



MISSOULA'S DOWNTOWN MASTER PLAN



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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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Urban Advantage
photo simulations

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

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Our thanks to the following leaders who guided this process through the Master Plan Steering Committee and Technical Advisory Committee:

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Donors

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Missoula Parking Commission	Missoulian	Southgate Mall
Missoula Redevelopment Agency	Mountain Line	Missoula Housing Authority
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Special Thanks

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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.

How This Plan Relates To Other Plans

Missoula's Downtown Master Plan has been developed in close coordination and serves as a complement with other existing plans. It attempts to integrate social, economic, transportation, climate change, aesthetic, preservation, and environmental goals from a variety of plans and initiatives into one framework for Downtown Missoula.

LAND USE PLANS, GUIDELINES, & STUDIES

- Downtown Missoula Master Plan (2009)
- Missoula Design Excellence Project – Building Development Standards and Guidelines (2018)
- Our Missoula City Growth Policy 2035
- ZERO by FIFTY: Missoula's Pathway to Zero Waste (2018)
- Community Climate Smart Action Plan

The above plans are part of the City's overall vision for the community. The **2009 Downtown Master Plan** set in motion many of the investments seen in Downtown Missoula today. Master Plan recommendations resulted in more than \$850 million in private and public investment within the Downtown area.

A list assembled by the Downtown Missoula Partnership of some of the completed and in-progress projects include:

- *Arts & Culture*: New Missoula Art Park (2017), and renovations to Missoula's two historic theaters — The Wilma and The Roxy (2016).
- *Education*: New building for Missoula College along the Clark Fork River (2017).
- *Employment Centers*: First Interstate Bank (2011), Garlington, Lohn & Robinson (2012), and Stockman Bank (2017) each built new premier Class A office buildings in Downtown Missoula. Old Sawmill District has Future OSD Tech Campus offering and Cambium Place with 33,000 sf commercial.
- *Hospitality*: New five-story, mixed-use development in the heart of the historic downtown, anchored by a 175-room Mercantile Residence Inn by Marriott Hotel (2018); renovation and upgrades to Holiday Inn Downtown (2018-2019), and current renovations for the DoubleTree Hotel (2018-2019); new AC by Marriott on the corner of Main

and Pattee Streets at the Firestone building location – 6 story, 105 rooms, completion by fall/winter 2020; as well as a planned seven-story hotel and conference center at the Riverfront Triangle (2020).

- *Housing*: Added more than 1,200 new housing units for all income levels, including new student housing at ROAM on Front Street (2018) and The Sawyer in the Old Sawmill District (2019).
- *New Parks & Trails*: Missoula Art Park (2017), 14-acre Silver Park with All Abilities Playground (2015), and Caras Park improvements.
- *Transportation*: North Higgins Street Improvement Project (2010) put Missoula in the national spotlight for protected bike lanes and complete streets design that led to full occupancy along Higgins north of Broadway. The Madison Bridge was redecked with improved pedestrian and bicycle facilities (2017). The Higgins Bridge will be redecked and expanded to better serve multimodal transportation (2020). Russell Street is being reconstructed as a complete street from Broadway to 3rd Street and ultimately to Mount Avenue, which includes a Russell Street Bridge reconstruction with additional vehicle and bike lanes, expanded sidewalks, lighting and trail connections (2018-19). The two I-90 interchanges at Orange Street and Van Buren interchanges Downtown have been reconfigured with roundabouts.
- *Parking*: The Park Place Parking Structure (2013) won a national parking award for its design and was the largest solar installation in the State of Montana when built. New multi-space electronic parking kiosks and pay by phone/app were implemented throughout Downtown (2017) featured the system is accessible for all.
- *Social Services*: New building and locations for the Poverello Center (2014), Salvation Army (2015), and Missoula Food Bank (2017).
- *Walkability*: Implementation of Phase I of the community-wide Wayfinding System (2016) and MDT ADA project (2018-19).

Our Missoula City Growth Policy guides growth and development in Missoula. The 2035 vision directs focus inward; managing growth while meeting the needs of the community residents.

The recent **Missoula Design Excellence Project** established an overlay zone with architectural design standards and guidelines for Missoula's Downtown and main commercial corridors. The Design Excellence overlay seeks to foster quality development and maintain what makes Missoula unique in its character and identity.

The **ZERO by FIFTY: Missoula's Pathway to Zero Waste** details principles and actions to help Missoula achieve the aspirational goal to reduce waste 90% by 2050 community-wide.

The Missoula Metropolitan Planning Organization developed these plans striving to balance mobility modes by developing complete networks for cyclists, pedestrians and transit users that will offer the same connectivity and service that the current motor vehicle network offers. The focus is on efficiency, complete streets, and achieving an ambitious mode split goal.

At its core, the City's transportation plan is a companion to the growth policy in terms of supporting an inward focus strategy through smart investments in safe, efficient and connected multi-modal transportation system.

TRANSPORTATION PLANS & STUDIES

- Activate Missoula 2045 - Missoula Long Range Transportation Plan (2017)
- 2019 Pedestrian Facilities Master Plan
- 2016 Bicycle Facilities Master Plan
- 2016 Transportation Improvement Plan
- Missoula Urban Transportation District, Urban Streetcar Study (2012)
- Mountain Lines 2018 Long Range Strategic Plan
- Front Street/Main Street Two-Way Conversion Feasibility Study
- Russell Street Corridor Design Study
- 2005 Downtown Streets Plan
- Community Transportation Safety Plan (2013, updated in 2019)
- 2018 Unified Planning Work Program

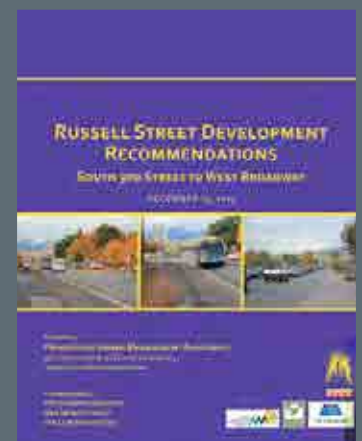
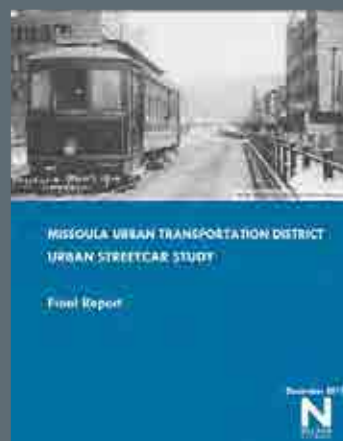
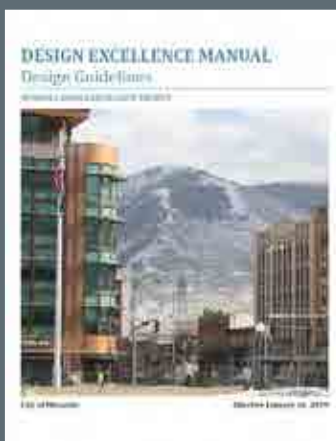
ECONOMIC & SITE-SPECIFIC PLANS & STUDIES

- Raising the Bar: A Competitive Realities Report and Target Industry Strategy for Missoula, Montana (2018)
- Fox Site Conference Center Feasibility Report

The **Competitive Realities Report and Target Industry Strategy** was prepared for the Missoula Economic Partnership to assess current dynamics within the Missoula market and identify industry recruitment and other economic strategies.

The **Fox Site Conference Center Feasibility Report** outlines the key findings of a feasibility analysis for a new conference center in Downtown Missoula.

Utilizing original data as well as these studies, this plan builds an economic analysis and recommendations for Downtown Missoula.



The covers of some of the recent plans and studies that are foundational to Missoula's Downtown Master Plan

PARKS & OPEN SPACE PLANS & STUDIES

- Parks, Recreation, Open Space and Trails (PROST) Plan (in progress)
- 2019 Parks and Recreation Strategic Plan
- 2018 Missoula Parks & Rec Design Manual
- 2015 City of Missoula Urban Forest Master Management Plan
- McCormick Park Master Site Plan
- Clark Fork Conceptual Designs (2016)
- Concept Master Plan for East Caras and Bess Reed Parks

The **PROST Plan** is currently being developed by Missoula County Parks, Trails and Open Lands and the Missoula Parks and Recreation Department, but statistically valid survey results are available now. The plan will offer a blueprint for the next ten years of parks and recreation in Missoula.

The **Parks and Recreation Strategic Plan, Parks and Recreation Design Manual, and Urban Forest Master Management Plan** are policy documents that currently help guide the Missoula Parks and Recreation Department in its goals and strategies as well as specific management activities.

The **McCormick Park Master Site Plan, Clark Fork Conceptual Designs, and Concept Master Plan for East Caras and Bess Reed Parks** are design documents for specific park and open space areas within downtown Missoula. This study supports the concepts laid out in each of these documents.

HOUSING PLANS & STUDIES

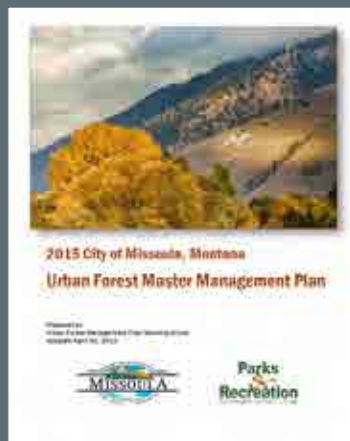
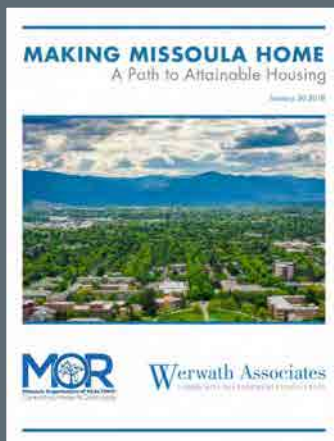
- Making Missoula Home
- 2018 Missoula Organization of Realtors (MOR) Annual Housing Report
- Montana Budget and Policy Center Rental Housing Report
- Reaching Home: Missoula's 10 Year Plan to End Homelessness

The **Making Missoula Home** report is a collaborative effort to provide new strategies for improving housing affordability throughout Missoula.

The **2018 MOR Annual Housing Report** is the thirteenth annual report of its kind. It provides a broad picture of housing in Missoula to be used by the community and policy makers to meet community goals and establish housing policies.

The **Montana Budget and Policy Center Rental Housing Report** is a statewide resource exploring the issue of housing security and the growing affordability crisis in Montana.

Collectively, these resources showcase housing challenges and goals in Missoula, which this plan uses as a foundation for analysis and recommendations in Downtown Missoula specifically.



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 for strolling along its banks.



Top: Teepees in the area that became Missoula

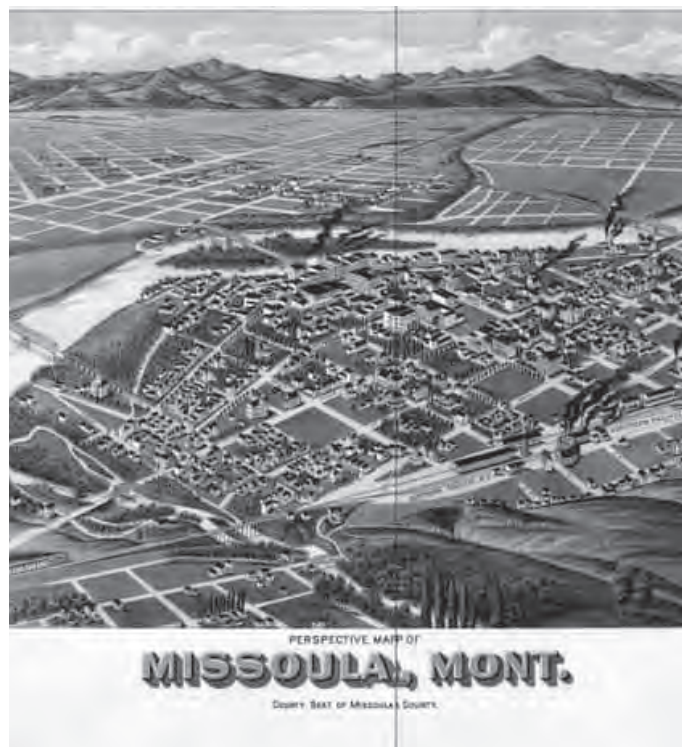
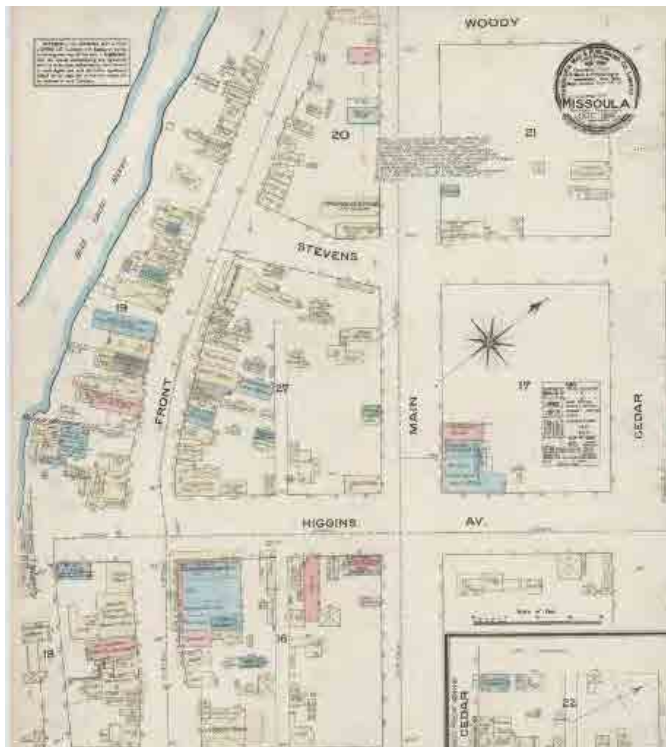
Middle: In 1897, the 25th Infantry Bicycle Corps - the first of its kind in the country, comprising eight enlisted African American men, departed Fort Missoula on a 41-day trek across the country to St. Louis, MO.

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.

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: The physical framework of Downtown, including the Clark Fork River (“Missoula River”) running through, is evident in this Sanborn Fire Insurance map from 1902.

Bottom left: Higgins Avenue forms the main street running through the center of this map, which is a close-up of one of the identified areas in the Sanborn Map above. Front and Main streets, and the street-oriented buildings on each street, can be easily seen starting to fill in the Downtown area.

Bottom right: This 1891 Perspective Map of Missoula was commissioned by the Northern Pacific Railroad.

Images courtesy of the Library of Congress

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, 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.



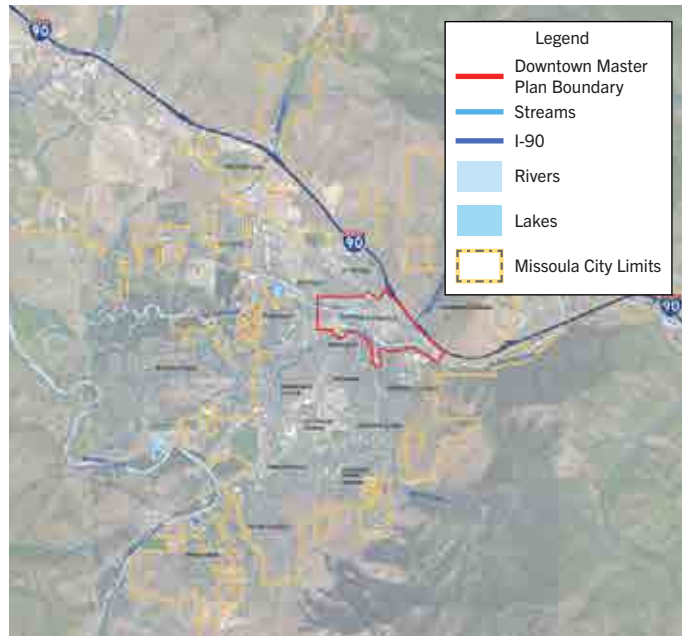
A map of the study area, including the Downtown core and adjacent neighborhoods

Analysis Maps

Prior to arriving in Missoula, the Dover, Kohl & Partners team gathered information in the form of data charts, tables and maps. This information included population demographics, trends, local industries, and additional geographic information systems (GIS) maps. The information collected was used to conduct a preliminary analysis of the existing conditions and to familiarize the team with the study area. These maps were also printed and on display during the charrette for reference to the team and to the public.

The next few pages include several analysis maps that were used during the site visit and charrette. The maps highlight various aspects of Downtown Missoula's character and amenities, as well as existing transportation networks and natural resources.

Analysis Maps were created using GIS information provided by the client, and city sources.



A broader map shows the study area in context of Missoula City limits.

Flood Zone



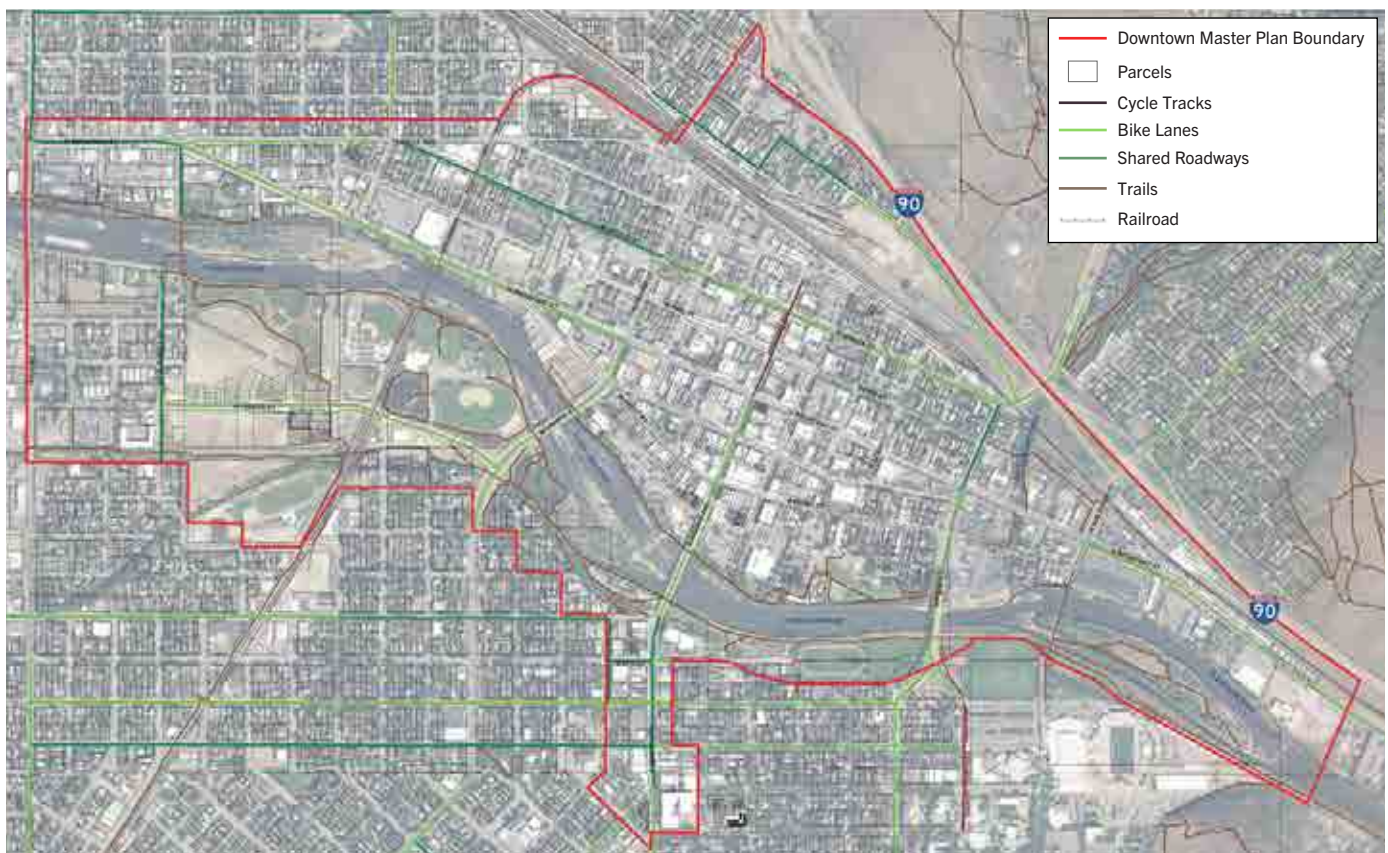
This map shows the 100 year flood zone located in the master plan area along the Riverfront. The neighborhood between Russell Street and the Old Sawmill District has development within the flood plain.

Community & Natural Resources



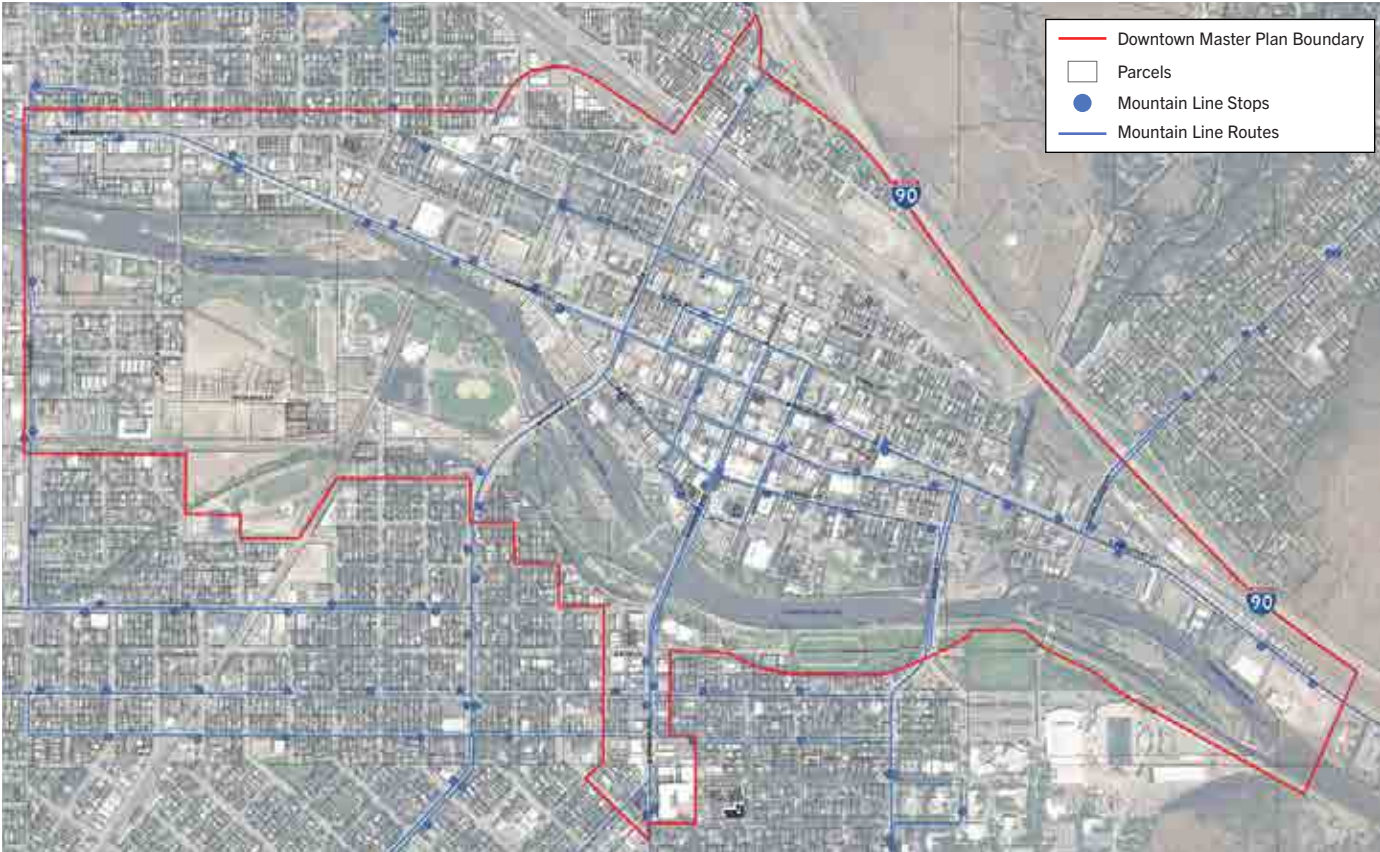
Downtown Missoula benefits from several community parks - concentrated along the Clark Fork River - and a well-developed urban tree canopy.

Bike Trail Network



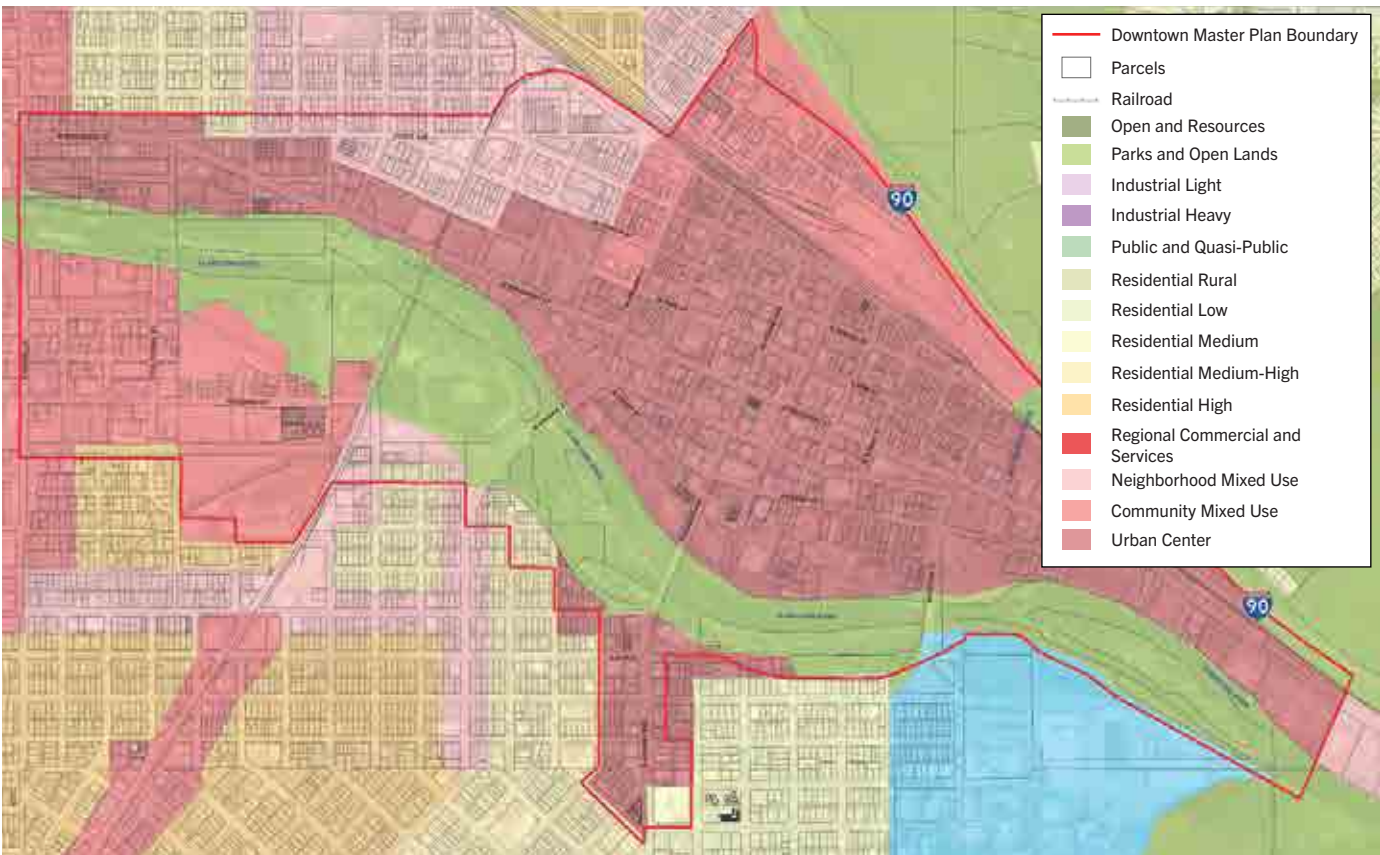
Missoula has a well-developed network of bicycle infrastructure, both on-street and off. There are some key places, however, where trail connections can be prioritized to fill in the gaps.

Mountain Line Transit Routes and Stops



The Mountain Line bus system adopted a zero-fare in January 2015, and within one year saw a 43% increase in ridership.

Land Use



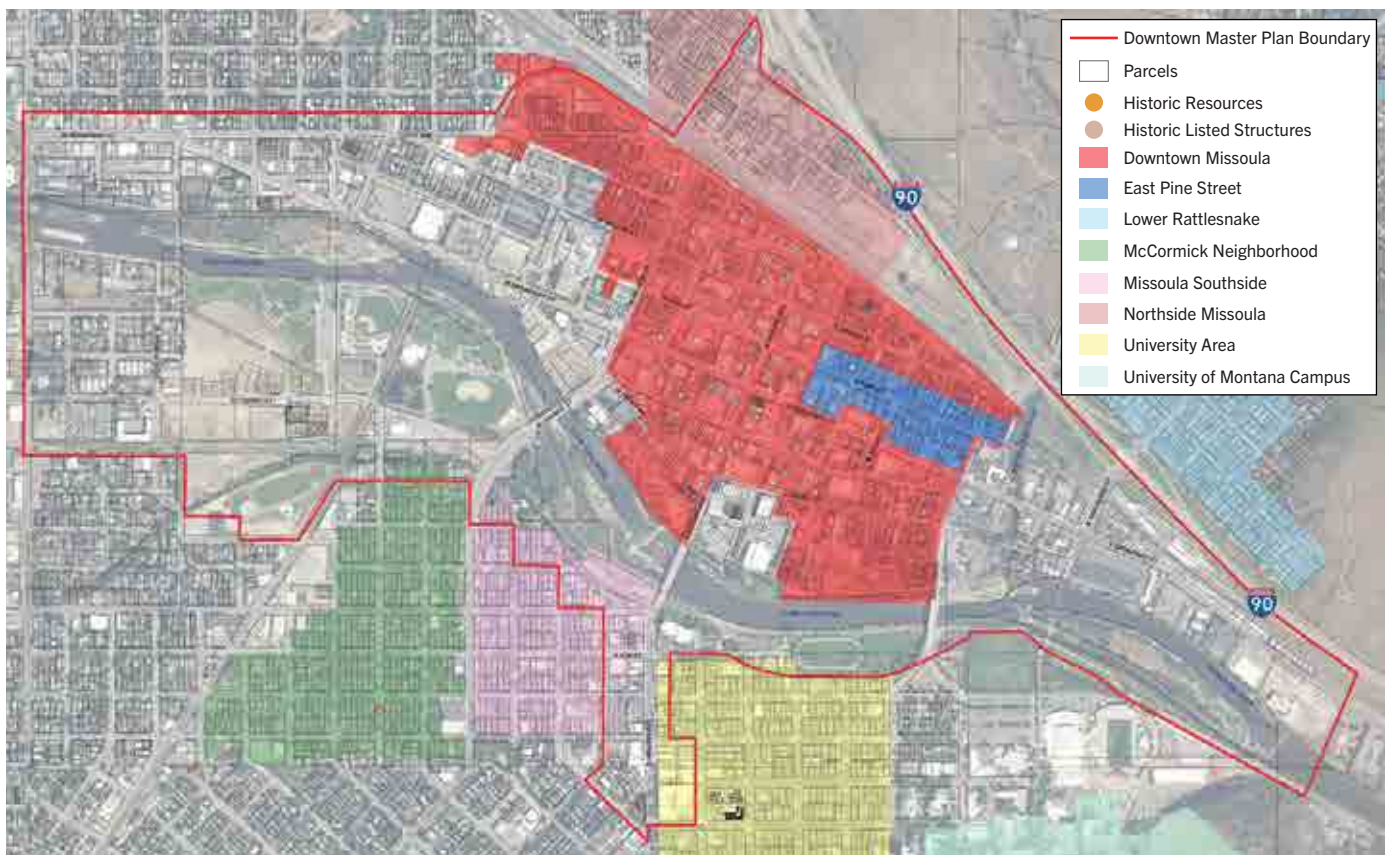
Land Uses in Downtown Missoula are mostly Urban Center and range to include Community Mixed Use, Neighborhood Mixed Use, Residential Medium, and Parks and Open Lands.

Overlay Zones



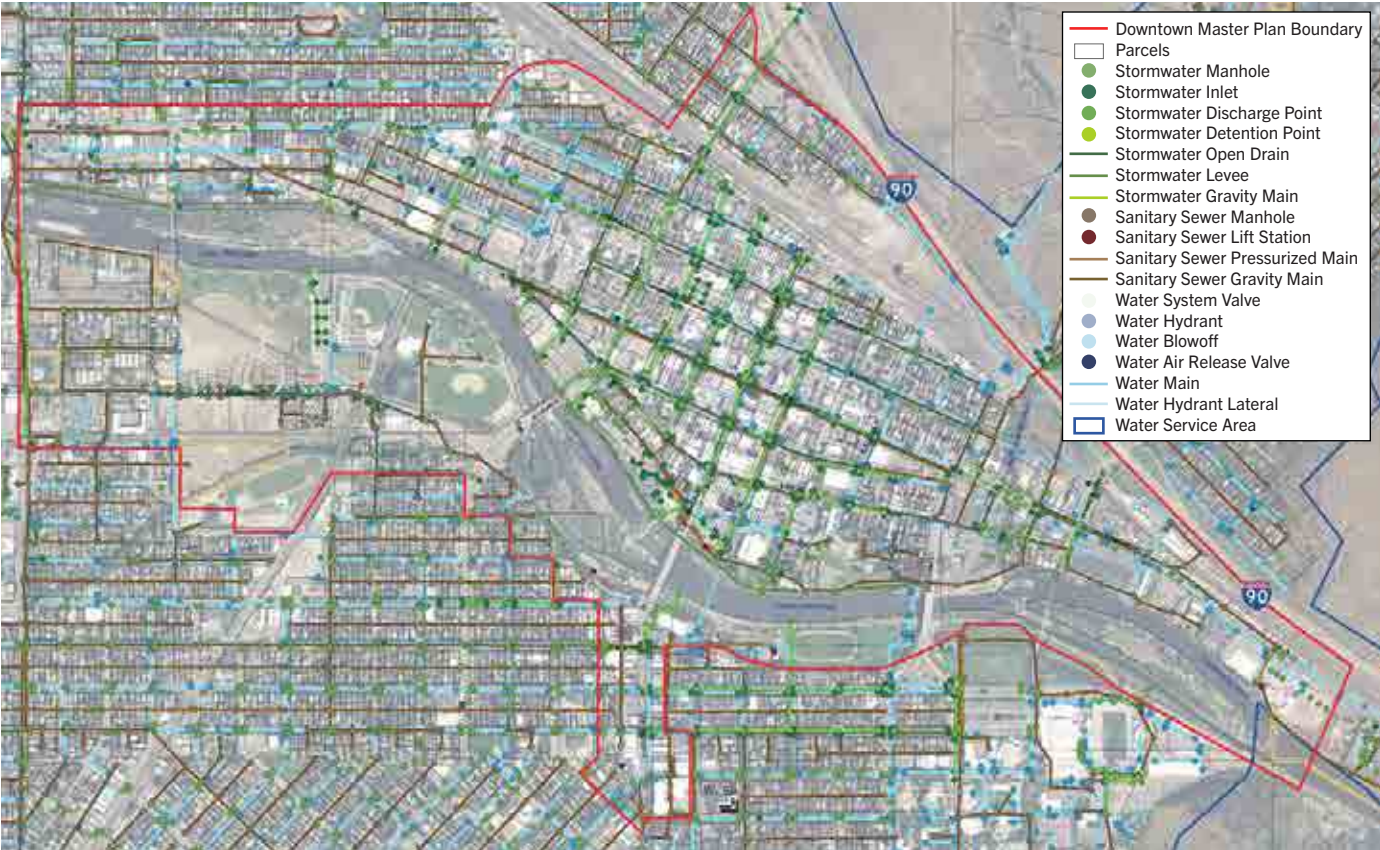
Several Overlay Zones provide additional focus areas with special provisions in Downtown Missoula. The new Design Excellence Overlay is not pictured here.

Historic Districts



Missoula has ten National Register Historic Districts, six of which are in or partly in this plan's study area.

Stormwater Sewer, Sanitary Sewer, Water Utilities



Utilities run under the streets in Missoula. A more detailed assessment of utilities is included in this report.

Site Visit

The Downtown Missoula Partnership hosted a series of meetings with various stakeholders and residents and a public Community Kick-off Presentation from October 17-19, 2018 to begin gathering input from the community. During this visit, the planning team met with a variety of groups to better understand the different goals and priorities of the community.

A Community Kick-Off Presentation was held at The Wilma to present the planning team's impressions based on initial research, as well as the projects' process and timeline. Jason King, Senior Project Director and Principal at Dover, Kohl & Partners, presented basic concepts and best practices to introduce topics to be covered and discussed in more depth at the charrette. Some of these subjects included: housing affordability, demographics and market potential, historic preservation, parking and transportation, and the importance of good design.

In addition to the Stakeholder Meetings and Community Kick-Off Presentation, the consultant team set up a booth at the Clark Fork Market to create awareness about the project and to gather ideas from residents. Visitors had the opportunity to fill out the Community Vision Survey, place dots on a board to identify what goals of the master plan are most important to them, and draw ideas on a map of the study area.

INITIAL STAKEHOLDER MEETINGS

During the site visit, the planning team met with a variety of groups to gather feedback and gain a better understanding of Downtown Missoula, and the goals for the master plan. Meetings were held with the following groups or to address the following topics:

- Arts and Culture
- Business Development Advisory Committee
- City Council
- Development Community
- Downtown Housing
- Downtown Missoula Partnership
- Historic Preservation
- Missoula Parking Commission Board
- Missoula Redevelopment Agency Board
- Parks & Urban Forestry
- Transportation
- University of Montana



A booth at the Clark Fork Market engaged community residents to gather input and discuss the master plan and upcoming charrette.

Site Visit Feedback

Green Dot Exercise

A goal preference survey helped to identify what the community would like to focus on for the future of Downtown Missoula. Participants were asked to place a dot under the goal that was most important to them. There was also space to add additional goals that had not been previously identified.

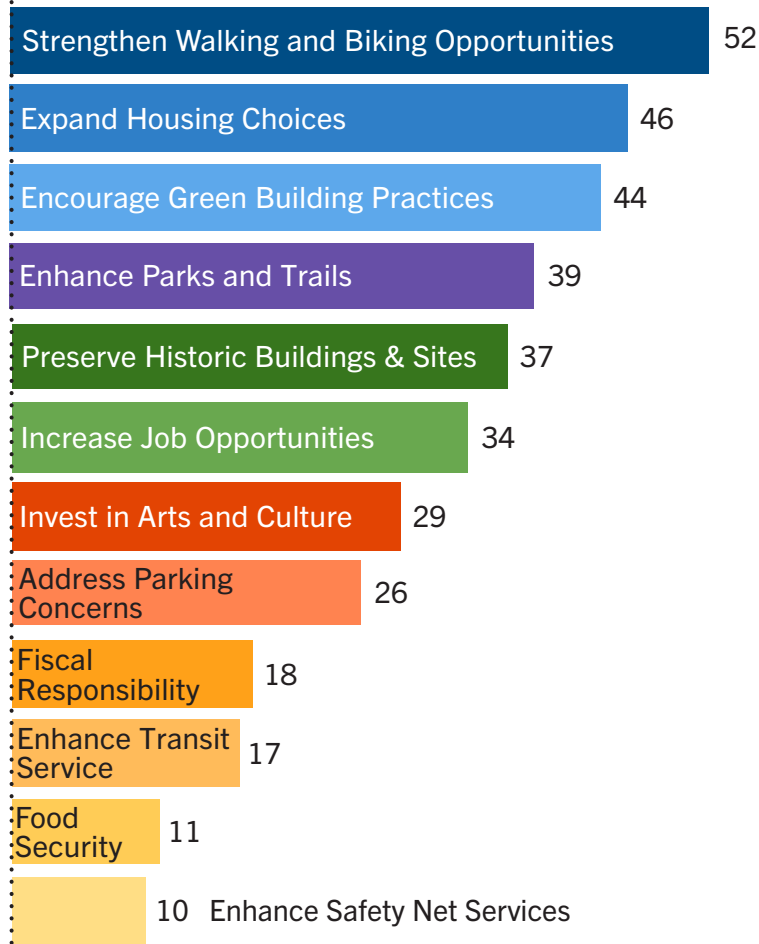
The Map Exercise

In addition to the Green Dot Exercise, participants at the Clark Fork Market were asked to mark up a map of the Downtown with concerns and hopes for the area. Participants were asked to describe the existing conditions in Downtown Missoula, and to describe how they would like to see the city in the future. Some of the main responses included:

Vision for Downtown Missoula:

- Friendly
- Walkable
- Public Art
- Bike-friendly
- Local Character
- All-inclusive
- Community Center
- Food Sovereignty
- More Public Spaces

Green Dots: What Goal is Most Important to You?



Marking up a map of downtown Missoula with ideas for the future.

Inclusive Engagement

A member of the Dover, Kohl & Partners broader team of consultants - Spider McKnight of Six Pony Hitch - facilitated outreach to community organizations throughout Missoula with the goal of including feedback on Missoula's Downtown Master Plan from community members who may be at risk of being left out of a large planning process, perhaps because of lack of transportation, discomfort with large group activities, busy schedules or other barriers.

The process included over 25 listening sessions with both small and large groups from organizations representing a focus on housing, seniors, interfaith groups, arts, transit, public schools, health institutions and more. More information about the listening sessions and the feedback received can be found in the Downtown for Everyone chapter.



Spider McKnight of Six Pony Hitch facilitating table group work during the Hands-On Design Session.

HOUSING

Attainable, accessible housing for people at every stage of life and ability level.

THIRD SPACE

Outdoor parks are heavily utilized in warm weather, but the community lacks an indoor community center.

SAFETY

Minority groups in particular can feel unsafe downtown due to a lack of lighting, safe street infrastructure, and community support.

DRY & WET SPACES

Much of the food industry and event scene in downtown includes drinking, which can exclude young people and those who are sober. At the same time, there is a need for “wet housing,” meaning shelters that accept people who are intoxicated.

VISITABILITY

Downtown should be a place with high visitability across the board. Visitability is a measure of ease of access for people with all levels of ability.

PLACES FOR KIDS 13-21

As the heart of the community, downtown needs more places and activities that draw kids ages 13-21 to come downtown and come often.

At the Work-in-Progress Presentation, a summary of listening sessions so far presented key themes pulled from conversations with community members.

Online Engagement

Website

missouladowntownmasterplan.com

Throughout the project, a website provided information about the goals of the plan, project timeline, past and future meetings, who is behind the plan and how the public could become involved.

For the first four months of the planning process, community members could fill out a community vision survey regarding the Master Plan, available on the website, at the Site Visit Meetings, and the first part of the charrette week. Over 75 people filled out the Community Vision Survey, and those initial thoughts helped build a foundation for the plan's concepts.

Below is a sample of responses to the first question of the survey:

**What is your vision for
Downtown Missoula's future?**

“Vibrant Melting Pot”

“A Thriving Active Spot”

“Plant More Trees”

**“Vibrant, Safe, and
Affordable”**

**“Maintain our City's Charm
and Character”**

**“Build More Housing
Downtown”**

MindMixer

missouladowntownmasterplan.mindmixer.com

The mindmixer website is an online forum that allows participants to see what fellow community members have posted and dialogue with neighbors and the planning team about the issues at hand. The website provided another way for those who could not attend meetings, or wanted to continue the conversation, to get information about the plan and engage with key plan ideas.

A full report of online feedback can be found in the Appendix.



As of March 27, 2019, the Missoula's Downtown Master Plan MindMixer page had 597 unique visitors and almost 4,000 page views.



A screenshot of a question with geo-located responses on the Missoula's Downtown Master Plan MindMixer site.

Public Participation Charrette

The entire planning team, including representatives from six sub-consultant firms, came to Missoula to work with the community and community leaders for a focused week to draft the key community goals and vision for the future of Downtown Missoula.

The Downtown Missoula Partnership advertised the charrette in multiple ways:

- Thousands of 'Save-the-Date' postcards distributed to local businesses
- Mention of the charrette included at community events for months in advance
- Notice posted to the Downtown Missoula Partnership Website and project website
- Press Releases
- Radio Advertising
- Email Blasts

The week included numerous opportunities for the community to participate and to talk with the planners about their concerns and ideas. The draft concepts formulated during the week-long charrette have been refined and make up Missoula's Downtown Master Plan.



MISSOULA'S DOWNTOWN MASTER PLAN

Help create the future of Downtown Missoula
Downtown Missoula Master Plan Public Design Workshop

KICK-OFF & HANDS-ON DESIGN
Monday, Jan. 14 10am - 5pm or Tuesday, Jan. 15 9am - 3pm
Zachry Hotel, 200 Madison, Missoula
Learn about town planning & community revitalization then work alongside your neighbors to draw your vision for the future of Downtown Missoula.

OPEN DESIGN STUDIO
Tuesday, Jan. 15 - Thursday, Jan. 17 10am - 3pm
The Public House, 220 E. Broadway, Missoula
Stop by the studio any time to share your ideas and work with the design team.

WORK-IN-PROGRESS PRESENTATION
Friday, Jan. 18 4-6pm
The House, 133 E. Higgins, Missoula
See all of the week's work come together at the "kicks-off" presentation.

Parking will only be available on-site.
Contact us at: info@missouladowntown.com <http://missouladowntown.com/downtown-master-plan>

Downtown Walking Tour

The week began with a walking tour of downtown in order to take photos and familiarize the larger team of planners and consultants with the study area. Planners who would be focused on certain areas within the study area spent time analyzing those areas to prepare for urban design work during the week.



Members of the consultant team spent four hours walking the study area to share lessons learned and further analyze priority sites.

Charrette Kick-Off and Hands-On Design Session

On Monday, January 14, 2019, two Hands-On Design Sessions, due to the sizable turnout anticipated, marked the start of the week-long charrette. By the end of the second Kick-off Presentation, over 280 residents and local stakeholders had attended the event at the DoubleTree Hotel.

Linda McCarthy, Executive Director of the Downtown Missoula Partnership, welcomed participants and kicked-off the evening. Jason King, Principal and Senior Project Director for Dover, Kohl & Partners, outlined the challenge for citizens for the evening and for the week. Team members including Jason King, Jim Charlier, Spider McKnight, Alex Steinberger, Mark Bellon and Dennis Burns then provided background information about what the team had learned from the analysis and site visit including strengths and weaknesses found throughout the community.

Keypad polling was used during the presentation to gather responses from the audience about their various roles in the community and preferences for the future of Missoula. The keypad polling functioned both as an ice breaker and as a way to let participants know the value of their input.

The event continued with a short briefing by Jason King to explain the goals for the second half of the evening, the Hands-on Design Session. He introduced participants to maps of the Downtown and set ground rules for the evening. Participants then moved to tables to work in small groups.



Jason King presents to the crowd during the Charrette Kick-Off and Hands-On Design Session on January 14, 2019

Hands-On Design Session

Working in small groups of approximately eight to ten people, participants gathered around tables to draw and share their varied ideas for the future.

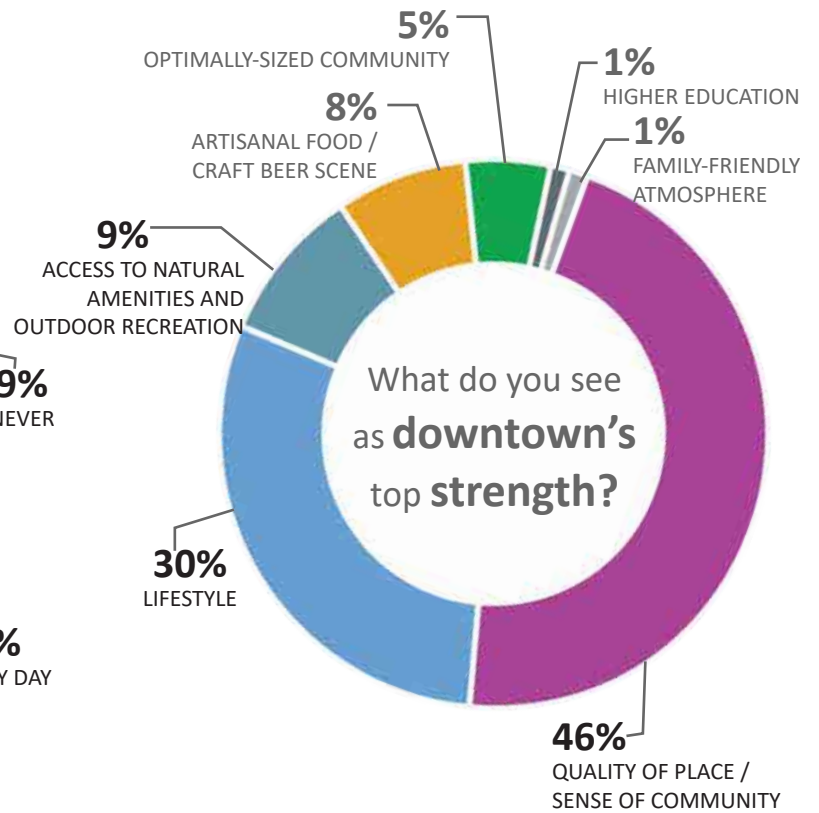
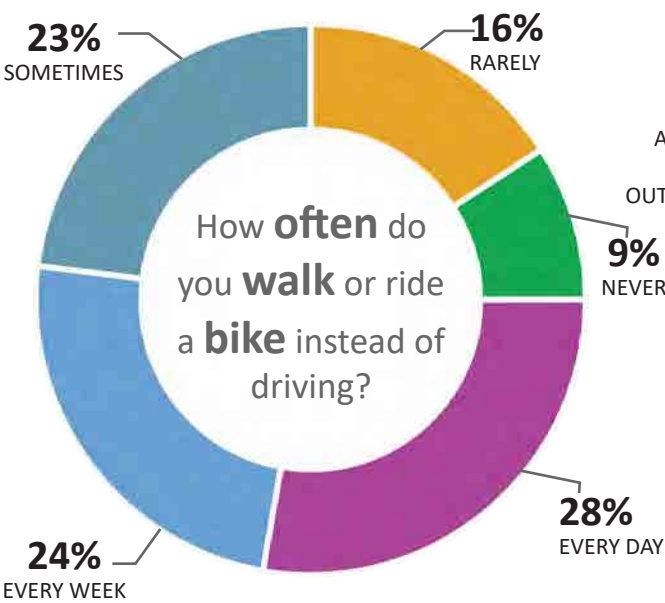
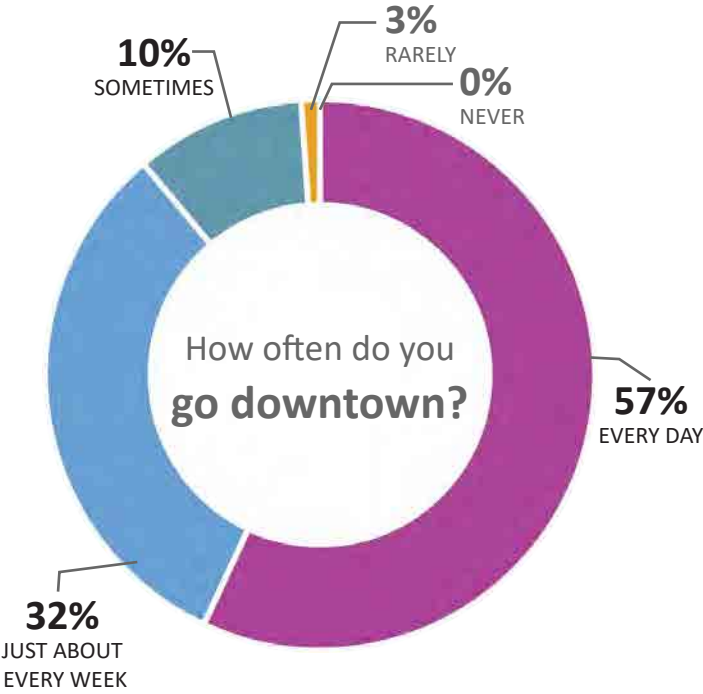
Each table was given a base map of the Downtown as well as a detailed map of various focus areas within it. In addition, each table was equipped with markers, and a facilitator from the Dover-Kohl team or city staff to assist participants in the design exercises. During the table sessions, participants actively drew on the maps to illustrate how they might like to see Downtown evolve by describing the design and placement of buildings, preferred uses, the location of open spaces, street and, streetscape improvements, and transportation concerns.

At the end of the workshop, a spokesperson from each table reported their table's big ideas to the rest of the participants. Numerous common ideas materialized that evolved into the plans five big ideas detailed at the end of this chapter.



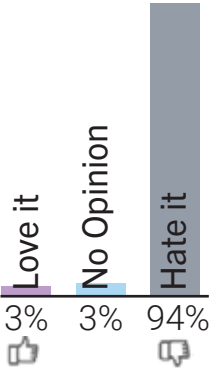
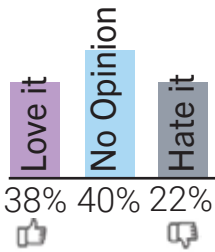
After the Kick-Off Presentation, participants split into small groups to draw on base maps to illustrate their vision for the future of downtown Missoula. At the end of the session, each group presented their findings and big ideas.

Hands-On Design Session Keypad Polling Results

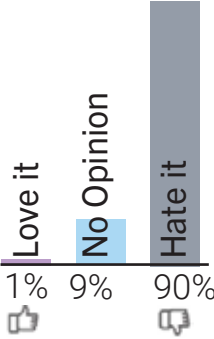
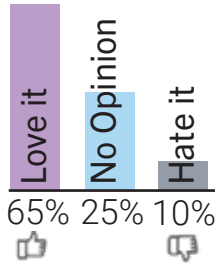


DO YOU **LIKE** THIS?

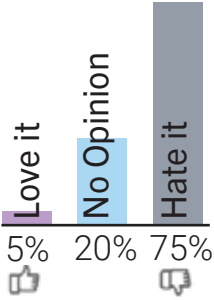
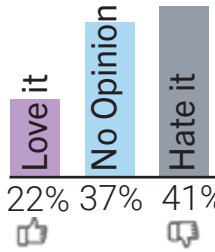
Commercial Streets



Sidewalks



Commercial Buildings



The Word Cloud

The Word Cloud creates guidance for the plan and was generated from the results of an exercise conducted at the Kick-off and Hands-on Design Session, as well as online, representing over 350 responses. Participants were asked to write down one word that came to mind about Downtown Missoula “Now” and “In the Future.” The more respondents used the same word, the larger that word appears.

In one word, respondents described Missoula “Now” as “community, vibrant, congested, quirky-funky, walkable, hip, river,” and “car-centered.” In one word, respondents described Missoula “In the Future” as “livable, community, affordable, vibrant, accessible, people-oriented, green, inclusive” and “diverse.” Other words were used and they are all important, but one can imagine a mission statement being written based on the words used the most often. If we put those words together, we can say:

“Downtown Missoula today is a quirky-funky community along the river that is walkable, hip, and vibrant. However many feel that the city is congested and car-oriented. For the future, the plan shall endeavor to create a Downtown that is inclusive for all people, ensuring a livable and affordable place to live. The plan shall help improve accessibility and green infrastructure while maintaining a vibrant and diverse community for all residents and stakeholders.”

ONE WORD that comes to mind
about **DOWNTOWN MISSOULA:**

NOW: _____

IN THE FUTURE:

(in my vision)

Now:



In the Future:



Open Design Studio

From Tuesday, January 15 through Thursday, January 17 the design team continued to work with the community in an open design studio in a storefront at The Public House at 130 East Broadway in Missoula. Throughout the course of the open studio, hundreds of individuals came to visit, share their thoughts, and observe the progress.

The Open Studio was busy with activity as the consultant team worked on solutions to the ideas from the Hands-on Design Session. Groups filtering in and out of the studio space included community members, business owners, and high school students. More ideas were gathered and discussed to help refine the plan, such as future land use planning, community design, bike lanes, business development, public housing solutions, housing and health, educational and vocational training opportunities, and redevelopment possibilities.

The table drawings and plans from the first night were placed around the room to be easily viewed by the planning team as well as members of the public that came in. While community members visited the studio, the design team continued to analyze the information gathered at the Hand-on Design Session and site analysis in order to formulate the initial concepts for the plan.

The team was tasked with synthesizing the many ideas heard from the community throughout the week into a plan that addresses all ideas but also illustrates different options on how plans could be implemented. The planners and designers created diagrams, drawings, and computer visualizations, working to combine and refine the ideas.

Working on site in Missoula allowed the community access to the design team during all hours and on different days of the week. The planners observed day-to-day traffic patterns, public uses, and other details of everyday life throughout the Downtown.



During the open design studio, members of the public were invited to visit members of the DK&P team to provide feedback and discuss progress being made on the design.

Accessibility Tour

On January 15, a group from the DK&P planning team met with residents of Missoula to tour the Downtown through the lens of individuals with disabilities. Several community organizations collaborated to host and participate in the walk including:

- Meg Traci - The Montana Disability and Health Program, which is part of The Rural Institute for Inclusive Communities at UM
- Travis Hoffman – Summit Independent Living
- Chris Siller – Montana Independent Living Project
- Ben Weiss – Bicycle/Pedestrian Program, City of Missoula

During this tour the planning team was able to observe the difficulties faced by members of the community who experience life in a wheelchair or who are visually impaired, especially in the colder months of the year.

People on the tour emphasized that it is not enough to make a few key corridors accessible but that all areas should be made accessible because they want to ensure everyone has access throughout the Downtown. Improvements have been made on some corridors, but a second look at designs should

be considered. It was noted that the push button to cross the street was sometimes too far from the intersection which made it hard to locate and hard to hear for the visually impaired. The lessons learned from this experience revealed the numerous areas of focus for including accessibility concerns, universal design and visitability as key aspects of Missoula's Downtown Master Plan.

High School Students

On January 16, members of the DK&P team met with students from Sentinel High School. Students learned about the planning process and how they can affect their own community by being civically engaged. The consultants also spoke about their jobs and those of the other consultants to help broaden the possibilities that they saw for their own futures.

After the presentation, students drew their vision for the future of Downtown on maps and presented their ideas to the group. These ideas were then taken back to the DK&P team in the studio to include in the overall master plan.

Some of the ideas from the students included more activities for them to participate in, places for them to hang out, and more affordable places for them to get a bite to eat.



The Accessibility Tour highlighted the challenges faced by some citizens of Missoula while downtown.



Members of the Dover-Kohl team met with students to discuss their vision for the future of downtown Missoula.

Stakeholder and Technical Meetings

In addition to the public design studio, members of the design team met with specific stakeholders, City officials, and experts in scheduled technical meetings. The meetings were used to answer design questions, discuss the draft plan, and further gain input in regards to details associated with the future of Downtown Missoula.

The technical meetings helped to further shape the elements of the plan and to ensure that the ideas being processed were balanced by awareness of many viewpoints.

STAKEHOLDER & TECHNICAL MEETINGS

- Transportation Meeting with Montana Department of Transportation
- Business Improvement District Board
- Caras Park Corridor
- Development Services
- Parking
- Housing
- Downtown Master Plan Steering Committee
- Downtown Master Plan Technical Committee



Members of the Dover-Kohl team met with downtown Missoula stakeholders to discuss their priorities, questions, and brain-storm potential solutions.

Retail Discussion

In addition to the public design studio, the DK&P team hosted a special gathering for downtown's retailers which was attended by nearly 60 retailers. Robert Gibbs, a national retail expert and founder of Gibbs Planning Group, presented a "Retail Market & Shopability Study" about retail best practices as well as initial findings of a downtown Missoula retail market analysis.

Gibbs prepared for the charrette week by performing a preliminary retail market study, which he drew from to tailor this presentation to Missoula's downtown retail market. He provided retail layout and façade display strategies that merchants can use to heighten the experience offered to customers and improve retail sales.



Robert Gibbs presents a Retail Market & Shopability Study for downtown Missoula retailers.

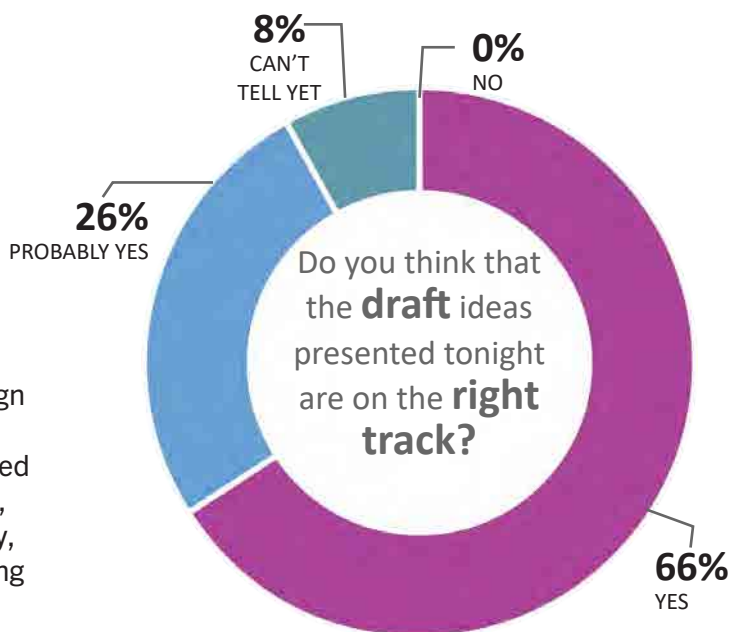
Work-in-Progress Presentation

The charrette week ended with an evening “Work-in-Progress” presentation to nearly 300 people on Friday, January 18 at The Wilma.

After a brief introduction by Linda McCarthy, Jason King, Robert Gibbs, Spider McKnight, Mark Bellon, Jim Charlier, and Dennis Burns presented a summary of the week’s events and then presented drawings, sketches and computer visualizations illustrating the key concepts within the plan so far. The audience was walked through a “future tour” of Downtown Missoula, showing the possibility for both short and long-term changes. Renderings showed “before and after” illustrations of different redevelopment scenarios and streetscape improvements. Transportation concepts were illustrated, demonstrating how a balance can be reached to support multi-modal transportation options between walking, driving, and cycling.

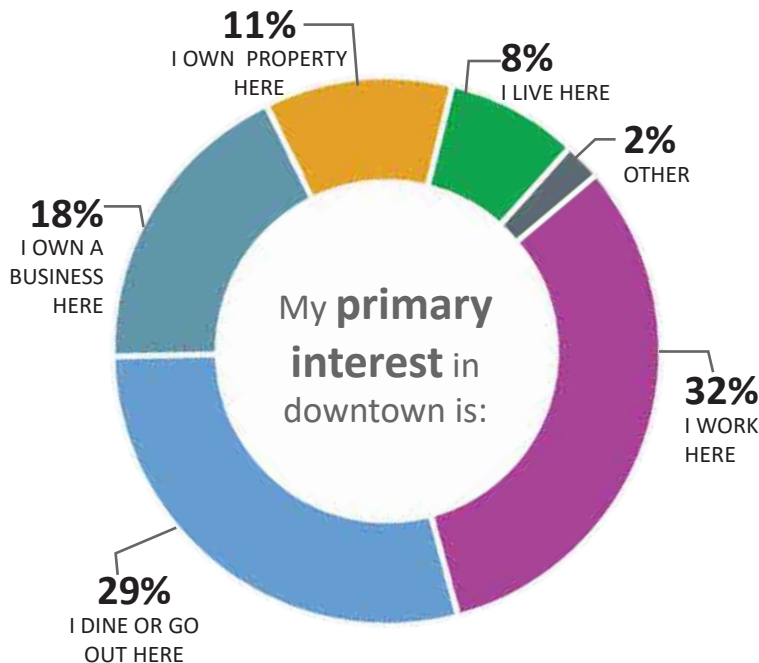
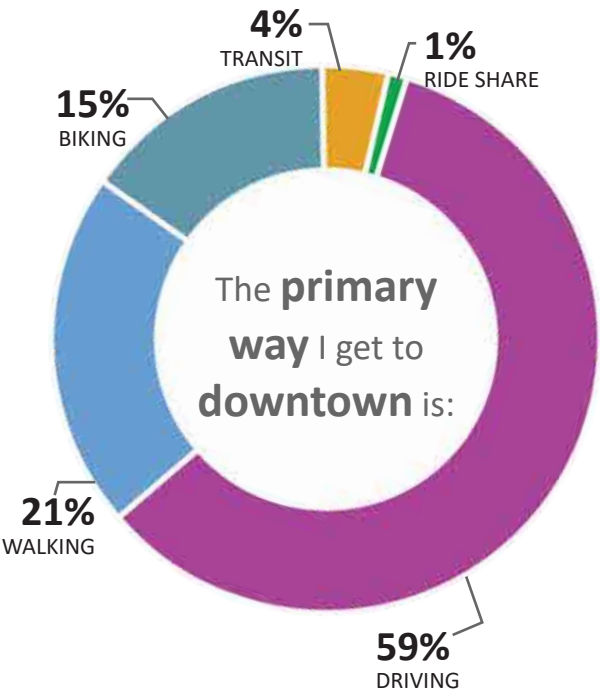
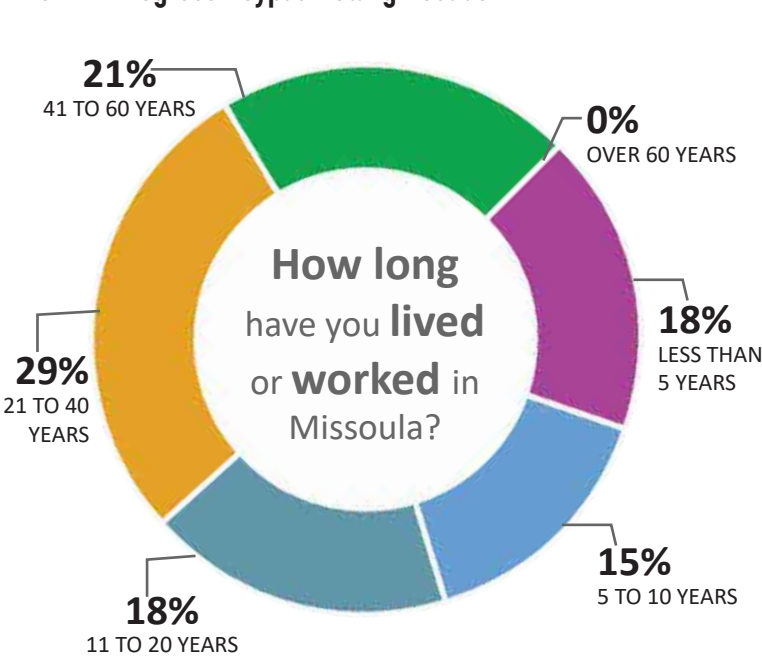
At the end of the presentation, attendants were surveyed using keypad polling to assess if the design team had properly translated their ideas into the vision for Downtown Missoula. Survey results showed that 92% of the audience believed the plan was on, or probably on, the right track. Following the survey, participants discussed the plan with the team during a question and answer period.

At the conclusion of the charrette, the design team departed Missoula and returned home to their offices. In the following few months the illustrative visualizations, community goals, and concepts begun during the charrette were refined and Missoula’s Downtown Master Plan was created.



Jason King and the DK&P team present during the Work in Progress presentation summarizing the week’s events and potential design and policy solutions for Missoula’s Downtown Master Plan.

Work in Progress Keypad Polling Results



THROUGHOUT THE PLANNING PROCESS OVER **3,000** PEOPLE WERE ENGAGED, COMMUNICATED WITH OR INFORMED ABOUT THE DOWNTOWN PLAN AND GIVEN AN OPPORTUNITY TO HELP SHAPE THE PLAN.

Additional Outreach & Engagement

The Public Participation Charrette was not the end of the engagement process. As the ideas generated at the charrette were further fleshed out and included within this report, outreach continued.

Neighborhood Council Meetings

Linda McCarthy, Executive Director of the Downtown Missoula Partnership attended and presented the ideas developing developed as part of the Downtown Plan to the Neighborhood Council Meetings. These meetings allowed people to review concepts for their neighborhood in more detail and allow their ideas and concerns to continue to influence the plan.

Steering Committee Conference Calls

A series of Steering Committee calls were held after the charrette to have deep dives into the specific topics and review preliminary drafts of the chapters for the report. These meetings allowed the steering committee to take a first look as the plan was being developed and provide information to ensure the plan represented what was heard from the community.

STEERING COMMITTEE DEEP DIVE TOPICS

- **February 14:** Document Format, Five Big Ideas, Railyard Housing, Historic Preservation
- **February 28:** Downtown Parks: Caras, Kiwanis, Bess Reed, Silver, McCormick, Other Parks; Business Development Discussion
- **March 7:** Hip Strip
- **March 14:** Opportunity Sites, including specific discussion of Pattee Street, “Winter Garden” Community Concept
- **April 4:** Hip Strip Community Meeting
- **April 11:** Chapter 1: Background and Public Process, Chapter 2: Downtown Needs to be More Than One “Postcard” Street Chapter, Urban Design, Opportunity Site Renderings
- **April 25:** Chapter 3: Improve Mobility, Health & Safety, Transportation, Street Design Standards, Infrastructure
- **May 2:** Chapter 4: Stay Original. Stay Authentic. Be Green. Create Jobs., Economics/Market Analysis, Historic Preservation
- **May 9:** Chapter 5: Better Utilize River & Enhance Parks, Topics: Parks and Open Space, Sustainability
- **May 16:** Chapter 6: Downtown for Everyone, Housing, Inclusivity

Hip Strip Stakeholder Meetings

A meeting with Hip Strip stakeholders was held on April 4 to discuss concerns from the community about the future of the Hip Strip. Some people were unclear about what the report would be proposing based on the Work-in-Progress. At the same time there were concerns about the Penwell Building and the plans its owner has for its future.

The meeting allowed people to come together and voice their concerns and hopes for the future of the Hip Strip and the existing businesses that are there today.


Senior Center Surveys

A survey was created and made available at the Senior Center to solicit feedback about their vision for the future of Downtown Missoula, what should be preserved, and what are the challenges they face getting around. 67 handwritten responses were returned.

Presentation of the Draft Master Plan

The team returned to Missoula to present the Public Draft of the Plan May 22 at The Wilma. There was a Community Draft presentation as well as a Street Talk about making great streets.

The public has time to submit feedback prior to the final version of Missoula’s Downtown Master Plan.



MISSOULA'S DOWNTOWN MASTER PLAN

MISSOULA'S DOWNTOWN MASTER PLAN

SENIOR CENTER SURVEY | MARCH 2019

1. What is your vision for Downtown Missoula's future?

2. What is the greatest challenge for Downtown Missoula?

3. What is the most important thing to retain or preserve about Downtown Missoula?

4. Do you live in Downtown Missoula? What is the best way to meet the housing needs of the senior population in Downtown Missoula?

5. What is it like for you to travel to, from and around downtown Missoula? What challenges do you face?

6. It's been recommended that the one-story senior center become a multi-story building with senior housing in the upper floors. Would you be in favor of that?

Keep me posted!

Name: _____

Email: _____

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.

BETTER UTILIZE & ENHANCE
THE RIVER & PARKS

DOWNTOWN
FOR EVERYONE



Improve Urban design off of Higgins Avenue. Land is too valuable for surface parking. Make the Hip Strip 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. Food Halls and Indoor 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. Re-canopy streets.

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 than 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.

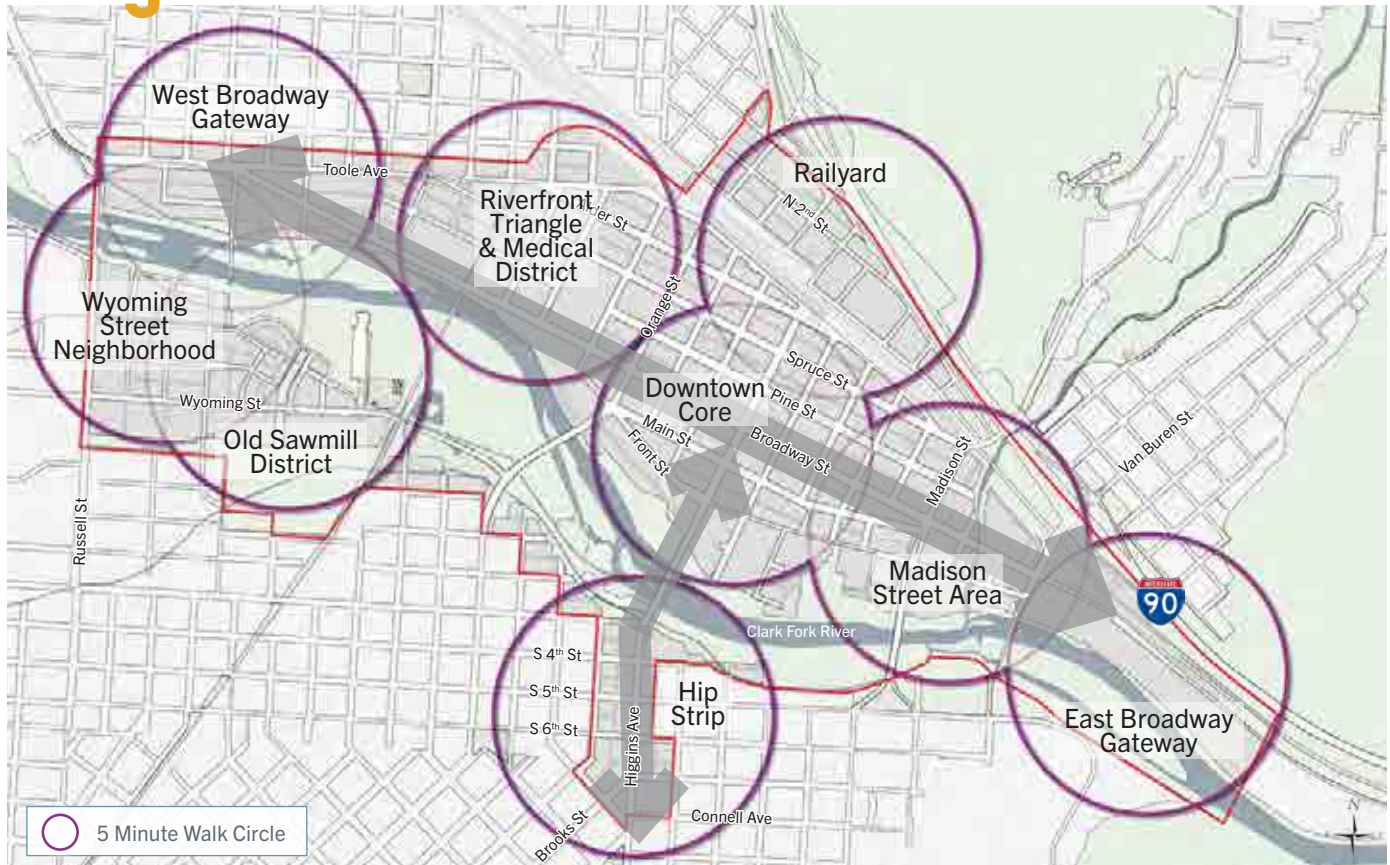
Sensitivity

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. Rail yard 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 (Rail yard 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 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 - BIGGINS 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

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.

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



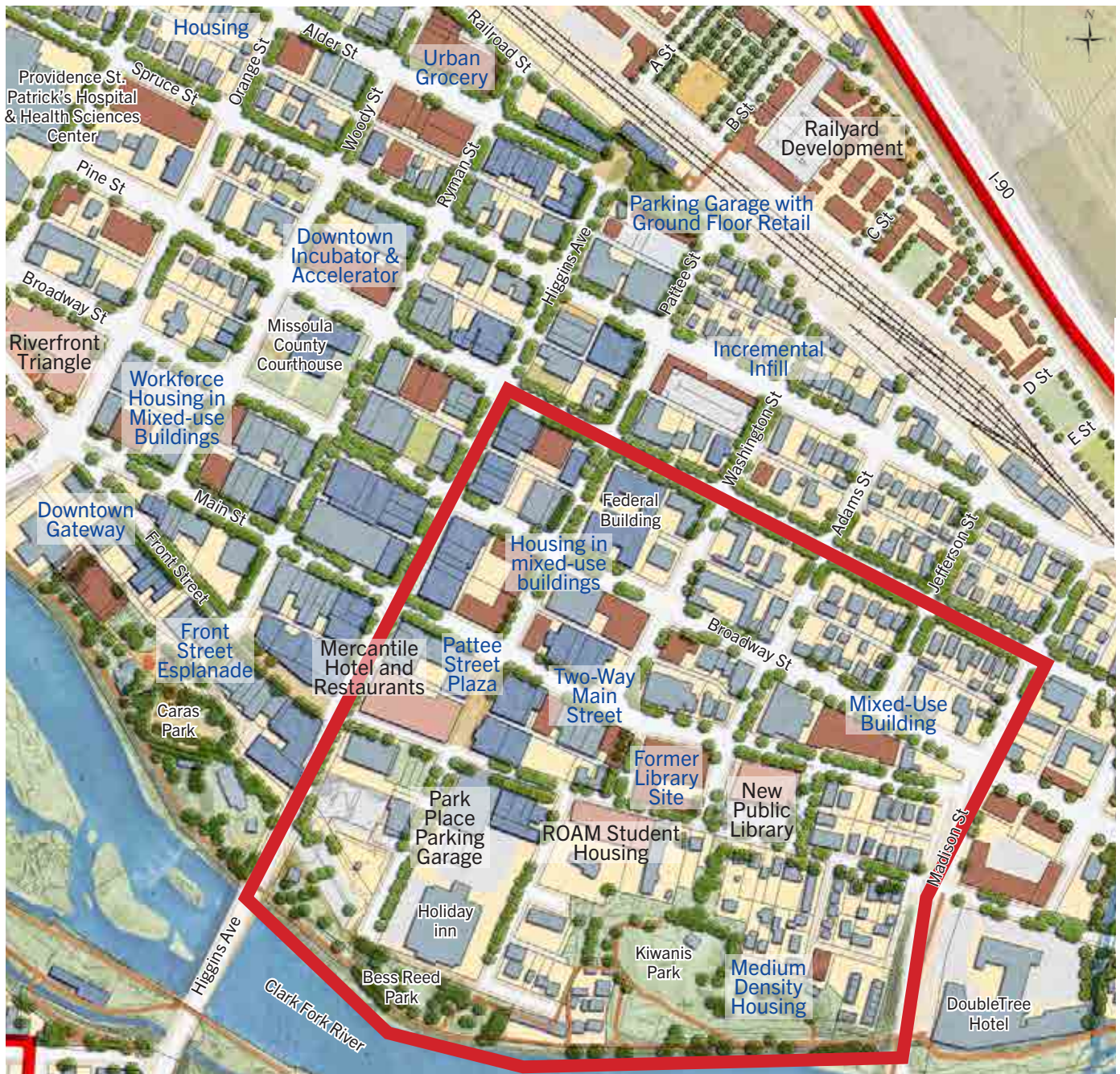
The Mercantile: Residence Inn by Marriott and Restaurants



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.

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

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



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. 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 certain elements with proper dimensions. 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, however, these guidelines would be more effective if they were required as part of the land development regulations.

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. It is essential that the front walls (or planes) of store fronts be aligned to form a coordinated street wall.

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. New buildings can sometimes detract from the pedestrian experience when the individual building is considered more important than the environment it is creating. 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 in more interesting and safe.



Main Street Between Washington and Adams Street - Existing Condition



Ideal Building Specifications: The library block has an approximate size of 200' by 250' or 50,000 sf. This space could be divided half between the building footprint and half for parking. The optimal height for the site would be 4 to 6 stories, based on the surrounding neighborhood.

A Mix of Uses at the Former Library Site: One possibility for the former library site would be a mix of uses. The building could include:

- 4 to 5 non-profit / government offices,
- 4 to 5 retail / restaurant incubator spaces or “safety net” spaces operated by a CDC, and
- 30 to 60 affordable housing units.



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.

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 Esplanade: 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



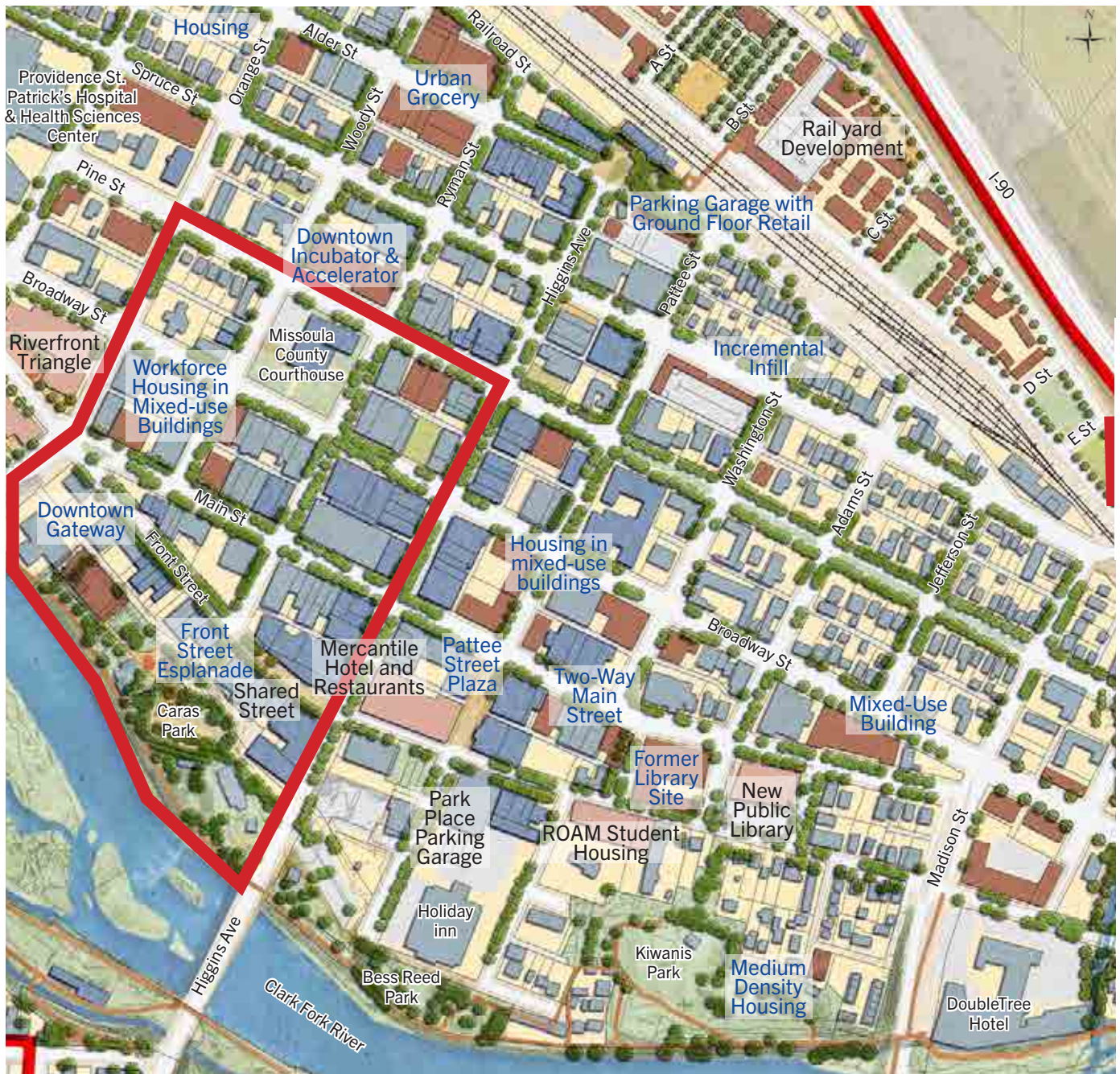
Stockman Bank and West Broadway's Historic Landmarks



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 Esplanade

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:

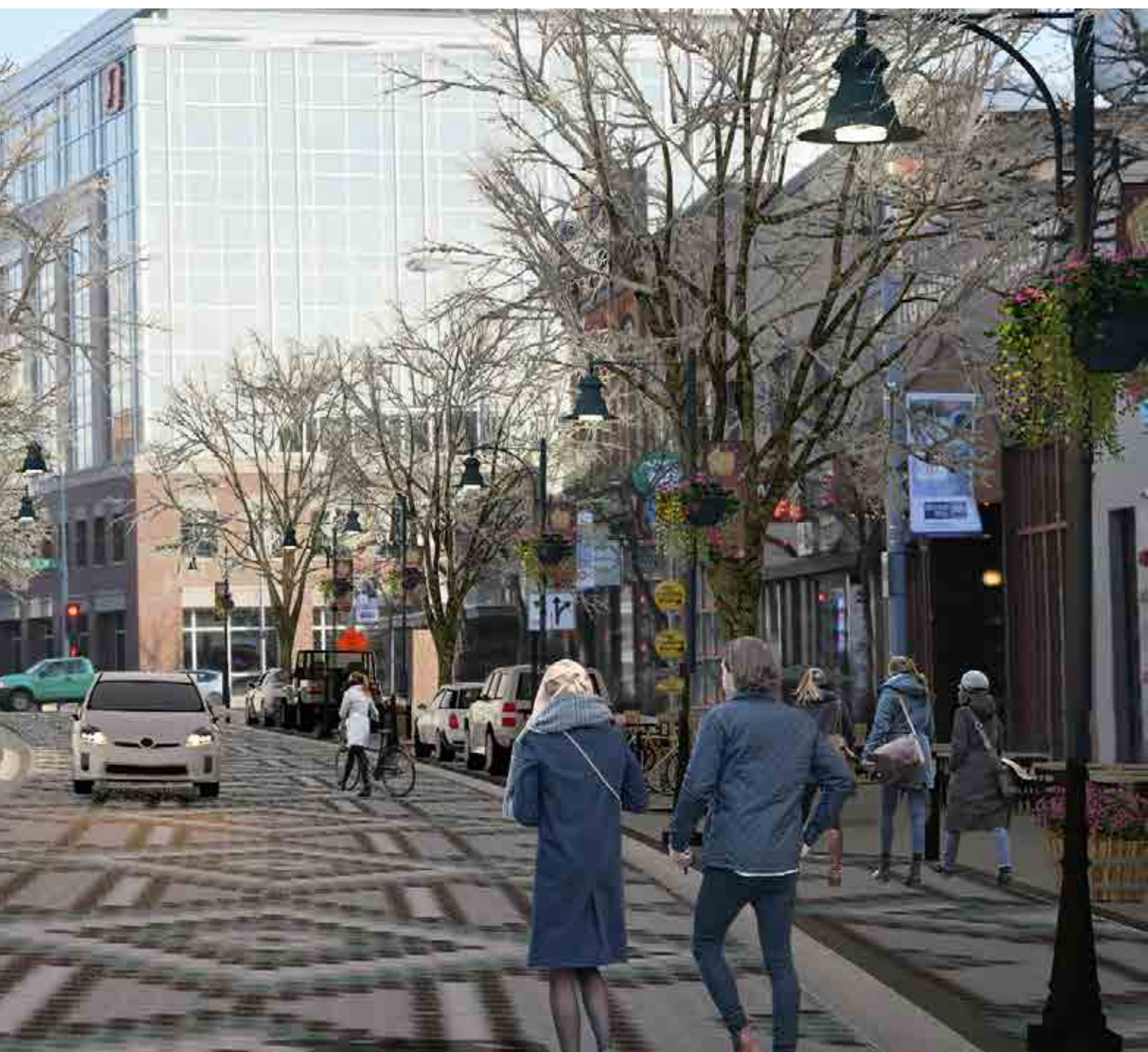
1. Curbless design for greater accessibility/flexibility,
2. Street trees with hanging baskets for shade,
3. Wider sidewalks with space for dining,
4. Native American inspired street pavers, and
5. Bike parking for cyclists.



Front Street Between Ryman and Higgins Street - Shared Street Concept

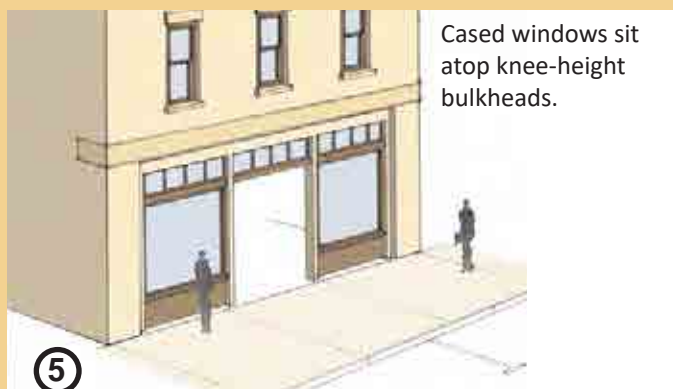
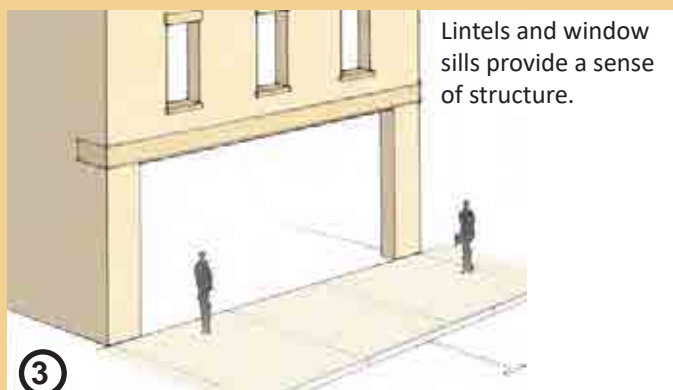
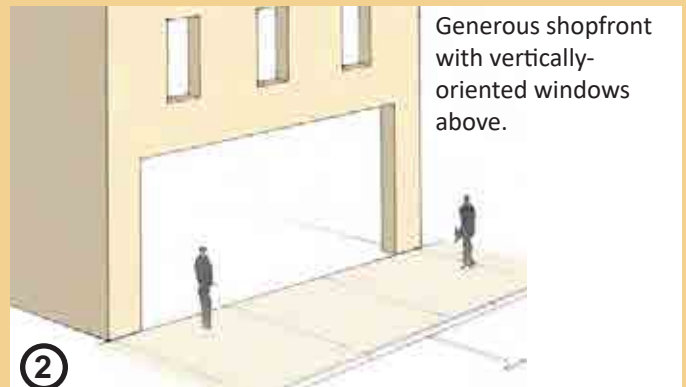
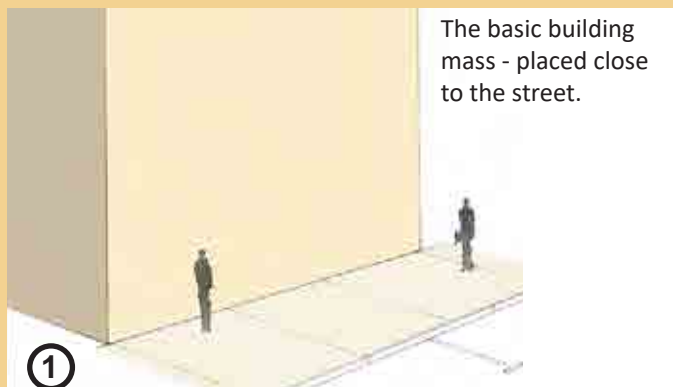


Front Street Between Ryman and Higgins Street Looking East- Existing Condition



The Anatomy of a Storefront

There is an economic advantage to creating unique one-of-a-kind environments such as main streets. Front, Main, and Broadway streets will need storefronts 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 more delicate, but not overly.

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 2.60 of this chapter.

Downtown Incubator & Accelerator: Sites near the busway 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



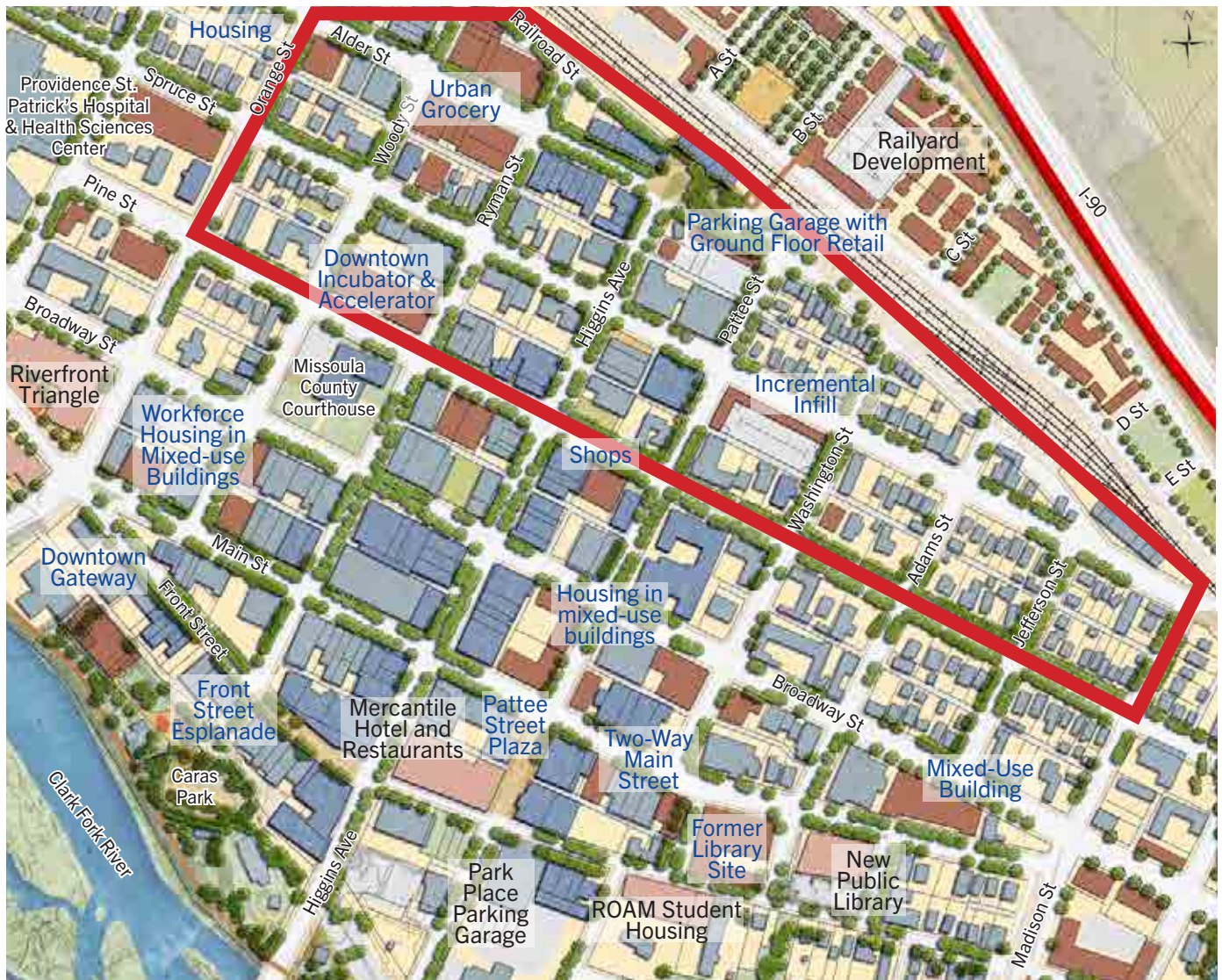
A quieter area of Higgins with local shops.



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.

Maximizing 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.

The surface parking lot could be developed 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.



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.



2

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



3

Street furniture helps to transform a sidewalk into a place.



5

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



6

Sidewalk dining activates the public space.



8

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



9

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 an adapted quaint, characteristic houses into small retail or restaurant space as a transition zone from commercial to residential. 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, 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



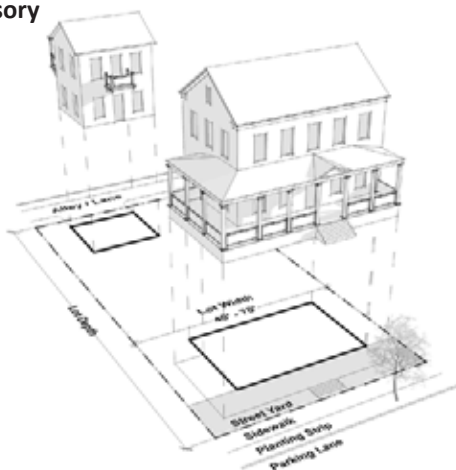
East Spruce Street with a garage and surrounded with liner buildings.

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



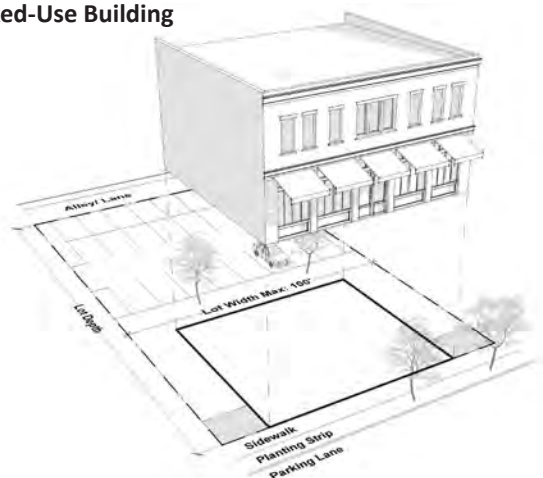
House & Accessory Dwelling Unit



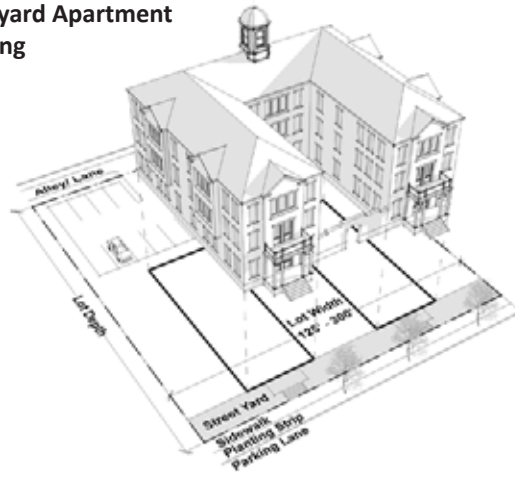
Apartment Building



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 City Hall block bounded by Ryman Street, Woody Street, Spruce Street, and Pine Street provides an opportunity area. The city has outgrown the current location while at the same time land Downtown has become too valuable for one-story structures and surface parking lots.

The Downtown Transfer Center is located on Pine Street between Woody and Ryman streets. A large parking lot faces the Transfer Center. This could provide an opportunity to create a Downtown Arts and Technology Incubator and Accelerator.

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



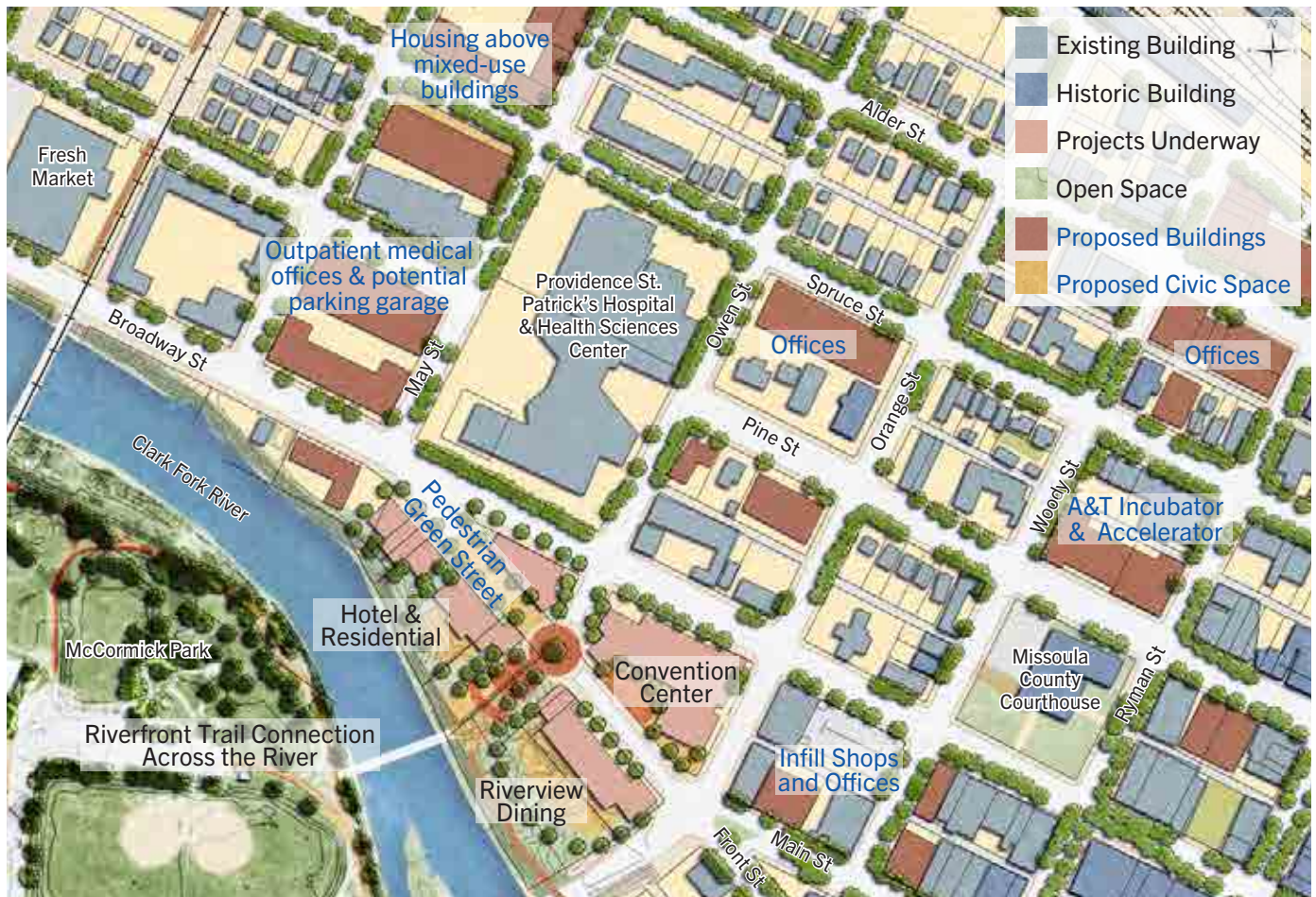
Image Courtesy: CTA Architects

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

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.

Some elements may change as the project continues through development stages. 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-ped 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.

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.



Existing conditions of Orange Street Underpass

Wayfinding Signage

River Access

Brick Paving

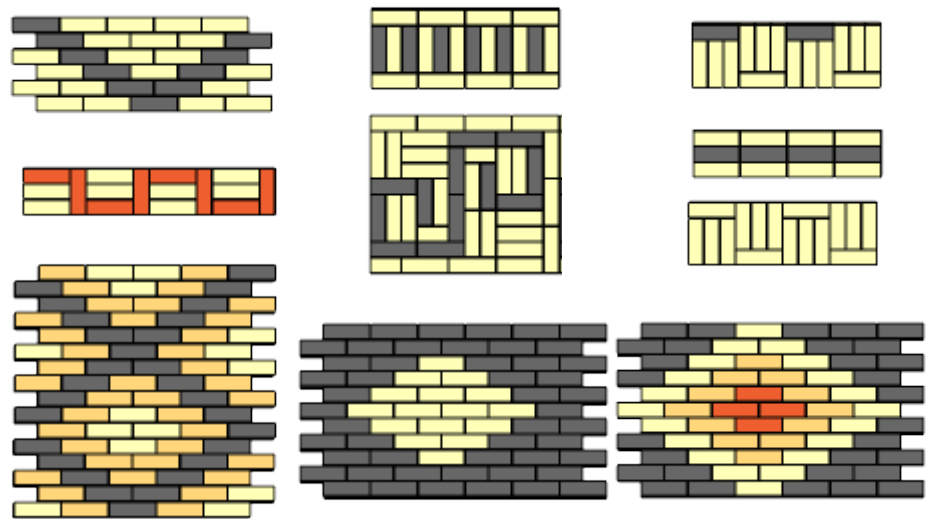


Potential enhancement under the Orange Street Bridge along the Riverfront Trail

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 greyiness 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 scale 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



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. Recommendations include a combination of the following:

- 1. Require Parking Downtown Again:** The Downtown's parking problem has become the Hip Strip's parking problem. The parking deficit Downtown is affecting the Hip Strip as people park south of the bridge and walk north to avoid metered parking. It may be time for a return to some form of parking requirements for new development Downtown. The advantage of this option is that it shifts the development of parking back onto the private sector and frees public transportation agencies up to work on multi-modal options that include sidewalks, bike lanes, and transit.

It is normal for a Downtown to waive parking requirements to incentivize development when it is struggling. Downtowns also waive parking requirements to encourage the rehabilitation of historic structures without inadvertently inducing the tear-down of those structures to add parking lots. However, Missoula has reached a state in which large new developments can be asked to provide their share of parking without stunting growth Downtown.

At the same time, the rehabilitation of small to mid-size historic structures and the addition of small footprint urban infill should continue to be exempt from parking requirements. These strategies are detailed in Chapter 3.

- 2. 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.

- 3. 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.
- 4. 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.
- 5. 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.
- 6. 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.
- 7. Parking Meters and Residential Zoned Parking Districts:** There is a plan to build a parking garage in the Hip Strip which could avoid the need for parking meters. However, should a garage not develop, parking meters could benefit the area by creating 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.

The Plan Must Be Flexible

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 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.



Underground parking with mixed-use development



Above-ground structured parking lined by mixed-use development



All parking remains on-site at the Senior Center



A portion of spaces relocate to allow senior living

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>

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.

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 such as J.C. Penney, Macy's, Sears, and Kmart have announced hundreds of store closures. However, discount stores adapting to decreasing middle class incomes are growing and opening new locations across the country. They include superstores like Walmart and Target; pharmacies and grocery stores like CVS and Walgreens; low-cost brands like Zara, Cotton On, Forever 21, and H&M; off-price department stores like Ross Stores, Marshalls and Burlington; and dollar stores like Dollar General and Dollar Tree.

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 in the mid-1990s to early 2000s, 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.

"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."

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>



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.

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.

Option 1: 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 Option 1: Status Quo with 4-lanes of traffic



Existing conditions on South Higgins Avenue

Option 2: 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 2: 3-lanes with bike lanes



South Higgins Avenue Option 2: Proposed 3-Lane with Standard Bike Lanes

Option 3: 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 3: 3-lanes with separated bike lanes



South Higgins Avenue Option 3: Proposed Two-Lane with Protected Bike Lanes

Option 4: 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 4: 2-lanes with separated bike lanes



South Higgins Avenue Option 4: 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. It is currently a very undesirable situation to have the locomotive fueling take place in the heart of downtown. While the adjacent rail through-line and historic passenger station may very likely continue to serve the community well into the future, the switching yard presents an opportunity for potential 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. This site should be activated and made a focal point. Ideas mentioned for the site include an all ages community center, history museum, café, office space, or part of the market.

These visualizations show 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.



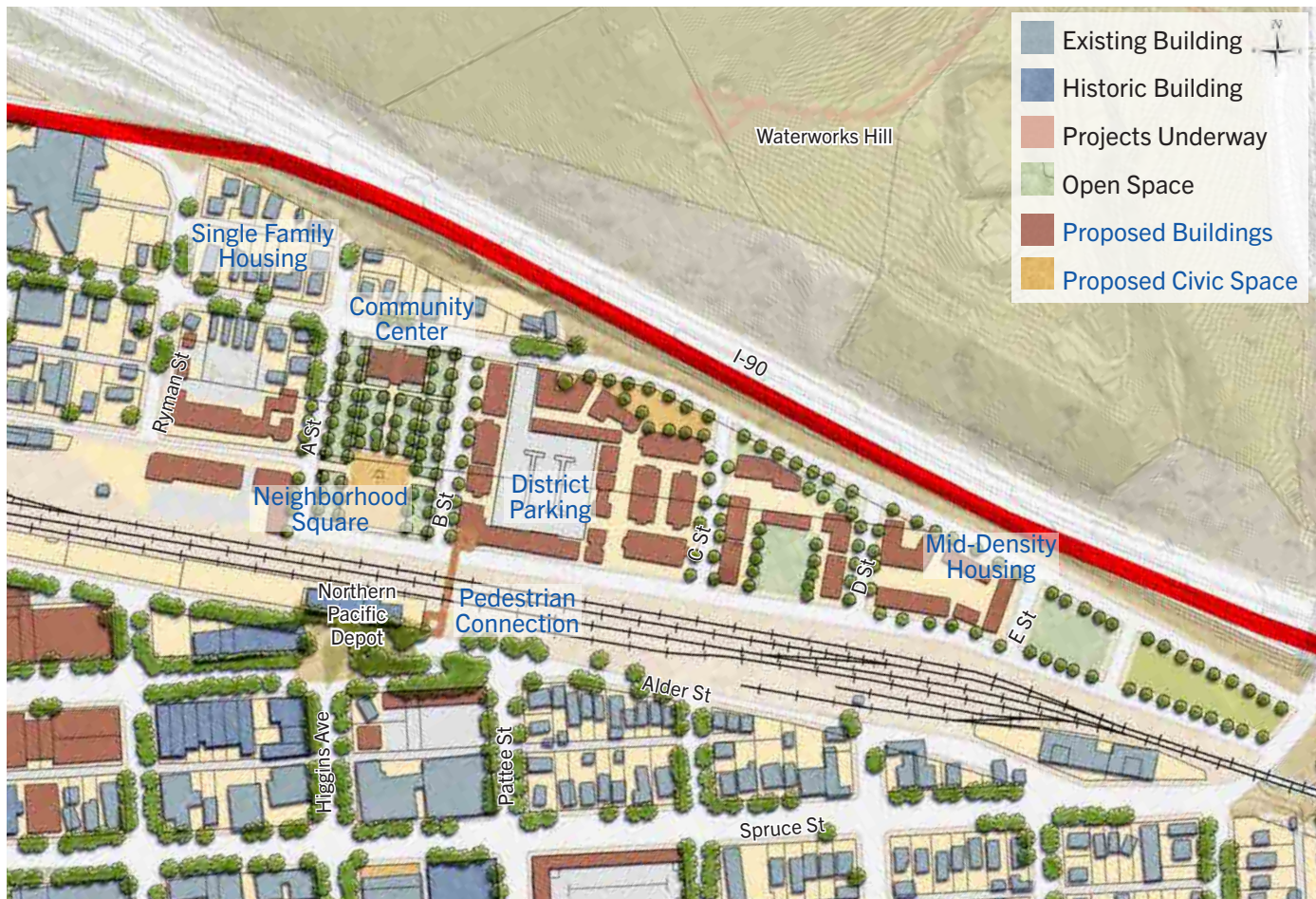
Railyard existing conditions showing switchyard



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 adhere to the Design Excellence Guidelines 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.

Wyoming Street has been redeveloped as a complete street that has been narrowed and accommodates pedestrians and cyclists.



Silver Park Pavillion

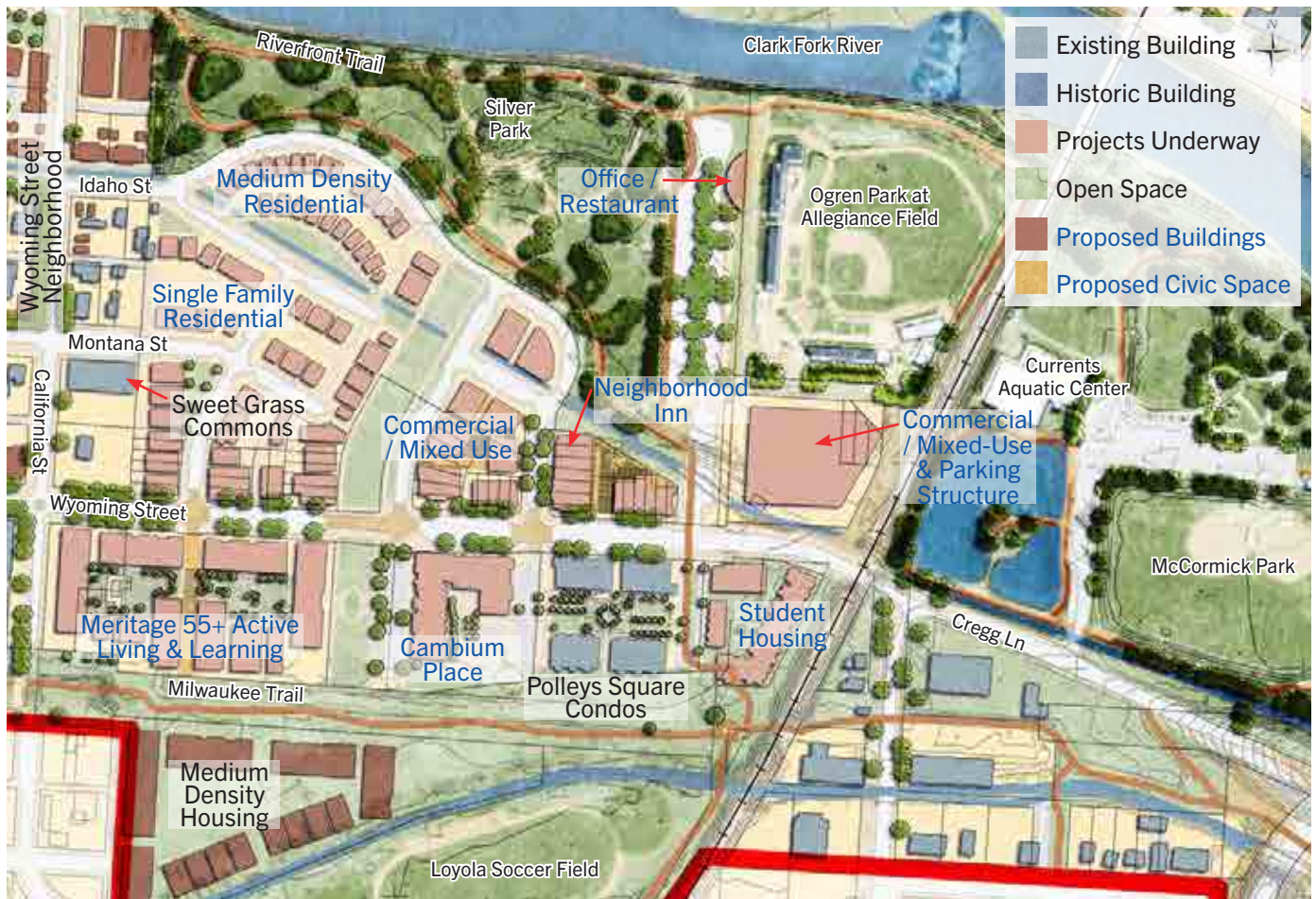


Polleys Square Condos



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 WorkLounge,
- 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.

Wyoming Street Neighborhood

The Area Today: A Transformation Underway

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 the Orange 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 small apartment buildings and automotive services and storage. While historically disconnected from the rest of the City, the area has easy access to the Riverfront and Milwaukee Trails and has access to three river crossings, the Russell Street bridge the California Street bridge, and the Orange Street bridge.

With Missoula's growing population, it is no surprise that this area is now undergoing a transformation from a former industrial site and isolated riverfront neighborhood into a full-fledged urban community with parks, homes, and businesses. Adjacent to the Wyoming Street neighborhood is the Old Sawmill District, a new mixed-use development that is already on its way to becoming a great downtown neighborhood.

This plan intend to guide and shape this transformation to encourage good urbanism and to create a place that is true to Missoula and its values. While this neighborhood has much in its favor, it still faces several challenges. It contains the only developed portion of Downtown within a 100-year flood zone and it lacks water service, which would be needed to accommodate additional homes and businesses. Maintaining the current affordability of the area will also need to be addressed.

Flood Fringe Restricted Area

A portion of the property is located within the Special Flood Hazard Area (SFHA) and is restricted by FEMA. To develop within the flood fringe the area must be raised with fill to an elevation above the Base Flood Elevation. This is accomplished by successfully applying for a Letter of Map Revision Based on Fill (LOMR-F).



The riverfront along River Road in the Wyoming Street Neighborhood offers the best opportunity for creating a new, accessible type of development and park space that faces and engages the Clark Fork River in Downtown.



Typical streetscape in the Wyoming Street neighborhood illustrating the single-family residential character and lack of pedestrian facilities.



Looking east down Wyoming Street towards the Old Sawmill District with new, mixed-use development.



There are multiple steps to complete the LOMR-F process:

1. Hydraulic modeling to evaluate the impacts of fill,
2. Petition to alter floodplain boundary from Montana Department of Natural Resources and Conservation,
3. Conditional Letter of Map Revision Based on Fill (CLOMR-F) application submitted to FEMA,
4. A floodplain permit from the City of Missoula to place the fill, and
5. Once the fill is placed, a successful LOMR-F can be completed.

A hydraulic model for a portion of this area is in progress which indicate this is a viable option for the entire site.

An Opportunity for a Diverse Riverfront Neighborhood

The intent of the plan is to preserve the existing single-family homes and affordable housing on the interior blocks while the blocks along Wyoming Street, Russell Street, and between the Clark Fork River and Idaho Street would be up-zoned to accommodate a greater mix of housing types and uses. This could include four or five story mixed-use buildings and a variety of missing middle housing, such as townhomes and small apartments. Vacant lots within the interior blocks could be locations for cottage courts and smaller single-family homes.

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 the plan for 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



Increase Connections & Prioritize Pedestrians and Cyclists

To accommodate new development and 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. The Wyoming Street Complete Street design built through the Old Sawmill District includes sidewalks, street trees, on-street parking, and bike lanes, should be extended to North Russell Street, potentially with a small roundabout at the intersection with California Street and a traffic signal at the intersection with North Russell Street. The Riverfront Trail should continue from the California Street bridge westward alongside River Road to the new Russell Street bridge underpass.

Illustrative Plan for the Wyoming Street Neighborhood



Aerial view looking southwest across the Clark Fork River and the possible redevelopment of the Wyoming Street neighborhood.

Face the River | Engage the River

The proposed plan 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 exist nowhere else 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 can be pulled back from the river to allow for the creation of park space between the street and river and to accommodate an extension of the Riverfront Trail. A riverfront square lined with shops, restaurants, cafés, a community center, and other third places can become a center for the neighborhood and a citywide destination.

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. There is also an opportunity for a riverfront hotel with a rooftop bar, restaurant, or café offering views across the Clark Fork River.

The new waterfront park space can be activated with a playground, community garden, and dog park. 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.

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.



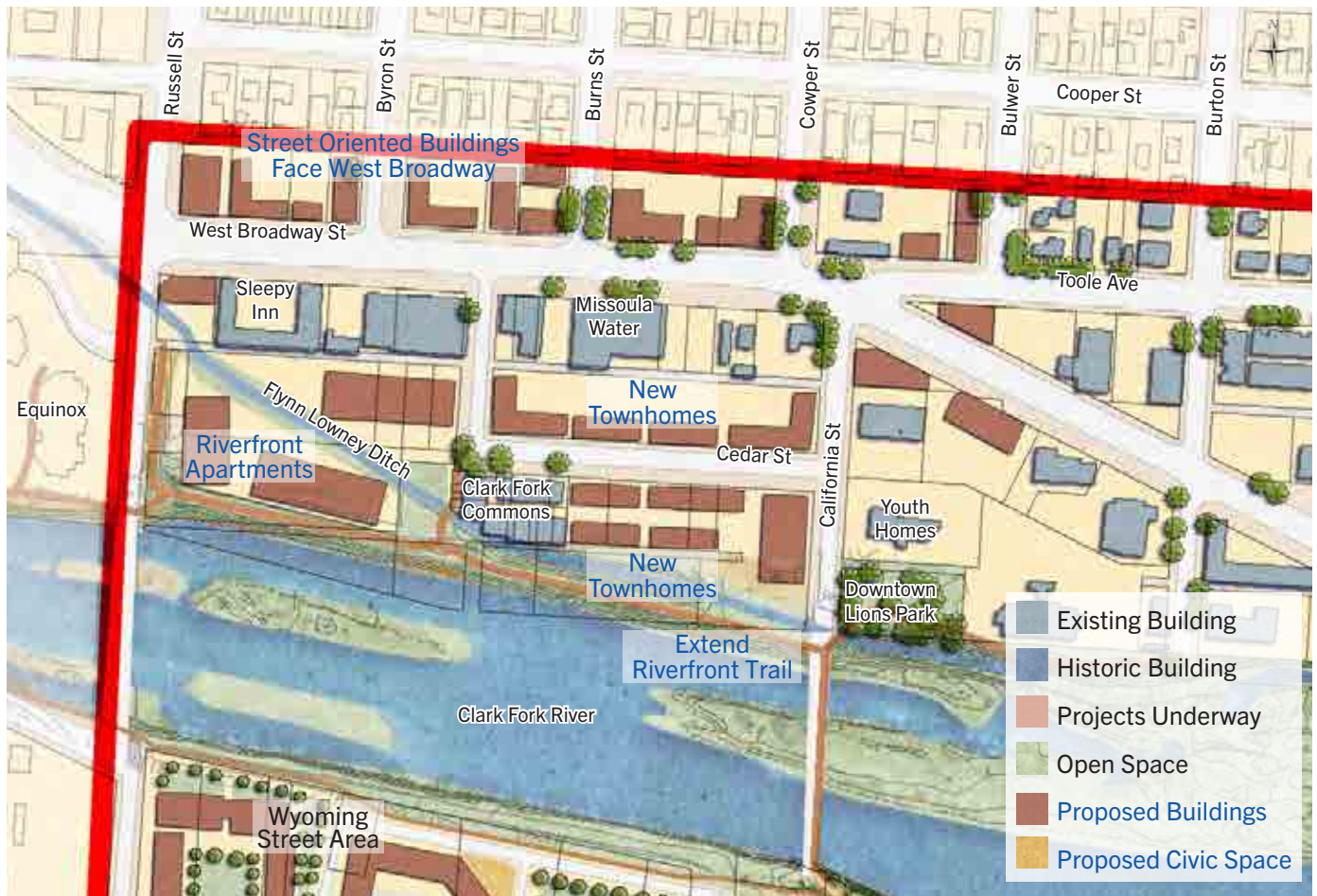
West Broadway Street existing conditions



Equinox and Solstice apartments provide river views



Clark Fork Commons



Illustrative Plan for the West Broadway Street Gateway

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.

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.

Pedestrian Crossings: The intersection of Broadway Street, Toole Avenue, and California Street is a complicated intersection with crosswalks that have faded. This section should be looked at for safety and pedestrian improvements.

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.

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 within a 5-minute walk from homes and businesses. The green would be fronted by the Missoula College River Campus and a new focal building on the other side of Broadway Street. A row of multi-story townhouses and live-work units fronting the green could create a transition from the lower scale buildings to the north. The green serves as the centerpiece of the neighborhood.

A transit stop at the edge of the civic square can connect this technology hub to the center of downtown. 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 covered with an amenity deck. The garage provides adequate parking for the businesses, campus, and housing while not taking up the entire site with surface parking.

New Pedestrian Bridge and 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 river front trail network loops. To complete the loop the Riverfront Trail should be extended along the north side of the river to this location. The trail will increase pedestrian and cyclist movement and connect them to the rest of Downtown.



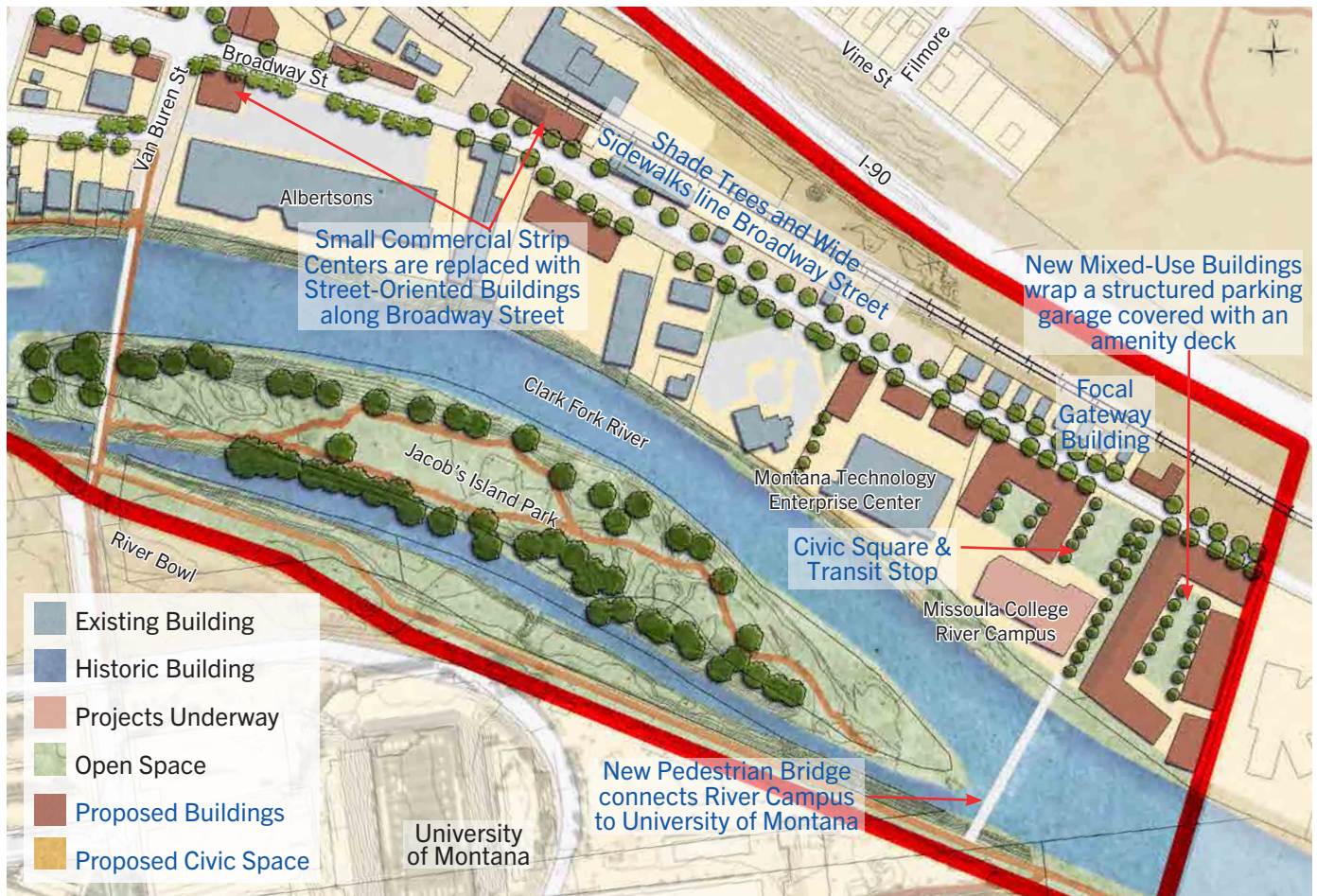
East Broadway Street existing conditions



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.



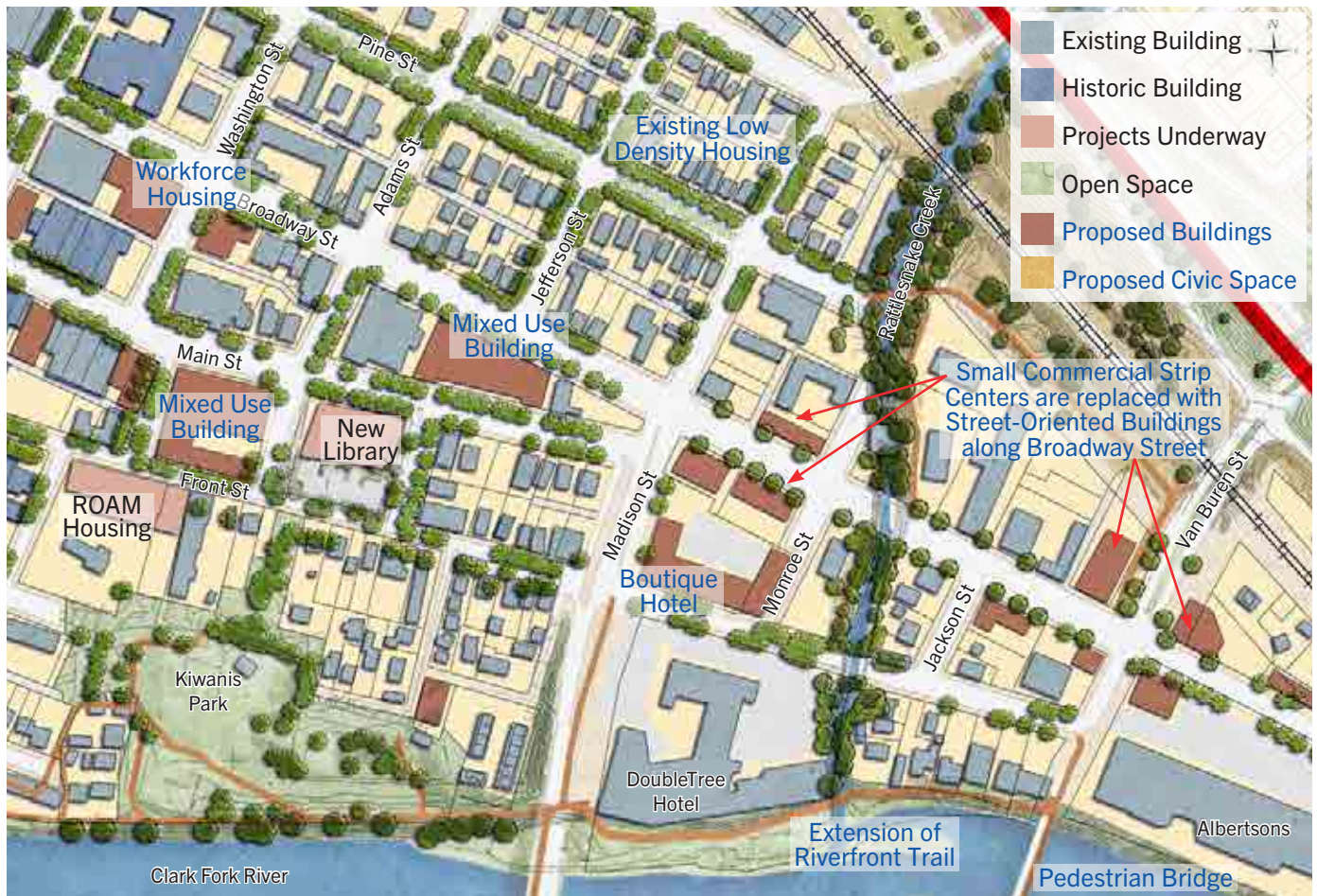
Pedestrian Bridge over the Clark Fork River connecting the University to the dog park on Jacob's Island and downtown.



East Broadway Street existing conditions by Rattlesnake Creek



Missing Riverfront Trail Connection by the DoubleTree Hotel



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.

Illustrative Plan for the Madison Street area

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 Hall

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

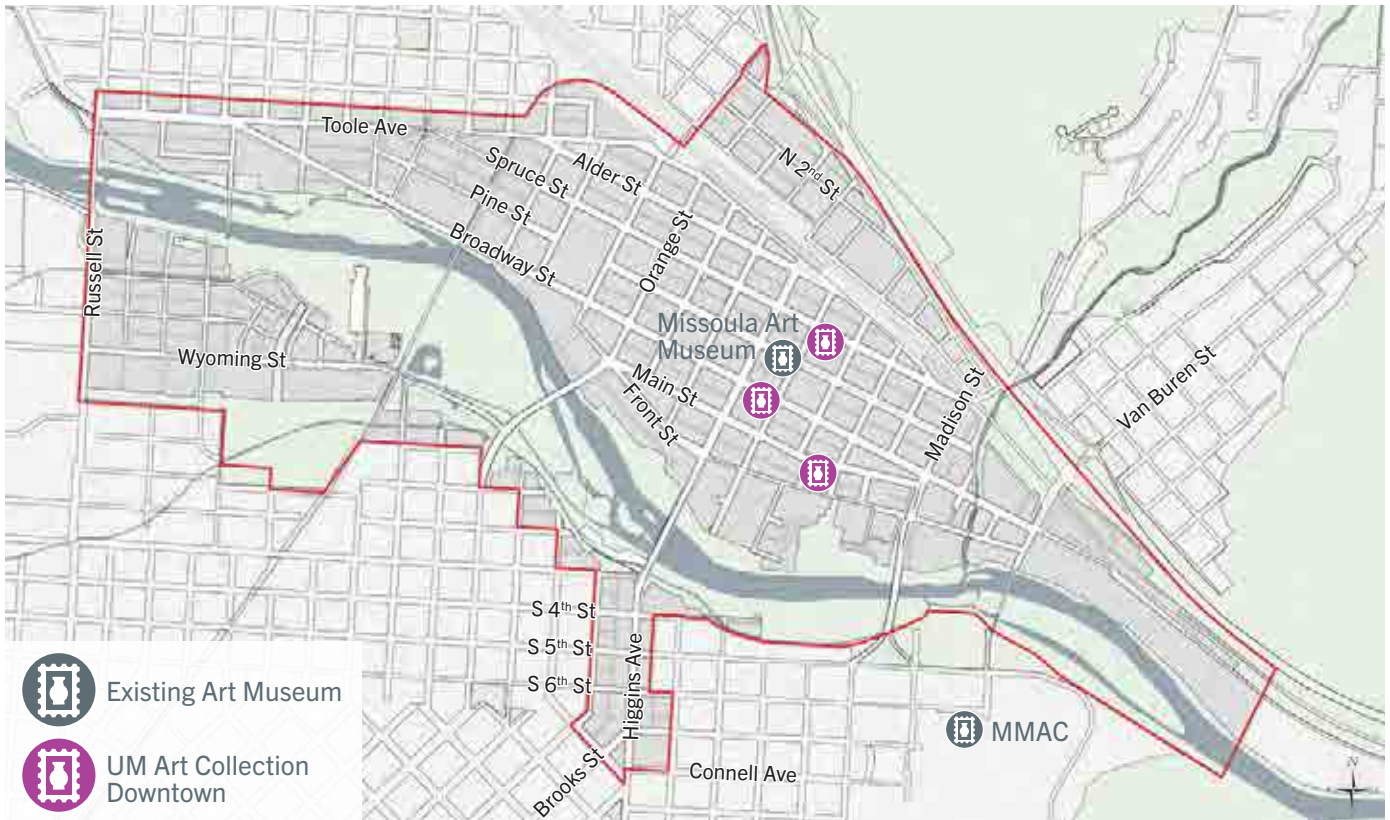
The University of Montana host a vast art collection which is not on permanent display. The Montana Museum of Art & Culture, or the MMAC, is a University of Montana art museum and it hosts permanent and temporary installations. However, UM has enough of a collection in storage to supply another Downtown 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 her.



City Hall



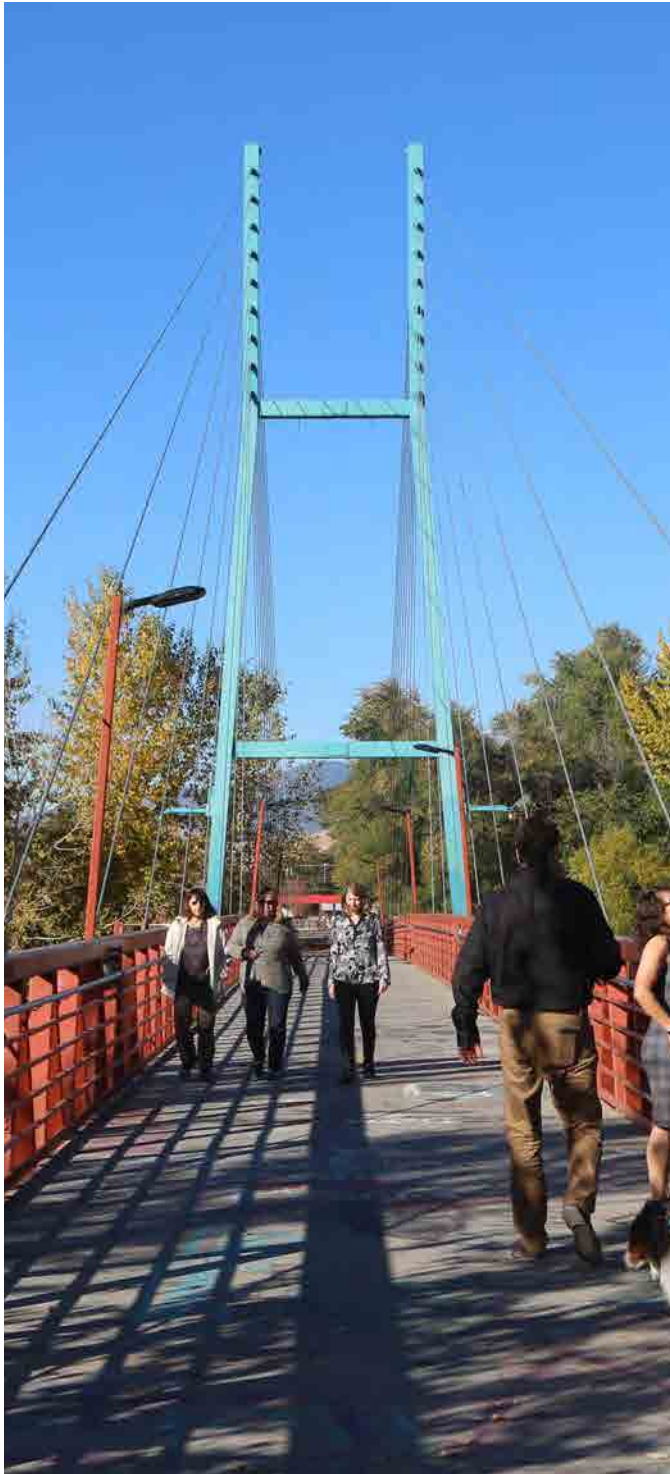
UM Art Collection locations



Incubator / Accelerator

3: IMPROVE MOBILITY, HEALTH & SAFETY

Transportation, Parking, Infrastructure



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Transportation Objectives

Multimodal Framework

Missoula’s vision for the future of access, circulation and mobility in the City and in Downtown is multimodal in scope. The *Activate Missoula 2045 Missoula Long Range Transportation Plan* (LRTP), adopted in 2017, set a goal of reducing the percentage of daily commute trips made by driving alone to 34 percent by 2045 (from 70 percent today). Other goals and objectives in the LRTP support and rely on this multimodal framework. The investment program shown in the LRTP is strategically balanced across modes to support this shift in daily travel away from single-occupancy driving.

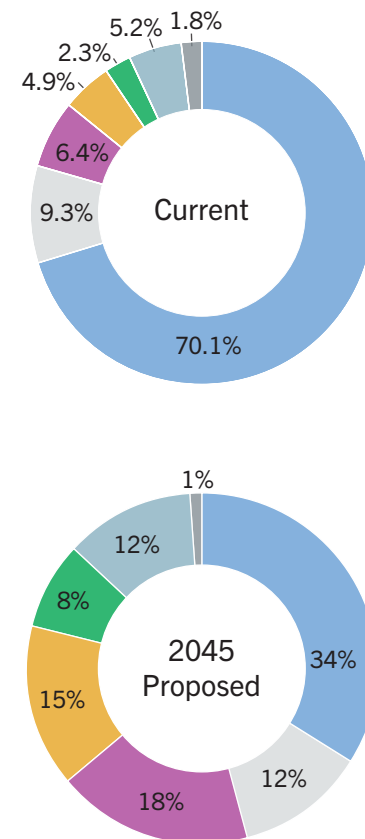
Downtown should play a central role in achieving the City’s vision for a better multimodal balance through a shift away from a reliance on single-occupant vehicles. If the percentage of daily trips made by transit, walking and bicycling are to increase significantly across the region, Downtown Missoula must serve as the heart of that effort. Downtown should be the most walkable, bikeable and transit-oriented place in the City. And as such, Downtown streets must be safe and convenient for all modes of travel.

Public Safety

Safety for all travelers is an overarching objective for all transportation programs and projects. Best practices in transportation safety have been defined over the past several decades through international efforts led by the U.S. and European nations. The key strategy underlying all “Safe Systems” and “Vision Zero” programs is to ensure that when crashes occur, impact energies remain low enough to prevent serious injuries or death. This recognizes that drivers and other road users will continue to be fallible and crashes will occur. Improvements in vehicle design – including semi-autonomous features like automatic braking systems, crash avoidance and lane keeping – will play a role in improving safety, as will continued improvements in emergency management systems and medical procedures.

However, the most important contribution the City can make to reducing the likelihood of serious injury or death, is to apply modern design and operation principles in its decision-making for Downtown streets. Above all else this will require managing traffic speeds through street design, physical separation of travel modes in some circumstances, and continued enforcement of traffic laws.

Daily Commute Trip Mode Share



The Activate Missoula 2045 LRTP Proposed Ambitious Mode Share seeks to reduce drive-alone trips while generally tripling bike, walk and transit shares by 2045.



Downtown Network Priorities

HIGH PRIORITY INITIATIVES IN THIS SECTION INCLUDE:

- Make every street a great street;
- Improve the pedestrian realm with Sidewalk Design Guidelines;
- Connect across North Orange Street;
- Upgrade the Front and Main streets couplet with two-way traffic circulation | Improve circulation to the Kiwanis Park Neighborhood;
- Complete safe cross-town bicycle facilities;
- Extend and complete the trail network;
- Develop an Urban Alleyways Program;
- Implement modern universal accessibility (access for all) design features; and
- Complete implementation of the Missoula Wayfinding Plan.

Ongoing Programs and Long-Term Implementation Priorities

OTHER PROGRAMS AND PROJECTS IDENTIFIED BY THIS SECTION INCLUDE:

- Data-driven traffic safety remedial program;
- Truck freight access and circulation;
- Downtown – University of Montana – Missoula College connectivity; and
- Continuing public transit system growth and development.

Missoula's Downtown Street Network

Assets and Barriers

Assets

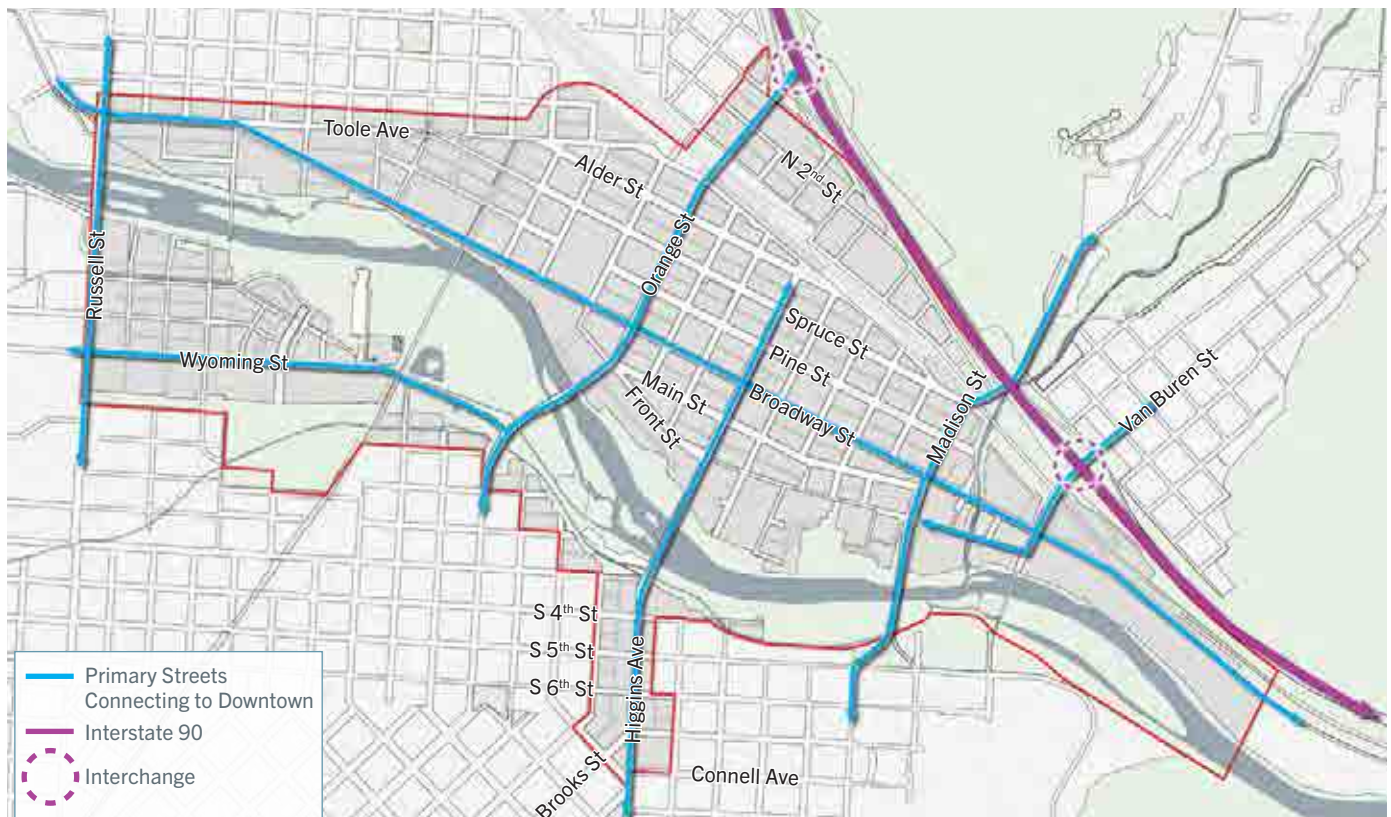
The street network in Downtown Missoula serves as the principal infrastructure for all modes of travel:

- 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.







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."

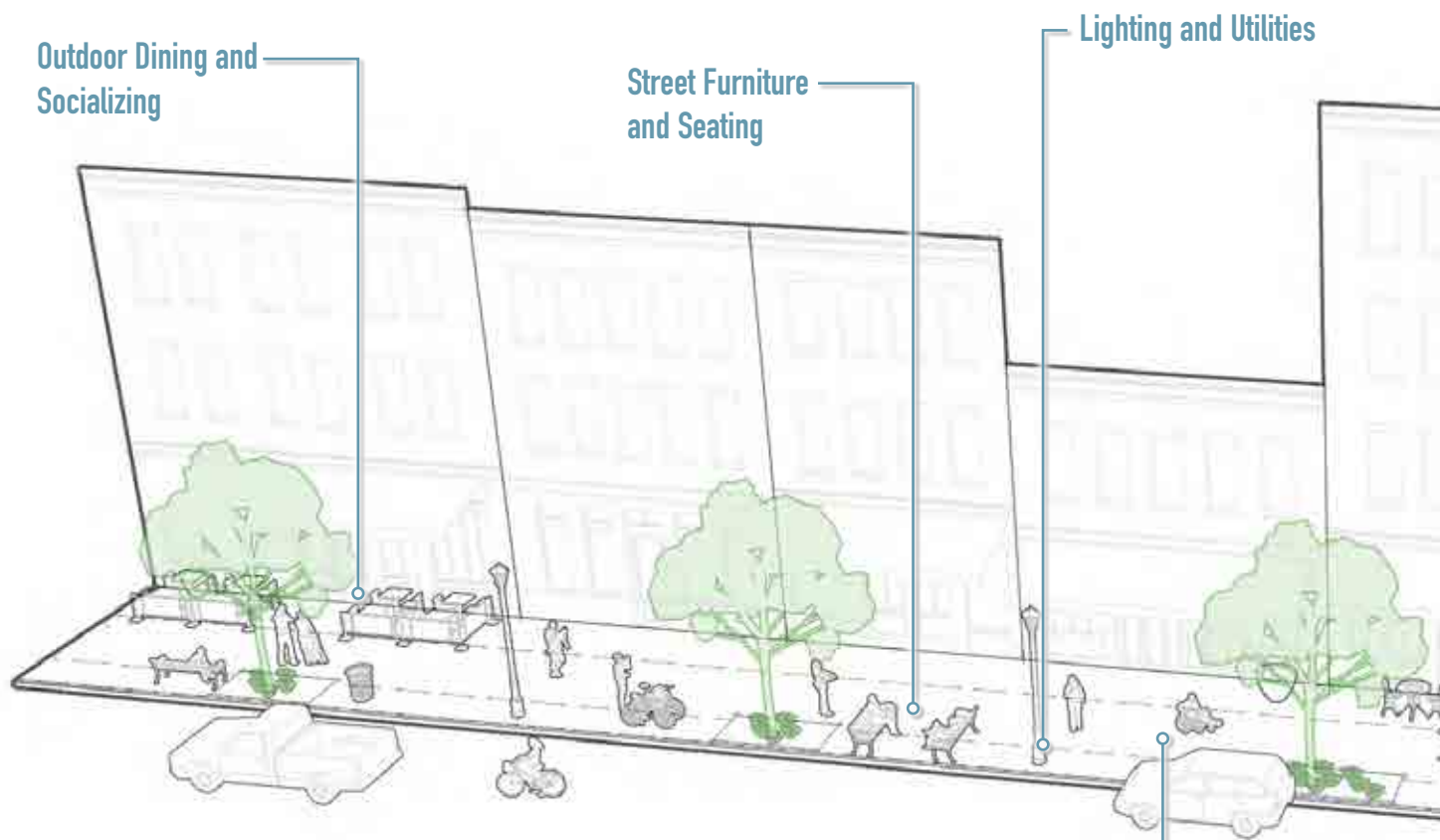
- Allan Jacobs, Great Streets

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

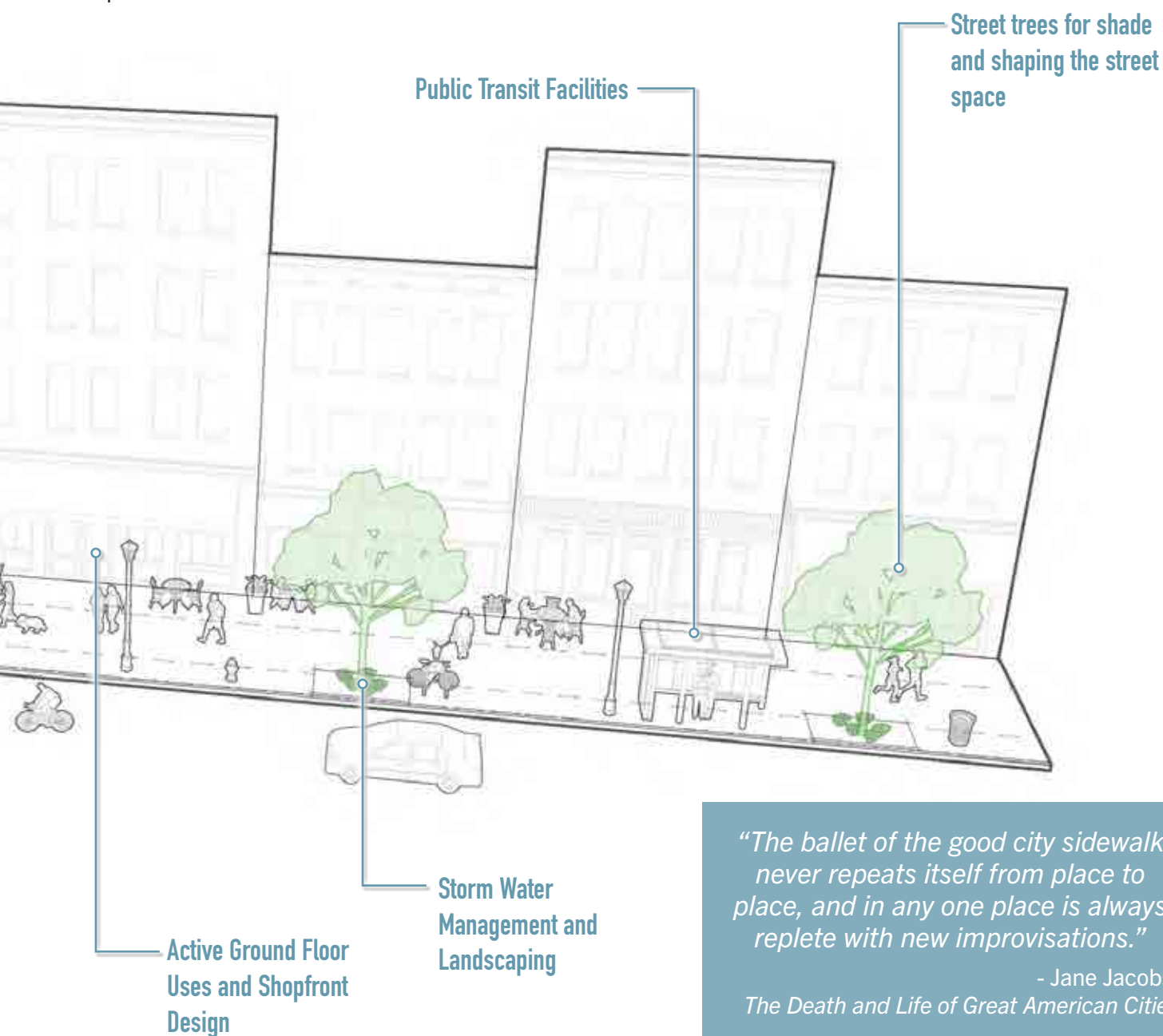
As Downtown is a place for people to gather, socialize, live, do business, and recreate; the sidewalk becomes the stage for the “daily ballet” of city life. Sidewalks are much more than a space for people to walk and access places, businesses, and residences. With such broad function, city streets and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



"The ballet of the good city sidewalk never repeats itself from place to place, and in any one place is always replete with new improvisations."

- Jane Jacobs,
The Death and Life of Great American Cities

10 Steps for Making Great Streets

1. **Design For Pedestrians First:** Thoroughfares should be designed for the pedestrian first. Great downtown and neighborhood streets are designed to provide a high-caliber experience for pedestrians foremost; once this is accomplished, great streets generally accommodate a wide range of other modes of travel, including bicycles, transit, freight, and personal vehicles.
2. **Proportions Matter:** A street should function as an outdoor room, surrounding its occupants in a space that is welcoming and usable. A 1:3 ratio for building height to street width is often cited as a minimum section for a sense of enclosure. Creating this sense of enclosure involves more than just narrow street width, however. There are well-defined eight-lane roads just as there are two-lane roads that seem to be impassable. Streets must be sized properly for their use and should be defined with appropriate building sizes. Street trees and features such as lighting also play a critical role in defining the space of the street.
3. **Design the Street as a Unified Whole:** An essential distinction of great streets is that the entire space is designed as an ensemble, from the

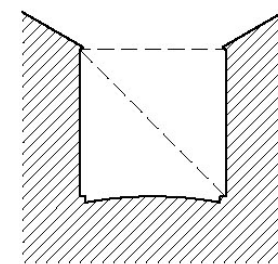
travel lanes, trees and sidewalks, to the very buildings that line the roadway. Building form and character is particularly important in creating a sense of place. The best streets invariably have buildings fronting them, with a particular height and massing that creates an appropriate sense of enclosure. The random setbacks generated by conventional zoning rarely produce this effect; form-based regulations help to control building form and placement. Furthermore, urban buildings must front the street with features such as doors, windows, balconies, and porches. These features promote a lively streetscape, and ultimately provide passive security for pedestrians by focusing “eyes on the street.”

4. **Include Sidewalks:** Appropriately designed sidewalks are essential for active pedestrian life. Pedestrians will be more willing to utilize sidewalks if they are protected from automobile traffic. One of the simplest ways to buffer the pedestrian is to place street trees between the street and the sidewalk. Other street furniture such as streetlights, bus shelters, and benches occupy wider sidewalks and provide additional separation between pedestrians and automobiles.

Scale Streets Comfortably for Users

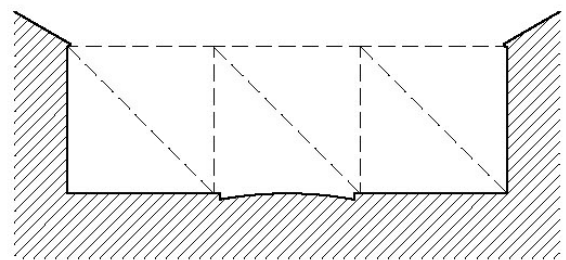
The height-to-width ratio is the proportion of spatial enclosure. If the width of space is such that the cone of vision encompasses less street wall than open sky, the degree of spatial enclosure is slight. As a general rule, the tighter the ratio, the stronger the sense of place. The ratio of 1:6 is the perceivable maximum. The ratio of 1:3 is best for public spaces. The ratio of 1:1 creates pedestrian paseos. Note that the ratio is not based merely on the curb to curb measurement but instead on the entire right-of-way and including building frontages, from building face to building face. In the absence of spatial definition by façades, disciplined tree planting is an alternative. Trees aligned for spatial enclosure are necessary on thoroughfares that have substantial front yards.

Excerpted from
The Lexicon of New Urbanism



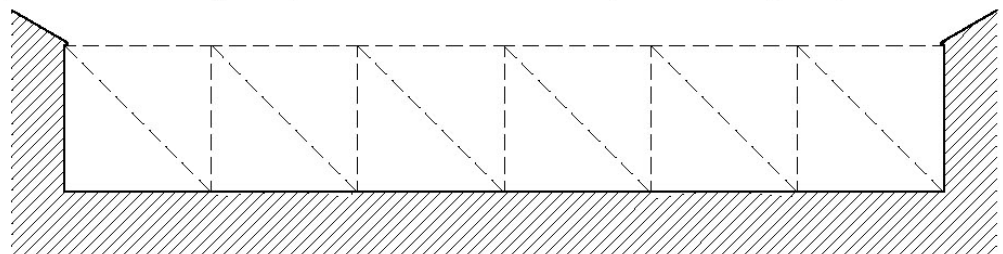
1:1

(The best for thoroughfares)



1:3

(The best for squares)



1:6

(The perceivable maximum)

5. **Provide Shade:** Pedestrians and cyclists need shady streets. Shade provides protection from heat and sun and contributes to the spatial definition of a street. Shade can be provided with canopy trees or architectural encroachments over the sidewalk. Canopy trees should be planted in a planting zone between the sidewalk and the street in order to provide continuous definition and shade for both the street and the sidewalk. Architectural encroachments over the sidewalk such as awnings, arcades, and cantilevered balconies are another way to protect pedestrians from the elements and shield storefronts from glare.
6. **Make Medians Sufficiently Wide:** Where divided thoroughfares are unavoidable, medians must be generous enough to serve as a pedestrian amenity. A minimum median width of 8 feet will accommodate a row of street trees and will provide adequate refuge for pedestrians crossing a wide roadway. Quite often an 8 foot median isn't possible. That's okay, the right species can grow in even a 3 foot median. The tree may never reach its growth potential but it isn't necessary that it does to provide shade and beauty.
7. **Plant the Street Trees in an Orderly Manner:** Great streets are typically planted with rows of regularly-spaced trees, using consistent species. This formal tree alignment has a powerful effect; it at once shapes the space and reflects conscious design. More importantly, the shade produced by the trees will be continuous enough to make walking viable. Furthermore, the spatial impression of aligned trees also has a traffic calming effect.
8. **Use Smart Lighting:** Streets should be appropriately lit for automobile and pedestrian safety. Pedestrians naturally avoid streets where they feel unsafe. Widely-spaced, highway-scaled "cobra head" light fixtures do not provide appropriate light intensity and consistency for pedestrian well-being. More frequently-spaced, shorter fixtures are more appropriate, and provide light beneath the tree canopy as street trees mature.
9. **Plan for On-street Parking in Suitable Locations:** On-street parking buffers pedestrians from moving cars and calms traffic by forcing drivers to stay alert. Parallel parking is the ideal arrangement, because it keeps streets as narrow as possible. Diagonal parking is acceptable on some shopping streets, as long as the extra curb-to-curb width is not achieved at the expense of sidewalk width or adequate bicycle facilities. Parking located in front of a street-front business encourages people to get out of their cars and walk, and is essential to leasing street-oriented retail space.
10. **Avoid Parking Lots in Front of Buildings:** The bulk of a building's parking supply should occur behind the building. The conventional practice of placing surface parking lots in front of buildings results in a disconnected pedestrian environment. If current zoning regulations are reformed to provide "build-to" lines rather than mandatory front setbacks for commercial buildings, parking can be accommodated in the interior of the block. As a result, the pedestrian realm of the sidewalk will be defined by shopfronts and building entrances rather than parking lots.



Wide sidewalk with street trees in Savannah, GA



An interesting residential sidewalk in Alexandria, VA

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, 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.



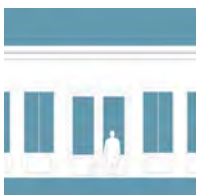
Street Furniture

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 and bike racks.



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. 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.



Frontage Zone

As an extension of the private realm into the public, the frontage zone is the transition between what happens inside a building with the public spaces just outside. On Downtown Missoula's primary commercial streets, the Frontage Zone should be given ample room and geared towards commerce and socializing.

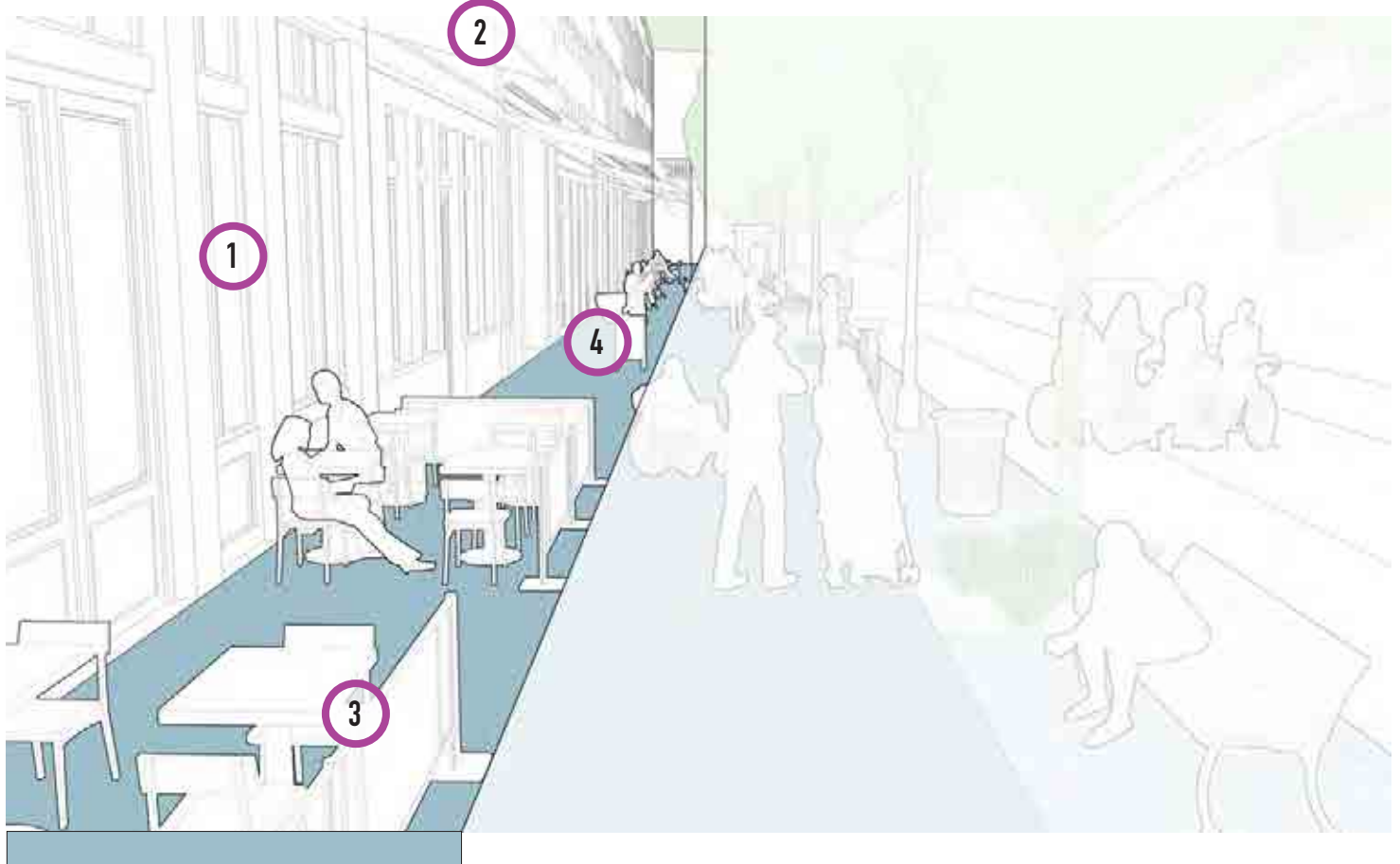
The building façade is a critical element of the Frontage Zone, forming the edge between public and private spaces. A comfortable, safe, and interesting pedestrian experience depends heavily on the design of this interface. On streets with high concentrations of restaurants and bars, this zone should be maximized to accommodate cafés, plazas, and greenspace elements along buildings.

Suggested Dimensions

The Frontage Zone should be a minimum of 18 inches when the sidewalk is directly adjacent to a building façade for pedestrian comfort, to accommodate people window shopping, and opening doors. This should increase to a minimum of 6 feet to accommodate café seating.



Example of a sidewalk frontage zone in Downtown Missoula



1

Buildings that Embrace the Street

- The street level design of buildings is critical to creating a place where people want to be and a walkable community. This requires active ground floors and articulated shopfronts.
- Design façade details, materials, and articulation responding to the pedestrian experience, especially the lower 15 feet of a building.
- Building entries should front directly onto the sidewalk.
- There should be a building entrance every 30 to 75 feet along a street.
- Shopfronts should be distinctive from the floors above and separated with an expression line.
- Shopfronts should have a minimum of 60 percent glass fenestration/transparency.
- Building façades longer than 50 feet should be varied with at least one change of architectural expression.

2

Overhanging Building Elements: Overhanging elements such as awnings, store signage, bay windows, and galleries can extend into this space to add protection from the elements and add visual interest. Overhanging elements require a vertical clearance of at least 80 inches, with a minimum 96 inches clearance preferred for larger elements.

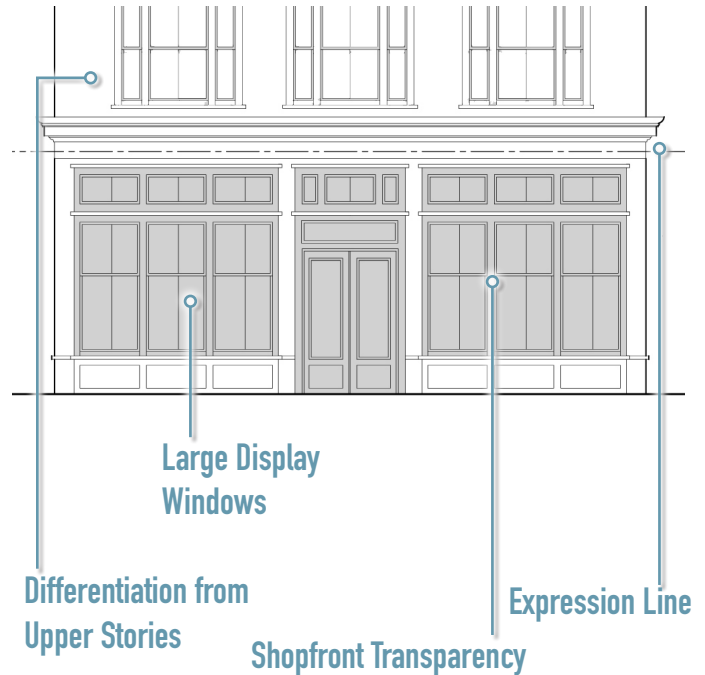
3

Outdoor Seating and Dining: Private furnishings can be located in this zone for adjacent businesses, such as tables and chairs. An enclosure dividing the café seating area from the remainder of the sidewalk is recommended. Landscaping and plantings can also be located here.

4

Signage: Portable signage and merchandise displays for adjacent businesses, including sandwich boards, should be located within this zone and not clutter the clear path.

What is an Articulated Shopfront?



What is an Active Ground Floor?

An Active Ground Floor is the human-scaled lower level of a building that is engaging to passersby with ample transparency and permeability.

An Active Ground Floor may include the following uses that are adjacent to and engage the street (*this is not an exhaustive list*):

- Retail Shopfront
- Restaurant
- Building Lobby
- Live/Work Unit
- Office Space
- Recreation Center
- Community Space
- Townhouse Entrance
- Other Residential Entrance

Clear Path

The clear path is the portion of the sidewalk dedicated to pedestrian mobility and travel. It should be entirely clear of obstacles and provide a smooth, slip-resistant walking surface.

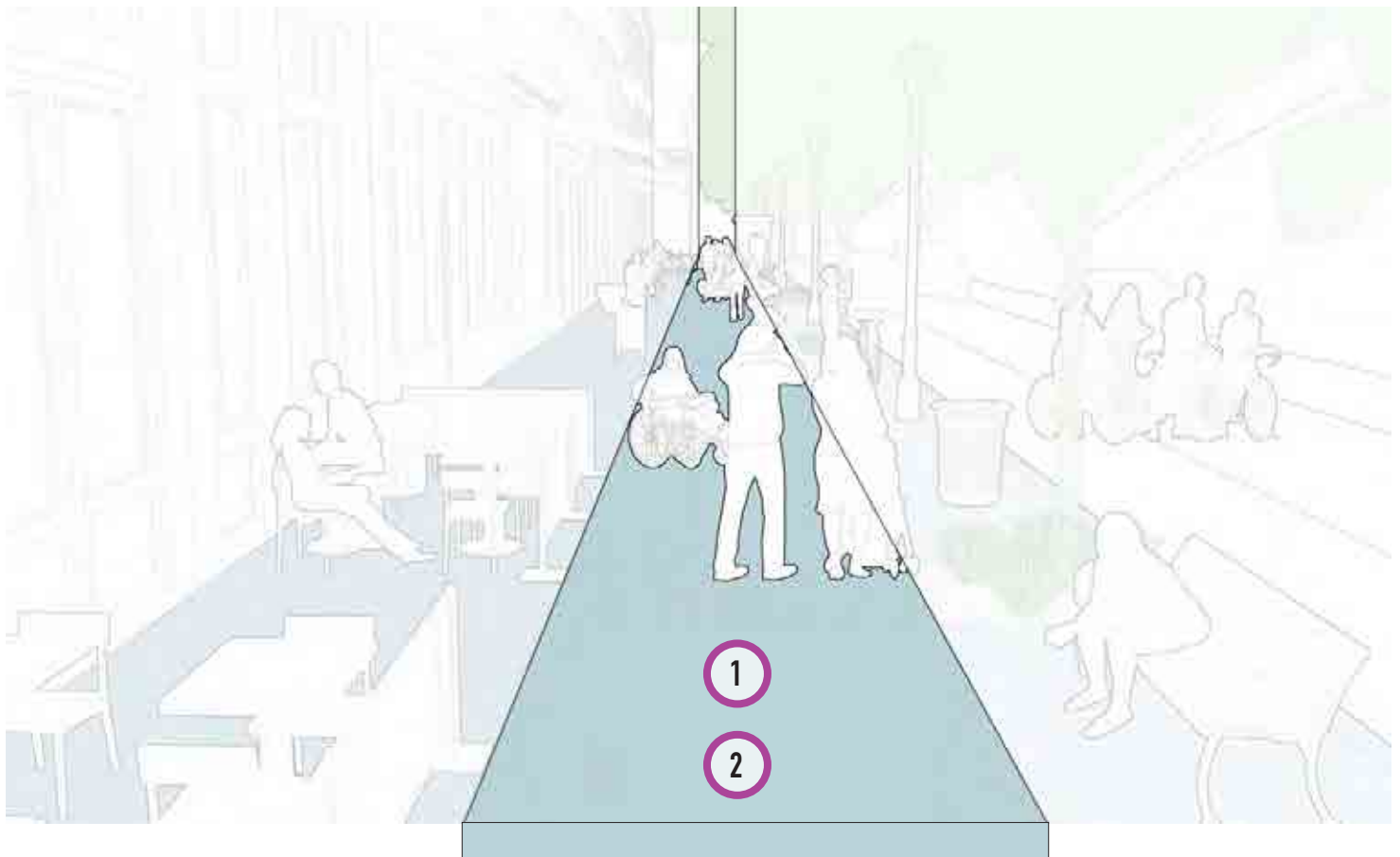
While the simplest of the three zones in terms of program and amenities, this is perhaps the most important in maintaining to ensure that pedestrians can safely and comfortably get to where they need to go. This portion of the sidewalk should be well-lit and usable in all weather conditions and designed to avoid the pooling of rainwater and melting ice.

Suggested Dimensions

The width of the Clear Path should vary depending on the surrounding uses. The minimum width in commercial areas should be 6 feet (the required ADA minimum is 4 feet) so two people using wheelchairs can comfortably pass each other. In residential areas, the minimum clear path should be 5 feet. These values should be larger in areas with heavier pedestrian traffic.



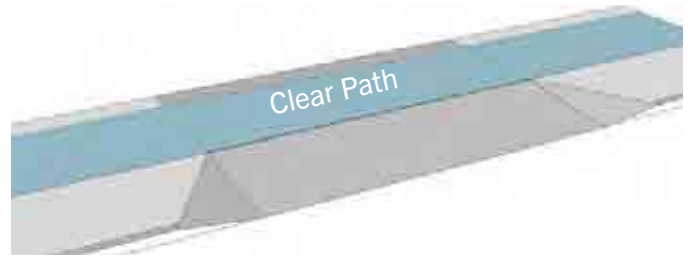
Example of a sidewalk clear zone in Downtown Missoula



1

Maintain a Level and Unobstructed Clear Path

- Any obstructions, such as seating, signs, benches, transit stops, or trees should be located within the Frontage or Furnishing/Landscape Zones.
- Cross slopes should not exceed 2 percent.
- At driveway crossings, the Clear Path should continue across the driveway and remain level where possible. The paving material should also be continuous and visual cues provided to encourage drivers to yield to pedestrians.
- Curb cuts and driveways should be minimized within downtown Missoula.



The Clear Path should remain level across a driveway when possible

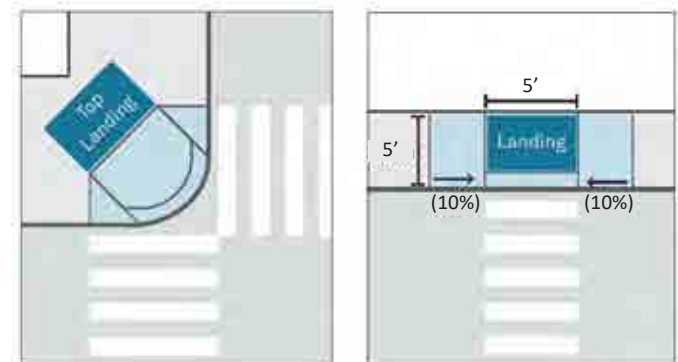
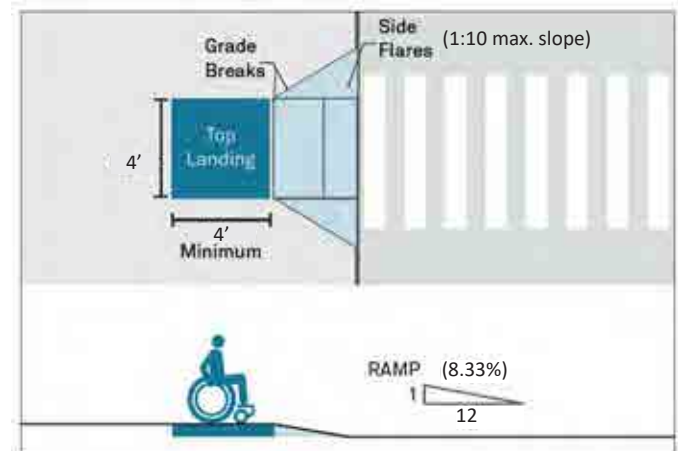


When not possible, the clear path can meet the driveway at an intermediate elevation with ramps at a maximum 1:12 (8.33 percent) slope and a cross slope not exceeding 2 percent

2

Accessibility Considerations

- The Clear Path should maintain a continuous and relatively straight path to reduce navigational difficulties for pedestrians with vision impairments.
- Pedestrian ramps should be located at all intersections, except those with raised crossings, to allow access to sidewalks. The ramps should be made of a non-slip material, have a maximum slope of 1:12 (8.33 percent), be the same width as the clear path, and include detectable warnings.
- Detectable warnings should also be provided at raised crosswalks to indicate where the roadway begins.
- Detectable surfaces may also be included within the Clear Path using tactile pavers to alert people to transitions between pedestrian, vehicular, or shared areas.



Adapted from Universal Accessibility Diagram from NACTO's Global Street Design Guide. ADA standards provide further guidance for constrained conditions.

Furniture / Landscaping Zone

The area between the curb face and the Clear Path, this is the buffer between vehicles and pedestrians as well as the location for many important street amenities. Most notably, this zone is the location for street trees and pedestrian-scaled lighting.

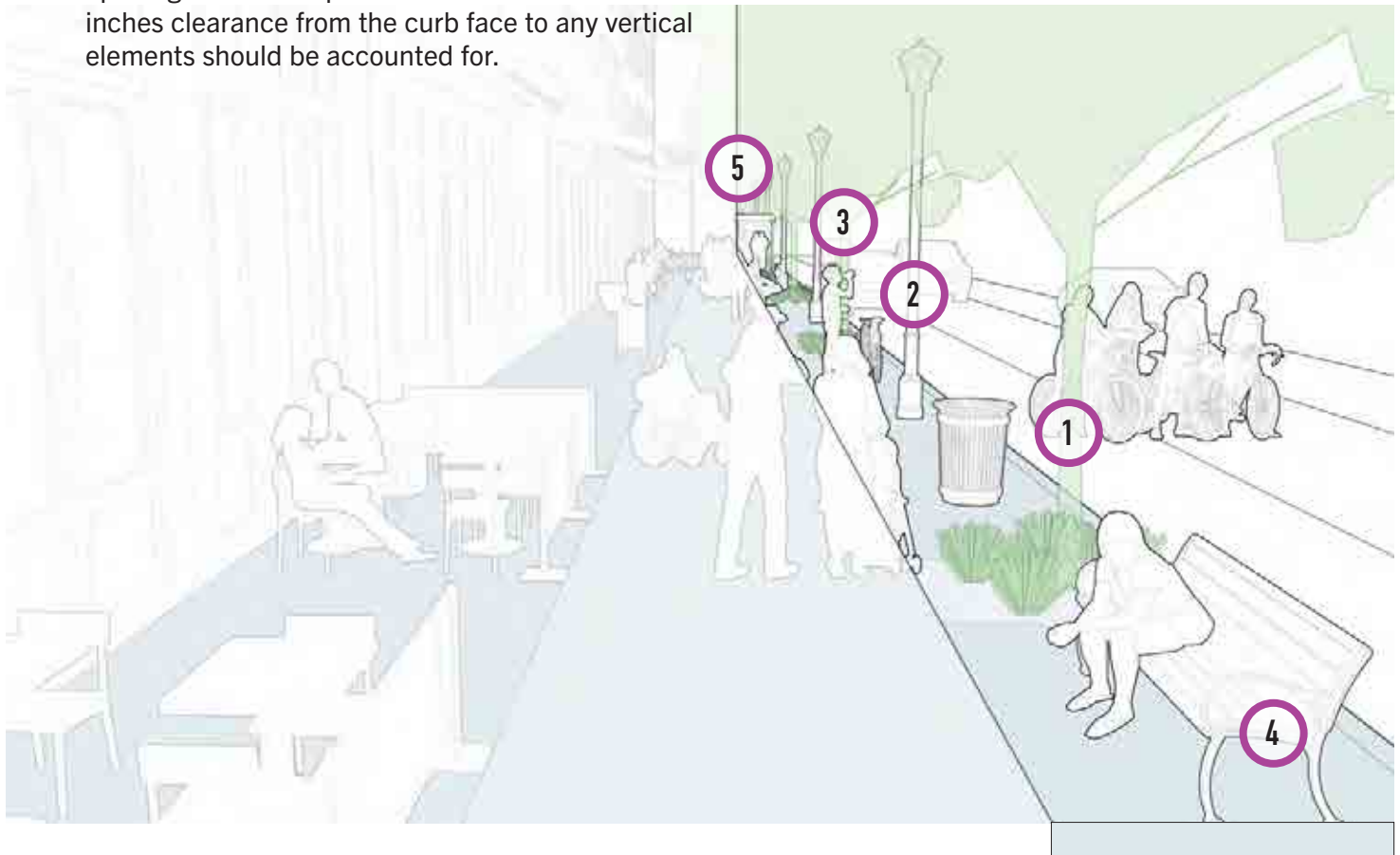
This is also the location for transit shelters, benches, waste receptacles, and bike racks. Sandwich boards and outside seating and dining may also be located within this zone, in addition to the Frontage Zone. Utilities, fire hydrants, and storm water elements should also be located here and not in the Clear Path. Retail kiosks, stands, vendors or other business activities are appropriate for this area. This zone can also be used for snow storage during winter months.

Suggested Dimensions

The minimum width should be 18 inches, including 6 inches of curb. To accommodate street trees, the minimum width should be 4.5 feet and to accommodate other amenities, a minimum of 6.5 feet is recommended. Any vertical elements should be carefully placed to avoid conflict with opening doors from parked cars. At least 18 inches clearance from the curb face to any vertical elements should be accounted for.



Example of a sidewalk furniture/landscaping zone in Downtown Missoula



1 Street Trees and Landscaping: Street trees can be the defining characteristic of many great streets, a distinguishing feature that defines the space of the street, giving it form and shape. Street trees can make a wide street more comfortable to those on foot or bike by creating a canopy over the sidewalk and creating a new street wall. They also help manage storm water, reduce urban heat island effects, and bring the beauty of nature directly into the city.

When selecting tree and plant species, native species should be prioritized and root growth impact on sidewalks considered. To limit sidewalk damage from root growth, root shields or barriers can be installed in tree wells or planting strips.

Bioretention systems, rain gardens, bioswales, tree filters, and other vegetated storm water management systems are encouraged in this zone for the capture and treatment of storm water runoff.

2 Lighting: At its most basic, street lighting should provide a sense of safety and security for downtown. Lighting can also add character to the street, highlighting key features and details along the streetscape and building façades. Lighting should be designed to fit the local street context and can be supplemented with light from shopfronts for an ambient environment.

Care must be taken to avoid excessive light pollution. Light from street lights should be focused onto the sidewalk and street. Shielded and full cut-off fixtures are recommended for the majority of downtown street lights.

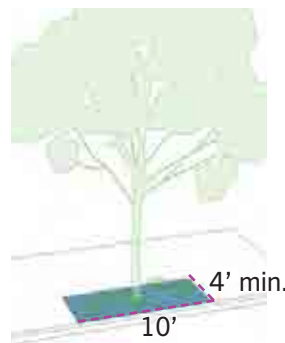
Pedestrian-scaled fixtures no taller than 16 feet should be used on most streets. Taller specialty lighting (up to 25 feet) may be appropriate on some types of streets such as boulevards and parkways. Intersection-scaled lighting may be used in addition to pedestrian-scaled lights where necessary.

3 Bike Racks: Bike racks should be placed near major destinations and in commercial areas, and should be placed at least 2.5 feet apart.

Street Tree Placement

On-Center Spacing (on average, depending on site conditions)	25' to 40' (30' recommended)
Offset from Curb Face or Pavement	2.5' to 4'
Offset from Light Pole	15'
Offset from Fire Hydrants, Loading Zones, or Bus Stop Zones	10'
Offset from Intersections	20 to 40'

Care must be taken when locating street trees to limit conflicts with first floor uses, entryways, cafés, or other activities in the Frontage Zone. However, planting should still occur in an orderly fashion.



Street tree planting areas should be as large as possible to promote healthy tree growth. Planting areas should have a minimum width of 4 feet and a length of 10 feet, where possible.

Lighting Placement

On-Center Spacing	50' to 80'
Offset from Curb Face	2.5' to 4' (typically aligned with street trees)
Offset from Street Tree	15'
Offset from Fire Hydrants	6'

4 Seating (And Additional Space for Dining): Public seating should be provided in protected areas with views of people walking by. Where seating is oriented parallel to the curb, it should face toward buildings and be located 2 feet to 3 feet from the curb face.

5 Transit Stops and Shelters: The Furniture/Landscaping Zone should provide enough space for transit passengers to wait for the bus and room for shelters and other transit amenities. All transit stops should be fully ADA accessible for passengers. Where sidewalk space is constrained, curb extensions into on-street parking spaces, where existing, may be needed to provide shelters while maintaining a straight Clear Path.

North 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 North 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 the occasional left-turn lane. Reducing the lane widths by one to two feet (11' outside lane/10' inside lane) and repurposing portions of the center turn lane into a planted median can allow for three rows of street trees (along the sidewalk and in the median), adding visual cues to motorists to drive slower and buffering 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



North Orange Street is effectively a highway dividing Downtown in half



More Visible Crosswalks and Intersections

Painted intersections make crossings more visible to motorists and provide a large canvas for local artists to add to the community character.



Diagonal Crossing

This type of pedestrian crossing at signalized intersection stops traffic in all directions and gives pedestrians a dedicated signal phase to cross the street in any direction. These should be used sparingly and only in locations with a high volume of pedestrians.



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.



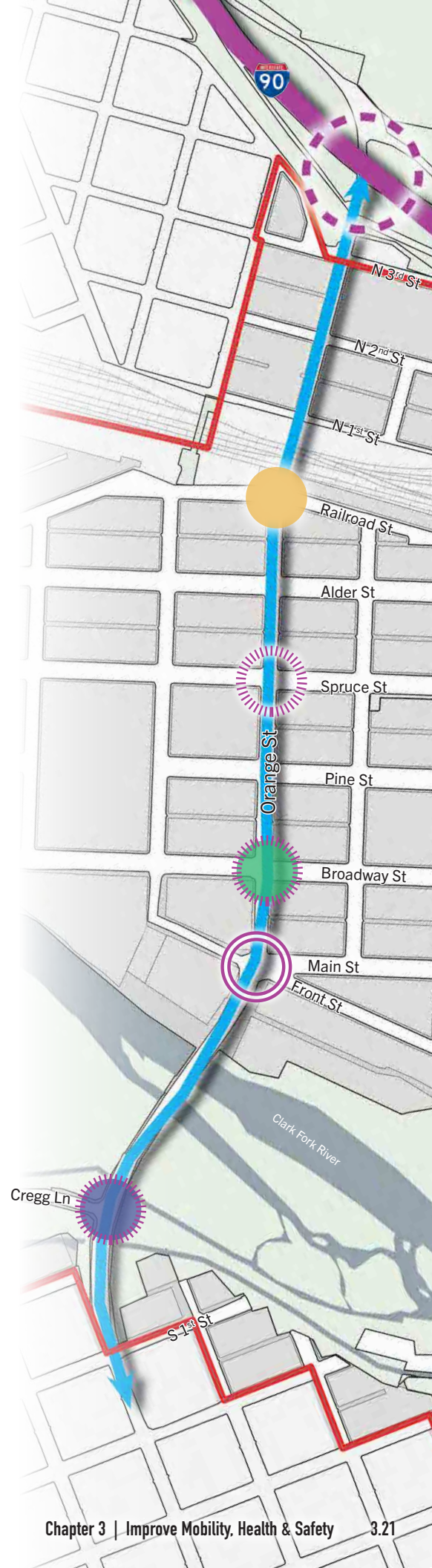
Gateway Plaza and Pedestrian Refuge

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.



Upgrading Front Street and Main Street

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 selected bicycle facilities; and
- Updating on-street parking. (The amount of on-street parking will be preserved or increased where possible.)

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.

The following proposed street upgrades will help achieve these objectives and complement the restored two-way circulation of Front and Main Streets.



Kiwanis Park neighborhood existing conditions aerial

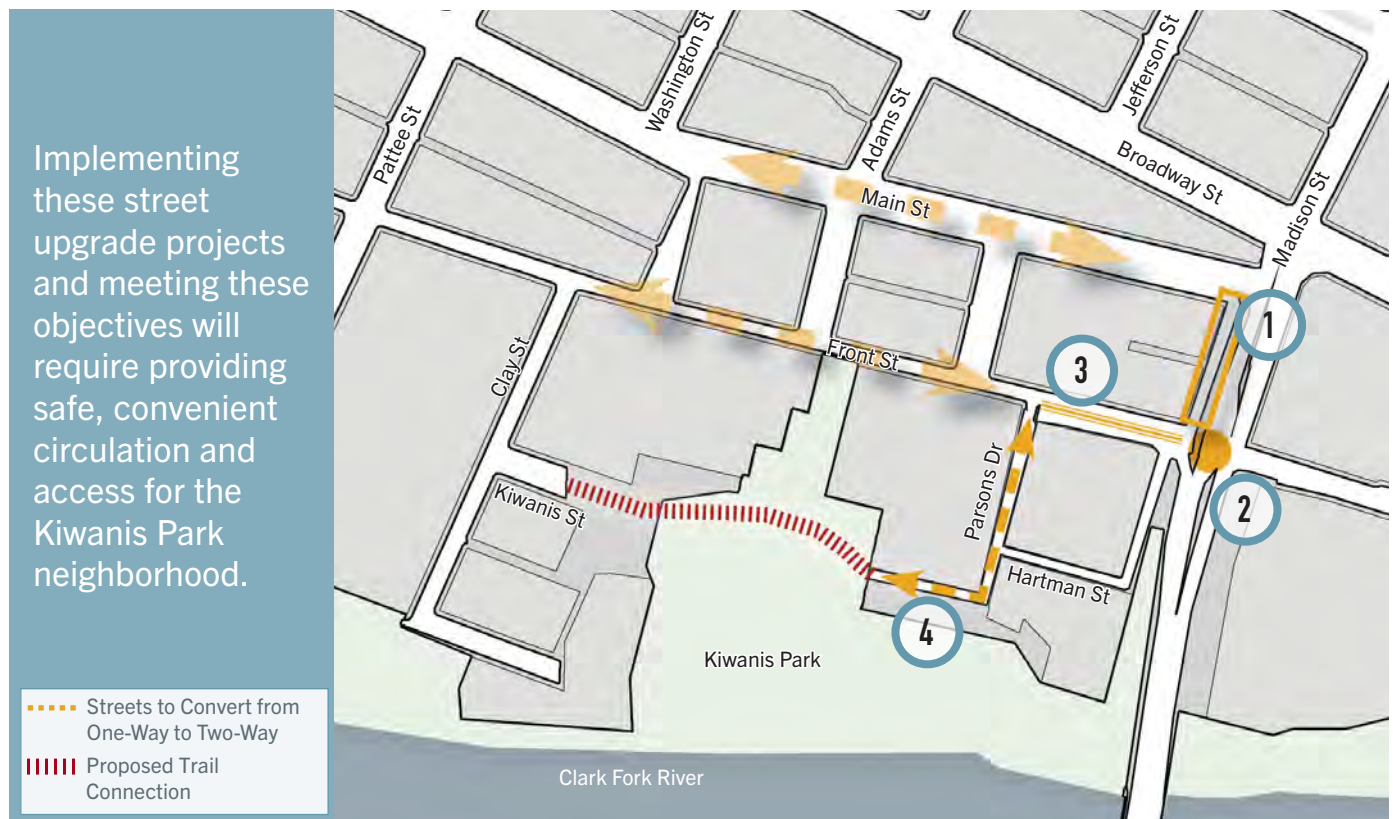
Proposed Street Upgrades As part of the Restoration of Front Street to Two-Way Circulation

- 1 The frontage lane along Madison between Front and Main streets will no longer be needed for traffic circulation and can be repurposed as part of a Main Street separated bicycle facility, as outlined in the section on On-Street Bicycle Infrastructure.
- 2 The intersection of Front Street and Madison Street will become a full movement intersection with a traffic signal. This will enable left turns, right turns and through travel at the intersection of Front and Madison streets.
- 3 Left turns onto Hartman Street from westbound Front Street will be precluded by a raised median extending west from Madison between the eastbound and westbound lanes of Front Street. This will prevent drivers from turning off Madison Street onto Front Street with the intent of turning left immediately onto Hartman Street. Even during low traffic times of day, vehicles often would be queued back on Front Street from Madison Street waiting for the light to turn. Drivers attempting to turn left onto Hartman Street would be blocked by

this queue. As a result, cars behind them would back up onto Madison Street, creating a safety hazard and a traffic flow issue. This new median will also prevent drivers from turning left off of Hartman Street onto westbound Front Street, complicating neighborhood connections to Downtown.

An additional potential street network revision will be considered and reviewed with neighborhood stakeholders when planning the two-way conversion:

- 4 Parsons Drive could be converted to two-way flow, allowing left and right turns off of and onto Parsons from Front Street. Drivers leaving the neighborhood would be able to turn left onto Front Street headed toward downtown, or right toward the intersection with Madison Street. Queues on Front Street approaching Madison Street are not expected to extend far enough west to block the intersection with Parsons Drive (a distance of about 300'). However, should future queues be long enough to block access to Parsons Drive, remedial measures could be implemented to create opportunities for left turns onto Parsons Drive. Implementing this change would require addressing issues of adequate street width and the need for on-street parking spaces on Parsons Drive.



Proposed street upgrades as part of the restoration of Front Street to two-way circulation - Kiwanis Park Neighborhood

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

Cross-Town Bicycle Corridors

The two priority bicycle corridor projects are described below. The north-south corridor is located along Higgins Avenue. The east-west corridor has two alternatives, one along Broadway Street and a second along Spruce and Main Streets. The Higgins Avenue corridor will have a higher priority and should be advanced before an east-west corridor on Broadway Street.

North-South Bicycle Corridor – Higgins Avenue

This bicycle corridor will extend from Alder Street almost a mile south along Higgins Avenue to Brooks Street to connect Downtown to the existing striped bicycle lanes on Brooks Street, providing crosstown bicycling continuity.

From Alder Street to Broadway Street, parking-protected bicycle lanes have been installed and are performing well. This will be the City's preferred design for the portion of the corridor from Broadway Street to the Clark Fork bridge. MDT is planning to widen the Higgins Avenue bridge deck over the Clark Fork River to improve bicycle and pedestrian safety, creating options for carrying the bicycle corridor more seamlessly across the river. The preferred design from the bridge south to Brooks Street through the Hip Strip will also be separated bicycle lanes. This corridor's constrained right-of-way widths will necessitate either a reduction in the number of traffic lanes or the removal of on-street parking to install dedicated bicycle facilities. Design options are more fully outlined in the Chapter 2 section, "Rethinking South Higgins Avenue."

Extending separated bicycle lanes from Broadway Street to Brooks Street will require a collaborative planning and design effort in cooperation with the MDT, which has jurisdiction over Higgins Avenue, offering the City and MDT an opportunity to test and evaluate a variety of design solutions. This learning process will be useful as the City considers implementing other separated bicycle corridors.

East-West Bicycle Corridor

There are two alternatives for east-west bicycle corridors. The *2009 Missoula Greater Downtown Master Plan* recommended Broadway Street. A second alternative is for the implementation of high-quality separated bicycle lanes along Spruce and Main Streets.

Broadway Street Alternative

This bicycle corridor will extend from Orange Street 8/10 of a mile east along Broadway Street to Van Buren Street. This will connect bicycle lanes on Broadway Street west of Orange Street to Downtown. As with the Higgins Avenue bicycle corridor, installing separated bicycle lanes on Broadway Street from Orange Street to Van Buren Street will require a collaborative planning and design effort in cooperation with MDT, which has jurisdiction over Broadway Street.

Spruce Street Alternative

Spruce Street offers good connections to neighborhoods adjacent to Downtown and to other bicycle facilities and trails. A separated bicycle lane can be installed from Toole Avenue to Orange Street, with care to retain existing street trees. The existing bike lane from Orange Street eastward can be upgraded to a separated facility. A cross-town separated bicycle facility on Spruce Street can enhance bicycle connectivity across Downtown and, because it is a local street, offer the City more control over the design.



South Higgins Avenue Existing Conditions



South Higgins Avenue with striped bike lanes

Cross-Town Bicycle Corridors Project Objectives

In the cooperative planning and design process with MDT, and in the community involvement process, the City will rely on five project design objectives to guide its decision-making, recognizing that MDT will also need to identify design objectives consistent with its mission and perspective.

The City's design objectives will be:

Multimodal Safety

Improved safety for bicyclists, pedestrians and vehicle occupants will be the paramount objective and will outweigh considerations of traffic flow and driver convenience. Safety in this context will be evaluated on the basis of the probability of injury crashes and fatalities, rather than the number of minor “fender bender” property-damage-only vehicle crashes.

Inclusivity and Equity

The extension of a bicycle corridor along Higgins Avenue should balance corridor functionality among modes and users. Rather than just traffic capacity, the City will evaluate the “person trip capacity” of the corridor, taking into account each mobility mode (walking, biking, transit and driving). Principles of universal accessibility will be applied in design decision-making. An inclusive, empowering public engagement process will be key to achieving this objective.

Resource Efficiency

The design changes for Higgins Avenue are envisioned as modest in scope, making use of existing infrastructure to the extent feasible. To ensure efficient use of existing public rights of way, a key criteria in design will be the effective person trip capacity of the street rather than traditional measures of traffic capacity.

Sustainability and Resiliency

The planning and design of this project will take into account energy use, carbon emissions, air pollution, and general economic stability and resiliency.

Viability of Corridor Businesses

Strengthening the viability of existing and future businesses along Higgins Avenue is an important motivator for this project. A number of iconic buildings and businesses are located along the section of Higgins Avenue from Broadway Street to the Clark Fork River and along Higgins Avenue through the Hip Strip. This project should bolster a thriving economic environment for large and small commercial establishments, respecting the character and history of the corridor.



South Higgins Avenue with separated bike lanes

Community Participation

An extensive community participation process should be implemented to ensure stakeholders, including business owners, property owners, residents and students have ample opportunities to be directly, actively involved in the planning and design of both projects.

Other Priority Bicycle Improvements

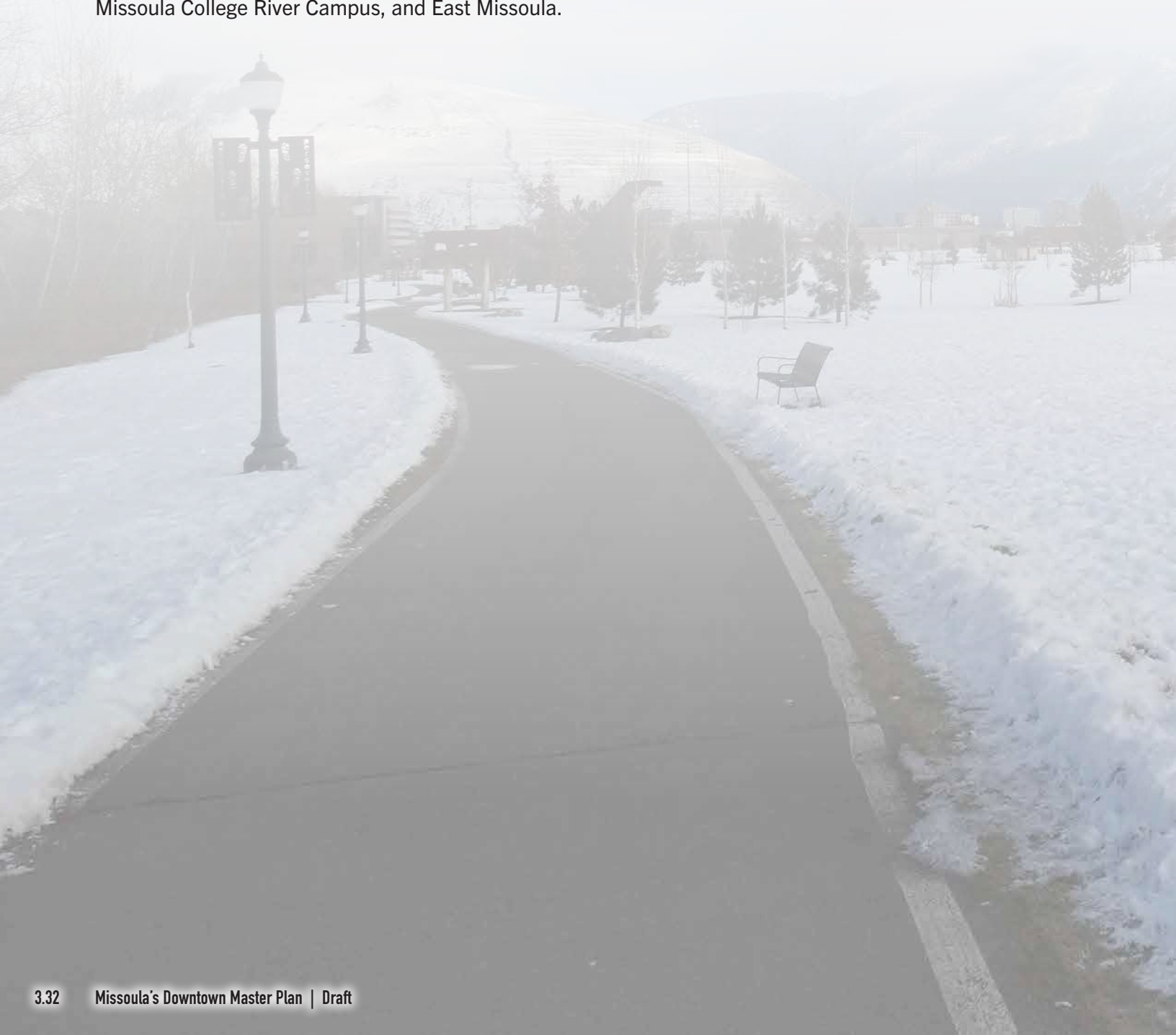
East-West Corridor Bicycle Lanes

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.

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.



Bicycle and Shared Micro–Mobility Vehicle Parking

This section provides an introduction to bicycle and shared micro–mobility vehicle parking. More detailed information is provided in the Parking Management section of this chapter.

Bicycle Parking

Although the ADA and the various federal implementing rules and standards do not encompass bicycle parking as part of accessible parking guidelines, Missoula will place a high priority on provision of bicycle parking within Downtown, including sidewalks, parking lots, and parking garage facilities.

The required number of publicly provided bicycle parking spaces convenient to storefronts and building entrances in Downtown will be equal to about 10% of the vehicular parking on each block face, and in each parking lot and parking garage. Eventually, two to three times that much bicycle parking will be needed. The City should plan to meet this remaining demand by converting ground floor vehicle parking spaces in parking garages for bicycle parking use. Some of the need for bicycle parking may also be met in on-street “bike corrals.”

In addition to publicly provided bicycle parking, new development should also be required supply bicycle parking following the guidelines below:

Bicycle Parking Requirement Chart	
Use	Min. Number of Spaces
Residential (Buildings with 4 or more units)	2 spaces or 1 space for every 5 units, whichever is greater
Non-Residential	2 spaces or 1 space for every 2,500 sq. ft., whichever is greater

Rented Scooter Parking

Rented electric scooters, offered by companies such as Bird, Lime and Uber, may eventually be available in Downtown. Downtown should designate parking corrals and designated parking areas for scooters and will develop regulations requiring use of designated parking to avoid the hazard and inconvenience caused by scooters parked randomly on public sidewalks.

Trail Network

Downtown Missoula has an extensive trail 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.

Bicycle and pedestrian trails, also known as shared-use trails when the two share the same path, 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, nearly five percent of commuting trips in Missoula today are by cycling while the national average is less than one percent. The Activate Missoula 2045 LRTP proposed ambitious mode share sets a goal of 15 percent of commute trips by cycling. Like an efficient and reliable transit system, a robust trail network can help reduce the number trips taken by motor vehicles and help Missoula reach its ambitious targets.

The trails are also popular for recreation, offering individuals and families access to Missoula's outstanding natural resources and environment.



A family enjoying an autumn walk along a trail in Downtown Missoula



Proposed trail connections and extensions in Downtown Missoula

Continued Trail Network Enhancements

Missoula's trail network should continue to be improved and expanded. The Milwaukee and Bitterroot Trails function as the backbone of Missoula's non-motorized transportation network and experience heavy usage. These trails 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 trail 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 trail network. Safety and comfort along the trails should be improved through the addition of pedestrian-scaled lighting and the planting of native shade trees.

As trail improvements are made, it is important that the trails are accessible to all. The connection from the northern portion of the Higgins Avenue bridge to the Riverfront Trail should allow easy and safe year-round access for those in wheelchairs as well as cyclists. Convenient access to trails also has health implications for nearby residents with research showing that those living near trails tend to exercise more than those living further away.

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.



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

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.



Image Source: Northend.org
Credit: Louis Ruth Photography



Examples of destination alleys across the United States: Freak Alley in Boise, ID (left), Elfeth'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 Kim Williams and 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 ADA Accessibility Guidelines (ADAAG) 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 ADAAG 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 standards can serve as a starting point for making decisions about on-street parking. 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.

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.

Implementing Missoula’s Wayfinding Plan

Missoula undertook a wayfinding project as part of a broader discussion about branding Missoula and implementing a community wayfinding system. A consultant was hired and a Missoula Wayfinding plan was published.

Phase I of the wayfinding project was completed in October 2016. That work included installing 35 pedestrian wayfinding signs and two interpretive panels in Downtown.

Phase II will provide city-wide vehicle wayfinding signage, parking signage Downtown, “district” identification signage, and “Welcome to Missoula” gateway monuments at the primary entrances to the City.

Missoula will complete implementation of the Wayfinding Plan, taking into account the change to two-way circulation on Front and Main streets. The project will be funded through multiple partners, including the City of Missoula, Missoula Redevelopment Agency, The Chamber of Commerce, the Parking Commission, the Missoula Downtown Association, and the Downtown Business Improvement District.



Phase 1 Wayfinding Signage Design and Implementation



Ongoing Access & Circulation Programs

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.

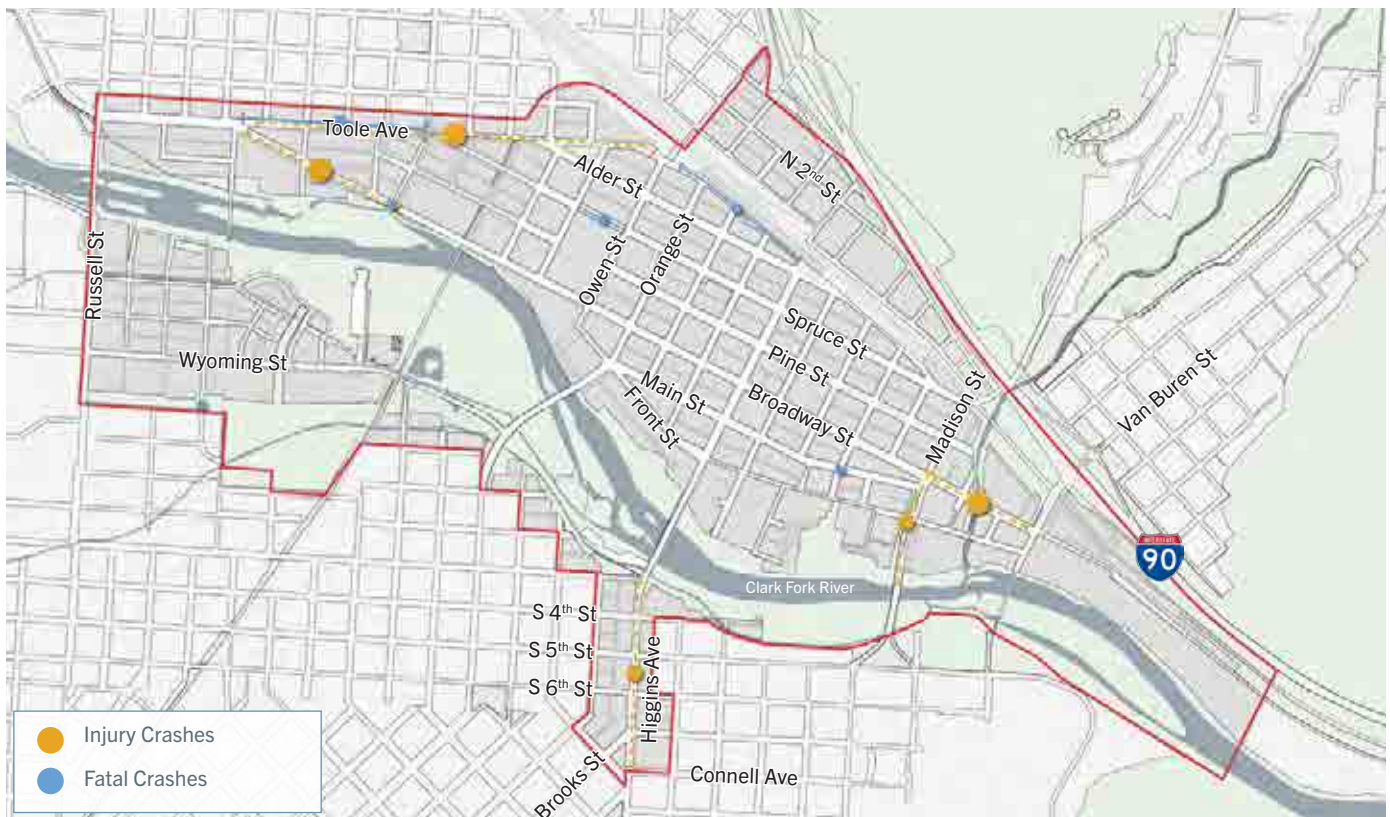
Locations with Noticeable Occurrence of Crashes Include:

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

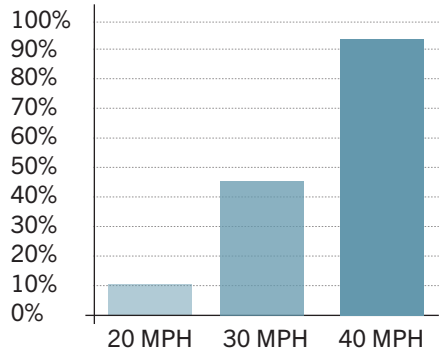
- 3** Toole between Broadway St & Scott St
- 1** Railroad St between Orange St & Owen St
- 1** Spruce St between McCormick St & Owen St
- 1** Broadway St west of intersection with Scott St
- 1** Intersection of Adams St & Main St
- 1** Intersection of Dakota St & California St



Map illustrating crashes in Downtown from 2007-2011. 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



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

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%.



Map illustrating collisions in Downtown from 2007-2011 involving pedestrians and bicyclists. The larger the circle, the higher the number of crashes. (Crash data provided by the Missoula MPO)



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, affecting safety for personal vehicles, pedestrians, and bicyclists, 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.

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.

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, the heart of Downtown Missoula, 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

- 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.



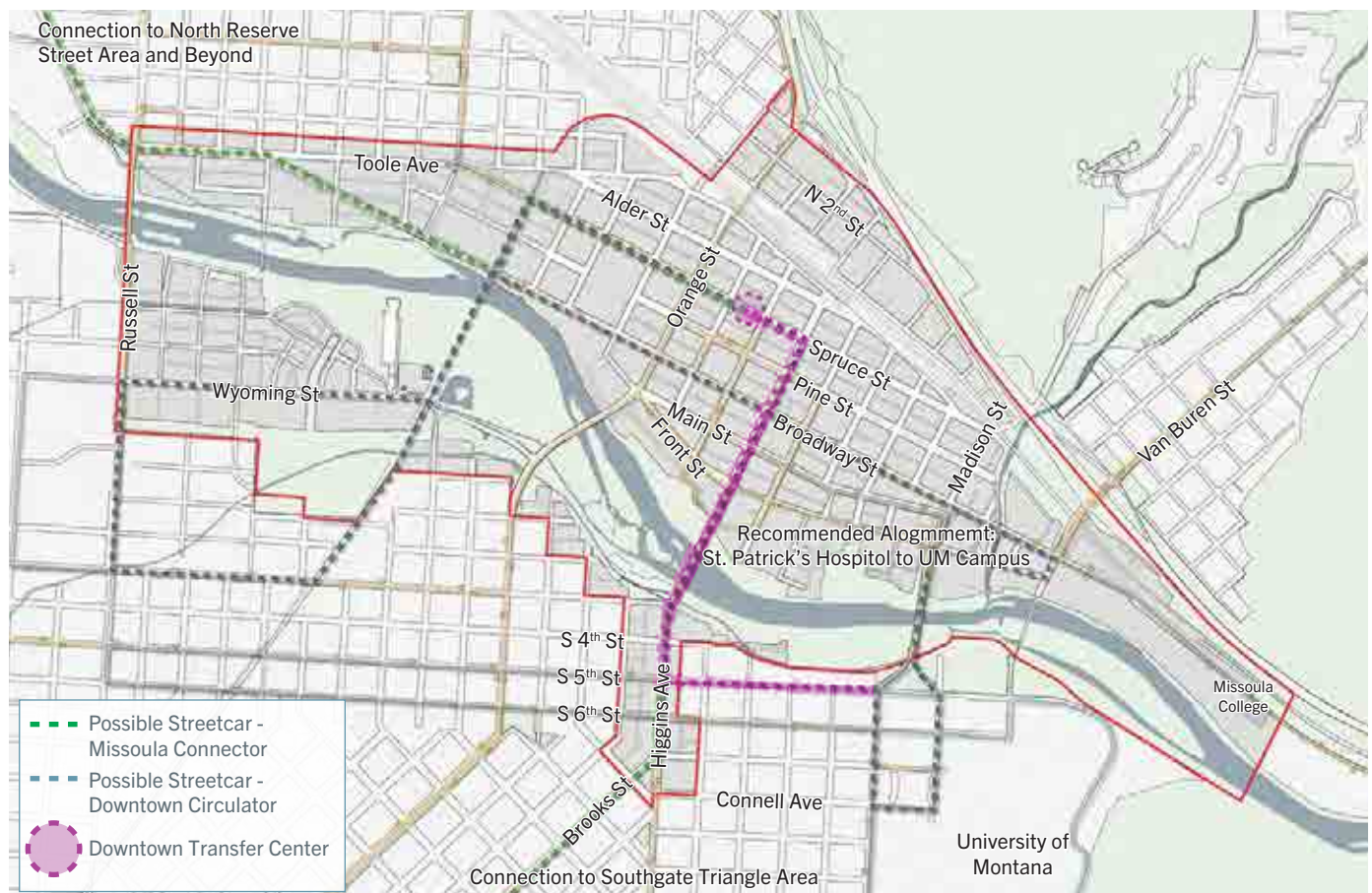
Existing transit in Downtown Missoula

Downtown - University Streetcar

Initial estimates suggest that it is time for Downtown Missoula to pursue an urban streetcar. While the Missoula Urban Streetcar Study (2012) concluded that not enough urban infill had occurred to warrant the investment, quite a bit has changed since then. The Downtown has seen investments in hospitality and office especially and those markets are expected to stay strong.

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. Missoula could join the many U.S. cities who have brought back their streetcars as a transportation option, and as an economic development tool.

In 2012, Missoula completed an *Urban Streetcar Study* based on the 2009 Master Plan recommendation. The Study recommended that the MUTD not yet develop a streetcar, but to instead develop, “a downtown circulator that provides the quality of a fixed rail streetcar, but uses more cost effective technology.” This could include an electric rubber tire trolley with high quality stops and frequent headways. The Study recommend that the MUTD reconsider a streetcar when market studies show that it could be financially feasible or when other funding sources are identified.



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

An electric rubber tire trolley and increased bus service could provide the necessary transportation connections between Downtown, the University, and the College. A rubber tire trolley and local busses could be a potential interim step before a streetcar. However, rubber tire trolleys and busses cannot leverage federal and private investment the way a streetcar can. And they do not inspire local investment like a streetcar in large part because they cannot catalyze development like a streetcar.

The Missoula Urban Streetcar Study (2012) described how 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. The 2012 study lists the many cities which studied new development spurred by their streetcars and concluded that streetcars were a successful investment.

As Downtown and the City continue to grow, a citywide 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 streetcar, mixed-use walkable urbanism can be encouraged in these parts of the City, with Downtown as the cultural heart. Extending 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.



Streetcars once traveled through the streets of Downtown Missoula

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 green (improved air quality) transportation option than single occupancy vehicles.

Extending the streetcar to these other areas and encouraging retrofit development there offers a greater possibility that the resulting development could better support streetcar costs. However, while it is recommended that these areas be developed into walkable communities instead of developing the surrounding countryside, it should not happen at the expense of investment and revitalization in the Downtown.

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 number of housing and hotel units in the Downtown exceeds the 2012 Study projections and the Downtown had a greater job capture rate than projected in 2012. Additional large projects are on the horizon including the Riverfront Triangle. Initial updated projections appear to meet the “Actual and Required Development” thresholds established in the 2012 Study for one streetcar alignment. 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.

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.

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.

Parking Management

As the downtown transitions to a more vibrant residential, employment and entertainment district, parking has become an increasingly important issue. There are four parking structures in downtown; however, most of public parking is currently provided either on the street or in surface lots. Regardless of zoning requirements, the market, especially for new housing and office space, increases the need for additional off-street parking, ideally in the form of structured parking. The Missoula Parking Commission (MPC) has until recently created and managed parking when most of the demand could be met without building structures. That model no longer works with greater demand and higher land values.

This Parking Strategic Plan update defines a series of parking and mobility management priorities to support the larger strategies and objectives of the updated 2019 Downtown Master Plan and for establishing processes for the MPC to grow and expand in the future.

Current Parking Management Program Overview

The Missoula Parking Commission (MPC) is a city department responsible for parking operations, maintenance, and enforcement within Missoula's central business district (CBD) and a residential parking permit area near the University of Montana.

The MPC oversees a variety of parking facilities in the downtown core, the Residential Parking Permit Program (RPPP), meter collections, maintenance and enforcement, and the issuance of permits for disabled, commercial, and loading zone spaces. The MPC has established itself as more than just an organization that provides parking for vehicles. The MPC is striving to be an active and collaborative downtown partner working with other organizations to develop and promote strong parking, transportation alternatives and transportation demand management strategies.

Over the years, but especially in the past two decades, the Missoula Parking Commission has evolved into a respected and accredited parking management organization. Having implemented all the major recommendations from the 2009 Downtown Master Plan via the "Parking Strategic Plan", the MPC made significant investments in upgrading the parking system's technology base as well as becoming one of the first programs in the nation to achieve program accreditation through the International Parking and Mobility Institute.

The MPC's participation in the 2019 Downtown Master Plan Update provides an opportunity to enhance policies and management practices to leverage the new capabilities and data available from the new parking management system investments (including the T2 Systems "Flex" software platform, new off-street parking equipment, pay-by-license plate multi-space on-street meters and mobile license plate recognition software).

The MPC is governed by a Board of Directors consisting of five members recommended by the Mayor and approved by the City Council. The Parking Commission works in coordination with the City Council to further the transportation and economic development goals of the City, especially the downtown.

The City of Missoula's parking organization is "vertically integrated" (i.e., on-street, enforcement,



Missoula Parking Commission Jurisdiction

off-street operations, TDM investments and planning are managed as one unit) under the leadership of the MPC Director. The MPC is comprised of twelve full-time equivalent (FTE) employees under the following operating and service entities:

- Administrative Group (4 FTEs)
- Parking Enforcement Group (3 FTEs)
- Parking Operations / Maintenance Group (4 FTEs)
- Parking Services Assistant (1 FTEs)

The parking Operations/Maintenance and Administrative groups are the largest sections each with approximately 33% of the staff, while the Enforcement Group comprises approximately 25%. Each Group has clearly defined tasks and responsibilities under the leadership of a supervisor who reports to the MPC Director.

Parking Inventory and Utilization

This section provides a detailed evaluation of existing parking lots, garages and on-street parking assets (both public and private). The parking study area (illustrated here) is divided into five zones.

Parking Supply/Demand Update

The Downtown parking study area has a total supply of 9,482 parking spaces. Of these, 3,594 parking spaces (38%) are located on-street and 5,888 (62%) are located off-street.

The following summarizes the on and off-street totals by zone:

Zone 1 (Westside/Core)

- Off-street: 2,889 spaces
- On-Street: 1,637 spaces

Zone 2 (Riverfront)

- Off-street: 541 spaces
- On-Street: 62 spaces

Zone 3 (TIF District)

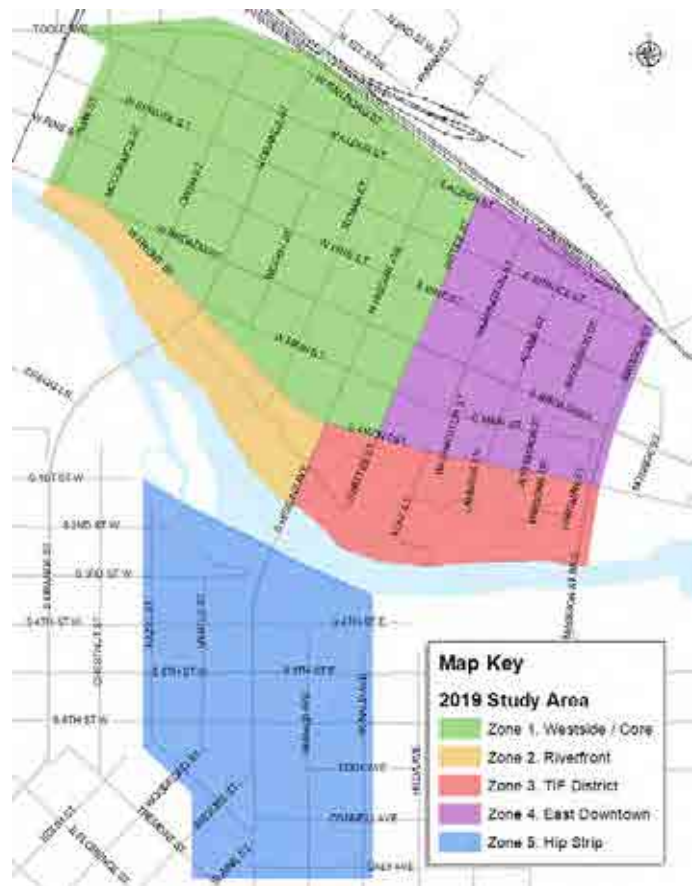
- Off-street: 1,042 spaces
- On-Street: 204 spaces

Zone 4 (East Downtown)

- Off-street: 595 spaces
- On-Street: 674 spaces

Zone 5 (Hip Strip)

- Off-street: 821 spaces
- On-Street: 1,017 spaces



Parking Study Parking Zones

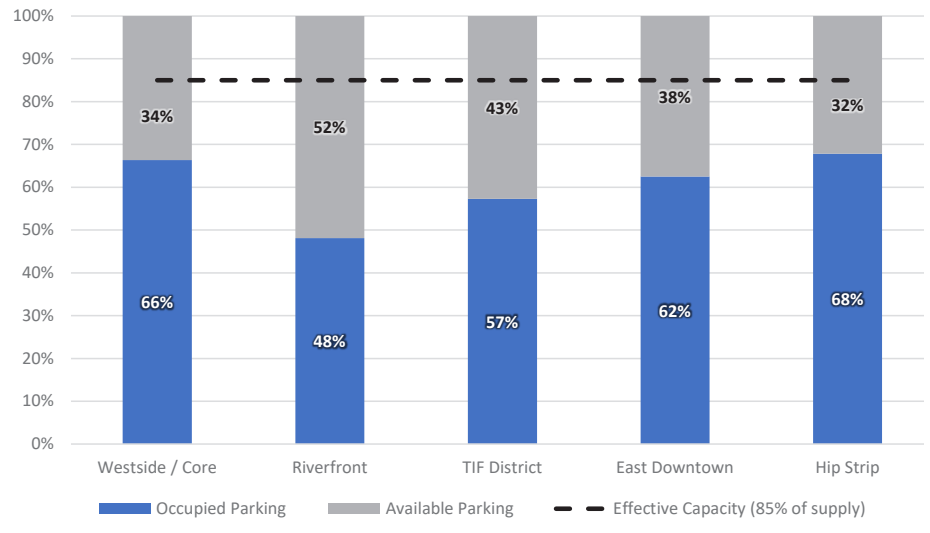
	Westside / Core	Riverfront	TIF District	East Downtown	Hip Strip	Study Area
On-Street						
ADA	63	2	3	9	12	89
Permit	139	16	0	44	9	208
Unrestricted	615	5	158	358	877	2,013
4-Hour	0	0	0	0	10	10
2-Hour	59	0	0	48	84	191
Loading	53	4	2	20	6	85
30-Minute	24	0	0	3	13	40
Long-Term	97	0	0	25	0	122
Short-Term	587	35	41	167	6	836
Total On-Street	1,637	62	204	674	1,017	3,594
Off-Street						
Private*	1,819	209	294	493	734	3,549
Leased	793	223	162	102	87	1,367
Leased & Public	277	109	586	0	0	972
Total off-Street	2,889	541	1,042	595	821	5,888
TOTAL	4,526	603	1,246	1,269	1,838	9,482

*Private facilities are not exhaustive of all private parking supplies within the study area. Facilities were accessed whenever possible, however, do not include any gated facility that could not be accessed by vehicle or on foot, nor does this include single family homes.

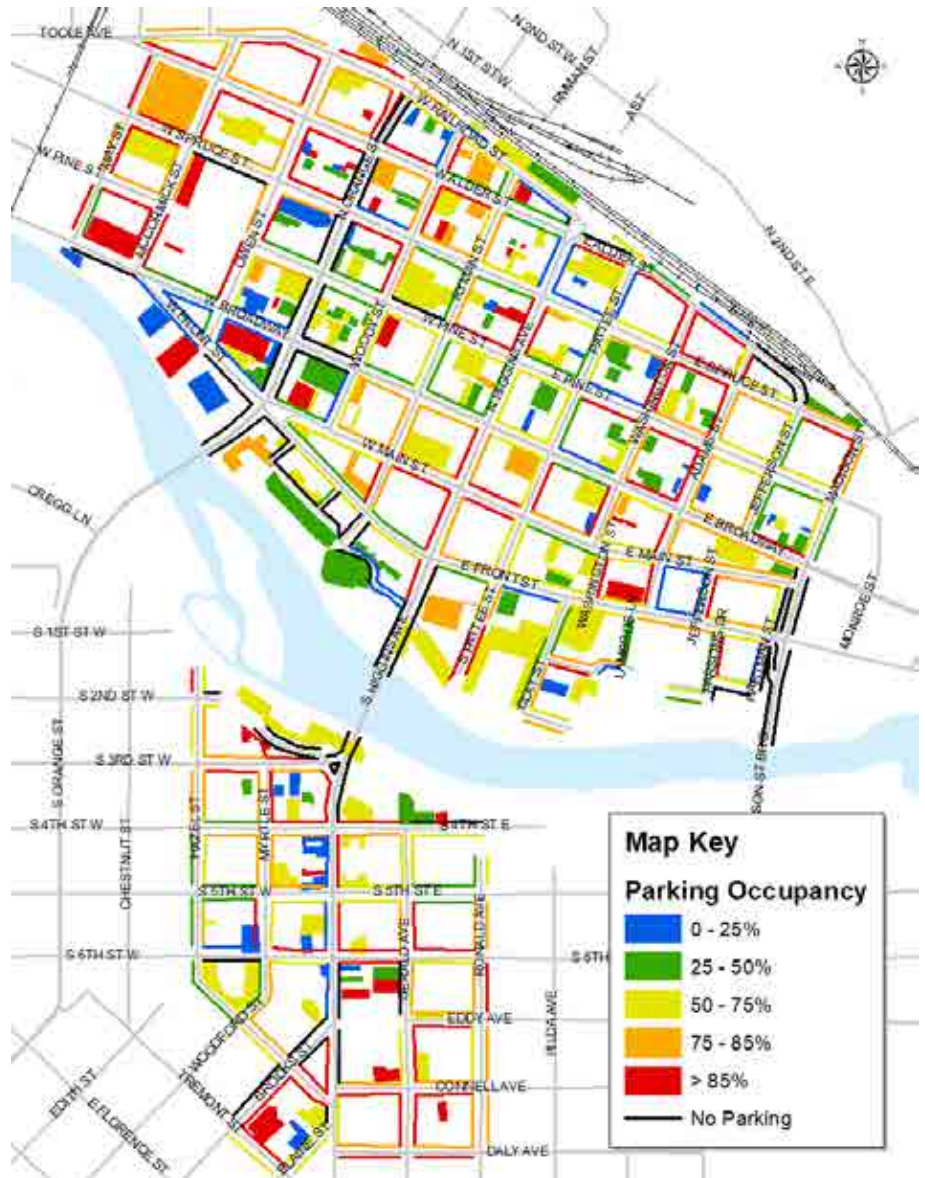
Inventory summary of parking spaces by type per zone

Based on utilization surveys conducted during the week of March 4, 2019, the study area was observed to operate at approximately 64% occupancy overall. On-street parking was the highest utilized facility type at 71%, absorbing 2,116 vehicles of the 6,046-total observed vehicles parking within the study area.

Parking utilization heat maps were developed for each parking study area zone and are provided in the full parking study in the Appendix. The parking utilization for the entire parking study area is illustrated here.



Existing Parking Utilization per District



Existing Parking Utilization Map for the Parking Study Area

Duration and Turnover of On-Street Parking

Duration and turnover of on-street parking was also assessed. Transactional data was analyzed for the same date that occupancy counts were completed for continuity and to facilitate cross analysis of the data.

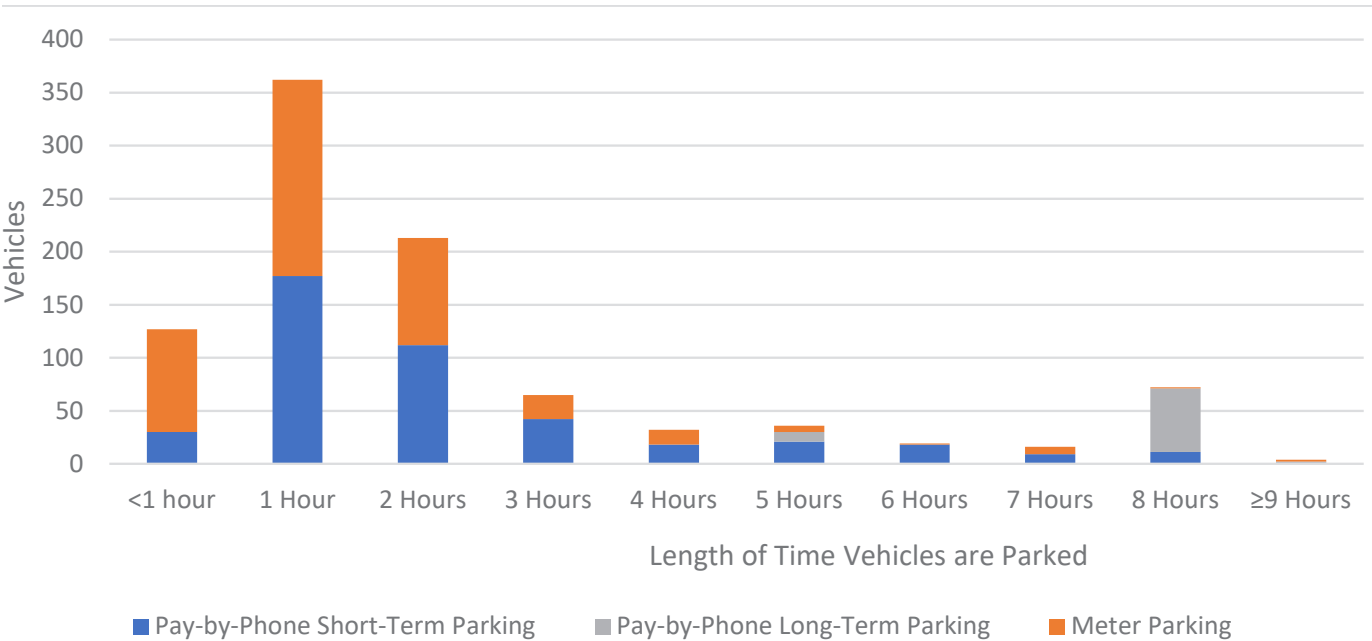
The number of meter transactions remains relatively consistent from 9:00 am through the 3:00 pm hour, ranging from 49 to 69 transactions per hour. Passport transactions, however, experienced a spike during the 9:00 am hour followed by a dip during the 10:00 am hour.

Throughout the day, the majority of parking transactions cover what is commonly considered short-term parking, with approximately 52% of vehicles parked for one hour or less, and 74% parked for 2 hours or less. As shown in the chart below, only 15.5% of vehicles parked on-street stayed five hours or more, representing 147 of 946 transactions within this area on the date of analysis.

Average vehicle turnover in the five on-street areas used for on-street parking turnover sampling generated the following results:

- Zone 1: 2.59 turns per day
- Zone 2: 2.89 turns per day
- Zone 3: 2.42 turns per day
- Zone 4: 1.46 turns per day
- Zone 5: 1.93 turns per day

The average on-street turnover rate for the parking study area is 2.26. This is considered fairly low, with an ideal turnover rate being in the 4.0 – 5.5 range. Part of this lower than desired turnover rate has to do with limited enforcement staff given the size of the enforcement area and enforcement hours. Extending enforcement hours later into the evenings and on Saturdays is recommended but will require additional staffing.



On-Street Average Duration of Transactions per Hour by Zone Classification

Recommended Parking Strategies

Parking Demand Mitigation

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.

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, development pays into a fee-in-lieu program to promote more centralized parking and reduce the number of spaces contained 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

Seventeen specific strategies are recommended to move the parking commission forward in the coming years. These strategies are ranked based on recommended priorities and are linked to larger downtown master plan objectives. The major recommended strategies are summarized below:

Highest Priorities

- Update Parking Codes/Ordinances/Policies
- Parking Commission Expansion and Growth
- Performance (Demand) Based Pricing
- Truck Loading Zones
- Shared Parking with Private Assets
- Enhance Parking Facilities Maintenance Practices
- Future Parking Garage and Mobility Initiative Financing Strategies

Second Tier Priorities

- Forming New Parking Management Districts
- Parking Time Limits and Enforcement Hours
- Data-Driven Policies to Support Balanced Utilization
- Improve Parking and Mobility Wayfinding, Branding, and Messaging
- Implement MaaS/Personal Transportation Options
- Improve Pedestrian and Bicycle Services and Facilities
- Implement a Comprehensive and Dynamic Curb Lane Management Program
- Enhance Residential Parking Practices
- New Parking Asset Development/Design Guidelines

Third Tier Priorities

- Implementing Paid On-Street Parking in New Areas

Key focus areas for 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.

Update Parking Codes/Ordinances/Policies

Overview

In the past decade, a movement has grown in the parking and planning communities to “right size” codes, ordinances, and policies related to the provision of parking. Parking codes and ordinances meant to help protect communities from an influx of cars parking in wayward areas actually have worked against the design of functional and walkable development and streets. In his book “The High Cost of Free Parking” professor Donald Shoup documents that providing “free” parking actually creates numerous other problems related to promoting vibrant, walkable and sustainable downtowns. A strong argument can be made that the MPC should be charging for all public parking in the CBD.

Missoula, like many other cities, has for many years exempted development in the Central Business District from required minimum parking requirements. The goal of this type of policy is to “remove a barrier to development” and to incentivize development in the heart of the community where land values and other factors can be restrictive. One aspect of policies such as this that is often overlooked is the fact that by enacting this policy, the responsibility for providing parking in the CBD falls to the City (or in this case the MPC). The MPC has done a good job in fulfilling this obligation up to now. However, with MPC bonding capacity maxed out following the construction of the Park Place Garage and the purchase of one level of the Roam Student Housing parking garage, finding an alternative funding strategy for future parking infrastructure is a central challenge of this master plan project. An entire section of this report is dedicated to this issue.

One alternative noted in the infrastructure financing section that is related to parking codes/parking requirements is the idea that perhaps the time has come to reinstate minimum parking requirements (at a level significantly less than sub-urban requirements) for the CBD. It can be argued that there is now significant development interest in the downtown and therefore the original purpose of the CBD parking exemption (to attract development) is no longer needed. (Note: As part of this Downtown Master plan Update it was documented that six national hoteliers are looking to invest in downtown Missoula). If no alternative infrastructure funding strategy is selected as a viable option, this concept could be used to fund future parking development at least for private development.

Combining this approach with an optional “in-lieu fee” program in which developers who choose not to develop their own parking could pay into an “in-lieu-fee fund” is another option. This fund would be used by the City/MPC to fund a shared use garage in a strategic location.

Key Recommendations:

There are several steps that need to be considered to create right-sized parking codes, ordinances, and policies. The primary components this study focuses on include:

- Update parking requirements and parking ordinances
- Reinstate parking requirements in the CBD
 - Parking requirements in the CBD should be less than typical sub-urban parking requirements.
 - Consider a combination of parking minimums and parking maximums.
 - Consider building in “parking demand mitigation elements” along with minimum parking requirements.
 - Under the new ordinance or parking requirements, it is recommended that surface parking NOT be allowed as a tool (to promote good urban design and to support historic preservation efforts).
 - Small businesses (less than 2,000 LSF) may remain exempt from minimum parking requirements.
 - Small businesses (specifically Restaurants, Drinking Establishments, General Retail, Low Intensity Retail, and Grocery Stores, which adaptively reuse a historic structure) up to 5,000 square feet, shall be exempt from minimum parking requirements.
- Consider implementing a parking in-lieu-fee option in concert with the reinstatement of CBD parking requirements
 - Recommended in-lieu fees on a cost per space basis in CBD and Hip Strip are:
 - Garages: \$25,000.00

Parking Commission Expansion and Growth

Overview

The jurisdiction of the MPC has been static for many years. The current boundaries of the Missoula Parking Commission are illustrated in the graphic shown here from the MPC website.

There is only a small portion of the Hip Strip along S. Higgins that is included in the MPC boundary, encompassing only the 2-hour parking across the street and in front of Hellgate High School. That portion is really only from Daly to S. 6th – it stops before the “true” Hip Strip begins.

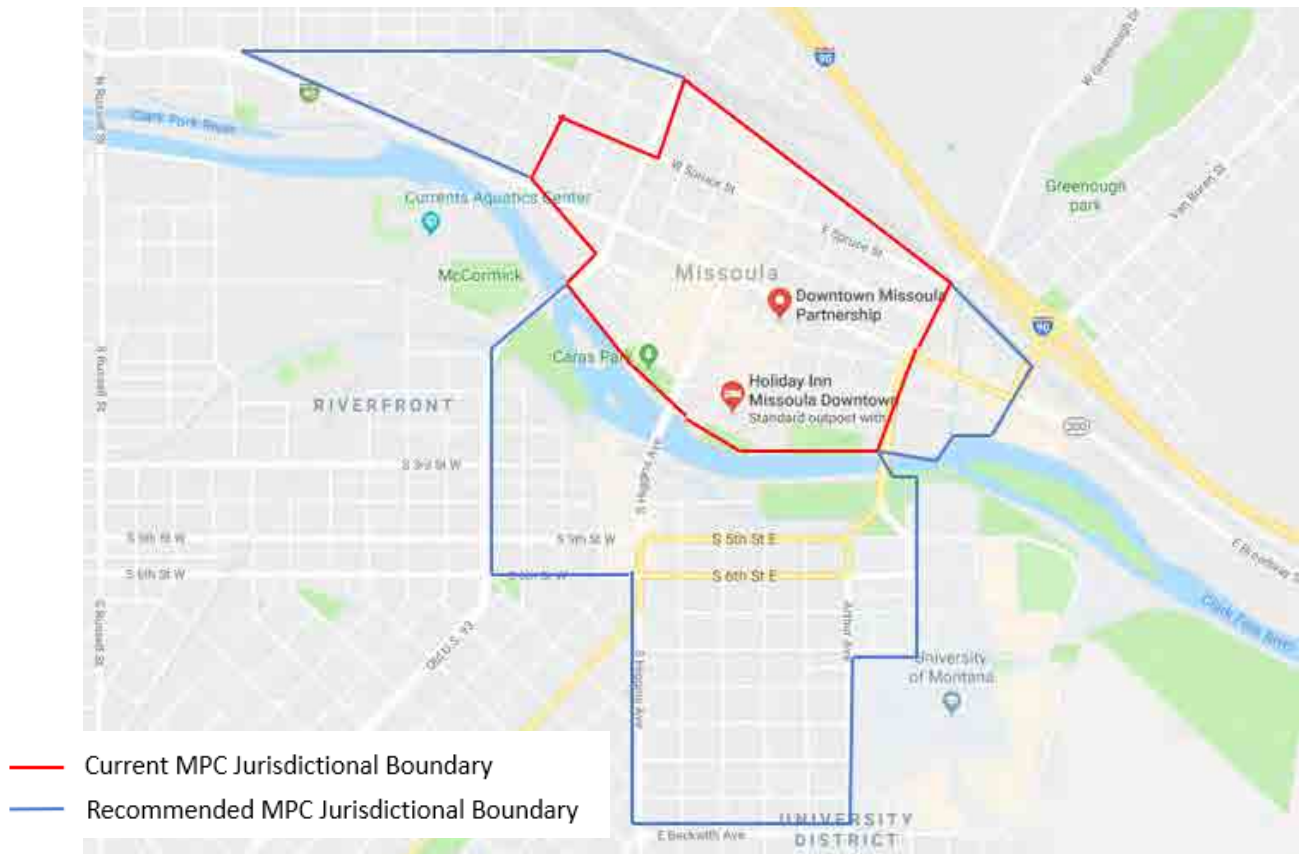
Key Recommendation:

It is recommended that the MPC’s jurisdictional boundaries be increased to include the Hip Strip as well as the Riverfront area around Wyoming St. and the area North of W. Broadway St. and South of Toole Ave. and West of Orange as illustrated in the map below.

See the following section for recommendations to create new parking management districts.



Current boundaries of the Missoula Parking Commission



Recommended expansion of MPC’s jurisdictional boundaries

Performance-Based Pricing

Background

Since parking meters were first installed in downtown Missoula in 1948, rates have been adjusted within the downtown meter district only a few times. Meter rate adjustments should be based on the results of an occupancy and turnover analysis.

What Is Performance-Based Pricing?

Performance-based pricing refers to the process of modifying parking pricing based on an established set of metrics. Typical best practice modifies parking pricing to achieve a specified target occupancy level of no more than 85%. Blocks that peak at 85% occupancy have one to two parking stalls available per block face throughout the day, which allows visitors to easily find a parking space near their destination.

Those who are willing to park further from their destination save on parking costs by seeking off-street parking facilities or reduced-cost on-street parking in areas of lower demand.

Key Recommendations:

Adjusting Meter Rates

The intended effect of rate adjustments is primarily to redistribute parking between areas of higher and lower demands within a district based on data.

Economic vitality is supported by providing visitors with tiered parking pricing options within each meter district. By collecting annual paid parking data for

both the on-street system and the off-street garages, a check may be performed to identify if rate changes resulted in a shift in parking demand or an overall reduction in parking demand within the district.

It is recommended that parking meters in Missoula allow users to pay in 15-minute increments, which requires all hourly rates to be evenly divisible by four. For consistency, Missoula should set all hourly rates in multiples of \$0.20 per hour (see table).

To maintain this, rates should be adjusted up or down by \$0.20, \$0.40, or \$0.60 per hour as needed. A maximum annual adjustment of +/- \$0.60 is recommended to allow for a performance-based approach while ensuring that prices will not rapidly increase or decrease each year without additional Board review and approval.

Current hourly on-street meter rates in Missoula are depicted in the table below. To allow for a performance-based pricing approach, an hourly rate range between \$1.00 and \$3.00 per hour is recommended for approval by the MPC Board. It is further recommended that the MPC Director have the authority to make meter rate adjustments that remain within this range. The MPC Director's decision would be informed by the described data metrics.



The Purpose of Performance-Based Pricing

Ensuring convenient, available parking through:



**Increased
turnover**



**Redistribution
of parking**



**Tiered parking
options**

Truck Loading Zones

Background

On-street truck loading zones (TLZ) allow for the efficient delivery of freight to businesses. Effective TLZ management is necessary to ensure that businesses can receive on-time deliveries and operate effectively in constrained urban environments.

The physical design of urban streets poses several challenges for accommodating a diversity of street users. Many of these challenges are a consequence of competing demand; e.g. balance in the needs of diverse ground floor users with upper floor office and residential uses. Loading/unloading near the Wilma has been an on-going challenge for MPC as well as the theater, creating both logistical and potential safety issues.

Guidelines for Effective On-Street Truck Loading Zone Management

- Establish truck loading zones in areas that are as close to the receiving areas of shipping/receiving businesses as possible
- Designate truck loading zones to balance the competing demands for curb space (i.e. on-street parking, transit, and bicycle facilities).
- Consider greater use of “combination zones” to maximize the efficiency of the curbside by having truck loading zones during designated periods of low or nonuse of by other curbside uses.
- Consistent enforcement of parking and loading rules.



Key Recommendations:

Implement A Truck Loading Zone (TLZ)

Implement a TLZ to improve the current system associated deliveries recognizing that there is no one-size-fits-all solution. The following elements for managing and providing TLZs are recommended:

- Establish 3 to 5 Standard Loading Zone Sign options
- Maximize use of combination zones for both TLZ and customer/visitor use
- Establish preferred location on block
- Maintain current 30-minute time limits in truck loading zones (during TLZ designated hours)
- Limit TLZs on certain types of streets
- Initiate a review process to confirm on-going need for TLZs

Shared Parking with Private Assets

Overview

Many North American cities have begun to implement community-wide shared parking programs, led by the municipality in close coordination with the private sector. The intent is to try to create the appearance of public parking supply by leveraging available parking spaces in private facilities. The public entity usually provides support with management, operations, marketing, wayfinding, and enforcement. The private entity provides the underutilized parking spaces at a minimum but may also contribute to management and operations. Insurance and maintenance are additional areas that need to be addressed. The benefit of the shared parking system is that shared public parking will expand parking options and improve access by opening parking to the public that may have previously been restricted to specific users.

Key Recommendations:

While shared parking should always be a consideration for the City, the current shortage

of leased (monthly) parking makes this more of a priority in downtown Missoula today. The cost to lease private spaces or share the cost to manage private spaces will be considerably lower than the cost to build new public spaces.

Develop and Manage a Shared Parking System

Explore the possibility of facilitating shared parking with private facilities. This will likely include opportunities to support the private sector with:

- Management and operations
- Enforcement
- Wayfinding, branding, and marketing
- Facility liability insurance
- Security

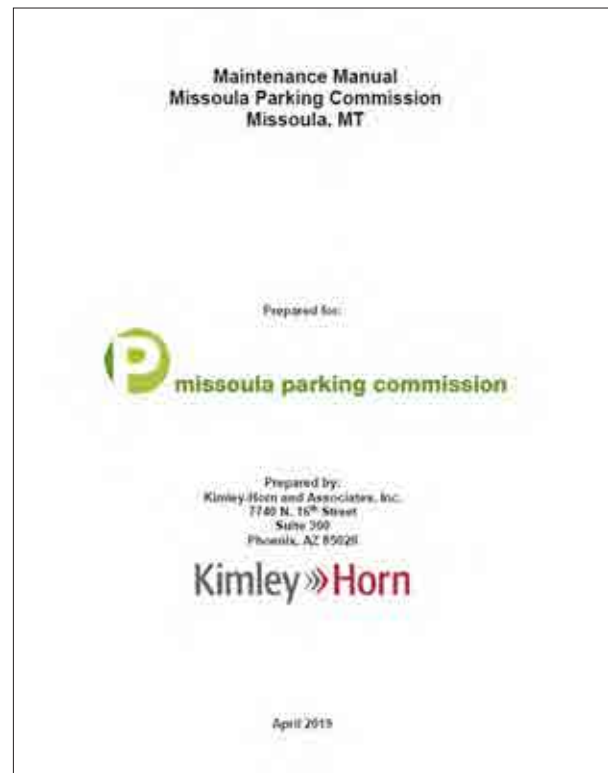
The MPC and City should partner with business and property owners, community and economic development organizations, and other stakeholder groups to develop and manage a shared parking system for public and private facilities.

Enhance Parking Facility Maintenance Practices

Key Recommendation:

Implement a defined, comprehensive process for addressing parking facility (garages) maintenance.

A comprehensive parking garage maintenance manual has been updated with current industry standards is provided in the Parking Study Appendix.



Future Parking Garage and Mobility Initiatives Financing Strategies

Overview

The Missoula Parking Commission (MPC) is facing a growing demand for parking, especially leased monthly parking for downtown employees. The major challenge facing the downtown is that the MPC is essentially “tapped out” in terms of bonding capacity after building the Park Place garage and the acquisition of one floor of parking in the new ROAM student housing project at 305 E. Front Street.

This creates a need/opportunity for the MPC and the City of Missoula to reassess how the parking development will be accomplished in the next decade and beyond. Defining a parking infrastructure funding mechanism that works for Missoula should be a major City and Parking Commission priority.

It should be noted that while the MPC has played a leading role in providing parking infrastructure in the past, the agency likely cannot and should not be the sole source of parking infrastructure going forward.

Potential Financing Strategies

Continue Parking Investment as an Economic Development Strategy Using Net Parking System Revenues

This approach would prioritize a continuation of the successful strategy that MPC has employed for the past decade plus, but at a reduced level. However, this strategy does not seem feasible for the MPC currently given its current levels of revenue and debt.

Reintroduce Parking Minimum Requirements to the Zoning Code for the CBD

For many years, the downtown core has been exempted from minimum parking requirements as a strategy to reduce barriers to development. This was a successful strategy largely because parking demand was not growing dramatically, surface parking options were still available and the MPC had adequate bonding capacity to build some additional parking infrastructure along with some assistance from urban renewal district funds.

It can be argued that this strategy of exempting downtown development has achieved its objective and that the downtown is now a desirable destination for new development and is healthy enough that these types of support are no longer needed to attract investment. And without a defined funding source with which to off-set the parking development exemption in the downtown core, it may be time for a return to some form of parking requirements to accompany new development.

We are aware that “Parking Requirements Reform” is a major topic of discussion in the planning world and we are certainly not arguing for “sub-urban parking standards.” However, it would be a mistake to allow development to continue with no provision for either additional parking to meet the demands generated by new development or investments in transportation infrastructure or TDM initiatives to offset the demands.

It is recommended that a range of options be evaluated including:

- Develop a set of flexible parking standards calibrated to the demands of the downtown core
- Adopt some variation of Parking In-Lieu-Fees (either mandatory or optional)
- Evaluate alternative funding sources including Local Improvement Districts (LIDS), Special Improvement Districts (SIDS) or a special Parking and Mobility Improvement District.

The advantage of this option is that it shifts the development of parking back onto the private sector and potentially frees up agency funds to support TDM, Transportation or economic development initiatives.

Parking Asset Divestiture to Create Capital for New Parking Asset Development

Having successfully leveraged TIF funding to build parking garages which have now had their debt retired, another option to continue to generate funds for new capital investments could be to sell selected parking assets to interested property owners or investment firms then reinvest the proceeds of those sales to continue strategic parking garage development that has the potential to stimulate new community and economic development activity.

Leverage Parking System Revenues to Fund Interim Transportation Strategies and the Development/Promotion of Transportation Demand Management (TDM) Programs

As the Missoula market matures and traffic and congestion issues grow, investment in transportation infrastructure will become more critical. A range of long-term mobility strategies are currently being explored. In the short to midterm timeframe, before major transit infrastructure investments are realized, parking demand is expected to increase (due to increased development activity). This development activity often also has the result of eliminating surface parking. The loss of surface parking can translate to loss of low cost parking options for service workers. Thus, a need to develop new surface parking options that are more remote from the downtown core will likely be needed. However, 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 will be required. Using parking revenues as one possible funding source for remote parking/shuttle services as well as an enhanced TDM program could be a very practical and strategic use of parking system revenues.

Temporary Parking Lots

Work with the City to authorize a special MPC temporary parking lot exemption from normal parking lot development standards. MPC will still provide the basic improvements related to patron safety (lighting, etc.) however improvements such as lot screening, paving, drainage, landscaping, etc. will be waived for temporary parking lot uses that are not expected to exceed 2 years in duration.

Create a District Management Model

This option was briefly touched on under the “Create a Parking Benefit District” recommendation earlier, however parking benefit districts are typically restricted to on-street meter revenues. This alternative would involve the creation of some form of Special Improvement District. (PBIDs/SIDs/LIDs)

- Property-Based Improvement District (PBID)
 - A PBID is a quasi-governmental entity utilized to foster the growth of commercial business districts. As a financing mechanism, PBIDs are used to provide revenue for a variety of local improvements and services that enhance, not replace, existing municipal services. The PBID is self-imposed and self-governed and must be supported by private sector businesses and property owners to be established.
- Community Development Corporation (CDC)
 - CDC’s are not-for-profit entities that allow multiple investors to participate in both the physical and economic development of an area. Because they are stand-alone non-profits created for a community-serving purpose that acquire resources from a broad range of sources, they are highly flexible in how they are used. The CDC is another strong funding collection tool that can be helpful in tackling tough-to-address development challenges, can spur economic development, and can unite the public and private sectors.
- Local Improvement Districts (LIDs).
 - In this mechanism, the properties that would benefit by the construction of a garage would be determined and the cost to those who are benefitted assessed. The MPC could subsidize the project to some level 30-50-60%, with the balance being paid by the benefitted properties. This might close the gap between actual cost and cost supported by fees. This approach could align the limited money with more garages as the property owners get money in the game. It may be possible to condo the facility with each floor being a condo unit, assessing certain private floors to the private property owners along with a share of the common area and land costs.

Evaluate parking asset privatization/monetization as a potential downtown development or parking/mobility system funding strategy

- While not a top recommendation, the option to leverage parking facilities through a “monetization” strategy involving a long-term leasing of MPC’s facilities in exchange for a fairly large upfront payment, is an option being used on a limited basis across the US.

Assign a dedicated percentage of parking system net revenues to support transportation initiatives

- Missoula already has an effective Transportation Demand Management program in Missoula in Motion (MIM). MPC is currently an active partner and contributes to the MIM budget annually. The MPC could elevate their support to the MIM program as a strategic approach to reduce parking demand under the theory that it is cheaper and more environmentally sustainable to reduce demand than build expensive structured parking.
- MPC can also play an important role through the setting of parking rates, offering preferential parking for carpool, vanpool and alt fuel vehicles, and other more traditional TDM strategies.

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.
- Potentially all private parking garages and lots could be taxed with the money going toward public garage construction or TDM initiatives. To incentivize participation in TDM initiatives large businesses that actively participate in Transportation Demand Management programs could potentially earn credits (rebates) on their taxes as a tool to encourage participation.

Create a Parking Urban Renewal District (URD)

- The creation of a new URD would need to be of sufficient size to provide space for private (i.e. taxable) development to produce revenue allocation proceeds (TIF) to pay off construction costs. How much goes to each type of public investment (parking, streets, utilities etc.) would be a policy discussion by the MPC Board and City Council.
- Sufficient amenities would be required to attract the private investment into the new district so that TIF would be generated to pay for parking structures. While the concept has merit, especially as a potential Hip Strip strategy, the Missoula Redevelopment Agency has attempted this in the past and it has not been able to meet the “finding of blight” required by State legislation.



Forming New Parking Management Districts

Overview

Parking management strategies implemented in commercial corridors around Missoula could vary widely depending on the specific areas, land uses and levels of development. While expanding the jurisdictional boundaries of the MPC is recommended to be done as part of this plan, the process outlined below is recommended as it relates to creating new parking management districts in the expanded jurisdictional areas.

Outside of the MPC jurisdiction area, there are currently no established parking management districts (with the exception of the Residential Parking Permit Program noted previously) that coordinate with the MPC to make requests for new or revised parking management strategies in commercial corridors such as time limits, enforcement, or paid parking.

Key Recommendations

Establishing a Process for Creating New Parking Management Districts

As the need for parking management continues to grow, it is envisioned that the MPC should prepare to be more involved in evolving commercial areas outside of the current MPC jurisdiction. The steps outlined here provide a process for establishing

new Parking Management Districts (PMDs) outside of current MPC boundaries. While each new PMD may have varying degrees of parking management strategies already in place, this process will define how new strategies could be implemented moving forward.

Coordination with Surrounding Areas

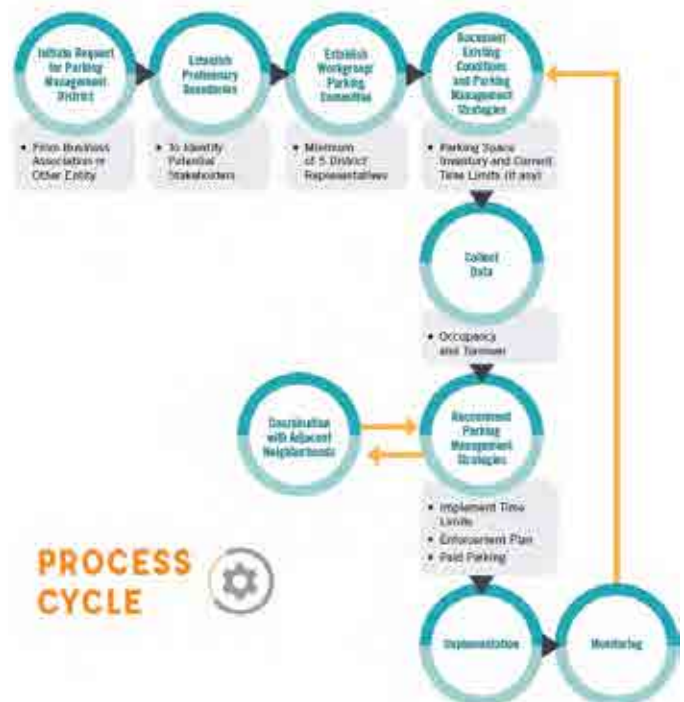
Because active parking management strategies will only be applied in mixed-use or commercially-zoned areas, the boundaries of each new Parking Management District (PMD) will focus on commercial areas. However, forming an active partnership with surrounding neighborhoods is recommended to include input from key stakeholders.

This partnership between a PMD and surrounding neighborhoods will only become more important should each area implement pricing strategies. Coordinating these revenue allocation programs enables strategic investment to reduce parking demand in the residential and commercial areas.

One of the primary objectives of this parking management plan update is to provide data driven metrics as “triggers” for certain parking management practices, such as the implementation of paid on-street parking in areas that do not currently have these practices.

Steps for Establishing New Parking Management Districts (PMDs)

- Step 1: Initiate a Request for a New Parking Management District (PMD)
- Step 2: Establish Preliminary District Boundaries
- Step 3: Establish Workgroup or Parking Committee
- Step 4: Document Existing Conditions and Active Parking Management Strategies
- Step 5: Collect Data
- Step 6: Recommend Parking Management Strategies
- Step 7: Implementation
- Step 8: Monitoring



Outline of the recommended process cycle for establishing new parking management districts

Parking Time Limits and Enforcement Hours

Overview

The MPC uses time limits and pricing strategies to manage the public parking system, with the primary goal of supporting economic vitality. A well-managed parking system uses a variety of strategies to encourage frequent turnover of the most desirable parking spaces, thus ensuring that visitors to an area will be able to quickly and easily find convenient parking without the need to spend time circling the area searching for an open space.

When visitors know they will be able to find parking, either at a premium directly adjacent to their destination or at a lower rate a reasonably short walk away, businesses are likely to benefit from this user-focused management approach.

Maintaining one to two open parking spaces per block requires pricing and time limit strategies that reflect actual demands to provide users with a variety of parking options.

Key Recommendations

Extend Enforcement Hours

Currently, parking enforcement activities occur Monday - Friday, 8:00am - 5:00pm, excluding State of Montana Legal Holidays. It is recommended that parking enforcement hours be shifted to 9:00 AM – 7:00 PM Monday – Saturday. This will require the addition of new MPC staff.

Set On-Street Parking Time Limits

When updating or implementing time limits for the first time, it is recommended that 2-hour zones serve as the default. Additional data and land use information are needed to implement 15/30-minute or 4-hour zones.

Clear, Consistent Messaging

Simplifying time limits to 15/30-minutes, 2-hours, and 4-hours will help ensure that Missoula's on-street parking system is easy to understand and navigate, allowing visitors to quickly find parking that meets their needs.

High-Turnover 15/30-Minute Spaces

Some businesses rely on high customer turnover and 2-hour parking may not provide sufficient turnover to meet their customer's needs. For these businesses, such as coffee shops, dry cleaners, day care centers, banks, post offices, or other businesses where a high percentage of customers stay for 15 minutes or less, a shorter base time may be necessary.

Data-Driven Policies to Support Balanced

Overview

One of the central tenets of the new approach to parking and mobility management in Missoula should be the use of system data to support better policy, price, and practice decisions that are consistent with the intended vision and outcomes of the program. This will include the frequent collection of data, ongoing analysis of data, and use of performance indicators and benchmarks to define when and how to make changes.

Key Recommendations for Data-Driven Policies to Support Balanced

- Use existing and potential data collection sources to catalogue parking system data
- Explore ways to aggregate existing and future data into a singular platform
- Implement data analytics practices and processes in the parking and mobility program
- Define metrics and indicators to define policy changes
- Evaluate demand-based pricing practices for parking system

Improve Parking and Mobility Wayfinding, Branding

Overview

Parking users should be provided a high-quality customer experience whether they are parking in public on- or off-street facilities, or in a private off-street facility. Consistent wayfinding information, branding, and communications about where and how-to park will enhance the user experience and improve access to the Downtown and other neighborhoods. There is a general lack of understanding of where available parking is within the public (and private) parking system. This is typically a symptom of a poor navigation system and lack of information related to the system. There are several steps the MCP/City should take to remedy this issue.

Key Recommendations:

- Develop a comprehensive parking and mobility program branding effort following the City's recently designed new wayfinding system for the downtown
- Review the branded wayfinding strategy as it relates to parking and mobility resources
- Implement marketing and messaging campaigns



Parking related wayfinding signs from the City's recently designed wayfinding system for downtown

Implement MaaS/Personal Transportation Options

Overview

If deployed properly, Mobility as a Service (MaaS) options have the potential to integrate with the MPC's parking system and improve overall access and mobility in the downtown for residents and visitors, while reducing parking demand and traffic congestion from vehicles making short trips and/or searching for parking.

Key Recommendations:

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

- Designate curb space for rideshare pick-up and drop-off
- Cluster Mobility as a Service options and connect them with transit
- Adopt policy and program frameworks that manage services and monetize access
- Embrace new shared mobility devices

Improve Pedestrian and Bicycle Services/Facilities

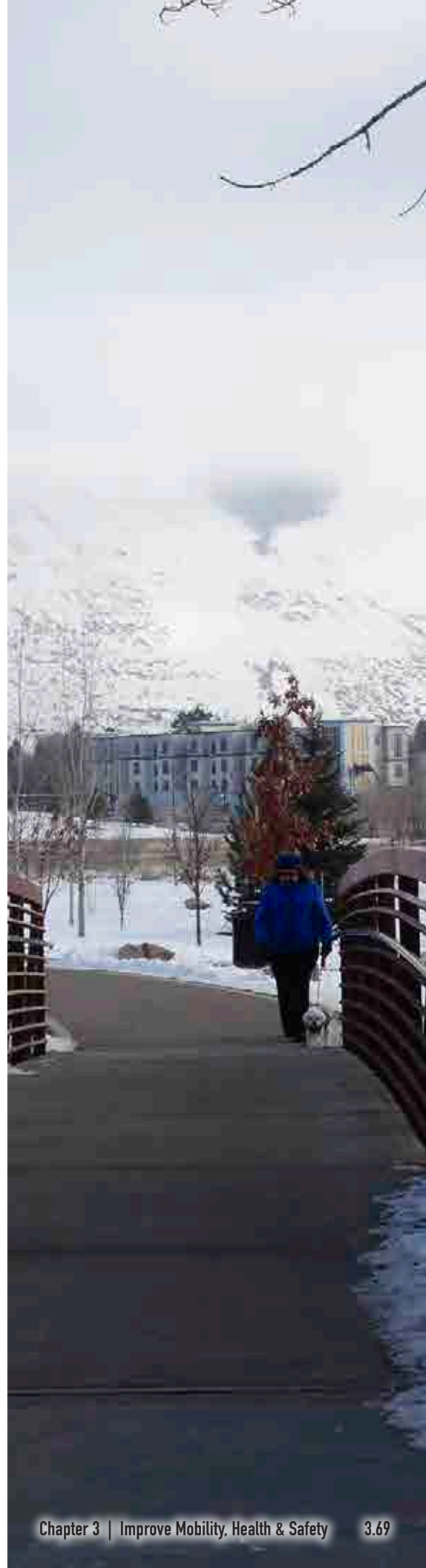
Overview

Walking and bicycling are foundations of good urban places. Walkability and bikeability are the positive outcomes of good urban form, land use policy, and design. Downtown Missoula with its compact size, tight, gridded streets, and attractive urban form, is inherently walkable. Exploring the City on foot or by bike is an ideal way to experiencing Missoula's charm.

Specific efforts should be taken to further invite and encourage walking and bicycling. The goal of effective pedestrian and bicycle programs is to establish walking and biking as normal, convenient, and everyday travel modes as well as encouraging users of all ages and abilities to feel comfortable walking and biking in “low stress” facilities that are buffered from motor vehicle traffic.

Key Recommendations:

- Develop policies for funding bike/pedestrian programs with parking revenues, using program-wide or neighborhood specific revenues.
- Leverage parking funds to obtain grant funding for bicycle and pedestrian projects with an emphasis on projects that enhance safety and mobility.
- Adopt the Vision Zero target for zero fatalities involving road traffic and leverage parking revenues to fund portions of the program.
- Where possible, investigate opportunities for cycle tracks and off-street paths or bicycle lanes that are buffered from moving vehicular traffic by curbs, landscaping, bollards, and/or parked vehicles.
- Retrofit selected existing on-street parking spaces as corrals for bike parking and for parklets to enhance the pedestrian experience and calm traffic.
- Integrate dockless, on-demand mobility devices where possible and designate appropriate curb space for parking these devices.
- Explore of the possibility of converting streets to car-free “Woonerf” style areas where pedestrians, bicycles, and dockless devices are prioritized. Note: A “woonerf” is a living street, as originally implemented in the Netherlands. Techniques include shared space, traffic calming, and low speed limits. A version of this has been suggested for a portion of Front Street.



Implement a Comprehensive and Dynamic Curb Lane Management Program

Overview

With the rise of new mobility and parking trends, curb space is arguably the one of the most important and precious resource in our cities today. Demand for curb space is increasing as cities work to balance transit demand, on-street parking, TNC passenger loading/unloading, truck loading/unloading, personal deliveries (e.g., package delivery such as UPS, FedEx, and Amazon, and food delivery services such as GrubHub), on-demand mobility devices such as bikes and scooters, emergency services, pedestrian streetscape amenities and other users. All these users want free and unimpeded access to curb space, and like other public resources, cities must operate and manage the curb effectively to provide access for a variety of users, while optimizing overall public benefit.

Key Recommendations:

- The City should develop and execute a comprehensive curb lane management program. That includes adopted changes to the City's standing and stopping ordinance to allow for curb lane flexibility and correlation with the rules that govern the curb along state-owned roads in the downtown and commercial districts.
- Comprehensive curb lane management should be coupled with the adoption of mobile payment, virtual permitting, curb space monitoring technology, and dynamic on-street parking pricing.

Recommendation Details

The City should strive to develop the following improvements in relation to its curb lane management program.

Conduct a Curb Lane Inventory

- One of the first critical steps to efficient curb management is gaining the knowledge of what is actually occurring at the curb. An excellent first step is cataloging the uses along the curb. It identifies block-by-block capacity of parking, loading, and restricted spaces. The City should move forward with developing this dataset and maintain its accuracy as changes are adopted along the curb.

Core Tenets of an Effective, Flexible, and Dynamic Modern-Day Curb Lane Management Program

- Prioritizes and manages often competing curb uses by location, day of week, type of user, and time of day compared to the relative value each of them brings.
- Articulates objectives for different curb uses and different parts of the city (i.e., mobility/ Single-Occupancy Vehicle (SOV) reduction, parking occupancy goals, revenue, maximization of passenger curb access, etc.). One often used criteria is to prioritize uses that generate the greatest number of person-trips per day.
- Includes a comprehensive inventory of curb uses across the downtown.
- Outlines when, where, and how to implement changes to curb use designations.
- Includes a process for monitoring the use of the curb with technology (LPR, space sensors, Bluetooth, parking transactions, etc.) for enforcement, effective curb pricing and payment, curb demand management, and data analytics.

Develop Curb Lane Priorities

- The City will need to establish prioritization for curb lanes based on surrounding context and user needs. There will very likely be a need for different priorities in different areas. For example, priorities on Higgins Avenue will differ greatly than priorities on Wyoming St. On Higgins Avenue, priority will likely skew towards passenger loading, commercial loading, and parking, while Wyoming Street will be heavily favored towards residents and park users for their parking and loading needs.

Identify Optimal Usage of Curb Space

- Once the City has established priorities, it should use those priorities to guide decisions about how to implement changes to the curb space. Defining and allocating curb space should be data-driven and use many of the tools outlined in the Data-Driven Policies section.

General Approaches to Managing Curb Space

As the City assesses the curbside environment within the community, these approaches should be applied to spaces, blocks, and areas to support more efficient use of the curb throughout varied demand periods.

1. Clustering uses.

This approach seeks to relocate uses so that there is more clarity and efficiency. For example, on blocks where parking and loading spaces are intermingled, defining who can use which space and promoting efficient use of space is difficult without significant signage. And in the case of commercial loading, fragmented spaces may limit access to only vehicles that can fit in a singular parking space. Clustering uses aims to structure them more predictably.

2. Modifying uses.

This approach simply converts the existing use to something that is more appropriate based on the surrounding context and prioritization. For example, in restaurant and entertainment areas, on-street parking might be removed for passenger loading to support rideshare trips in the area. In areas where on-street parking demands are lowered, this is a good option to promote alternative mode usage to access destination areas.

3. Defining flexible uses.

This approach combines the clustering and modifying approaches and creates distinct uses by time of day or during different demand periods. This approach requires more comprehensive communication (and likely technology) but will serve the most users throughout the day. A simplistic example is to have a commercial loading space transition to a passenger loading space based on the time of day. This requires the least amount of impact to parkers and takes advantage of space availability for curb uses when they are needed the most. In extreme situations, entire blocks convert based on the time of day.

Living Previews

The concept of a living preview (a pilot test) is to temporarily install some or all of a curb treatment, even if it is only done with moveable barriers or temporary signage. The living preview allows the surrounding businesses, residents, and patrons to interact with a change before it is permanent. The test also allows for real-time collection of data associated with the treatment to determine refinements needed before permanent adaptation.

	Residential	Commercial & Mixed Use	Industrial
1	Support for Modal Plan Priorities	Support for Modal Plan Priorities	Support for Modal Plan Priorities
2	Access for People	Access for Commerce	Access for Commerce
3	Access for Commerce	Access for People	Access for People
4	Greening	Activation	Storage
5	Storage	Greening	Activation
6	Activation	Storage	Greening

The Seattle DOT uses three distinct priority sets to define how to allocate curb space based on setting
Source: <http://www.seattle.gov/transportation/projects-and-programs/programs/parking-program/parking-regulations/flex-zone/curb-use-priorities-in-seattle>

Adapting Urban Loading Practices

In high-density congested urban cores, introducing freight or commercial loading movements can often lead to intense competition for curb space and rapidly increasing congestion. The following concepts may be beneficial to downtown Missoula:

Monetized freight zones. Paid commercial loading areas can help reduce the duration loading vehicles stay in a space and increase the availability of spaces. When coupled with mobile pay and real-time availability applications, it can increase the predictability of the commercial loading exercise.

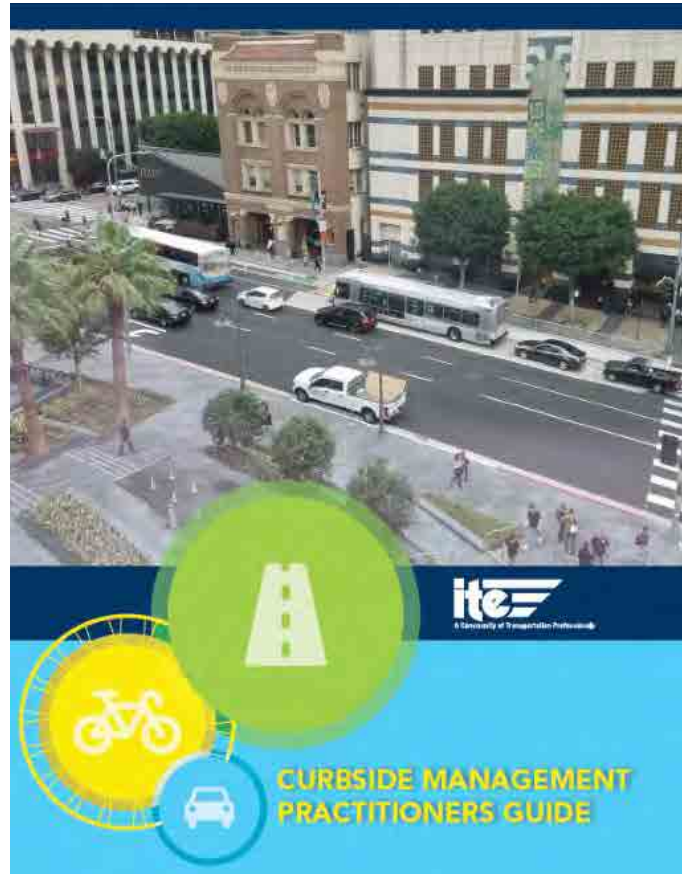
Peak and non-peak delivery pricing. Encouraging off-peak delivery by providing free or low-cost access during non-peak periods. Conversely, peak period deliveries would be priced higher to discourage use during those periods.

Delivery vehicle staging zones. Designating staging zones for delivery trucks to queue up before accessing available loading spaces can reduce congestion and occurrences of double parking. By combining this approach with commercial vehicle reservation systems and/or real-time availability, the City could manage the flow of delivery vehicles into and around Downtown.

Urban consolidation centers for last mile delivery.

These centers create a centralized hub where packages are delivered before being consolidated into smaller government-run delivery vehicles that reduce redundancy of vehicles and support more efficient goods movement in urban environments with less roadway capacity.

Moving loading to side streets. Loading movements times are much shorter than other curb movements and are often lower in the priority chain than parking or passenger movement. Because of this, some cities are moving loading spaces off primary corridors and onto adjacent streets where demands might not be as high.



The Institute of Transportation Engineers (ITE) recently released a technical resource, the *Curbside Management Practitioners Guide*, which provides additional information and guidance.

15. Enhance Residential Parking Program Practice

Overview

The City's residential parking permit program provides low-cost parking permits for residents to park on the street and restricts parking for non-permit holders typically to 1 to 2 hours of parking. The City currently has one residential parking area near the University of Montana. The permit program is important for many residents who have limited or no off-street parking and mitigates the use of residential area parking by students who choose not to purchase parking.

Given the limited space in some neighborhoods, lack of off-street parking for many of the historic homes, and spillover pressures from thriving schools and commercial areas, the management of residential permit spaces is an important parking management program component. The intent of improved policies in the residential areas is 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.

Key Recommendations:

- Review and update the policies for the residential parking permit program (RPPP) to better clarify the program goals and priorities.

- Evaluate new areas that may need a RPPP in the near future.
- Implement virtual permitting and LPR-based enforcement to improve management of residential areas.
- Prioritize on-street parking based on the primary street level-land use or zoning. On commercial streets, on-street parking should be prioritized for short-term visitor access. On residential streets, parking for residents should be prioritized, with short-term parking allowed when there is more parking availability.
- Evaluate other strategies to manage parking demand, such as further limits on the number of permits per household, total permits, and restrictions based on the availability of off-street parking.

Recommendation Details

Implementation of advanced neighborhood parking permit policies will likely require some advanced technology and policy considerations, such as converting the system from a manual permit to virtual permitting. In a virtual permitting environment, residents would simply register their vehicles license plate numbers rather than having to request, obtain, and display a hangtag or sticker.

New Parking Facility Development/Design Guidelines

Overview

Within the near term (5 years), it is anticipated that Missoula will need to add to its supply of parking to keep up with growing parking demands generated by new downtown development. Based on urban design goals, the development and use of surface parking lots is being discouraged, thus making parking structures the preferred alternative (combined with a focus on parking demand reduction and enhanced support for TDM strategies, and transportation alternatives).

Key Recommendation:

With this need to provide additional parking structures soon, it is recommended that the "Parking Garage Design Guidelines" included in the Appendix be used to inform new parking facility development going forward. The "Parking Garage Design Guidelines" contain information to help developers and designers incorporate parking structure components into proposed projects. The concepts will help produce functional, well-designed and patron friendly parking structures that will become valued infrastructure elements for the Downtown.

Implementing Paid On-Street Parking in New Areas

Overview

The following section presents a series of requirements that must be met in order to establish a new meter district within a Parking Management District (PMD). They are not intended to be sequential but rather a general framework that establishes minimum requirements. Areas that meet all these requirements do not necessarily need to implement paid on-street parking, but such districts would have this option as a management tool.

Requirement 1: Parking Management District (PMD)

Requests for revised parking management in commercial corridors must be initiated through the PMD for the area.

Requirement 2: Existing Parking Management

On-street paid parking can be an effective tool to address high parking demands and low turnover in mixed-use or commercially-zoned areas, but other management and enforcement strategies should be applied first. Specifically, before implementing paid parking within a PMD, the area must already have time limit restrictions in place with enforcement.

Requirement 3: Minimum Size

Assuming Requirements 1 and 2 have been met, a PMD may request an occupancy study within the areas of highest demand that should be considered for on-street paid parking. A new parking meter district will not be established unless the area includes at least 80 on-street stalls in a mixed-use or commercially-zone area, covering an area of at least 10 contiguous block faces.

Requirement 4: Minimum Parking Demands

Effective on-street parking management measures ensure there are typically 1 to 2 open parking stalls per block.

Requirement 5: Outreach to Surrounding Areas

Implementing paid on-street parking will, by design, shift parking demands within an area. Parking demands are likely to increase in surrounding areas with unregulated on-street parking. Prior to implementing on-street paid parking, notice must be given to all residents and businesses within 1,000 feet of proposed metered blocks. Neighborhood associations may choose to partner with business associations to measure demands in residential areas before and after the change to determine if a Residential Parking Permit zone (RPP) is needed. The RPP process is independent from the meter district process and RPPs will only be established when demand exceeds established minimums.

DATA NEEDED	
REQUIREMENT 1	
Has a PMD been established?	Name of PMD
REQUIREMENT 2	
Have time limit restrictions been implemented?	# of short-term stalls
Are time limit restrictions enforced?	# of long-term stalls
	Enforcement hours
REQUIREMENT 3	
Does the proposed mixed-use or commercially-zoned area include:	
• At least 80 stalls	# of stalls
• At least 10 contiguous block faces	# of block faces
REQUIREMENT 4	
Do peak demands averaged over a contiguous area with at least 80 stalls:	
• Reach or exceed 85% occupancy for 3 or more hours over at least 2 weekdays (measured in separate weeks), and	# of hours ≥ 85%
• Reach or exceed 70% occupancy for 5 or more hours over at least 2 weekdays (measured in separate weeks)	# of hours ≥ 70%
REQUIREMENT 5	
Have all residents and businesses within 1,000 feet of each proposed metered block been notified?	# of dwelling units
	# of businesses

Summary of the requirements and data needed to establish a new meter district within a Parking Management District

Meeting A Growing Demand for Parking

As Downtown continues becoming 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 reduced addressed through the parking demand mitigation and TDM measures discussed throughout this Chapter. The remaining demand can then be accommodated in part through the provision of centralized shared parking.

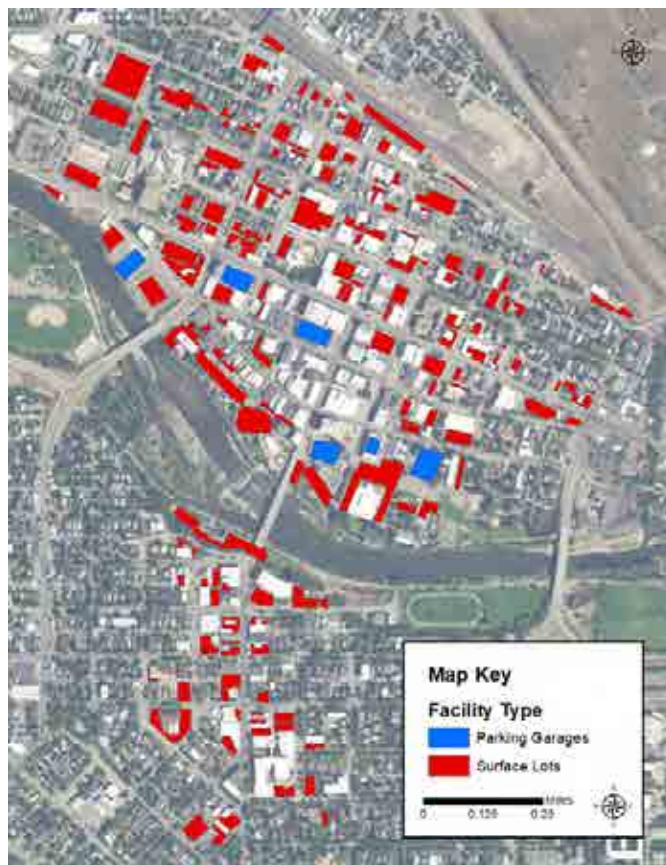
The diagram to the right illustrates the predominance of surface parking in Downtown Missoula, detracting from the urban environment and making unpleasant places to walk, which in turn, increases the likelihood of people driving. To reduce the number of surface parking lots while accommodating a growing 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 provide for 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.

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 parking strategy 7.



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 number of parking spaces that would be required under the proposed parking regulations for the development of the opportunity sites presented in Chapter 2 that are located within a 1/4 mile (5 minute walk) of the proposed shared parking facility. Values for both the maximum build-out potential and the likely 10 year build-out are shown. The proposed parking garages would be funded, in part, by a parking in-lieu fee option.

Parking Garage on East Spruce Street (Depot Area)



Square Footage / Units		Use	Parking Ratio	Required Parking Spaces	
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	Parking Ratio	Required Parking Spaces	
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

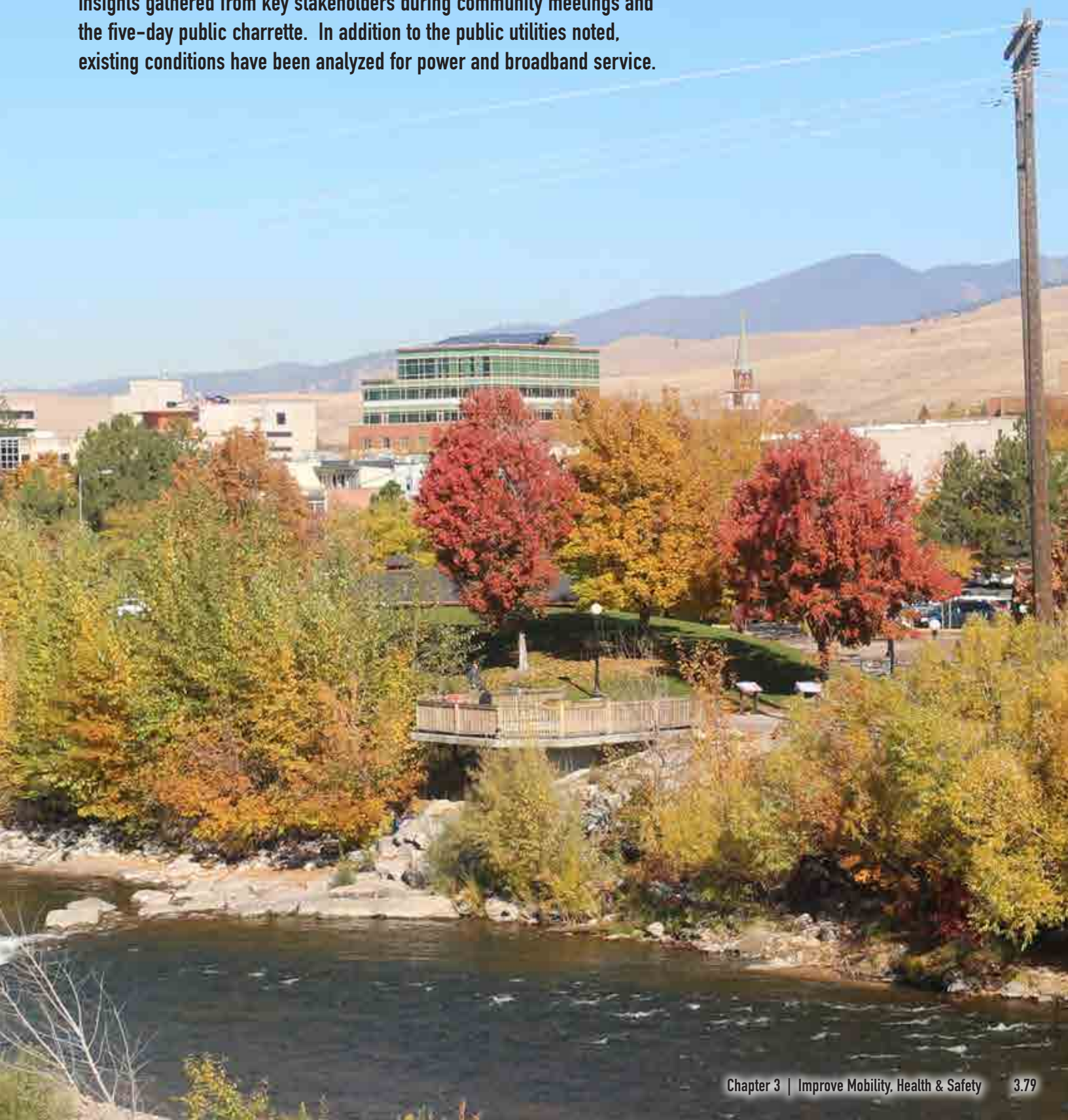


Square Footage / Units		Use	Parking Ratio	Required Parking Spaces	
Max Build-Out	10 year Build-Out			Max Build-out	10 year Build-Out
37,000 SF	25,000 SF	New Retail / Restaurant	5.0 spaces/1K SF min	185	125
11,000 SF	11,000 SF	New Office	1/ 1K SF min 3 /1K SF max	11 min. 33 max	11 min. 33 max
125 keys	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

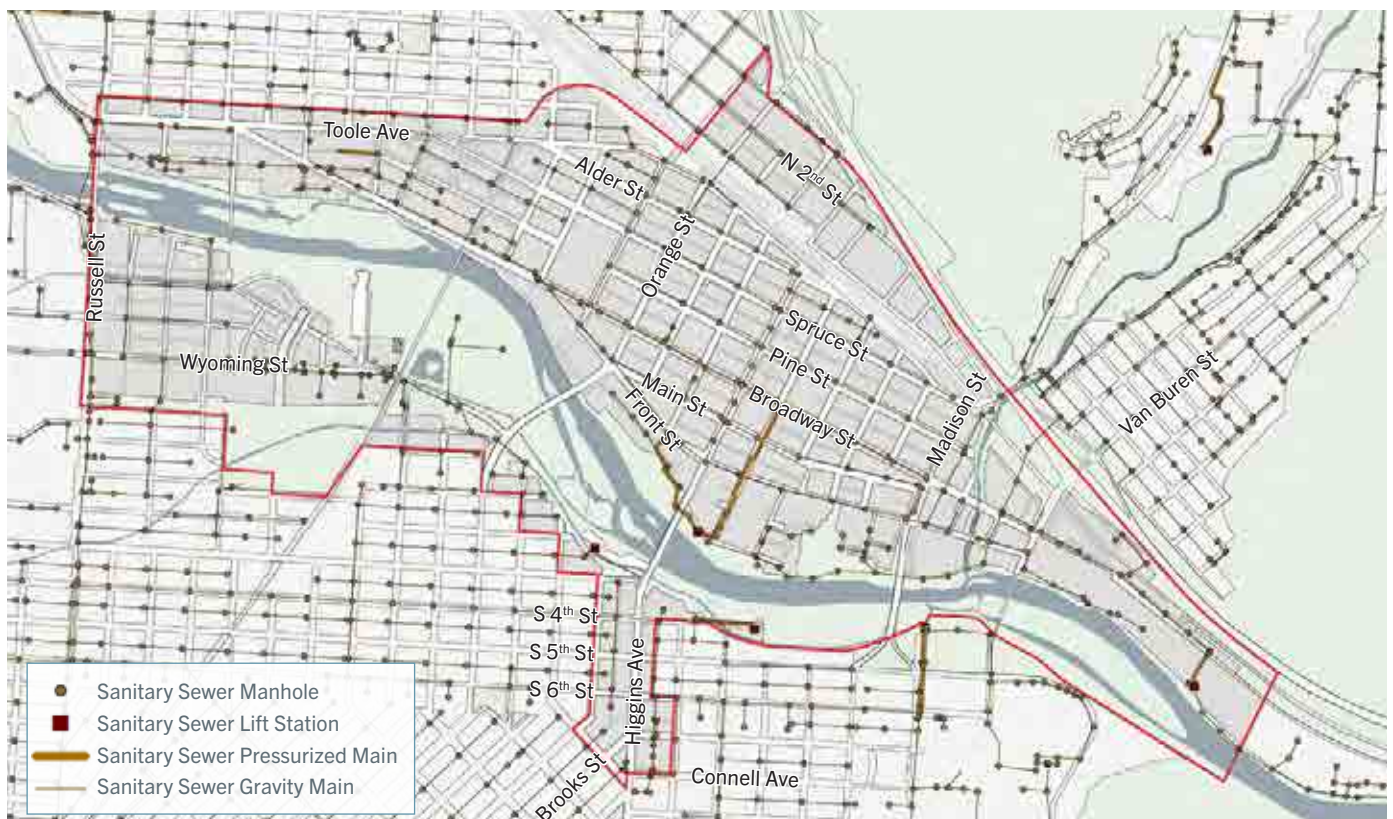
Service Provided by City of Missoula Wastewater Division

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

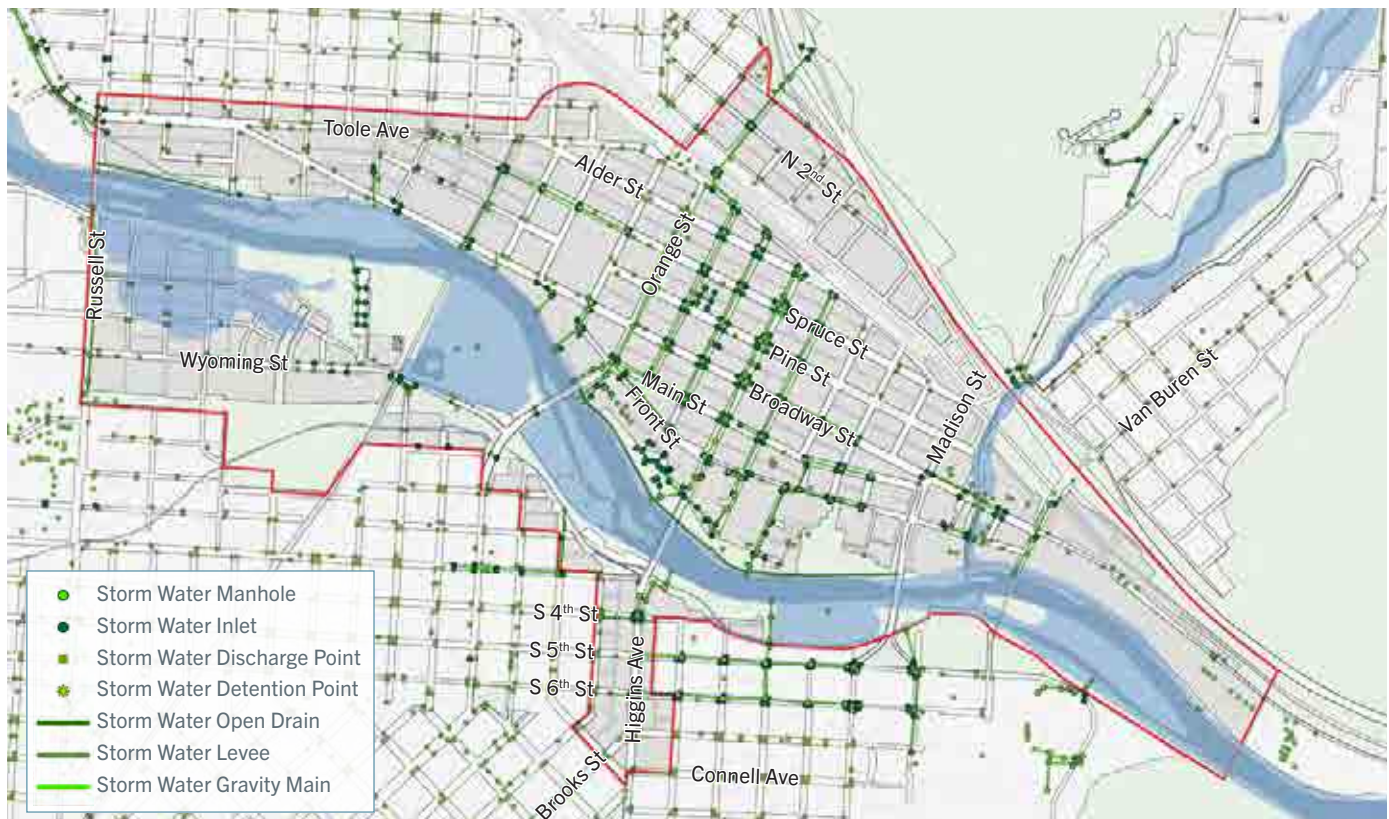
Service Provided by the City of Missoula Storm Water Division

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 Missoularian 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 made transit free. 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



The "L" on Mount Jumbo became a political statement in 2018.

Be Old West, Be New West

The American settler's life was authentic. The Salish and Blackfoot's was as well. Necessity dictated specific food, drink, art, and music. Visitors will search for Old West / New West authenticity in local casinos, saloons, restaurants, shops, theaters, and museums. Make sure they are able to find it. This is not to say be Disneyland's Frontierland and feed every nostalgia and adopt every tired cowboy trope. But the largest community in the Rocky Mountains should also not shun Old West/ New West style either. Mounted moose heads are absolutely appropriate.

Identify Unique Place Experiences That Can Be Shared By Visitors & Locals

Tourists seek a truly authentic experience that is available nowhere else like when they go fly fishing for the first time in the Clark Fork River. The short story and film *A River Runs Through It* played a big part in this local industry. But native Missoulians say they've been chased away from their fishing holes by tourists. The most rewarding experiences involve locals. Tourists don't want to be in a bubble. They seek sincerity, realness, and a glimpse of a place's true self.

There is nothing more quintessentially Missoulian than the Downtown's Saturday morning markets and street festivals; or standing on the pedestrian bridge to the campus when the lights appear at night, all at once; cycling everywhere on the city's trails, instead of driving, even when there is snow (extra points for doing this in shorts); the cafes that refuse to sell bottles of water, and the shops that refuse to give out plastic bags because of the trash they create; the book readings by local authors trained at UM; seeing Elk on the hillside of Mount Jumbo; sledding the golf course hills with local kids for free; iconic Missoulian drinks at hideaway distilleries, farm-to-table dining during cherry season when cherries are somehow present in every dish; and hiking the foothills with students under spring skies that look like Georgia O'Keefe paintings. None of these things would be on the pre-trip list of a tourist and yet these are some of the City's best experiences. Let outsiders in. Share.

At the same time, be careful how you advertise yourself to attract tourists, be careful who you pretend to be, *you are who you pretend to be* is a common adage in tourism development. Get the word out in a way that emphasizes local tastes and lifestyles, and you'll attract the right kind of people.

Only 20% Of A Streetscape Should Be A Modernist, International Style

Stylish and forward-looking architecture is a welcome addition to a city. No city wants to be seen as stuck in the past. But visitors typically talk about how *well preserved* places are as a way of communicating the feeling of authenticity. The best cities are lived-in, gritty (though clearly cared for by people for many years) and eclectic. The best cities make sure new additions respect the existing aesthetic and sense of place.



Signs from another time



The Paul Maclean Experience



New life for historic buildings



The Missoula Millstone

Buildings built for global financial firms designed by architects in an international style, large hotels for chains with off-the-shelf corporate architecture, and municipal buildings designed to express a starchitect's signature motif or the latest avant-garde fashion can be the hardest additions to tailor to a local style. These can all be welcome additions, it is a simple matter of proportion. As long as no more than roughly 20% of every view is a deliberately international or cutting-edge style, a city can project progressiveness and globalism without sacrificing approachability and self-understanding.

The complicated historical reality is that the most treasured buildings in the Downtown were probably the international styles, off-the-shelf corporate architecture, and avant-garde fashions of their own time. However, today, those buildings have an old-timer status and rich local histories. They are also becoming more and more rare in the US and the scarcity of historic structures creates value. Adaptive reuse of historical buildings is always preferable to new construction; it combines the traditional and the fresh. No one is building anything as authentic as the historic buildings in Missoula that still need to be saved.

Local Assets

Change is a constant. People arrive to Missoula with their own cuisine, dress, and art and transform it. Locals change the city with their own personal growth. However, the wide range of activities that occur on Higgins Avenue all showcase the Downtown as a place of diversity, difference, and tolerance. That shouldn't change. Parking meters used to donate to the homeless and murals dedicated to local civil rights leaders shouldn't change. Tolerance shouldn't be gentrified-out. Styles come and go but when it comes to principles like tolerance, stand like a rock and maintain authenticity.

The *Last Best Place* is an honorific title often associated with Montana. *The Last Best Place, A Montana Anthology* (1990) invented the name. The use of the phrase in *Goodnight Missoula* (2013) helped it become part of the city's identity. Originally the name was associated with elements of the natural world: grizzly bears, wolves, old-growth forests, native grasses, glaciers, fly fishing, hunting, skiing, and backpacking. In the future maybe *Last Best Place* will also be associated with man-made elements and experiences like restaurants and shops (especially those that were formerly boarded up), Downtown markets, art galleries, Montana-made goods, music festivals, innovative jobs, advanced education, and a system of trails and parks along the riverfront where there was once just lumber mills and railroad tracks. A Downtown can make the *Last Best Place* list too.



The Oxford



River City Roots Festival



Metal flower baskets designed by Russell Smith in the 1980s



Jerry Funk's returning fish

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% 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 access points provided by the railroad trestles through the mountainous terrain. “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.

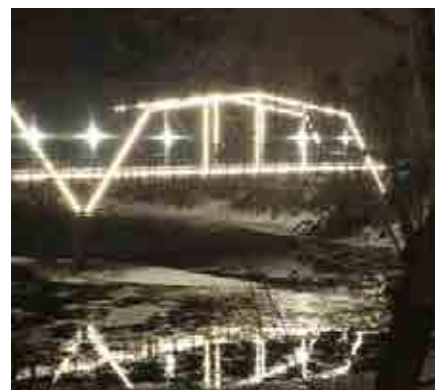
Missoula’s vision to celebrate art is evident with the number of art galleries located throughout downtown. With ten art galleries catering to the Arts and Culture scene, Missoula provides numerous opportunities to explore and experience Missoula Art. The Missoula Art Museum, for instance, sustains and 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.

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 Farmer's 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



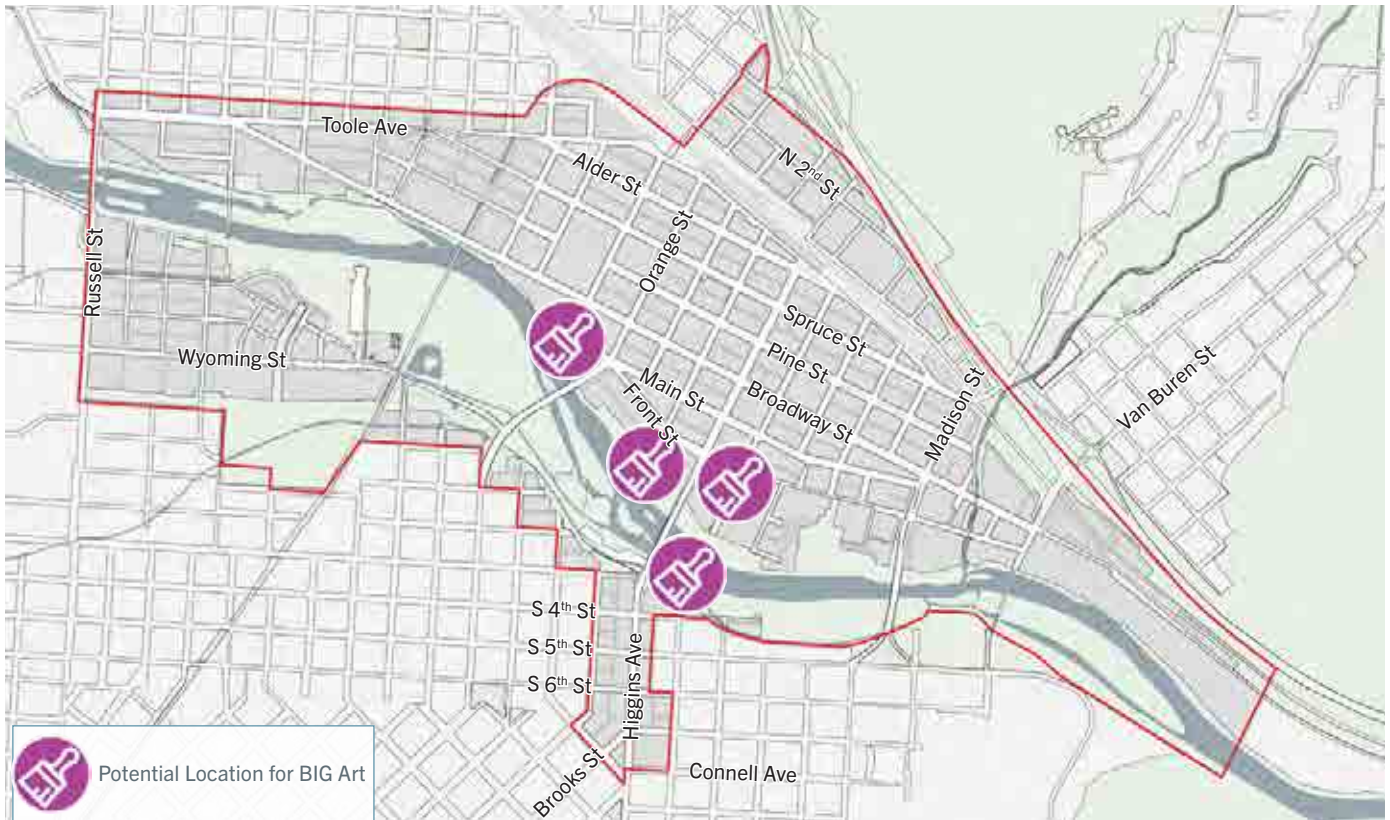
1111 Lincoln Road, Miami



Musician's Village, New Orleans



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.
2. **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 an 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.
3. **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.
4. **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.
5. **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.
6. **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.

7. **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.
8. **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.

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

The purposes and means of economic development

Economic development is the process of creating wealth by mobilizing human, physical, natural, and capital resources to create economic growth. Thoughtful economic development in cities improves the economic, political, and social well-being of its people.

Economic development is both the job of the private sector and a critical function of local government. Economic development programs seek to:

- **RETAIN** existing business and industry,
- **EXPAND** small and start-up businesses, and
- **ATTRACT** new business.

Long-term economic development involves investments in **education**, **infrastructure**, and **quality of life** for both the private sector and public.

Data and Study Area

This section uses excerpts from *Downtown Missoula, Montana Retail Market Analysis (2019)* prepared by Gibbs Group and included in the plan's appendix.

Multiple study areas are utilized and maps of the areas are shown in the plan's appendix:

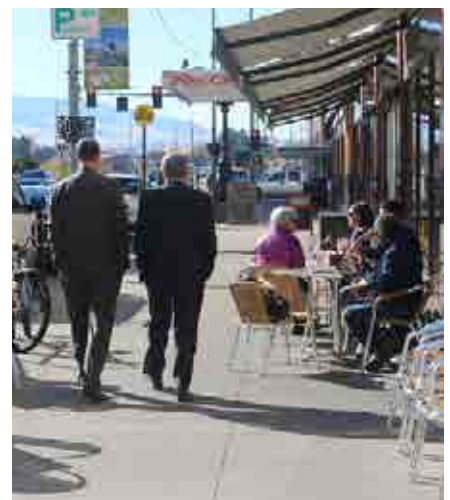
- **Greater Downtown Missoula:** This boundary is the same as the Downtown Missoula Master Plan Study Area Boundary. It extends roughly .75 miles from 352 Higgins Ave (generally, a 15-minute-walk from the core of the Downtown). It includes portions of Wards 1, 2, and 3.
- **Primary Trade Area:** Is the consumer market where the study area has a significant competitive advantage because of access, design, lack of quality competition and traffic and commute patterns. This includes an approximately 336-square-miles and extends 20 miles to the northwest and includes Frenchtown.
- **The Immediate Trade Area:** Identifies those residents who will shop in Downtown Missoula most frequently due to their proximity and ease of access. This group of patrons reside in Lower Rattlesnake, Upper Rattlesnake, East Missoula, the Riverfront, Downtown, and parts of the University District, Rose Park, Franklin to the Fort, River Road, Westside and Northside; the farthest living less than 4 miles from Downtown Missoula retailers.



Education



Infrastructure



Quality of Life

Continuing to Succeed

For a city of relatively small size, Missoula has a relatively stable and diverse economy that is home to a fairly well-educated and skilled workforce, varied commercial, business, and tourism infrastructure, and up-to-date water sewer, sewerage treatment, electricity production, hospitals, schools and transportation facilities. At the same time the city offers businesses low utility rates and no sales tax.

Success leads to success, and public and private investments in Missoula in recent years have created an environment where additional investments can capitalize on previous investments.

Recent Major Investments include:

Education

- *Downtown Housing*: ROAM Student Living (2018), the Sawyer in the Old Sawmill District (2019),
- *Civic Space*: Public Library (2022)

Infrastructure (Business, Hospitality, and Transportation)

- *Office Space*: First Interstate Bank (2011), Garlington, Lohn & Robinson Headquarters (2012), Stockman Bank (2017)
- *Hotels*: Marriott Hotel (2018), Holiday Inn (2018), DoubleTree Hotel (2019), and the Convention Center at the Riverfront Triangle (2020)
- *Transportation*: North Higgins Street Improvement Project (2010), protected bike lanes (2010), interstate interchanges and roundabouts (2017-2018), the Park Place Parking Structure (2013), and Wayfinding Systems (2016).

Quality of Life

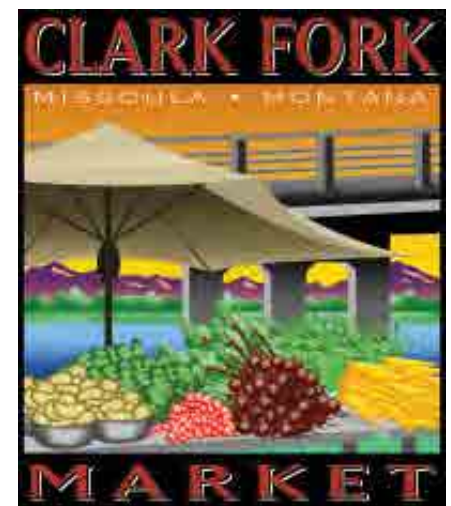
- *Recreation*: New Missoula Art Park (2017) and Silver Park (2015)
- *Arts*: Renovations to the Historic Wilma (2016) and Roxy Theater (2016)

Partnerships

Greater Downtown Missoula's investors, business owners, Redevelopment Agency, University, and government deserve credit for the City's success. So does the City's partnerships, many of whom have full-time staff, like the Downtown Missoula Partnership, Destination Missoula, The Missoula Economic Partnership, Arts Missoula, and Spark, to name a few. These organizations provide small business assistance, management assistance, technical assistance, and marketing and promotion for the Downtown.

Events

Missoula's events calendar is filled with festivals, celebrations, parades, fairs, amateur athletic events, markets, and pow wows for visitors and locals alike. Highlights include the Big Sky Documentary Film Festival, Garden City Brewfest, Western the International Wildlife Film Festival, the Missoula Marathon, Grizzly Football, River City Roots Festival, and Montana Book Festival.



Partnerships working to improve the Downtown

Economic Vital Signs

Employment History | From Trading Post to a Diverse Small City

Missoula's economy can be divided into several distinct eras:

Trading Post (1805 to 1866): The “hub of the five valleys” initially developed as a trading post for fur trappers. In the early 1800s a treaty signed by the Bitterroot, Salish, Pend d'Oreilles, and Kootenai tribes created the Flathead Indian Reservation and established peace. The valley then became part of a transportation route to the west for pack mule trains. Hellgate Trading Post was founded in 1860 while the state was still part of the Washington Territory.

Lumber Mills (1866 to 1883): By 1866 the settlement had moved east and renamed Missoula Mills, later shortened to Missoula. Saw mills opened to supply the railroad with railway and bridges. The small town provided supplies to western settlers traveling along the Mullan Road. Many of Downtown's historic buildings were built during this period. Architect A.J. Gibson designed many of Missoula's most recognizable buildings, including the Missoula County Courthouse and the University of Montana's Main Hall in the 1880s. In 1883 the Territorial Governor Benjamin F. Potts approved a charter for the Town of Missoula.

Mill Town (1883 to 1990): The arrival of the Northern Pacific Railway in 1883 brought rapid growth and benefited the local lumber industry. In 1893, the Montana Legislature chose the city as the site for the state's first university. The US Forest Service headquarters were founded here in 1908. However, by the 1990s, Missoula's lumber industry had gradually disappeared.

College Town with a Diversifying Economy (1990 to Today): Today, 70% of the City's economy is based on Services and Retail Trade. The largest employers are the University of Montana, Missoula County Public Schools, and Missoula's two hospitals. Most cities in the US also have economies based on Services and Retail Trade. In Missoula, a higher percentage of people are employed in government, agriculture, and manufacturing than other cities.



Native settlements



University of Montana campus (circa 1900)



Services and retail

People and Households

Population

Greater Downtown Missoula's residential population is **between 6,064 and 11,826 people** (measured using rings either .75 miles, or one mile from 352 Higgins Ave). This report uses the more conservative number.

Population: 6,064

A 6% increase from 2000 to 2018

464

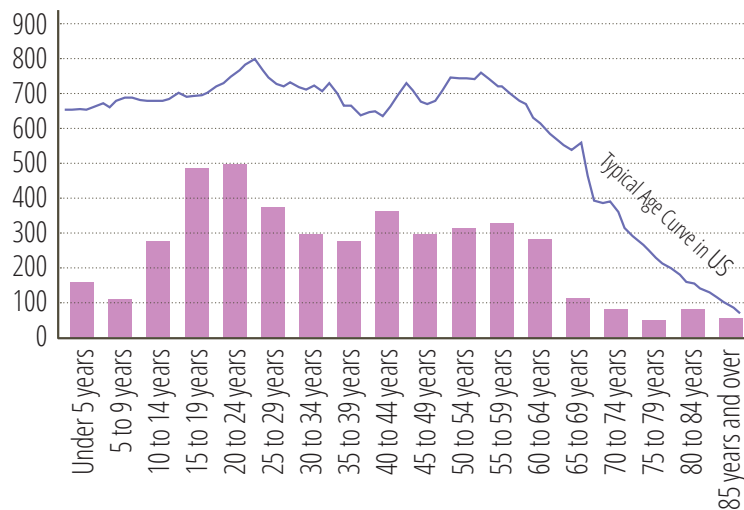
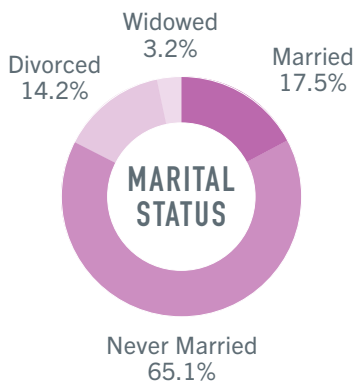
are children



485

are age 65+

Age

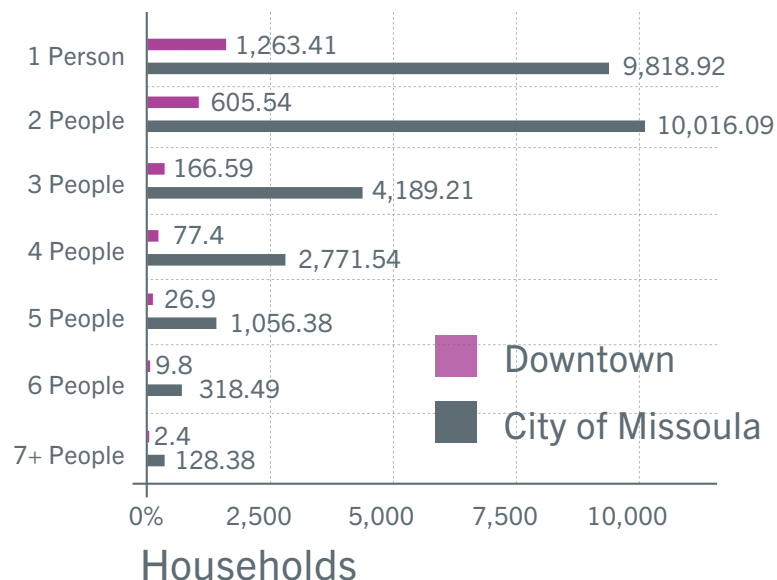


Greater Downtown Missoula's population is growing relatively quickly. The population is composed of more young people, and more single people, than most urban centers. This is common in urban centers that have a University and urban cores that have only begun to see revitalization.

Household Size

Greater Downtown Missoula's households tend to be smaller than that of the City of Missoula. This is to be expected in a city center in which so many residents are students.

Household Size



* Source: GIS Business Analyst, 2018
U.S. Census Bureau, Census 2010 Summary File 1.

Employment and Income

Employment

Greater Downtown Missoula has between 14,686 and 16,199 jobs and between 1,208 and 1,384 businesses.

The person per jobs ratio is 2.42 (there are 242 Employees per 100 Residents) meaning many people drive into the study area to work.

Health Services is the largest employer in Greater Downtown Missoula. Providence St. Patrick's Hospital employs over 1,600 employees and is located within the study area. The largest employer in the City of Missoula is the University of Montana with 3,600 employees, but it is located outside of the study area.

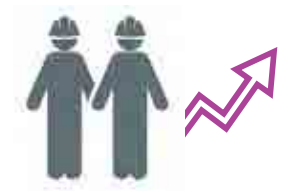
Public Administration includes the City of Missoula, Missoula County and administrative offices for the public schools. In Greater Downtown Missoula there are 139 Retail Trade businesses and 79 Food and Drink establishments.

Income

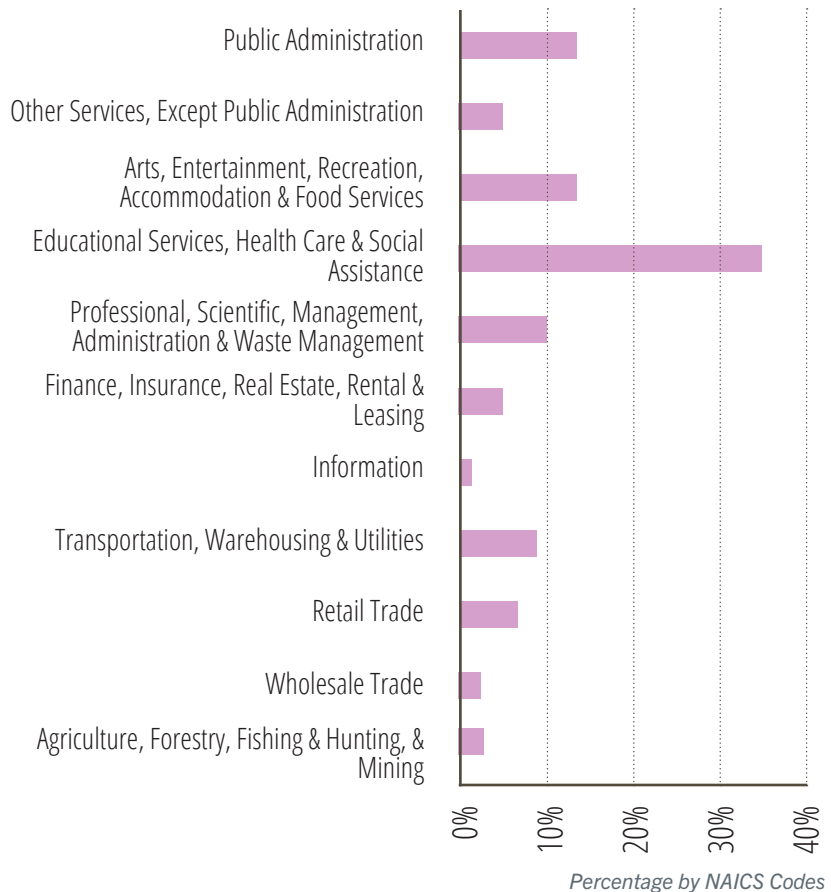
The Median Household Income in Greater Downtown Missoula is lower than in the surrounding City, however, this is common in cities which have a residential population composed largely of students and retirees. Many residents have relatively low incomes, however, there are an increasing number of residents with high household income. As the Downtown population increases and the kinds of people broaden this number will rise.

Jobs: 14,686

A 3% increase from 2000 to 2018



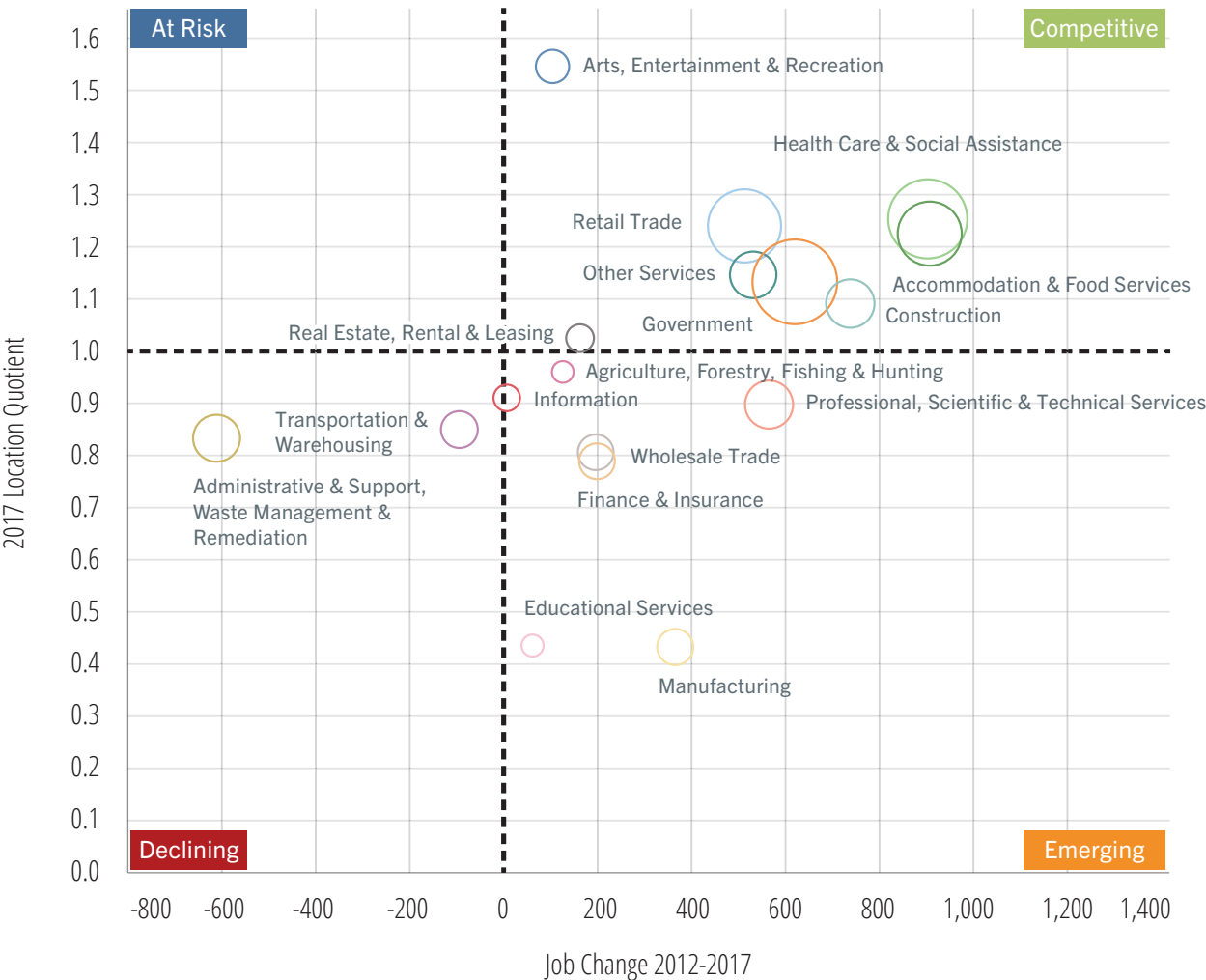
Percentage of Employment by Industry



Source: GIS Business Analyst, 2018
ESRI Business Census Report, U.S. Census

Industry Specialization and Growth in 2017

Industries with Employment of Approximately 500 and Above in 2017



Description:

- Accommodation & Food Services
- Administrative & Support, Waste Management & Remediation
- Agriculture, Forestry, Fishing & Hunting
- Arts, Entertainment & Recreation
- Construction
- Educational Services
- Finance & Insurance
- Government
- Health Care & Social Assistance
- Information
- Manufacturing
- Other Services
- Professional, Scientific & Technical Services
- Real Estate, Rental & Leasing
- Retail Trade
- Transportation & Warehousing
- Wholesale Trade

Size of bubble relative to 2017 jobs

Source: EMSI, Garner Economics

Current Business Climate

Financial Development

Missoula continues to experience new development opportunities, evident through the many construction projects in throughout the Greater Downtown area. The increase in labor income continues to lead Missoula's economic boost.

Largest industries in Missoula associated with income growth in 2015, 2016 & 2017:

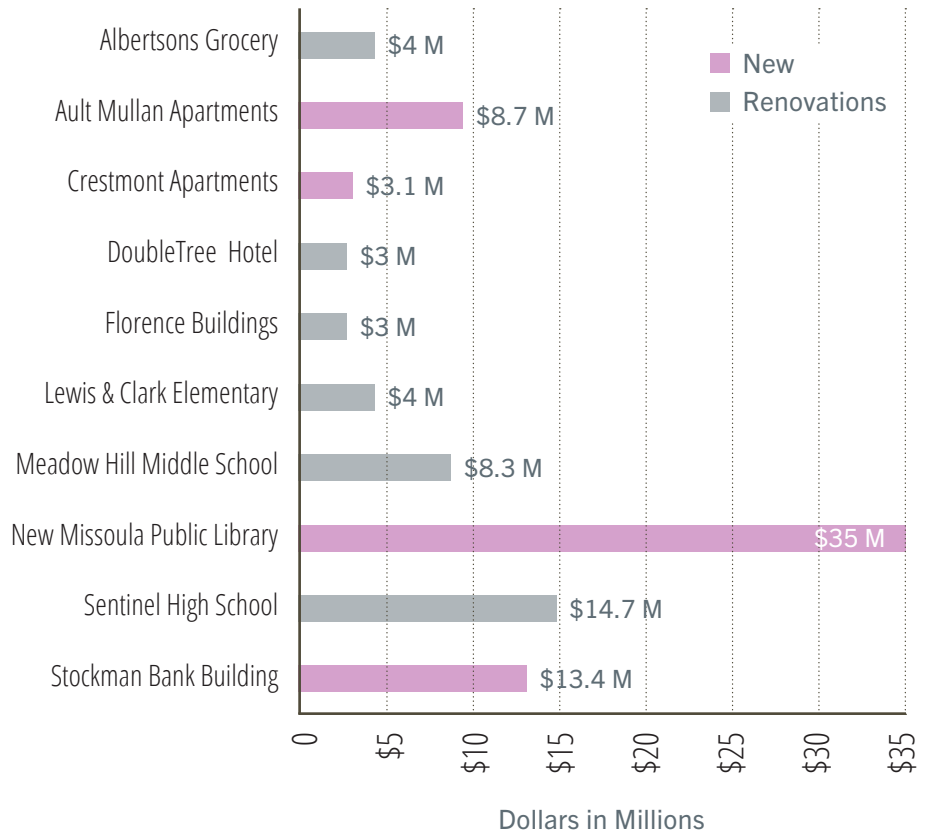


Total Market Value of construction: \$223.6 M



Significant investments are being made

New & Renovation Projects in Missoula



Basic Labor Income Increased by \$145M

Between 2012 & 2017, with about \$17 million of the total increase coming from the state government

\$21 Million

Labor income from 2012 to 2017

Due to the wood industry & products

\$27 Million

Labor income from 2012 to 2017

Due to retail and wholesales trade

Source: Bureau of Business and Economic Research at the University of Montana

Housing Affordability

Housing Sales and Costs

The City's population grew by 5.8% between 2010 and 2015. The total number of home sales hit a historic high from 2007 to 2017 with 1,543 sales in the Missoula Urban Area.

At the same time, nearly half (47%) of the City of Missoula households are considered "low income" by federal standards (compared to 35% nationally). The average family can't afford the average home.

To be able to afford the 2017 median sales price home at \$268,250, the average family would need an income of \$70,000 a year and the median household income in the City of Missoula was \$41,968 a year in 2018 and the median household income in the Downtown Area was \$31,587.

As a general rule, you want to spend no more than 30% of your monthly gross income on housing and housing-related taxes and insurances. A home worth \$268,250 is likely to cost \$1,750 as a total monthly payment. This would be 50% of monthly gross income. When the average household in Missoula buys the average house they will be cost-burdened.

Home Sales: 1,543

Between 2007 and 2017 in the City of Missoula. A **12%** increase from 1997 to 2007



154 sales

Roughly per year
In the City of Missoula

73 units

Roughly per year
Were in Downtown

Median Household Income Needed to Afford the Average Home in Missoula:

\$70,000

City Median Household Income: \$41,988

29% less than the US Median HH Income
50% of income necessary to afford the average home

Downtown Median Household Income: \$31,587

25% less than the City of Missoula Median HH Income
65% of income necessary to afford the average home

18%

Greater Downtown Residents
Earn Less Than \$25,000
a year

22

Greater Downtown Households
Earn More Than
\$300,000 a year

*Source: MAKING MISSOULA HOME
A Path to Attainable Housing (2018)*

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 600 rooms

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 600 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



Build the “Right Kind” of Tourism

Tourism comes in many forms. Tourism development can help retain, enhance, and attract jobs while adding to the local quality of life. Missoulians are generally a well-traveled group and they often make a distinction between the “right kind of tourism” and the “wrong kind of tourism.”

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.

The flip side of the coin, however, is that tourism employment can mean jobs that are vulnerable to market conditions. Tourism profits are often sent out-of-state when corporations are headquartered elsewhere and they feel little local responsibility. However, any effort to diversify Missoula’s economy must involve increased tourism. A diversified economy is essential to become more resilient to the physical, social, and economic challenges in the future.

The Right Kind of Tourism

The City of Missoula already invests in tourism development. Destination Missoula, the tourism marketing agency, does an excellent job promoting tourism, developing effective methods of attracting and hosting conventions and events, and educating the local community of the significance of tourism as an economic driver. The “There’s a Place” campaign has extensive reach and presents Missoula’s understated authenticity in a way that attracts the right kind of attention.

For cities like Missoula without exportable goods or resources but with natural and man-made assets, tourism represents a viable basis for economic growth, diversification and competitive advantage.

Culture and historical assets can be introduced to a wider audience, who in turn, tell others about their experiences and begin a process of developing positive economic feedback loops.



The “Right 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 dependent on tourists
- Doesn’t exasperate inequity by raising prices (especially housing prices)

Tourism provides opportunities for income growth without advanced educational qualifications, whether as tour guides, craft makers or employees in tourism establishments. While college level jobs do exist in such an economy, there is also a wide existence of jobs that do not require a college degree. Because tourism employment is often in small businesses with local ownership, it provides local economies with a versatile self-employment option both directly working with tourism and indirectly through servicing tourism businesses.

In an ideal version of this strategy, the vast majority of the economic benefits are positive, remain local, provide meaningful employment, and ownership opportunities to area residents, families and young people who choose to remain in place. A dynamic economic niche grows and expands, providing additional demand for business support services along with its growth.

This section discusses the application of the tourism development approach to economic development for Greater Downtown Missoula. “Building the Base for the Right Kind of Tourism” provides recommendations around foundational issues that allow broad-based economic development to occur. “Expanding Experiences” provides recommendations that help to create the demand drivers for the area. Finally, “Financial Support and Incentives” provides recommendations for securing capital to support the plan.



Building the Base for the “Right Kind” of Tourism

The Downtown Should **Advocate** for the Tourism it Wants to See

Establish a Downtown Tourism Working Group

Use an inclusive, public approach in designing tourism strategies and goals. Because economic development involves numerous people with different goals, time lines, and concerns, a working group that approximately reflects the broad range of interests in the outcome is an essential first step towards coordinating and prioritizing activities and resources to improve Downtown Missoula’s tourism economy.

The Downtown Tourism Working Group can help steer the creation of appropriate tourism. One of the first questions the working group should ask is, “Can Missoula supply visitors with enough of a diversity of experiences and possibilities to keep them from wandering elsewhere for a week? Two weeks?” “After someone’s first trip to Missoula, is there enough to bring rookies and veterans, from Montana and abroad back for another visit?” Ask the locals. Only they will know.

Create a Tourism-led Economic Development Vision

The Downtown Tourism Working Group could, as a first action, create a Tourism Vision for the Greater Downtown to create a common touchstone that motivates action. The vision should be a stretch to achieve, and should inspire the community to achieve it. The best travel experiences remove people from what is comfortable and safe and provide experiences that broaden their horizons and enrich them in ways both superficial and profound.

Coordinate Existing Studies & Players

There are motivated non-profit organizations working in the Downtown area now who have the manpower and even in some cases, capital. Understanding the groups who are active and whose goals could easily support the Downtown’s tourism economic development is important. To the extent that they participate in the Downtown Tourism Working Group as well, their coordination can be a relatively simple matter of communication back and forth on goals, timing, focus areas and similar aspects of mutual interest.



Case Study: Chicago Architecture Tour Maps

There's a lot to see and do in Chicago. A tourist who visits Chicago for its architecture is a tourist coming for the right reasons. A Downtown Trails map helps them navigate the city to explore the specific niche that brought them to the City in the first place.



Work with a Tourism Working Group and the public to allow them to tell you what they want to promote in the Downtown.

Undertake a Structured Tourism Analysis Around the Concept of “Downtown Trails”

Anyone who has skied the Alps of Europe knows that the Rockies are every bit as majestic. But what about Missoula’s man-made environment? Can the joys of the small villages and cities in Europe be found in Greater Downtown Missoula? What trails would one take Downtown that would make them take a break for photo, smell the flowers of one of the MDA’s black metal flower baskets, listen to or even play one of the donated pianos that were painted by local artists, gaze at the white lights of the pedestrian bridges, or stop to investigate a handmade sign? What is the Downtown Trail that a person would take?

Tourism encompasses a wide breadth of economic activities. On the demand side (the visitors), there are a number of niche markets that may find (or already find) the Downtown an attractive place to visit.

Destination Missoula’s website describes day trips to the valleys and parks and helping design niche trips based on niche markets using their “25 Things to Do” lists with kids, with dogs, and in the winter.

However, 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. In these urban trail examples, there are city businesses (supply side) that could be developed to serve the visitors’ needs along a wide range of price points.

Whether it be lodging, food, entertainment, or art, the Downtown Trails would have multiple options all along their lengths. Together, the supply and demand sides of the tourism economy, along with their supporting services, policy, and labor environment can be conceptualized as a small cluster.

The tourism clusters strategies built around the concept of Downtown Trails would identify and quantify the potential demand segments, help to formulate a supply side approach for hotels and supporting retail services, and provide ideas about other potential Downtown Trails that could be later refined as the area’s tourism economy develops. Missoula’s Downtown is multi-faceted, and could provide a different focus to the visitor, whether they are looking for farm-to-table, handicrafts and art, living culture, or some other element.

Invest in Tourism Infrastructure

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 Downtown Tourism Working Group should consider embracing the local native culture including:

- Signs in English and Salish Kootenai (like one finds on the Flathead Reservation),
- Historical Markers about indigenous people and events (as is done for Lewis and Clark),
- A public statue of a native person from history, and
- A cultural festival like the City's GermanFest festival.

The important thing is to proceed with care and to be inclusive and culturally sensitive.

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.

Align Marketing Messaging

Because the City of Missoula, the Downtown Partnership, and the State are each conducting marketing activities with different geographical focus areas, target markets, budgets and media channels, an alignment of messaging and targeting may help to ensure that marketing outreach is optimized.

Because the most expensive element in the marketing funnel is awareness building, a cohesive message across multiple channels will help to bring the Downtown's tourism offerings to the front of someone's of mind for potential visitors when those elements are aligned.

The Montana Office of Tourism and Business Development leads nation-wide advertising campaigns. In 2007, the Montana Office of Tourism and Business Development facilitated a statewide initiative to unify, under a single brand, the diverse collective of organizations working to market Montana. This led to the three pillars of the Montana Brand. Both Destination Missoula and the State of Montana respectfully have messages that feature "unspoiled," "charm," "relaxing," and "spectacular."

The Montana Office of Tourism and Business describes the three pillars of the Montana Brand:

1. More spectacular, unspoiled nature than anywhere else in the lower 48.
2. Vibrant and charming small towns that serve as gateways to our natural wonders.
3. Breathtaking experiences by day, and relaxing hospitality at night.

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."



Happy to be in Downtown Missoula.

Establish a Data Collection Framework

In practical terms, managers and policy makers in tourism destination cannot make good decisions over the long term about investments and experience offerings without reliable data about who is visiting and why. For this reason, information sharing policies and a framework for information to be collected should be created. Information collection should respect visitor privacy while also allowing the City, County, and business owners to understand visitation patterns.

Downtown Tourism Working Group

- Create Joint Vision
- Structured Tourism Analysis
- Collaborate with Existing Groups

Topics to Explore

- Data
- Opportunities
- Incentives

Niche Clusters

Tourism involves every part of the local economy and tourism policy should facilitate linkages across all sectors of the economy. Hotels, restaurants, cafés, and attractions are just one part of a tourism policy focus. Agricultural businesses, food processors, manufacturers, artisans, artists, distributors, transportation and travel agents are all part of the wider economy as well.

Linkages can be strengthened initially through marketing and coordination support by policy makers, trade shows, locally hosted events and training sessions. **Over time, more attention can be given to structural challenges that hinder competitiveness**, such as innovating within a given economic niche, preserving cultural resources while facilitating integration into the flow of tourists, and maintaining or achieving business sufficiency for small scale producers.

Looking at an example of an abstract tourism market at a macro level can help to highlight how the economic linkages work in practice. The first element to notice is that there is a chicken-and-egg issue regarding destination investments and tourism flows.

Investors typically want to see established visitor flows of sufficient size that new investments have a reasonable chance at not only repaying their cost, but also of providing a financial return to the owner. Visitors tend to want to visit places with enough things to see and do to justify the time and money spent on the trip. When historical and culture assets exist in a location and visitors exist, then the essential elements of a tourism economy are in place and can be developed.

Tourism assets must cross-promote their services in other tourism establishments with restaurants or hotels advertising in one another's businesses for example. Each tourism asset will also be supported by direct suppliers and business support services. In the restaurant world, the providers of linens, wholesale food, cutlery, and glasses all provide direct supplier services to the business that serves the tourists. The business support services are the accounting, marketing and specialists who provided limited specialized knowledge to the restaurant's owners and managers.

Local Ownership and the Tourism Market

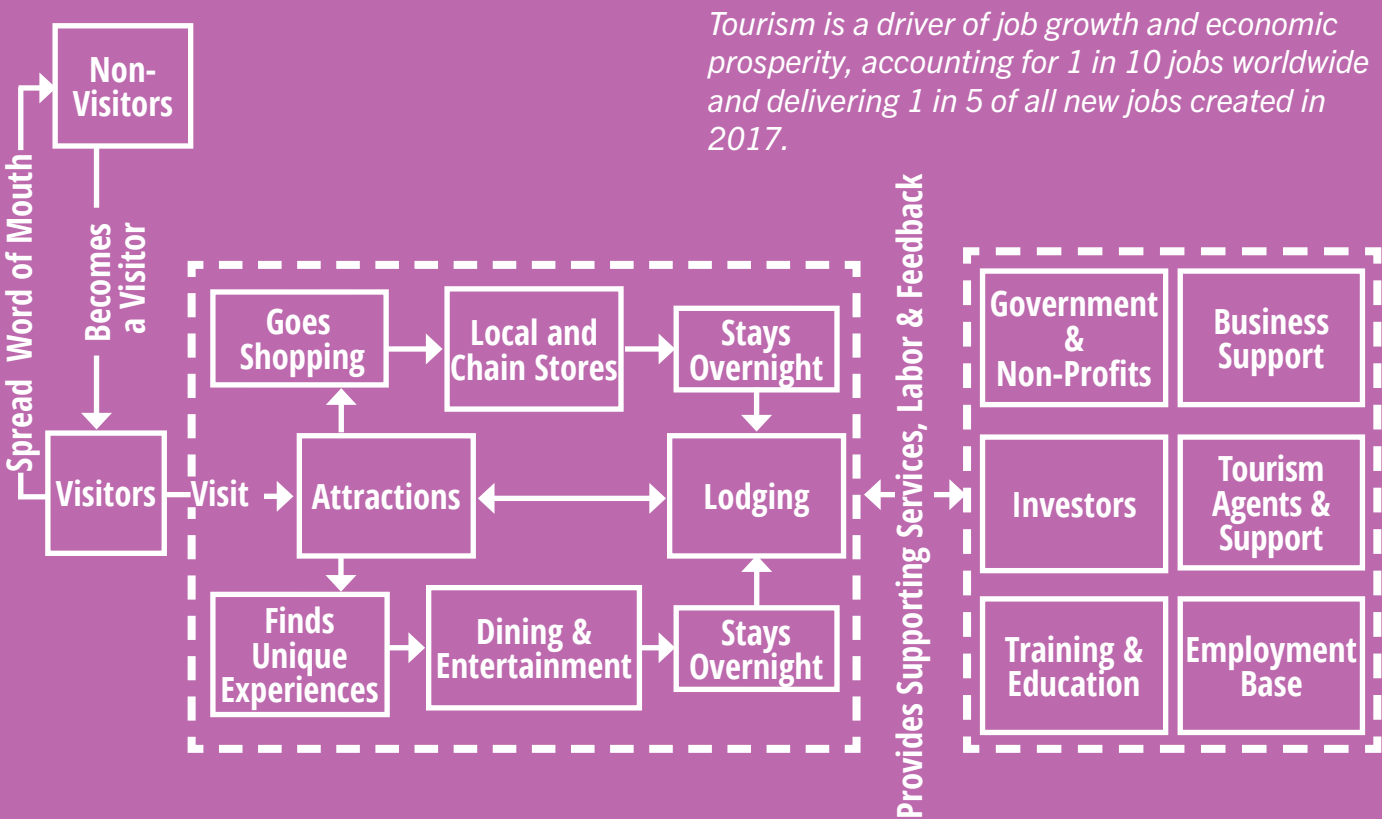
One goal of a Downtown Tourism Working Group could be to identify every element of the cluster and assess to what degree it is locally-owned or controlled. This approach is not anti-business, in fact, it is pro-business because it helps ensure authentic experiences and Missoula will need to offer authentic experiences in order to compete.

When visitors are looking for locally-owned they notice that:

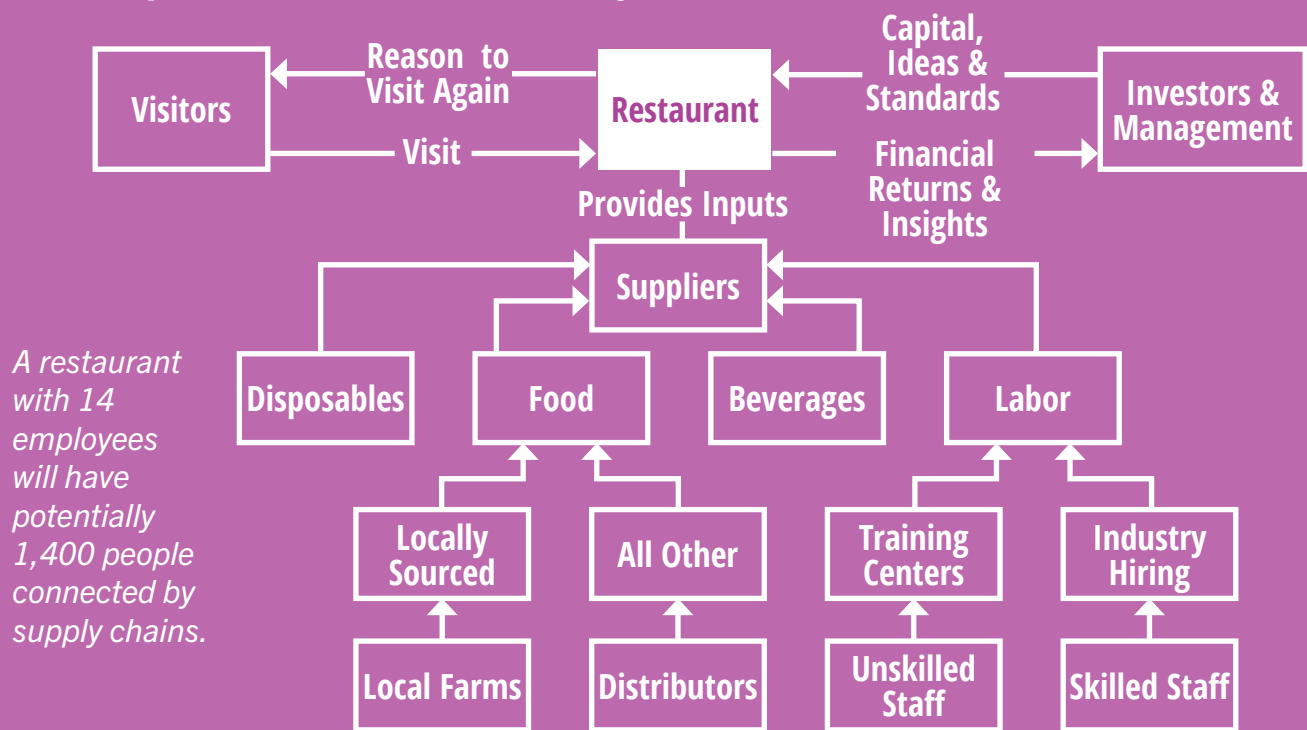
1. The majority of the City's wealth of pubs, restaurants, breweries, cafés, and galleries are locally-owned,
2. The best views of hardwood trees turning crimson and gold are free from the City and State's bridges,
3. The Dragon Hollow Playground was built by local hands,
4. The SpectrUM Discovery Center is owned and managed by the University of Montana. The best sledding hill is on UM's Golf Course and the best day hike in the summer is up Mount Sentinel, and
5. Tubing and surfing the river involve rentals from locally-owned establishments.

How could more of the distributors, suppliers, artists, and manufacturers to the lodging industry, Downtown attractions, dining and entertainment venues, become more locally-owned and products more locally sourced?

Linkages in the Tourism Market



An Example of a Restaurant's Linkages



Tourism and Local Quality of Life

During the charrette, Missoulians talked about places that were the victim of their own success in attracting tourists. In many Colorado towns nature itself feels like just one more good being packaged in a way so that it can be mass-consumed. Noise, litter, traffic, and high prices are too much a part of the experience of nature.

However, at this time Missoulians recognize that tourism still benefits locals more than it hinders them. Tourism is a large reason that the city has the kind of world class museums that smaller rural towns do not. The same goes from everything from great restaurants, fashion shops, festivals, events, and obscure shops that cater to the small number of people with an interest in what ever it may be.

The drawback is crowds at certain times of the year, but for most, this hassle is a preferable to the dead main streets of lonely rural towns. As with most issues, tourism is not in itself the problem. It is the lack of sensible robust policies and planning to deal with the increase in tourism. There are ecologically and socially viable ways of letting people see their world. Local ownership of tourism infrastructure is key.

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 them doing what they are good at, hear their story, be part of it, and support their vision.

A locally owned shop is more likely to express a unique vision and is less likely to adopt whatever uniform aesthetic is currently in vogue. When not trend-setting, small businesses can more easily adapt to changing trends. The best places never change.

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 economic ups and downs. 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 the commitment to the city and each other that locals express.

People who own their own businesses have the ability (in some cases) to actually balance work and life. Any humane economic development strategy will focus on increasing the rates of local ownership of small businesses and the tourism sector provides numerous opportunities for independently-owned small businesses.

In economic terms, we also tend to think too much of production, and too little of consumption. The consumption of goods and experiences like fine dining, concert events, museum exhibitions, and so on, drive the tourism economy. Most small business owners work extremely hard, harder than most wage earners, however many others create enough



"M" for UM and Missoula



UM Main Hall is the centerpiece of the campus



Engine 1356

leisure time for themselves to be “tourists at home,” and participate in local arts and culture as well as lend their voice and time to local government.

The pleasures of urban populations have become mainly passive: seeing movies, watching sports, listening to news, and so on. This results from the fact that their active energies are fully taken up with work; if they had more leisure, they would again enjoy pleasures in which they took an active part. In a local economy in which more people are their own bosses, and less people are compelled to work long hours, every person with cultural or natural curiosity would be able to indulge it, people would have more time to learn to eat right and stay fit, all variety of new voices would be added to local literature, and every painter would be able to paint without starving.

During the charrette the team talked to business owners who, while not rich, have time to train for marathons, are the primary caregivers for kids who will never know daycare, make dinner for the family every night, found the time to teach themselves another language, were able to work out the entire genealogy of their family, have leadership positions in churches, are perfecting their poetry, have a garage dedicated to sports equipment or a collection, or are working to restore vintage cars. Endeavoring to increase the number of Missoulians participating in this segment of society is in keeping with local culture and should be the goal of any thoughtful economic development strategy.

Local Tourism (Tourism for Locals)

The most rewarding tourism development is the kind that lets locals travel to the city they live in and see it as a kind of foreign land. The MDA’s Unseen Missoula tour program is a good example of this. Establishments like Dragon Hollow Playground, and the Downtown Markets and the various Downtown events are the kind of attractions that should be identified, enhanced, and protected. These kind of places allow Missoulians to rediscover their backyard while at the same time retaining, expanding, and attracting new investment.



Lolo Peak



St. Francis Xavier's Church



UM's Grizzly Statue

Expand Experiences

The Downtown Should **Invent** the Tourism it Wants to See

Since there is an existing tourism flow into Greater Downtown Missoula, those people provide the most immediate path forward for economic development. To the extent that these visitors can find a reason to spend more time in the area, then additional demand will grow for goods and services.

Enhance Existing Experiences

The first step of the tourism development approach requires understanding what exists in the area via an inventory of assets along with proper categorization among tourism niches, basic information about each one, and its historical significance.

Once documented, a set of categorizations should be completed to establish priorities. For example, assets with low tourist visitation flow currently, but with high visitation potential could be treated in one group, while those with low visitation and low potential could be evaluated at a later stage.

For assets with high potential, the Downtown may consider creating a common evaluation form that takes into account signage, other retail offerings, historical interpretation, comfortable walking and sitting areas to provide grades for each asset to create a priority list of improvements as a starting point.

Prioritize New Tourism Attractions and Tourism Infrastructure Near Existing Assets

With tourists in Missoula already, the primary economic development challenge is how to best provide opportunities to them to remain in the area to explore, eat, drink, relax and shop within a 10 minutes' walk of the center of the Downtown. Ideally, new attractions provide differentiated offerings that are not easily replicated and combine to enhance the area's character.

An interesting local example (if one must look outside of Missoula for inspiration) that could be kept in mind for this effort is in Whitefish, MT, particularly the Depot Park. In that one place, visitors can walk from the Whitefish Farmer's Market to the Historic Stumptown Museum (in the depot), to the O'Shaughnessy Cultural Arts Center (which is relatively new), to the Community Library (which is new), to shops and restaurants, or simply to people watch around the square.

The goal of adding to the existing asset base is to incrementally build on what people are already visiting. The City of Whitefish has begun a Master Plan process funded by tax increment finance funds to reconstruct the streets around Depot Park to improve access, and add a bicycle and pedestrian path. Similarly, this plan places a focus on Caras Park as a center of the City and recommends new experiences and connections.

Eating and Drinking

Restaurants and cafés provide opportunities to not only sample local cuisine and partake in local culture, but also to watch the world go by and build a relationship with the area that leads to word of mouth recommendations to others who have yet to visit the area.

Shopping

Retail experiences range from simple handicrafts and mementos to fine art, antiques and boutiques. What should tie the offerings together is some reflection of local culture, design, history or interpretation of established handicrafts.

Public Art and Performances

Art in the public space encompasses a myriad of physical forms. For the purposes of economic development, art should help to establish the place being visited as different from other places, not international styles that could be seen in any big city around the world. Instead, particularly if public funds are used for any art purchases or installations, local matters from the artists to the designs and to the techniques in which the art is created.

Public art typically does not generate a large numbers of jobs, but it does create differentiation – and differentiation in economic development leads to long term competitive advantage that other areas cannot copy easily. Such competitive advantages help to answer the question: “Why visit Downtown Missoula and not some other place?”

Performances, particularly those that occur in public spaces, provide a social, convivial atmosphere that brings new people to the area and helps to reinforce the habit of going Downtown for relaxation and entertainment in addition to heritage tourism.

Ski Facilities

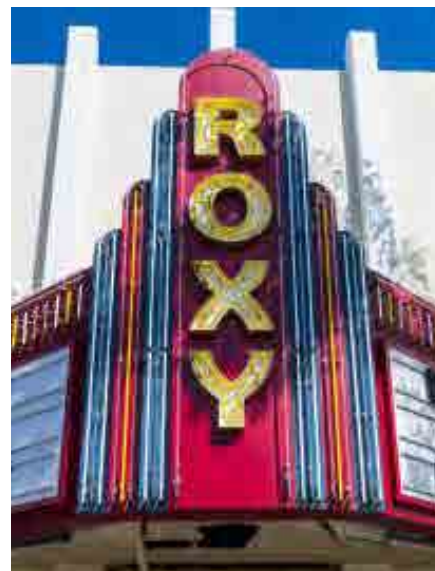
There are many quality ski resorts close to Missoula including the Snowbowl, Discovery Ski Area, Lost Trail Powder Mountain, and Blacktail Mountain Ski Area. Missoula lacks a Vail-type amenity. Nearly all residents consider that a good thing. Massive resorts lead to an overreliance on tourism at the expense of a more diverse and resilient local economy.

Museums

Missoula is the cultural hub of the state, with excellent music, theater and cinema. The Missoula Art Museum and the various galleries attest to that. The University of Montana is host to a vast art collection which are 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 more assets than they can currently display.

Whitewater Facilities

The installed “waves” on the Clark Fork River provides thrills for surfers, kayakers, and summer floaters.



Roxy Theater



Brennan's Wave



Engine 1356

Financial Support and Incentives

The Downtown Should **Nurture** the Tourism it Wants to See

Investments in economic development, particularly those that require new physical development in infrastructure and real estate, are an important component of creating a supportive framework of public sector assistance to private enterprises for wider economic growth.

Downtown events, for instance, add significantly to the quality of life and are highly incentivized locally. However, programming regular events can be expensive and require dedicated staff to coordinate efforts among the different stakeholder groups. While some events may become very profitable, others may never break even, even though they enhance the area's competitive differentiation, and indirectly contribute to its tourism appeal. Priorities need to be set and regularly managed. Those projects with strong potential to kickstart wider economic development (to be "catalytic") should be considered for public investment.

Incentives, therefore, are a critical part of supporting the development momentum of tourism experiences and should be regularly reviewed for appropriateness, usage, effectiveness and public purpose. Incentives should be used at the margin to provide financial feasibility to objectives that may take time to achieve on their own or that, like beautification initiatives, may be valued more highly by the public sector.

Downtown Tourism Working Group and Incentives

Because incentives can leverage funding sources from different groups for different purposes, and because stakeholder feedback can improve the usage of such funding sources, the Downtown Tourism Working Group should review incentives being offered, keeping in mind that many of the incentives available to investors in the Downtown are also offered statewide. Is the Downtown making use of existing incentives? Creating new incentives that are only offered locally and fit stakeholder interests helps to reinforce the area's competitiveness.

Create Incentives Strategy and Incentives Prioritization Framework

As with all efforts that involve trade-offs, complex linkages, data collection and resource allocation, the City should develop a strategy for incentives. A good incentives strategy would include goals and targets for the incentives, challenges for the incentives to overcome, estimates of spending needed to overcome each challenge, an overview of co-funding sources and their targets and interests, a marketing approach that describes channels and messaging, as well as measurement and refinement approaches and schedules.

Importantly, the strategy should include a framework for prioritization of spending. Since money and resources to evaluate and screen all potential recipients of incentives are limited, having a framework in place that scores along defined measures both reduces misallocation of scarce resources, but also provides the basis for later scoring of incentives effectiveness, which can be shared with policy makers and the incentives working group for refinement.

Refine the Incentives Target Areas

The City should prioritize the Downtown. This focus area can later be expanded to areas outside of this core zone. The goal here is not to starve areas outside of the core of resources, but to maximize the impact of public dollars, particularly for very specific grants, such as façade improvements. Having target areas within the Downtown would not eliminate funding projects outside of those areas, but it would force a justification of using public money outside of the core (where its impact is likely to be highest).

Establish Outreach to Potential Grant & Funding Sources

Non-profit groups, family offices, for-profit businesses and government sources each offer distinct avenues for funding Downtown initiatives. The City should begin a general list of both funding needs and potential sources, make initial contacts to the funding sources, potentially even arranging tours of the area to stimulate interest.

Leverage Existing Funding Sources

The newly launched and highly anticipated Opportunity Zone Funds are only now getting guidance from the Department of Treasury on their use. They would allow highly favorable tax treatment of investments in any geographical area designated as an Opportunity Zone. Only a small section of the Greater Downtown Area fits that designation, but Opportunity Fund investment there would have the potential to stimulate wider development in the area.

Lobby for a “Tourism Tax” (aka a Resort Tax for Missoula)

Resort taxes help offset local externalities or additional costs caused by tourism. Resort taxes create a funding source for some communities and resort areas to finance a variety of services. They are collected in certain Montana communities and areas that meet specific population and economic conditions.

The fundamental idea behind resort taxes is to allow places with high numbers of visitors, but relatively few residents, to manage the wear-and-tear on local infrastructure without overburdening local citizens.

The resort tax is a sales tax that applies to:

- Hotels, motels, and other lodging or camping facilities;
- Restaurants, fast food stores, and other food service establishments;
- Taverns, bars, night clubs, lounges, or other public establishments that serve alcohol; and
- Destination ski resorts or other destination recreational facilities.

Before collecting resort tax revenue, the Montana Department of Commerce must first designate a community (incorporated) or area (unincorporated) as a resort community or area.

Currently before declaring a resort area, the Montana Department of Commerce certifies that the population is below 5,500 for an incorporated town, or 2,500 for an unincorporated area. The major portion of an area’s economy is based on tourism.

Project Funding and Incentives

Montana, Missoula County and the City of Missoula offer an array of incentives to attract business investment and nurture growth.

City & County Programs

- Tax Increment Financing Districts
- Community Development Block Grant Program

State & Federal Programs

- New Markets Tax Credits
- Big Sky Development Trust Fund
- FundingMT
- Governor’s Discretionary Workforce Investment Act Funds
- Microbusiness Finance Program
- Missoula Job Service On-the-Job Training
- Montana Board of Investments Loan Programs
- Montana Board of Research and Commercialization Technology
- Montana Technology Innovation Partnership
- Primary Sector Workforce Training Grants
- Rural Development Business and Industry Loans
- Rural Energy for America Program Guaranteed Loan and Grant
- Small Business Administration Loans

www.missoulapartnership.com

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 2013²

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.



What is Missoula Doing to attract tech jobs?

A lot actually...

In 2014, the Montana High Tech Business Alliance was launched as a nonpartisan statewide association to help high-tech companies create jobs in Montana. The high-tech industry in Montana is growing nearly nine times the rate of the overall Montana economy with wages twice the median wage. The University of Montana Bureau of Business and Economic Research (BBER) surveys have found for five years running that Montana's quality of life is a significant advantage to working in the state. The BBER study also found that hiring skilled technology workers and finding capital are the largest impediments to faster growth. Missoula has potential to add more highly-skilled workers for high-tech jobs through partnerships with the University of Montana and Missoula College.

The Montana Technology Enterprise Center (MonTEC) is a business incubator, "that is building a community of high growth enterprises" in Missoula. As a business incubator, MonTEC provides an environment that fosters connections between people in technology start-ups and links them with support services to help their venture succeed. MonTEC provides the low cost space and functionality needed by high-tech and green-tech startups. This includes fast, 1GB internet access, shared office and conference space, connections to seed funding and talented workers, and business mentoring. Start-ups at MonTEC employ around 100 people and cover a broad range of fields, including life sciences, software, and digital media. Highlighting the success of MonTEC at the local and national level is its recent contract awards for "innovation cluster development" (places where similar businesses can collaborate) from the U.S. Small Business Administration. As one of only seven entities across the country to receive this award, the initiative will assist in developing the talent necessary to grow the bioscience industry in Missoula.

As businesses at MonTEC grow and mature, they require spaces to relocate to in order to continue to expand and succeed. Missoula needs to create the environment for these businesses to remain in the City. Missoula will need to retain its high quality

of life, offer work spaces for incubator businesses to expand into, ensure an adequate supply of housing, and nurture a talented workforce to support the needs of the high and green tech businesses. Accelerate Montana and the University of Montana are helping to fulfill these needs.

Accelerate Montana helps Montana businesses at all stages succeed, from starting up to global expansion, by linking businesses to opportunities across the city, state and world. The University of Montana is creating an Innovation Campus to, "blur the lines between the university and the city" and create high-paying stable jobs for Missoulians. The Innovation Campus would build upon the biotech and ecology strengths of the University and connect with MonTEC, Blackfoot's proposed technology campus on the off West Broadway, and the Riverfront Triangle/Providence St. Patrick Hospital to form a "high-tech" innovation corridor across Downtown Missoula. This would help integrate the University with Downtown and address many of the challenges of retaining and growing high and green-tech business in the City, primarily the needed space and talented workforce. The proposed Innovation Corridor highlights the partnerships moving the high-tech and green tech industry forward in Missoula, including, the Downtown Partnership, University of Montana, MonTEC, Montana Biosciences Alliance, Montana World Trade Center, Accelerate Montana, Blackfoot, and others.



University of Missoula

The Pittsburgh Case Study

One of the best examples of a city reinventing its economy to transition from an industrial base to a post-industrial one is Pittsburgh. While once known for its industry and steel mills, an image still ingrained with the name of its NFL team, the Steelers, it is now known as a center for high-tech innovation, thanks largely to the partnerships between the City and its universities.

In the early 20th Century, Pittsburgh's economy was dominated by the steel industry. Following the collapse of the steel industry and the general decline of manufacturing, Pittsburgh and many other cities in the region were facing an uncertain future. "Deindustrialization in Pittsburgh was a protracted and painful experience. Yet it set the stage for an economy that is the envy of many recession-plagued communities." However, Pittsburgh was able to transition to a strong, more diversified economy in the years since based on higher education, health care, and technology. Doing this required investment by the City and partnership with Carnegie Mellon University.

Pittsburgh focused on place-making, using its investments to create a vibrant downtown. The riverfront was reimagined from the location of heavy industry, ignored by the City, to public spaces and an amenity for residents and visitors. Investments in a robust Bus Rapid Transit (BRT) and the City's walkable neighborhoods has helped create a high quality-of-life which has attracted new businesses and employees. Carnegie Mellon University has been a vital asset in the City's transformation. The University is developing an innovation corridor with labs, offices, lodging, retail, and dining to attract corporate partnerships for research, teaching, and employment with students and faculty.

The University's Collaborative Innovation Center furthers corporate ties and cooperation between the University and high-tech business in the City. Built by the Regional Industrial Development Corporation, the downtown Pittsburgh-based industrial development nonprofit, on land leased from the University, it was originally envisioned as a place for technology companies interested in working with the university. The Center has attracted top tech companies, the location of the first offices of Google, Apple, and the Walt Disney Co. in Pittsburgh. The Center has since been purchased by the University as part of a pre-arranged deal.

There are many parallels between Missoula and Pittsburgh. Both towns are located in mountainous regions, have once-neglected river frontages, and are transitioning from a resource and manufacturing based economy to one based on technology, higher education, and tourism. The development of a high-tech and green-tech economy is dependent on creating and maintaining a high quality of life, which Missoula is doing, to attract talented workers. The University of Montana and local partners' Innovation Campus and Corridor look to build upon the current strengths of the City, University and local businesses, closely paralleling the successful strategy followed in Pittsburgh. Missoula is well on its way to becoming a hub for high and green-tech.



Carnegie Mellon in Pittsburgh

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 a 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)



First Public Library (1894)

- 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 MT 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 R's and a private tour of the Montgomery Distillery.

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.

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 7:00 PM. Award recipients include Stan Cabon, Jim Azzara, Heritage Timber, the Rezy, Western Cider and the Lincoln Schoolhouse. Light fare and beverages provided.

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 Sprinkack Road.

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

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:

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

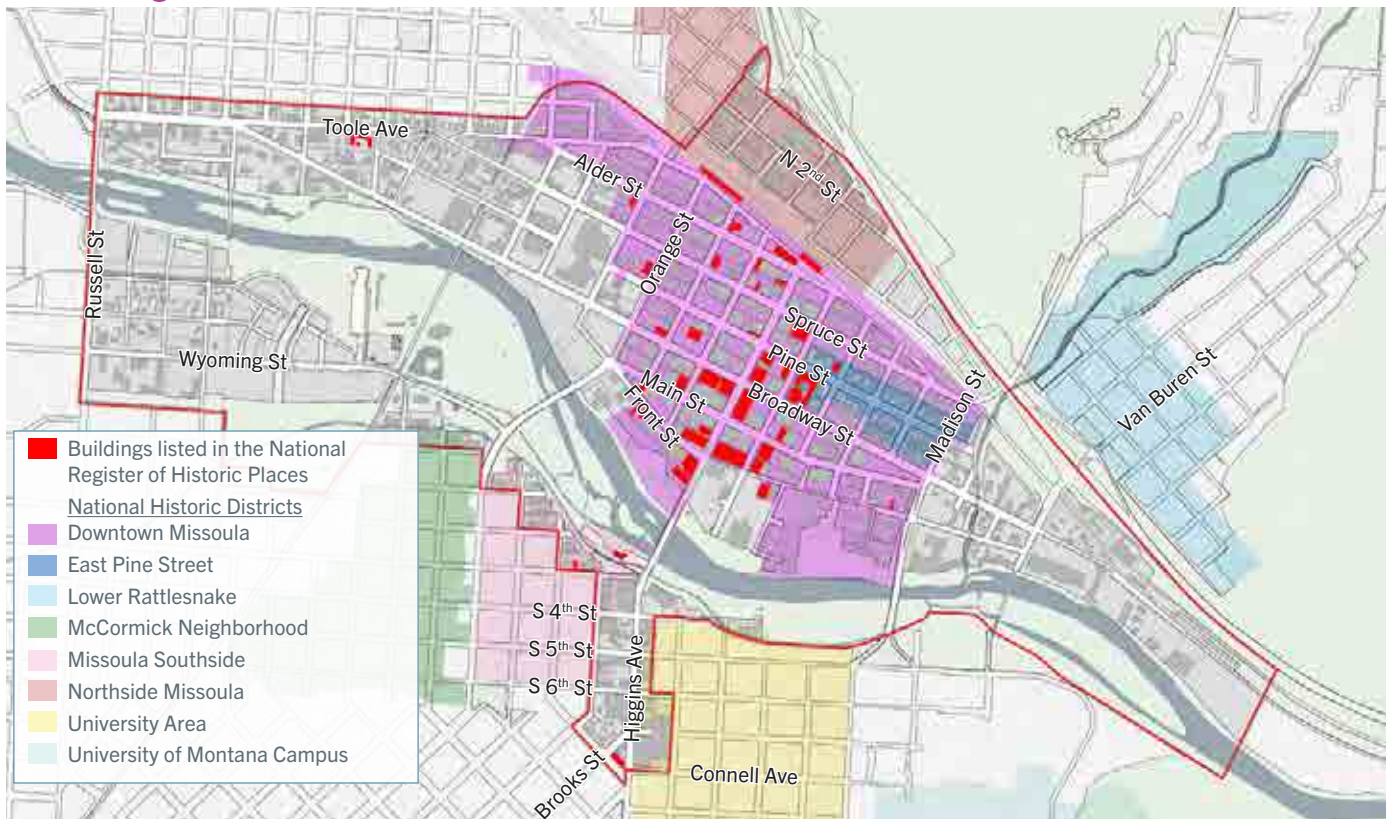
A Local Historic District is recommended for the core of the Downtown. A Local Historic District is an area in the city designated by a local ordinance for preservation. A Local Historic District covers a wide area, like Downtown, and by adopting a Local Historic District all the structures within the 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.

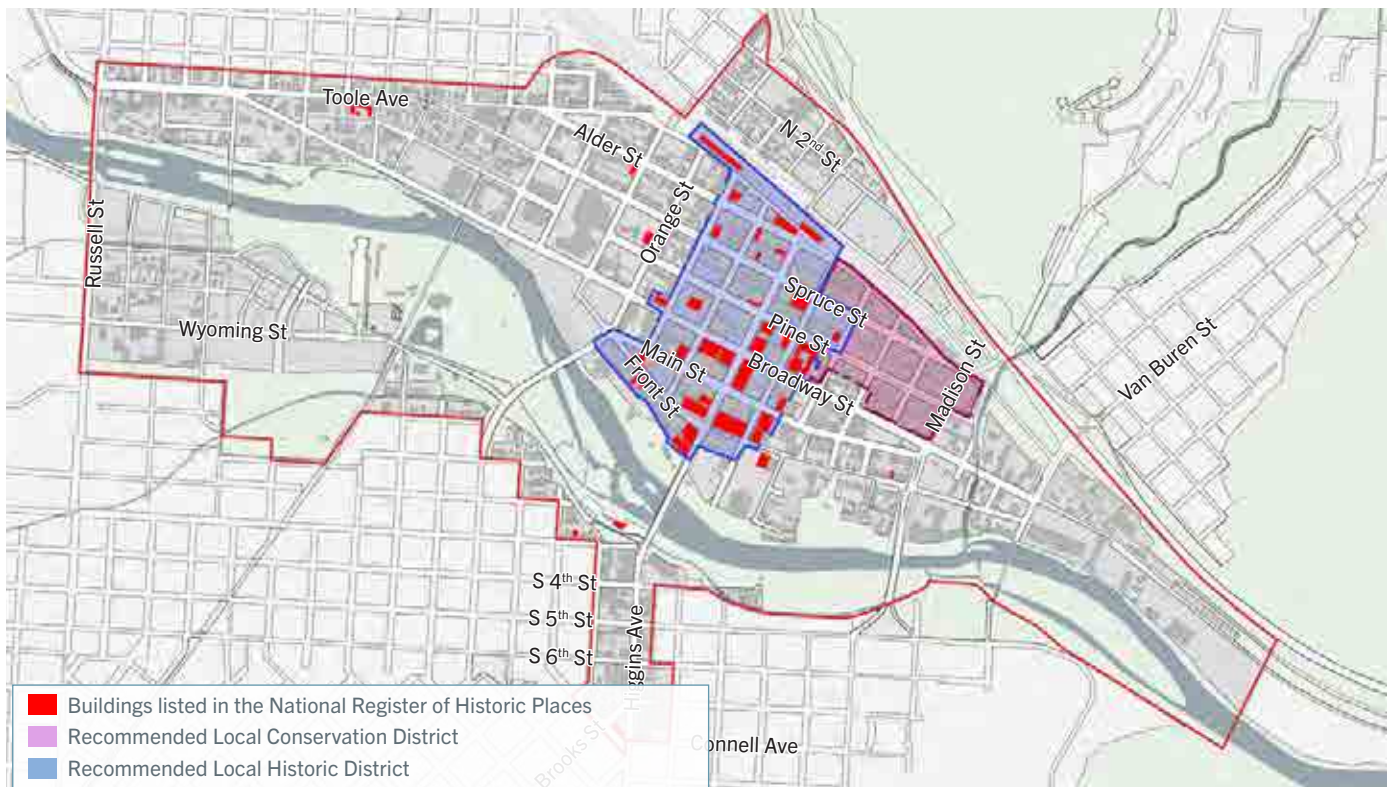
A local historic district is generally “overlaid” on the existing zoning classifications in a community. Therefore, a local district commission deals only with the appearance of the district, not with the uses of those properties

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.

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



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

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 Historic Preservation Fund (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.

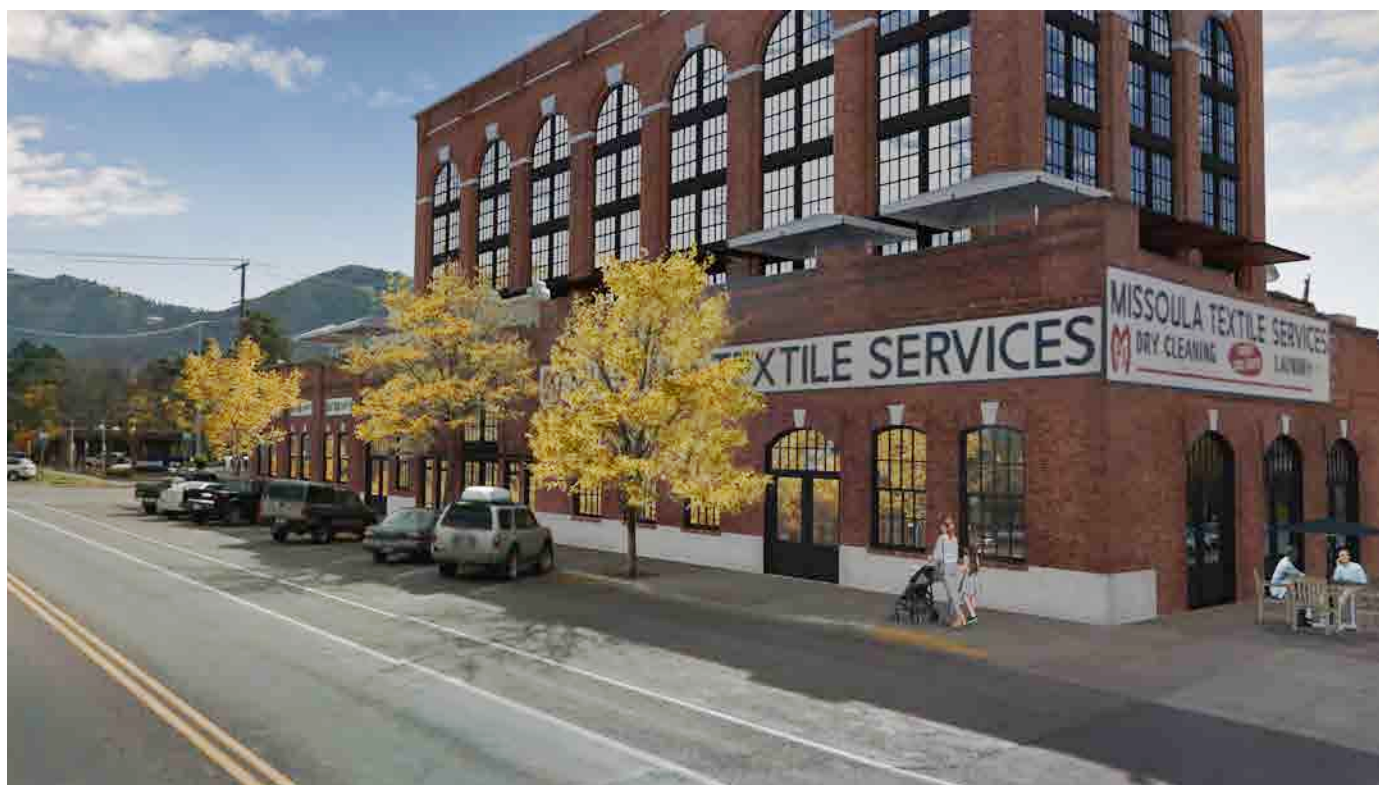
Illustrative Example – Missoula Textile Services Building New Addition

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.

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

Parks & Open Space, River Access, Sustainability



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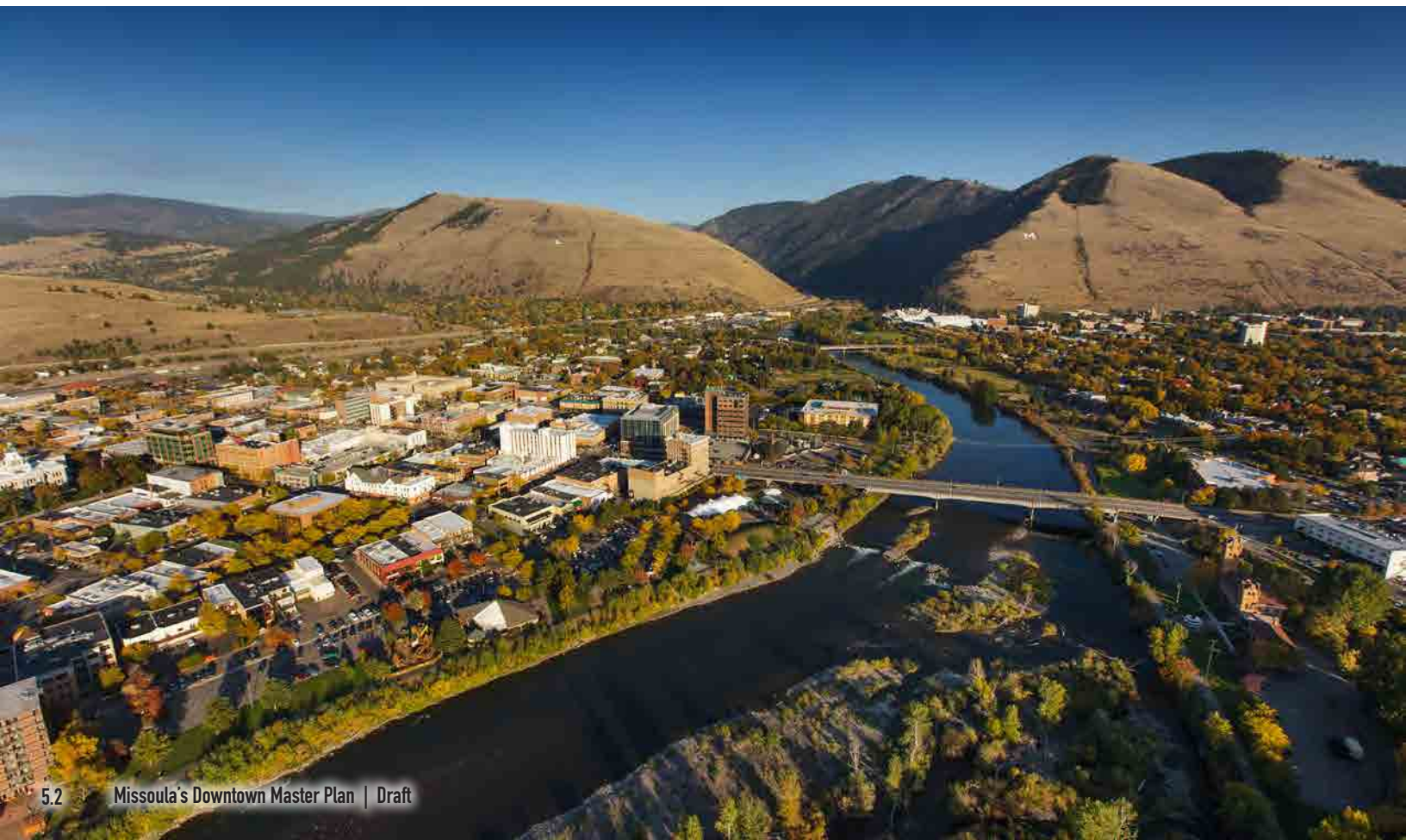
The Rocky Mountain City

The City of Missoula sits in the Northern Rockies of Montana, surrounded by thousands of acres of natural open space, crossed by the Clark Fork River, and abounding with natural amenities and opportunities for outdoor recreation.

This natural wonderland, in fact, 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 connection between City and nature as Missoula can. In fact, the Rattlesnake Wilderness area is mere miles from Downtown. This plan offers design ideas and strategies to enhance this connection, specifically between Downtown and the surrounding open space - To bring nature into Downtown and increase access from Downtown into the surrounding landscape.

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

Celebrating the River

One can not talk about the parks and open space in Downtown 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 also had negative influences on the river and surrounding ecosystem.

The river is now healing from these pollutions with concerted community effort. The Three Rivers Collaborative, a community group made up of local businesses, non-profits, and agencies working together, is one such community effort focusing 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, rafting and surfing. Yet portions of parks along the riverbanks could be more connected and inviting to pedestrians and cyclists.

The use of the river has shifted from industrial use to human centered activities especially within the

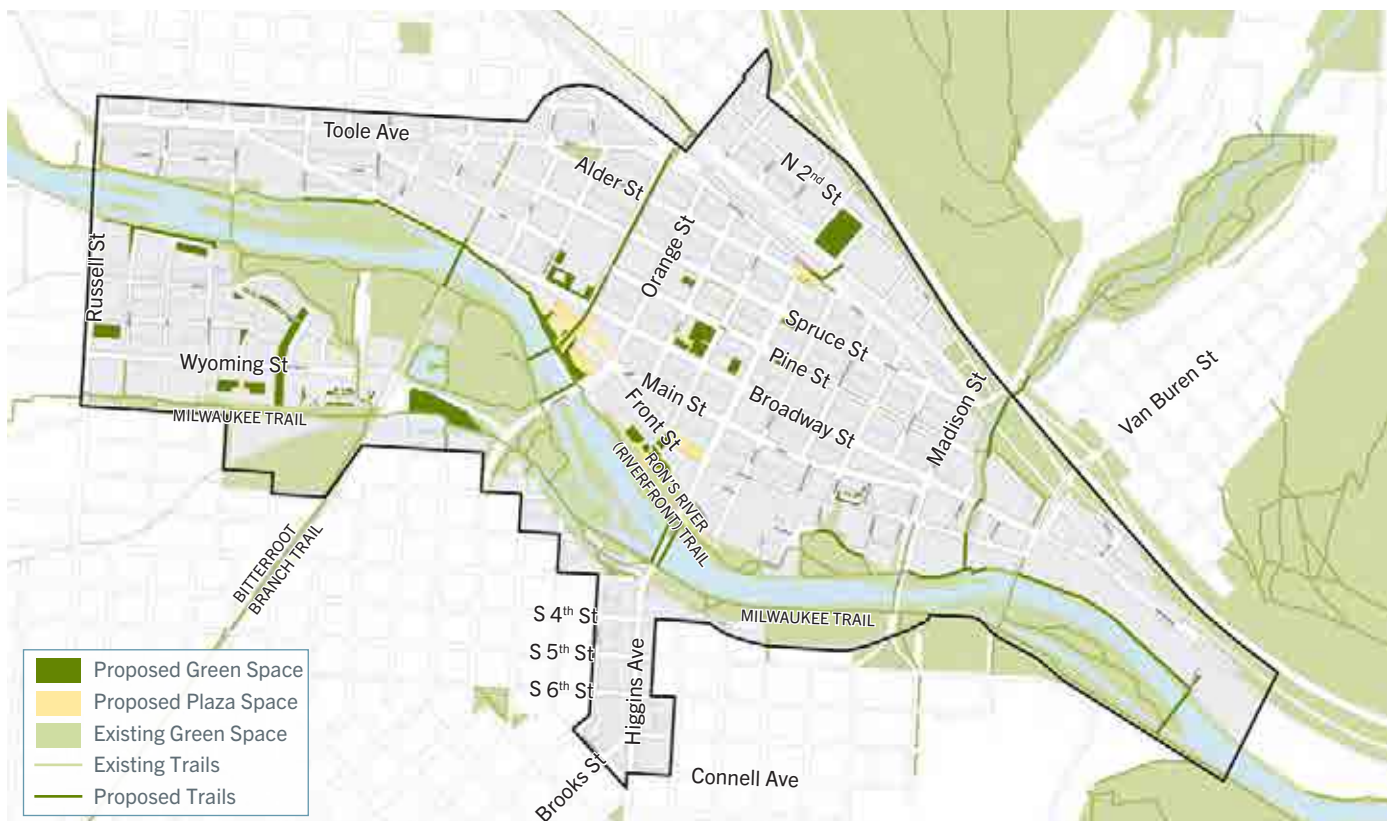
past 10 years. Businesses have historically put their back of house service areas and parking toward the river. To truly celebrate the river, the entire length of the waterfront should be treated as an amenity. Opportunities for existing development and any new development should find ways to better engage the river and the parks along its banks by facing the river with dining areas or storefronts, and creating pedestrian friendly spaces.

Enhance Existing Parks

There are numerous parks throughout the Downtown. Programming for these parks should be noted and enhanced to ensure they are meeting the needs of the community and visitors.

Create New Designated Park Areas

As Downtown continues to grow, new parks could be created to accommodate the growing need for additional green space. The programs in the proposed parks should focus on the needs and activities of the residents of the Downtown, the design should follow the principles of Crime Prevention Through Environmental Design (CPTED) principles to create safe, comfortable and functional spaces.



Proposed Parks and Green Space In Downtown Missoula

The charrette and ongoing internet surveys revealed preferences for additional park needs for the Downtown. The list below summarizes some of these ideas that were continually brought up.



Better River Access

As recreational activities increased on the Clark Fork River, so has the erosion of the bank. Accessing the river from undesignated areas can leave the bank in a vulnerable state causing erosion and destabilization. The City of Missoula Parks and Recreation Department with partners has initiated the Clark Fork Sustainable Access project. The effort will focus on riparian protection and enhance access along the south bank of the river. The north bank of the river can benefit from implementation of a similar plan.



More Dog Parks

The Jacobs Island Bark Park has been a popular destination for downtown residents and their dogs to enjoy off-leash fun. There have been concerns that the increasing number of users can overload the park. New dog parks at other appropriate locations should be considered to alleviate the concentration of pets.



Multifunctional Spaces

Programming in the parks should be multifunctional to provide amenities accessible to residents year-round. An open lawn can be a play area where people can throw a frisbee or play a game, it can also be performance space for special events. Uses such as ice ribbon and ice rink could also be considered to activate the parks in winter.



Enhance River Activities

The Clark Fork River has provided residents with opportunities to kayak, raft, paddle board, surf, and fish. Brennan's Wave, a man-made wave in the heart of downtown, has gained wide popularity. This has created discussions and plans for a second wave. The projects that enhance the river activities should be encouraged. The planning for additional river access should consider about bank restoration and sustainability. The design should also include ADA access for people with disabilities.



Social Gathering Spaces

Third places that are free and accessible for people to gather has been mentioned frequently. Park and open spaces have the potential to be social gathering spaces for all ages. Benches and trees should be installed along sidewalks around the park to make the park inviting and friendly. Cafés and outdoor seating in parks can also encourage social interaction.



Pocket Parks

Pocket parks are small neighborhood parks. The smaller size makes them an amenity to the immediate neighbors rather than to the larger community. Even though the uses are more limited, pocket parks play an important role in beautification, small social gatherings, and creating relief in the Downtown. The Art Park near the Art Museum is an example that improves the streetscape and activates this space.

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.



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.



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.



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.



Teens: Interviewees consistently said that there is no place for Missoulians 12-21 to go. There should be third place options with activities or spaced that cater to this demographic.



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.



Visual and Performing Arts: Everyone wants a place to go and see art and performances.



Child Care: Parents need some relief in the winter with affordable places to take and entertain their children.

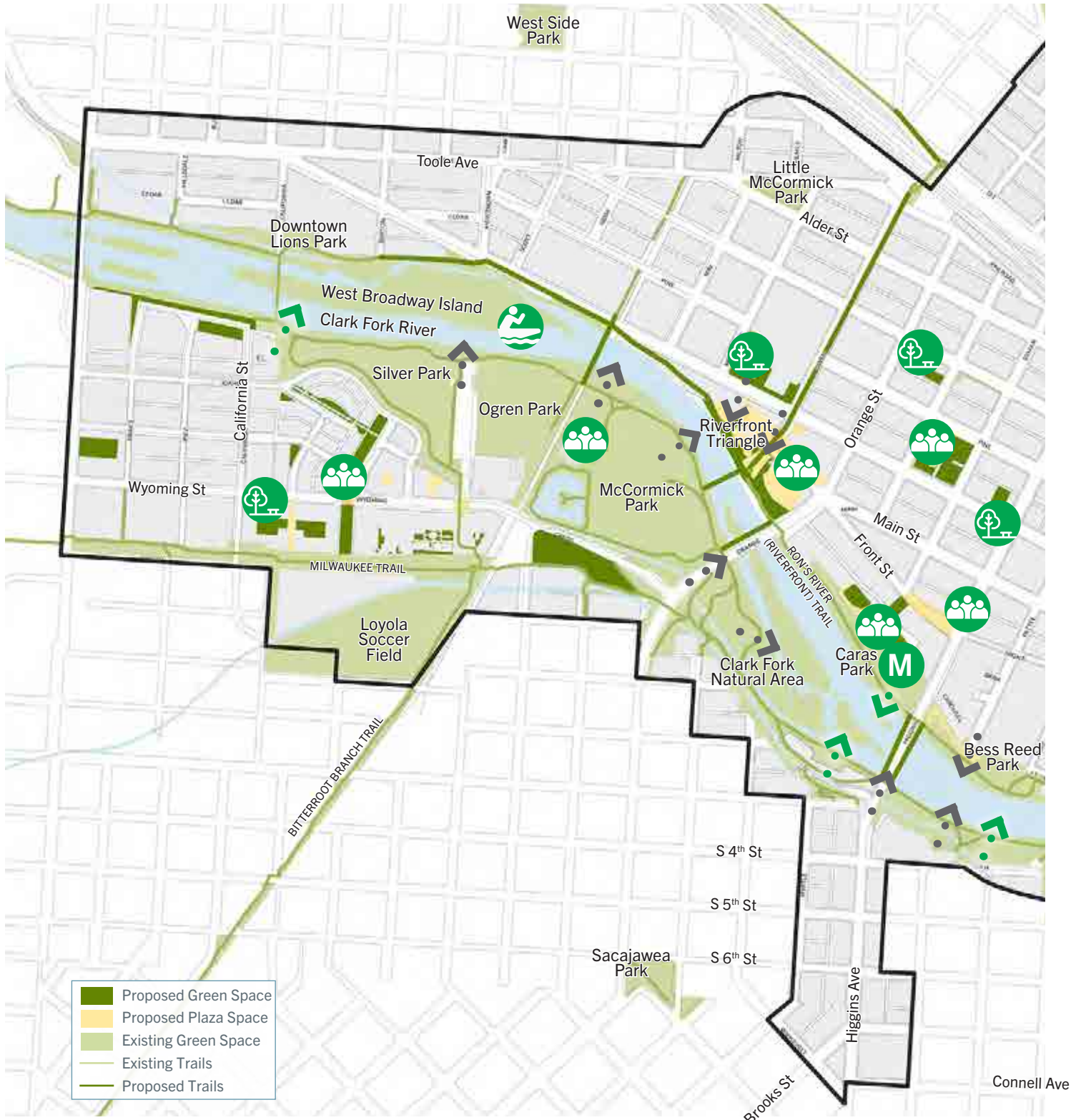


Parking: Consistently, people mentioned having enough parking attached to this space that they could leave their car as they explored the rest of Downtown. They see the space as the hub of Downtown.

Free: It is important that people can use the space without having to spend any money.

River and Parks Improvements Map

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



Proposed River Access



River Activity enhancement



Multifunctional space



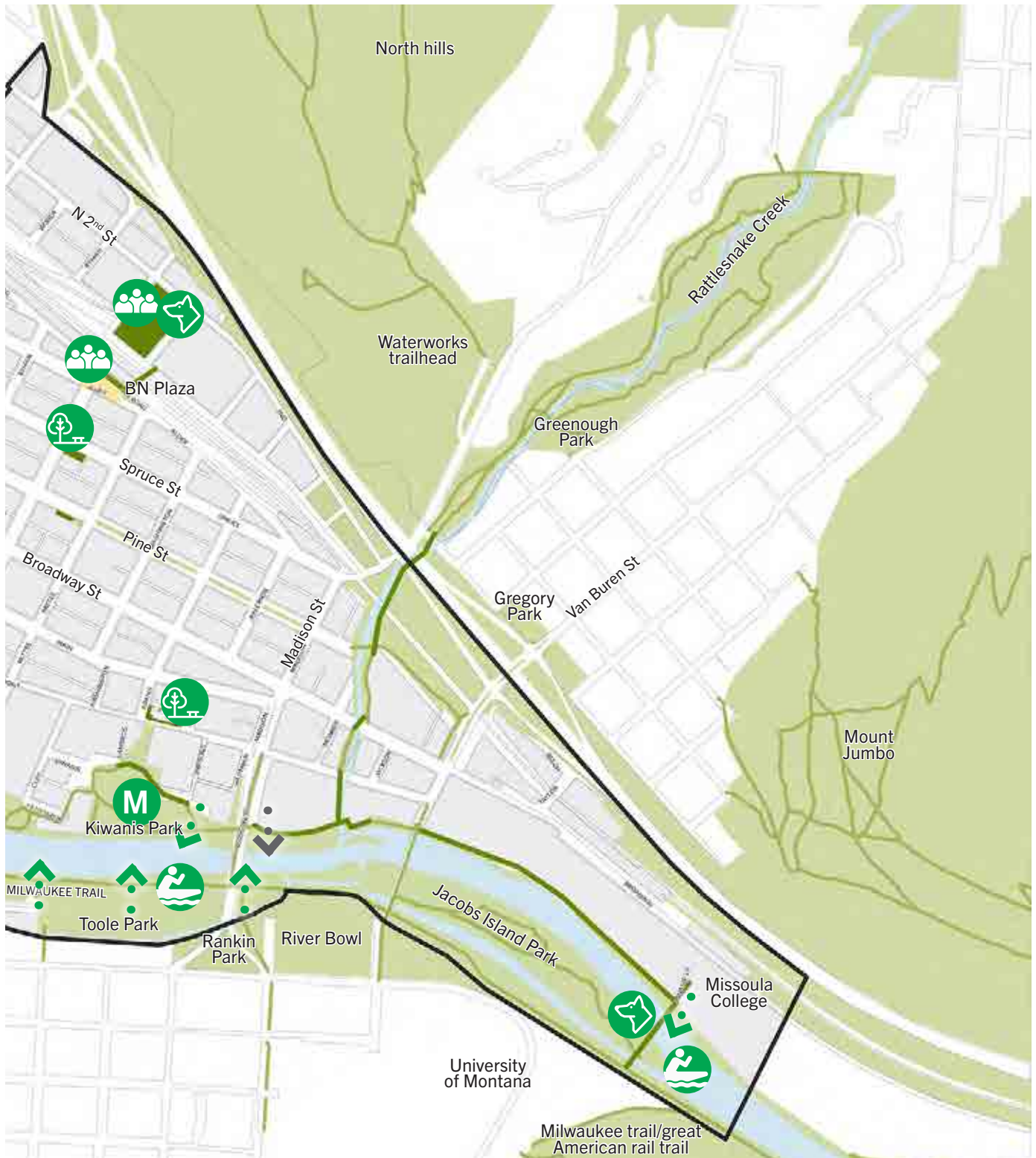
Social Gathering



Dog park



Pocket park



Enhance Missoula's Urban Forest

Missoulians have enjoyed the current urban forest for over 100 years. Missoula's urban forest includes street trees and trees in the parks, river corridor, backyards, front yards, alleys, cemeteries, plazas and parking lots. The trees creates a human scale environment and soften the starkness created by pavement and structures.

Without increased management and financial input, the urban forest could decline significantly within the next 20 years. The current tree species in downtown is predominantly Norway Maple and Honey locust. This kind of monoculture planting makes the urban forest vulnerable to new pests. Planting programs should be established to maintain the existing urban forest and expand tree planting efforts in existing neighborhoods that lack a full tree canopy. Efforts should continue to be made to implement the *2015 Urban Forest Master Management Plan*.

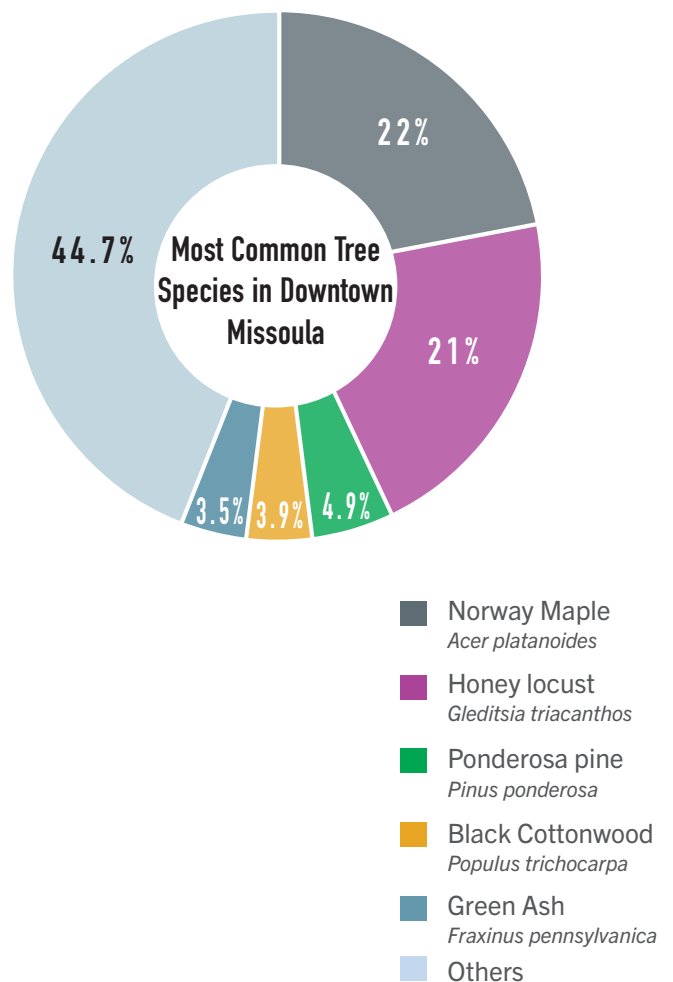
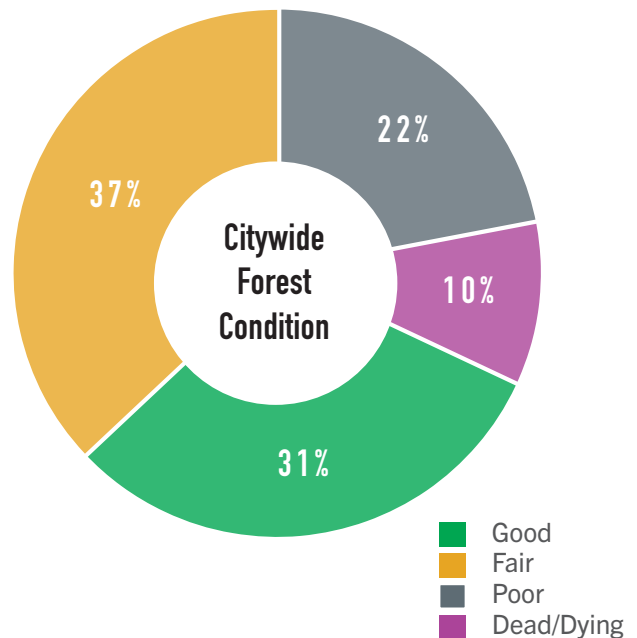
The implementation of the downtown Missoula's urban forestry enhancements should partner with current city Urban Forestry program and Advocacy groups such as Trees for Missoula.

Trees for Missoula:

Trees for Missoula is a non-profit advocacy group that is made up of volunteer educators, advocates and stewards who strongly support and promote a larger, healthier urban forest for Missoula.

Urban Forestry Division

The City of Missoula's Urban Forestry Division is part of the Parks and Recreation Department and exists to maintain, enhance and expand Missoula's urban forest.



Facts about Missoula's Urban Canopy

The urban forest in Missoula plays a vital role to mitigate negative effects of urbanization and development. Missoula's trees provide benefits like air quality improvements, energy savings, stormwater runoff reduction, atmospheric carbon dioxide reduction, and increased property values. They also contribute to the social and economic health of the community.



22,537

The number of trees in Missoula



\$22.9 Million

Replacement value for trees in Missoula



117

The number of unique tree species in Missoula



31.3%

The number of trees in good condition in Missoula



12 Million

Gallons of stormwater runoff reduced annually



2,011

Pounds of air pollutants removed annually



\$2 Million

Property value increased by trees in Missoula



290,483 lbs

Carbon dioxide sequestered annually in Missoula



335,941 lbs

Carbon dioxide avoided annually in Missoula



\$2.48 Million

Benefits provided by Missoula street trees per year



**1.9 Million kwh &
181,726 therms**

Energy saved annually in Missoula

Note: All data referenced from Montana DNRC

Support Existing Park Plans

The Clark Fork River and the system of parks are an integral part of Downtown Missoula's identity. People celebrate the river as a place to play, learn, contemplate life, and build community. Tomorrow's riverfront will be even more open, accessible, sustainable, and green. Improvements to the existing parks and new parks should be created to enhance and accommodate the growth of downtown.

Numerous plans and studies have been conducted for the parks and open space systems in Missoula. These documents have numerous compelling ideas to improve the access to the river while fortifying the bank structure, enrich the existing facilities, and proposes new programming for the parks. It is important to highlight that these concepts and plans are still in progress and form the backbone for park space and river accessibility and enhancements in Downtown Missoula.

- **Downtown Ron's River Trail (riverfront) Promenade and Loop Trail:**
Downtown Ron's river trails also known as riverfront trails. The plan enhances a portion of the Riverfront Trail on the north side of the river into a 14 foot wide path with seating areas every tenth of a mile. The existing trails are strategically extended to create multiple complete loops along the riverfront. The plan also proposes trail extensions in Downtown such as along West Spruce Street, Higgins Avenue, and Madison Street to increase connectivity to the riverfront.
- **Clark Fork Sustainable Access (South Riverbank)**
As river use has increased significantly, there has been a loss of riparian vegetation and bank erosion. The *Clark Fork Sustainable Access* plan was created with the goal of restoring destabilized banks and constructing sustainable access points along the south bank of the Clark Fork River in the heart of Downtown Missoula.



- **West Broadway Island**

The *West Broadway Island* plan proposes repairs and upgrades to the existing bridge across the irrigation canal at the south end of Burton Street and the construction of a new pedestrian bridge along West Broadway. The upgrade will make the old bridge safer for pedestrians to use and make it accessible for disabled persons. A trail will be extended along the irrigation canal between the two bridges. Improvements to enhance access will also be installed on the north side of both bridges which creates better access between the bridge entrances and West Broadway Street.



- **Downtown Lions Park**

Downtown Lions Park is located at the north end of the California Street Pedestrian Bridge. The new design adopts Crime Prevention Through Environmental Design principles to reduce undesirable activities in the park. The space provides a freestanding climbing boulders and bicycle parking to encourage the active use of the park.



- **East Caras and Bess Reed Parks Plan**

The concept master plan for *East Caras and Bess Reed Parks* enhances the existing busy market place with new paving and lighting, the addition of flexible plaza space, and seat walls. The design integrates fitness areas, passive recreation, and stormwater management devices. Overall, the plan improves river access and creates a more pedestrian friendly space.



- **2015 City of Missoula Urban Forest Management Plan**

The 2015 urban forest plan envisions a healthy, vibrant, safe and sustainable urban forest for current and future Missoulians. The plan sets management goals and recommendations for Missoula's urban forestry.



Re-imagining Caras Park

Enrich Park Programming

Caras Park is located in the heart of Downtown Missoula along the Clark Fork River. Popular events 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 one of the prime waterfront location in Caras Park. Several community members have voiced that the area could be better utilized. Residents also mentioned that there is a lack of winter uses, causing the park to become inactive in the winter months.

During the charrette process, residents proposed multiple additional uses for Caras Park, including an indoor market that supports local artists and craftsmen, and an open lawn area where people can run around playing football or Frisbee. The community also had continuous conversations about making the park friendly to visit year round, ideas includes accommodating ice-skating, ice rink, or ice ribbon.

Caras Park has a significant amount of surface parking that supplies parking needs for the park, the farmer's market, and the businesses surrounding Caras Park. If these parking spaces are consolidated into a structured lot, space could be freed up within the park to accommodate additional park uses.



Caras Park Existing Plan



Caras Park Conceptual Plan

One way to accomplish this while not overburdening taxpayers, would be to sell or lease a portion of the existing parking lot for a mixed use building that would include public parking spaces along with private development. A new mixed-use style building could be located at the northwest corner of Caras Park. The nine story building matches the height of Clark Fork Riverside retirement home building located adjacent to the park. The new structure could provide public amenities such as an indoor market, child care, rooftop restaurant and bar, while also providing private housing. The re-imagined park design incorporates open lawn, splash pad, outdoor café, and ice rink. New signage and a visitor kiosk can also create a better arrival and way finding experience.



Caras Park Existing Conditions



Caras Park illustrative concept design rendering

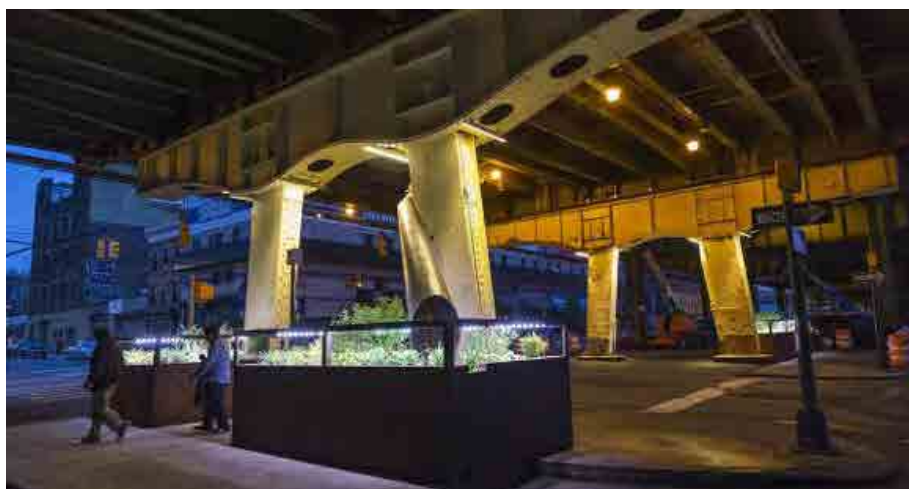
Higgins Avenue Bridge

As noted in the transportation section, the Higgins Avenue bridge is being redone and will include more pedestrian and bicycle facilities. An accessible connection down to Caras Park is recommended in the future.

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 to East Caras Park. The Clark Fork Market is located to the east of the bridge while most of the parking and the park pavilion are located to the west. The space under the bridge is currently used for parking. The dark concrete structure does not have an inviting appearance.

There have been precedents all over the country of turning these seemingly inhospitable spaces into attractive public space. The underpass has the potential to be better utilized and welcoming.



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



Design Inspirations

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 makes the space safer and more inviting. Seating is also provided as a place to rest. The playground provides a family friendly place for visitors to the market.

Orange Street Underpass Improvement

The river trail under the Orange Street bridge is not an attractive space. Rustic concrete structure, lack of lighting and poor drainage can be discouraging. The proposed design activates the space with art and lighting. Celebrating the diverse culture in Missoula, the color palette and style draw inspirations from the Salish Indian traditions. The design elements, consistent to the proposed design for Higgins Avenue underpass, create a unified theme along the river trail.



Orange Street Underpass
Existing Conditions



Higgins Avenue Underpass
Existing Conditions



Higgins Avenue Underpass Possible Design



Orange Street Underpass Possible Design

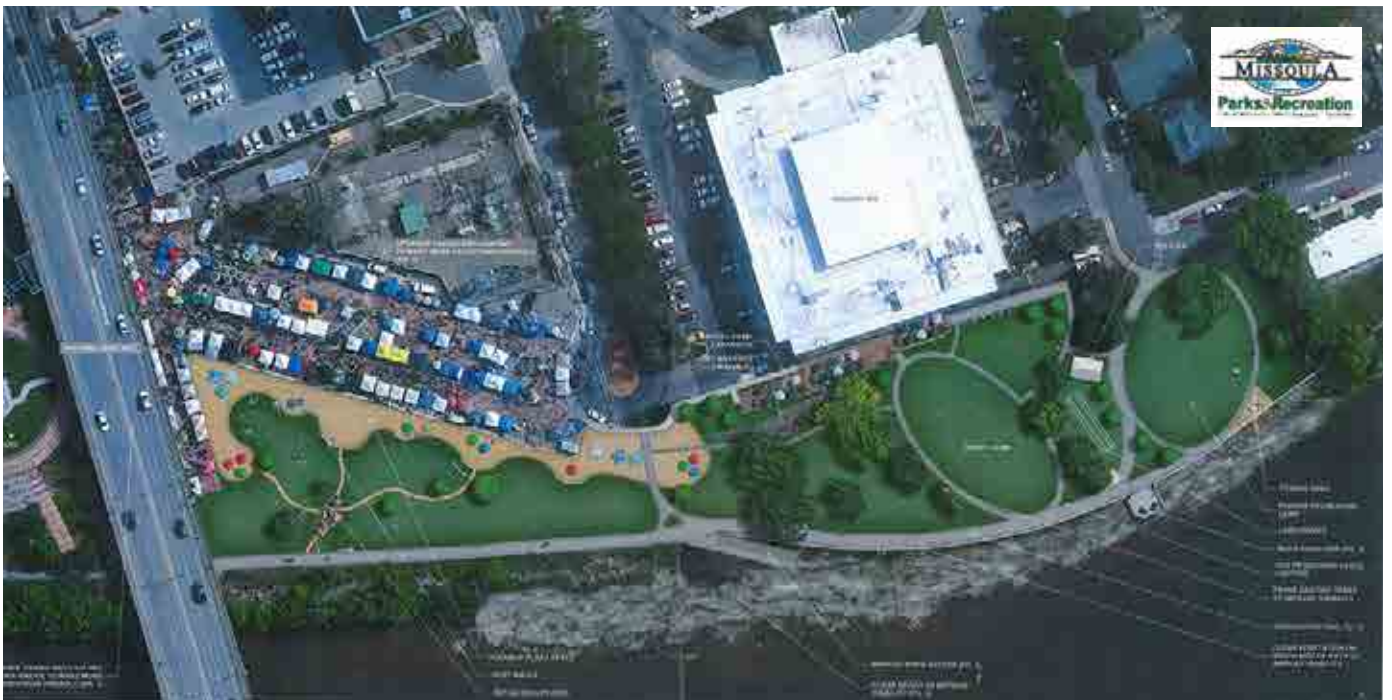
Bess Reed Park

Bess Reed Park sits on the banks of the Clark Fork River, adjacent to Caras Park. This park has a more natural character. The lush green space and seating provide a place for picnics or relaxation. The circulation in and around the park could be improved to promote better walkability and access. As the park is frequently accessed both during the day and night, it is important to make sure there is ample lighting for the park users to feel safe.

The concept master plan of East Caras and Bess Reed Parks improves the circulation, river access and programming with added paths, paving, structures, and furnishings. Implementation of the plan should be supported.



Bess Reed Park - Existing Conditions



The East Caras and Bess Reed parks concept master plan

Kiwanis Park

Kiwanis Park is surrounded by residential neighborhoods; it is quieter and more family-oriented compared to the adjacent Bess Reed Park and Caras Park. Kiwanis Park supports a variety of activities from tennis to basketball and volleyball. The open green field in the park is perfect for fast paced sports such as football.

The riverfront trail does not run directly into Kiwanis Park. Both pedestrian and vehicular circulation around the park can be confusing and incomplete. A more well-defined access path along the northern edge of the park can create a more friendly pedestrian experience.

The long riverfront edge also has the potential to provide a for a new river access point at the north side of the river bank.



Kiwanis Park Illustrative Plan

- Proposed River access
- M Multifunctional space
- Proposed Trails

West Broadway Island Park

West Broadway Island is city-owned conservation land, except for a small slice on the western edge which is owned by the State of Montana. Improvement design documents were created in 2016 as part of the ongoing effort to reduce illegal drug use and homeless camps on the island. The implementation of the plan can improve accessibility to the island. The best way to reduce crime and undesirable activities is to have active users in the park.

The islands proximity to Missoula Downtown is a great asset for West Broadway Island, it provides opportunities for people to enjoy nature at close distance. However, as the island sits on a low flood plain, the proposed programming should be flexible and adaptable to the fluctuating water levels. Features that encourages active recreation such as wave surfing could be considered as future enhancements to the West Broadway Island.



The seasonal flooding at Hacker Island



West Broadway Island is situated at the heart of Clark Fork River



The West Broadway Island Improvements Plan enhances the accessibility to the Hacker Island

Jacob's Island Park

Jacob's Island is located east of Downtown Missoula on the Clark Fork River. Residents in the university area and the Downtown can conveniently access the island from the riverfront trails. Jacob's Island Bark Park, a 6-acre dog park located on the island is a popular destination for dog owners. The park has a fenced and gated wilderness zone where owners and their pets can enjoy the beauty of nature and some unleashed fun.

There have been concerns that the increase in users could overload the park. Excessive foot and paw traffic can damage the vulnerable river bank. The dog park area should be planned to support the running and frolicking activities sustainably. The most fragile riparian areas should be fenced off from the dog park with stricter controls to protect the endangered species and environment.



The Jacob's Island Park riparian condition



The Jacob's Island Park Aerial

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 man-made 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 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.

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 open space. 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.



Ten Measures of Sustainable Design

The linked domains of sustainability are environmental, economic, and social. Sustainable design is a collaborative process that involves thinking ecologically—studying systems, relationships, and interactions—in order to design in ways that remove rather than contribute stress from systems. True sustainable design is beautiful, humane, socially appropriate, and restorative.

1. Sustainable Design Intent & Innovation

Sustainable design is rooted in a mind-set that understands humans as an integral part of nature and responsible for stewardship of natural systems. Sustainable design begins with a connection to personal values and embraces the ecological, economic, and social circumstances of a project. Architectural expression itself comes from this intent, responding to the specific region, watershed, community, neighborhood, and site.

2. Regional / Community Design & Connectivity

Sustainable design recognizes the unique cultural and natural character of place, promotes regional and community identity, contributes to public space and community interaction, and seeks to reduce auto travel and parking requirements.

3. Land Use & Site Ecology

Sustainable design reveals how natural systems can thrive in the presence of human development, relate to ecosystems at different scales, and creates, re-creates, or preserves open space, permeable groundscape, and/or on-site ecosystems.

4. Bioclimatic Design

Sustainable design conserves resources and optimizes human comfort through connections with the flows of the bioclimatic region, using place-based design to benefit from free energies—sun, wind, and water. In footprint, section, orientation, and massing, sustainable design responds to the site, sun path, breezes, and seasonal and daily cycles.

5. Light & Air

Sustainable design creates a comfortable and healthy interior environment while providing abundant daylight and fresh air. Daylight, lighting design, natural ventilation, improved indoor air quality, and views, enhance the vital human link to nature.

6. Water Cycle

Recognizing water as an essential resource, sustainable design conserves water supplies, manages site water and drainage, and capitalizes on renewable site sources using water-conserving strategies, fixtures, appliances, and equipment.

7. Energy Flows & Energy Future

Rooted in passive strategies, sustainable design contributes to energy conservation by reducing or eliminating the need for lighting and mechanical heating and cooling. Smaller and more efficient building systems reduce pollution and improve building performance and comfort.

8. Materials, Building Envelope & Construction

Sustainable design promotes recycling through the life of the building. Using a life cycle lens, selection of materials and products can conserve resources, reduce the impacts of harvest / manufacture / transport, improve building performance, and secure human health and comfort. High performance building envelopes improve comfort and reduce energy use and pollution.

9. Long Life, Loose Fit

Sustainable design seeks to optimize ecological, social, and economic value over time. Materials, systems, and design solutions enhance versatility, durability, and adaptive reuse potential. Sustainable design begins with right-sizing and foresees future adaptations.

10. Collective Wisdom & Feedback Loops

Sustainable design recognizes that the most intelligent design strategies evolve over time through shared knowledge within a large community. Lessons learned from the integrated design process and from the site and buildings themselves over time should contribute to building performance, occupant satisfaction, and the design of future projects.

“Definition of Sustainable Design” American Institute of Architects’ Committee on the Environment

Urban Stormwater Transect

The urban stormwater management transect approach promotes traditional neighborhood design and at the same time develops an environmental friendly strategy to manage stormwater. A sample tool set for addressing stormwater runoff is introduced here. The tools are broken down into four categories: paving, channeling, storage and filtration. Each category has three options representing some typical conditions. The tools can be used jointly at different scales.

More Urban ← → Less Urban

Paving

Paving plays a large role in receiving, producing and directing stormwater runoff. Sturdy materials are often times less permeable. Paving in dense urban areas requires larger traffic load, thus they are less pervious.



Concrete



Concrete Paver Block



Crushed Stone/Gravel/Shell

Channeling / Transport

Channeling directs and controls the flow of stormwater. Channeling tools should consider the amount of impervious surface and pedestrian movement. Some tools have the potential to create artful expressions with stormwater.



Planting Strip Trench



French Drain



Vegetative/Stone Swale

Storage

Many kinds of tools could be applied to collect and store stormwater. Storage tools are utilitarian for the development process.



Pool & Fountain



Landscape Tree Well



Retention Basin

Filtration

The goal of filtration tools is to mimic the natural system to reduce and remove contaminants in stormwater.

Filtration tools can also serve as an amenity when they are well integrated in a design.



Green Roof



Bioretention Swale



Filtration Pond

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 saves on CO2 emissions, gas use and 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 Large 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.

Reinstitute the Green Blocks Project

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, The City of Missoula Water Division 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 bioswales,
- 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, 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.



Downtown Missoula is for everyone. Reaching out to all members of the community helps to ensure that as many voices as possible are heard.



An accessibility tour around Downtown Missoula highlighted barriers for those who are physically challenged.

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.

Method of Engagement

Between the months of October 2018 and March 2019, over 250 Missoulians were interviewed either individually or in focus groups. They were asked six questions:

1. What are the barriers to participating in the public process in Missoula?
2. Beyond that are there any specific barriers relating to the Downtown Master Plan?
3. How could these barriers be overcome?
4. What is currently working about Downtown Missoula?
5. What is currently not working about Downtown Missoula?
6. If you have a magic wand and waved it, what would your perfect Downtown Missoula look like?

Groups Interviewed

Directors of over 30 groups working with a wide array of Missoulians were contacted, and focus groups were assembled. Some were unable to participate in a focus group and interviewed one-on-one, while other interviews were with office teams. In these cases, personal feedback was given as well as what information they could provide about the populations they serve.

- ASUM Renter Center
- City of Missoula — Office of Housing and Community Development
- Families First Children's Museum Missoula
- Missoula Food Bank
- Forward Montana
- Hip Strip Business Owners
- Home Resource
- Homeword
- Housing Group
- Humane Society of Western Montana
- Jeannette Rankin Peace Center
- Missoula Aging Services
- Missoula Art Museum
- Missoula County Public Schools
- Missoula Housing Authority
- Missoula Interfaith Collaborative
- Missoula Invest Health/ Missoula County Health Department
- Missoula Parks and Recreation
- Missoula Urban Indian Health Center
- Montana Representative House District 95
- Mountain Home
- Mountain Line
- Native Community Leader Focus Group
- Neighborworks Montana
- North Missoula Community Development Corporation
- Payne Native American Center / UM native focus group
- Public Art Committee
- Missoula Senior Center
- SpectrUM Discovery Center
- Summit Independent Living
- YWCA

Challenges That Can Become Opportunities

Oftentimes, part of the solution can be found within the problem itself as opportunities present themselves. Making use of these opportunities can enable outcomes that are unique to a particular place. The subjects outlined below include challenges within Missoula and recommendations for how they could be transformed into opportunities.

Housing

A lack of housing was mentioned by every single person interviewed as the biggest challenge facing Missoula right now. It affects everyone in Missoula across all income levels.

Older people continue to live in bigger houses even when they would like to downsize and move closer to Downtown because they can't find affordable housing. Students are paying for school and trying to make ends meet, often cramming into rentals. Young professionals are living in apartments downtown with shared bathrooms, crumbling infrastructure, dangerous electricity, and scarce heat. There are some landlords and property management companies are profiting from this lack of inventory by taking advantage of tenants.

People want safe, affordable housing. They would be happy to live in a tiny apartment if it had a working bathroom and reliable heat.

Community Recommendations

- Housing is, and needs to remain, one of the City of Missoula's greatest focuses.
- The Downtown Master Plan should include plans to increase housing downtown and improve existing spaces.
- Increase legal and other services for tenants and consider creating laws and/or better enforcement of existing laws to protect the rights of tenants.
- Vacation rentals are affecting the supply of housing, especially downtown. The new Marriott may alleviate some of this, but the Master Plan should take into account this trend.
- Housing supply is an issue for people of almost all incomes. Increasing the supply of housing at all levels will alleviate some of the pressure on the lowest-income tenants.
- Incorporate energy efficiency in both existing and new housing to increase affordability by reducing energy costs and healthy, comfortable living.

Homelessness

Affordable housing would do a lot to alleviate homelessness in Missoula. However one of the biggest needs in the Missoula community to address is the need for Wet Housing, overnight shelters that can be accessed by people struggling with substance abuse. The first step in treatment is to help them off the street and into stable housing. Wet housing would help this part of our population, alleviate pressure on social services and law enforcement, and start building a bridge with the most vulnerable parts of our community.

Community Recommendations

- Wet housing needs to be part of our planning for the future.
- The placement of homeless and recovery centers should be accessible, but also disbursed and not just focused in one neighborhood.

Protect and Enhance Missoula's Character

The second most common thread heard from people was the phrase, "*Don't be Bozeman!*" Everyone is afraid that Missoula will grow without direction and lose all of its character, and become a sanitized place for the uber-rich and outsiders.

People love Missoula and they want to protect the community by making sure plans enhance Missoula's character and not sterilize it.

In general:

- People like the history and character of existing buildings along with the mix of high-end and super-affordable shops.
- Some people felt the nature of locally owned businesses in the Hip Strip is desirable and should be continued north of the river.
- People want to shop at local businesses, but they would be okay with some corporate places only if they conformed to Missoula's design aesthetic.
- People want diversity in buildings, retail, art, parks, food, and people.
- People love the river, parks, and trails systems, dog-friendly spaces, and bike and pedestrian friendly areas.
- The community would like Downtown to continue to reflect and enhance Missoula's unique character as a leader in conservation, sustainability, and climate action.

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.

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

- **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.

Visitability

Missoula's aging population and people with disabilities are struggling with a host of visitability issues—sidewalks that are too slanted for wheelchairs to not topple over, a lack of curb cuts, stoplights that don't give enough time to make it across the street safely, mounds of unplowed snow, older buildings impossible to enter in a wheelchair, even the new crossing buttons and posts are placed too far back from the curb and not aligned, and are wreaking havoc on people with visual disabilities.

We need to think beyond conforming to codes and instead build a Downtown that actually works for everyone in every season. When we design sidewalks and outdoor cafés, we must think about what it would be like to navigate past tables and dog leashes when using a walker. When we add a trail, we must remember that older people have lost their hearing and can't hear bikes coming up behind them, so we have to make separate safe spaces for walkers and bikers. Even the smallest curb or mis-angled curb cut is dangerous to people in wheelchairs.

Community Recommendations

- Visitability must be top of mind in every plan from infrastructure to retail. Every plan should have a specific consideration for level of visitability.
- Create a task force of people who will explore these issues deeper and make ongoing recommendations towards a Downtown Missoula Visitability Plan. This task force should be created to review plans and provide concrete suggestions for design and implementation during the development process.

Racism & Homophobia

While many people think of Missoula as an inclusive community, there is still a lot of work to be done to address the racism and homophobia that is deeply ingrained in its culture. Missoula has the biggest urban Native population in the state, and still most Natives do not feel comfortable or safe in Downtown Missoula.

Social change is difficult and takes time but the way to overcome racism and homophobia is to celebrate minorities and their culture and bring them into the mainstream. Missoula took a small step towards this with the Rainbow Crosswalk, and a giant step with the non-discrimination ordinance, but there is more to be done to make everyone feel safe and included.

Community Recommendations

- First and foremost, there need to be numerous minority voices at the table. The City, DMP, and every other relevant organization needs to make a concerted effort to hire minorities and to include them on Boards and committees. One Native person is not enough. That one person will feel tokenized and overwhelmed by the weight of being asked to speak for an entire group of people. This needs to be a constant effort to represent all Missoulians.
- Create a task force of diverse people who will explore these issues deeper and make ongoing recommendations toward a Downtown Missoula Diversity Plan.
- Create a tribal liaison for the City of Missoula like they have in Portland. (portlandoregon.gov/ogr/article/666865)

- There is definitely a need for more inclusive places where minorities feel safe. When considering third places, they should be inclusive and welcoming for all.
- It is important to make a conscious effort to create more visibility and create more acceptance for people of color and LGBTQ people. This can be accomplished by:
 - » Create signage in both English and Salish (as they have done on the Flathead reservation.) This sends a clear signal that our entire community recognizes Missoula as aboriginal land and values the rich Native history of our community.
 - » Create a yearly festival of Native culture in conjunction with our Native population. Similar to the Celtic Festival, or the Roots Festival, this should be a yearly event where Downtown Missoula welcomes Native people from all over the country, as well as non-Native residents and tourists to learn about Native culture.
 - » Work with Kyiyo Pow Wow to welcome the thousands of people who come from all over Montana every year to participate. Help promote the pow wow to Missoulians.
 - » Create big and small art by local Native artists. The Missoula Art Museum (MAM) and Public Art Committee are both behind this and are great resources for selecting the art and artists.
 - » Create big and small art by and for the LGBTQ community. For example, trans artist Rae Senarighi was born and raised in Missoula and is now creating art on a national stage (raesenarighi.com/netflix-special). Again, MAM and the Pubic Art Committee would love to help here.
 - » Erect public statues of Native figures in history.
 - » In every place there is mention of Lewis and Clark, mention the Indigenous history of that place.
 - » Implement the Downtown Heritage Interpretive Plan, showcasing Native American culture and heritage through art, signage, storytelling and more.

Safety

Drinking

Downtown Missoula's culture of drinking adds to the problem of racism and homophobia but affects all segments of the population and is one of the main issues of safety for everyone in Downtown. Drunk people often throw racial and homophobic slurs at people, vandalize art and other public property, and even commit acts of violence. Drunk people can be loud, obnoxious, smashing bottles, fighting in the streets and alleys, breaking things, and driving drunk. Older people say that they usually aren't out at bar times but are uncomfortable being Downtown after they go to the Children's Theater, the Symphony, or on Grizzly football days when the crowd spills over to the Downtown.

Community Recommendations

- **Alternative Spaces:** Third places would go a long way towards changing the culture of Downtown as bars only. Every non-alcohol focused place that comes to Downtown gives people options other than drinking.
- **Alleys:** Revamping alleys to be a vibrant part of downtown with spaces other than bars, will help reduce some of the negative activities that occurs there now.
- **Hydration Stations:** Some people mentioned seeing 'Hydration Stations' in other cities where water and Gatorade are provided for people walking between bars. The idea is to keep people from becoming too drunk and/or to provide another place for people to go where they can drink water, not alcohol.
- **Law Enforcement:** People said that they know the police are stretched but think that officers on patrol might help curb some of the bad behavior seen at night Downtown.

Lighting

Almost everyone asked for more lighting Downtown. Older people said they don't stay Downtown after dark because it is hard to see. Better lighting, especially in the alleys, will help people feel safer.

Landscaping

People would like more complete tree canopies, which studies have shown, make people calmer. They would also like more open design and landscaping to restrict hidden areas where dangerous things happen.

Police Presence

Many people asked for a greater police presence downtown to:

- Help with drunk and disorderly people,
- Make seniors feel more comfortable,
- Make Kiwanis Park safer, and
- Reduce instances of harassment for people in the LGBTQ community and people of color.

Child Care

Child care can be difficult to find in Missoula, and infant care is nearly impossible. Many families are unable to find good-paying jobs, engage in the public process, have social outlets, go to school, etc. because they cannot find and/or afford child care. This is true across socioeconomic lines.

Community Recommendations

While everyone mentioned childcare as a problem, the only recommendations to resolve the problem were:

- Transportation: people believe that better transportation options will open up options for child care, and
- Include child care facilities in public spaces, Downtown, and in adjacent neighborhoods. If the City-County are successful making the Federal Building a joint city-county governance center it could include child care facilities.

Transportation

When Mountain Line began offering zero-fare service, it changed the lives of many Missoulians. Investing in the transportation system seems to be universally recognized as a key to addressing a host of issues within the city. Everyone agrees that Mountain Line is doing an amazing job with the resources they have. Community members recognize that their recommendations for transportation are not easy and take funding that is not currently available. Still, they see the possibilities that open up for Missoula with a more robust transit system.

Many Missoulians lives are dictated by the availability of public transportation. A single mom with limited income has a small geographical area in which she has to maneuver. Child care and transportation go hand in hand in creating a geographical barrier.

Seniors need parking near their destination, especially in winter when parking lots and sidewalks are icy. However, if there was a central, protected (covered) parking lot where people could park and then take a reliable, shuttle that ran every 15 minutes between key places like the Senior Center, Missoula Aging Services, Currents, Providence Hospital/Western Montana Clinic, and downtown (banks and shopping), that many people would be happy to not drive downtown.

Community Recommendations

- Public transportation should be reliable and often with no more than 15 minutes between buses as well as later and weekend hours.
- Central parking locations with shuttles between key grouped destinations can help get people out of their cars.
- Have volunteers help people overcome their apprehension with the riding the bus for the first time by teaching them how to navigate the bus system so they can reliably use it to get to where they need to go.
- Continue Mountain Line's conversion to zero emissions electric buses to reduce diesel emissions and improve air quality and public health, especially for those most vulnerable.

Next Steps

Here's the good news: Missoulians love Missoula. They love the sense of community and caring that crosses all demographics. They love the green spaces and the local retailers and artists. They love the Farmers Market and all the events at Caras Park. They want art and music in every form and in every place. They love Missoula—so much so that the biggest fear is that Missoula will lose its character.

Even though there are issues with diversity, there is a concerted community desire to make it a part of the fabric. Missoula has people who rarely or never come Downtown but said they would be open to it if transportation was easier and there were more places for them to go. There are concerns about safety, lighting, child care, and housing, but everyone wants Downtown Missoula to be a place where everyone is safe, healthy, and cared for.



The character of Missoula is important to residents including the diverse historic architecture, the variety of local shops, the trees and green spaces, and places where people can walk and enjoy the city.



Photo Credit: Athena Photography

Thoughts on Downtown

During the series of interviews, participants were asked to share their thoughts about Downtown Missoula — what they liked about it now, and how they see it as evolving in the future.

Reasons To Go Downtown

- Dine out at the great diversity of restaurants
- Visit the markets
- Go to events
- Go shopping
- See a show at the Wilma or the Roxy
- Meet someone
- Socialize, mostly in summer
- People watch
- River recreation
- Riverfront trails
- Government services
- Public meetings
- Live music
- Live theater
- Museums
- Carousel
- Dragon Hollow

Things People Like About Downtown

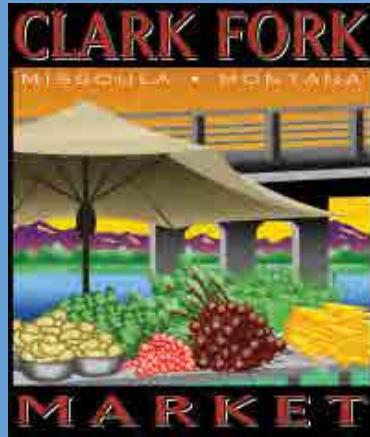
People love that downtown is walkable. They are hungry for third places and appreciate the ones that exist.

- Existing Destinations Downtown
- Cultural Opportunities
- Green Spaces
- Events
- Shopping/Restaurants/Entertainment
- Senior Center
- Bike/Walk
- Parking
- Transportation
- Art
- Social
- History
- Other
- Students Love:
 - » Sunbathing by the river
 - » Logjam concerts
 - » Mo Club
 - » Outdoor sports (rock climbing and paddleboarding)
 - » Brennan's Wave
 - » Roxy
 - » Five on Black

Things People Would Like To Improve About Downtown

- Don't have enough people from different minority classes working for the City government and on boards,
- Don't have enough minority representation in government, on boards, DMP, business groups,
- Safety for LGBT, Native peoples, biking, and seniors,
- Racism/Homophobia,
- Housing is not affordable and doesn't reflect the cost of living and wages,
- Tenant rights conflicts with Landlords,
- Parking, Traffic & Transportation
- Transportation
- Snow Plowing
- Accessibility Issues,
- Communication,
- Culture,
- Infrastructure,
- Art,
- Youth,
- Parks,
- Homelessness,
- Drinking,
- Shopping/Restaurants/Entertainment,
- Business,
- Bikers/Pedestrians,
- Bureaucracy,
- Pets, and
- Zoning.

Downtown Amenities



Events in Downtown Missoula such as the Montana Book Festival, the Farmers' Market, and First Night Missoula are popular with residents.



Outdoor recreation such as walking and biking trails, green spaces, and the riverfront area are treasured amenities in Downtown Missoula.

Downtown Opportunities



Expanded service of transit frequency and options is desired by the community.



Improved pedestrian infrastructure such as sidewalks and curb cuts is desired to make accessibility easier and increase the walkability of Missoula, especially in the winter.

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.

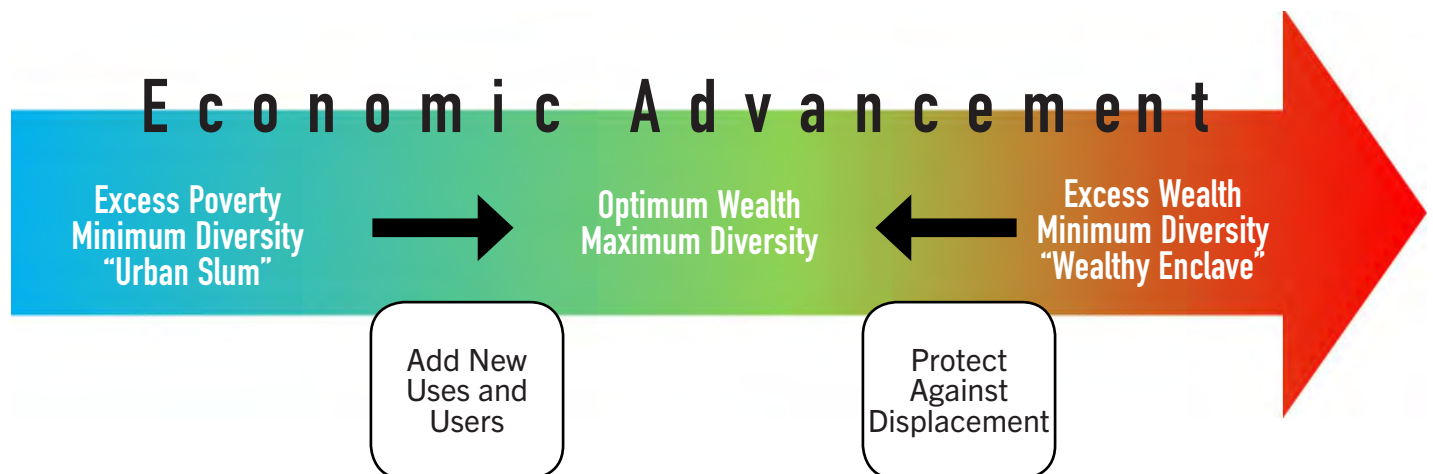
On the topic of gentrification, which can be defined as *the displacement of valued residents and businesses*, Jacobs watched the West End of New York City change in the 1950s, saw how diversity (in all its forms) was disappearing, and argued that “the point of cities is multiplicity of choice” and that “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.

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.

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.

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

Growing an Affordable City

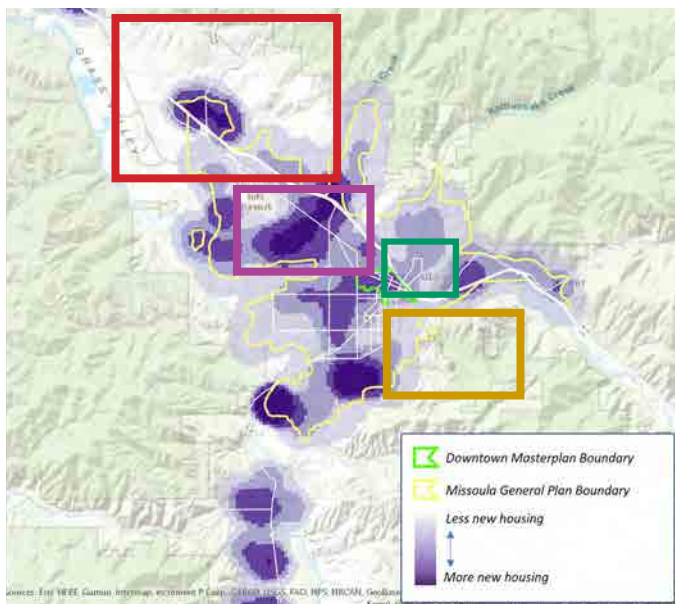
The Downtown should advocate for Smart Growth in the City and County

The best way to stabilize housing prices and increase homeownership is, simply, to build more homes. Housing should include 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.

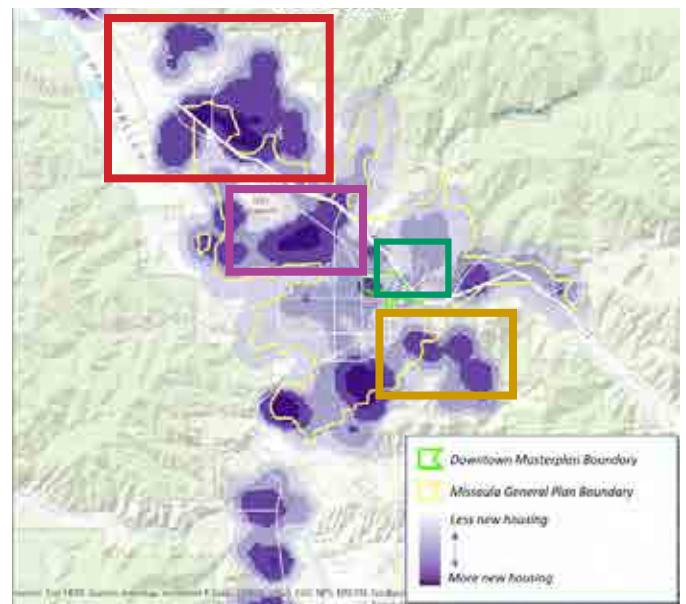
Where should the City and County grow?

Several scenarios were drafted and they are described in detail in the Plan Appendix. The four scenarios differ in terms of the quantity and kind of development that they allow. Missoulians seek to protect their “town” and “country” distinctions and do not want their communities to blur together. They also want to see the most picturesque ranchlands and most vital environmental lands protected.

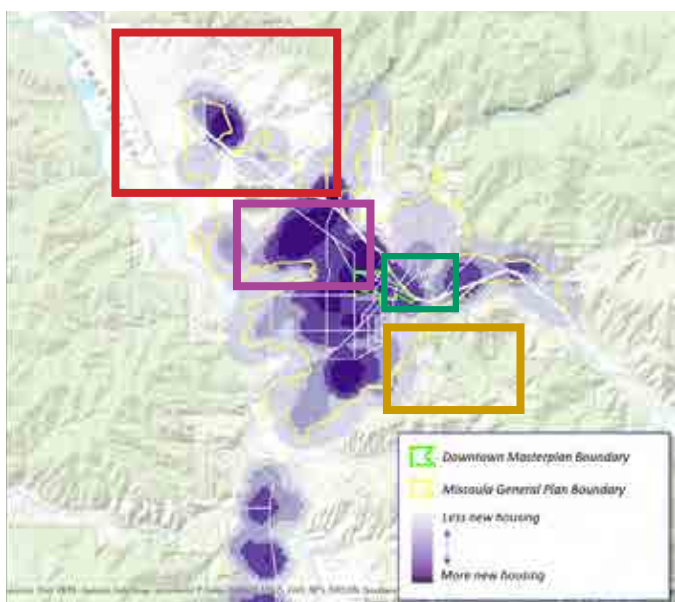
Growth Policy Scenario



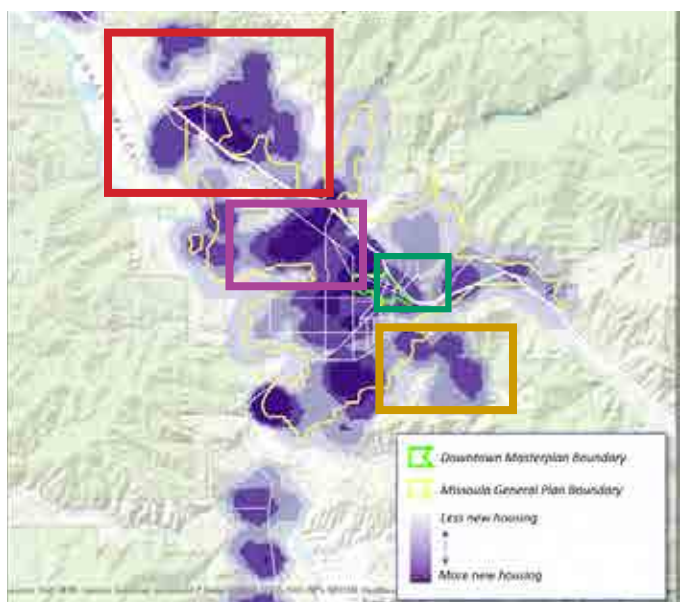
Trend Scenario



The Downtown Focus Scenario



Add Homes Scenario



The various areas where new growth could locate each have different levels of environmental and cultural sensitivity.

The Metropolitan region is not finite and must expand to accommodate new residents. The preservation of natural landscapes and natural systems is important to ecological sustainability; however, this should not be used as a rationale for exclusion. Municipalities

must update land development controls to allow more residents to live closer to major employment centers. Growth must be planned to have the least effect on the natural environment in places where the natural environment is a large part of local culture.



Wye and the Foothills Between Butler Creek and Grant Creek

The Missoula County Growth Policy describes a commercial center in Wye, with planned neighborhoods on portions of the foothills, and infill development throughout. The disadvantage to this site is the visibility of new homes located on the treeless foothills.



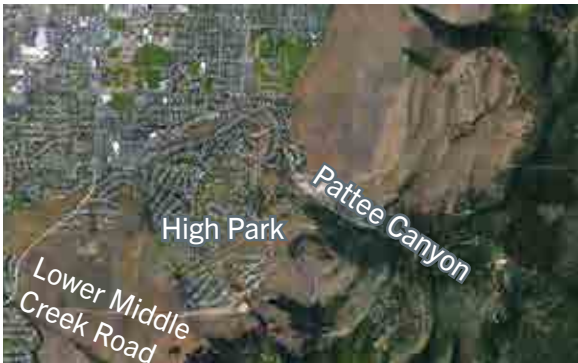
Southeast of the Airport at Whippoorwill Drive and West Broadway

The Missoula County Growth Policy describes this area as a place for higher intensity mixed-use commercial. This area consists primarily of farmlands and while preservation of the rural landscape is an important goal, cities do grow, and the natural way for them to grow is by extending their existing street networks.



The Hills West of Rattlesnake Creek

These are the hills that are visible from Downtown Missoula. While they are close enough to Downtown to be considered a logical extension of Downtown, many consider their scenic value is too great to be marred by homes. The sloping land would also be difficult and expensive to build upon.



South of Brooks Avenue & US Highway 93 South

Development has moved up the foothills of Stone Mountain and south of Brooks Avenue. This could be a place to grow the City but due to the steepness of the hills it is likely that construction costs would be high and the housing produced expensive.

New Missoula

A New Town at Whippoorwill Drive and West Broadway

No amount of new housing in the Downtown alone will solve the City's problem with affordable housing. Although adding housing throughout the Downtown is a part of the solution, development outside the Downtown is also critical. Creating 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.



A new plaza within what could be thought of as “New Missoula” because of its use of Downtown block sizes, densities, heights, and amenities. If connected by Bus Rapid Transit the new town would be less than 5 minutes from Downtown.

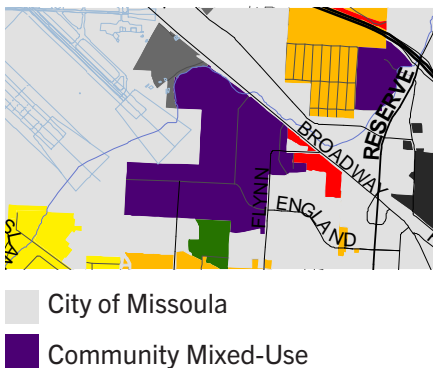
If the 600+ acre site at the intersection of Whippoorwill Drive and West Broadway identified by the County for mixed-use investment was developed at 15 to 30 units-per-acre (at minimum) the site could host between 20,000 and 25,000 people, and roughly a million square feet of retail, restaurant, and office space. Like in the Downtown, the block sizes need to be small and walkable and the streets multi-modal. There needs to be a mix of unit types for a mix of people and ample open space. Inevitably this site will develop, the question is will it be designed as a great (and affordable) new neighborhood connected by transit to Downtown?

Would “New Missoula” compete with the Downtown? No. New towns are different from city centers. When connected by transit they function as a kind of Downtown neighborhood even when they aren't adjacent to Downtown. They supply a customer base for Downtown businesses and inexpensive living for Downtown employees. Similar transit-oriented satellite towns have been successfully created throughout history, but recent examples include Mueller Community in Austin, Downtown Kendall in Miami, and Frisco Square outside of Dallas.



"New Missoula"

Missoula County Land Use Map



The *Proposed Missoula Area Land Use Map Final Draft* describes the site southeast of the airport at Whippoorwill Drive and West Broadway as "Community Mixed-Use" and designates it for mid- to high-intensity development because it is adjacent to city lands.

The site could be transformed into several complete neighborhoods featuring a fine-grained mix of housing types, retail stores, office space, civic buildings, and recreational facilities. Development should emphasize the public realm, walkability, mixed uses, community, and diversity. Form-based codes are the best way to insure this result.

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

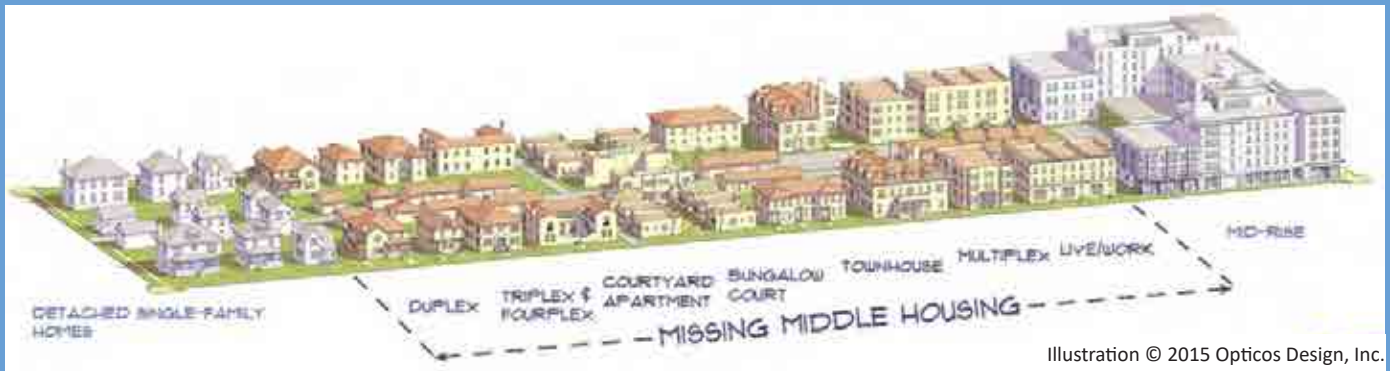


Illustration © 2015 Opticos Design, Inc.

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.

7: IMPLEMENTATION

2: Downtown Needs to be More than One “Postcard” View	7.2
3: Improve Mobility, Health & Safety	7.7
4: Stay Original. Stay Authentic. Be Green. And Create Jobs.	7.14
5: Better Utilize the River & Enhance Parks	7.17
6: Downtown for Everyone	7.21

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 action that should be taken to implement that strategy.

Authority

Lists the responsible parties for implementing the action.

Time Frame

The time for initiating and completing the activity. This could also be the regularity that an activity should occur such as ongoing initiatives.

- Short-Term = 1 to 5 years
- Mid-Term = 5 to 10 years
- Long-Term = More than 10 years

Long-Term actions are technically outside the purview of this 10 year Downtown Master Plan but should be kept in mind and if progress can be made sooner should be considered.

Downtown Needs to be More Than One “Postcard” View

Urban Design

Strategy / Activity	Authority	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, County, Downtown Partnerships	Ongoing
Action 1.2: Continue infill of vacant lots, and the revitalization of underutilized buildings to create an active, uninterrupted, interesting Downtown environment.	Downtown Partnerships, Private Develop.	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 Partnerships	Ongoing
Action 1.4: Pursue Adaptive Reuse of existing buildings creating additional setbacks for floors rising up. Preserve historical building facades.	City	Short-Term
Action 1.5: Utilize the Design Excellence standards to ensure good design that is local to Missoula and creates a proportional for building to street relationships.	City	Ongoing
Action 4.5: Encourage small scale, incremental development that fills in single lots. Respect the surrounding neighborhood character and allow residentially-scaled development.	City, Downtown Partnerships	Ongoing
Action 4.8: 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 Partnerships	Ongoing
Action 1.6: Redevelop surface parking lots with street-oriented multi-story buildings and lined parking structures.	Private Development, Parking Commission	Mid-Term for one, Long-Term for all
Action 1.7: Add a variety of buildings types including row houses, live-work units and mixed-use buildings with shop fronts on the ground floor.	Private Development, Downtown Partnerships	Ongoing
Action 1.8: Extend design from the street into the ally to promote area activation.	Public Works, Downtown Partnerships, Private	Short-Term
Action 12.3: Add street trees to extend existing tree canopy.	City	Short-Term
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 Partnerships	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.	Public/Private Partnership	Mid-term
Action 2.6: Improve mobility through downtown by converting Main Street and Front Street into 2-way streets.	Missoula Transportation Division	Short- to Mid-term
Action 2.7: Redevelop Pattee Street into a shared street for all modes of transportation, perhaps as a curbsless shared street space with an option to close the street to vehicular access for special events.	Missoula Transportation Division	Short- to Mid-term

Strategy / Activity	Authority	Time Frame
Strategy 3: Improvements for the area West of Higgins		
Action 3.1: Make Front Street an esplanade between Higgins Avenue and Ryman Street. A curbless shared street design would allow for greater accessibility/flexibility, street trees with hanging baskets for shade, wider sidewalks, street pavers, and bike parking for cyclists.	Missoula Transportation Division	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 Adler Street or at the corner of Pattee and Spruce streets, particularly if the Federal Building becomes fully occupied.	Private Development, Parking Authority	Mid-Term
Action 4.2: Consider sites near the busway for a public-private partnership to build a Downtown incubator and accelerator facility for locally owned businesses, a focus on Arts & Technology, or both.	Public/Private Partnership, Downtown Partnerships	Mid-term
Action 4.3: If City Hall relocates, consider the current site for a mobility hub with multilevel parking, expanded transit facilities, ride share hub, day care services, food options and potential residential development above.	Missoula Transportation Division	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 Partnerships, 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 Development	Mid-Term
Action 5.4: Support the proposed plan for development in the Riverfront Triangle.	Downtown Partnerships	Short-Term
Action 5.5: Develop a pedestrian bridge across the Clark Fork River in coordination with the development of the Riverfront Triangle.	Downtown Partnerships, Private Develop., City	Mid-Term
Action 5.6: Make Orange Street easier to cross on foot and by bike, particularly at Main and Front streets.	Missoula Transportation Division, Private	Short-Term
Action 5.7: Enhance aesthetics and safety of the underbridges and river access points along the riverfront trail through art, lighting, paving patterns inspired by Native tribes. Create a unified theme along the riverfront trails that can showcase different art styles from various cultures.	City, Downtown Partnerships	Short-Term
Action 5.8: Install access points to the river for water activities that are safe, clearly marked and don't negatively affect the vegetation growing along the river or lead to erosion.	City	Short-Term

Strategy / Activity	Authority	Time Frame
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.	Missoula Transportation Division	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.	Private	Ongoing
Action 6.5: Develop appropriate budgets for parking-in lieu fee structures that meet the requirements of the parking garage, revise and recalculate with the cost of parking in mind.	Parking Commission	Short-Term
Action 6.6: Sell existing parking garages to interested stakeholders and build a new one garage in the Hip Strip.	Parking Commission	Short-Term
Action 6.7: Utilize existing surface lots on the edge of Downtown or at the University of Montana, in combination with a shuttle service for special events.	Private Events	Short-Term
Action 6.8: Institute a parking tax, which supports larger transportation investments.	Parking Commission	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.	Parking Commission	Short-Term
Strategy 7: Pursue development of the Railyard		
Action 7.1: Reopen the Pacific Depot as a community asset with a history museum, indoor market, childcare facility, or other community facility.	Downtown Partnerships, 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 Partnerships, 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 Partnerships, MRL, Private	Long-Term
Strategy 8: Support development of the Old Saw Mill 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, and wintertime recreational events.	Parking Commission, Private	Mid-Term
Action 8.3: Consider development of multifamily mixed density housing across the Milwaukee Trail.	Private	Long-Term

Strategy / Activity	Authority	Time Frame
Strategy 9: Improvements for the Wyoming Street Neighborhood		
Action 9.1: Perform a neighborhood-wide hydraulic model to assess impacts of bringing the area out of the flood plain prior to new development.	City, Downtown Partnerships, Private	Short-Term
Action 9.2: Pursue steps to get a Letter of Map Revision Based on Fill (LOMR-F) to allow additional development and protect the existing neighborhood.	City, Downtown Partnerships, Private	Mid-Term
Action 9.3: Provide water and sewer service to accommodate additional homes and businesses including a greater mix of building types and uses.	City, Private	Mid-Term
Action 9.4: Continue the Riverfront Trail from the California Street bridge westward alongside River Road to the new Russell Street bridge underpass.	City, Downtown Partnerships, Private	Short-Term
Action 9.5: Prioritize pedestrians and cyclists by enhancing river crossings	City, Downtown Partnerships	Short-Term
Action 9.6: Increase number of connections to the Milwaukee Trail.	City, Downtown Partnerships, Private	Short-Term
Action 9.7: Develop a continuous sidewalk network around all blocks.	City, Downtown Partnerships, Private	Long-Term
Action 9.8: Create a neighborhood that directly engages the river. Development within the neighborhood should fit in with the single-family homes while development that fronts the Clark Fork River can be slightly larger in scale to offset the costs of fill that protects the entire neighborhood.	City, Downtown Partnerships, Private	Long-Term
Action 9.9: Develop a riverfront square lined with shops, restaurants, cafés, a community center, and other third places to promote civic engagement.	City, Downtown Partnerships, Private	Long-Term
Action 9.10: Pursue the development of a waterfront hotel.	Downtown Partnerships, Private	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 Partnerships, 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 Partnerships, Private	Mid-Term
Action 10.3: Widen the sidewalks along West Broadway Street to better support the existing street-oriented businesses.	Missoula Transportation Division	Mid-Term
Action 10.4: Extend and enhance the Riverfront Trail, particularly along the Flynn Lowney Ditch to connect Orange Street to the California Street Bridge. Include lighting along the trail.	City, Downtown Partnerships	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.	Missoula Transportation Division	Short-Term

Strategy / Activity	Authority	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.	Missoula College, Montana Tech Enterprise	Short-Term
Action 11.2: Place student 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 11.3: Implement a transit stop and civic square which serve as a third place.	Missoula Transportation Division, Private	Mid-Term
Action 11.4: Consolidate parking by implementing a structure that is surrounded by mix-use buildings and is covered with an amenity deck.	Private	Long-Term
Action 11.5: Build a new pedestrian bridge and trail extension to improve mobility and connectivity to the rest of Downtown.	City, Downtown Partnerships, Private	Mid-Term
Action 11.5: Extend the Riverfront Trail from Van Buren Street to Missoula College.	City, Downtown Partnerships	Mid-Term
Strategy 12: Improvements for the Madison Street Area		
Action 12.1: Pursue the redevelopment of business 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.	Downtown Partnerships, Private	Mid-Term
Action 12.2: The Riverfront Trail should be extended 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.	City, Downtown Partnerships	Short-Term
Action 12.3: Propose the development of a boutique hotel to enhance the variety of Short-Term stay options.	Downtown Partnerships, Private	Mid-Term
Action 12.4: Manage Parking by balancing pedestrian and vehicular access to buildings by creating a variety of parking options.	Parking Commission	Short-Term

Improve Mobility, Health & Safety

Transportation, Parking, Infrastructure

Strategy / Activity	Authority	Time Frame
Strategy 1: Make Every Street a Great Street		
Action 1.1: Update street design standards across Downtown.		Short-Term
Action 1.2: Revised Design Excellence Guidelines to reflect update street design standards.		Short-Term
Strategy 2: Improve the Pedestrian Realm with Sidewalk Design Guidelines		
Action 2.1: Develop and approve sidewalk design guidelines for Downtown		Short-Term
Action 2.2: Update the City's street tree planting guidelines		Short-Term
Action 2.3: Install pedestrian-scaled street lighting that meets the city's dark sky in place of existing lighting fixtures on Front Street, Main Street, and Higgins Street.	Downtown Partnership Missoula Development Services	Mid- to Long-Term
Strategy 3: Connect across North Orange Street		
Action 3.1: Redesign North Orange Street with reduced lanes widths and an eight foot planted median. Use the repurposed right-of-way as a landscaped planting strip between the travel lanes and sidewalks (both sides of street). Where possible, plant three rows of street (in the landscaped planting strips and median).	Missoula Development Services	Long-Term
Action 3.2: Install painted with installations by local artists intersections and crosswalks at select intersections to increase visibility. Update the installations on a regular basis depending on durability through winter.	Missoula Development Services	Short-Term
Action 3.3: Study the possibility of installing diagonal pedestrian crossings with dedicated pedestrian signal phase at the intersection with Broadway Street.	Missoula Development Services	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, slow traffic, improve safety, and create a focal center point for public art.	Missoula Development Services	Mid-Term
Action 3.5: Construct a gateway plaza and pedestrian refuge at the intersection with Railroad Street.	Missoula Development Services	Mid-Term
Action 3.6: Install a traffic signal (if warrants are met) at the intersection with Cregg Lane.	Missoula Development Services	Short-Term
Strategy 4: Upgrade the Front and Main Streets Couplet with Two-Way Traffic Circulation & Improve Circulation to the Kiwanis Park Neighborhood		
Action 4.1: Restore two-way operations on Front and Main Streets. As part of this effort: <ul style="list-style-type: none"> • Update intersections with Orange, Higgins, Ryman and Madison. • Install modern pedestrian crosswalks, curb ramps and curb extensions • Add selected bicycle facilities, including separated facilities on Main Street • Update on-street parking 	Missoula Development Services	Mid-Term

Strategy / Activity	Authority	Time Frame
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. <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. Convert Parsons Drive to two-way flow 	Missoula Development Services	Mid-Term
Strategy 5: Complete Safe Cross-Town Bicycle Facilities		
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.	Missoula Transportation Division MDT	Short-Term
Action 5.2: Extend the Higgins Avenue cycle track south to the Clark Fork bridge	Missoula Transportation Division MDT	Short-Term
Action 5.3: Implement a separated on-street bicycle facility from the Clark Fork bridge south to Brooks Street on Higgins Avenue.	Missoula Transportation Division MDT	Short-Term
Action 5.4: Implement a East-West cross-town bicycle corridor consisting of separated bike lanes along Spruce Street or Broadway Street. In segments where bicycle lanes already exist, they will be upgraded to separated facilities.	Missoula Transportation Division MDT	Short-Term
Action 5.5: 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.	Missoula Transportation Division MDT	Short-Term
Action 5.6: 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.	Missoula Transportation Division	Mid-Term
Action 5.7: Update public bicycle parking standards to ensure an adequate supply of bicycle parking exists.	Missoula Transportation Division	Short-Term
Action 5.8: Adopt bicycle parking requirements and standards for new development and redevelopment.	Missoula Transportation Division	Short-Term
Action 5.8: Institute micro-mobility vehicle policy that prohibits micro-mobility vehicle operation on sidewalks and promotes travel on bicycle infrastructure. Integrate dockless, on-demand mobility devices where possible and designate appropriate curb space for parking these devices.	Missoula Transportation Division	Short-Term
Action 5.9: 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.	Missoula Transportation Division	Short-Term

Strategy / Activity	Authority	Time Frame
Strategy 6: Extend and Complete the Trail Network		
Action 6.1: Widen the Milwaukee and Bitterroot Trails from 10 feet to 18 feet (10 feet marked for cyclists and 8 feet for pedestrians) to accommodate increasing ridership.	Missoula Transportation Division	Short-Term
Action 6.2: Complete missing segments of Ron’s River (Riverfront) Trail, including (Burton St to Orange St and Madison Street to Easy Street).	Missoula Transportation Division	Short-Term
Action 6.3: Upgrade segments of Ron’s River (Riverfront) Trail in East Caras and Bess Reed Parks to shared use path standards.	Missoula Transportation Division	Short-Term
Action 6.4: 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.	Missoula Transportation Division	Long-Term
Action 6.5: Enhance connections between the Lower Rattlesnake neighborhood and Ron’s River (Riverfront) Trail with special consideration for safely crossing the Northern Pacific rail lines.	Missoula Transportation Division	Mid-Term
Action 6.6: Promote trail-oriented development through master planning and zoning updates.	Missoula Development Services	Short-Term
Strategy 7: Develop an Urban Alleyways Program		
Action 7.1: 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 Missoula Development Services	Short-Term
Action 7.2: Undertake one or more pilot projects to test Upgrade Toolkit measures and deploy one or more Short-Term “tactical urbanism” projects	Downtown Partnership	Short-Term
Action 7.3: Promote art in Downtown alleys	Downtown Partnership	Short-Term
Strategy 8: Implement Modern Universal Accessibility (Access for All) Design Features		
Action 8.1: Identify sidewalk and curb locations with accessibility concerns and prioritize these for improvements.	Missoula Transportation Division	Short-Term
Action 8.2: Ensure an adequate supply of accessible parking on-street and in public garages.	Missoula Parking Commission	Short-Term
Action 8.3: 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.	Missoula Parking Commission	Short-Term

Strategy / Activity	Authority	Time Frame
Strategy 9: Complete Implementation of the Missoula Wayfinding Plan		
Action 9.1: Complete implementation of the Wayfinding Plan across Downtown, including signage for key destinations, historical sites, parking locations, transportation, and other information.	Downtown Partnership Missoula Development Services	Short-Term
Strategy 10: Data-Driven Traffic Safety Remedial Program		
Action 10.1: 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.	Missoula's Transportation Planning Division	Short-Term
Action 10.2: Prioritize the implementation of safety improvement projects and strategies in high crash locations.	Missoula's Transportation Planning Division	Short-Term
Action 10.3: Adopt the Vision Zero target for zero fatalities involving road traffic.	Missoula City Council	Short-Term
Strategy 11: Truck Freight Access and Circulation		
Action 11.1: 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.	Missoula Transportation Division	Mid-Term
Action 11.2: Establish maximum posted speed limit of 25 mph across Downtown. Some areas may warrant lower speed limits.	Missoula Transportation Division MDT	Short-Term
Strategy 12: Public Transit System Development		
Action 12.1: Ensure that all bus stops are ADA compliant, where physically possible.	MUTD	Mid-Term
Action 12.2: Provide bus shelters and seating at all bus stops in Downtown.	MUTD	Mid-Term
Action 12.3: Promote the continuation of Zero-Fare transit service	Downtown Partnership	Short-Term
Action 12.4: Reduce the number of routes operating of 60 and 30 minute headways by increasing frequency	MUTD	Short-Term
Action 12.5: Expand bus service to the Sawmill District and Wyoming Street Area	MUTD	Short-Term
Strategy 13: Downtown – University of Montana – Missoula College Connectivity		
Action 13.1: Prepare an updated streetcar study as Missoula continues to grow, that will study circulation within Downtown and connections to Downtown from surrounding neighborhoods and new development.	MUTD	Long-Term
Action 13.2: Ensure that changes to Downtown's infrastructure does not preclude the implementation of a streetcar in the future.	Missoula Transportation Division	Ongoing
Strategy 14: Reduce the Demand for Parking in Downtown		
Action 14.1: Pursue Transportation Demand Management (TDM) strategies as the first step towards meeting the parking needs in Downtown Missoula	Missoula Transportation Division MPC	Short-Term

Strategy / Activity	Authority	Time Frame
Strategy 15: Expand the Parking Supply in Downtown		
Action 15.1: Update Parking Codes/Ordinances/Policies reinstating parking requirements in the Central Business District. <ul style="list-style-type: none"> • Parking requirements in the CBD should be less than typical sub-urban parking requirements. • Consider a combination of parking minimums and parking maximums. • Under the new ordinance or parking requirements, it is recommended that surface parking NOT be allowed. • Small businesses (less than 2,000 LSF) may remain exempt from minimum parking requirements. • Small businesses (specifically Restaurants, Drinking Establishments, General Retail, Low Intensity Retail, and Grocery Stores, which adaptively reuse a historic structure) up to 5,000 square feet, shall be exempt from minimum parking requirements. • Implement a parking in-lieu-fee option in concert with the reinstatement of CBD parking requirements with a recommend in-lieu fee on a cost per space basis in the CBD and Hip Strip of \$25,000.00 per space. 	MPC	Short-Term
Action 15.2: Expand the Missoula Parking Commission'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	Short-Term
Action 15.3: Institute Performance (Demand) Based Pricing to redistribute parking between areas of higher and lower demands within a district based on data.	MPC	Short-Term
Action 15.4: Implement a truck loading zone (TLZ) to improve the current system associated with deliveries	MPC	Short-Term
Action 15.5: Develop and manage a shared parking system with private facilities.	MPC	Short-Term
Action 15.6: Enhance parking facilities maintenance practices	MPC	Short-Term
Action 15.7: Define a parking infrastructure funding mechanism for Missoula to reassess how parking development will be accomplished in the next decade and beyond.	MPC	Short-Term
Action 15.8: Establish a process for creating new parking management districts	MPC	Short-Term
Action 15.9: Update parking time limits and enforcement hours to maintain 85 percent occupancy of on-street parking spaces. <ul style="list-style-type: none"> • Extend enforcement hours • Set on-street parking time limits • Simplify time limits to 15/30-minutes, 2-hours, and 4-hours for clear, consistent messaging • Provide high-turnover 15/30-minute spaces near businesses that rely on high customer turnover 	MPC	Short-Term
Action 15.10: Use data-driven policies to support balanced utilization of parking resources. Use data to support better policy, price, and practice decisions that are consistent with the intended vision and outcomes of the parking program. This will include the frequent collection of data, ongoing analysis of data, and use of performance indicators and benchmarks to define when and how to make changes.	MPC	Mid-Term

Strategy / Activity	Authority	Time Frame
Action 15.11: 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	MPC	Short-Term
Action 15.12: Adopt strategies that ensure Mobility as a Service (MaaS)/ Personal Transportation options work in a beneficial and seamless way within existing City streets and alongside current transportation systems <ul style="list-style-type: none"> • Designate curb space for rideshare pick-up and drop-off • Cluster Mobility as a Service options and connect them with transit • Adopt policy and program frameworks that manage services and monetize access • Embrace new shared mobility devices 	MPC	Short-Term
Action 15.13: Improve pedestrian and bicycle services and facilities to reduce parking demand <ul style="list-style-type: none"> • Develop policies for funding bike/pedestrian programs with parking revenues, using program-wide or neighborhood specific revenues. • Leverage parking funds to obtain grant funding for bicycle and pedestrian projects with an emphasis on projects that enhance safety and mobility. • Retrofit selected existing on-street parking spaces as corrals for bike parking and for parklets to enhance the pedestrian experience and calm traffic. 	Missoula Transportation Division MPC	Short-Term
Action 15.14: 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 (e.g., package delivery such as UPS, FedEx, and Amazon, and food delivery services such as GrubHub), on-demand mobility devices such as bikes and scooters, emergency services, pedestrian streetscape amenities and other users.	Missoula Parking Commission Missoula Transportation Division	Mid-Term
Action 15.15: 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. <ul style="list-style-type: none"> • Review and update the policies for the residential parking permit program (RPPP) to better clarify the program goals and priorities. • Evaluate new areas that may need a RPPP in the near future. • Implement virtual permitting and LPR-based enforcement to improve management of residential areas. • Prioritize on-street parking based on the primary street level land use or zoning. On commercial streets, on-street parking should be prioritized for short-term visitor access. On residential streets, parking for residents should be prioritized, with short-term parking allowed when there is more parking availability. • Evaluate other strategies to manage parking demand, such as further limits on the number of permits per household, total permits, and restrictions based on the availability of off-street parking. 	MPC	Mid-Term
Action 15.16: 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.	MPC	Short-Term
Action 15.17: Implementing paid on-street parking in new areas	MPC	Mid-Term

Strategy / Activity	Authority	Time Frame
Strategy 16: Develop New Locations for Centralized Shared Parking		
Action 16.1: Construct three new parking garages to provide for the parking needs of future development and to supply spaces for employee parking.	MPC	Mid- to Long-Term
Strategy 17: Expand Adequate Water Supply Across the Entire Downtown to Support New Development		
Action 17.1: 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 of Missoula Water Division	Mid-Term
Action 17.2: Up-size piping or increase network connections to achieve the required pressures and flow capacity for areas identified for increased density.	City of Missoula Water Division	Mid-Term
Strategy 18: Improve the Water Quality of Storm Water Discharge at Outfall Locations into the Clark Fork River		
Action 18.1: Implement MS4 compliance program including evaluation of the current system and development of design standards for new development.	Missoula Storm Water Division	Short-Term
Strategy 19: Expand Storm Water Management Options Across Downtown		
Action 19.1: Evaluate capacity of the storm water collection networks and identify pretreatment requirements and system upgrades to serve areas of development identified in this plan.	Missoula Storm Water Division	Mid-Term
Strategy 20: Relocate the Electric Substation Near Caras Park		
Action 20.1: 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.	North Western Energy	Short-Term Planning Long-Term Implementation
Strategy 21: Implement Faster and More Affordable Fiber Based Gigabit Broadband Service Across the Downtown		
Action 21.1: Support the long and Short-Term goals of the 2016 <i>Missoula Broadband Recommendations: Fiber to the Future</i> report	Downtown Partnership	Short-Term

Stay Original. Stay Authentic. Be Green. And Create Jobs

Arts & Culture, Economic Development, Historic Preservation

Strategy / Activity	Authority	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 the Cultural Asset Map described below.	Downtown Partnerships	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 Partnerships	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 man-made environment that is as high-quality as the natural environment. This includes a BIG Art installation on the northshore of the Downtown.	City, Downtown Partnerships	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 at risk of displacement.	City, Downtown Partnerships	Short-Term
Action 1.9: Develop a Heritage Interpretive Plan for culturally-relevant streetscape elements, wayfinding, signage, historical markers, and public art.	City, Downtown Partnerships	Short-Term
Action 1.10: Support and help formalize Preserve Missoula’s List of Endangered Historic Structures.	City, Downtown Partnerships	Short-Term
Action 1.11: Create a Land Trust to buy land or acquire easements to preserve undervalued assets for cultural or historic preservation.	Downtown Partnerships	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 Partnerships	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 3: Build the “Right Kind” of Tourism		
Action 3.1: Establish a Downtown Tourism Working Group to advise policy makers on actions that would benefit the Downtown’s tourism development activities.	City, Downtown Partnerships	Short-Term

Strategy / Activity	Authority	Time Frame
Action 3.2: Determine the size, role, composition and meeting frequency of the Tourism working Group.	City, Downtown Partnerships	Short-Term
Action 3.3: Create a Tourism-led Economic Development Vision with open invitations for public discussion around tourism development led by the Tourism Working Group and create an inclusive vision for the area's tourism economy that challenges and motivates residents into action.	City, Downtown Partnerships	Short-Term
Action 3.4: 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 economic development.	City, Downtown Partnerships	Short-Term
Action 3.5: Regularly assess the Downtown Tourism Working Group's contribution to economic development policy making, refining membership at least annually (though without a requirement for service or term limit).	City, Downtown Partnerships	Ongoing
Action 3.6: Undertake a Structured Tourism Analysis Around the Concept of "Downtown Trails".	City, Downtown Partnerships	Short-Term
Action 3.7: Task the Downtown Tourism Working Group to further develop "Downtown Trails" Maps.	City, Downtown Partnerships	Short-Term
Action 3.8: Undertake a structured tourism infrastructure analysis.	City, Downtown Partnerships	Short-Term
Action 3.9: Understand who visits the Downtown, for how long, where they go and how much they spend.	City, Downtown Partnerships	Short-Term
Action 3.10: Create tracking metrics against the report to verify and refine visitor numbers against expectations.	City, Downtown Partnerships	Short-Term
Action 3.11: Undertake regular reviews of the analysis (consider a bi-annual review cycle to redo the analysis).	City, Downtown Partnerships	Ongoing
Action 3.12: Close the identified supply gaps using incentives and direct investor outreach.	City, Downtown Partnerships	Short-Term
Action 3.13: Align marketing messaging. Review current marketing messaging and coordinate a coherent message about the Downtown's tourism offerings by channel to targeted visitor segments.	City, Downtown Partnerships	Short-Term
Action 2.14: Identify current marketing entities, their messaging and channels.	City, Downtown Partnerships	Short-Term
Action 3.17: 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 Trail.	City, Downtown Partnerships	Short-Term
Action 3.18: Stay original and authentic by encouraging a tourism sector that is locally-owned and serves locals.	City, Downtown Partnerships, Private	Short-Term

Strategy / Activity	Authority	Time Frame
Strategy 4: Expand Experiences for the “Right Kind” of Tourism		
Action 4.1: Enhance existing experiences by <ul style="list-style-type: none"> Tasking the Downtown Tourism Group with listing 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. 	City, Downtown Partnerships	Mid-Term
Action 4.2: Prioritize new tourism attractions and tourism infrastructure near existing assets. <ul style="list-style-type: none"> Task the Downtown Tourism Group with determining 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 and Other Categories. 	City, Downtown Partnerships	Mid-Term
Strategy 5: Develop Additional Financial Supports “Right Kind” of Tourism		
Action 5.1: Prioritize new tourism attractions and tourism infrastructure near existing assets.	City, Downtown Partnerships	Short-Term
Action 5.2: Create an incentives strategy and an incentives prioritization framework.	City, Downtown Partnerships	Short-Term
Action 5.3: Prioritize new tourism attractions and tourism infrastructure near existing assets.	City, Downtown Partnerships	Short-Term
Strategy 6: Create an Entrepreneurial Ecosystem for Technology		
Action 6.1: Continue efforts to grow high-technology jobs on the University of Missoula Campus and in the Downtown.	University	Ongoing
Action 6.2: Update land development and zoning codes to better allow technological offices and makerspaces.	City	Short-Term
Strategy 7: Enhance Historic Preservation Efforts		
Action 7.1: Consider a Multiple Resource Area Nomination to increase the number of structures on the national Historic Register.	City, Downtown Partnerships	Short-Term
Action 7.2: Create a Local Historic District in the Downtown after a public education and outreach process.	City, Downtown Partnerships	Mid-Term
Action 7.3: Draft Local Historic District Design Guidelines to help retain the historic character of a designated historic district.	City, Downtown Partnerships	Mid-Term
Action 7.4: Continue building a comprehensive inventory of all of Missoula’s historic assets including parks, trees, buildings, and monuments.	City, Downtown Partnerships	Ongoing
Action 7.5: Update the City’s Demolition-by-Neglect Ordinances to better require property owners to care for blighted structures.	City, Downtown Partnerships	Ongoing
Action 7.6: Create a Neighborhood Conservation District in the neighborhoods located between the Railroad tracks and Pine Street.	City, Downtown Partnerships	Mid-Term
Action 7.7: Create a Historic Preservation Fund to assist in the rehabilitation of historic structures.	City, Downtown Partnerships	Mid-Term

ENHANCE PARKS, PUBLIC SPACES & BETTER UTILIZE THE RIVER

Parks & Open Space, River Access, Sustainability

Strategy / Activity	Authority	Time Frame
Strategy 1: Enhance Existing Parks		
Action 1.1: Programming for existing parks should be noted and enhanced to ensure they are meeting the needs of the community and visitors. Programing in the parks should be multifunctional to provide amenities accessible to residents year-round.	Parks and Rec Department	Mid-Term
Action 1.2: Improvements to the existing parks and new parks should be created to enhance and accommodate the growth of downtown.	Parks and Rec Department	Long-Term
Action 1.3: Enhancing trails to connect open spaces and parks to each other.	Parks and Rec Department	Mid-Term
Action 1.4: Require street trees to be planted for new development and encourage using native plants and diversify the existing tree urban canopy species.	Planning & Zoning Department	Mid-Term
Strategy 2: Celebrate The River		
Action 2.1: Engage the river and the parks along its banks by facing the river with dining areas or storefronts, and creating pedestrian friendly spaces. Treat the entire length of the river as an amenity. <ul style="list-style-type: none"> Create policy updates and updates to the Land Development Regulations and Zoning to encourage such practice. 	Planning & Zoning Department	Mid-Term
Action 2.2: Enhance access that focuses on riparian protection along both the north and south banks of the river in a sustainable manner.	Parks and Rec Department	Short-Term
Action 2.3: Support projects that enhance river activities.	Parks and Rec Department	Short-Term
Strategy 3: Create New Designated Park Areas		
Action 3.1: Create new parks to accommodate the growing need for additional green space.	Parks and Rec Department	Long-Term
Action 3.2: Focus on the needs and activities of the residents of the Downtown, the design should follow the principles of Crime Prevention Through Environmental Design (CPTED) principles to create safe, comfortable and functional spaces.	Parks and Rec Department	Mid-Term
Action 3.3: 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 have been under served.	Parks and Rec Department	Long-Term
Action 3.4: Create new dog parks at other appropriate locations should be considered to alleviate the concentration of pets.	Parks and Rec Department	Short-Term
Strategy 4: Create New Alternative Third Places		
Action 4.1: Create new all - seasons alternative spaces for Missoulians of all ages to gather and encourage social interaction.	Public Private Partnership	Mid-Term
Action 4.2: Food truck rally programming, a small food court with wide range of prices and EBT/Food Stamp supporting businesses.	Public Private Partnership	Mid-Term
Action 4.3: Create places where parents with small children can entertain their children at a low cost like assigned play areas in parks.	Parks and Rec Department	Mid-Term

Strategy / Activity	Authority	Time Frame
Strategy 5: Enhance Missoula's Urban Forest		
Action 5.1: Expand planting programs established to maintain the existing urban forest and expand tree planting efforts in existing neighborhoods that lack a full tree canopy. Efforts should continue to be made to implement the 2015 Urban Forest Master Management Plan.	Parks and Rec Department	Short-Term
Action 5.2: Maintain the long-term viability of existing urban canopy by regularly addressing major maintenance needs.	Parks and Rec Department	Mid-Term
Action 5.3: Partner with current urban forestry department and Advocacy groups such as Trees for Missoula in the implementation process.	Parks and Rec Department	Mid-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.	Public Private Partnership	Mid-Term
Action 6.2: Make the park friendly to visit year round, ideas includes accommodating ice skating rink, or ice ribbon.	Parks and Rec Department	Mid-Term
Action 6.3: Consolidate parking in order to free up space and dedicate it to additional uses in the park. <ul style="list-style-type: none"> Sell or lease a portion of the surface parking area for a mixed use building that would include public parking spaces along with private development. 	Public Private Partnership	Mid-Term
Strategy 7: Improve Higgins Avenue Bridge		
Action 7.1: An accessible connection down to Caras Park is recommended in the future.	Parks and Rec Department	Short-Term
Action 7.2: Along with these improvements, enhancements to the underside of the bridge should be considered for safety as well as better connecting the two sides of Caras Park.	Parks and Rec Department	Short-Term
Action 7.3: Create a unified theme along the river trail through design elements.	Parks and Rec Department	Short-Term
Strategy 8: Improve Bess Reed Park		
Action 8.1: Install ample lighting to improve park user's safety.	Parks and Rec Department	Short-Term
Action 8.2: Support the implementation of the concept master plan of East Caras and Bess Reed parks.	Parks and Rec Department	Short-Term
Strategy 9: Improve Kiwanis Park		
Action 9.1: More well-defined access path along the northern edge of the park can create a more friendly pedestrian experience.	Parks and Rec Department	Short-Term
Action 9.2: The long riverfront edge has the potential to provide a for a new river access point at the north side of the river bank.	Parks and Rec Department	Short-Term
Action 9.3: Create places where parents with small children can entertain their children at a low cost like assigned play areas in parks.	Parks and Rec Department	Short-Term

Strategy / Activity	Authority	Time Frame
Strategy 10: Enhance West Broadway Island Park		
Action 10.1: Support the implementation of improvement design documents created in 2016. The plan can improve accessibility to the park and increase visitors which reduce illegal drug use and homeless camping.	Parks and Rec Department	Short-Term
Action 10.2: Proposed programming should be flexible and adaptable to the fluctuating water levels.	Parks and Rec Department	Short-Term
Strategy 11: Enhance Jacob's Island Park		
Action 11.1: The dog park area should be planned to support the running and frolicking activities sustainably.	Parks and Rec Department	Short-Term
Action 11.2: Fence off the most fragile riparian areas and establish stricter control to protect the endangered species and the environment.	Parks and Rec Department	Short-Term
Strategy 12: Institute Green Infrastructure projects at various scales		
Action 12.1: 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.	Parks and Rec Department	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.	Planning & Zoning Department	Mid-Term
Action 12.3: Ensure equitable distribution of parks across downtown and Missoula as a whole.	Parks and Rec Department	Mid-Term
Action 12.4: Hold all parks across downtown to the same high level of quality for maintenance, safety, and amenities.	Parks and Rec Department	Mid-Term
Action 12.5: Make the park system an essential park of Downtown's infrastructure integrated with a network of corridors.	Parks and Rec Department	Mid-Term
Action 12.6: Downtown system of green infrastructure should also connect with the broader regional system.	Parks and Rec Department	Mid-Term
Action 12.7: The interpretive heritage markers and signs should begin in areas where the city and the wilderness connect, and continue into the Downtown.	Parks and Rec Department	Short-Term
Strategy 13: Become a Green City		
Action 13.1: Reduce personal vehicle use to save on carbon emission through supporting the continuation of Zero-Fare public transportation, and enhancing bicycle facilities.	MUTD	Mid-Term
Action 13.2: Promote and encourage composting in downtown too reduce landfill and create rich soil.	Public Private Partnership	Mid-Term
Action 13.3: Encourage deconstruction instead of demolition to encourage adaptive reuse of building materials.	Planning Department	Mid-Term
Action 13.4: Reinstitute the Green Blocks project to improve energy efficiency in downtown Missoula.	City of Missoula & North Western Energy	Mid-Term
Action 13.5: Incentivize green building practices across downtown Missoula, and require green building practices for public projects.	Planning & Zoning Department	Mid-Term

Strategy / Activity	Authority	Time Frame
Action 13.6: Incentivize historic preservation and adaptive reuse for historic properties in downtown.	Historic preservation & Planning Department	Mid-Term
Action 13.7: Become 100% clean electricity powered by 2030.	Public Private Partnership	Long-Term
Action 13.8: Implement the solar road map to transition the prioritized municipal building to solar energy.	City of Missoula	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 of Missoula	Long-Term

Downtown for everyone

Inclusiveness, Regional Affordability

Strategy / Activity	Authority	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 Partnerships	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 Partnerships	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 Partnerships	Ongoing
Action 1.4: Provide childcare for attendees during the meetings.	City, County, Downtown Partnerships	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 Partnerships	Ongoing
Action 1.6: Provide mentors that help people through the process.	City, County, Downtown Partnerships	Ongoing
Action 1.7: Notice and document who does NOT show up and continually work on building those relationships.	City, County, Downtown Partnerships	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 Partnerships	Ongoing
Strategy 2: Addressing Housing Issues		
Action 2.1: Include plans to increase housing downtown.	Downtown Partnerships, Private	Ongoing
Action 2.2: 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 2.3: Monitor the effect of vacation rentals in the supply of housing, specially Downtown.	City, Downtown Partnerships	Short-Term
Action 2.4: Address the need for Wet Housing. This will help the homeless community transition into stable housing options.	City, Downtown Partnerships	Short-Term
Strategy 3: All- Seasons Third Places		
Action 3.1: Create an incubator space for artists to sell their products with minimal overhead.	Downtown Partnerships	Short-Term
Action 3.2: Develop a space for visual and performing arts for the community.	Private, Downtown Partnerships	Mid-Term
Action 3.3: Provide affordable childcare services.	Private	Short-Term
Action 3.4: Indoor as well as outdoor play spaces for kids to play free of charge.	City	Short-Term

Strategy / Activity	Authority	Time Frame
Action 3.5: Indoor and outdoor spaces for adults free of charge.	City	Short-Term
Action 3.6: Provide enough parking so that people can leave their cars behind and explore downtown by foot.	Parking Commission	Ongoing
Action 3.7: Provide teen-appropriate third places and / or activities for people between 12-21.	City, Private	Short-Term
Strategy 4: Enhance Visitability		
Action 4.1: Build a downtown that works for people of all abilities in every season rather than focus on conforming to existing codes. Design with all people in mind.	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 Partnerships	Ongoing
Action 4.3: Have volunteers help to teach older populations how to ride the bus and how to navigate the bus system.	Senior Center	Ongoing
Strategy 5: Racism and Homophobia		
Action 5.1: Hire minorities and include them 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.	Downtown Partnerships	Short-Term
Action 5.3: Create a tribal liaison for the City of Missoula like they have in Portland. (portlandoregon.gov/ogr/article/666865)	City, Downtown Partnerships	Short-Term
Action 5.4: Create a yearly festival of Native culture in conjunction with our Native population.	Private	Short-Term
Action 5.5: Work with Kyiyo Pow Wow to welcome the thousands of people who come from all over Montana every year to participate.	City	Ongoing
Action 5.6: Create big and small art by local artists.	City, Downtown Partnerships	Ongoing
Action 5.7: Erect public statues of Native figures in history.	City, Downtown Partnerships	Ongoing
Action 5.8: Implement Heritage Signage Plan.	City, Downtown Partnerships	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 Partnerships	Short-Term
Action 6.3: Patrol officers may help reduce the bad behavior.	City	Ongoing
Action 6.4: Increase lighting in public areas to increase the perception of 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.	Public/Private Partnerships	Ongoing

Strategy / Activity	Authority	Time Frame
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 Partnerships, 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: Design considering Form-Based Code guidelines as one type of regulatory tool used to shape communities 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