as a gateway to Downtown.	City MDT	Mid-Term
Action 17.4: Study possible redesigns to improve the overall safety, geometry, and aesthetics of the W Broadway Street, Toole Ave, and California Street intersection. This can serve as a gateway to Downtown.	City MDT	Mid-Term
Strategy 18: Reduce the Demand for Parking in Downtown		
Action 18.1: Adopt a Transportation Demand Management (TDM) ordinance as the first step towards meeting the parking needs of Downtown Missoula.	City MPC	Short-Term
Action 18.2: Provide support for the implementation of TDM strategies	City MPC	Short-Term
Action 18.3: Modernize the Parking Codes/Ordinances/Policies to emphasize mitigation that focuses less on vehicular capacity improvements and more on TDM and the efficient use of existing parking resources.	City MPC	Mid-Term
Strategy 19: Manage the Parking Supply in Downtown		
Action 19.1: Develop and manage a shared parking system with private facilities.	MPC	Short-Term
Action 19.2: Implement a defined, comprehensive process for addressing parking facility (garages) maintenance.	MPC	Short-Term
Action 19.3: Develop new employee parking strategies	MPC	Short-Term
Action 19.4: Establish a formal parking over-sell policy for maintaining a target utilization rate of MPC leased spaces.	MPC	Short-Term
Action 19.5: Utilize existing surface lots on the edge of Downtown or at the University of Montana, in combination with a shuttle service for special events.	MPC UM	Short-Term

Strategy / Activity	Lead	Time Frame
Action 19.6: Discuss the organizational structure of the MPC and research alternatives. This may include integrating the Parking Director into the City's Public Works Department to allow the Parking Director access to the City's mobility, maintenance, finance, and enforcement teams. This may also involve transitioning the MPC into an advisory board to the council and mayor.	MPC	Short-Term
Action 19.7: Implement a truck loading zone (TLZ) policy to improve the current system associated with deliveries and loading/unloading	City MPC	Short-Term
Action 19.8: Expand the Missoula MPC's (MPC) jurisdictional boundaries to include the Hip Strip as well as the Riverfront area around Wyoming Street and the area North of West Broadway Street and South of Toole Avenue and West of Orange Street.	MPC	Mid-Term
Action 19.9: Institute Performance (Demand) Based Pricing to redistribute parking between areas of higher and lower demands within a district based on data. Special consideration should be given to reducing the cost burden on employees parking in the downtown.	MPC	Mid-Term
Action 19.10: Review MPC's bonding capacity to inform future funding options.	MPC	Short-Term
Action 19.11: Identify parking infrastructure funding mechanisms for Missoula to expand and operate parking facilities over the next decade and beyond.	MPC City Downtown Partnership	Mid-Term
Action 19.12: Establish a process for creating new parking management districts in coordination with surrounding areas.	MPC	Mid-Term
Action 19.13: Set simplified and appropriate on-street parking time limits to serve the needs of surrounding uses and to establish clear, consistent messaging. Parking time limits should be 15/30-minutes, 2-hours, or 4-hours.	MPC	Mid-Term
Action 19.14: Extend weekday parking enforcement hours to be 9:00 AM – 7:00 PM Monday – Friday.	MPC	Mid-Term
Action 19.15: Consider adding Saturday parking enforcement hours from 9:00 AM – 7:00 PM.	MPC	Long-Term
Action 19.16: Use data-driven policies to support balanced utilization of parking resources and Downtown goals and growth. Use data to support better policy, price, and practice decisions that are consistent with the intended vision and outcomes of the parking program.	MPC	Mid-Term
Action 19.17: Improve parking and mobility wayfinding, branding, and messaging to address the general lack of understanding of where available parking is within the public (and private) parking system	City MPC	Short-Term
Action 19.18: Implement a comprehensive and dynamic curb lane management program to balance transit demand, on-street parking, TNC passenger loading/unloading, truck loading/unloading, personal deliveries, on-demand mobility devices such as bikes and scooters, emergency services, pedestrian streetscape amenities and other users.	City MPC	Mid-Term
Action 19.19: Enhance residential parking practices to support resident needs first, maximize support to adjacent commercial areas when possible, and manage this limited asset to the best of the City's ability.	MPC	Mid-Term

Strategy / Activity	Lead	Time Frame
Action 19.20: Adopt new parking asset development/design guidelines to ensure new parking structures contribute to a positive pedestrian experience and can be converted to other uses if parking demand declines.	City MPC	Mid-Term
Action 19.21: Consider expanding the MPC jurisdictional boundaries to include the entirety of the City.	MPC	Long-Term
Action 19.22: Implement paid on-street parking in new areas	MPC	Long-Term
Strategy 20: Develop New Locations for Centralized Shared Parking		
Action 20.1: Construct three new parking garages to provide for the parking needs of future development and to supply spaces for employee parking.	MPC Downtown Partnership	Mid- to Long- Term
Strategy 21: Expand Adequate Water Supply Across the Entire Downtown to Support New Development		
Action 21.1: Construct main extensions off the trunk lines in areas not served, such as the Wyoming Street Area, to provide service necessary for new development.	City	Mid-Term
Action 21.2: Up-size piping or increase network connections to achieve the required pressures and flow capacity for areas identified for increased density.	City	Mid-Term
Strategy 22: Improve the Water Quality of Storm Water Discharge at Outfall Locations into the Clark Fork River		
Action 22.1: Implement MS4 compliance program including evaluation of the current system and development of design standards for new development.	City	Short-Term
Action 22.2: Retrofit outfalls with stormwater treatment systems.	City	Short-Term
Action 22.3: Prevent untreated runoff from draining into the Clark Fork River.	City	Short-Term
Action 22.4: Discourage the use of new piped systems to the river.	City	Short-Term
Strategy 23: Expand Storm Water Management Options Across Downtown		
Action 23.1: Evaluate capacity of the storm water collection networks and identify pretreatment requirements and system upgrades to serve areas of development identified in this plan.	City	Mid-Term
Action 23.2: Use green infrastructure whenever possible to address stormwater and increase green space.	City	Mid-Term
Strategy 24: Address the Electric Substation Near Caras Park		
Action 24.1: Use “Big Art” to screen the view of the electric substation near Caras Park.	Downtown Partnership NorthWestern Energy	Short-Term
Action 24.2: Develop a Long-Term goal for relocating the electric substation near Caras Park when the need for more capacity requires an expansion or reconstruction of the substation.	Downtown Partnership NorthWestern Energy	Long-Term
Strategy 25: Implement Faster and More Affordable Fiber Based Gigabit Broadband Service Across the Downtown		
Action 25.1: Support the long and short-term goals of the 2016 <i>Missoula Broadband Recommendations: Fiber to the Future</i> report	City Downtown Partnership Private	Ongoing

Stay Original. Stay Authentic. Be Green. And Create Jobs

Arts & Culture, Economic Development, Historic Preservation

Strategy / Activity	Lead	Time Frame
Strategy 1: Stay Original. Stay Authentic.		
Action 1.1: Continue to encourage local ownership.	All	Ongoing
Action 1.2: Identify local gathering places and create a strategy for their retention which includes a Cultural Asset Map.	Downtown Partnership	Short-Term
Action 1.3: Find new ways to tell the “Missoula Story,” investigate new stories to tell, and identify new ways to present local culture.	Downtown Partnership	Short-Term
Action 1.4: Continue to encourage all public investment to express what is unique about Missoula. The natural environment and the history especially should be present in the design of all new public projects.	City County	Ongoing
Action 1.5: Work to develop a built environment that is as high-quality as the natural environment. This includes a BIG Art installation on the northshore of the river and large scale murals.	City Downtown Partnership Private	Ongoing
Action 1.6: Investigate a Cultural Density Bonus Program to provide additional development rights for retention or development of affordable artist and cultural spaces.	City	Short-Term
Action 1.7: Develop an Adaptive Reuse Ordinance to help protect historic structures Downtown by making them easier to re-use.	City	Short-Term
Action 1.8: Develop a city-wide Cultural Asset Map to identify culturally significant businesses, organizations, and institutions.	City	Short-Term
Action 1.9: Develop a Heritage Interpretive Plan for culturally-relevant streetscape elements, wayfinding, signage, historical markers, and public art.	City Downtown Partnership Private	Short-Term
Action 1.10: Pursue grants to support, maintain, and formalize Preserve Historic Missoula’s List of Endangered Historic Structures.	Preserve Historic Missoula Downtown Partnership	Short-Term
Action 1.11: Create a Land Trust to buy land or acquire easements to preserve undervalued assets for cultural or historic preservation.	City	Short-Term
Action 1.12: Invest in new public spaces and new pop-up-art spaces to provide local artists with land or storefronts which can temporarily be used as a canvas, gallery, or shop.	City Downtown Partnership	Short-Term
Action 1.13: Establish a Local Arts Agency that is designated to operate on behalf of the City and/or County and to function as a regrating agency for local artists.	Arts Missoula City	Short-Term
Strategy 2: Focus on Development Potential		
Action 2.1: Facilitate Development following the Master Plan including: <ul style="list-style-type: none"> • Catalyst Projects: Public and private projects that have the potential to stimulate significant momentum, • Regulatory Updates: Policy updates and updates to the Land Development Regulations and Zoning, • Transportation Projects: Public projects increase local spending capacity and quality of life, and • Quality of Life Projects: Public amenity projects that attract private investment to surrounding areas and preserve the natural environment unique to Missoula. 	City	Short-Term

Strategy / Activity	Lead	Time Frame
Strategy 3: Build Tourism		
Action 3.1: Develop a Tourism Master Plan for Missoula that includes the Downtown.	Destination Missoula	Short-Term
Action 3.2: Create a Tourism-led Economic Development Vision for an inclusive vision of Missoula’s tourism economy and the role Downtown can play.	Destination Missoula	Short-Term
Action 3.3: Coordinate existing studies and players by developing a listing of groups working on Mid- to Long-Term plans with direct relevance to the Downtown’s tourism economic development.	City Downtown Partnership Destination Missoula	Short-Term
Action 3.4: Consider the concept of “Downtown Trails” and how it could be implemented across Downtown.	Downtown Partnership Destination Missoula	Short-Term
Action 3.5: Close the identified supply gaps using incentives and direct investor outreach.	City Downtown Partnership Destination Missoula	Short-Term
Action 3.6: Consider creating an area-wide Investment Map with supporting Pre-Feasibility Studies to be published and promoted online and in person, highlighting investment opportunities along the “Downtown Trails.”	City Downtown Partnership Destination Missoula	Short-Term
Action 3.7: Stay original and authentic by encouraging a tourism sector that is locally-owned and serves visitors and locals alike.	City Downtown Partnership Private Destination Missoula	Short-Term
Strategy 4: Expand Experiences for the Tourism Missoula Wants to See		
Action 4.1: Enhance existing experiences by <ul style="list-style-type: none"> List the most significant assets for experience development. Document existing physical and programming opportunities and constraints. Create an action plan for each one that improves the visitor experience and creates new reasons to visit or remain on or near the site for longer than the previous year. 	Destination Missoula Downtown Partnership	Mid-Term
Action 4.2: Prioritize new tourism attractions and tourism infrastructure near existing assets. <ul style="list-style-type: none"> Determine what types of experiences would strengthen the Downtown’s tourism potential Hold specific idea generation meetings to answer the question: how can we create world class, area-appropriate examples within each of the following categories: Eating and Drinking, Shopping, Public Art and Performances, Ski Facilities, Museum, Birding, Walking/Hiking/Biking, and Other Categories. 	Destination Missoula Downtown Partnership	Mid-Term

Strategy / Activity	Lead	Time Frame
Strategy 5: Develop Additional Financial Supports for the Tourism Missoula Wants to See		
Action 5.1: Create an incentives strategy and an incentives prioritization framework.	Destination Missoula Downtown Partnership City	Short-Term
Strategy 6: Create an Entrepreneurial Ecosystem for Technology		
Action 6.1: Continue efforts to grow high-technology jobs on the University of Montana campus and in the Downtown.	UM	Ongoing
Action 6.2: Update land development and zoning codes to better allow technological offices and makerspaces.	City	Short-Term
Strategy 7: Support Maker Culture and Makerspaces		
Action 7.1: Update zoning in the Downtown to allow for Makerspaces. This may require a new urban industrial or maker village use.	City	Short-Term
Action 7.2: Support the inclusion of makerspaces in new public-private partnership developments and in historic buildings across.	Downtown Partnership	Short-Term
Strategy 8: Enhance Historic Preservation Efforts		
Action 8.1: Consider a Multiple Resource Area Nomination to increase the number of structures on the national Historic Register.	City Downtown Partnership	Short-Term
Action 8.2: Create a Local Historic District in the Downtown after a public education and outreach process.	City Downtown Partnership	Short-Term
Action 8.3: Update Local Historic District Design Guidelines to help retain the historic character of a designated historic district, in coordination with Action 8.2.	City	Short-Term
Action 8.4: Continue building a comprehensive inventory of all of Missoula's historic assets including parks, trees, buildings, and monuments.	City Downtown Partnership	Ongoing
Action 8.5: Update the City's Demolition-by-Neglect Ordinances to better require property owners to care for blighted structures.	City Downtown Partnership	Ongoing
Action 8.6: Create a Neighborhood Conservation District in the neighborhoods located between the Railroad tracks and Pine Street.	City Downtown Partnership	Mid-Term
Action 8.7: Create a Historic Preservation Fund to assist in the rehabilitation of historic structures.	City Downtown Partnership	Mid-Term
Strategy 9: Climate Change in Missoula		
Action 9.1: Create a Climate Action Plan (CAP) for Downtown Missoula.	City Downtown Partnership	Short-Term
Action 9.2: Develop a Sustainability Plan for Downtown Missoula that ties together the community's goals, strategies, implementation plans, and metrics for improving sustainability.	City Downtown Partnership	Short-Term
Strategy 10: Urban Renewal Districts		
Action 10.1: Create a new Urban Renewal District north of Broadway Street in Downtown.	Downtown Partnership City	Short-Term

ENHANCE PARKS & PUBLIC SPACES & BETTER UTILIZE THE RIVER

Parks & Open Space, River Access, Sustainability

Strategy / Activity	Lead	Time Frame
Strategy 1: Enhance and Expand Park and Green Space Across Downtown		
Action 1.1: Improve existing parks and create new parks to accommodate the need for additional green space in the growing Downtown.	City Downtown Partnership	Long-Term
Action 1.2: Focus on the needs and activities of the residents of Downtown. Design should follow the principles of Crime Prevention Through Environmental Design (CPTED) to create safe, comfortable and functional spaces.	City	Ongoing
Action 1.3: Continue to expand the City’s park holdings, facilities and open space opportunities with special emphasis on serving the downtown core and areas that are home to marginalized populations and areas that are underserved.	City	Long-Term
Action 1.4: Create new dog parks at appropriate locations.	City	Short-Term
Action 1.5: Incorporate parks and their amenities into Missoula’s Downtown wayfinding signage.	Downtown Partnership City	Short-Term
Action 1.6: Enhance trails to connect open spaces and parks.	City	Mid-Term
Action 1.7: Ensure equitable distribution of parks across downtown and Missoula as a whole.	City	Mid-Term
Action 1.8: Hold all parks across downtown to the same high level of quality for maintenance, safety, and amenities.	City	Mid-Term
Strategy 2: Create New Alternative Third Places		
Action 2.1: Create new all-seasons alternative third places that encourage social interaction for Missoulians of all ages to gather.	Downtown Partnership Private	Mid-Term
Action 2.2: Develop a food truck rally program.	Downtown Partnership	Short-Term
Action 2.3: Develop a small food court with a wide range of prices and EBT/Food Stamp accepting businesses.	Downtown Partnership Private	Mid-Term
Action 2.4: Create places where parents with small children can entertain their children at a low cost, like assigned play areas in parks and indoor spaces.	City	Mid-Term
Action 2.5: Complete the conversion of Currents Aquatic Center into a full community center for all (see also Downtown for Everyone: Action 3.8).	City	Short-Term
Strategy 3: Enhance Missoula’s Urban Forest		
Action 3.1: Continue to implement the 2015 Urban Forest Master Management Plan.	City	Ongoing
Action 3.2: Expand planting programs to maintain the existing urban forest and increase planting efforts in neighborhoods that lack full tree canopy.	City	Short-Term
Action 3.3: Develop robust tree planting standards for a variety of urban conditions (sidewalk, plaza, etc.) incorporating best practice use of structured soils, modular soil structure systems, and or large tree planting areas. These should incorporate maximum green infrastructure features to capture and clean stormwater. The standards should also include the use of root management systems to protect nearby infrastructure.	City	Mid-Term

Strategy / Activity	Lead	Time Frame
Action 3.4: Maintain the long-term viability of the existing urban tree canopy by regularly addressing planting standards and maintenance needs.	City	Mid-Term
Action 3.5: Reduce the monoculture of street tree species in Downtown. Street tree species should vary by street segment, not along individual blocks, for maximum visual and aesthetic benefit.	City	Mid-Term
Action 3.6: Require street trees meet adopted standards and be planted for new development. Encourage using native plants and diversify the existing urban tree canopy species.	City	Short-Term
Action 3.7: Partner with advocacy groups such as Trees for Missoula in the implementation process.	City	Mid-Term
Strategy 4: Celebrate and Protect the River		
Action 4.1: Engage the river and the parks along its banks by facing the river with dining areas and shopfronts and by creating pedestrian friendly spaces. Treat the entire length of the river in Downtown as an amenity. Update the Land Development Regulations and Zoning Code to encourage such practice.	Downtown Partnership City	Mid-Term
Action 4.2: Enhance and develop new formal river access points along both the north and south banks of the river to allow access in a sustainable manner. Discourage access to the river at other locations to prevent damage to the riparian environment.	City	Short-Term
Action 4.3: Restore riparian areas to protect the health of the river where appropriate and possible. This is especially important between the river and land uses that generate nonpoint source pollution.	City	Short-Term
Action 4.4: Support projects and programs that enhance river activities. This includes future park planning and design efforts and plans to specifically improve river access and restoration.	Downtown Partnership City	Short-Term
Action 4.5: Incorporate a minimum 100 to 200 foot setback between the river and buildings in new developments where possible.	City	Short-Term
Strategy 5: Support Existing Park Plans		
Action 5.1: Programming for existing parks should be noted and enhanced to ensure they are meeting the needs of the community and visitors. Programming in the parks should be multifunctional to provide amenities accessible to residents year-round.	Downtown Partnership City	Mid-Term
Action 5.2: Support the implementation of the Downtown Lions Park improvement design documents to increase desired activities.	City	Short-Term
Strategy 6: Reimagine Caras Park		
Action 6.1: Propose multiple additional uses for Caras Park, including an indoor market that supports local artists and craftsmen, and multifunctional play space.	Downtown Partnership City Private	Mid-Term
Action 6.2: Make the park friendly to visit year round, including accommodating leisure ice or an ice ribbon.	Downtown Partnership City	Mid-Term
Action 6.3: Consolidate parking in order to free up space for additional park uses and green space. Sell or lease a portion of the surface parking area for a mixed-use building that includes replacement of public parking spaces along with private development.	MPC Downtown Partnership City Private	Mid-Term

Strategy / Activity	Lead	Time Frame
Action 6.4: Install a gateway entrance feature at the intersection of West Front Street and Ryman Street to inform people of the park below and to function as a formal entrance.	Downtown Partnership City	Mid-Term
Strategy 7: Improve the Higgins Avenue Bridge		
Action 7.1: Provide direct, accessible connections from both sides of the Higgins Avenue Bridge to Caras Park and Ron’s River Trail. These connections could include accessible ramps or elevators.	City MDT	Mid-Term
Action 7.2: Enhance the underside of the bridge for safety as well as connecting Caras and East Caras Parks. This can include murals, lighting, seating and play equipment that is sheltered from rain and snow.	City MDT	Short-Term
Action 7.3: Create a unified theme along the river trails through design elements.	Downtown Partnership City	Short-Term
Strategy 8: Improve Bess Reed Park		
Action 8.1: Install ample lighting to improve park user safety.	City	Short-Term
Action 8.2: Update and implement the concept master plan for East Caras and Bess Reed Parks.	City	Short-Term
Strategy 9: Improve Kiwanis Park		
Action 9.1: Create a well-defined access path along the northern edge of the park for a better pedestrian experience.	City	Short-Term
Action 9.2: Provide a new river access point near the Madison Street bridge to protect the river bank from damage due to informal access.	City	Short-Term
Action 9.3: Develop a playground or other designated play area for young children.	City	Short-Term
Strategy 10: Enhance West Broadway Island Park		
Action 10.1: Support the implementation of improvement design documents created in 2016.	City	Short-Term
Action 10.2: Propose park uses that are compatible with the natural character of the park and be flexible and adaptable to the fluctuating water levels.	City	Short-Term
Strategy 11: Enhance Jacob’s Island Park		
Action 11.1: Improve the dog park to support sustainable active recreation.	City	Short-Term
Action 11.2: Fence off the most fragile riparian areas and establish stricter access controls to protect important natural habitat.	City	Short-Term
Strategy 12: Implement Green Infrastructure Projects at Various Scales		
Action 12.1: Develop and implement a coordinated green infrastructure plan to protect Downtown Missoula’s valuable natural resources and quality of life while moving towards meeting Federal water quality requirements.	City Downtown Partnership	Mid-Term
Action 12.2: Make parks a part of the storm water management system where it will not adversely impact the quality of the land.	City	Mid-Term

Strategy / Activity	Lead	Time Frame
Action 12.3: Make the park system an essential part of Downtown’s green infrastructure integrated with a network of corridors.	City	Mid-Term
Action 12.4: Connect the Downtown green infrastructure system with the broader regional system.	City	Mid-Term
Action 12.5: Begin the interpretive heritage markers and signs in areas where the city and the wilderness meet, and continue into the Downtown.	Downtown Partnership City	Short-Term
Action 12.6: Use green spaces and trees to support storm water management.	City	Mid-Term
Strategy 13: Become a Green City		
Action 13.1: Reduce personal vehicle use to lower carbon emissions by supporting enhanced public transportation and bicycle facilities as detailed in Chapter 3.	Mountain Line City UM	Mid-Term
Action 13.2: Promote and encourage composting in downtown to reduce landfill and create rich soil.	City PPP	Mid-Term
Action 13.3: Encourage deconstruction instead of demolition to encourage adaptive reuse of building materials.	City	Mid-Term
Action 13.4: Reinvision the Green Blocks program to improve energy efficiency in Downtown Missoula.	City NorthWestern Energy	Mid-Term
Action 13.5: Incentivize green building practices across Downtown Missoula and require green building practices for public projects.	City	Mid-Term
Action 13.6: Incentivize historic preservation and adaptive reuse for historic properties in downtown.	City	Mid-Term
Action 13.7: Become 100% clean electricity powered by 2030.	ALL	Long-Term
Action 13.8: Implement the solar road map to transition prioritized municipal building to solar energy.	City	Short-Term
Action 13.9: Become a Zero Waste downtown by implementing the following principles: <ul style="list-style-type: none"> • Introduce a paradigm shift in rethinking waste as resources • Maintaining equity in the forefront of all strategic planning and actions • Focus on selecting durable and sustainable goods that last from the start. • Maintain public transparency by producing and distribute progress reports, create public participation, measure progress and establish clear performance measures. 	City	Long-Term
Action 13.10: Require new development and renovations to add trees following proper planting techniques (i.e. structured soil, silva cell, large planting areas, etc.) so trees reach their full potential and implement green stormwater management techniques.	City	Mid-Term

Downtown for Everyone

Inclusiveness, Regional Affordability

Strategy / Activity	Lead	Time Frame
Strategy 1: Improving Engagement Through Public Process		
Action 1.1: Go to places where people already go and feel comfortable like schools, the Food Bank, neighborhood meetings, University of Montana campus (for students, not for rest of population), the senior center, and parks and recreation facilities like Currents and Splash.	City County Downtown Partnership	Ongoing
Action 1.2: Hold different meetings at different times like late-morning for people with disabilities, middle of the day for seniors, and weekends for working parents.	City County Downtown Partnership	Ongoing
Action 1.3: Choose places with free and easy parking and where there is a close Mountain Line stop with frequent stops to encourage attendance.	City County Downtown Partnership	Ongoing
Action 1.4: Provide childcare for attendees during the meetings.	City County Downtown Partnership	Ongoing
Action 1.5: Create open and welcoming events that make everyone feel important and valuable. Events should be interactive with multiple ways to engage and guides to help everyone through the process.	City County Downtown Partnership	Ongoing
Action 1.6: Provide mentors that help people through the process.	City County Downtown Partnership	Ongoing
Action 1.7: Notice and document who does NOT show up and continually work on building those relationships.	City County Downtown Partnership	Ongoing
Action 1.8: Create consistent transportation options that allow people to get to meetings if they have to be outside of the neighborhood.	City County Downtown Partnership	Ongoing
Strategy 2: Addressing Housing Issues		
Action 2.1: Support plans to increase housing downtown.	Downtown Partnership Private	Ongoing
Action 2.2: Implement the strategies included in the City’s new housing policy, “A place to call home: meeting Missoula’s housing needs.”	City Private	Ongoing
Action 2.3: Increase legal and other services for tenants and consider creating laws and/or better enforcement of existing laws to protect the rights of tenants.	City	Ongoing
Action 2.4: Monitor the effect of vacation rentals on the supply of housing, especially in Downtown.	City Downtown Partnership Private	Short-Term
Action 2.5: Address the need for housing with supportive services. This will help the homeless community transition into stable housing options.	City Downtown Partnership Private	Short-Term
Action 2.6: Incentivize energy efficiency upgrades for homeowners and landlords to decrease energy consumption. This will help reduce utility costs, lowering housing costs for renters and owners.	City Downtown Partnership Private	Short-Term

Strategy / Activity	Lead	Time Frame
Strategy 3: All- Seasons Third Places		
Action 3.1: Create an incubator space for artists, makers, and small businesses to sell their products with minimal overhead.	Downtown Partnership	Short-Term
Action 3.2: Develop a space for visual and performing arts for the community.	Private Downtown Partnership	Mid-Term
Action 3.3: Provide affordable childcare services.	Private	Short-Term
Action 3.4: Create indoor as well as outdoor play spaces for kids to play free of charge.	City	Short-Term
Action 3.5: Build and enhance indoor and outdoor spaces for adults free of charge.	City	Short-Term
Action 3.6: Provide parking catchment strategy so that people can leave their cars behind and explore downtown by foot.	MPC	Ongoing
Action 3.7: Provide teen-appropriate third places and/or activities for people between the ages of 12 and 21.	City Private	Short-Term
Action 3.8: Complete the conversion of Currents Aquatic Center into a full community center for all (see also Enhance Parks & Public Spaces & Better Utilize the River: Action 2.5).	City	Short-Term
Strategy 4: Enhance Visitability		
Action 4.1: Build a downtown that works for people of all abilities in every season. Consider viable, convenient options that may exceed codes to ensure equal access to downtown for everyone	City	Ongoing
Action 4.2: Create a task force of people who will explore these issues deeper and make ongoing recommendations towards a Downtown Missoula Visitability Plan.	City Downtown Partnership	Ongoing
Action 4.3: Have volunteers to help new Mountain Line riders learn how to ride the bus and how to navigate the transit system.	Mountain Line	Ongoing
Strategy 5: Racism and Homophobia		
Action 5.1: Seek diversity on Boards and committees.	All	Short-Term
Action 5.2: Create a task force of diverse people who will explore these issues deeper and make ongoing recommendations toward a Downtown Missoula Diversity Plan.	City Downtown Partnership	Short-Term
Action 5.3: Create and implement a Downtown Missoula Diversity Plan.	City Downtown Partnership	Short-Term
Action 5.4: Create a tribal liaison for the City.	City	Short-Term
Action 5.5: Partner with the Native population to create a yearly festival to celebrate Native culture.	Private	Short-Term
Action 5.6: Work with Kyiyo Pow Wow to welcome the thousands of people who come from all over Montana every year to participate.	City	Ongoing
Action 5.7: Create big and small art by local artists.	City Downtown Partnership Arts Missoula	Ongoing
Action 5.8: Erect public statues of Native figures in history.	City Downtown Partnership Arts Missoula	Ongoing

Strategy / Activity	Lead	Time Frame
Action 5.9: Implement Heritage Signage Plan.	City Downtown Partnership	Ongoing
Strategy 6: Safety		
Action 6.1: Redesign alleys so that they are activated.	All	Ongoing
Action 6.2: Implement hydration stations which may help people hydrate while out drinking or provide free access to water in general.	City Downtown Partnership	Short-Term
Action 6.3: Add ambassadors and police offers to help reduce bad behaviors.	City Downtown Partnership	Ongoing
Action 6.4: Increase lighting levels in public areas to increase safety.	City	Short- to Mid-Term
Strategy 7: Childcare		
Action 7.1: Increase transportation options in order to open up childcare options.	City	Ongoing
Action 7.2: Include childcare facilities in public spaces.	PPP	Ongoing
Strategy 8: Growing an Affordable City		
Action 8.1: Advocate for smart growth in the City and the County. Build a wide variety of building types including small starter homes, and homes with a minimum of three bedrooms in order to allow families to stay within their homes as their families grow or change.	Downtown Partnership Private	Ongoing
Action 8.2: Create complete, compact neighborhoods with a range of housing types and densities, neighborhood shops, and civic spaces for people to gather, will also be needed to insure marketplace competitiveness and a high quality of life.	City County	Ongoing
Action 8.3: Consider Form-Based Code guidelines as one type of regulatory tool to shape new neighborhoods and improve existing ones, by establishing a framework of urban contexts.	City County	Short-Term
Action 8.4: Regulations should support the development of “Missing Middle” housing types to increase affordability, and meet demands for dense housing forms, while also considering neighborhood design and infrastructure needs.	City	Ongoing