

A detailed urban planning map of downtown Missoula, Montana. The map shows a grid of streets, including Toole St, Scott, Bond St, Broadway St, Main St, Front St, 1st St through 6th St, Oak, Ash, Walnut, Hickory, Cottonwood, Orange, Chestnut, Hazel, Madison St, and Van Buren St. The Clark Fork River flows through the center. Various colored blocks represent different land use zones: orange for commercial, purple for residential, green for parks, and blue for water. Specific parks like Open Park, McConick Park, Keweenaw Park, and Madison Park are labeled. The University of Montana is visible in the bottom right corner. The title 'Missoula Greater Downtown Master Plan' is overlaid in large red text.

Missoula Greater Downtown Master Plan

08-19-2009

City of Missoula
The Downtown Business Improvement District of Missoula • Missoula Parking Commission
Missoula Redevelopment Agency • Missoula Downtown Association

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Donors

We salute those who support the vision that will ensure Downtown Missoula remains vibrant and healthy over the course of the next 25 years. The Greater Downtown Missoula Master Plan was created in 2007 and 2008 with leadership, support and contributions from the following organizations and businesses.



Downtown Business Improvement
District of Missoula



Missoula Redevelopment Agency



Missoula Parking Commission



Missoula Downtown Association

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Missoula Area Chamber of Commerce
Missoula Federal Credit Union
Missoula Housing Authority
Missoula Osprey Professional Baseball
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Sean Kelly's Public House
US Bank
Washington Corporation
Blackfoot Communications
Doubletree Hotel
Treasure State Bank
Urban Renewal Associates & Historic Penwell
Building–Ken Duce
Hide & Sole
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Community Bank of Missoula
Garlington, Lohn & Robinson PLLP

Gordon Construction
Kembel, Kosena & Company, Inc.
OZ Architects
Rocky Mountain Development Group
Sterling Savings Bank
Uptown Diner
Wells Fargo Bank
Western Montana Clinic
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Executive Summary

Plan Purpose

The Missoula Greater Downtown Plan is a comprehensive, balanced-center strategy for strengthening and expanding downtown Missoula's role as the economic and cultural heart of the community.

The Downtown BID, Missoula Parking Commission, Missoula Redevelopment Agency, Missoula Area Economic Development Corporation, and the Missoula Downtown Association, along with residents, and private property and business owners have significantly contributed to the downtown master planning effort. Ultimately, a plan was created that:

- Reflects and strengthens Missoula's historic character
- Respects the city's Rocky Mountain setting
- Is consistent with the community's economic, sustainability, and cultural values
- Builds on past successful investments

Process

The plan reflects the community's vision for the future growth of downtown. The plan is based on:

- A transparent and inclusive process
- Citizen and elected official input
- Extensive public review and acceptance

Stakeholder Meetings

A steering committee comprised of local public officials, citizens, property owners and business representatives reviewed all plan materials and provided input before and after each workshop.

Public Workshops

More than 2,000 people provided input on the plan. The community was engaged through four interactive public workshops, each consisting of two parts:

- **Presentation**—An education piece regarding project background, issues, and designs
- **Workshop**—A facilitated 'town hall' workshop; Participants responded to specific planned alternatives and summarized their issues by completing individual response sheets.

Project Objectives

The following community-created objectives served as touchstones for the development and evaluation of the plan.

Land Use

Retail

- Maintain and expand a mix of retail
- Provide for more efficient and strategic parking sites

Open Space

- Improve and expand on parks and open space
- Create a public square

Housing

- Increase downtown housing options and density
- Encourage well-designed infill where appropriate
- Maintain character and preserve history

Employment

- Maintain and encourage downtown employment

Cultural/Visitor

- Create opportunities for civic, arts, and cultural activities
- Utilize tourism for economic development

Circulation

Bike/Pedestrian Off-Street System

- Enhance the pedestrian environment
- Improve bike facilities

Streetcar

- Improve and expand public transportation options

Two-Way Streets

- Manage traffic and improve downtown access

Study Area

The project study area is identified on the right.



Project Study Area

Balanced-Center Development

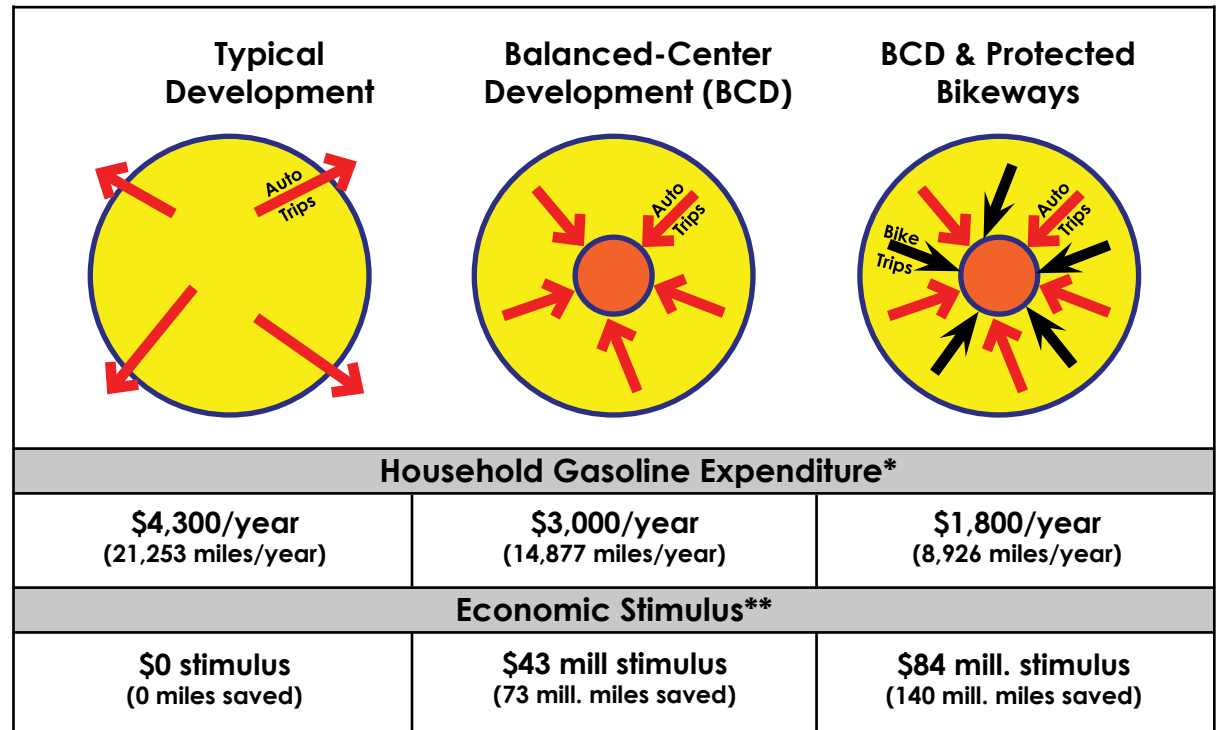
A balance of residential and commercial uses can significantly reduce auto travel and stimulate local economic development.

What is a Balanced-Center Development (BCD)?

- **Commercial Hot Spot**—The BCD is contained within a one-mile radius. The center of the BCD is a commercial core where all of the community's residential, retail, employment, business, and entertainment needs are located.
- **Complete Streets**—The design of streets and sidewalks should encourage a healthy, comfortable, safe and vibrant environment that effectively support all modes of travel with an emphasis on the pedestrian.
- **Protected Bike Lanes**—Protected bike lanes, which separate bicyclists from auto traffic, connect residential areas to the commercial core. Biking to the commercial core is never more than a five-minute ride (one mile) on protected bike lanes.
- **Public Transit**—Public transit connects neighborhoods to the commercial hot spot and to other centers in the region.

How do BCDs reduce energy expenditures?

- **Auto travel distances are reduced**—Most residents do not have to travel outside of the BCD to shop, work or conduct business. Most auto travel is to the commercial core, reducing typical travel distances by over 30 percent.
- **Auto trips are reduced**—Protected bike lanes allow residents—young and old alike—to substitute safe bicycle travel for auto travel within the BCD. In the Netherlands and Denmark, 30 to 40 percent of all trips are made by bicycle within protected bike lanes. In a traditional non-protected system (painted bike lanes on the road), bike ridership is typically less than 10 percent of all trips because of safety issues.



* 20 miles/gallon @ \$4.00 per gallon = \$0.20 per mile

**Energy savings times a multiplier of 3 for money spent locally

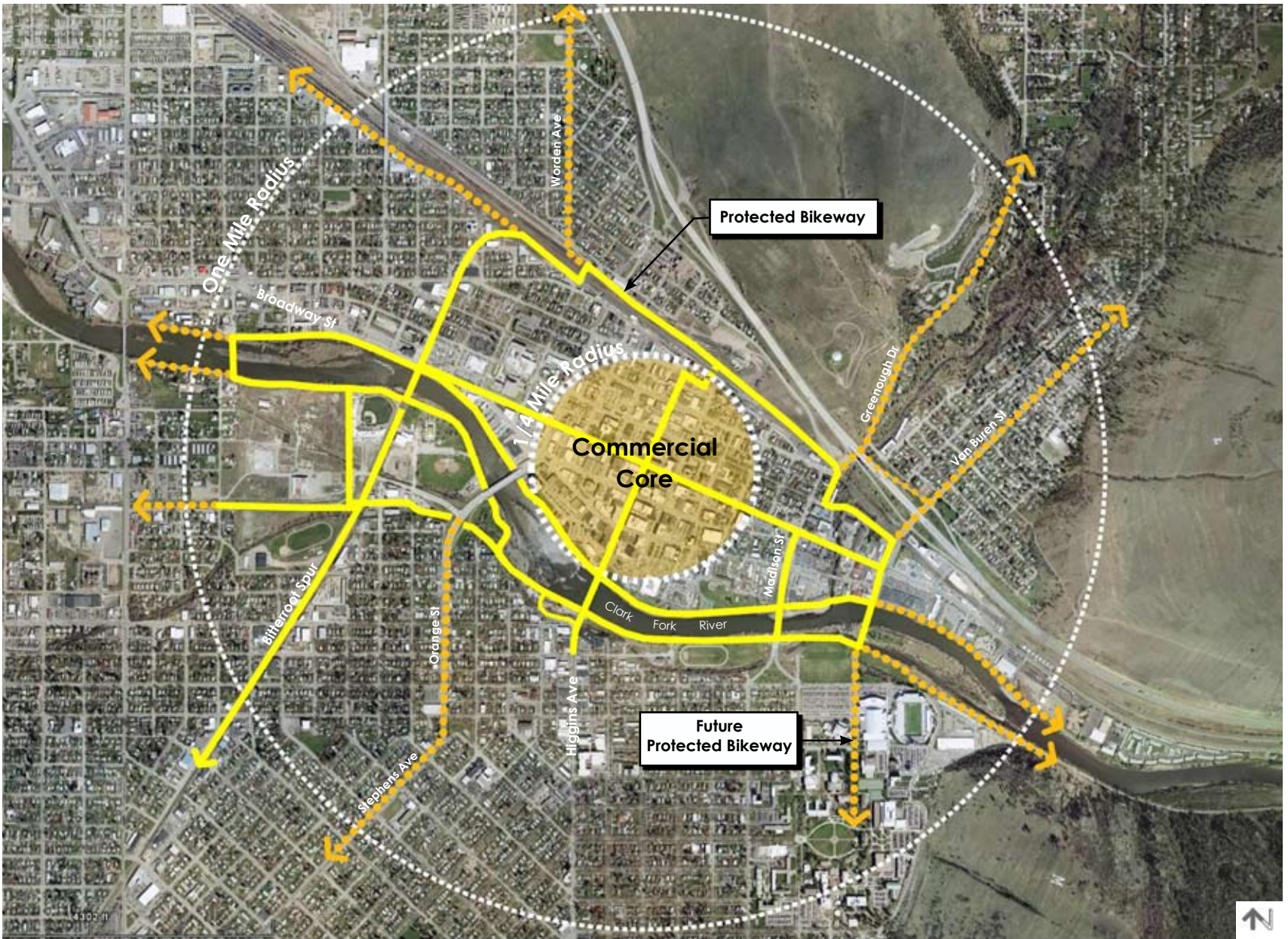
Source: Crandall Arambula PC

What are the benefits of a BCD?

- **Homeowners' fuel costs are reduced**—The average U.S. household drives 22,000 miles per year. Households within the BCD would drive 50 to 60 percent fewer miles for an annual savings of approximately \$2,500.
- **Fuel savings provide a local economic stimulus**—If BCD households spend their energy savings locally—instead of sending the money overseas to multi-national companies—the local economic stimulus would be over \$80 million per year for each BCD.

How do communities promote BCDs?

- **Revise existing plans and policies to promote the BCD land use concept**—Most communities have plans and policies that promote sprawl and auto dependency. As a first step in reversing this trend, communities should undertake a BCD feasibility study to determine their BCD potential and the resulting economic benefits.
- **Adopt a bike system master plan with a network of protected bikeways leading to the commercial Core**—Most public streets have the space needed to accommodate protected bikeways. A BCD bike system master plan locates system routes and identifies implementation costs and phasing.

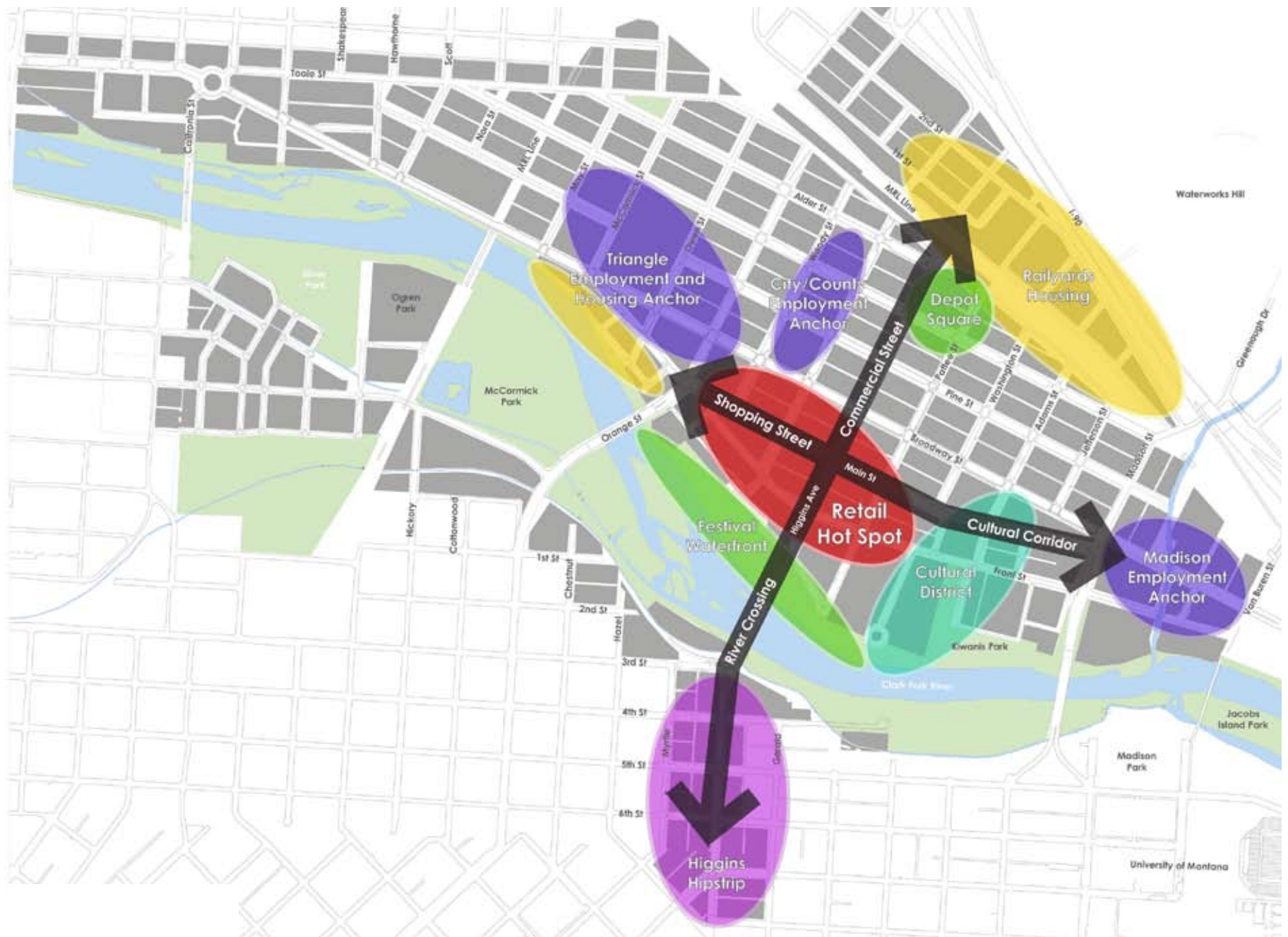


Balanced-Center Development

Fundamental Concept

The Missoula Greater Downtown Master Plan creates a strong downtown by linking housing, employment, and cultural districts to the core retail hot spot.

- **Retail Hot Spot**—the main shopping destination and the heart of downtown; provides 220,000 sf of new retail space
- **Corridors, Streets, River Crossings**—link key employment, cultural, housing, and commercial components
- **Higgins Hip Strip**—encourages commercial and retail development along South Higgins Avenue by providing 45,000 sf of commercial space, a public parking structure, and 175 new dwelling units
- **Triangle Employment and Housing Anchor**—anchors the west end of Main Street and provides 280,000 sf of office , 34,500 sf of retail, 63,500 sf of commercial space, and 350 new dwelling units
- **City/County Employment Anchor**—retains County administrative offices within a new 82,000 sf City Police Building and a 170 space parking structure
- **Madison Employment Anchor**—anchors the east end of Main Street and provides 230,000 sf of office space and 10,000 sf of commercial space
- **Railyard Housing**—brings housing and families to downtown, provides 1,300 new dwelling units
- **Cultural District**—Establishes a destination hub including a performing arts center (60,000 sf), a conference center (88,000 sf), and University of Montana Museum (30,000 sf)
- **Festival Waterfront**—this front door to the downtown provides a venue for large-scale civic events
- **Depot Square**—the city's living room hosts the community's day-to-day gatherings. Adjacent to the 116,000 sf plaza are 76,000 sf of office space, 16,500 sf of commercial space and 75 new dwelling units



Fundamental Concept Diagram

Master Plan

Land Use

The land use framework is not arbitrary; it identifies a mix of essential uses in locations deliberately selected to maximize development potential and ensure long-term viability. Based upon fundamental real estate siting requirements, the land use framework will foster regional market growth by directing future development into the downtown.

The land use framework:

- Identifies primary land uses; a vertical mix of uses along with the identified primary uses is encouraged
- Identifies areas most likely to be developed or redeveloped over time
- Preserves and strengthens historic and healthy neighborhoods, buildings, and green spaces
- Builds upon existing retail and commercial districts
- Builds upon existing employment districts

Circulation

The circulation framework provides for a wide range of current and future circulation needs and improves upon existing systems to ensure efficient access to, and mobility through, the downtown.

The circulation framework:

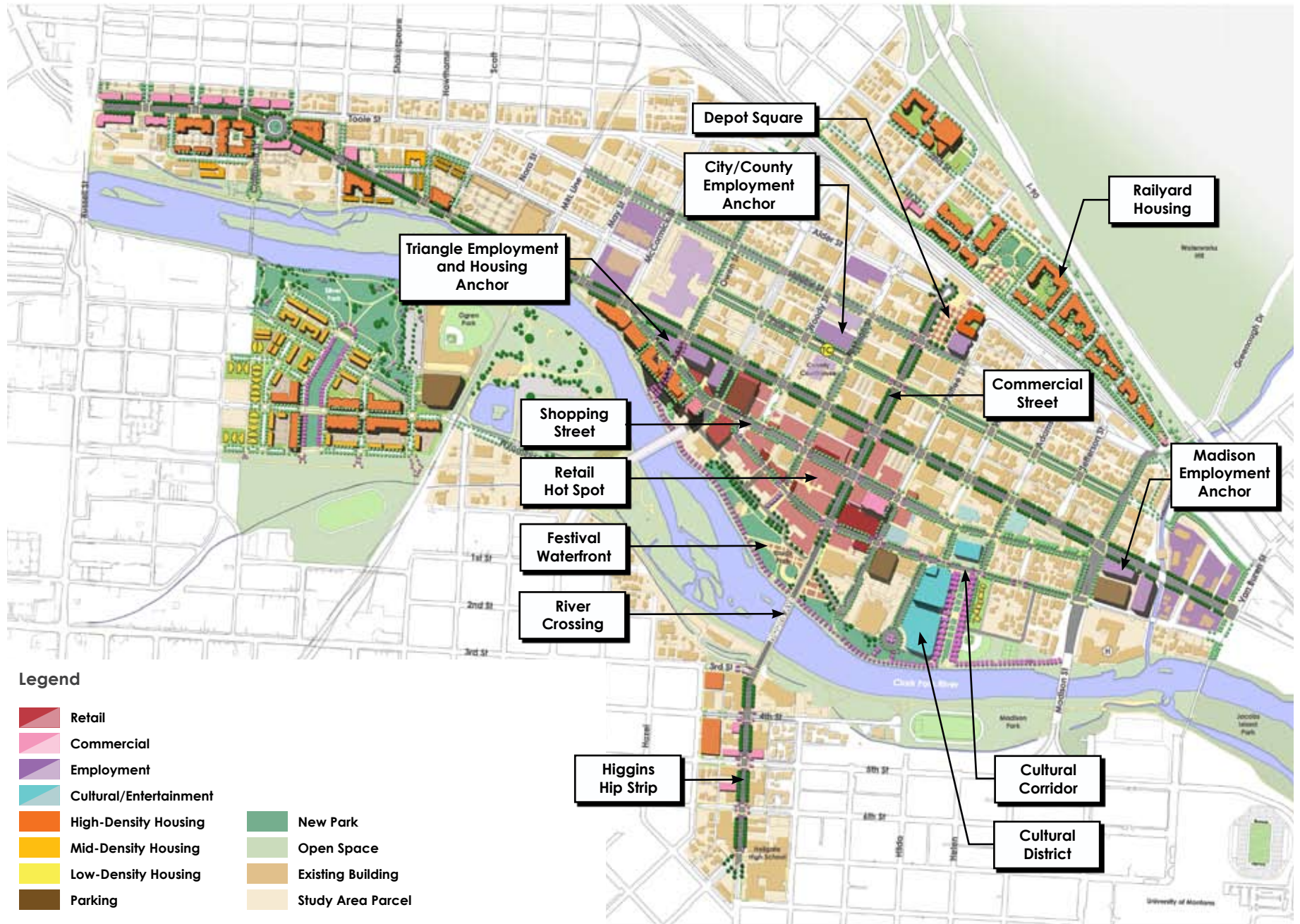
- **Anticipates growth of residential, employment, retail, commercial and visitor uses over the next 25 years**—The planned network provides sufficient capacity to meet these land use needs
- **Provides direction for addressing critical short-term needs for major roadway corridors**—In particular, design recommendations are provided for Higgins and Broadway
- **Balances transportation modes**—While recognizing that auto and truck access will continue to be the primary mode choice for the next 25 years, the framework also provides transportation network improvements for pedestrians, bicycles and mass transit that will greatly increase their use
- **Establishes a premier investment environment**—The framework is more than a functional transportation network, it also establishes a safe, inviting, pedestrian environment, ensuring that downtown businesses will be strengthened and residential neighborhoods will remain healthy

Development Potential

Downtown Missoula has the capacity to absorb significant amounts of growth over the next 25 years. The downtown plan identifies a strategy to focus regional growth into the downtown.

Over the next 25 years, projections indicate that downtown has the ability to absorb the following amounts of new development.

Retail:	220,000 SF
Office:	677,000 SF
Commercial:	376,000 SF
Government:	82,000 SF
Arts & Entertainment:	178,000 SF
Parks & Open Spaces:	1,232,000 SF
Public Parking:	1,915 Spaces
Private Parking:	5,490 Spaces
Residential:	2,840 Units
Hotel:	280 Rooms



Illustrative Plan

Implementation

The success of the Missoula Greater Downtown Master Plan depends upon immediate and consistent support from City, County and managing agency champions.

Catalyst Projects

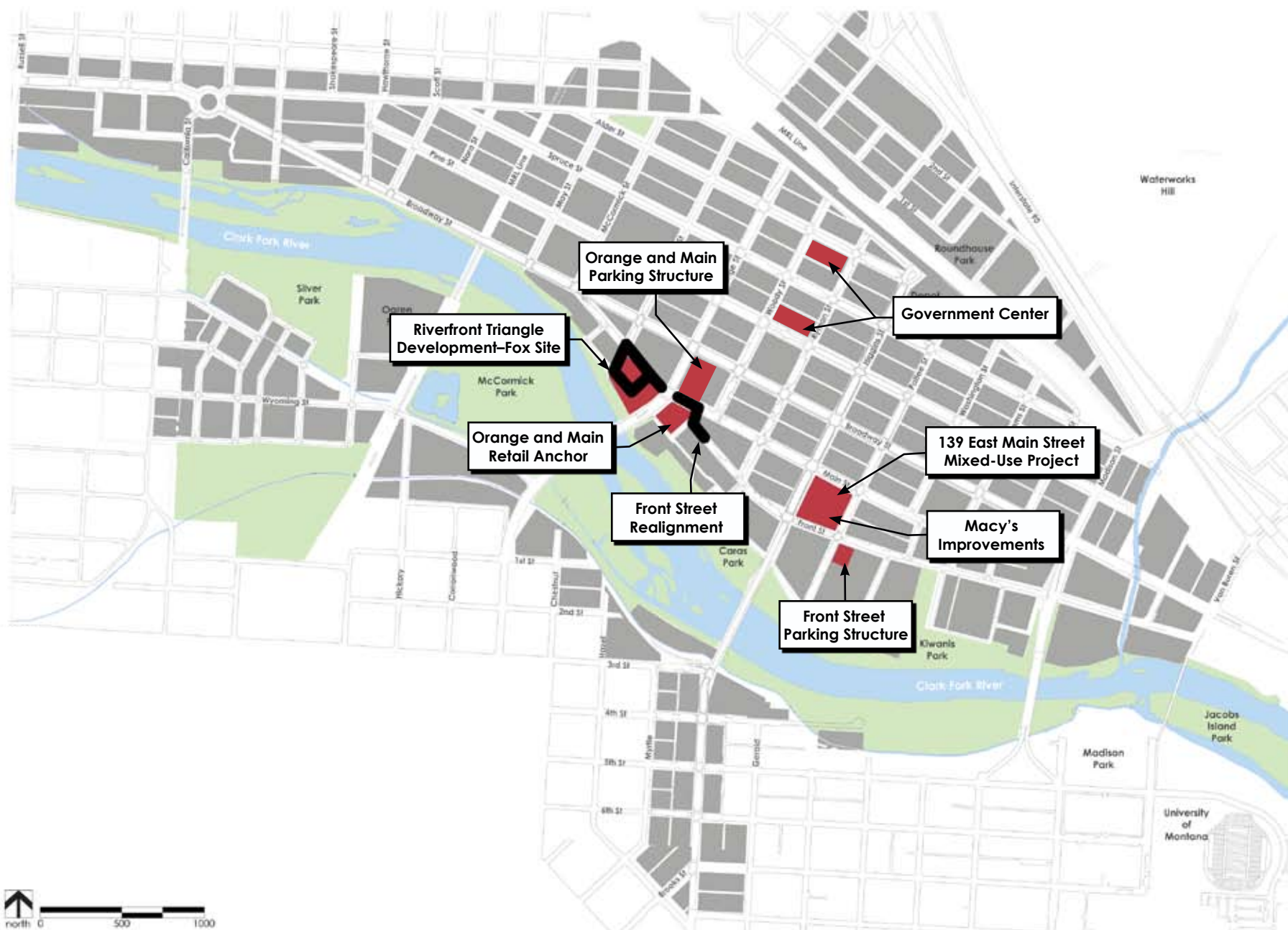
Catalyst projects are a combination of public and private initiatives. The investment summary identifies key public infrastructure improvements required to stimulate development of the Retail Hot Spot and Riverfront Triangle.

The catalyst projects include:

- **Macy's Improvements**—Retail renovation, remodel and expansion of the current Macy's store
- **Front Street Parking Structure**—A new parking structure adjacent to Macy's and First Interstate Bank
- **139 East Main Street Mixed-Use Project**—New and renovated retail/ restaurant, hotel and condominiums on the half-block north of Macy's
- **Orange and Main Retail Anchor**—New retail anchor and housing on the west end of the Retail Hot Spot
- **Front Street Realignment**—New Front Street realignment and utility relocations needed to assemble a site for the Orange and Main Retail Anchor
- **Orange and Main Parking Structure**—A new parking structure opposite the Riverfront Triangle, and the Orange and Main Retail Anchor
- **Riverfront Triangle Development (Fox Site)**—Phase 1 development will include a new hotel, mixed-use housing and retail on the City-owned Fox site
- **Government Center**—An opportunity for County administrative services to co-locate in a planned new city police facility

Investment Summary				
Project		Amount	Investment	
			Public	Private
1	Macy's Improvements Retail Renovation New Addition	60,000 SF 20,000 SF		\$ 12.0 mil. \$ 5.0 mil.
2	Front Street Parking Structure Parking (above grade)	535 Spaces	\$ 11.0 mil.	
3	139 East Main Street Retail/Restaurant Hotel Parking (below grade)	50,000 SF 107 Rooms 106 Spaces		\$ 12.5 mil. \$ 16.0 mil. \$ 3.0 mil.
4	Orange and Main Retail Anchor Retail Housing Parking (below grade)	50,000 SF 70 units 81 Spaces		\$ 12.5 mil. \$ 13.0 mil. \$ 2.5 mil.
5	Front Street Realignment Utilities & Street Improvements		\$ 0.5 mil.	
6	Orange and Main Parking Structure Retail/Commercial Parking (above grade)	38,000 SF 610 Spaces	TBD	\$ 9.2 mil. \$ 13.8 mil.
7	Riverfront Triangle Development Phase I - (Fox site) Hotel Housing Retail Parking (below grade) Street Improvements	150-175 Rooms 93 Units 20,500 SF 131 Spaces 540 LF	\$ 3.0 mil.	\$ 23.0 mil. \$ 26.0 mil. \$ 5.0 mil. \$ 4.0 mil. \$ 3.0 mil.
8	Government Center Office/Services Parking	82,000 SF 250 Spaces	TBD	
Totals:			\$14.5 mil	\$160.5 mil.

Return on Investment Ratio: 1 to 11



Land Use Framework

Overview

The land use framework identifies a mix of essential uses in locations deliberately selected to maximize development potential and ensure long-term viability. Based upon fundamental real estate siting requirements, the land use framework has the capacity to attract a significant portion of anticipated future region-wide development in the downtown.

The land use framework:

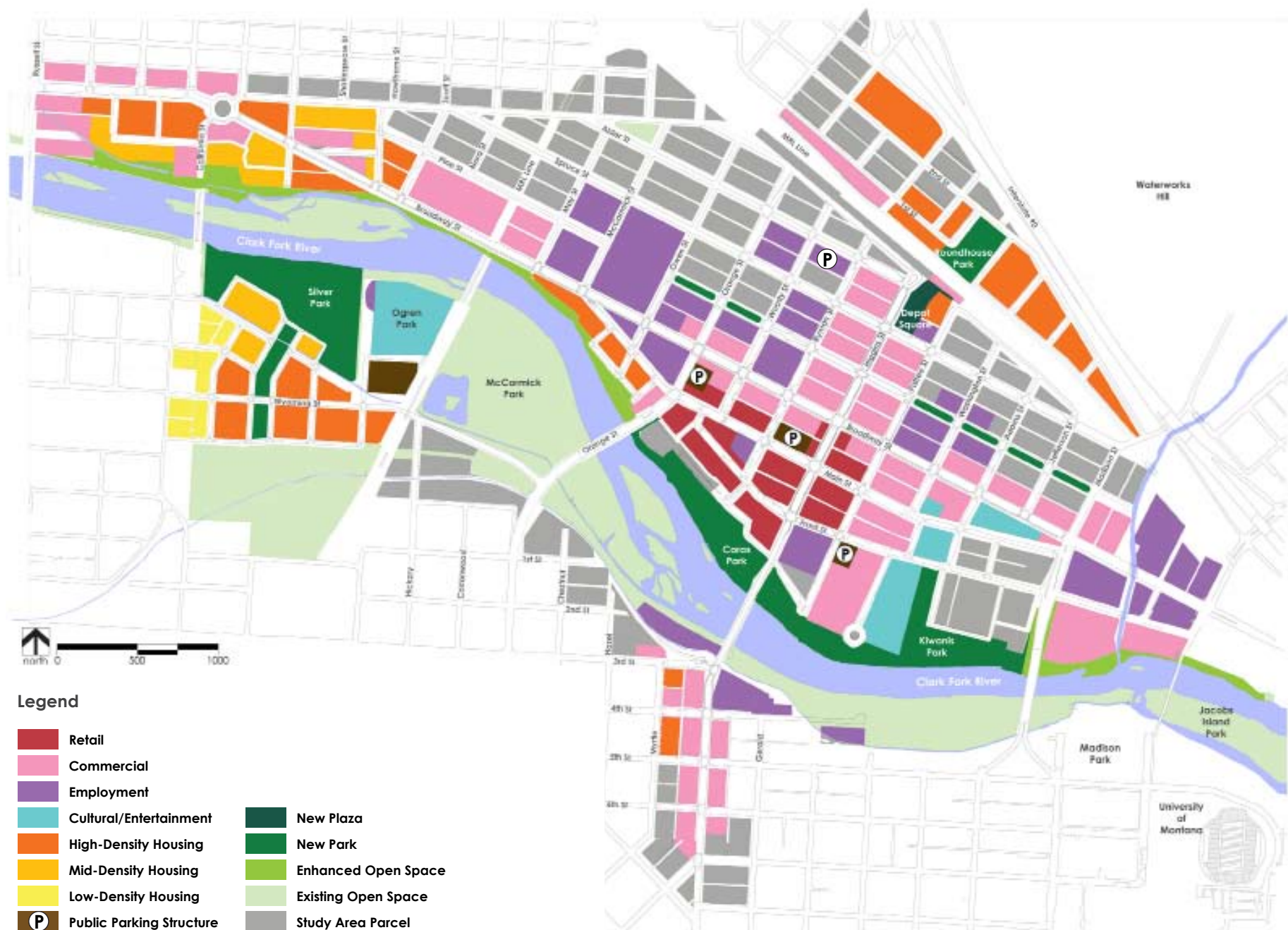
- Identifies primary land uses; a vertical mix of uses along with the identified primary uses is encouraged
 - Identifies areas most likely to be developed or redeveloped over time
 - Preserves and strengthens historic and healthy neighborhoods, buildings, and green spaces
 - Builds upon existing retail and commercial districts
 - Builds upon existing employment districts
- Assumes that green space areas suggested for parcels currently under private ownership will be acquired or dedicated for public use

Long-Range Plan

In general the land use framework is consistent with existing community plans such as the Joint Northside/Westside Neighborhood Plan, Historic Southside Neighborhood Plan (1991), Southside Riverfront Area Comprehensive Plan Amendment (2000), Missoula Urban Area Comprehensive Plan (1998) and the Missoula County Growth Policy Update (2006). The framework should be used to inform the upcoming Growth Policy update that incorporates this master plan, neighborhood plans, and relevant policy documents into a consistent community-wide land use framework.

The framework:

- Does not change any existing neighborhood plans or other policies or regulations; instead it serves as a guide for a potential new overlay of zoning regulations for the study area
- Recognizes that, regardless of any future regulatory changes, existing uses should remain and operate as long as the property owner wishes



Land Use Diagram

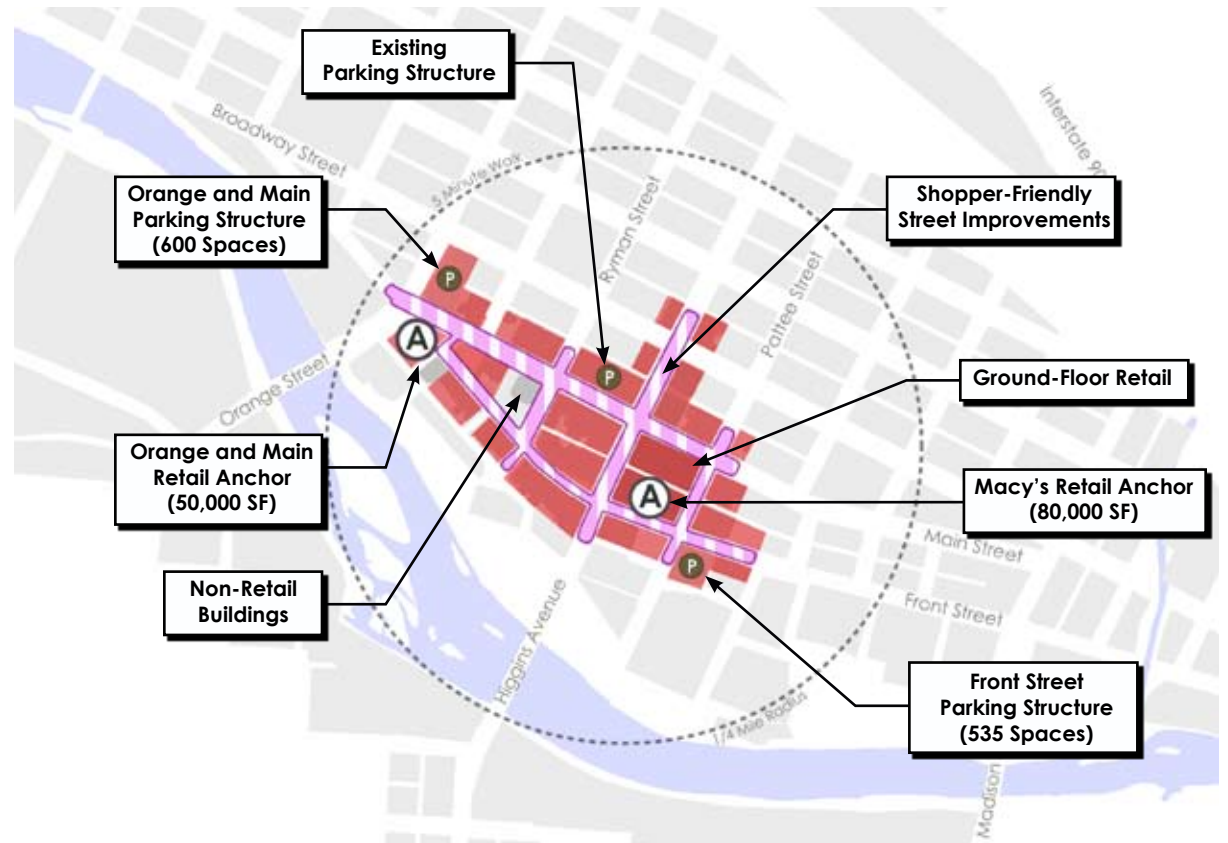
Retail

By creating synergy between adjacent uses with a compact, disciplined development form, the Retail Hot Spot repairs and expands the downtown's 'Main Street' shopping pattern to foster a vibrant, 18-hour downtown.

The Retail Hot Spot is an economically proven retail development pattern that will successfully compete with established retail centers at the Southgate Mall and along Reserve Street.

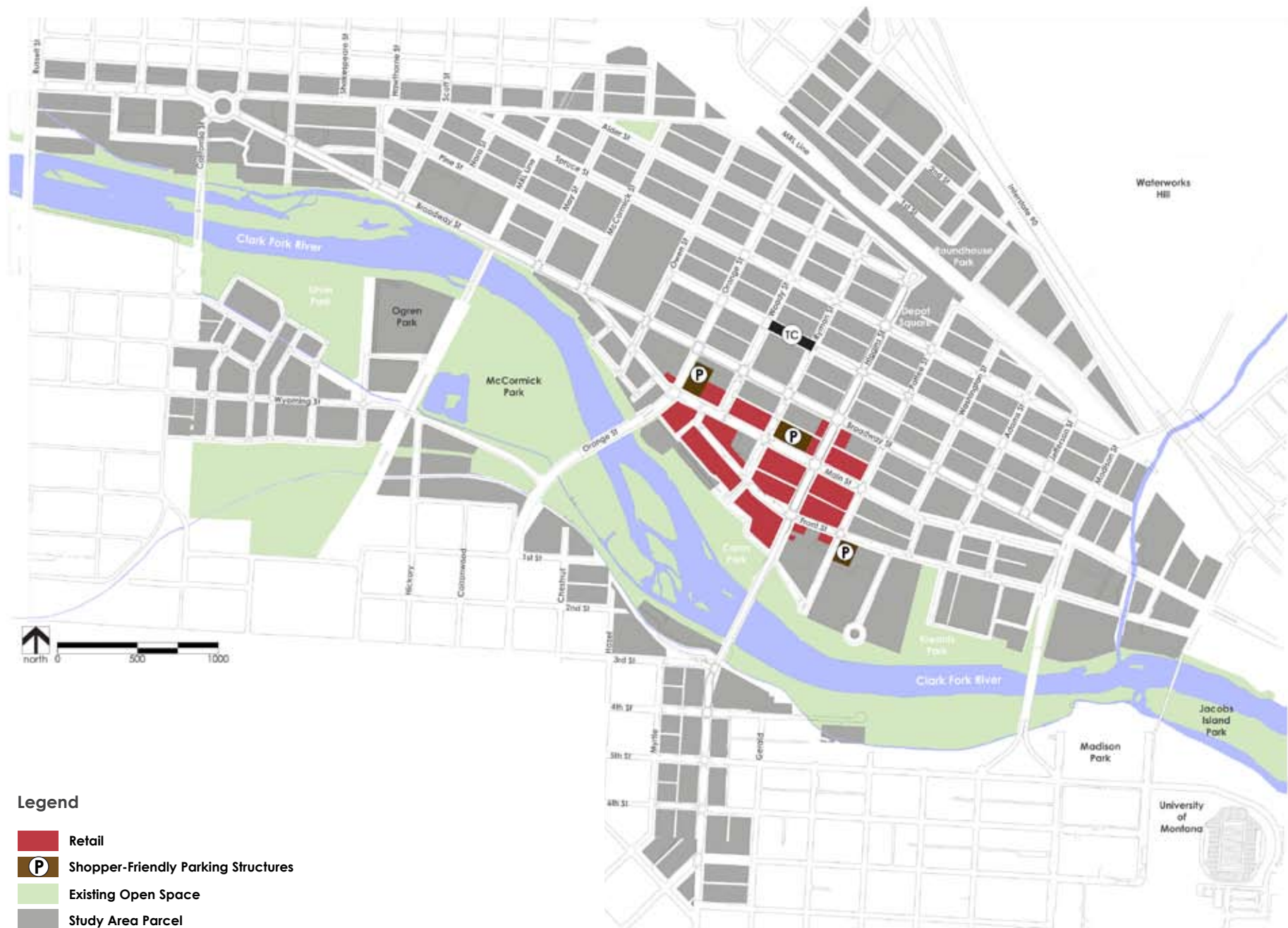
The Retail Hot Spot:

- Preserves and strengthens Macy's, or any other future anchor use on this site, as a fundamental component of the framework
- Includes a new anchor use that will complement and strengthen the existing Macy's anchor site
- Builds upon existing successful retail along North Higgins and supports future retail expansion within existing, renovated and new buildings on Main and Front streets
- Encourages multiple types of retail, including both value and specialty uses
- Can accommodate small boutique shops to larger format retailers ensuring variety and opportunities for retail businesses
- Supports existing and new locally-owned and operated retail establishments
- Encourages uses that will support existing and new housing, employment, arts and culture development
- Is pedestrian- and bicycle-oriented
- Is directly linked to shopper-friendly retail parking structures
- Will require street improvements that will foster an attractive and welcoming shopping environment



Retail Hot Spot Concept

Retail Hot Spot Summary	
Retail Use	Area
Existing Retail	280,000 SF
New Retail	220,000 SF
Total Retail	500,000 SF



Retail Uses

Hot Spot Requirements

Zoning changes that ensure the Hot Spot is created should be included as part of a future downtown overlay district.

Overlay regulations should:

- Discourage disruptive uses on the ground-floor that are not active and street-oriented
- Encourage development of regulations that permit only restaurants and shops that sell merchandise on the ground-floor
- Include specific design standards that regulate all retail frontages

Minimum design standards should address:

- Required retail ground-floor uses
- Required ground-floor active edges
- Required ground-floor build-to lines

Additionally, new design guidelines should be specifically crafted to foster an active 18-hour retail environment that support a vibrant street for pedestrians.



Merchandise Sales



Restaurant



Active Edges



Build-to Lines



New and Existing Ground-Floor Retail Uses

Commercial

Commercial uses support and complement, but do not compete with, the Retail Hot Spot. Neighborhood centers in the Sawmill District, West Broadway, and Railyard place essential day-to-day uses within easy walking or cycling distance for residents, workers, business travelers and tourists.

The commercial element:

- Identifies locations for uses, including businesses that sell services as well as those that sell goods; Restaurants and drinking establishments are also appropriate
- Provides opportunities for businesses that can profit from adjacency to, but do not need to be within, the Retail Hot Spot
- Provides more affordable locations for emerging and start-up businesses than will likely be available in the Retail Hot Spot

Commercial uses contribute to an active street level environment and may include businesses with limited hours of operation.



Services



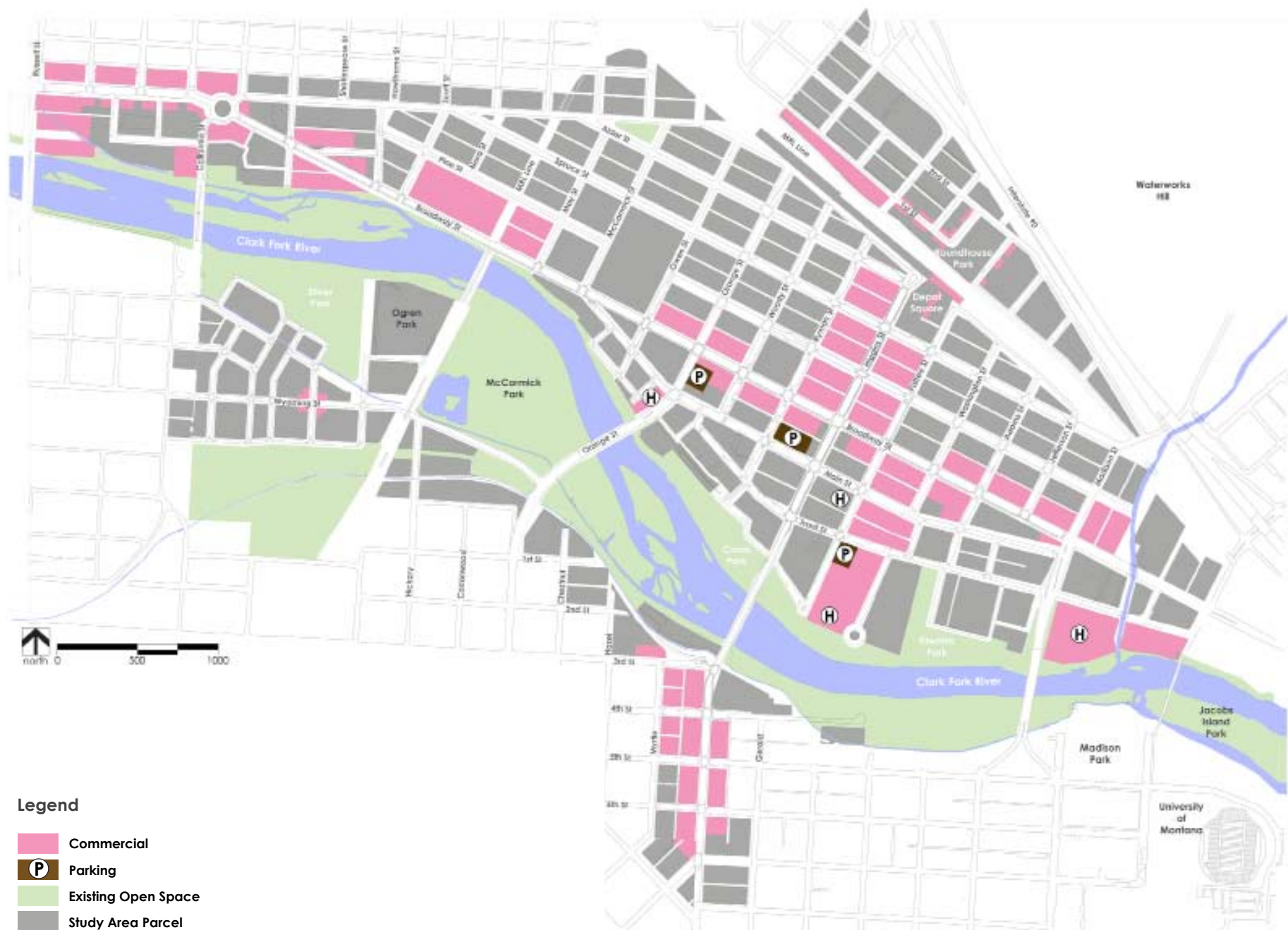
Hotel



Financial



Real Estate



Legend

- Commercial
- P Parking
- Existing Open Space
- Study Area Parcel

Commercial Uses

Employment

Recommended employment uses provide opportunities for family-wage jobs. Opportunities for harmonious and collaborative synergy between proposed employment districts and existing major employers, such as St. Patrick Hospital, the government center, the University of Montana, and the MonTec business incubator should be promoted.

New focus areas for increased office development include:

- Madison Employment District
- St. Patrick and Riverfront Triangle District
- City/County Government District

The employment element:

- Ensures that the current and future needs for government employers are met
- Provides highly desirable sites with good 'addresses' on major roadways
- Includes parcels large enough to accommodate large floor-plate Class-A office buildings that are competitive with suburban office buildings.

The employment districts should provide:

- **Parking**—sufficient, convenient garage spaces located within office districts
- **Flexibility**—attractive sites for both large and small tenants
- **Access to services**—transit, retail and business services
- **Access to amenities**—riverfront parks and open space
- **Easy access**—to/from Interstate 90 and the airport



Government



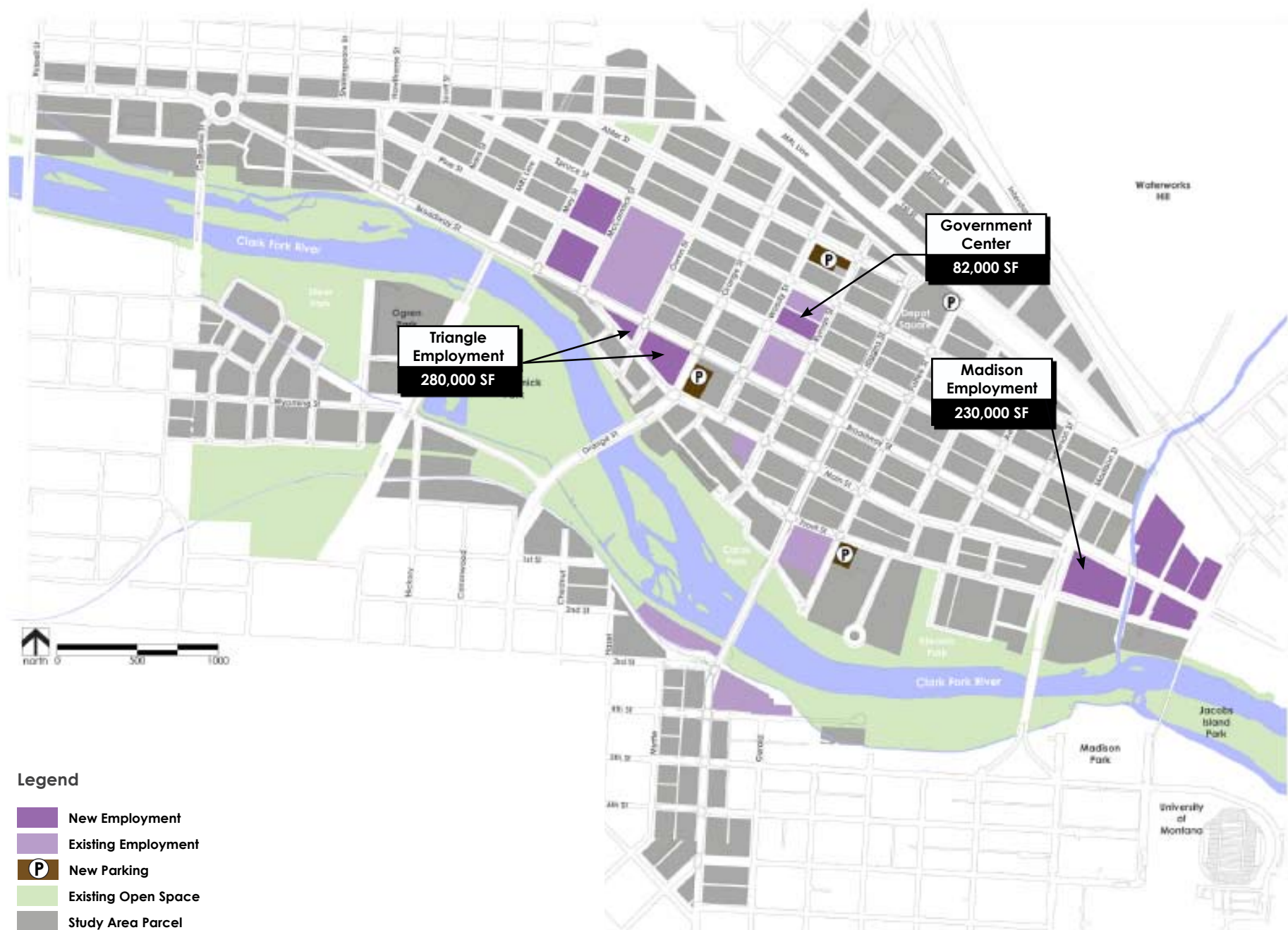
Medical



Class-A Offices



Existing Office Suites



Legend

- New Employment
- Existing Employment
- P New Parking
- Existing Open Space
- Study Area Parcel

Employment Anchors

Housing

Five housing districts are established, providing opportunities for a variety of housing types for residents of all incomes and ages.

The housing districts include:

- Sawmill District (Mill Site)
- Riverfront Triangle Housing
- Railyard Housing
- West Broadway Housing
- Hip Strip Housing

These neighborhoods should be densely developed. Target residential housing units for each neighborhood are identified.

The housing element:

- Exceeds the *Urban Fringe Development Area* (UFDA) project goal of 2,595 new units for the downtown planning area
- Encourages adoption of the draft *West Broadway Corridor Community Vision Plan* with an emphasis on implementation that prioritizes incremental development of single-use or mixed-use infill housing development in the West Broadway district
- Encourages amendments to the existing *Missoula Mill Site Redevelopment Project* and the *Missoula Riverfront Triangle Redevelopment Project* to prioritize housing development
- Establishes a placeholder for long-term redevelopment of the railyard as a housing district while allowing existing railyard operations to continue
- Locates all residential development in desirable areas adjacent to either existing parks and natural resources or near planned green spaces.
- Encourages adaptive reuse of existing structures and infill development within the downtown core
- Sets forth recommendations for protection of historic and stable downtown neighborhoods
- Encourages the development of a significant number of affordable housing units within each district



Condominiums



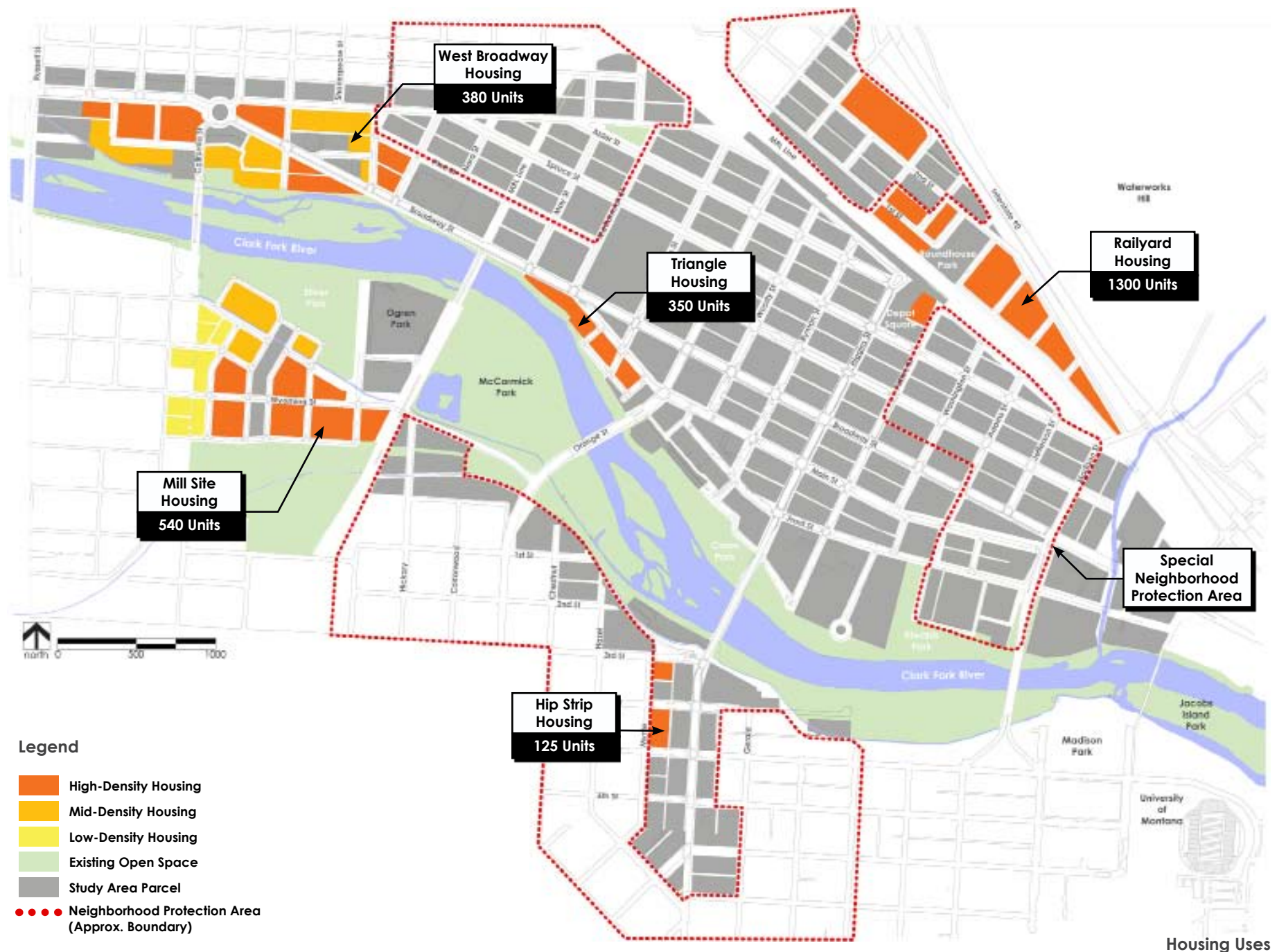
Affordable Rental Apartments



Townhomes



Core Infill Development



Housing Uses

Sawmill District (Mill Site)

The character of the neighborhood development should express the former Mill Site's transitory nature, being located between the established, low-density Southside residential neighborhood and higher density Central Business District north of the river.

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.

The Sawmill District (Mill Site) concept:

- 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
- Proposes high-density apartments or condominiums (40 du/ac min.) along Wyoming Street; buildings should include a limited amount of ground-floor neighborhood-serving commercial uses, possible live/work units and should not exceed five stories
- Proposes medium-density housing (15 du/ac min.); either for-sale townhomes or rental courtyard housing are appropriate adjacent to proposed parks and open spaces
- Proposes low-density single-family housing (5 du/ac min.) along the western edge of the neighborhood. This housing form provides an appropriate scale transition between existing homes and higher density development to the east
- Recommends a significant number of affordable, multi-family housing units targeting university students, faculty, and staff

For the purposes of the Missoula Greater Downtown Master Plan, the 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 Mill Site Special Zoning District would be considered in the context of the Missoula Greater Downtown Master Plan.



Existing Conditions



Proposed Plan

Riverfront Triangle

The Riverfront Triangle's site provides the best opportunity for a signature market-rate high-density residential neighborhood in the downtown.

The premium housing benefits from:

- Adjacency to the planned Retail Hot Spot
- Proximity to the St. Patrick's medical campus and planned office development
- The Clark Fork River and unobstructed views of the valley to the south

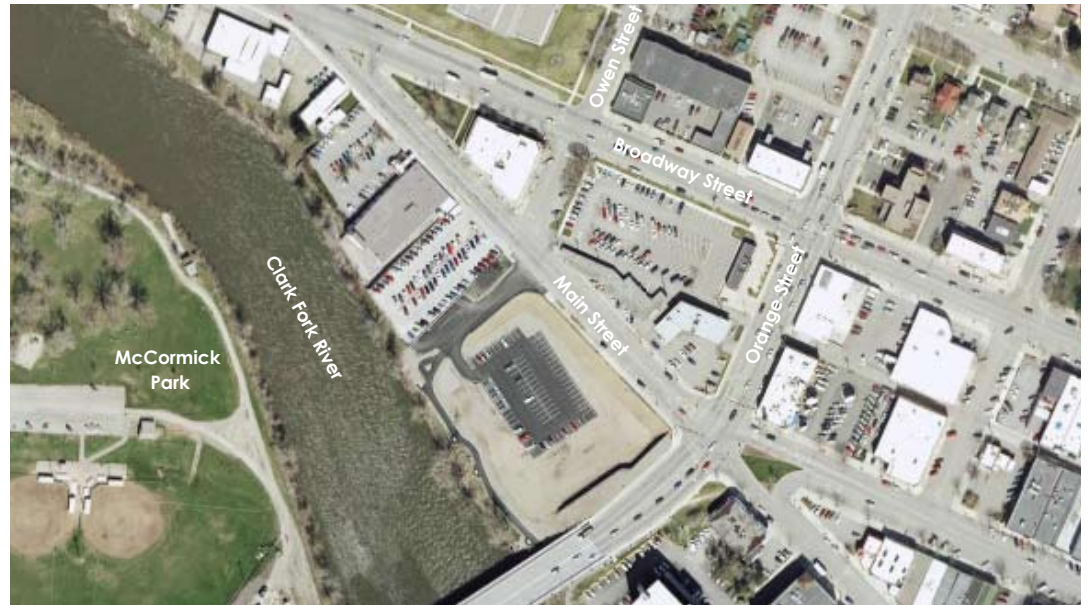
The *Missoula Riverfront Triangle Redevelopment Project* should be updated to ensure that housing opportunities are prioritized and to maximize density and height. The following elements should be established, protected, or enhanced:

- The waterfront green space; new public green space should be provided along the riverfront
- Direct pedestrian access to the waterfront by extending the street grid to the waterfront open space
- View corridors from public rights-of-way and parks in existing adjacent neighborhoods

Housing development should include:

- Sufficient density to leverage financing needed to create the essential mix of uses-housing, retail/ hotel, parking and streetscape improvements
- Structured parking; surface parking should be prohibited
- Active ground-floor uses along new streets
- A significant number of affordable housing units
- Maximum building heights between 150 and 200 ft
- Minimum residential densities of 60 DU/acre

Coordination with the Special Zoning District for this area would need to occur to implement this neighborhood vision.



Existing



Proposed Plan

West Broadway

The West Broadway neighborhood provides an opportunity for infill housing development on vacant and underutilized sites. Affordable and market-rate high-density multi-family housing would be most appropriate in this neighborhood. Efforts to secure sites for affordable housing development should be initiated by both private and public entities.

In the West Broadway neighborhood:

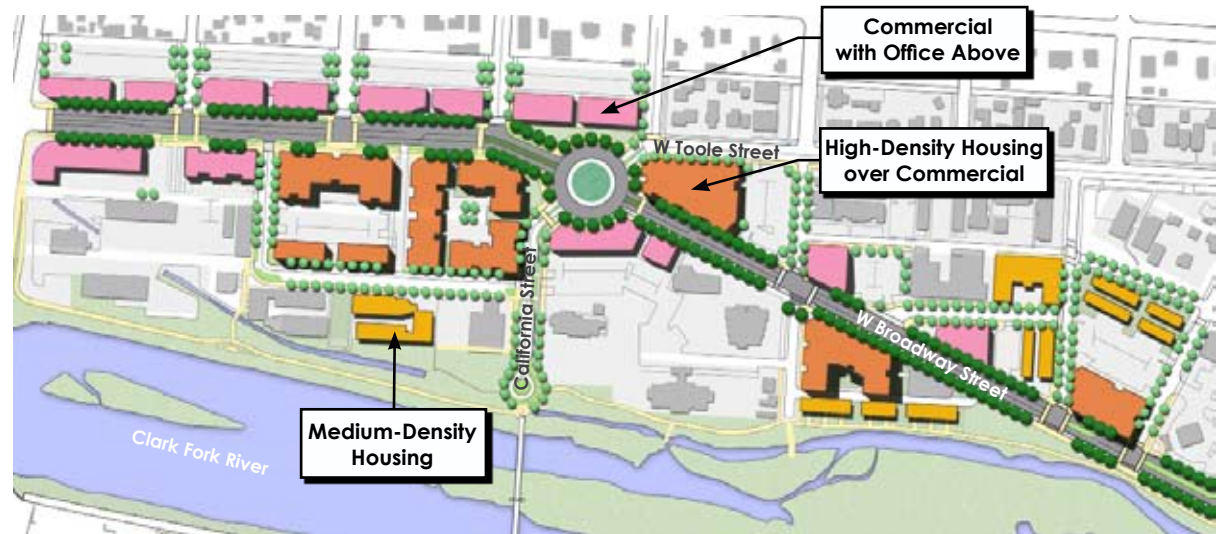
- Single-family residential should be prohibited
- Single-use residential buildings are appropriate
- Multi-family development should be designed to engage the sidewalk, with individual entrances directly accessible from the sidewalk or courtyards
- Development sites of an acre or larger should be developed at a minimum density of 40 dwelling units/acre

Residential development should:

- Limit ground-floor commercial uses to only those parcels abutting Broadway Street
- Provide parking within housing structures or surface lots; surface lots should be screened from public rights-of-way by buildings, walls, or landscaping and berming



Existing



Proposed Plan

Railyard

The Railyard district is a long-term opportunity for a mixed-income neighborhood in the downtown core.

There are currently no plans to abandon or relocate rail tracks or operations, but should the present uses be relocated or removed, a mix of high-density apartments, condominiums, and townhouses would be desirable.

Future development should:

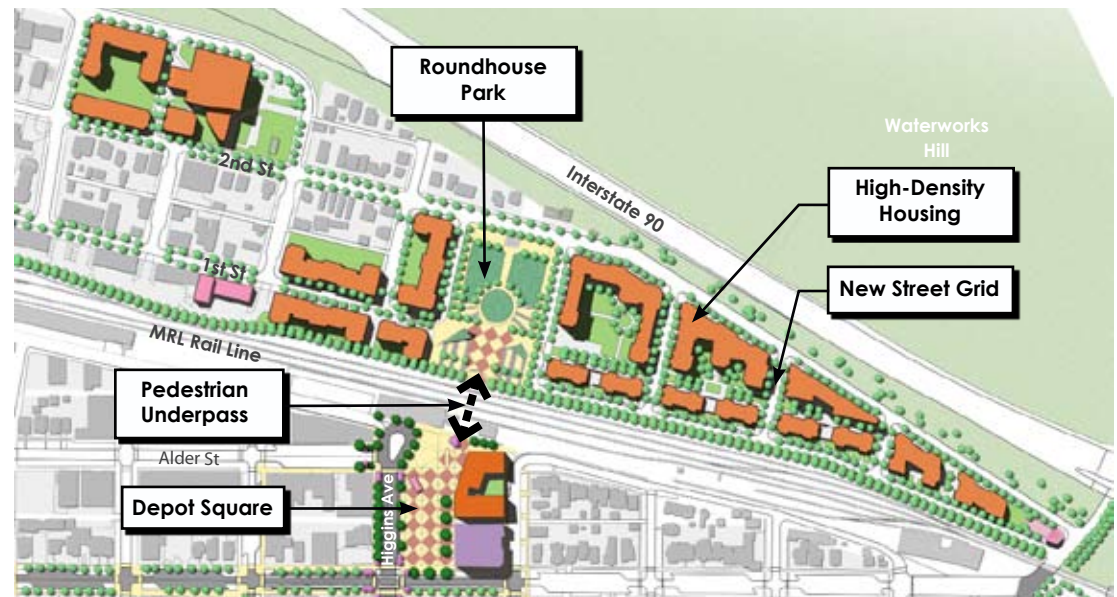
- Be compatible in character with the Missoula Railroad Historic District
- Incorporate thematic elements of the railyard character into the design of the neighborhood
- Include a mix of market-rate and affordable, multi-family housing units targeting downtown employees
- Establish a grid of new public streets
- Include a new public park as the focus of development
- Locate buildings and open spaces to minimize acoustic impacts from passing rail cars
- Consider live/work ground-floor units along the park frontages
- Not permit single-family detached housing
- Encourage parking lots to be screened or incorporated into buildings

Minimum densities should be:

- Multi-family—60 dwelling units/acre
- Townhome units—15 dwelling units/acre



Existing



Proposed Plan

Hip Strip

High density infill housing in the Hip Strip will support and strengthen the vitality of the existing commercial district and offer a close-in urban housing option that is strategically located between the downtown core and residential districts south of the Clark Fork River

In the Hip Strip neighborhood:

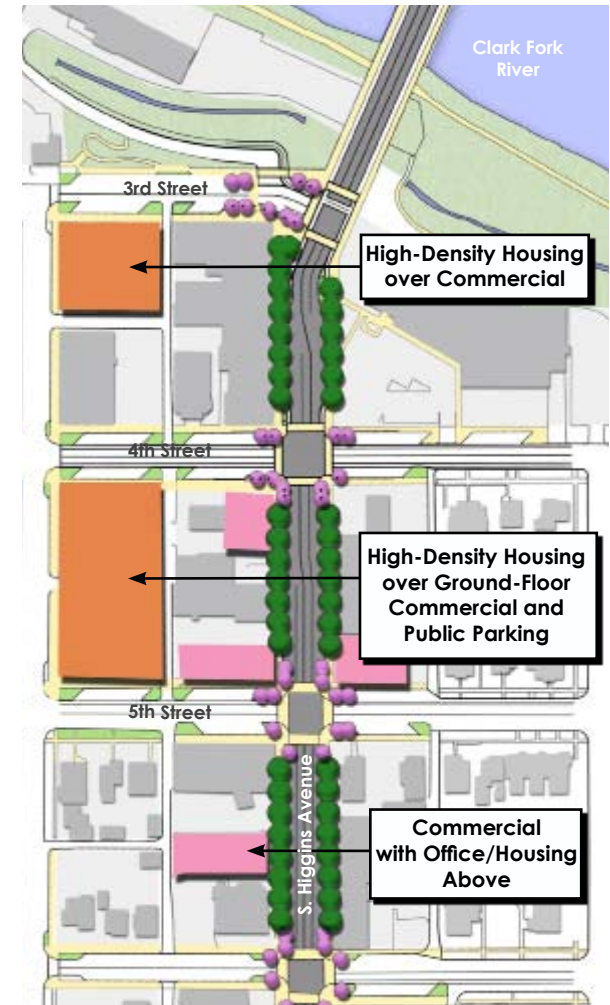
- Development should be compatible in character with adjacent historic neighborhoods
- Include a mix of market-rate and affordable, multi-family housing units targeting downtown and University of Montana employees
- Single-family detached housing should not be permitted
- Development sites of a quarter acre or larger should be developed at a higher residential density as permitted by zoning.

Residential development should::

- Be incorporated in mixed-use commercial projects
- Include structured or podium parking; surface parking lots should be prohibited
- Orient ground-floor commercial uses along Higgins Avenue, 3rd, 4th, and 5th Streets



Existing



Proposed Plan

Neighborhood Protection

The character and livability of historic and established low-density neighborhoods should be shielded from inappropriate incremental multi-family housing development.

Impacts to existing neighborhoods include increased traffic congestion and reduction of available on-street parking for existing residents and visitors.

The location of policies protecting neighborhoods should be applied to those close in neighborhoods identified in the Land Use Framework diagram. Policy and regulatory protection strategies should be consistent with historic neighborhood characteristics and may include:

- Limits on maximum density or establishment of minimum lot sizes
- Development standards that prescribe building forms, massing, and setbacks
- Institution of a neighborhood design review process for all significant projects that uses specially crafted neighborhood-specific design guidelines
- Design standards that prohibit certain building materials that are not long lasting, high quality or durable

Historic Preservation

Preservation of buildings and development patterns characteristic of Missoula's downtown neighborhoods is critical to maintaining the local community identity. Rehabilitation of Missoula's historic resources is sustainable development and supports heritage tourism. Historic preservation creates jobs and saves resources.

The City's Historic Preservation Commission is the guiding body charged with evaluating and protecting downtown historic resources. Historic preservation efforts should:

- Encourage a partnership between the City and the Historic Preservation Commission to create a comprehensive historic preservation incentive program, including technical assistance, marketing, stream-lined rehabilitation development review, funding assistance, and list of eligibility



Preserve Historic Buildings



Prevent Loss of Character



Preserve Public Realm Character



Reuse Old Buildings

- requirements for qualifying buildings or districts
- Consider creation of an adaptive reuse ordinance to help preserve historic structures
- Work with historic neighborhoods to develop design guidelines that are based in historic development patterns
- Develop strategies for new development that protect historic resources

Arts and Culture

The district should serve as the hub of arts and culture activities for all of Western Montana. It should be both the primary destination and the point of departure for all visitor, conference, and convention activities in the Missoula Metropolitan region.

The district is generally defined as the area south of Broadway, west of Madison, east of Pattee and north of the Clark Fork River. The establishment of this district should not preclude the improvement of existing, arts and cultural uses outside of the district.

The district's existing arts and cultural assets—Missoula Children's Theatre, the public library, Missoula First Methodist Church, Elk's Club and several hotels—serve as a solid foundation that will be strengthened by the addition of new facilities.

Within the district:

- Both public and private arts and cultural uses should be promoted
- Partnership between arts and cultural facilities and educational institutions should be promoted
- Key sites for new arts and cultural facilities that are currently occupied by viable businesses or residences are identified for long-term redevelopment. Until agreements are reached for the redevelopment of these sites, existing uses should be encouraged to remain. Acquisition of these key parcels and buildings by both public and private entities is encouraged
- Complementary public realm improvements should link and unify the district; improvements should include opportunities for the display and promotion of art and cultural activities
- A conference center or artist-in-residence center has been identified for a location south of the district anchor. Another option for a conference center or full scale convention center should be considered in the railyard properties north of the MRL line. Any



Art Museum



Performing Arts Center

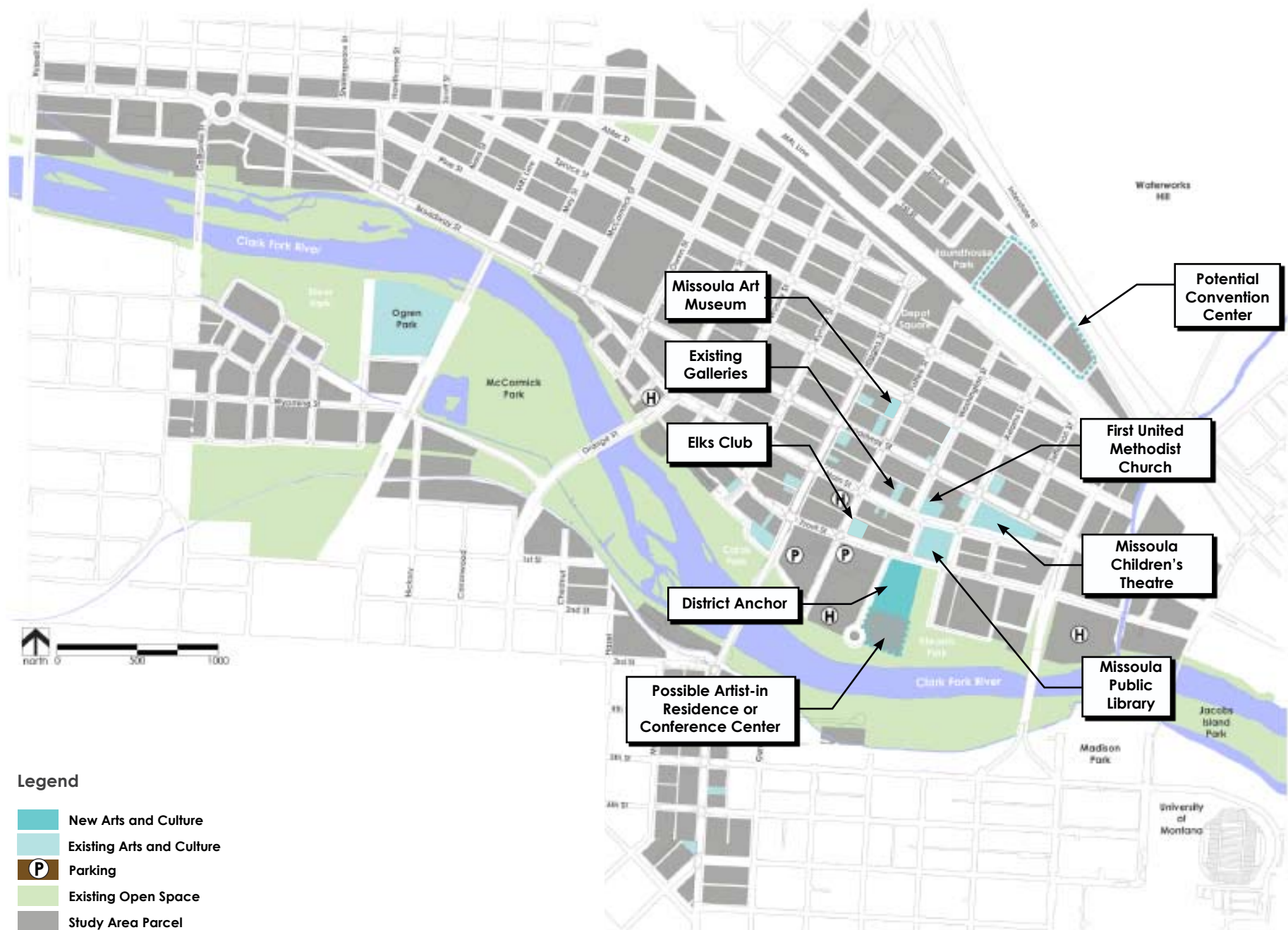


Conference Center



Art Gallery

future zoning adjustments should allow for a future convention or conference center on a site north of the railroad. The site identified is a prime location due to its orientation to I-90, a large parcel that can accommodate phased expansion, adjacency to possible future passenger rail and within walking distance to commercial and retail uses along Higgins Avenue.



District Anchor

A collection of complementary uses comprise the arts and culture district anchor. The uses are sited to address fundamental requirements for each use. Placeholders are established for uses that may not be realized in the short term.

Included uses are:

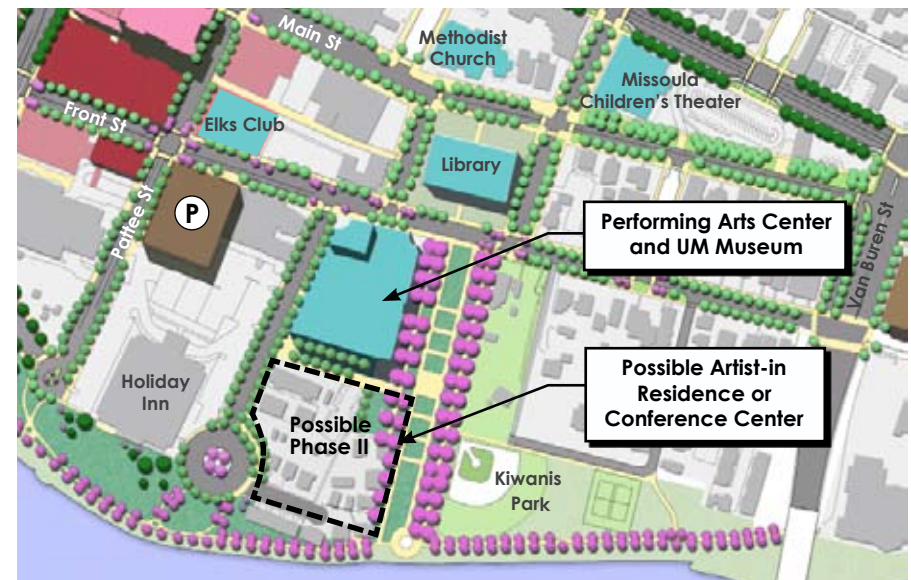
- **Performing Arts Center**—The current First Interstate Bank site at the intersection of Washington and Front streets should be reserved to accommodate 60,000 sf for the performing arts
- **University of Montana Art Museum**—May include a shared facility with the Performing Arts Center with the need for 30,000 sf
- **Conference Center**—South of the Performing Arts Center, a site should be reserved for 88,000 sf of development (Phase II)

Additional consideration should be given to:

- **Artists-in-Residence**—Adaptive reuse of existing, historically significant residential structures is encouraged; pending further study, the residences might be relocated along the east edge of a new sculpture garden
- **Parking**—The Front Street parking structure provides a reserve of public parking in close proximity; agreements for public night and weekend use of spaces reserved for office uses during the day should be pursued
- **Potential Conference Center Site**—In the future, should market demand and local support for a full scale conference center be warranted, this site would offer a location with great visibility to the Clark Fork River corridor, adjacent to the Holiday Inn, available land for phased development, and within a walkable distance to the retail hot spot.



Existing Conditions



Proposed Plan



Cultural District

Parks and Green Space

Wonder, delight, beauty and celebration should characterize downtown Missoula's parks and green spaces. They should incorporate and celebrate elements that are consistent with the community's culture, history, and Rocky Mountain location.

Parks and green spaces are essential to downtown's success. These public places must be expanded, enhanced, and linked to create a variety of active and passive, natural and paved places. People of all ages are to be encouraged to use these places, and an emphasis should be placed on attracting children and their parents to downtown parks and green spaces.

Key downtown projects include:

Enhancement of existing green spaces

- Expanded Caras Park
- Kiwanis Park
- Clark Fork River Greenway Trail
- Pine Street Parkway

New green spaces

- Depot Square
- Roundhouse Park
- Silver Park



Square



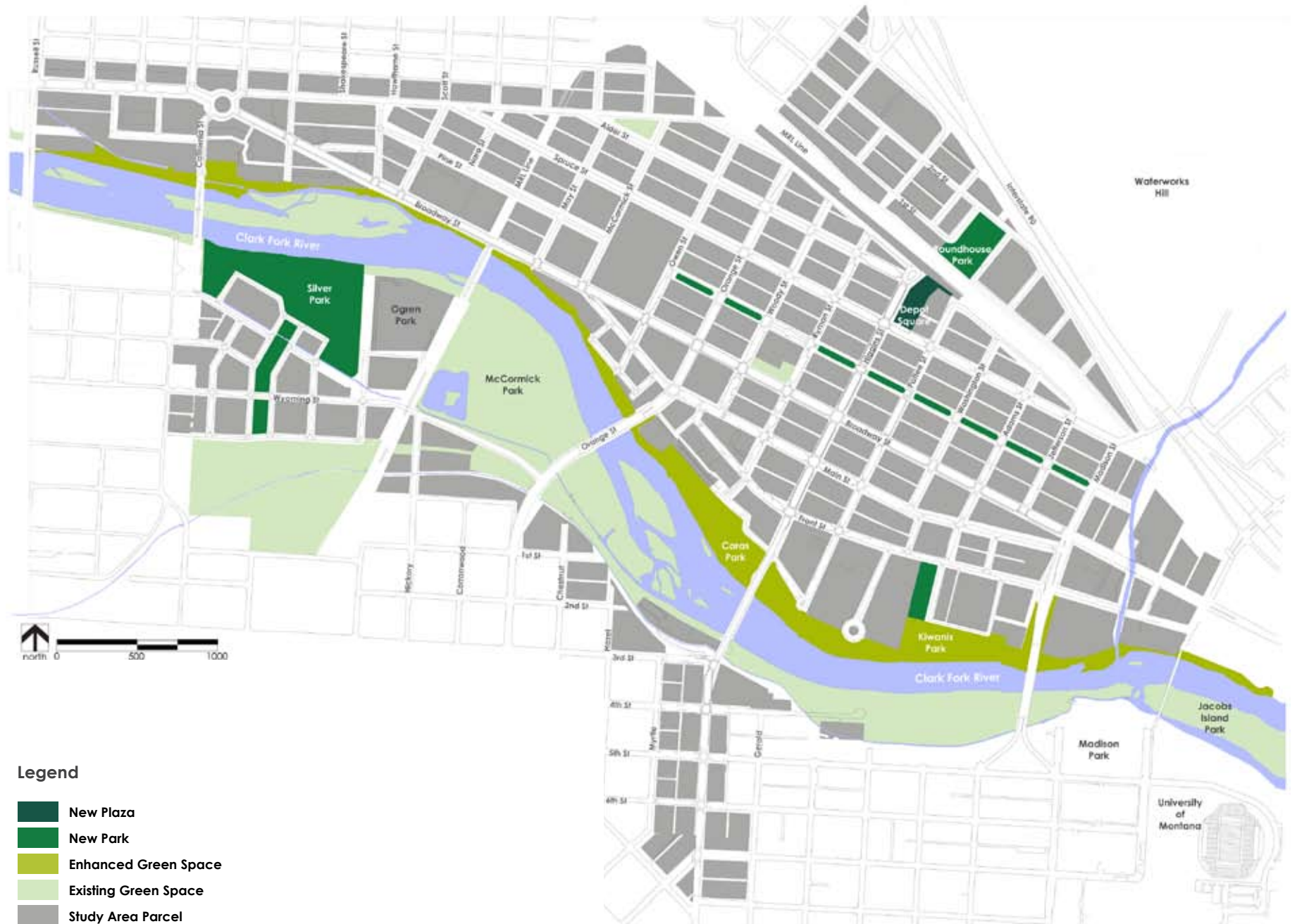
Neighborhood Park



Sculpture Garden



Linear Green Space



Park and Green Space Uses

Caras Park

Caras Park should be enhanced and expanded to serve as the community's premier venue for festivals and special events.

The improved park should:

- Reduce existing paved parking areas to provide additional festival space
- Be delightful day-to-day and during special events
- Physically and visually connect to the river
- Link directly to Higgins Avenue
- Support existing uses, such as the Brennan's Wave carousel
- Include simple grass areas that can be used for a variety of events during all seasons; avoid over designing with fixed features that limit use
- Include utility hook-ups
- Include event lighting



Existing



Proposed Plan

Kiwanis Park and Sculpture Garden

Kiwanis Park is currently the sole recreation park in downtown and should maintain this essential function. The park should be renovated to improve existing facilities and expanded to include a sculpture garden emphasizing outdoor public art and well connected to the proposed arts and culture district.

The park improvements should include:

- Relocated playfields, courts, and playgrounds that allow space for addition of the sculpture garden
- Permanent and temporary sculpture display, horticultural gardens, and a venue for special events, such as weddings; the sculpture garden may be enclosed and gated after hours
- Improved visual and physical linkages to Front Street and the library
- An extension of the multi-use trail along the Clark Fork River; efforts to acquire parcels or easements to provide a direct and convenient connection should continue to be explored
- Public roadway access to the site
- Public restrooms



Existing



Proposed Plan

Depot Square

Depot square should be vibrant and active 18 hours a day, 365 days a year. As the focal point for significant civic activities, Depot Square is the city's location for seasonal celebrations, speeches from visiting dignitaries, or simply sitting and viewing.

Depot Square's simple design should include:

- Prominent visual connections and thematic linkages to the existing train station
- Adaptive reuse of significant existing structures as bike stations, restaurants or other activating uses
- Paved areas that can accommodate temporary stages, vehicles, displays and heavy foot traffic
- Flexible spaces; large-scale fixed elements, such as stages, large fountains, art displays, or memorials, should be avoided
- Canopy trees and seasonal and evergreen plantings at the edges to create transitions and separations between the square and adjacent street traffic
- Pedestrian and bicycle underpass linkage to Roundhouse Park, planned for north of the rail lines
- Utility hook-ups
- Event Lighting



Existing



Proposed Plan

Roundhouse Park

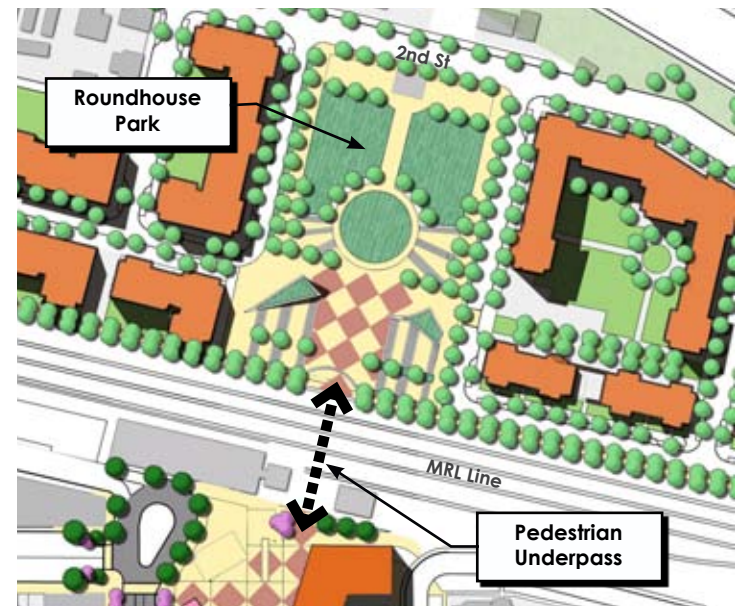
Roundhouse Park should be a passive neighborhood park amenity serving residential development in the Railyard housing district.

Roundhouse Park should include:

- Large, central green space; lawns, planting beds, ponds and fountains are appropriate
- Informal game and sport areas; dedicated courts or fields are not appropriate
- Children's play areas and play structures
- Pedestrian and bicycle underpass linking Roundhouse Park to Depot Square, planned for south of the rail lines
- Public art
- Enclosure by public streets on most sides
- Public restrooms



Existing



Proposed Plan

Parking

Downtown parking is a precious commodity in great demand by retail and commercial customers, downtown business employees, and visitors alike. While all of these users should be accommodated, prioritization of well-designed retail-serving parking is an essential strategy for fostering downtown economic growth.

The Missoula Parking Commission should begin implementation of the *Parking Strategic Plan* that addresses parking enforcement, demand management, funding, and other issues. Immediate downtown Missoula parking strategies should:

- Construct two public parking structures with a strong retail-user bias, at East Front and Pattee and at Orange and Main
- Ensure on-street parking is metered, encouraging short-term use and high turn-over.
- Renovate the existing Main Street parking garage to accommodate ground-floor retail space
- Encourage all new employment and residential development to provide on-site parking
- Identify financing strategies, such as in-lieu-of-parking fees for developments where parking can not be provided on site
- Investigate expansion of the Missoula Parking Commission boundary to better serve downtown planning districts

Additional downtown parking planning should reserve sites for parking facilities to be built by either the Missoula Parking Commission or through private/public partnerships. These may include facilities in:

- Arts and culture district
- Ogren Park
- Depot Square
- Hip Strip
- Government Campus
- Riverfront Triangle



Office Over Parking



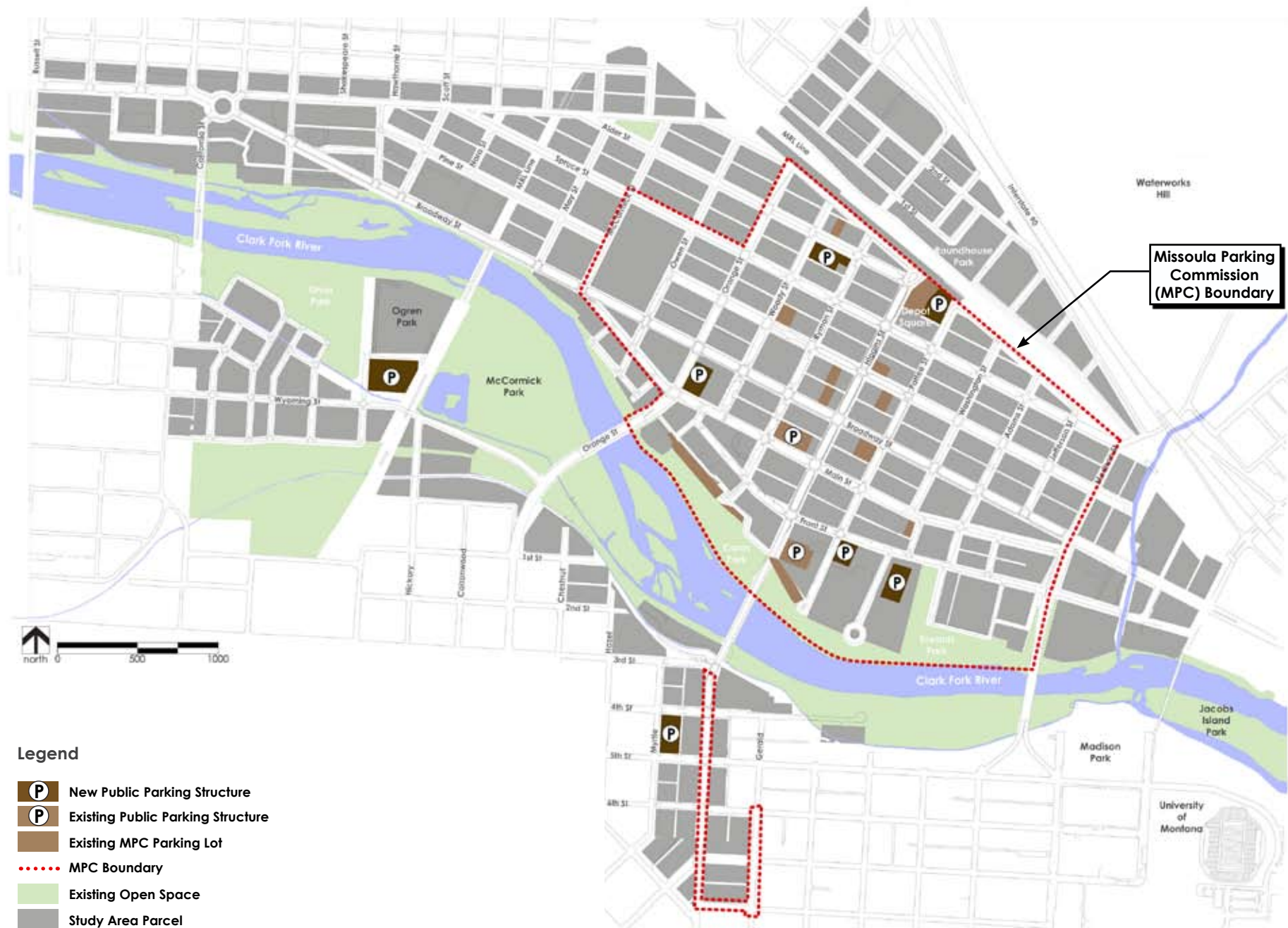
Retail Parking Structure



Parking Lot



On-Street Metered Parking



Retail Hot Spot Parking

Well-designed and well-located retail-serving parking structures will help ensure that downtown Missoula is perceived as a convenient and desirable shopping destination.

Retail Hot Spot parking structures should:

- Be highly visible and accessible from major auto streets
- Be designed for easy internal circulation, especially for those unfamiliar with maneuvering within parking garages or driving larger vehicles
- Foster shared use; reserving a percentage of the spaces for employee use during office hours only or residential use in the evening will support the structure's financial viability



Easily Accessible



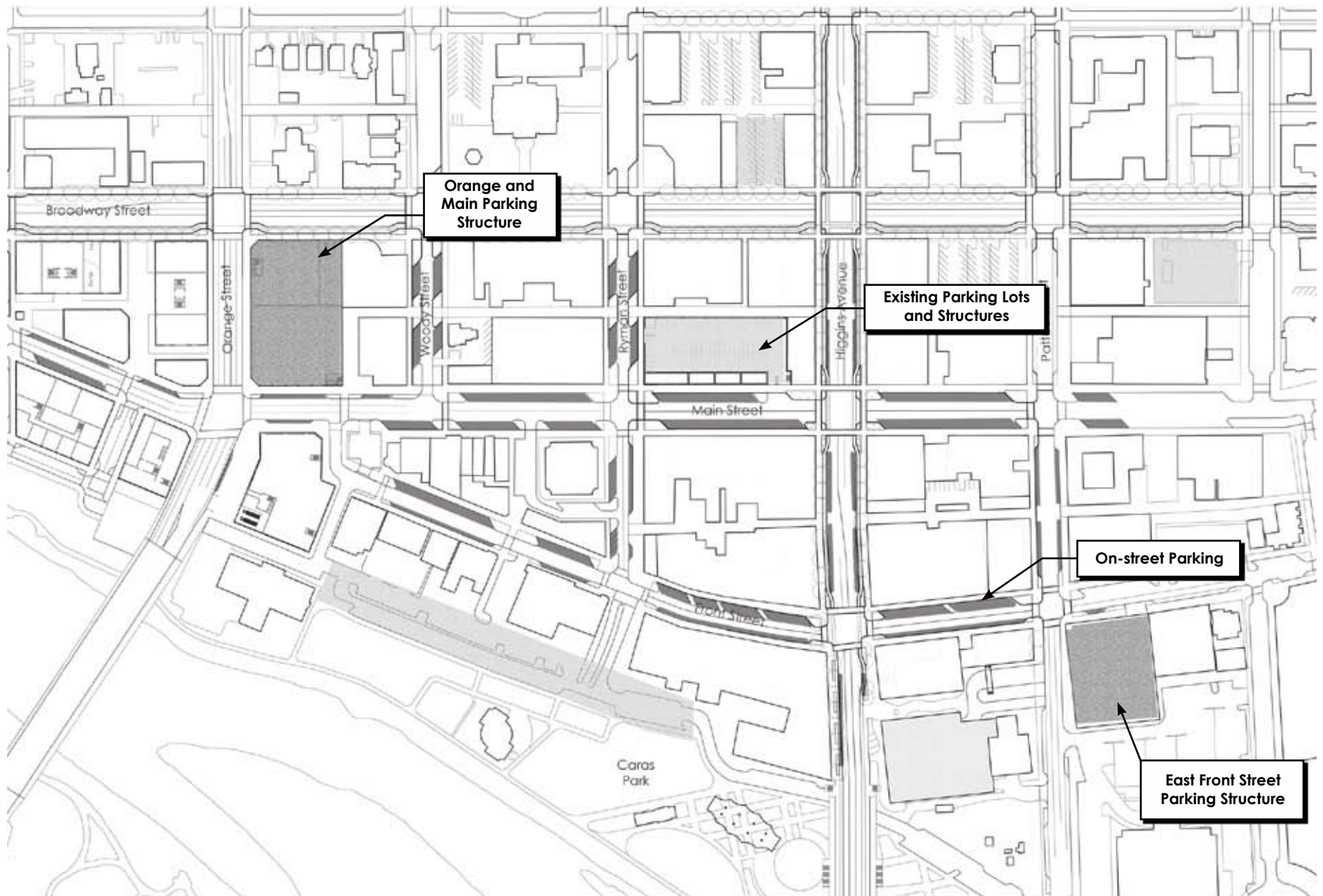
Safe



Compatible Architecture



Active Ground-Floor Use



Retail Parking Diagram

East Front Street Parking Structure

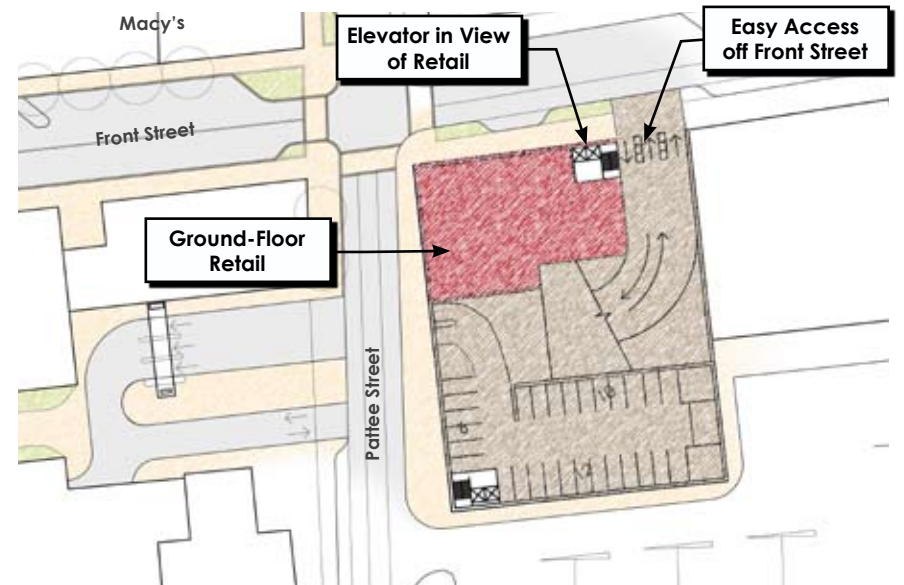
This structure meets the immediate need of downtown retailers and employers and should be the highest priority of the Missoula Parking Commission.

The parking structure site is strategically located across from the corner entrance of the Macy's addition and close to First Interstate Bank. The retail-friendly design should provide direct auto access from Front Street.

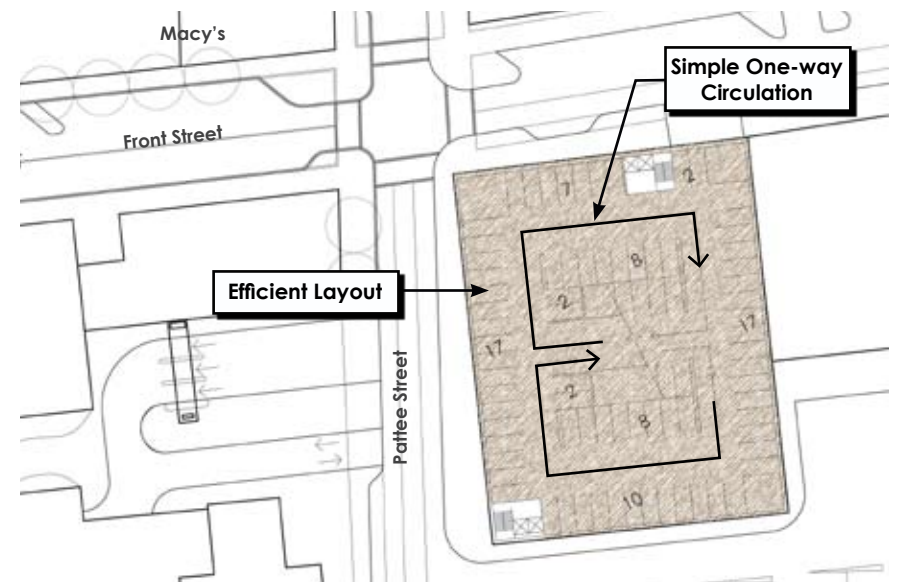
A minimum of 200 spaces should be reserved at all times for the use of retail shoppers. Shared use of the parking structure should be allowed. Shared spaces could be reserved for employees of First Interstate Bank, Macy's, Holiday Inn, and other adjacent businesses during office hours and available for retail or arts and culture district parkers at other times.

The building should be compatible in form and massing with significant adjacent buildings. The parking structure should be highly visible and accessible from Higgins Avenue and should include:

- Easy internal vehicle circulation, especially for those unfamiliar with maneuvering within parking garages or driving larger vehicles
- Internal pedestrian circulation that is safe and direct and that feels light and airy
- Glass-enclosed elevators located on the Front Street facade that provide a direct view to Retail Hot Spot businesses
- Ground-floor retail tenant space at the corner of Front and Pattee streets



Ground Floor



Typical Floor

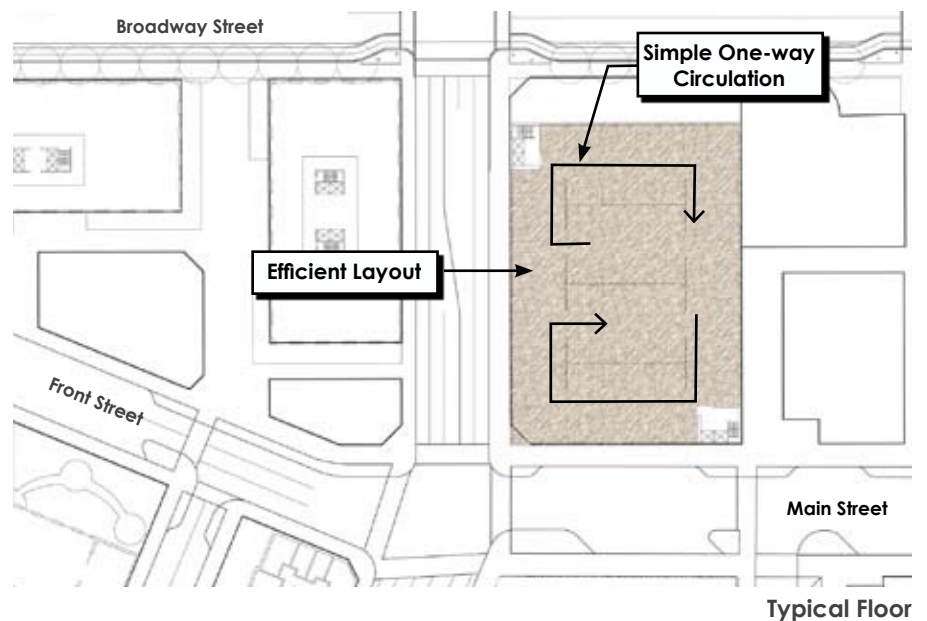
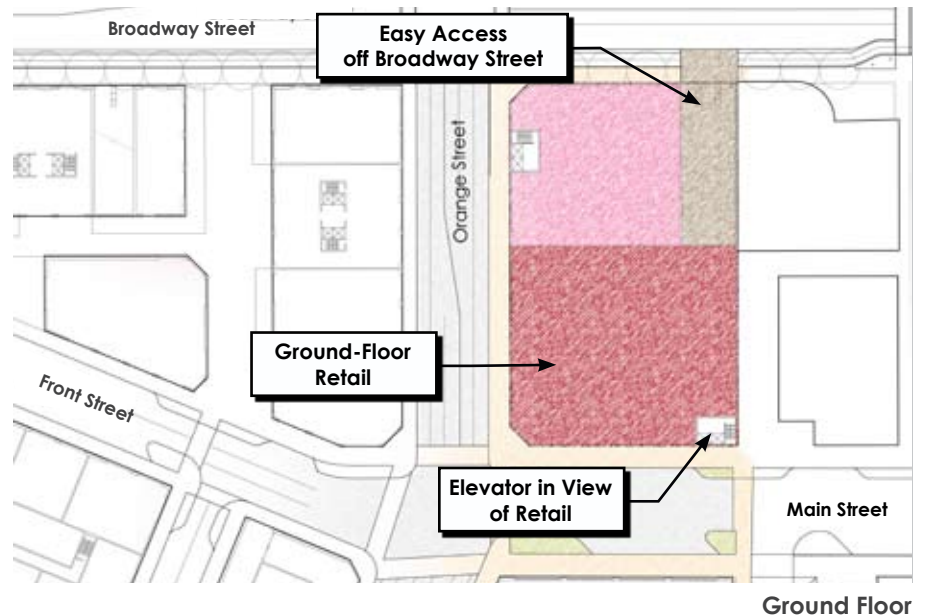
Orange and Main Parking Structure

This structure will be essential in meeting the parking needs of the Riverfront Triangle Redevelopment project and the planned Orange and Main retail anchor.

The Orange and Main Street parking structure is strategically located at the crossroads of Orange and Broadway streets, the two primary auto routes serving downtown. The garage complements the East Front Street parking structure by providing parking for existing and new retail anchor uses on the west end of the Retail Hot Spot. It also provides a reserve of parking for the proposed Riverfront Triangle hotel and other commercial uses. The land would need to be assembled to construct this structure. Until the land is assembled, existing uses should be encouraged to remain.

The building should be compatible in form and massing with significant adjacent buildings. The parking structure should be highly visible and should include:

- Easy and convenient vehicle access to the structure from Broadway Street
- Easy internal vehicle circulation, especially for those unfamiliar with maneuvering within parking garages or driving larger vehicles
- Internal pedestrian circulation that is safe and direct and that feels light and airy
- Glass-enclosed elevators located on the Main Street facade that provide a direct view to Retail Hot Spot businesses and the Riverfront Triangle hotel
- Ground-floor retail tenant space along Main Street and commercial spaces along Broadway Street



Circulation Framework

Overview

The circulation framework identifies and provides for a wide range of current and future circulation needs. It builds upon and improves existing systems to ensure efficient access to, and mobility through, the downtown.

The circulation framework:

- **Anticipates growth of residential, employment, retail, commercial and visitor uses over the next 25 years**—The planned network provides sufficient capacity to meet these land use needs
- **Provides direction for addressing critical short-term needs for major roadway corridors**—In particular, design recommendations are provided for Higgins and Broadway
- **Balances transportation modes**—While recognizing that auto and truck access will continue to be the primary mode choice for the next 25 years, the framework also provides transportation network improvements for pedestrians, bicycles and mass transit that will greatly increase their use
- **Establishes a premier investment environment**—The framework is more than a functional transportation network, it also establishes a safe, inviting public *place*, ensuring that the retail environment will continue to grow and residential neighborhoods will remain healthy



Pedestrians



Bicyclists



Transit



Automobiles and Trucks



Primary Circulation Diagram

Pedestrians

Memorable and economically vibrant downtowns provide great pedestrian access, convenience, safety, and delight. To ensure that downtown Missoula thrives, improvements to the pedestrian environment must be of highest transportation priority.

Key pedestrian facility improvements include:

- **Clark Fork Riverfront loop**—A continuous multi-use pedestrian and bicycle path on both sides of the river
- **Retail/commercial loop**—Streetscape improvements that support a high quality pedestrian environment within the Retail Hot Spot and connecting the Depot Square to the Hip Strip
- **Arts and culture loop**—Streetscape improvements that link existing arts and culture uses such as the Children's Theatre, and the library along with proposed uses such as a performing arts center or UM Museum to the Retail Hot Spot
- **Key neighborhood connections**—Ensure safe, direct and comfortable pedestrian routes from neighborhoods to key destinations in the downtown with an emphasis on enhanced and safe pedestrian crossings along Broadway

The pedestrian circulation system:

- Builds upon existing successful infrastructure
- Provides a variety of experiences, ranging from busy retail streets to quiet greenway trails along the Clark Fork River
- Links surrounding neighborhoods to downtown and provides access to all major downtown destinations



Retail/Commercial Streets



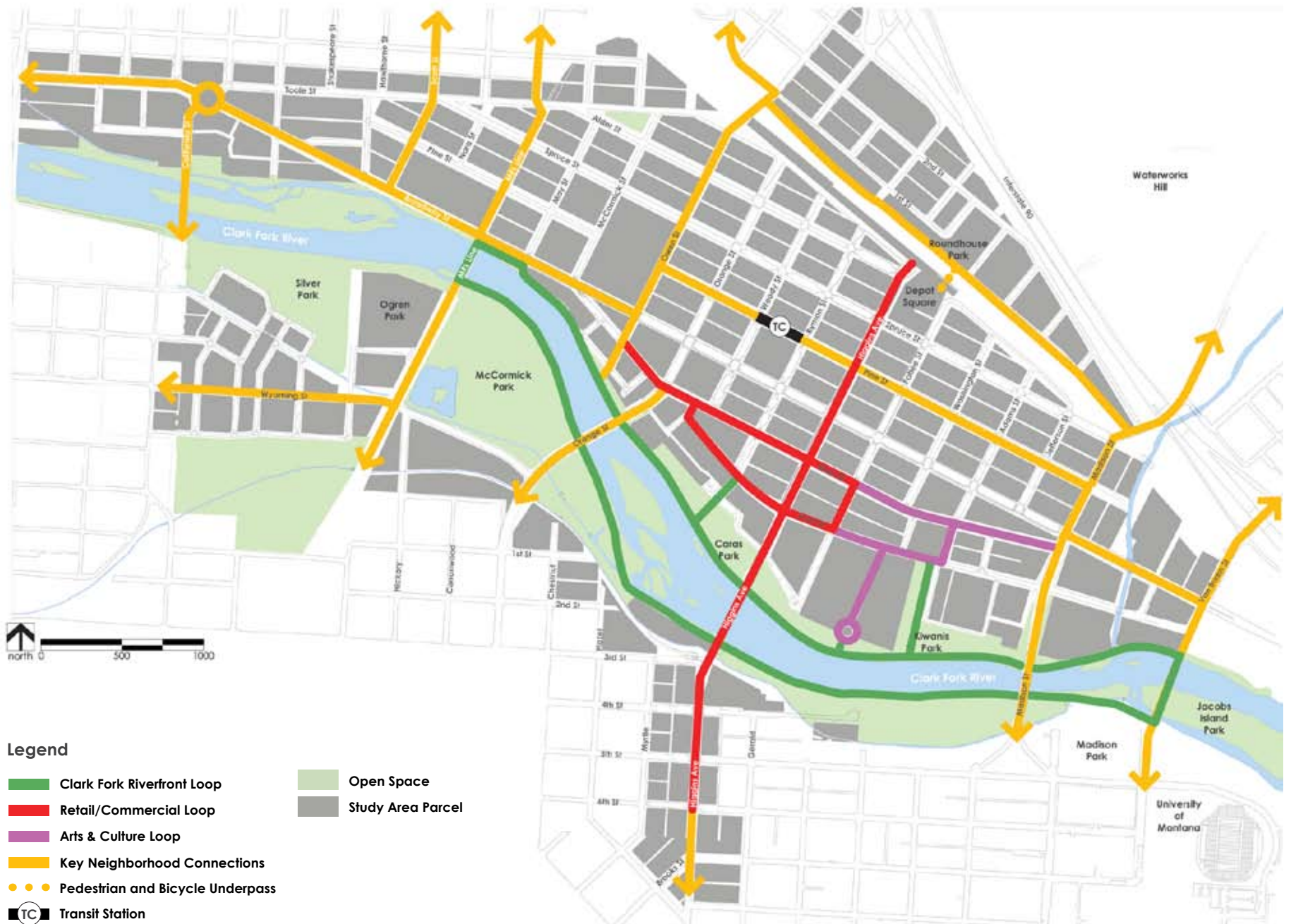
Arts and Culture Streets



Neighborhood Connections



Clark Fork Riverfront Loop



Primary Pedestrian Circulation

Bicycles

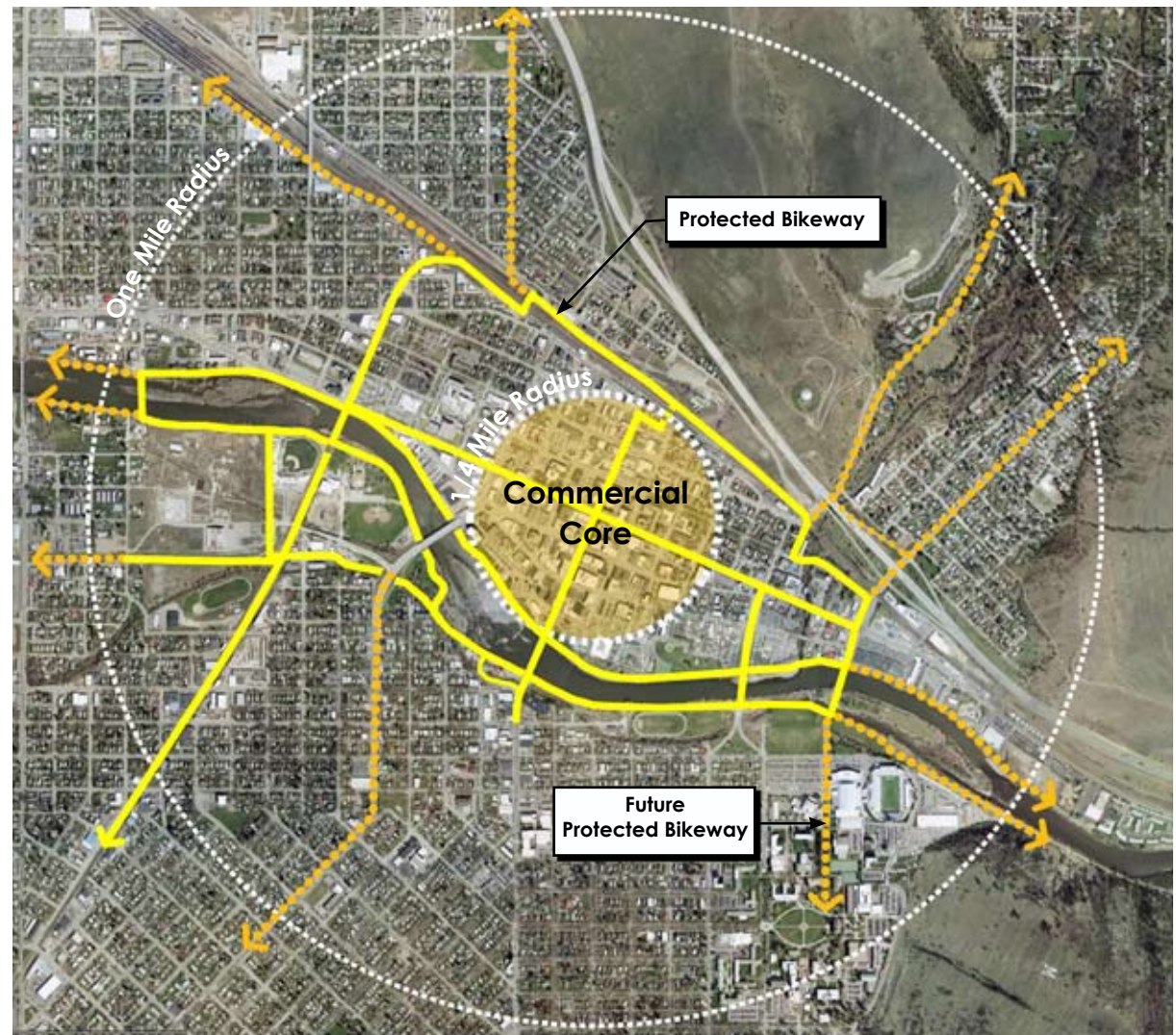
Increased ridership should be fostered by providing a connected system that is safe for riders of all ages and skill levels.

The bicycle system includes:

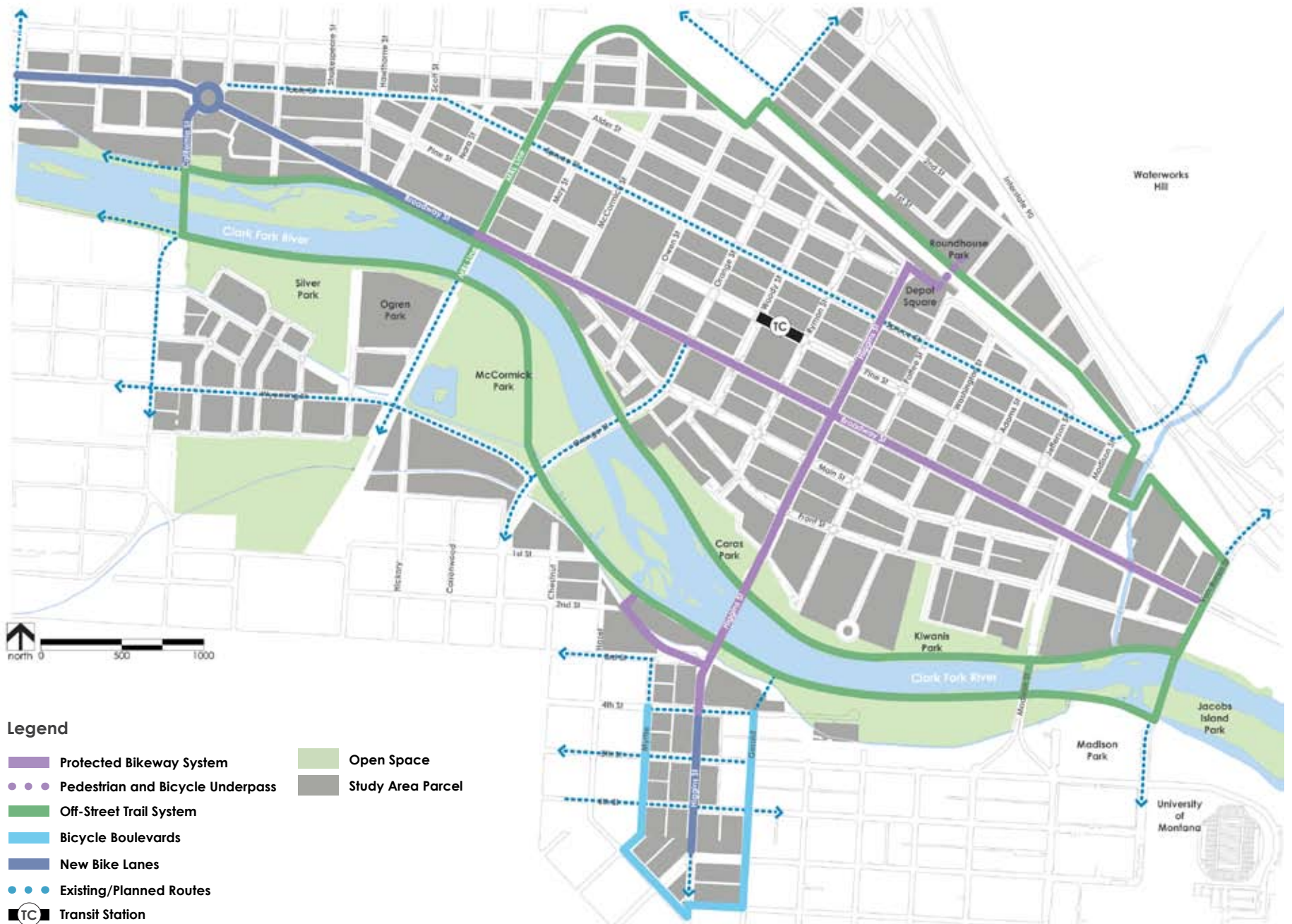
- Protected bikeways
- Off-street trail system
- Bicycle boulevards
- New bike lanes
- Bicycle parking/storage

A complete bicycle system meets the following criteria:

- Prevalent protected bikeways; bike lanes are appropriate only where protected bikeways cannot be immediately implemented
- Direct connections between key downtown destinations
- Direct and convenient connections between the Commercial Core, that includes the Retail Hot Spot, commercial, and employment areas downtown to, neighborhoods and outlying destinations
- Supporting facilities, such as bike stations and on-street bike parking
- A convenient bike-share program



Bicycle Circulation Supports Balanced-Center Development



Primary Bicycle Circulation

Protected Bikeway System

The protected bikeways along Higgins Avenue and Broadway Street provide for local downtown circulation to key destinations and neighborhood connections to the Retail Hot Spot and commercial areas.

Protected bikeways are located off-street between the sidewalk and parking lanes and are a preferred method for increasing bicycle ridership. Bike lanes are appropriate only where protected bikeways cannot be immediately implemented.

The system includes:

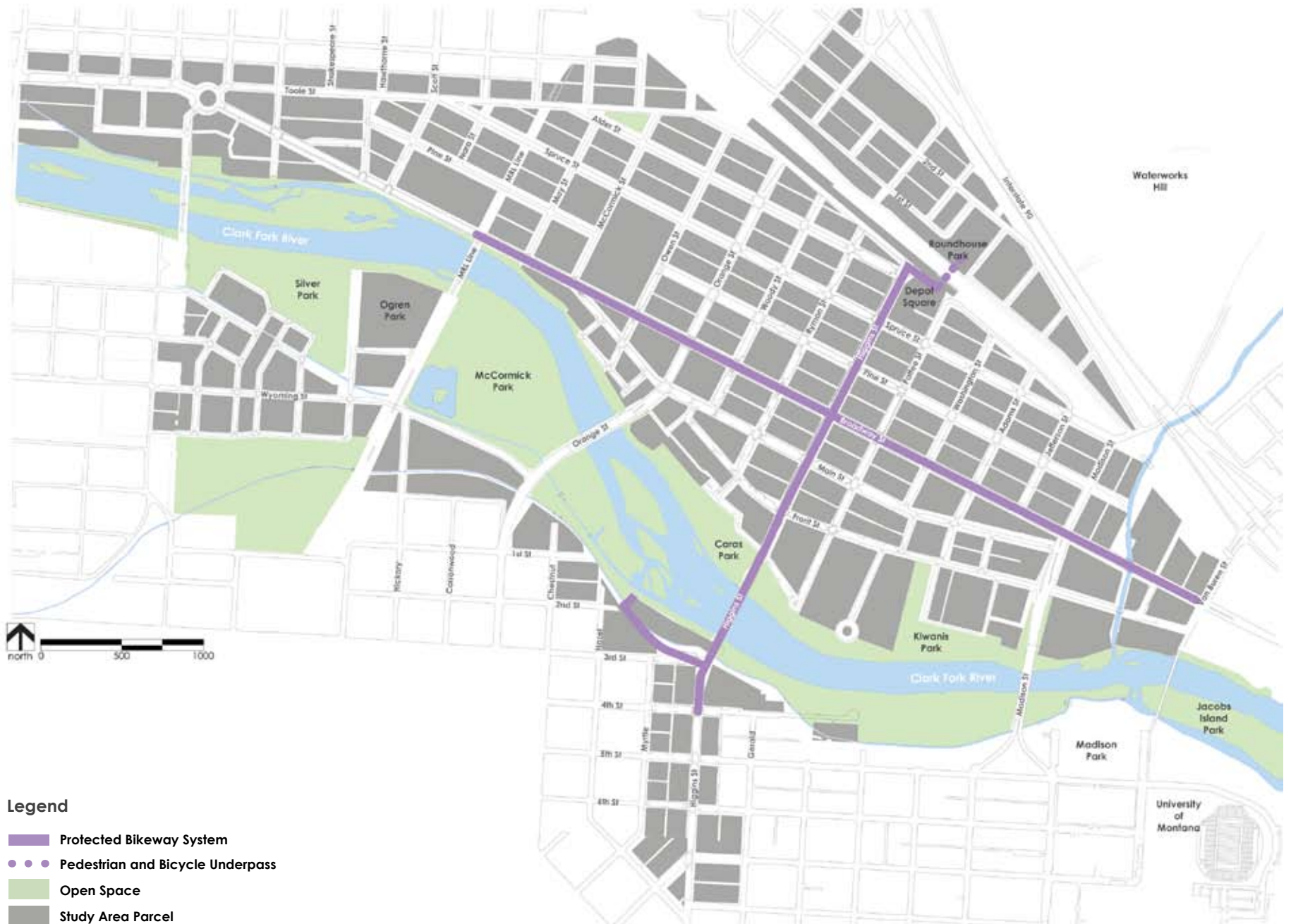
- Wide bike lanes located between the sidewalk and on-street parking
- Either single-direction travel on both sides of the street or bi-directional travel on one side of the street
- Special intersection design treatments that minimize auto-bicycle conflicts and provide safe bicycle crossings and left-turn movements



Protected Bike Lane



Standard Bike Lane



Protected Bikeway System

Off-Street Trail System

The off-street trail system should provide recreational and commuter access to downtown.

The system should separate pedestrians and bicyclists where possible. However, a limited number of well-designed multi-use trails are acceptable where trails are constrained.

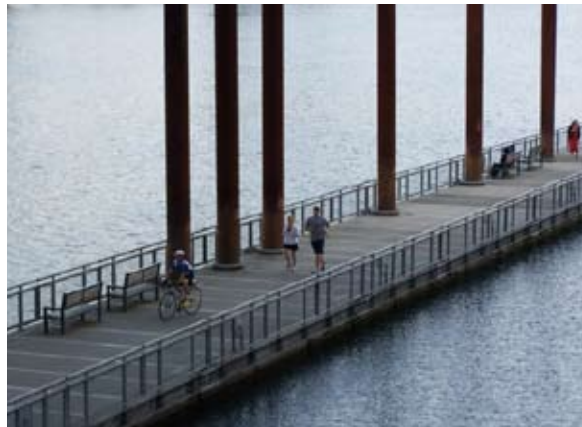
- The existing system should be completed, missing segments should be acquired, indirect routes should be straightened
- Where riverfront routes are constrained, possibilities for constructing within the river should be explored with the Army Corps of Engineers and other regulating entities



Multi-Use Trail



Separated Trail



Floating Trail



Riverfront Trail

Transit

Downtown growth and rising oil costs will make complete transit systems increasingly desirable.

Local circulators and regional rail transit should complement the existing community-wide bus service to link the downtown and regional destinations.

Transit components should include:

- **Bus**—existing route maintenance and existing transit station improvements
- **Streetcar**—a local circulator linking major downtown destinations, potential future connections to the University, Airport and other Missoula destinations
- **Regional Rail**—consideration for commuter rail that links downtown to the region along the I-90 and Hwy. 93 corridors, including redevelopment of the existing depot as the downtown Missoula station for the regional system



Bus



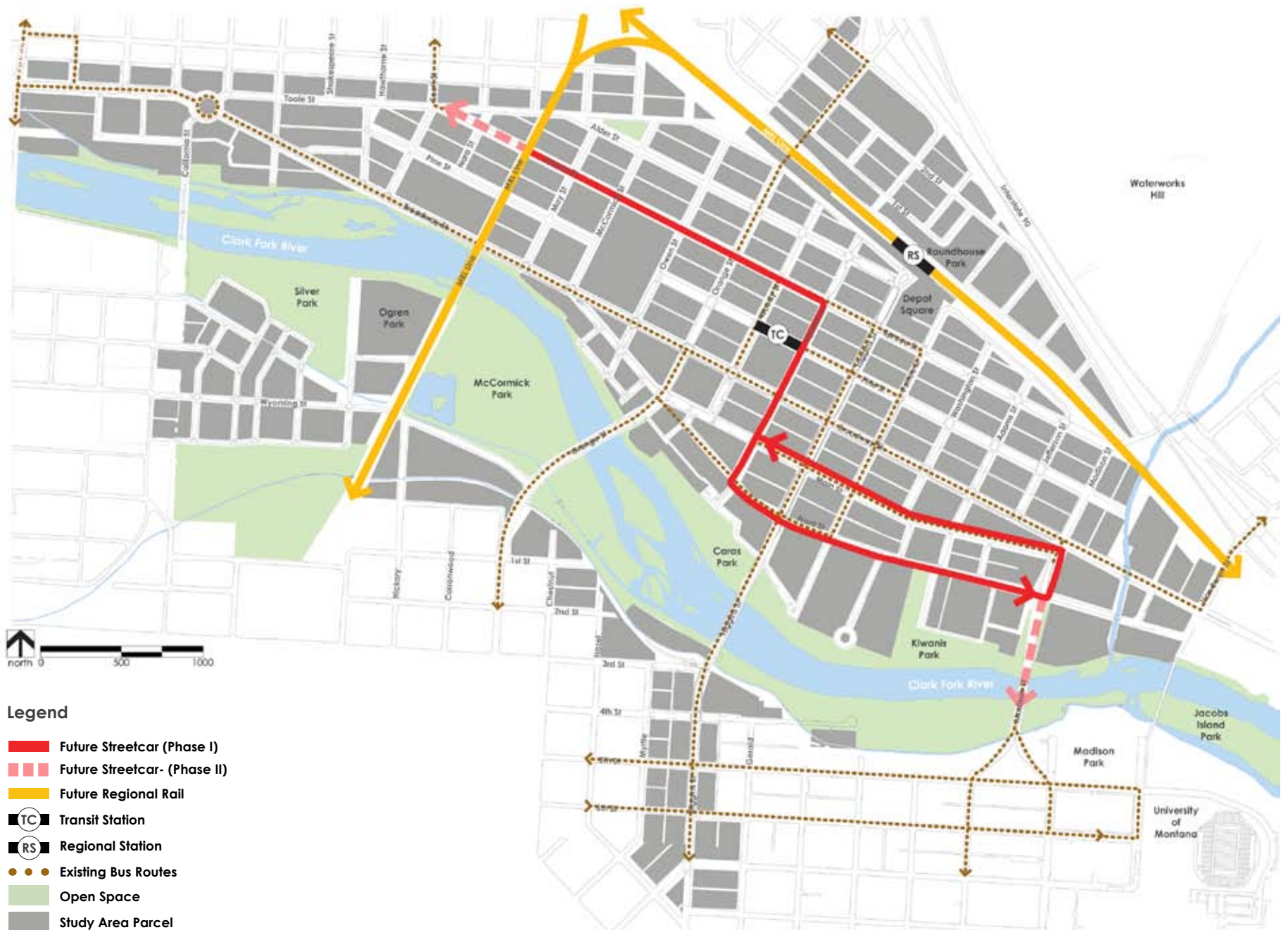
Streetcar



Regional Rail



Train Station



Transit Circulation

Streetcar

Downtown streetcars provide premium local service, attracting riders who otherwise may not be transit patrons.

The proposed initial streetcar route would:

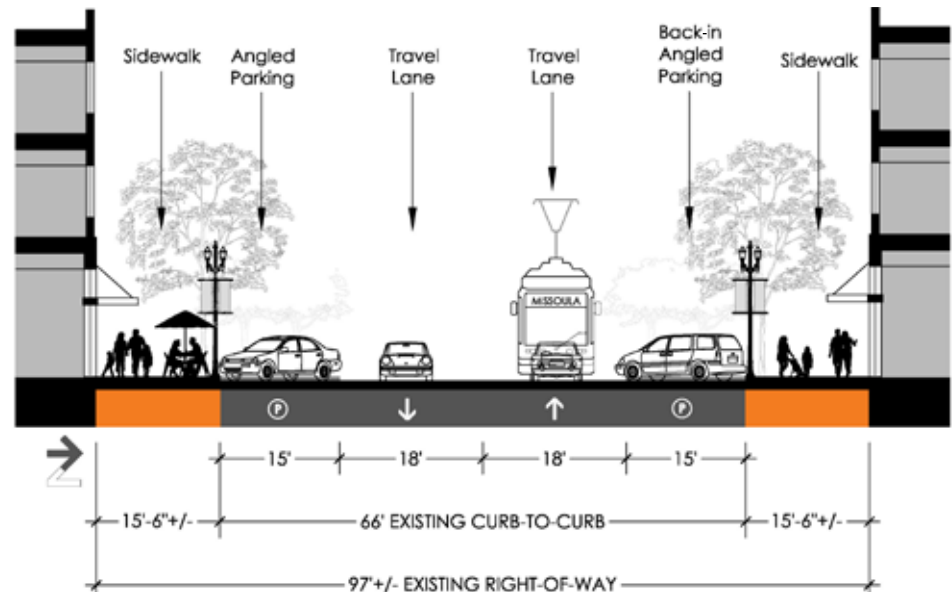
- Connect the east and west ends of downtown providing local access to St Patrick Hospital, County offices and the University of Montana
- Link the downtown retail and arts and culture districts

Future phases of the streetcar should:

- Consider extending routes west to Russell Street and the airport
- Identify preferred routes to UM, UM South Campus and Mid-Town

Advantages of the streetcar system include:

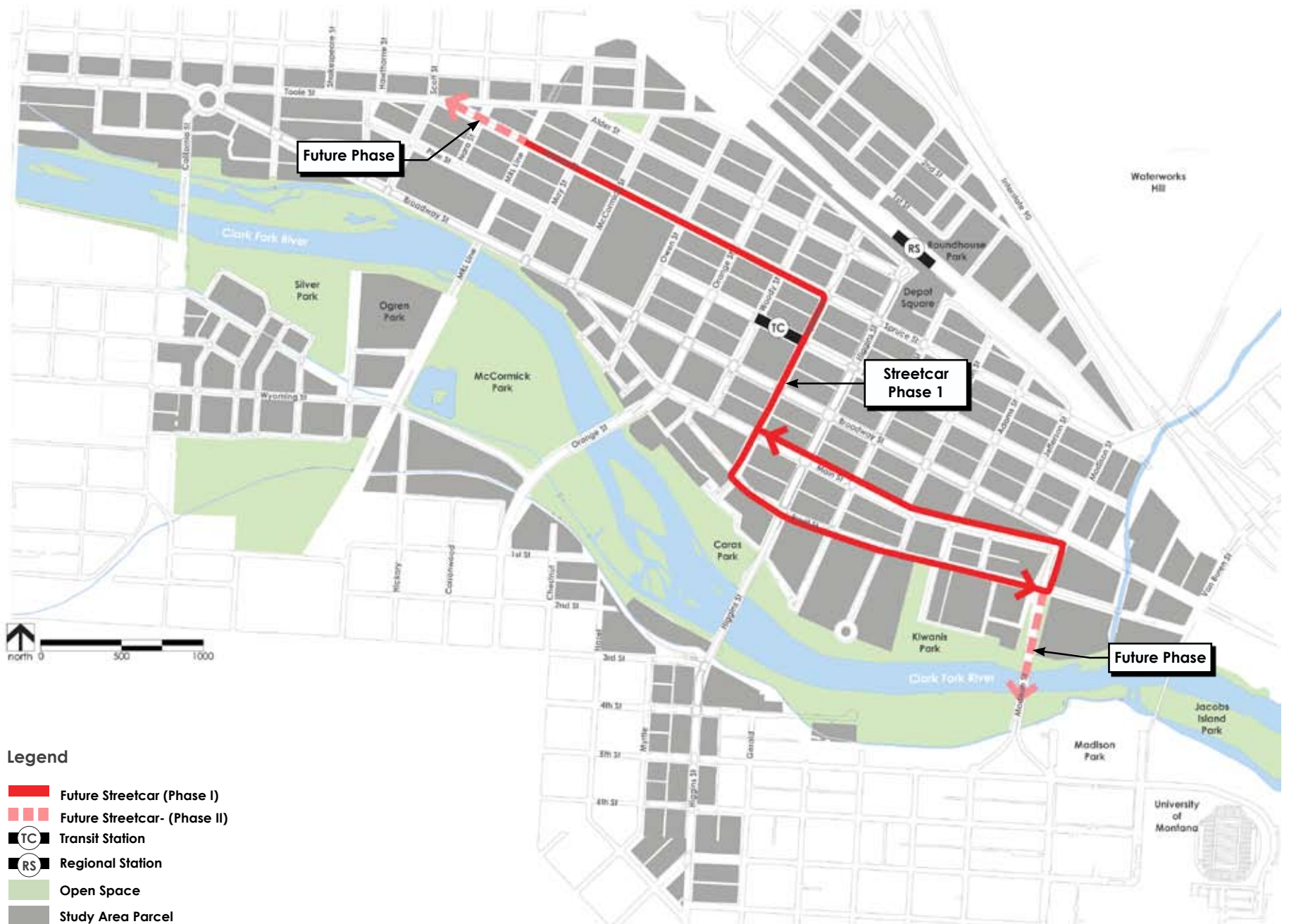
- **The permanence of rail**—fixed alignments and stations can effectively induce development by creating a distinctive living and investment environment that in turn attracts residents and businesses
- **Streetcars attract tourists and ‘occasional riders’**—The streetcar system provides a unique experience that may become a downtown attraction
- **A daily local circulator**—The streetcar system provides local service for daily downtown users such as employees, residents and students



Streetcar on Main Street



Streetcar in Traffic



Automobiles and Trucks

Auto and truck vehicles are currently the primary access modes into the downtown. Acceptable access and movement into and through the downtown will be improved.

The automobile and truck element includes:

- **Major Automobile and Truck Streets**—improvements to current major traffic circulation and planning for projected future capacity
- **One-way to Two-way Street Conversions**—facilitation of local traffic circulation by reducing out-of direction travel and improve access to key destinations
- **New Streets**—provision of access to new and existing development and extend the historic Missoula street grid



Higgins Avenue



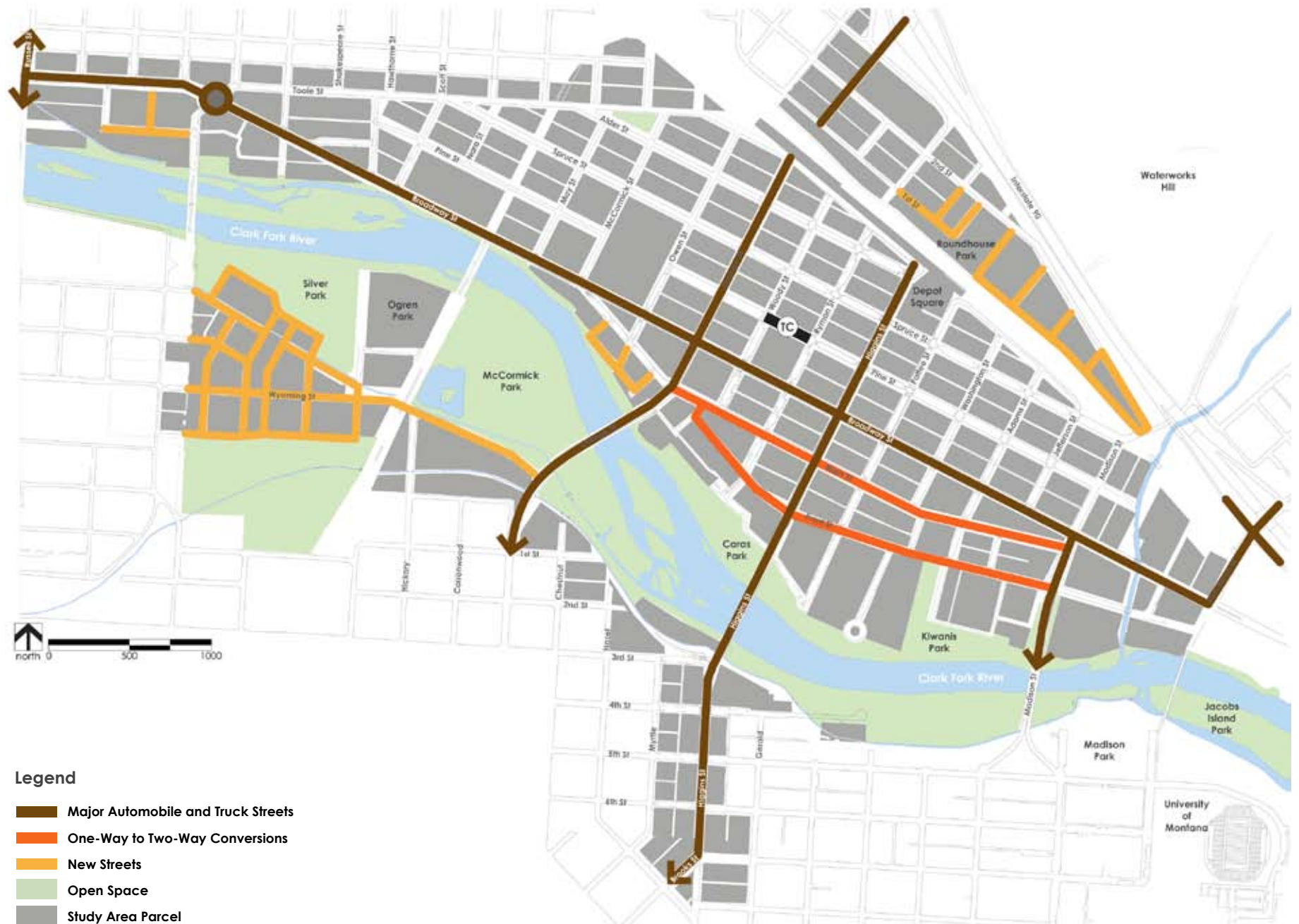
Broadway Street



Main Street



Front Street



Automobile and Truck Circulation

Major Automobile and Truck Streets

Downtown Missoula's high-traffic major arterial streets will require improvement in order to accommodate traffic volume increases created by planned development.

The *Downtown Streets Plan* and the *West Broadway Corridor Community Vision Plan* include recommendations for improvements to Higgins Avenue and Broadway Street. The following recommendations are not consistent with some components of these plans. Revisions to these plans and recommendations for other streets include:

Higgins Avenue

- Initiate a public process for design and review of alternatives for Higgins Avenue as a four-lane or a three-lane street between Brooks and Railroad streets
- Coordinate design and signalization with two-way conversion of Front and Main streets

Broadway

- Once conditions require and funding is available, design Broadway as a four-lane street between Russell and Van Buren streets with context sensitive best practices and public involvement to ensure that the pedestrian, bike, auto and business constituents are included in the planning, design and construction of the improvements
- Create a roundabout at Broadway, California and Toole streets and/or at Broadway and Burton Street (The feasibility of either one or both of these options should be reviewed by appropriate agencies)

Orange Street

- Improve the intersection of Broadway and Orange streets by adjusting channelization and providing turn-lane improvements
- A left turn pocket on Orange Street for access to Alder Street

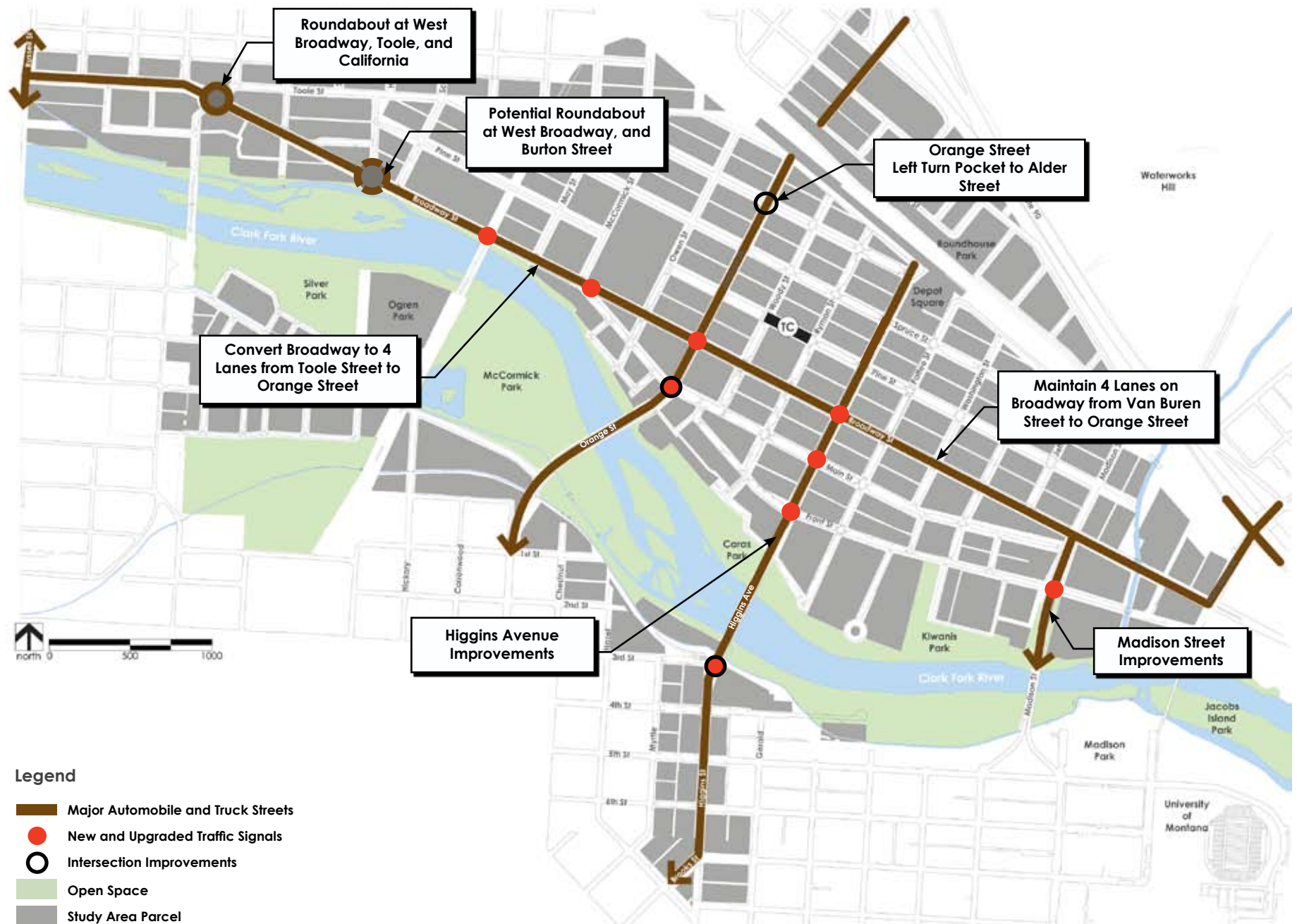
Madison Street

- Improve the intersection of Madison and Front streets by adjusting channelization and providing turn-lane improvements

Upgrade and add signals at a number of major intersections.

Improvements would result in:

- Improved mobility through downtown along Higgins Avenue and Broadway Street and access to Interstate 90 and other regional roadways
- Improved turning access to retail, employment, and service uses along Higgins Avenue, Main Street and Front Street



Major Automobile and Truck Streets

One-Way to Two-Way Street Conversions

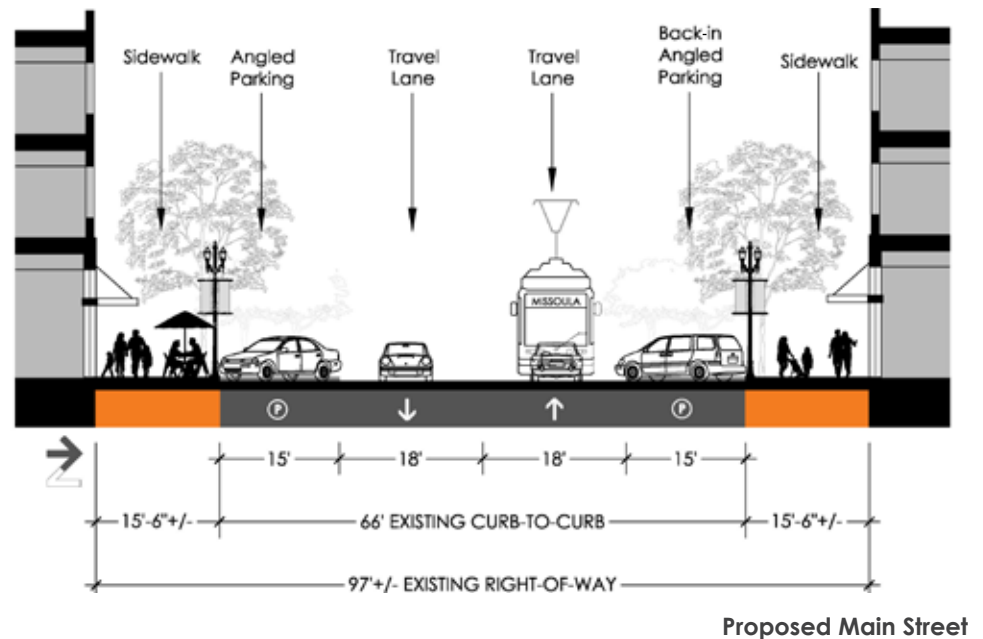
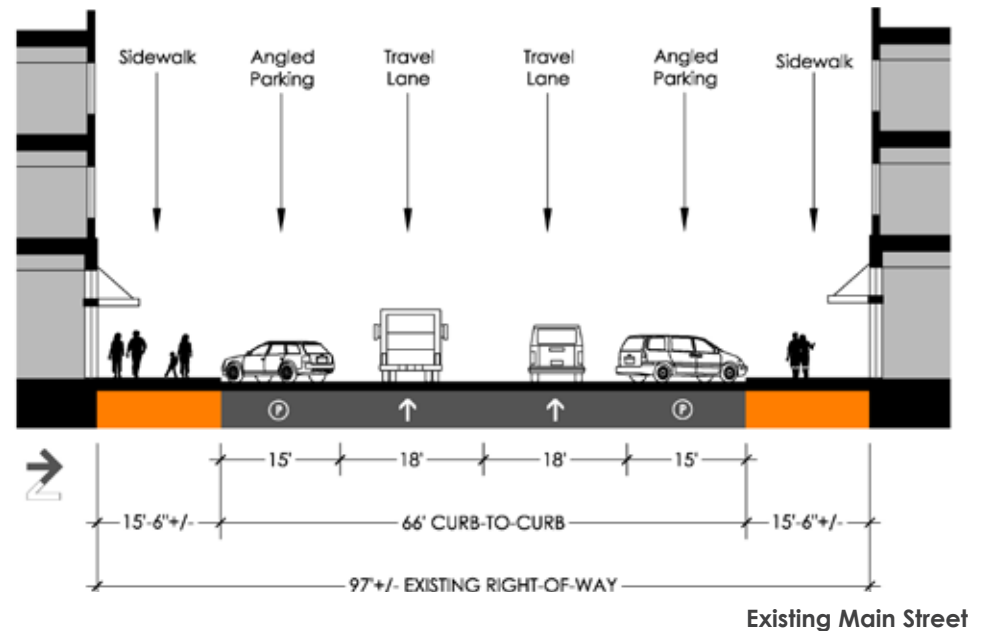
Conversion of Main and Front streets to two-way traffic flow will improve accessibility, reduce auto trip length, and improve downtown business visibility.

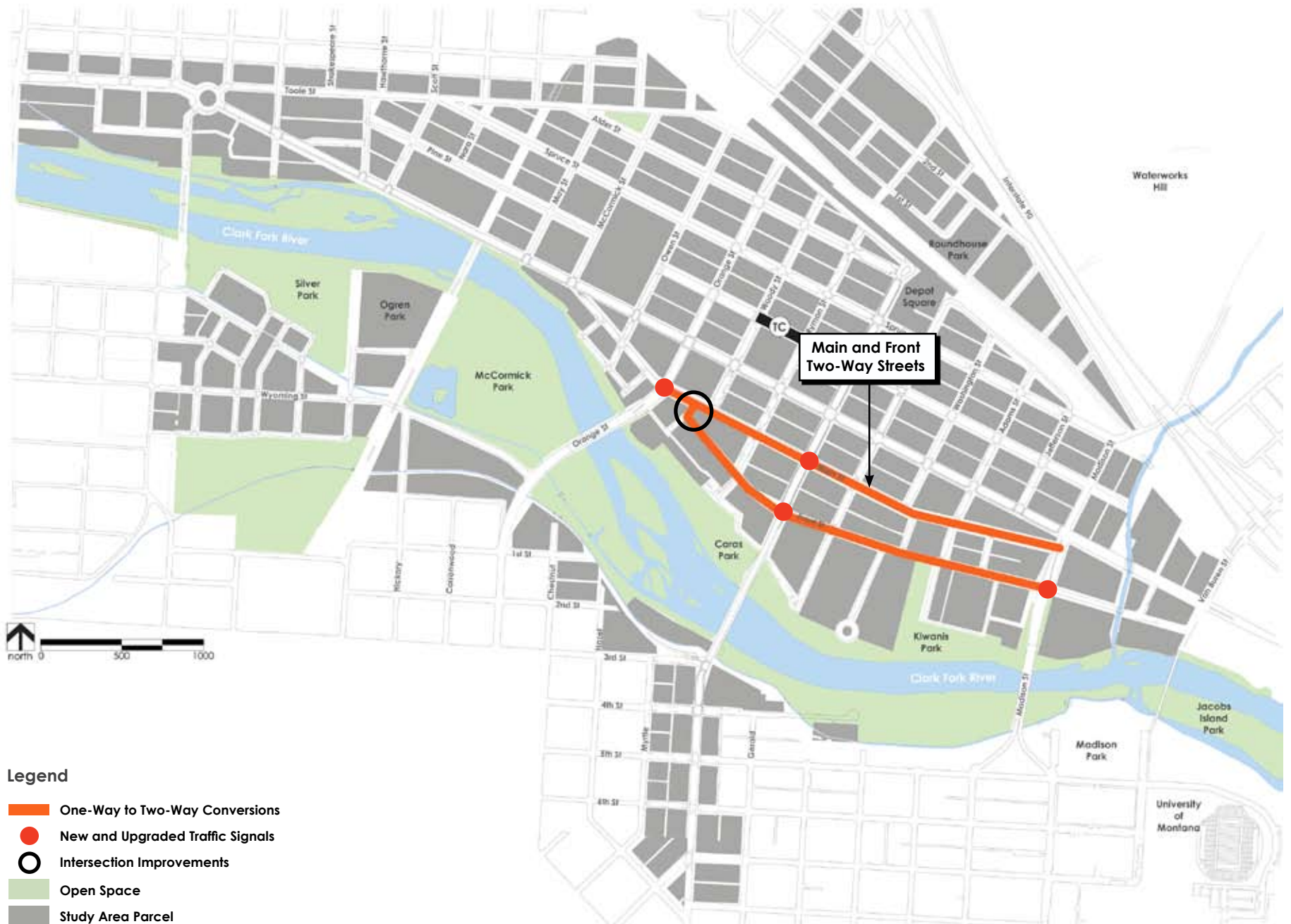
The Main and Front streets conversion includes:

- Two-way traffic on Main and Front streets between Madison Street and Orange Street
- Realignment of the intersection of Front Street and Main Street; rerouting of utilities may be necessary
- Existing parking locations and quantities; direction will be reversed on one side of the street
- New and upgraded signals at the intersections of Orange and Main, Higgins and Main, Front and Higgins, Front and Madison
- No changes to sidewalks or crosswalks
- No changes to roadway capacity; no lanes will be added or removed

Benefits of the conversion include:

- **A reduction in vehicle miles traveled**—trip lengths are typically one and a half times longer on one-way systems than on two-way systems.
- **With a two-way system**—drivers spend less time driving out of direction, resulting in improvements to air quality and reduction of fuel consumption





Legend

- One-Way to Two-Way Conversions
- New and Upgraded Traffic Signals
- Intersection Improvements
- Open Space
- Study Area Parcel

One-Way to Two-Way Conversions

New Streets

New streets improve auto, pedestrian, and transit access; expand the city's historic grid; and establish appropriately-scaled development blocks.

Riverfront Triangle streets include:

- A series of local access streets that expand the grid south of Front Street

Old Mill Site streets include

- An extension of the Wyoming Street collector through the development
- A grid of local access streets

Railyard district streets include:

- Local access streets that expand the existing grid pattern north of the MRL tracks

West Broadway streets include:

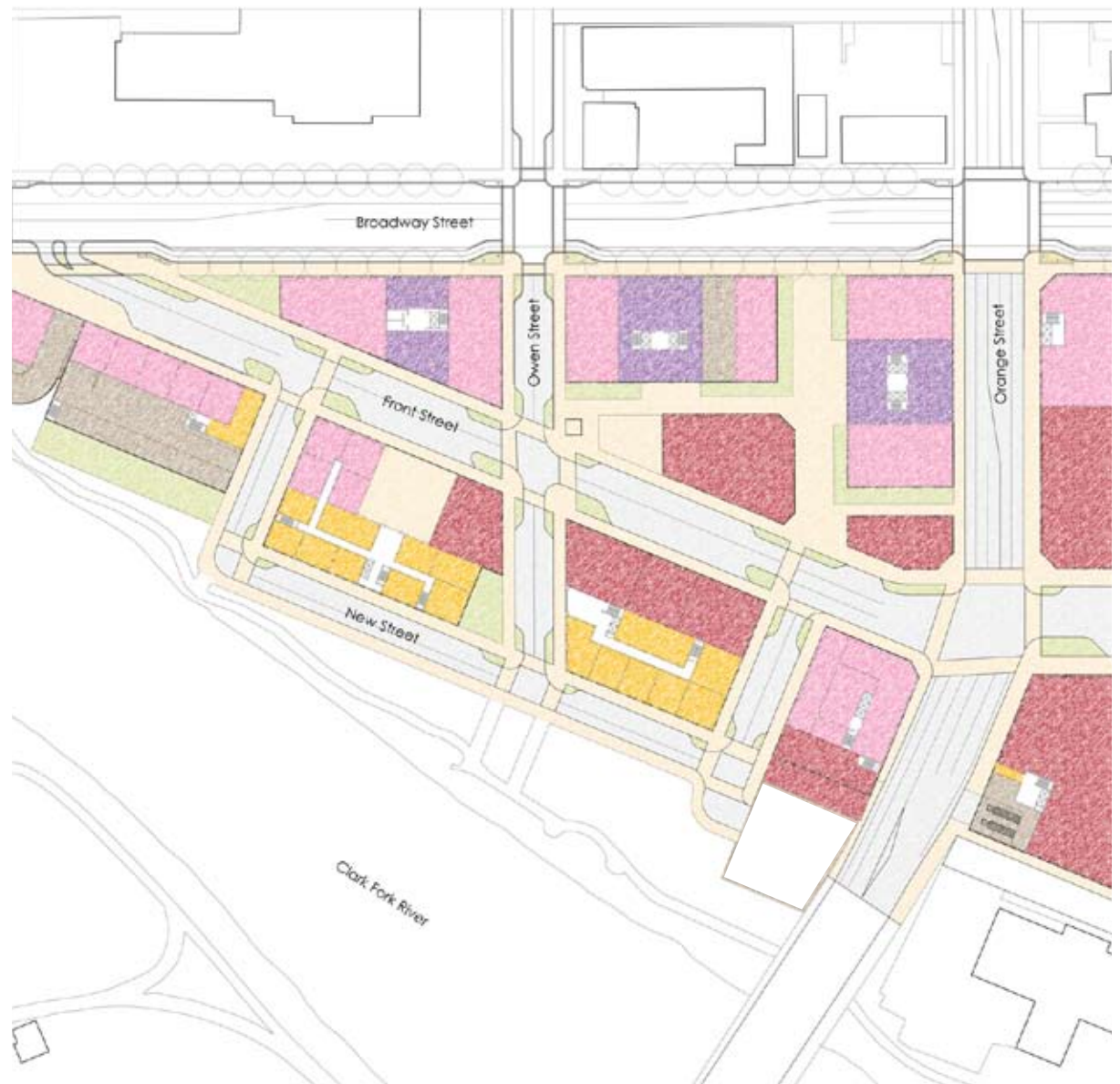
- Local access streets that expand the existing grid pattern south of Broadway

Arts and Culture district streets include:

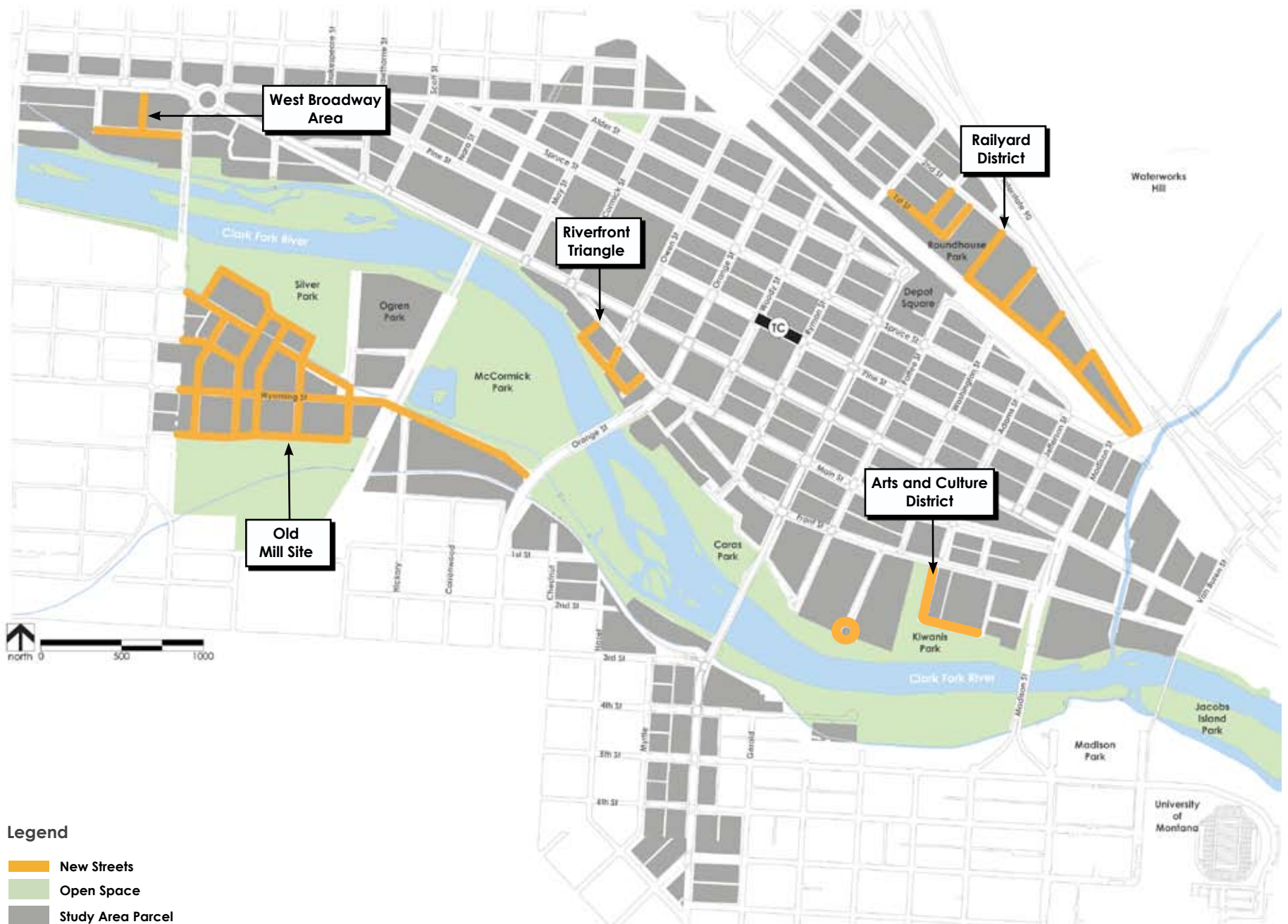
- Local access streets that expand the existing grid pattern south of Front Street

New streets should be designed to include:

- On-street parking
- Landscaped curb extensions at corners
- Sidewalks on each side of the street
- Canopy street trees and other landscaping



Proposed Triangle Street Plan



Legend

- New Streets
- Open Space
- Study Area Parcel

New Streets

Implementation Program

Overview

The implementation program prescribes a realistic and timely guide for creating immediate positive change.

The implementation program is founded on the principle that public dollars must be spent on projects that leverage significant private investment and spark widespread sustainable reinvestment in the downtown.

The implementation program includes:

- A development capacity diagram that illustrates the full build-out potential within the study area
- An action plan and schedule identifying tasks to be implemented
- Potential local, state and federal funding sources
- A strategy management plan for agencies involved in long-term implementation of the master plan



Private Parking Structure—Before



Public Square—After

Development Potential

Downtown Missoula has the capacity to absorb significant amounts of growth over the next 25 years. The downtown plan identifies a strategy to focus regional growth into the downtown.

Over the next 25 years, projections indicate that downtown has the ability to absorb the following amounts of new development.

Retail:	220,000 SF
Office:	677,000 SF
Commercial:	376,000 SF
Government:	82,000 SF
Arts & Entertainment:	178,000 SF
Parks & Open Spaces:	1,232,000 SF
Public Parking:	1,915 Spaces
Private Parking:	5,490 Spaces
Residential:	2,840 Units
Hotel:	280 Rooms

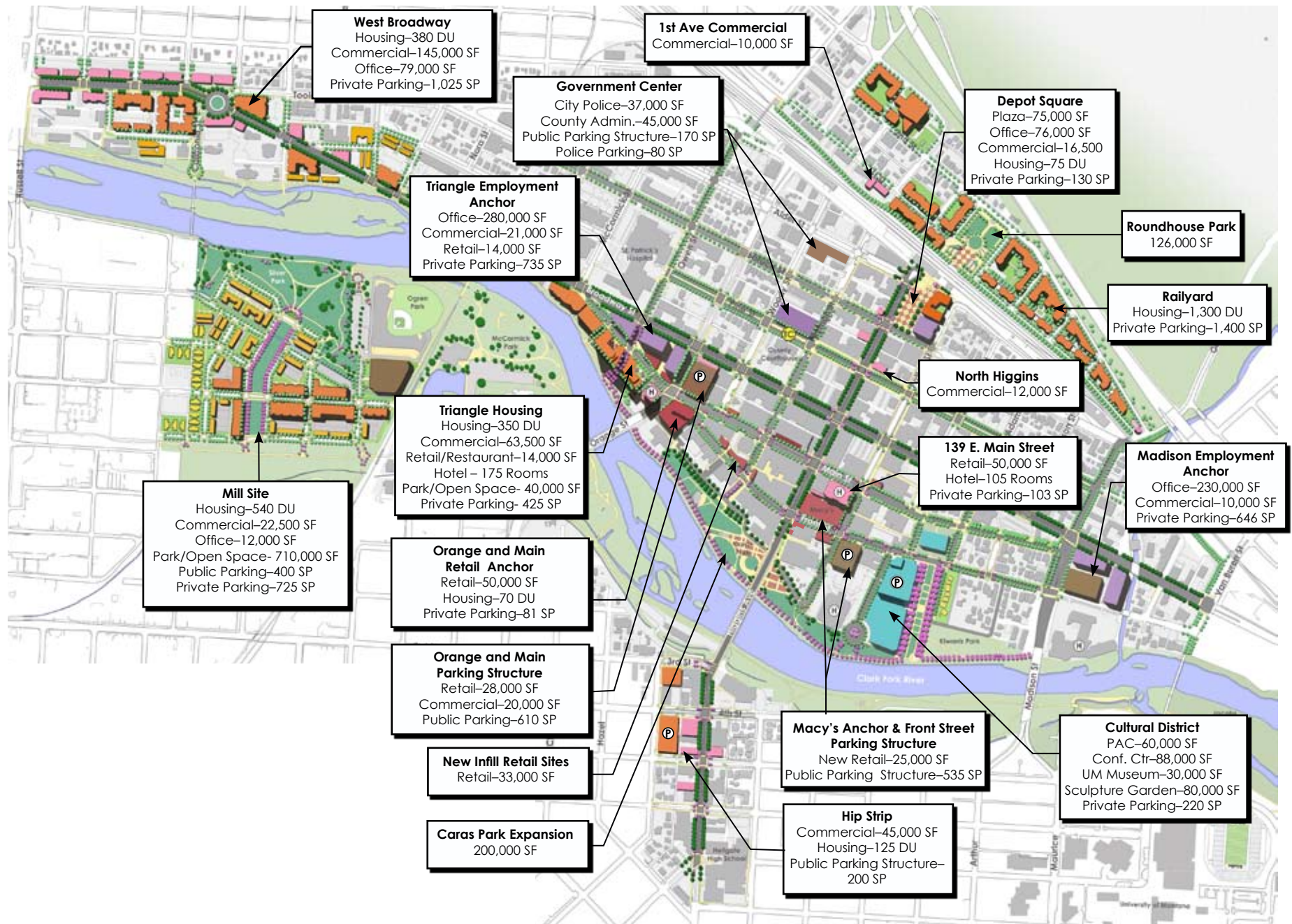
* A summary calculation and location of all new downtown development is included in a separate document titled Missoula Downtown Development Potential.

Build-Out Diagram

The build-out diagram on the next page provides a snapshot of the potential character and intensity of new development over the next 25 years. Most new development is located on underdeveloped, vacant and underutilized sites.



View of Downtown



Build-Out Diagram

Action Plan

The action plan identifies projects and regulatory updates the City, County and managing agencies need to champion and support in order to create immediate development momentum.

Action plan items include:

- **Catalyst Projects**—Public and private projects that have the potential to stimulate significant development momentum
- **Time-Sensitive Regulatory Updates**—Policy updates needed to ensure the intent of the master plan is realized
- **‘Green’ Transportation Projects**—Public projects that will significantly reduce transportation energy use and increase local spending capacity within the community
- **Quality of Life Projects**—Public amenity projects that attract private investment to surrounding areas and preserve the local gathering spaces and natural environment unique to Missoula



Catalyst Projects



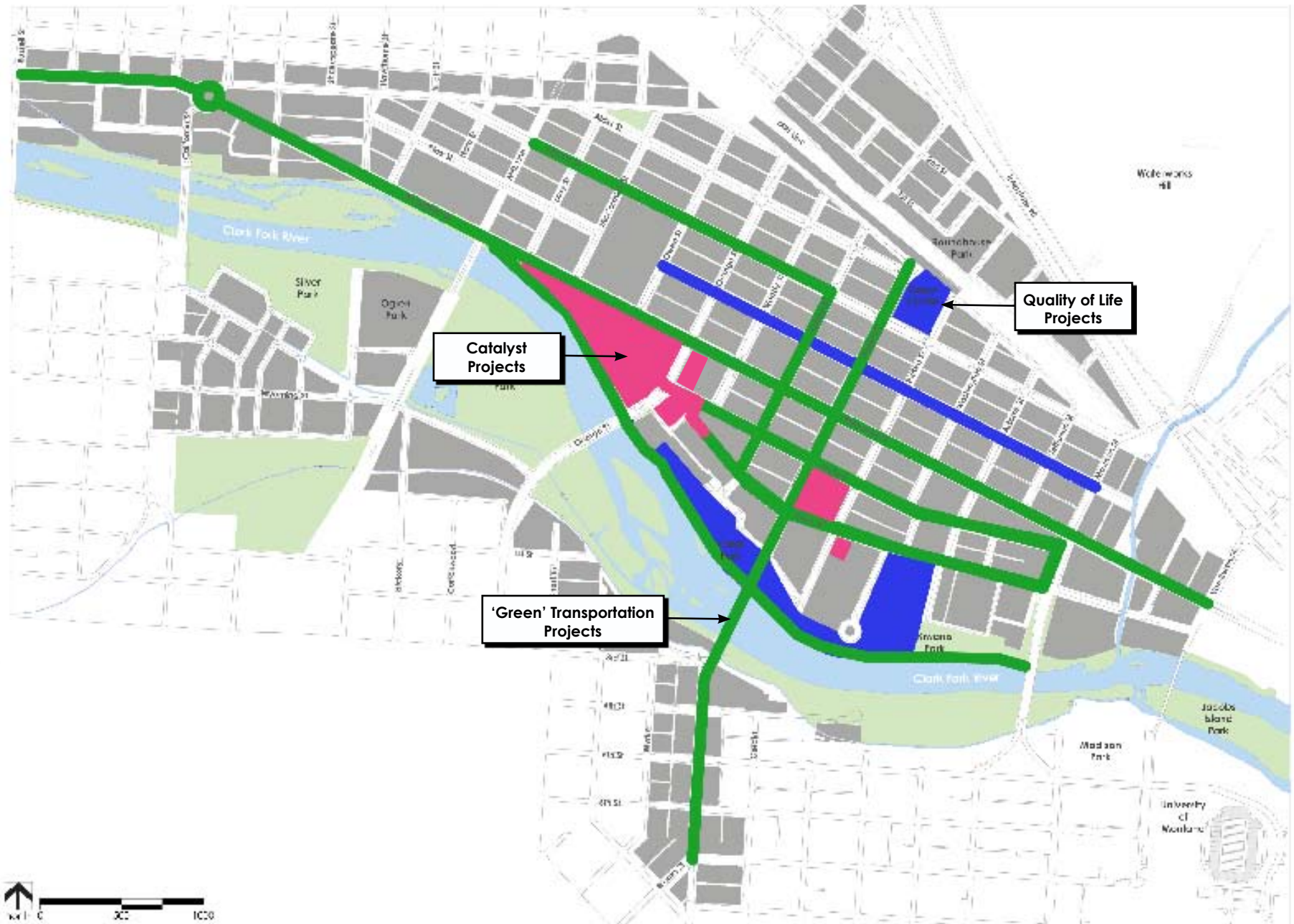
Time-Sensitive Regulatory Updates



‘Green’ Transportation Projects



Quality of Life Projects



Catalyst Projects

Catalyst projects have the ability to stimulate significant new downtown investment.

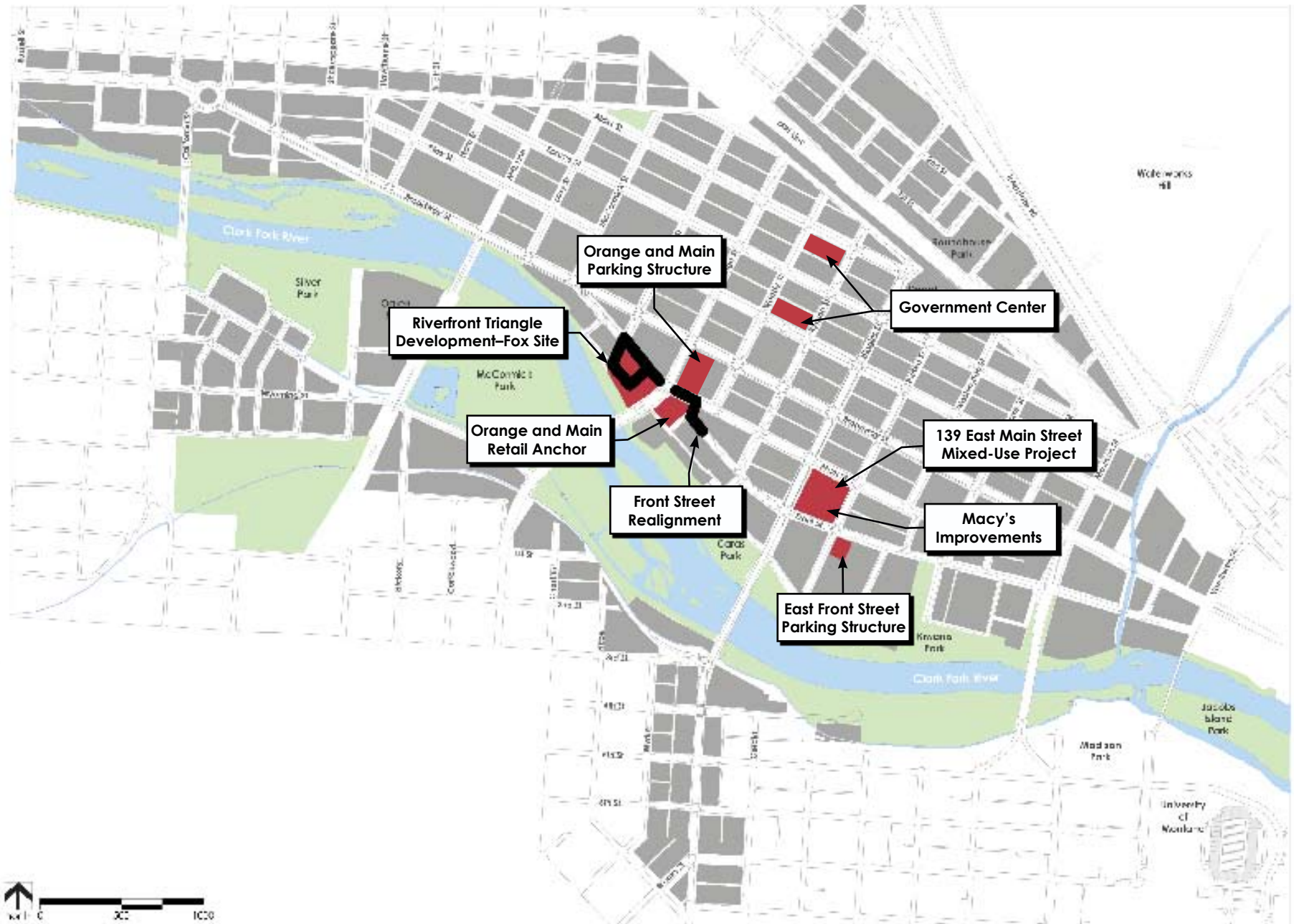
Catalyst projects are a combination of public and private initiatives. The investment summary identifies key public infrastructure improvements required to stimulate development of the Retail Hot Spot and Riverfront Triangle. An estimated \$15.5 million in public investment has the potential to leverage \$160.5 million in private development for a total return-on-investment-ratio of 1 to 11.

The catalyst projects include:

1. **Macy's Improvements**—Retail renovation, remodel and expansion of the current Macy's store
2. **Front Street Parking Structure**—A new parking structure adjacent to Macy's and First Interstate Bank
3. **139 East Main Street Mixed-Use Project**—New and renovated retail/ restaurant, hotel and condominiums on the half-block north of Macy's
4. **Orange and Main Retail Anchor**—New retail anchor and housing on the west end of the Retail Hot Spot
5. **Front Street Realignment**—New Front Street realignment and utility relocations needed to assemble a site for the Orange and Main Retail Anchor
6. **Orange and Main Parking Structure**—A new parking structure opposite the Riverfront Triangle, and the Orange and Main Retail Anchor
7. **Riverfront Triangle Development (Fox Site)**—Phase 1 development will include a new hotel, mixed-use housing and retail on the City-owned Fox site
8. **Government Center**—An opportunity for County administrative services to co-locate in a planned new city police facility

Investment Summary				
Project		Amount	Investment	
			Public	Private
1	Macy's Improvements Retail Renovation New Addition	60,000 SF 20,000 SF		\$ 12.0 mil. \$ 5.0 mil.
2	East Front Street Parking Structure Parking (above grade) Retail (ground-floor)	535 Spaces 5,000 SF	\$ 11.0 mil.	
3	139 East Main Street Retail/Restaurant Hotel Parking (below grade)	50,000 SF 105 Rooms 103 Spaces		\$ 12.5 mil. \$ 16.0 mil. \$ 3.0 mil.
4	Orange and Main Retail Anchor Retail Housing Parking (below grade)	50,000 SF 70 units 81 Spaces		\$ 12.5 mil. \$ 13.0 mil. \$ 2.5 mil.
5	Front Street Realignment Utilities & Street Improvements		\$ 0.5 mil.	
6	Orange and Main Parking Structure Commercial Parking (above grade)	20,000 SF 610 Spaces	TBD	\$ 9.2 mil. \$ 13.8 mil.
7	Riverfront Triangle Development (Fox site) Hotel Housing Retail Parking (below grade) Street Improvements	150-175 Rooms 560 Units 28,500 SF 131 Spaces 540 SF	\$ 3.0 mil.	\$ 23.0 mil. \$ 26.0 mil. \$ 5.0 mil. \$ 4.0 mil. \$ 3.0 mil.
8	Government Center Office/Services Parking	82,000 SF 250 Spaces	TBD	
Totals:			\$14.5 mil	\$160.5 mil.

Return on Investment Ratio: 1 to 11



Macy's Improvements and Front Street Parking Structure

Maintaining Macy's as a Retail Hot Spot anchor is essential for the health of all downtown retail. Macy's future is linked to the availability of retail parking and its financial ability to remodel and expand its existing downtown store. The Front Street parking structure provides needed parking for Macy's, other downtown retailers, and First Interstate Bank.

Implementation of the Front Street parking structure will require a coordinated effort between the Missoula Redevelopment Agency, the Missoula Parking Commission, First Interstate Bank, and property owners.

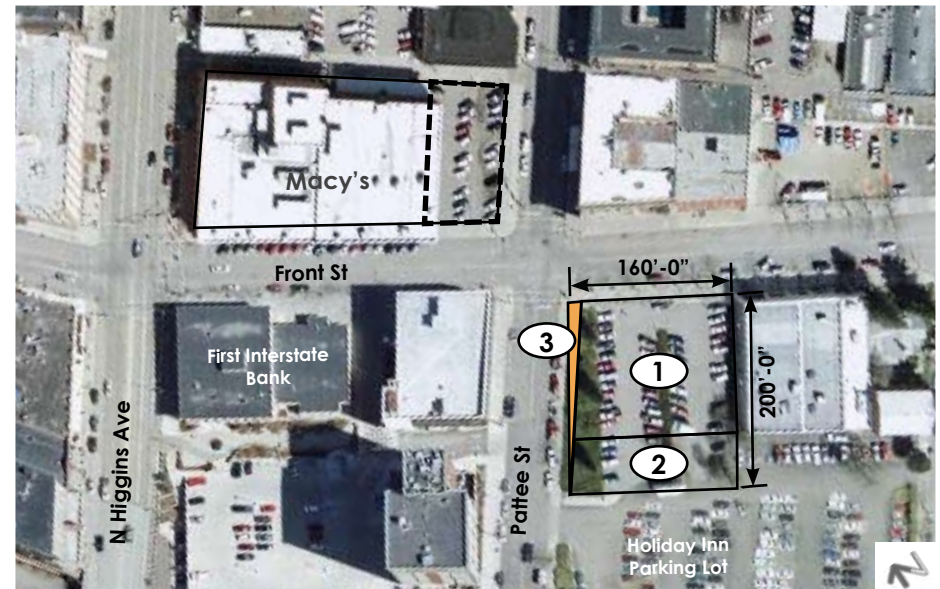
Macy's may need public assistance for the renovations that will ensure the store's long-term success.

Land Assembly

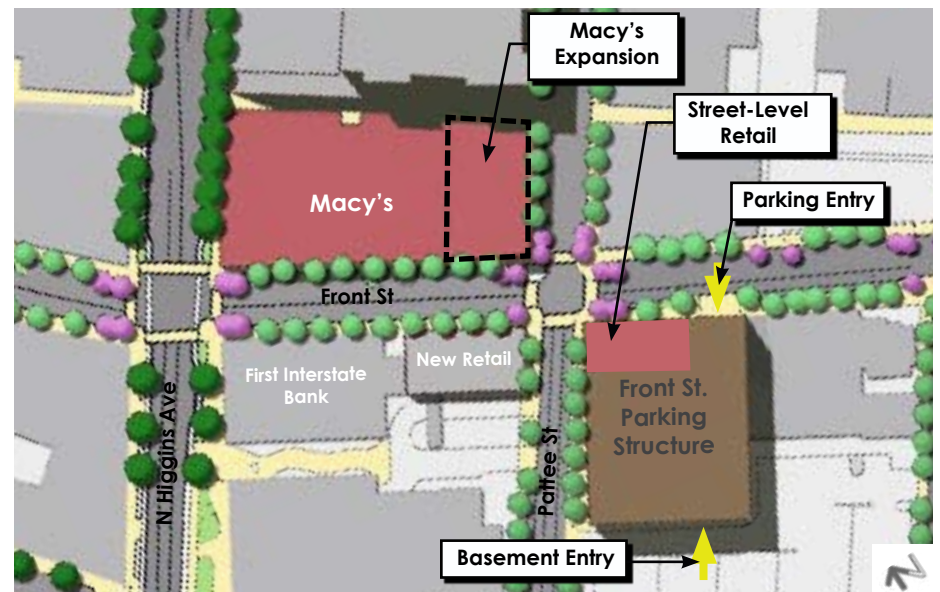
The Front Street parking structure site is located on the southeast corner of Front and Pattee streets. Acquisition and assembly of property held by Macy's Inc. and the Holiday Inn, as well as some public right-of-way will be required to accommodate a minimum floor plate of 160-ft. x 200-ft. (32,000 sf).

Site Ownership

- ① Macy's Inc. (Old Town Lot)-18,000 SF
- ② Holiday Inn (Old Town Lot)-12,800 SF
- ③ City of Missoula (right-of-way)-1,200 SF



Existing and Site Ownership



Proposed

Development Summary

Macy's Renovation

A minimum of 80,000 sf of new and renovated retail will likely be required to update and expand the current Macy's store. This will include:

- A remodel of the existing 60,000 sf building
- A two-level expansion (20,000 sf) into the parking lot to the east of the existing structure

Front Street Parking Structure

Parking requirements are indicated below.

Parking Space Requirements

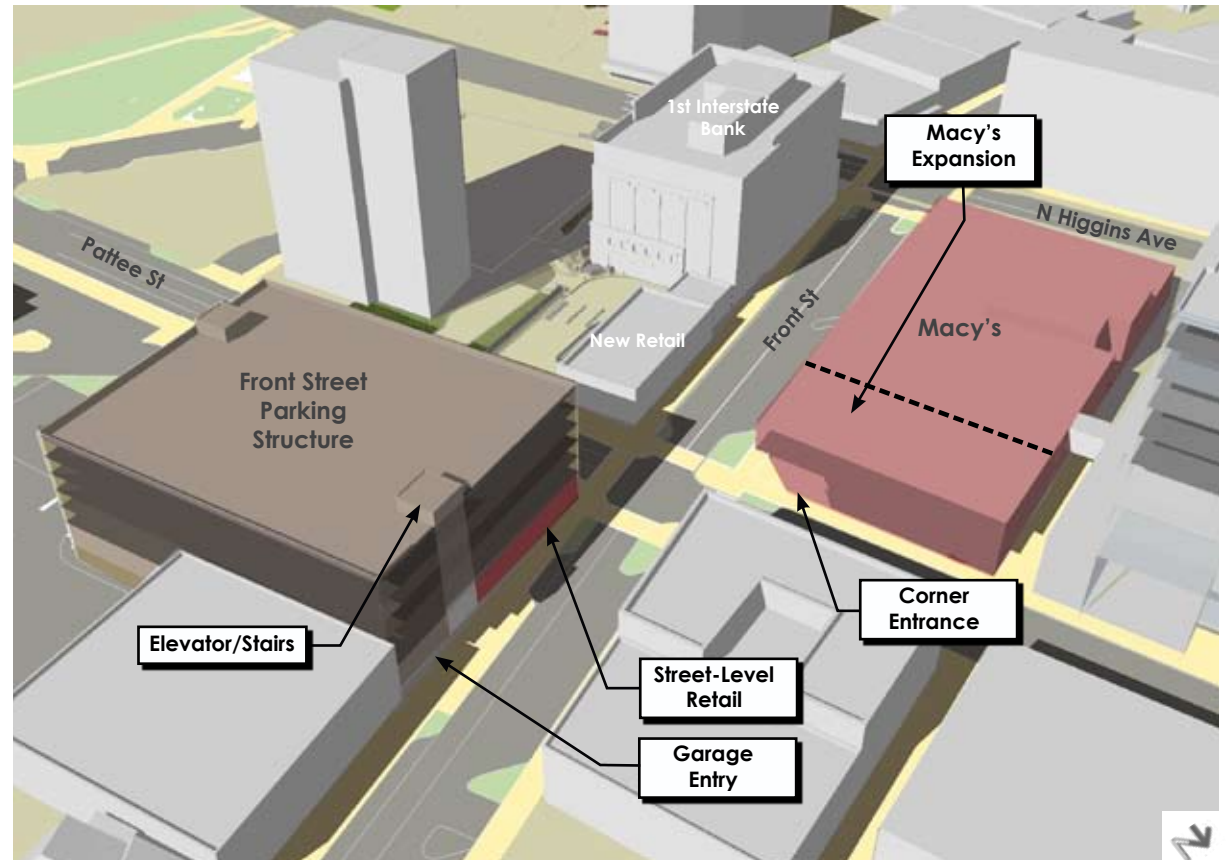
Retail-80,000 SF @ 2.5 per 1,000	=	200
Office-88,000 SF @ 2.84 per 1,000	=	250
Subtotal	=	450

Replacement Parking

On-Street	=	6
Old Town Lot	=	61
Holiday Inn Lot 30	=	18
Subtotal	=	85
Total Spaces Required	=	535

Parking Space Summary

Basement-Level Parking	=	85
Level 1-Behind Retail	=	28
Level 2-Parking	=	75
Levels 3 to 5-Parking	=	261
Level 6-Parking (Roof Top)	=	86
Total Spaces Provided	=	535



View of Macy's Improvements and Front Street Parking Structure

139 East Main Street Mixed-Use Project

The 139 East Main Street project is located on the half block north of Macy's along Main Street from Higgins Avenue to Pattee Street. The project will positively contribute to the health of the Retail Hot Spot and will offer a unique downtown hotel, restaurant and retail experience.

Land Assembly

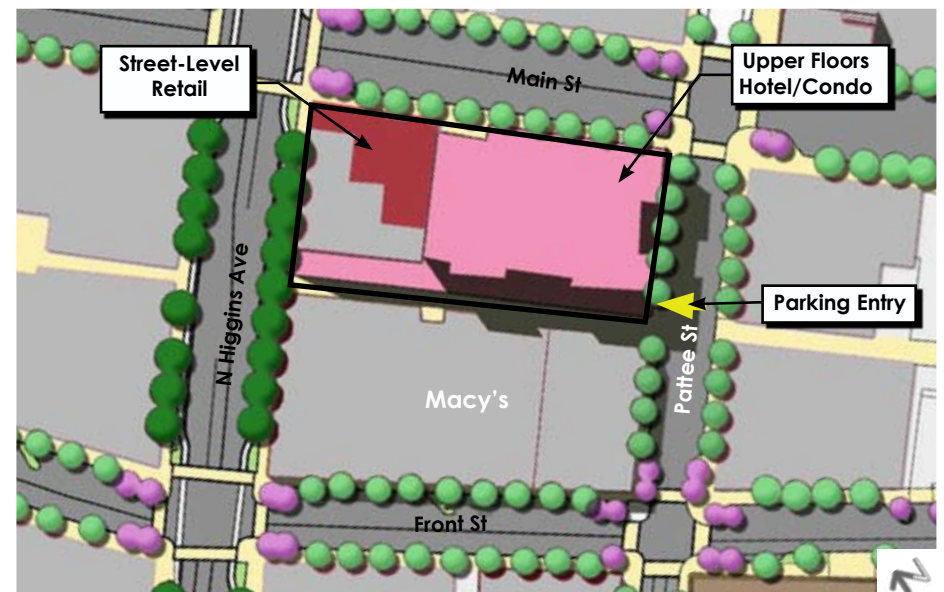
The majority of the half block has recently been assembled under a single ownership.

Site Ownership

- ① 139 E. Main Street LLC
- ② Private Ownership



Existing and Site Ownership

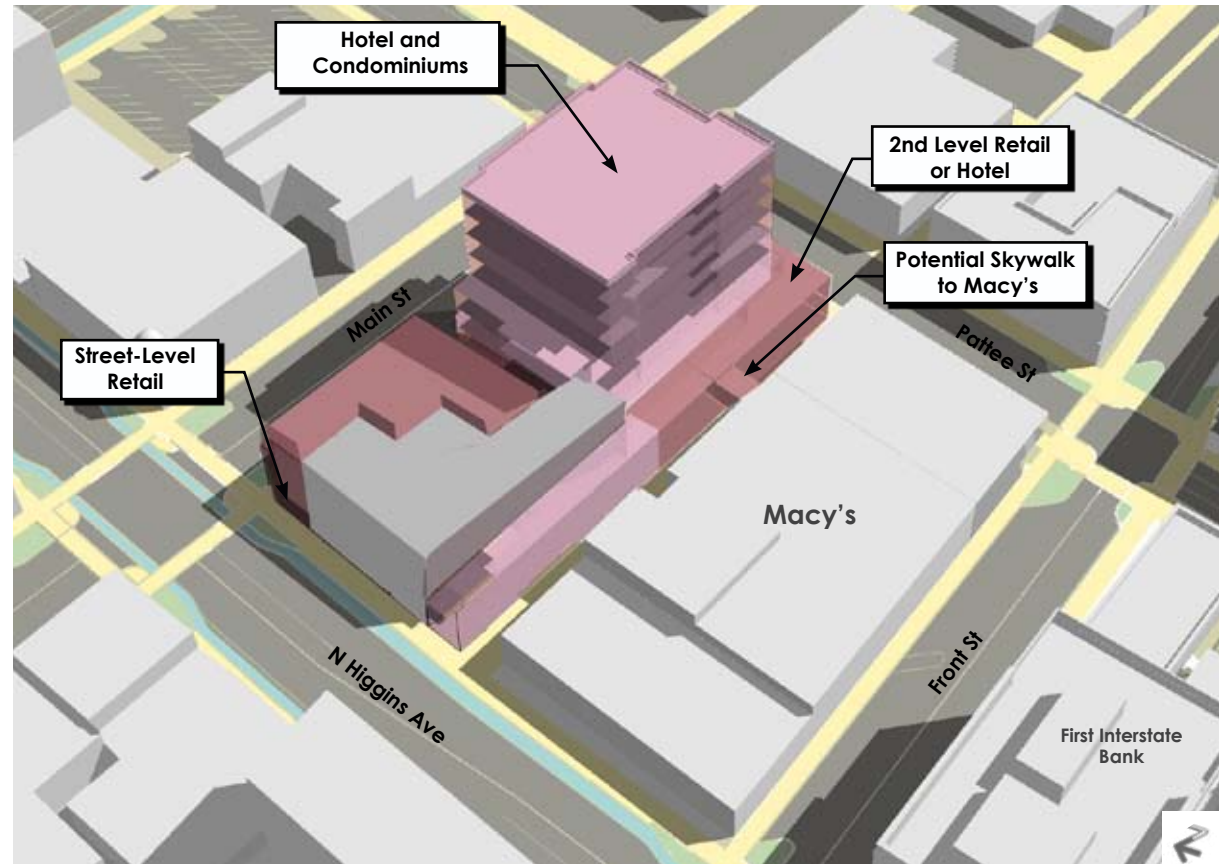


Proposed

Development Summary

This mixed-use retail and hotel development would include:

- 50,000 sf of new and renovated retail along Main Street and a portion of Higgins Avenue, with the possibility of second-floor retail
- Potential skywalk connection to Macy's
- 107 hotel rooms
- 6 to 10 condominiums
- Basement level parking with 107 spaces



View of 139 East Main Street Project

Orange and Main Retail Anchor and Front Street Realignment

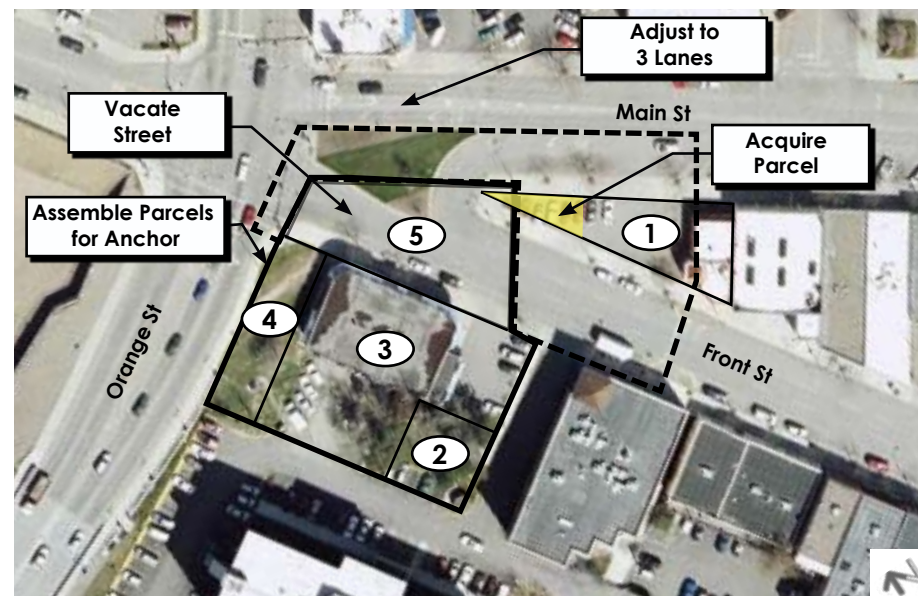
The Orange and Main Street retail anchor located at the intersection of Orange, Front and Main streets in the Riverfront Triangle Urban Renewal District would serve as a complement to Macy's. Currently, there is owner interest in the redevelopment of property located on the southwest corner of the West Front and Orange street intersection, indicated by the number 3 on the diagram to the right.

Land Assembly

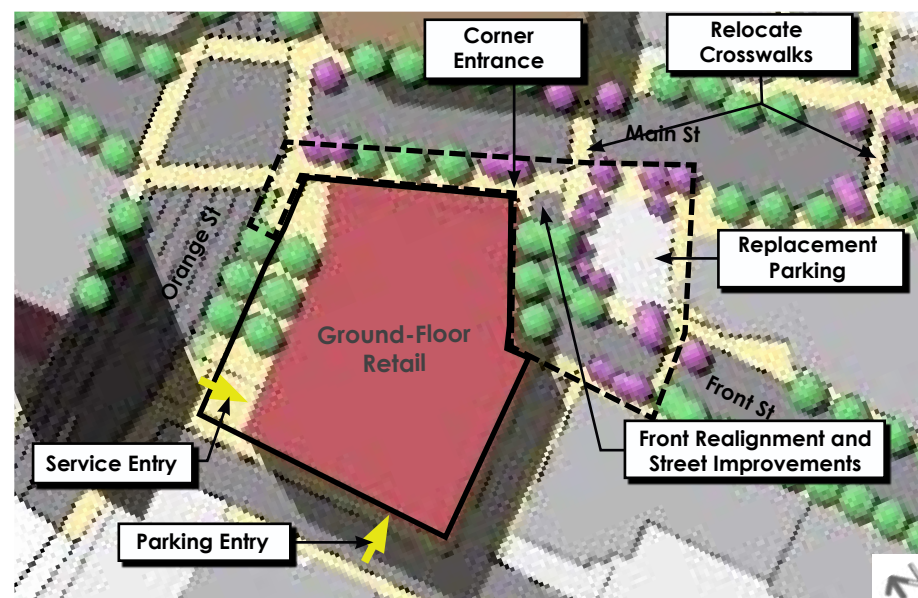
Acquisition and assembly of properties held by Clark Fork Manor Inc., JKW Investments, the county-owned easement along Orange Street, and the vacation of a portion of Front Street would be required to build the retail anchor. The realignment of Front Street impacts the existing Tangles Hair Salon parking. Because of this, a lot reconfiguration would need to be developed for the salon by acquiring a portion of the public property to the east and performing a lot line adjustment.

Site Ownership

- ① Tangles LLC-6,800 SF
- ② Clark Fork Manor Inc.-4,000 SF
- ③ JKW Investments-17,200 SF
- ④ Missoula County Sewer Easement-4,200 SF
- ⑤ City of Missoula (Right-of-Way)-11,000 SF



Existing and Site Ownership



Proposed

Development Summary

Orange and Main Street Retail Anchor

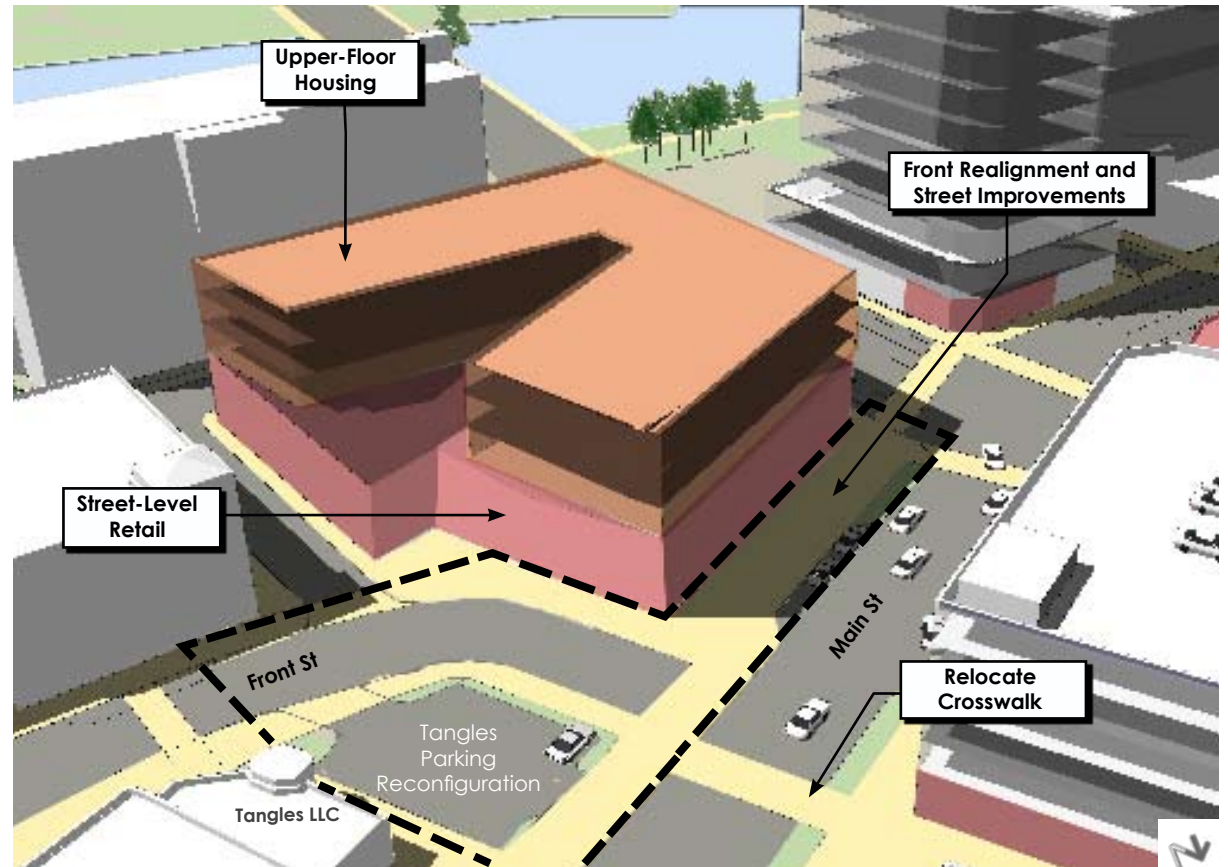
The retail anchor site would support a new mixed-use retail and housing development, including:

- 50,000 sf of retail space
- Three levels of upper-floor housing of up to 72 condos or apartment rentals
- 81 basement-level parking spaces with access from the rear of the building

Front Street Realignment

A major public investment will be required to assemble the land for the anchor retail site and realign the roadway to simplify the Front and Main street intersection. Street improvements would include:

- Relocation of existing Front Street utilities along Main Street north of the vacated portion of Front Street
- Reconfiguration of the Tangles Hair Salon parking lot to include 12 parking spaces, providing a net gain of a single parking space.
- New landscaped curb extensions and on-street parallel parking along Main Street and a portion of the east side of Orange Street adjacent to the retail and south of the intersection
- New sidewalks and street trees
- Decorative street lighting
- New crosswalks
- Lane reconfiguration and striping for two eastbound lanes and one westbound lane along Main Street from the realigned Front Street intersection to Orange Street
- Relocation of the existing crosswalk on the east side of Woody Street and Main Street approximately 150 ft. west to the east side of the realigned Front Street
- Construction of a new crosswalk on the east side of Woody Street south across Main Street



View of the Orange and Main Retail Anchor and Front Street Realignment

Orange and Main Street Parking Structure

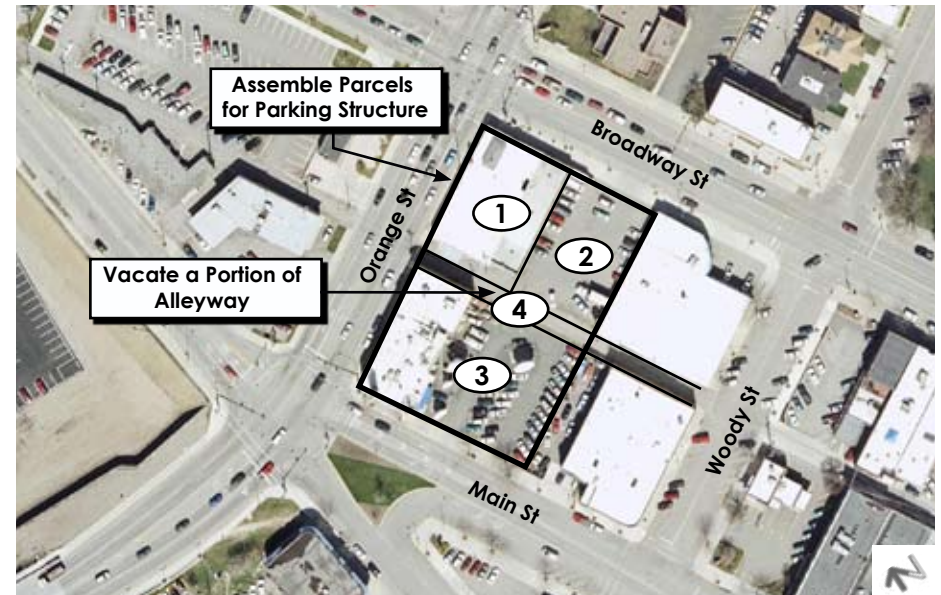
The Orange and Main Street parking structure is strategically located at the crossroads of Orange and Broadway streets, the two primary auto routes serving downtown.

Land Assembly

Current uses on the redevelopment site include the KECI-TV 13 studios and communications equipment, surface parking, a thrift store and an alleyway. A negotiated acquisition and assembly of a portion of three properties, and vacation of the alleyway would be required to develop the 180-ft. x 240-ft. mixed-use parking structure. Discussions with current owners suggest that a negotiated acquisition would require an identification of suitable sites and compensatory relocation package.

Site Ownership

- ① Private Owner-11,500 SF
- ② Private Owner-11,500 SF
- ③ Eagle Communication-23,500 SF
- ④ City of Missoula (Right-of-Way)-3,600 SF



Existing and Site Ownership



Proposed

Development Summary

The mixed-use parking structure would include:

- 28,000 sf of street-level retail space fronting Main Street
- 20,000 sf of street-level commercial space fronting Broadway
- Six levels of shopper-friendly parking
- Direct parking access off of Broadway Street
- Strategically located elevator opposite anchor retail sites on Main Street

Parking requirements and a summary of spaces provided are indicated below.

Parking Requirements

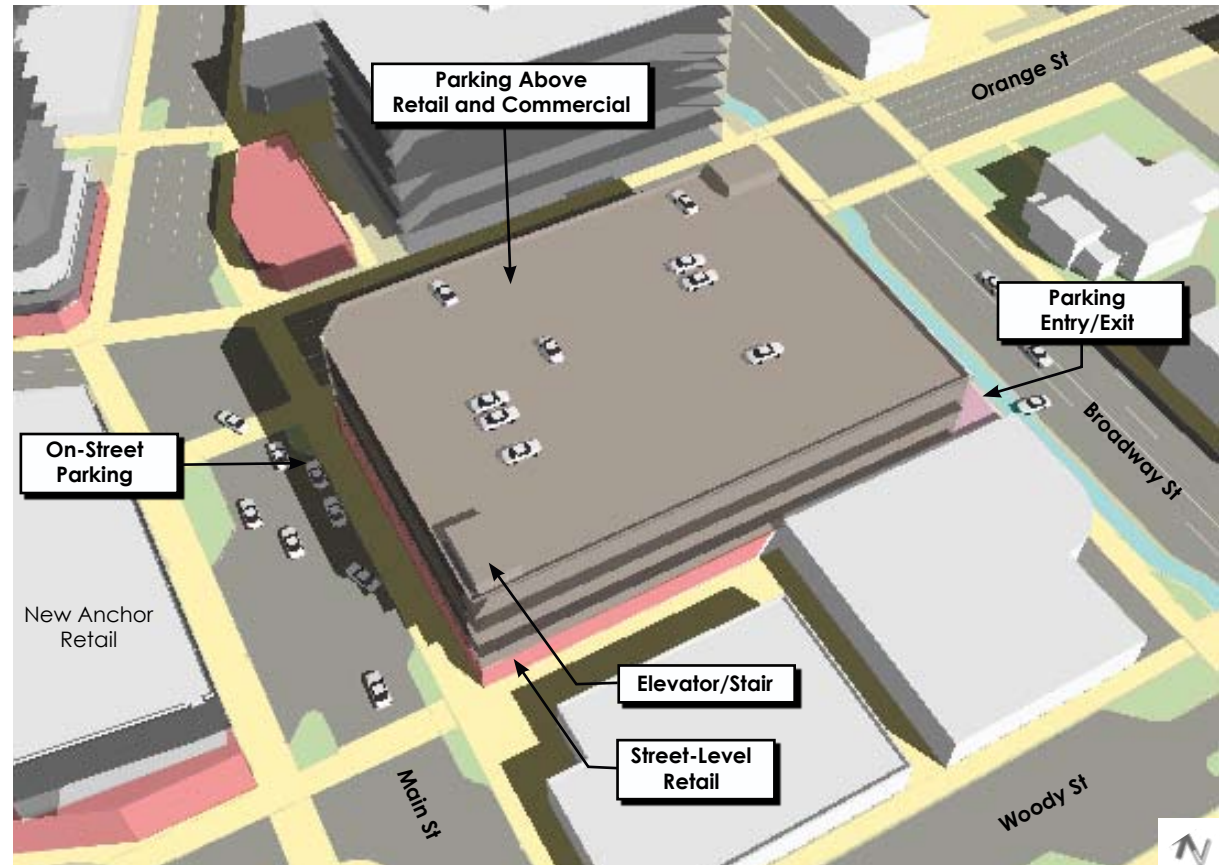
New Retail-112,000 SF @ 2.5 per 1,000	=	280
Existing Retail-18,000 SF @ 2.5 per 1,000	=	45
Commercial-40,000 SF @ 2.5 per 1,000	=	100
Triangle Hotel Parking	=	100
Subtotal	=	525

Replacement Parking

On-Street	=	12
Surface Lots	=	70
Subtotal	=	82
<i>Total Spaces Required</i>	=	607

Parking Summary

Level 1-(2nd Floor)	=	87
Level 2-5 (3rd Floor to 6th Floor)	=	428
Level 6-Parking (Roof Top)	=	107
<i>Total Spaces Provided</i>	=	622



View of the Orange and Main Street Parking Structure

Riverfront Triangle Development–Phase 1

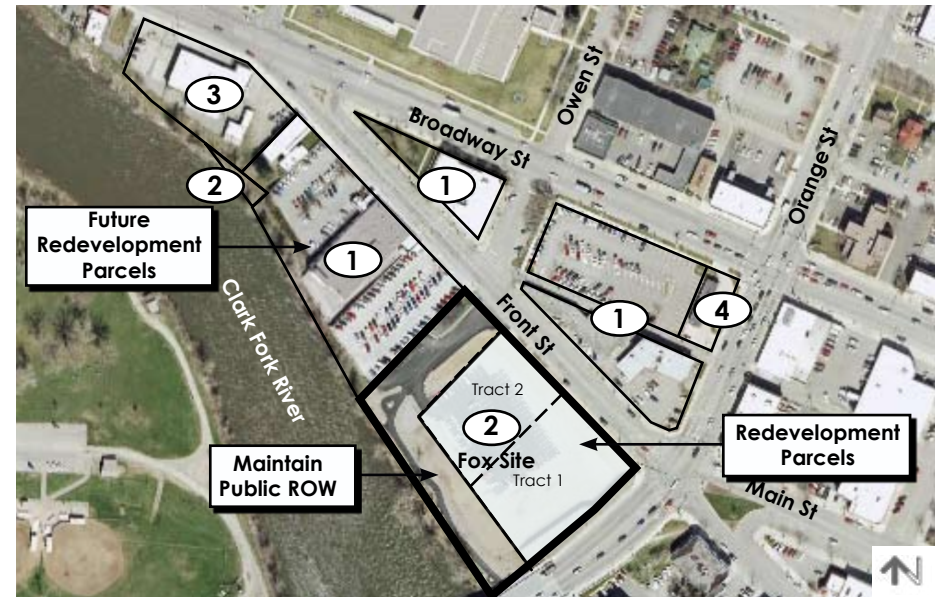
The City and Missoula Redevelopment Agency have invested considerable time and public dollars to coordinate a comprehensive redevelopment plan and create a Riverfront Triangle Urban Renewal District. The Riverfront Triangle consists of nine properties held by three separate owners located along West Front Street from Orange Street to West Broadway. The Redevelopment Agency has initiated a request for proposal (RFP) for the City-owned Fox site, which totals 1.87 acres. The proposal encourages the development of urban high-density housing, a hotel, and public right-of-way access along an unimproved Owen Street and the riverfront.

Land Assembly

The land for the Fox site is assembled and ‘shovel-ready.’ Two development sites include nearly two acres of developable land. Right-of-way and riverfront setbacks surround the south and west edges of the development parcels. The majority of the rest of the triangle is owned by St. Patrick Hospital with the westerly portion under private ownership (parcel 3). This privately owned parcel is currently in development review for a mixed-use housing/retail proposal.

Ownership

- ① St. Patrick Hospital–186,500 SF
- ② City of Missoula–137,000 SF
- ③ Private Ownership–40,000 SF
- ④ Private Ownership–7,663 SF



Existing and Site Ownership



Proposed

Development Summary

The Riverfront Triangle is envisioned as a mixed-use housing, commercial and office district that anchors the west end of downtown and is oriented to the Clark Fork River with access to major streets and downtown retail. All development is set back from the river 100 ft. to allow for local street circulation and open space.

The Fox Site

The redevelopment of the Fox site is the first phase and will include:

Tract 1—located at the corner of Orange Street and Front Street

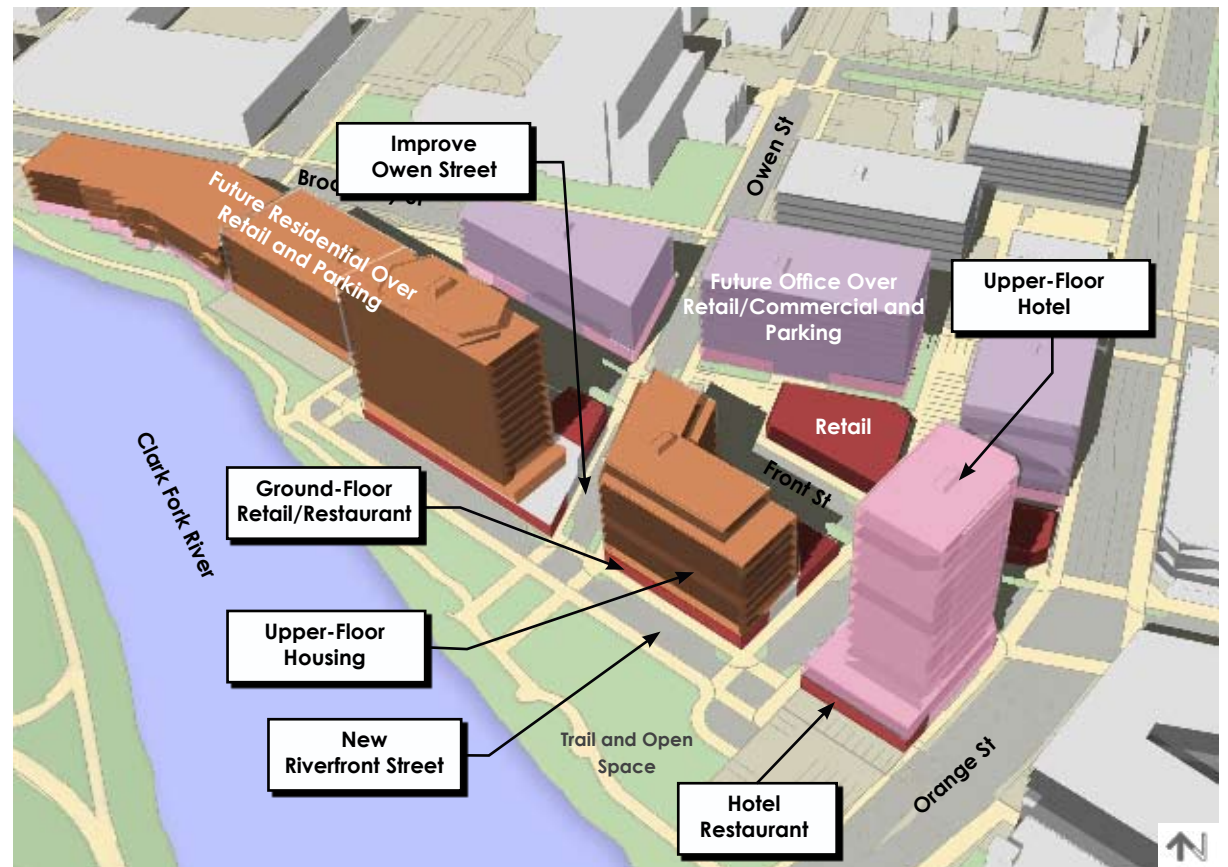
- A full-service hotel and meeting center with up to 175 rooms
- Riverfront restaurant with views of McCormick Park and the lower valley
- Ground-floor retail, a lobby along Front Street, and a proposed new street
- Access and views to the adjacent riverfront park and trail

Tract 2

- Upper-floor condominium units with views of the river and the valley
- Ground-floor retail facing Front Street and a new street along the river
- An improved Owen Street and new streets along the river and connecting to Front Street
- On-street parking, except along the river
- New sidewalks and lighting
- Landscaped curb extensions and street trees

Future Riverfront Triangle Projects

- Upper-floor for-sale or rental condominium units over street-level retail uses and basement-level parking
- Office employment uses over street-level retail and commercial with basement-level parking



View of the Riverfront Triangle and Fox Site

‘Green’ Transportation

These public projects will significantly reduce transportation energy use and increase local spending capacity within the community by reducing the frequency of auto trips and encouraging walking, biking and mass transit use

Higgins Avenue Improvements

The Higgins Avenue Improvements will:

- Improve the primary north-south connection through downtown from Brooks Street to Railroad Street
- Enhance the pedestrian environment
- Reduce pedestrian crossing distances at intersections
- Expand bike facilities
- Maintain auto mobility and improve access to businesses and key destinations

Higgins Avenue Demonstration Project

Higgins Avenue north of Broadway should be reconstructed as a demonstration project to:

- Update the previous Downtown Streets project design consistent with the Higgins Avenue three-lane option identified on the following page
- Highlight the design benefits of a three-lane street section
- Test and document bike safety techniques and benefits of protected bike lanes for future expansion south along Higgins Avenue

Broadway Improvements

The Broadway Improvements will:

- Improve the primary east/west connection through downtown from Russell Street to Van Buren
- Enhance the pedestrian environment
- Reduce pedestrian crossing distances at intersections
- Expand bike facilities
- Maintain auto mobility and improve access to businesses and key destinations

Waterfront Trail Connections

The Waterfront Trail Connections will:

- Fill the gaps in the trail system along the riverfront between the pedestrian and bike bridge at Van Buren Street and Russell Street
- Add a new river crossing at the Bitterroot Rail spur

The Waterfront Trail Connections include:

- A continuous riverfront trail on the north side of the river from the Van Buren river crossing to the California Street river crossing
- Improved pedestrian and bike connections to the riverfront trail between Madison Street and Russell Street
- Construction of a new pedestrian and bike river crossing along the edge of, or adjacent to, the Bitterroot Rail spur
- Trail widening and lighting

Main and Front Street Improvements

Main and Front Street Improvements will:

- Improve pedestrian and auto access to downtown retail, businesses, entertainment and parking along Front and Main Streets between Madison Street and Orange Street

Main and Front Street Improvements include:

- Conversion of Front and Main to two-way streets
- Addition of a new signal at the Madison and Front Street intersection
- Preservation of on-street parking and the addition of diagonal parking where appropriate
- Landscaped curb extensions, new crosswalks, pedestrian-scaled lighting and street trees
- Realign the Main and Front Street intersection at Orange Street

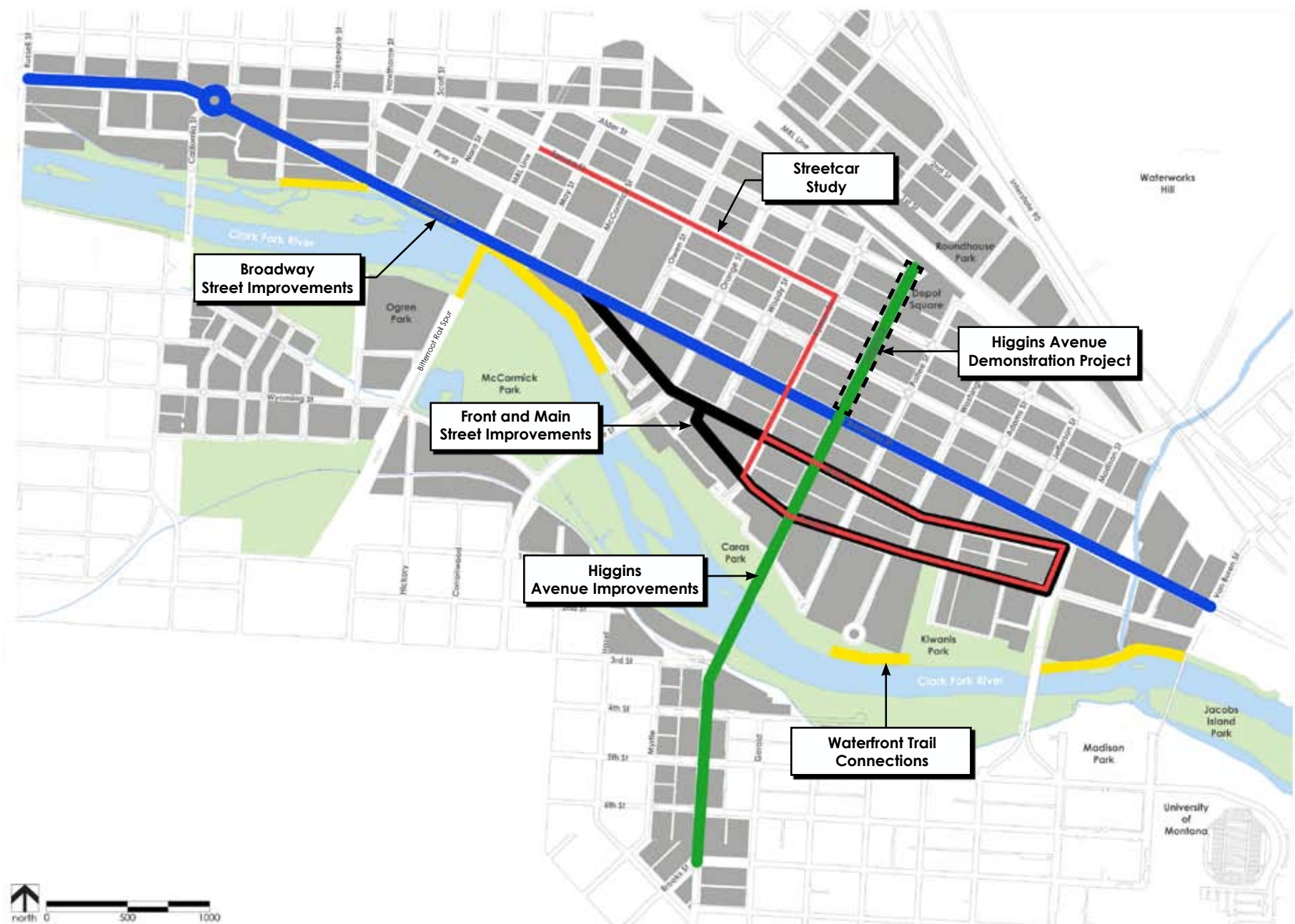
Streetcar Study

The streetcar study will:

- Identify a preferred alignment that serves downtown
- Identify future phases that will serve the airport and the university

The streetcar study will include:

- Connecting the east and west ends of downtown providing local access to St Patrick Hospital, County offices and the University of Montana
- Streetcar stops and connection to the existing transit center on Pine Street
- Links to the downtown retail, employment, entertainment, cultural, and hotel uses



Higgins Avenue Improvements

Updates to the existing *Downtown Streets Plan* should include further design and traffic analysis of:

- Preferred protected bikeway vs. standard bike lanes
- Three-lane vs four-lane access and roadway capacity implications
- Turn lanes

Consistent with all of these would be a minimum 12-ft. pedestrian zone

Higgins Avenue Three-Lane Option

Higgins Avenue three-lane option improvements include:

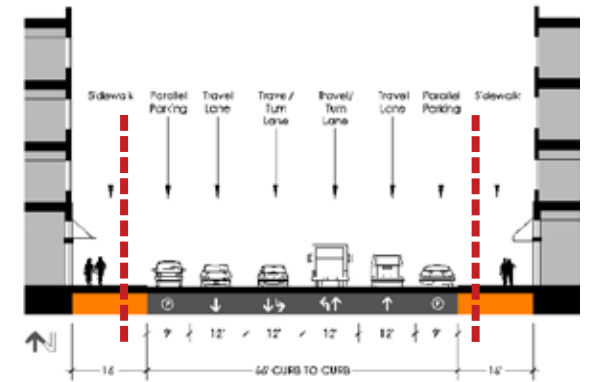
- Three auto lanes between Brooks Street and Railroad Street
- Signal upgrades for improved pedestrian and bike safety
- 3rd Street intersection improvements and signal addition
- Preservation of on-street parking
- Landscaped curb extensions, pedestrian-scaled lighting, and street trees
- Tabled intersections and new crosswalks
- Protected bikeways or standard bike lanes on both sides of the street from 4th Street to Railroad Avenue
- Bike lanes from 4th Street to Brooks Street

Higgins Avenue Demonstration Project

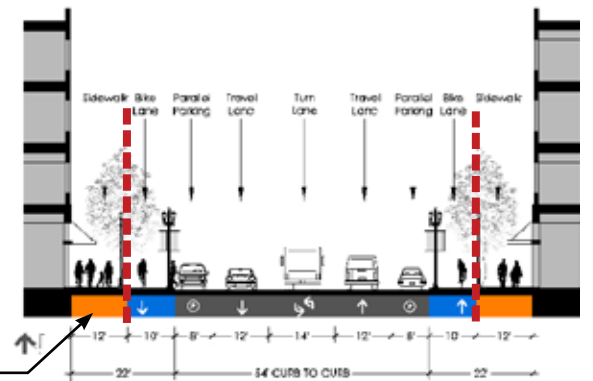
A demonstration project for a three-lane street section and protected bike lane should be implemented on North Higgins Avenue from Broadway to Railroad Street.

Updates to the Higgins Avenue Downtown Streets Project design should include:

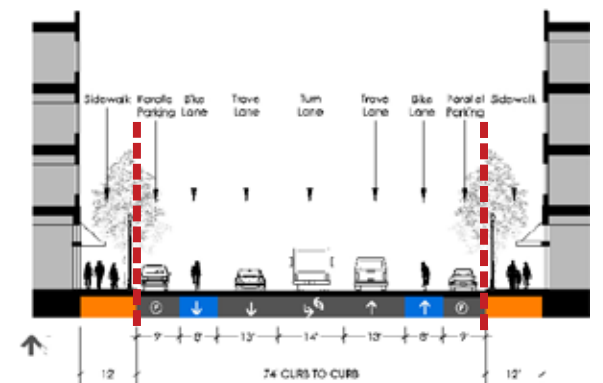
- Protected bike lanes on both sides of the street and tabled intersections
- Preservation of on-street parking
- Landscaped curb extensions, pedestrian-scaled lighting, and street trees
- Tabled intersections and new crosswalks



Existing North Higgins Avenue Section



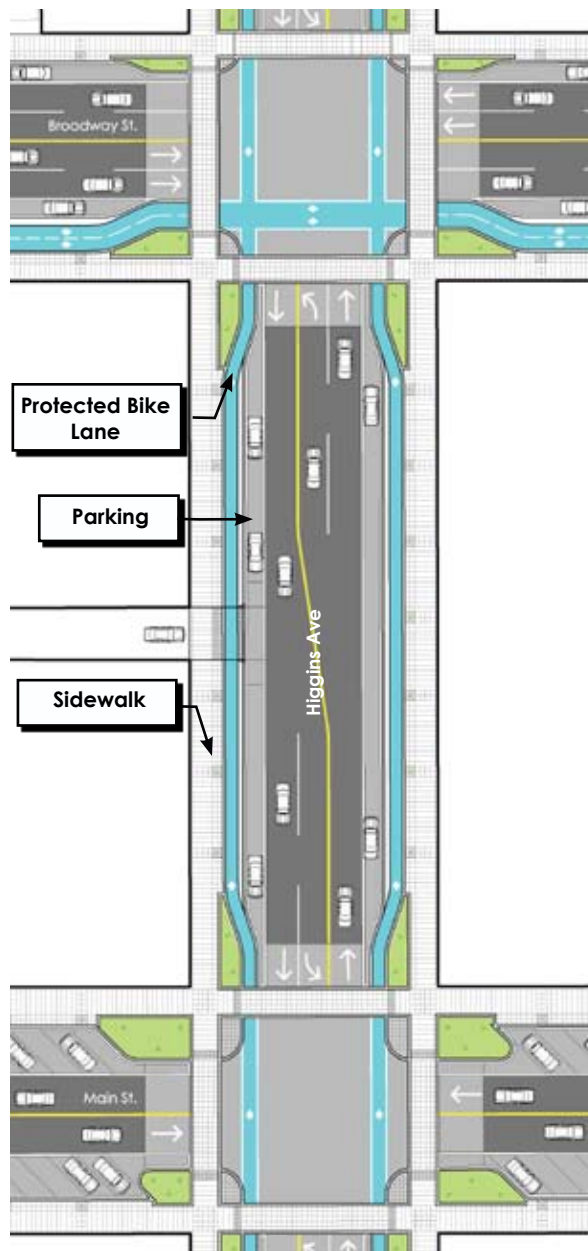
Proposed Three-Lane Protected Bike Lane Section



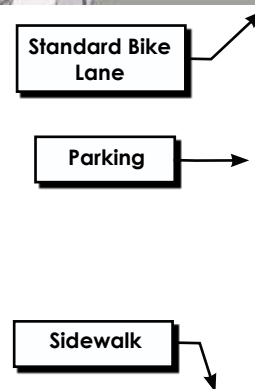
Proposed Three-Lane Standard Bike Lane Section



Existing North Higgins Avenue Block



Proposed Three-Lane Protected Bike Lane

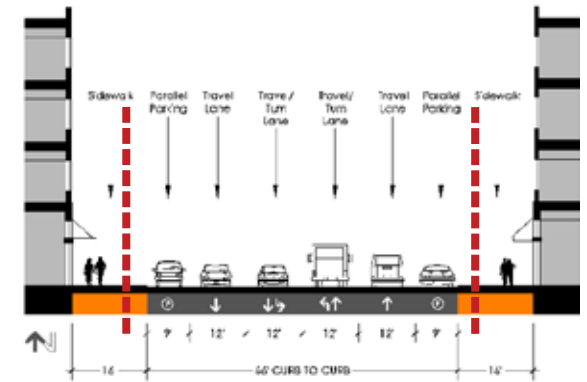


Proposed Three-Lane Standard Bike Lane

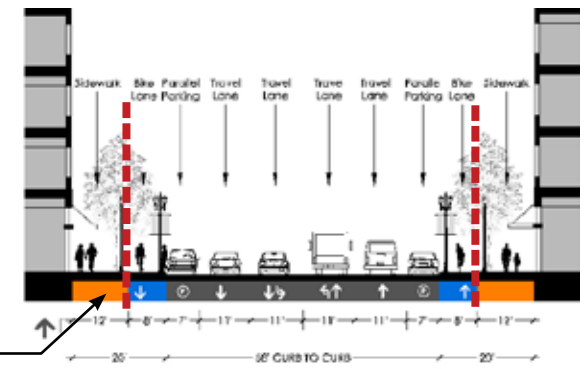
Higgins Avenue Four-Lane Option

Higgins Avenue four-lane option improvements include:

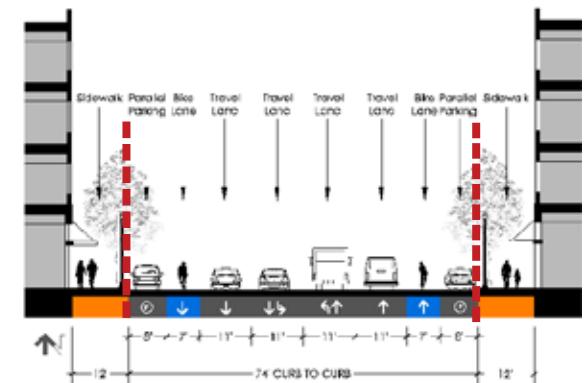
- Four auto lanes between Brooks Street and Railroad Street
- Signal upgrades for improved pedestrian and bike safety
- 3rd Street intersection improvements and signal addition
- Preservation of on-street parking
- Landscaped curb extensions, pedestrian-scaled lighting, and street trees
- Tabled intersections and new crosswalks
- Protected bikeways or standard bike lanes on both sides of the street from 4th Street to Railroad Avenue
- Bike lanes from 4th Street to Brooks Street



Existing North Higgins Avenue Section



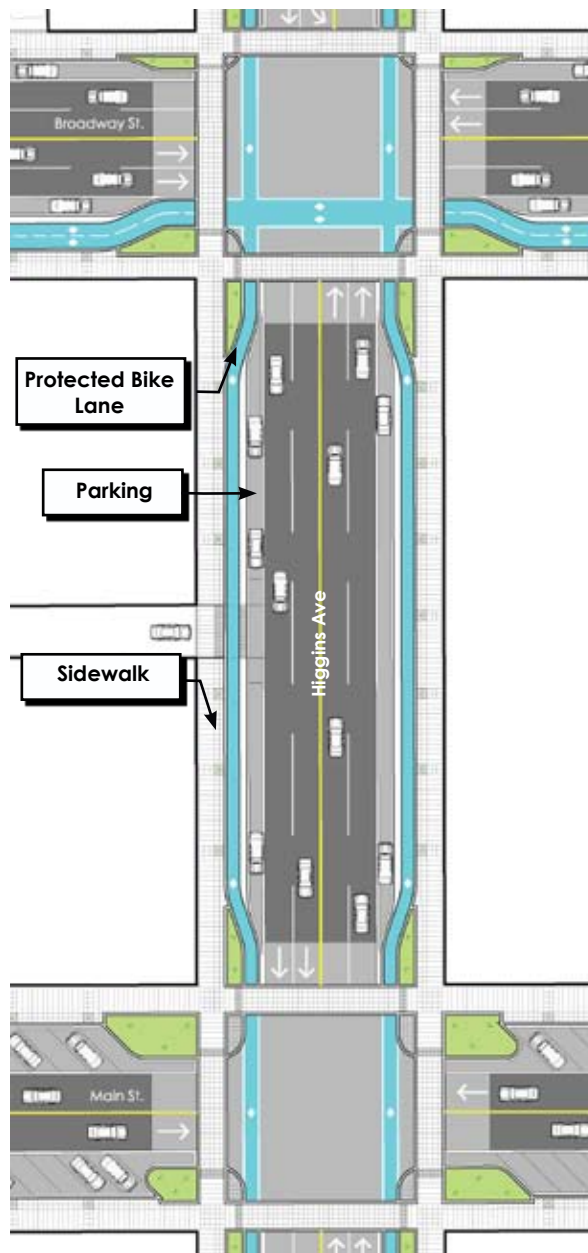
Proposed Four-Lane Protected Bike Lane Section



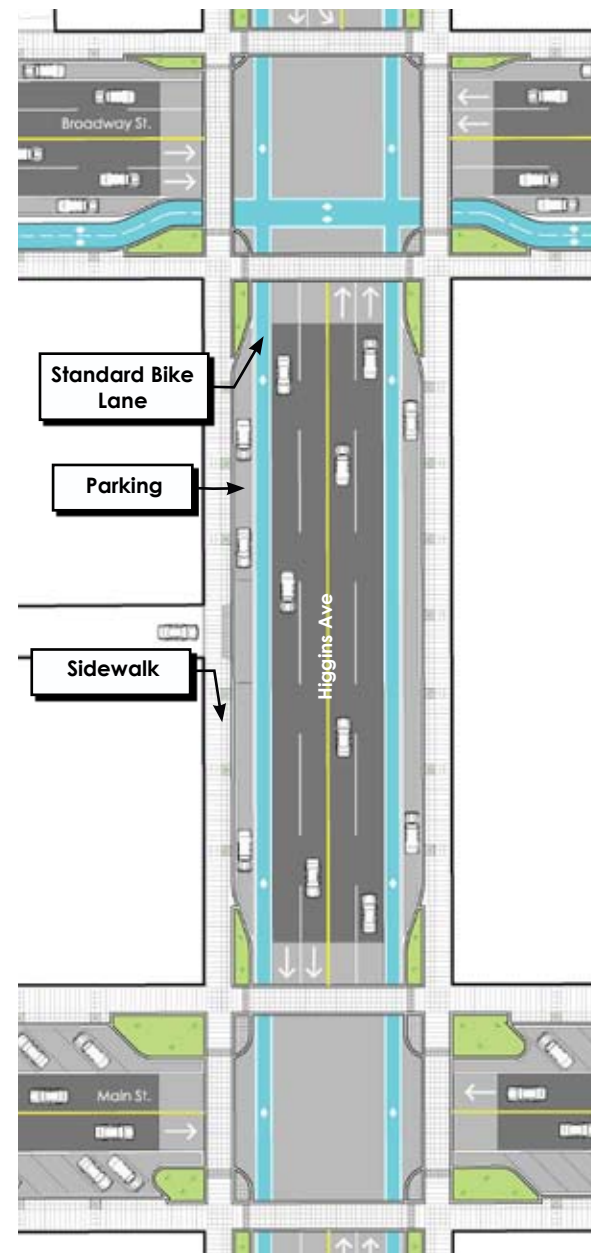
Proposed Four-Lane Standard Bike Lane Section



Existing North Higgins Avenue Block



Proposed Four-Lane Protected Bike Lane

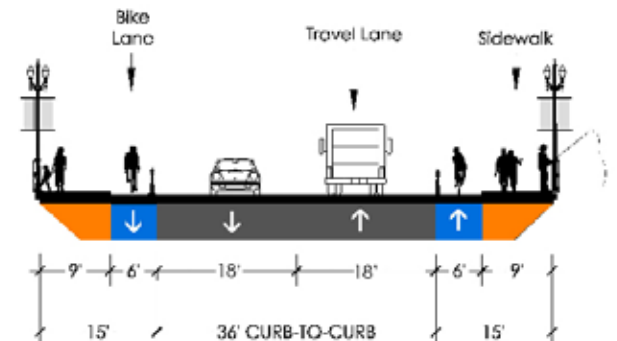
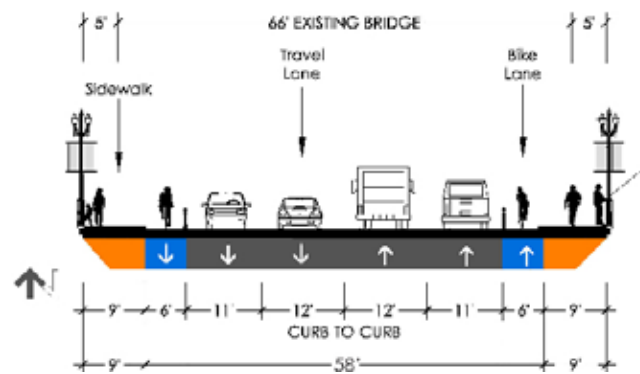
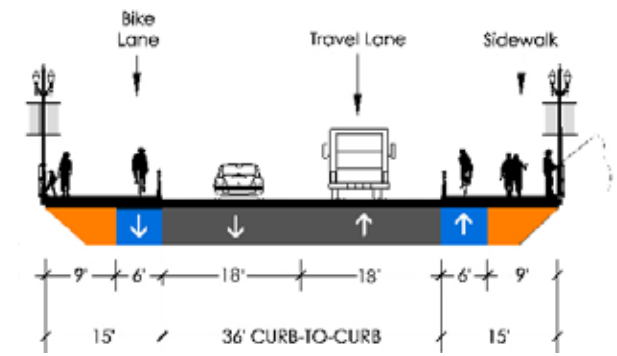
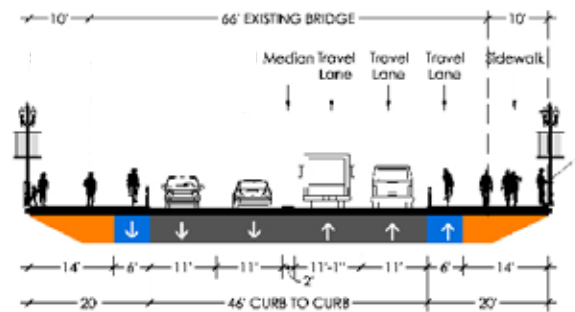
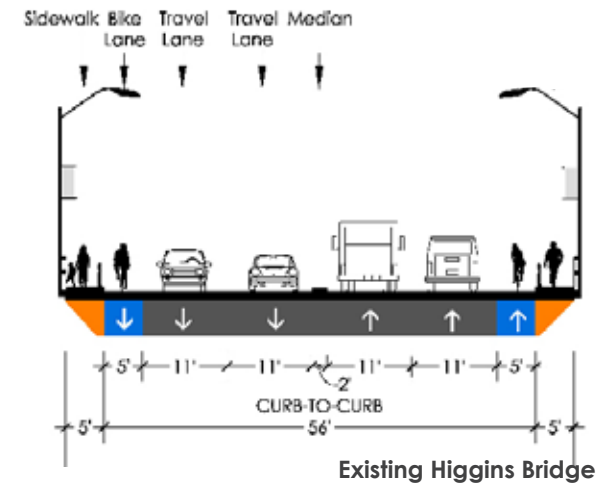


Proposed Four-Lane Standard Bike Lane

Higgins Avenue Bridge Improvements

Bridge improvement options include:

- Widened or existing bridge structure
- Four-lane or three-lane roadway section
- Protected bikeways or standard bike lanes on both sides of the bridge
- 9 ft. or 14 ft. pedestrian walkways





Proposed Higgins Avenue Bridge

Broadway Improvements

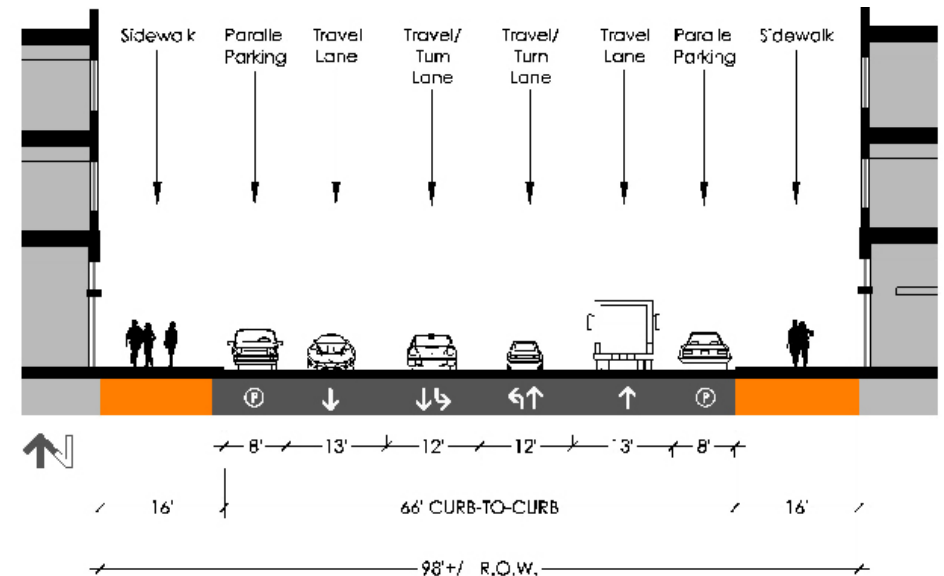
Updates to the existing *West Broadway Corridor Community Vision Plan* should include further design and traffic analysis of:

- Preferred protected bikeway vs. standard bike lanes between Van Buren Street and the Bitterroot Spur line
- Conversion of Broadway west of Orange Street to a four-lane street section
- The location of needed acquisitions or easements required to maintain a consistent 100-foot right-of-way from Orange Street to Russell Street

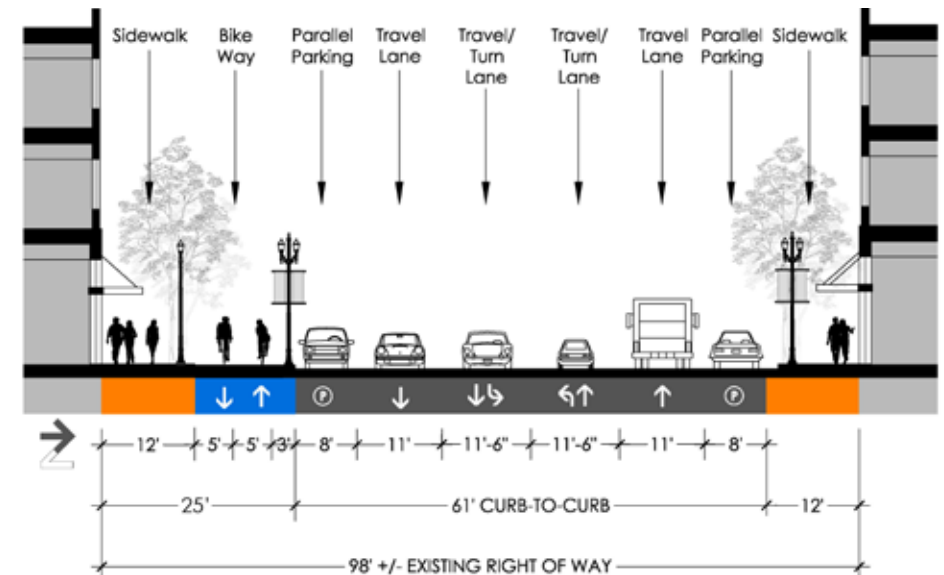
Existing Four-Lane from Orange Street to Van Buren Street

Street improvements should include:

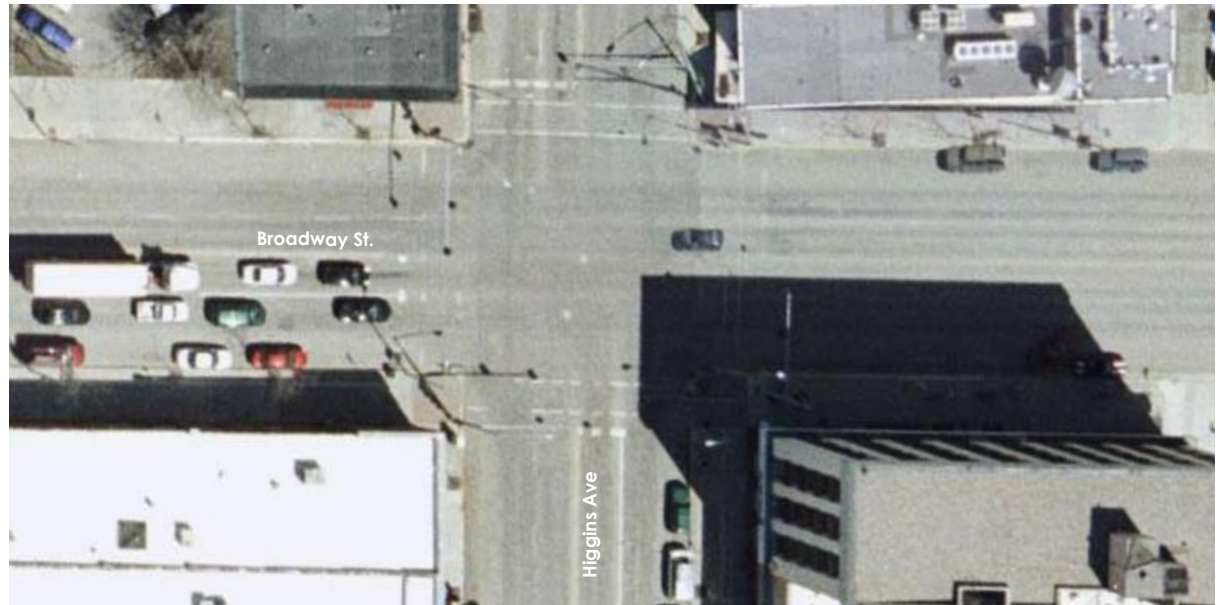
- Maintaining a four-lane section
- Preservation of on-street parking
- Pedestrian improvements with landscaped curb extensions, new crosswalks, pedestrian-scaled lighting and street trees
- Protected bike lanes on the south side of the street or standard bike lanes from Van Buren Street to the Bitterroot Spur line and riverfront trail



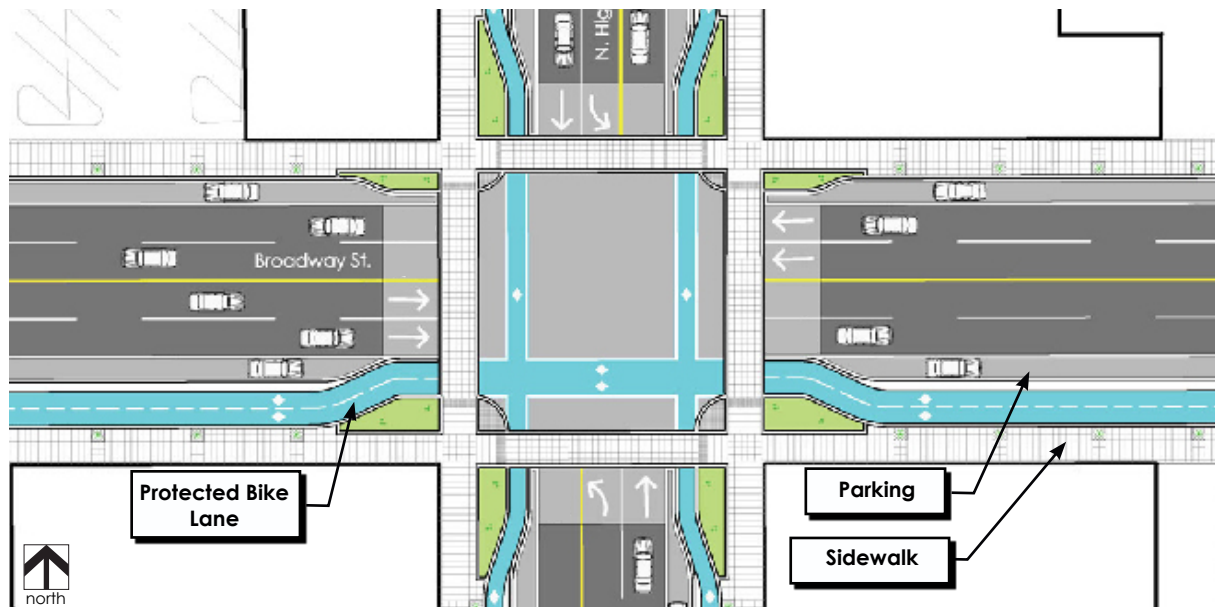
Existing Broadway Section
N. Orange to N. Van Buren Street



Proposed Broadway Section
N. Orange to N. Van Buren Street



Existing Broadway Street

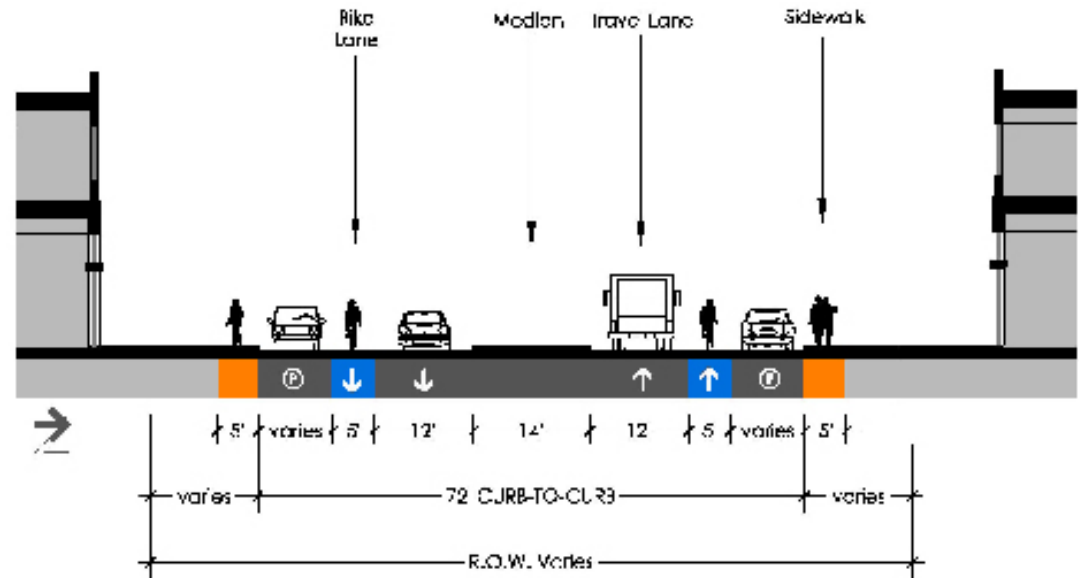


Proposed Broadway Street with Protected Bike Lanes

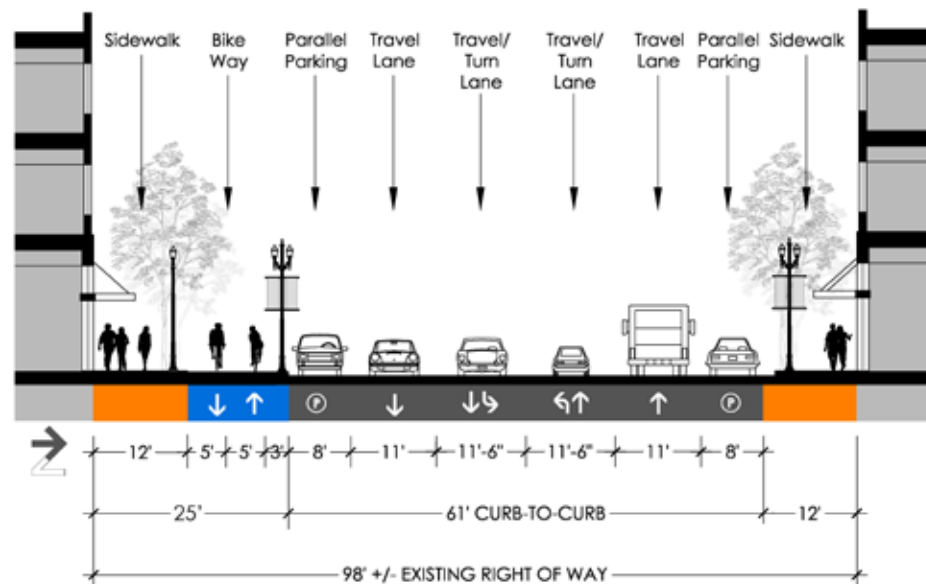
Conversion to Four-Lane from Orange Street to Russell Street

Street improvements should include:

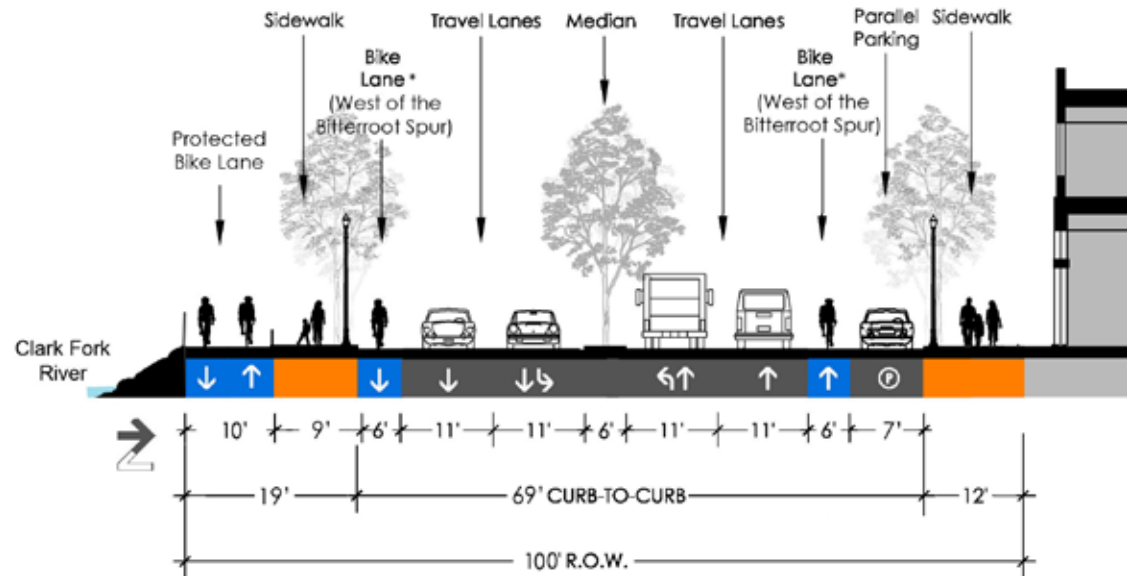
- Conversion of Broadway to four lanes, installation of a landscaped median, and signal upgrades between Orange Street and Russell Street
- New signals at McCormick Street, the Bitterroot Spur, and Burton Street
- Preservation of on-street parking
- Landscaped curb extensions, new crosswalks, pedestrian-scaled lighting and street trees
- Protected bike lanes on the south side of the street from Orange Street to Beaver St
- Bike lanes west of the Bitterroot Spur to Reserve Street



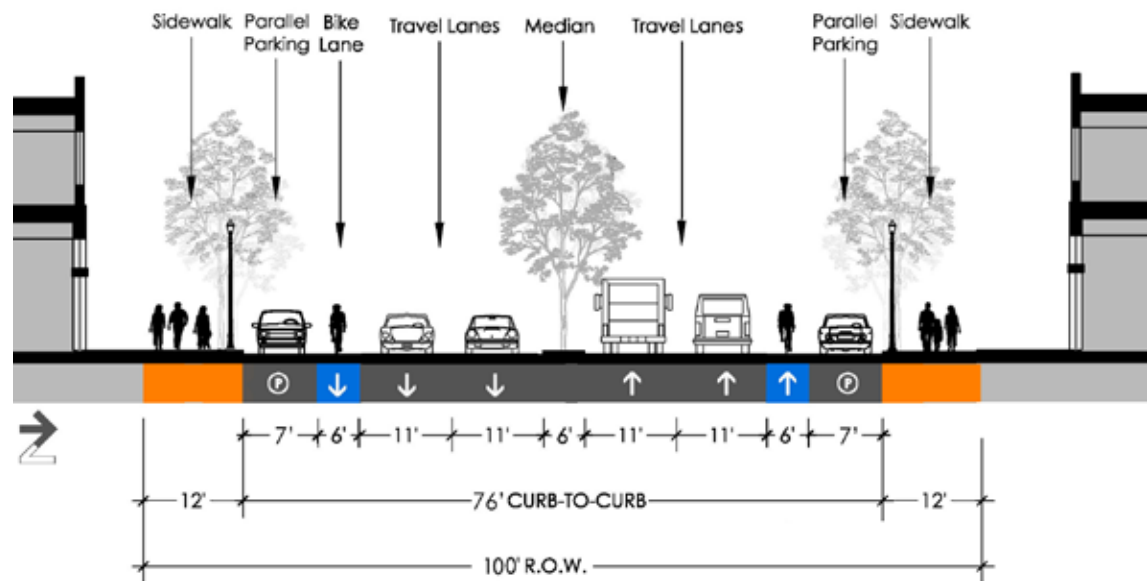
Existing West Broadway Section
N. Orange to N. Russell Street



Proposed West Broadway Section
N. Orange to N. Owen Street



Proposed Broadway Section
Between N. May Street and N. Hawthorne Street



Proposed West Broadway Section
N. Hawthorne Street to N. Russell Street

Quality of Life

Quality of life projects foster shared community values and a sense of ownership in the downtown. These projects create the places Missoula residents visit daily, weekly, monthly and are the places shared with visitors to show what Missoula is all about.

Quality of life strategies include:

- **Affordable Housing**—infuse a significant number of high-quality rental housing units in mixed-income housing districts
- **Addressing Homeless Care**—site selection study for the Poverello Center
- **Vagrancy and Panhandling**—policies that address these activities
- **Arts and Culture District Projects**—acquisition and development of the arts and culture hub
- **Pine Street Enhancements**—extension of the existing Pine Street green space to St. Patrick's Hospital
- **Kiwanis Park and Sculpture Garden Improvements**—park enhancements that link the library and proposed arts and culture facilities with the riverfront
- **Depot Square Development**—parcel acquisition, key public square design and project development
- **Caras Festival Park Expansion**—improved access and expansion of the festival facility



Affordable Housing



Emergency Homeless Shelter

Affordable Housing Sites

There is a clear need to provide more affordable housing. Demand is strong in a growing market, but inflated costs of land and construction in Missoula complicate the economic and financial aspects of implementation.

Currently, there is a large amount of affordable housing in downtown. Development of new affordable housing should distribute affordable housing throughout planned new housing districts, providing opportunities for people with limited income to live, work, and use the services of a diverse downtown.

Affordable housing development strategies should:

- Include affordable housing at a ratio of four market rate buildings per one affordable building in all planned housing districts
- Include minimum design standards to ensure architectural compatibility, quality and durability
- Include rental housing as the primary emphasis due to the high cost of land downtown and the ability to build a greater number of affordable units
- Maintain all affordable housing in perpetuity
- Build for a full range of incomes below Missoula's median family income

- Build both family- and individual-sized units

Affordable housing requires some means to cover the financial 'gap' between the relatively fixed costs involved in market rate/conventional housing financing and the more limited capacity to pay under lower income levels that meet affordable standards.

Recommended financing and management strategies include:

- Bonus Density Allocations
- Land Value Write-Downs
- Direct Resident Subsidy
- Direct Purchase and Resale
- Direct Purchase and Management of Units
- Buyout/Linkage Fee Option

Further clarification and discussion is provided in a separate report- *Missoula Greater Downtown Master Plan - Housing and Retail Demand Analysis*



Homeless Services

The Poverello Center is the largest emergency homeless shelter in Montana serving the homeless, working poor, families, elderly, veterans and substance abuse problems. The current center is unable to meet the growing demand of its constituents.

The center is a critical link to additional medical and clinical services provided by Partnership Health and St Patrick Hospital. A facility feasibility and site selection process should be initiated that identifies potential sites that can accommodate the program and space needs and that is located in close proximity to City and County services, and minimizes impacts to adjacent businesses and residential areas.

The Poverello Center will need a building that can accommodate:

- Cafeteria that can seat 125 people at a time
- Commercial kitchen that can serve 350 people a day
- Delivery loading area and service access bays
- Food pantry/food bank storage
- Dormitory for 150 to 175 beds
- Separate studios serving a minimum of 15 homeless families with children
- Transitional studio apartments
- Family community room
- Bathroom and laundry facilities
- Sick bays for alcohol recovery
- Administrative offices for up to 15 individuals
- Conference room
- Meeting and class rooms
- Medical clinic office
- Other unidentified needs

The selected site should be in proximity to:

- County health services
- St. Patrick Hospital
- Mountain Line Transit Center
- Police department

Addressing Vagrancy and Panhandling

Panhandling creates an atmosphere of intimidation and danger, negatively impacting downtown employees, visitors, residents, and businesses

Vagrancy, panhandling, public intoxication, and urination are issues of public safety and livability. The City of Missoula should continue strategies for reducing vagrancy and panhandling in the downtown core through a public process that includes development of policies, enforcement and implementation measures and possible partnerships and funding sources.

Identify the Issues

- The Mayor's task force has been assembled to identify issues and concerns and acceptable goals for managing vagrancy and panhandling

Draft Policies

- Draft policies and ordinances that identify proper use of sidewalks and public spaces without "criminalizing" behavior

Enforcement and Implementation

- Create a Downtown Oversight Committee
- Consider a City and County partnership with the Poverello Center for support of the new day access and resource center facility serving the homeless
- Consider strategic placement of public benches and restrooms to reduce occurrences of public urination and sitting and lying in the sidewalks
- Specially train law enforcement officers and personnel, such as the Downtown Ambassadors, to enforce a public sidewalk ordinance



Soup Kitchen



Vagrancy/Panhandling

Funding

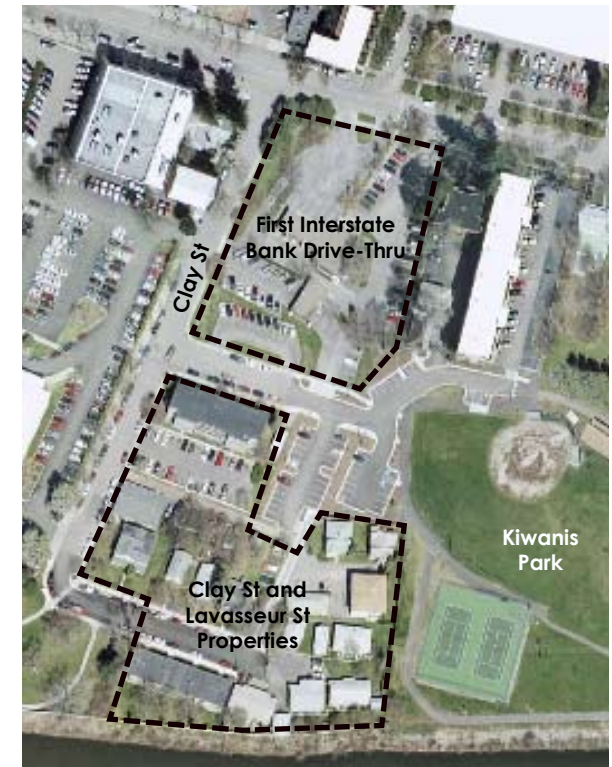
- Coordinate partnerships between the City, the Missoula Parking Commission, the Downtown Business Improvement District and others to develop a long-term funding source for maintaining programs and constructing public facilities

Arts and Culture District Projects

Advocates should initiate a process that provides additional refinement to the design and financing of the arts and culture hub. Implementation responsibilities and project timing should be addressed.

Arts and culture district refinements should address:

- Acquisition of key parcels east of Clay Street and west of Kiwanis Park
- Design and construction of the performing arts and museum facilities
- A potential plan for artist-in-residence facilities along Lavasseur, Kiwanis and Clay streets
- The potential for design and construction of an events center adjacent to the Holiday Inn.



Key Art and Culture District Parcels



Artist-in-Residence Facility

Pine Street Enhancements

Pedestrian, bicycle and downtown advocates and government officials should initiate a process that provides additional refinement to the design and financing of Pine Street enhancements. Implementation responsibilities and project timing should be addressed.

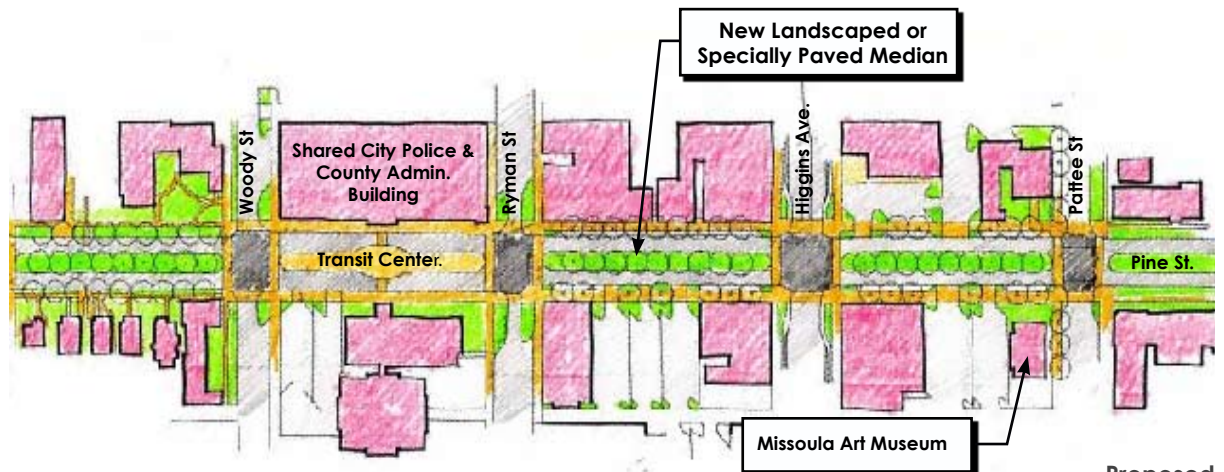
The median concept should be extended along Pine Street from Pattee Street to St. Patrick Hospital.

Pine Street enhancements should include:

- A new landscaped or specially paved median between Woody and Owen streets and between Ryman and Pattee streets
- Improvements to the existing transit center between Ryman and Woody streets
- Explore partnerships with the Missoula Art Museum for the integration of public art display along the corridor



Existing



Proposed

Kiwanis Park and Sculpture Garden Improvements

Park, arts, pedestrian, bicycle and neighborhood advocates and government officials should initiate a process that provides additional refinement to the design and financing of the park enhancements. Implementation responsibilities and project timing should be addressed.

Park improvements should include:

- Extension north to the library as an organizing element for the cultural district
- Reorganization of the existing recreational elements
- A sculpture garden promenade from the library down to the riverfront
- Connection to the riverfront trail between Bess Reed Park and Kiwanis Park



Existing Tennis Courts



Existing Park Trail



Key Art and Culture District Parcels

Depot Square

Park, pedestrian, bicycle and downtown advocates and government officials should initiate a process that provides additional refinement to the Depot Square concept. Initial actions should include acquisition of the west half-block facing Higgins Avenue between Railroad Street and Spruce Street. Following acquisition, an RFP for the preparation of a public square design should be released. As part of the square design process, implementation responsibilities, project timing and financing should be clarified.

The Depot Square design should include:

- Special brick or concrete paving throughout
- A curbless design that allows expansion of the space into Higgins Avenue and Spruce Street during large events
- Passive areas for seating and viewing
- Street trees along the edges, lighting, sculpture and child-play features
- An underpass connecting to future Railyard housing
- No parking along the square perimeter adjacent to Higgins Avenue and Spruce Street
- Recommendations for active storefront design along the Artcraft Building and planned retail and housing



Pedestrian and Bicycle Underpass to Roundhouse Park



Depot Square—Missoula's 'Living Room'

Caras Park Expansion

Park, festival and downtown advocates and government officials should initiate a process that provides additional refinement to the design and financing of the park enhancements. Implementation responsibilities and project timing should be addressed.

The Caras Park redesign should include:

- Park expansion through elimination of some of the parking areas east and west of the Higgins Bridge
- Improved access and landscaping around the Carousel and Dragon Hollow
- Construction of a new pedestrian and bike connection from the Higgins Bridge into the park
- Widened trails, additional lighting, and flowering trees
- A redesigned berm and extended paving area that will accommodate larger events and tent assembly



Higgins Bridge Access Improvements



Caras Festival Park Expansion

Time-Sensitive Regulatory Updates

Updates to Missoula's existing zoning documents and long-range transportation plan have been developed by the Office of Planning and Grants concurrent with the development of the *Missoula Greater Downtown Master Plan*. Recommendations in the downtown plan generally comply with existing and updated plans, policies, and regulations. Where recommendations do not comply or additional regulations are needed, updates to the existing policies and regulations should be made to ensure that the intent of the downtown plan is realized.

Master Plan Adoption

Missoula Greater Downtown Master Plan adoption is the first step in providing a clear commitment to Missoula's future and a tool for decision makers to use to prioritize public investment that will generate significant and sustained private investment.

Code Rewrite

A new 'Downtown Overlay District' is suggested for inclusion in the zoning code as part of the Chapter 20.25 Overlay District. The current zoning code rewrite lacks the regulatory strength to protect the essential concepts of the Missoula Greater Downtown Plan. The Downtown Overlay District ensures that essential development standards regulating critical components of the downtown are codified within the framework of the existing rewrite. The standards include the following:

- Required Ground-Floor Uses
- Required Build-to Lines and Active Edges
- No Minimum Residential Single-Use Lot Size Requirements
- Building Heights

A modification to Module 1: District Framework, Chapter 19.10, Sub-section .030 Residential Building Types is suggested to:

- Allow no density requirement for single-purpose residential uses in the CBD

A full description of recommended development standards is included in 'Task 3.8: Recommended Code and Regulatory Revisions' a separate document to this report.

Next Steps Beyond the Code Rewrite

To ensure that the policies of the *Missoula Greater Downtown Master Plan* are implemented as envisioned by the community, recommended map amendments, or the creation of new regulatory and discretionary review documents, are needed following the code rewrite.

Proposed Map Amendments

- OPG should incorporate mapping amendments proposed in the 'Task 3.8: Recommended Code and Regulatory Revisions' document and new zoning designations for the downtown study area
- Apply the Downtown Overlay District standards through a map amendment process

Downtown Design Guidelines

The City should initiate a process for the creation of Design Guidelines and a Design Review Process as an essential tool for review of downtown buildings and public areas. The review process will be based on the extent of the work proposed. Typically, more extensive (major) projects should be reviewed by a review committee, while less extensive (minor) projects might be reviewed by planning staff.

- City Council appoints a review committee and create a new evaluation process (This may involve a new committee or may incorporate an existing review body)
- The review committee will provide recommendations for project approval/rejection to the Missoula Consolidated Planning Board and City Council, using the Design Guidelines as the sole evaluation tool

Downtown Street Standards

- Codify Design Standards and details for the downtown study area to ensure unified and consistent development of streets, sidewalks, intersections and public spaces. These standards must address roadway safety requirements, and have an emphasis on pedestrians and bicycles

Long Range Transportation Plan Update

The success of the Missoula Greater Downtown Master Plan rests on momentum created by targeted transportation improvements that grease the wheel for significant private investment. The City of Missoula's *Long Range Transportation Plan* includes a prioritized project list detailing committed projects, projects receiving funding, and recommended projects—those with limited or no current funding. All transportation projects proposed in this Master Plan affecting Federal Aid Eligible Routes will require further project level analysis and a coordinated process of review and approval by the Montana Department of Transportation. The key *Missoula Greater Downtown Master Plan* projects listed below should be identified as committed projects in the Long Range Transportation Plan:

- **Front Street Realignment**—include utilities relocation and realignment to support needed land area to assemble the Orange and Main Street retail anchor
- **Convert Main and Front to Two-Way Streets**—improves downtown circulation and access to retail, the river, and cultural amenities
- **Fund Higgins Avenue Modifications**—update the downtown streets plan as identified further on the right
- **Fund a Streetcar Study**—identify routes and phasing

These key transportation projects will:

- Improve access to the Retail Hot Spot and ensure successful development of a future retail anchor on the west end of Main Street
- Improve auto circulation along Higgins Avenue, reduce dependence on the automobile, and improve and encourage walking and biking downtown
- Plan for a local streetcar circulator to improve access to key destinations and increase private sector development along its route

Downtown Streets Plan Update

Updates to the adopted *Downtown Streets Plan* should address specific improvements to Higgins Avenue, Higgins Avenue Bridge, Broadway, Main Street and Front Street through a public process. Additional traffic analysis and street design should resolve:

- Roadway capacity and turning movement issues dealing with four lane vs. three lane options
- Signalization improvements for pedestrians, bicyclists, and motorists
- Bicycle facility issues dealing with protected bikeways vs. standard bike lane options
- Pedestrian facility design elements that are universally consistent
- Pedestrian, auto and bicycle improvements along the Higgins Avenue Bridge with improved pedestrian, and bicycle access from the bridge to Caras Park

Phasing and funding recommendations should be further clarified.

West Broadway Corridor Community Vision Plan Update

Updates to the *West Broadway Corridor Community Vision Plan* should incorporate specific changes identified as part of the downtown planning process. Changes should include:

- Design recommendations for Broadway
- Land use recommendations
- Future zoning map amendment recommendations

- Transportation updates to include a roundabout at Toole and California Streets, recommended four-lane roadway improvements, and integrated protected bike lane on the south side of the street

Neighborhood Protection Planning

The creation of high density development in strategic areas such as, the Riverfront Triangle, Mill Site, Railyards, and the Broadway corridor should be encouraged, to alleviate development pressures within adjacent neighborhoods. For new development within adjacent neighborhoods code amendments and guidelines should be created to protect neighborhood scale and character. The code amendments and guidelines process should include:

- A coordinated effort between OPG and neighborhood representatives that would define a specific neighborhood's character and identify historic resources, as a guiding principle for updates to any future zoning amendments
- Recommendations for potential code changes that might include limitations on density, site development, parking and building heights consistent w/ identified historic and desired development patterns
- Design guidelines might be crafted that identify specific architectural, site planning, and landscape elements that would be used to reinforce and protect neighborhood character
- Identified transportation measures and strategies to reduce impacts created by existing and potential future traffic and parking within a neighborhood or district

Responsibilities

Implementation of this plan will require focused, aggressive efforts by the public and private sectors over the coming years. For this plan to be successful, a comprehensive, consistent and coordinated effort will be necessary.

Plan success depends upon establishing implementation momentum.

Managing Implementation

The key entities below will be responsible for managing aspects of plan implementation:

City of Missoula

- Develop an interdepartmental implementation team to coordinate public sector efforts
- Constructs public infrastructure and amenities
- Administers loan and grant programs contributing to downtown revitalization and affordable housing

Office of Planning and Grants

- Coordinate a public process for code amendments, neighborhood protection design guidelines, and downtown guidelines and standards consistent with the recommendations identified in the master plan
- Work with City officials and housing advocates to implement policies for affordable housing downtown
- Support adoption of the master plan as an amendment to the Missoula County Growth Policy
- Provide updates and amendments to committed projects within the Long Range Transportation Plan consistent with the master plan recommendations

Missoula County

- Works with City officials to retain downtown employment and services
- Cooperates in the facility and site selection study for the Poverello Center

Montana Department of Transportation

- Coordinates with the City for possible appropriation of federal program dollars, and state matching funds for improvements to Broadway and Higgins Avenue

Missoula Redevelopment Agency

- Develops and implements urban redevelopment activities, such as attracting developers, assisting in site assembly, and reviewing and approving development plans within urban renewal districts
- Assists in design and construction of the Front Street parking structure

Missoula Downtown Association (MDA) and Business Improvement District (BID)

- Provides an education curriculum for downtown businesses in the areas of advertising, customer service, marketing and visual merchandising
- Provides information on available small business loan and grant programs
- Develops information on the downtown area, including specific information on retail buildings and spaces
- Creates an effective leasing brochure for the downtown
- Participates in retail and office recruitment outreach and marketing programs
- Manages downtown events and advertising

Missoula Parking Commission (MPC)

- Provides public parking in the downtown to relieve existing demand or as an incentive to induce private development
- Addresses parking needs of retailers and downtown workers with targeted locations for new parking sites identified in the master plan
- Provides funding and management capacity for existing and future parking needs

Convention and Visitors Bureau (CVB)

- Promotes tourism marketing through the creation of a Tourism Business Improvement District (TBID)
- Identifies planning strategies for attracting visitors, meetings and events

Missoula Area Economic Development Council (MAEDC)

- Leads the creation of an economic development strategy
- Coordinates expanded promotion of commercial buildings and sites with the BID, MDA, the Chamber and Missoula Organization of Realtors

Missoula Cultural Council

- Formalizes the organization as an umbrella for all arts and cultural groups
- Develops a cultural plan for Missoula and coordinates efforts with the Missoula Performing Arts Center, Montana Museum of Art and Culture, the Missoula Public Art Committee and others

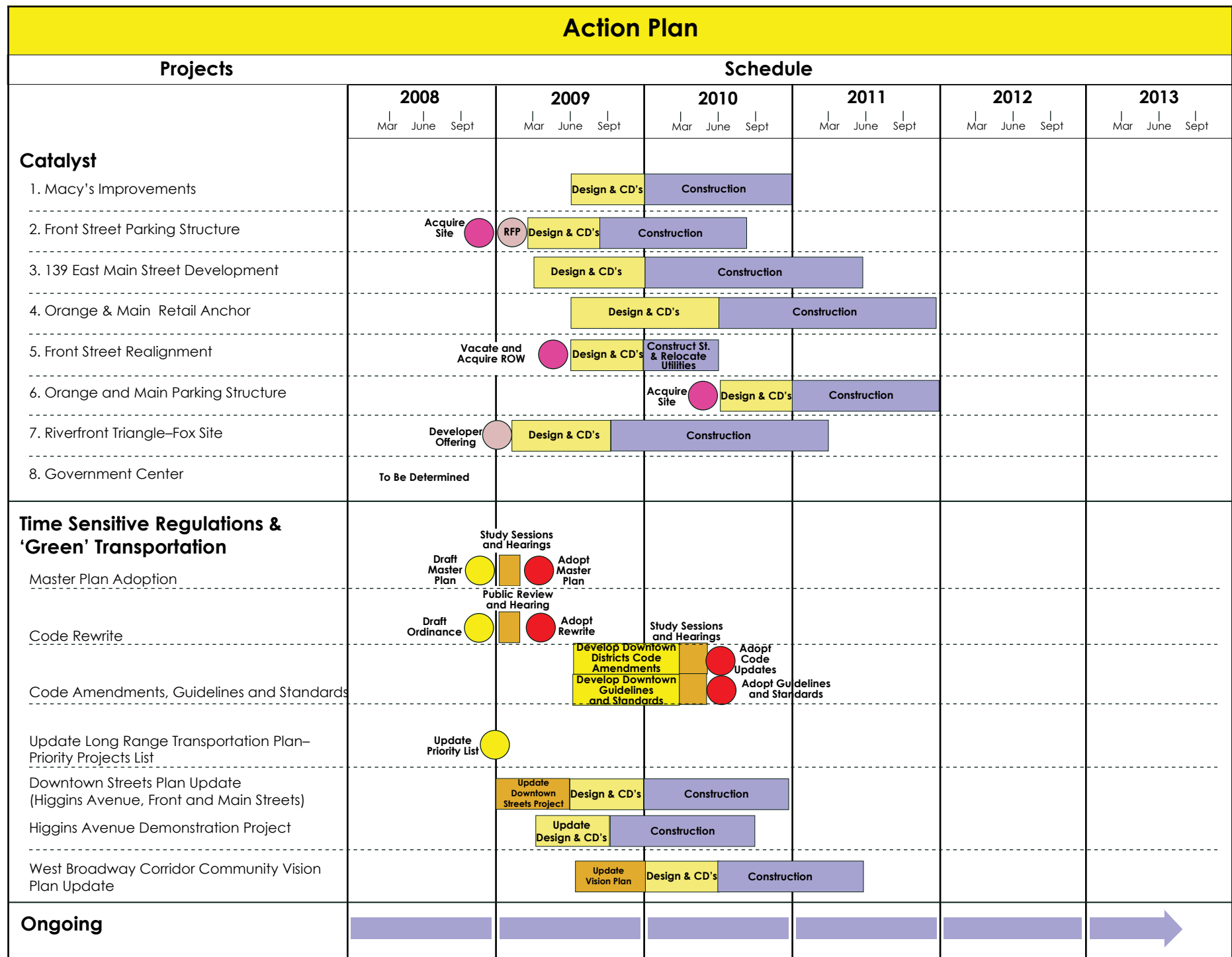
Property Owners and Business Owners

- Focus on building renovations and tenant upgrades by taking advantage of available loan and grant programs
- Continue to support the implementation of the downtown master plan
- Provide the information required to create an effective leasing Strategy marketing materials for the downtown
- Participate in retail and office recruitment outreach and marketing programs

Other Implementors

- Local and national foundations
- Other governmental entities

Action Plan



Funding Sources

Downtown revitalization is a multi-year task, and success is enhanced by a multi-year commitment of funding and incentive programs. There are many financing tools which will be available to downtown Missoula to implement the projects identified in the Missoula Greater Downtown Master Plan.

The following are a list of possible federal, state, and local funding sources for transportation and infrastructure, housing, and economic development projects.

Federal Programs

Community Development Block Grants (CDBG)
Federally-funded through the Department of Housing and Urban Development this grant program provides funding for housing, infrastructure improvements, and economic development and must serve the interests of low and moderate-income populations.

New Market Tax Credit Program (NMTC)
This federal program is intended to attract private-sector investment into qualifying low-income communities to help finance community development projects, stimulate economic opportunity and create jobs. The program offers federal tax credits for making private investments in qualified Community Development Entities (CDEs).

Federal Rehabilitation Tax Credits for Certified Historic Structures

Federal program in which a portion of the renovation investment in an historic building is credited back against federal income taxes, in exchange for certain federal (Department of Interior) renovation standards being followed.

Low-Income Housing Tax Credits (LIHTC) and HOME Investment Partnership Program

Federal tax credits program created in 1986 under Section 42 of the IRS code to encourage the development of affordable multifamily rental housing.

Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU).

SAFETEA-LU is a federal funding program that is intended to improve and maintain the surface transportation infrastructure in the United States, including the interstate highway system, transit, bicycling, pedestrian facilities, and freight rail operations. These funds are distributed through the Montana Department of Transportation and eligible local government agencies such as the City and County of Missoula

Economic Development Administration- U.S Department of Commerce (EDA)

The EDA provides funds for technical assistance, planning and the development of projects that result in the creation of new employment. Technical assistance grants usually average about \$25,000 and require a small cash match. Capital grants and revolving loan funds are available on a 50/50 matching basis and vary in size from hundreds of thousands to millions of dollars.

State and Local Programs

Urban Renewal Districts and Tax Increment Financing (TIF)

The Missoula Redevelopment Agency administers tax increment financing, offers planning assistance and public infrastructure funds within three urban renewal districts - two are located within the study area. The following programs are used to encourage private investment within the districts and include the Code Compliance Program, Commercial Rehabilitation Loan Program and Tax Increment Financing.

Special Districts for Business Improvement, Parking & Other Infrastructure

Neighborhood residents and downtown property owners can elect to levy special taxes on themselves for special activities and capital improvements within an established special district. Business Improvement Districts, for example, can fund downtown revitalization activities, promotions and events. Parking Districts can assist development efforts in locating parking facilities in a manner consistent with good community design and respectful of the historic streetscape. Cities and counties may also create special improvement districts to pay for projects with bond repayment to be made by the adjoining landowners receiving the benefit of the improvement.

General Obligation Bonds

The sale of general obligation bonds used to finance specific public infrastructure and facilities improvements. A G.O bond sale, subject to voter approval, can provide the financing initially required for major projects.

Montana Department of Transportation (MDT)

The MDT distributes a variety of federal funds and provides state matching funds requirements for a variety of auto, pedestrian, bicycle and rail infrastructure projects.

City of Missoula General Fund

This fund provides revenue for most major city functions like the administration of local government, and the departments of public services including police, fire, parks and public works.

State Fuel Tax

Montana assesses a tax of \$.27 per gallon on gasoline and diesel fuel used for transportation purposes. All fuel tax funds allocated to the city and county governments must be used for construction, reconstruction, maintenance and repair of rural roads, or city streets and alleys. The funds may also be used as a match for Federal funds allocated for construction of roads or streets on the Primary, Secondary, or Urban Systems.

The Big Sky Economic Development Trust Fund (BSTF)

The BSTF is a state-funded program designed to aid in the development of good paying jobs for Montana residents. A business cannot directly apply for BSTF and CDBG programs. The applications must be an incorporated town or County. The BSTF program is designed to provide financial assistance in the following two categories:

- Category I: Economic Development Projects
75% of BSTF earnings shall be awarded to local governments in the form of grants and loans for economic development projects that create new qualifying jobs for Montana residents
- Category II: Planning Grants 25% of BSTF earnings shall be awarded to Certified Regional Development Corporations and other qualified economic development organizations in the form of a grant for planning activities

Downtown Development Incentives Fund

Philanthropic support can provide a significant amount of funds over a sufficiently long period of time to capitalize financing for private investment through such means as:

- Revolving loan fund offering interest rate write downs
- Matching funds for contributions to downtown projects
- Direct incentives for targeted retailers - would provide a “negotiation fund” for target retailers or categories

Other Funding Types

Another method that may be available to Missoula for implementation of projects is to structure a range of public and private incentives for downtown retail, business development, and affordable housing. These “indirect funding” mechanisms might typically include:

- Granting bonus densities under the zoning code in exchange for provision of a public amenity or benefit
- Special permitting for uses such as sidewalk cafes to animate street life
- Allowing sponsorships of public space programming to encourage pedestrian activity
- Below-market-rate land sales or ground leases
- Fast track approval processes for downtown housing development to lower developer costs while at the same time providing a benefit at little or no cost to the city
- Below-market-rate public bond financing to reduce the cost of capital for designated development projects
- Property tax deferrals in exchange for provision of public amenities

Strategy Management

Many individuals and organizations will ultimately be responsible for the long-term success of the downtown master plan. The following recommendations and strategies will help the plan's champions guide its overall management and identify additional future actions.

Complete copies of these reports can be downloaded at www.missouladowntownbid.org.

- *Housing and Retail Market Demand Analysis Report*
- *Tourism Analysis and Recommendations*
- *Employment Analysis and Recommendations*
- *Parking Program Guiding Principles & Parking Strategic Plan* and *“Retail Hot Spot” Parking Assessment and Retail Parking Strategy*

Retail Strategy

The *Downtown Missoula Retail Strategy* includes short- and long-term recommendations and strategies to:

- Maintain and strengthen existing retail by promoting local businesses
- Retain Macy's as a downtown anchor
- Retain downtown County administrative and justice functions
- Protect and integrate St. Patrick's hospital expansion
- Concentrate downtown compact growth
- Invest in parking infrastructure and regional transit
- Implement a retail recruitment initiative in 12 to 18 months
- Focus appropriate professional services downtown

Housing Strategy

The *Housing and Retail Market Demand Analysis Report* recommends strategies for balanced development and financing of affordable, workforce and market rate housing. The following recommendations are included:

- Update zoning and subdivision regulations to encourage rehabilitation and reuse of existing

buildings and transit-oriented development

- Reduce parking requirements (e.g. shared parking) and/or in-lieu-of-parking fees to lower the prohibitive costs of providing parking
- Prioritize implementation of capital improvement projects
- Preserve and expand downtown amenities
- Concentrate development/redevelopment sites and buildings within a designated district to create synergy and reduce public costs
- Pursue a balance of housing types that meets market demand
- Conduct outreach to developers to discuss innovations and incentives for residential downtown development
- Support the development of unique, flexible live/work space as well as other mixed-use options
- Lower the initial costs of development to create a subsidy that can be used for site acquisition, infrastructure development, and other soft costs
- Increase incentives for affordable housing through tax abatement or tax exemption programs
- Fast track approval processes for downtown housing development to lower developer costs while providing a benefit at little or no cost to the City

Tourism Strategy

The *Tourism Analysis and Recommendations* memorandum provides strategies for tourism development that include the following actions:

- Build off-peak season group and event business with enhanced, targeted marketing efforts
- Develop a brand package for Missoula marketing
- Capture more business from existing travelers to/through Missoula, and extend visitor stays
- Continue to support and enhance strong arts and cultural programs
- Enhance transportation opportunities to and around Missoula

- Determine feasibility of a convention/event center facility
- Support tourism business development efforts consistent with the downtown master plan

Employment Strategy

The *Employment Analysis and Recommendations* memorandum provides strategies for employment growth that include the following recommendations:

- Expand promotion of downtown commercial buildings and sites that are available for lease or sale
- Create an Economic Development Strategy for Missoula, led by MAEDC
- Improve downtown infrastructure and services to support business development
- Work with County officials to retain administrative and justice functions in downtown
- Continue to expand health care and related services
- Encourage commercial and high-tech/information business development along the Broadway corridor
- Coordinate with the University of Montana as it implements its master plan for expansion
- Develop a studio business center/incubator for artisans and craftspeople
- Identify opportunities for additional tourism and recreation business development
- Encourage expansion of the media/communications/broadcasting sector
- Support growth in the nonprofit organization sector in Missoula

Parking Strategy

The *Parking Program Guiding Principles & Parking Strategic Plan* includes primary action items that the Missoula Parking Commission (MPC) should address to support the objectives of the downtown master plan. Recommendations include:

- New parking facility planning and development for sites identified at Front and Pattee streets and at

- Orange and Main streets
- Adjust parking rates and fines to maximize use of parking inventory and parking turn-over
- Invest in new parking technology to enhance customer pay options, increase revenue and improve enforcement
- Invest in multi-modal access strategies
- Develop an open and collaborative public process to improve on community engagement and ongoing communications
- Focus on economic development support strategies with an emphasis on developing and prioritizing parking reinvestment plans
- Implement recommended retail parking strategies to strengthen downtown retail
- Grow and expand the parking program to include additional parking management in the Hip Strip and overall enforcement
- Emphasize parking program marketing that promotes new policies and educates the community on upcoming changes and new services

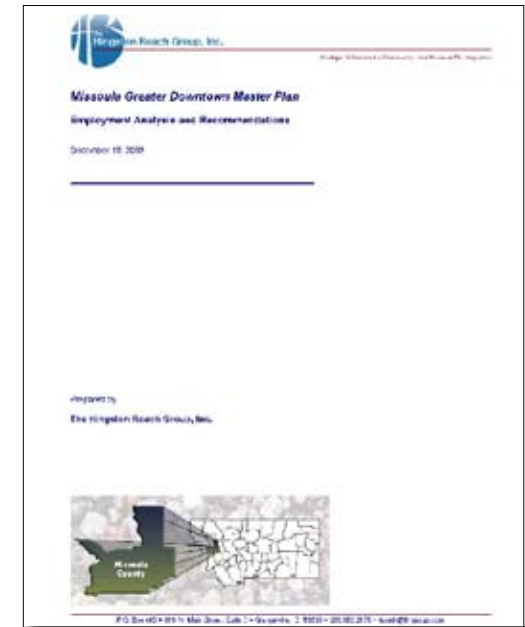
Infrastructure Strategy

The *Missoula Greater Downtown Master Plan Infrastructure Elements Plan* includes infrastructure requirements required to support full implementation of the Missoula Downtown Master Plan. The information and analysis builds on the infrastructure recommendations contained in the 2005 Downtown Streets Plan Report. Recommendations and cost analyses include:

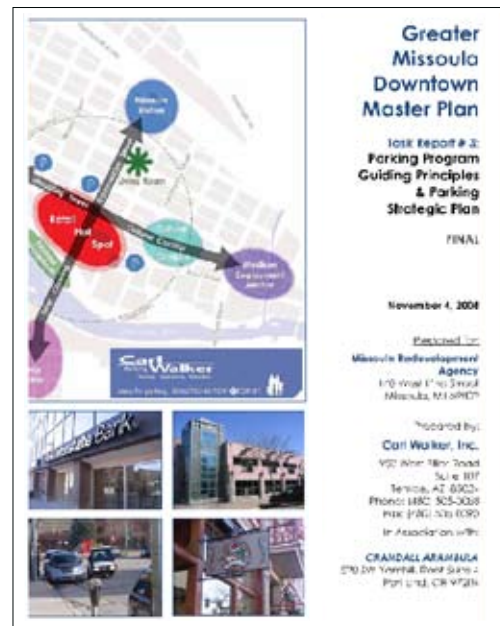
- Broadway street improvements
- Updates to the 2005 Downtown Streets Plan for improvements to Higgins Avenue, Main and Front Streets
- Clark Fork River revitalization and restoration projects
- Utilities improvements
- Parks and squares improvements



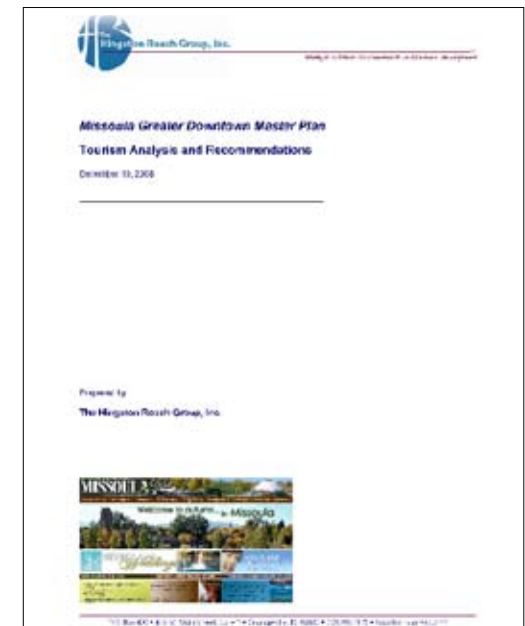
Retail and Housing



Employment



Parking



Tourism



Revitalizing America's Cities