

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:

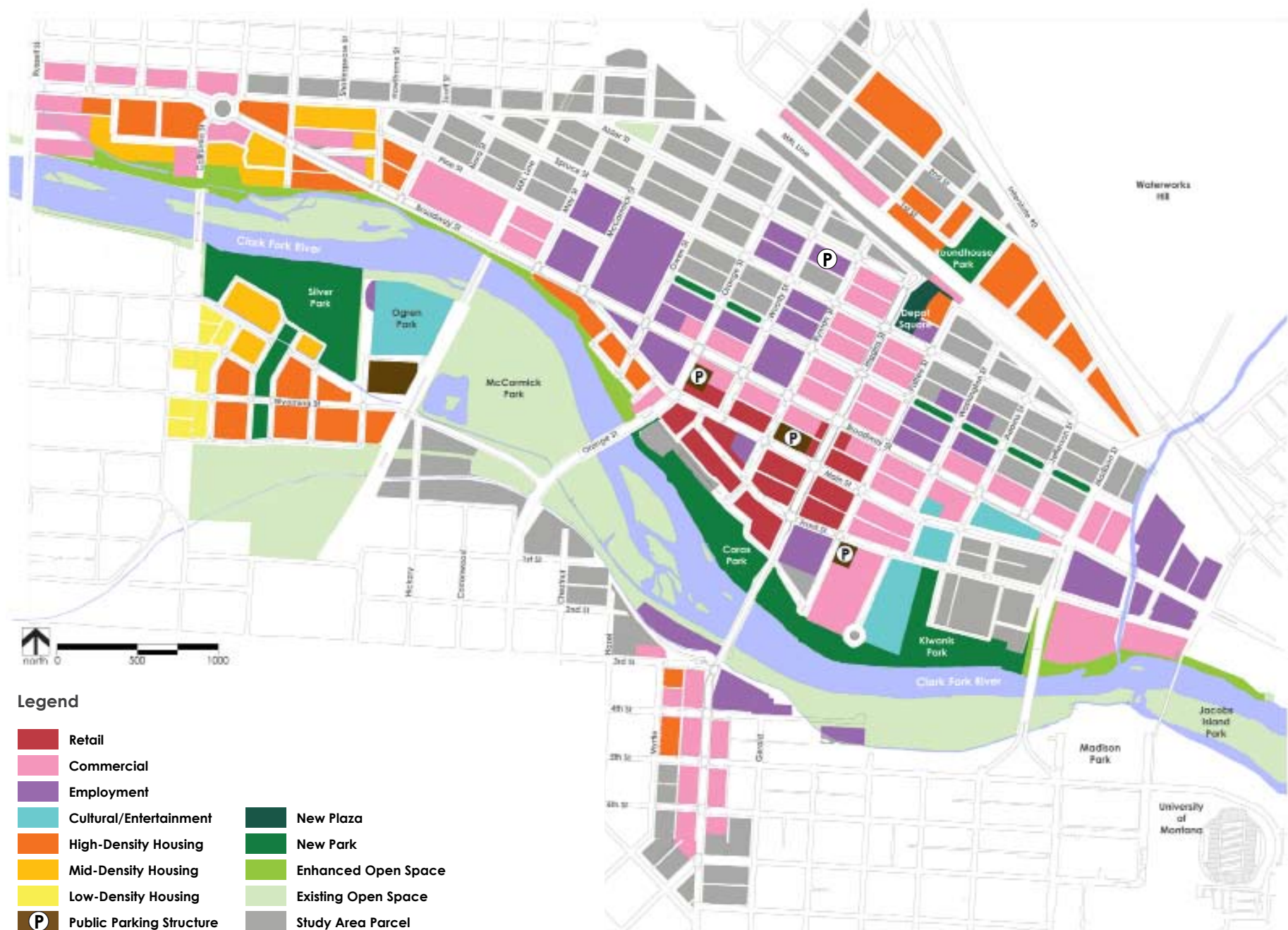
- Identifies primary land uses; a vertical mix of uses along with the identified primary uses is encouraged
 - Identifies areas most likely to be developed or redeveloped over time
 - Preserves and strengthens historic and healthy neighborhoods, buildings, and green spaces
 - Builds upon existing retail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

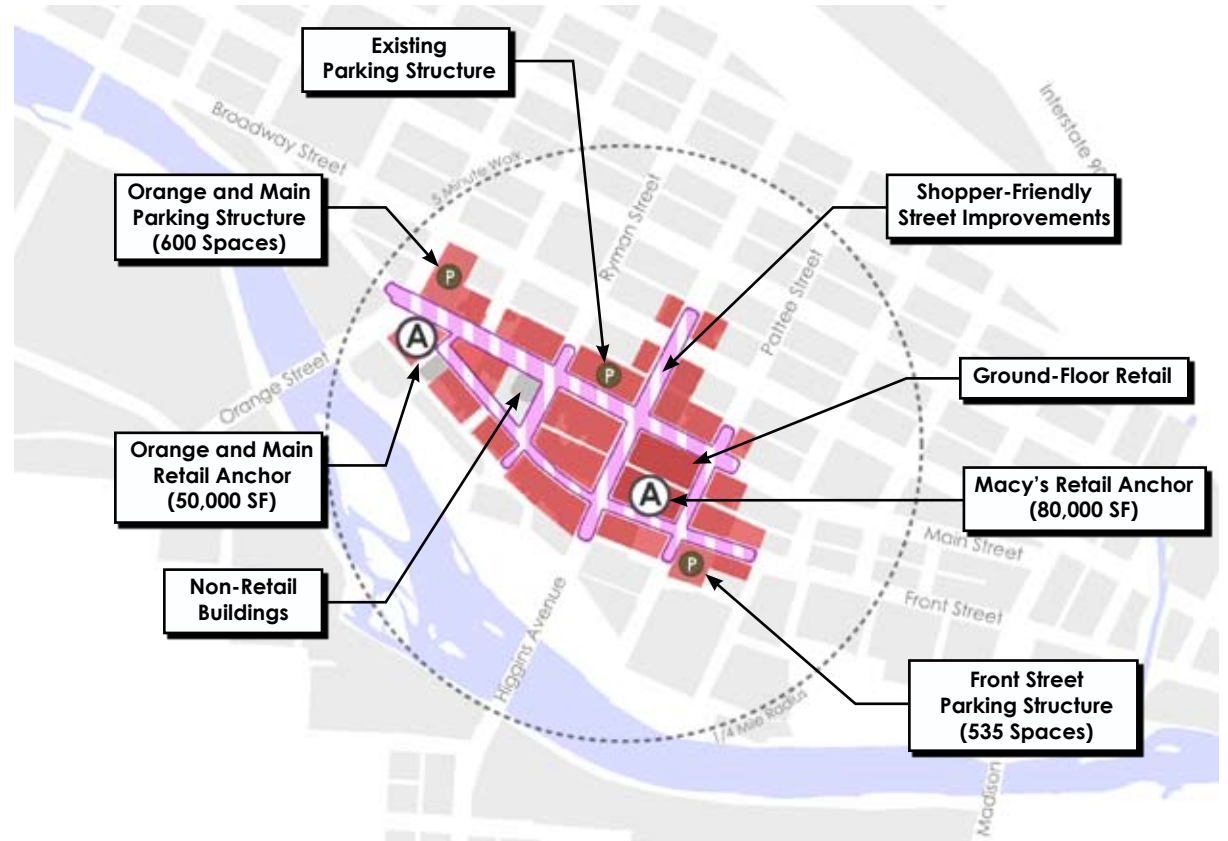
Retail

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

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



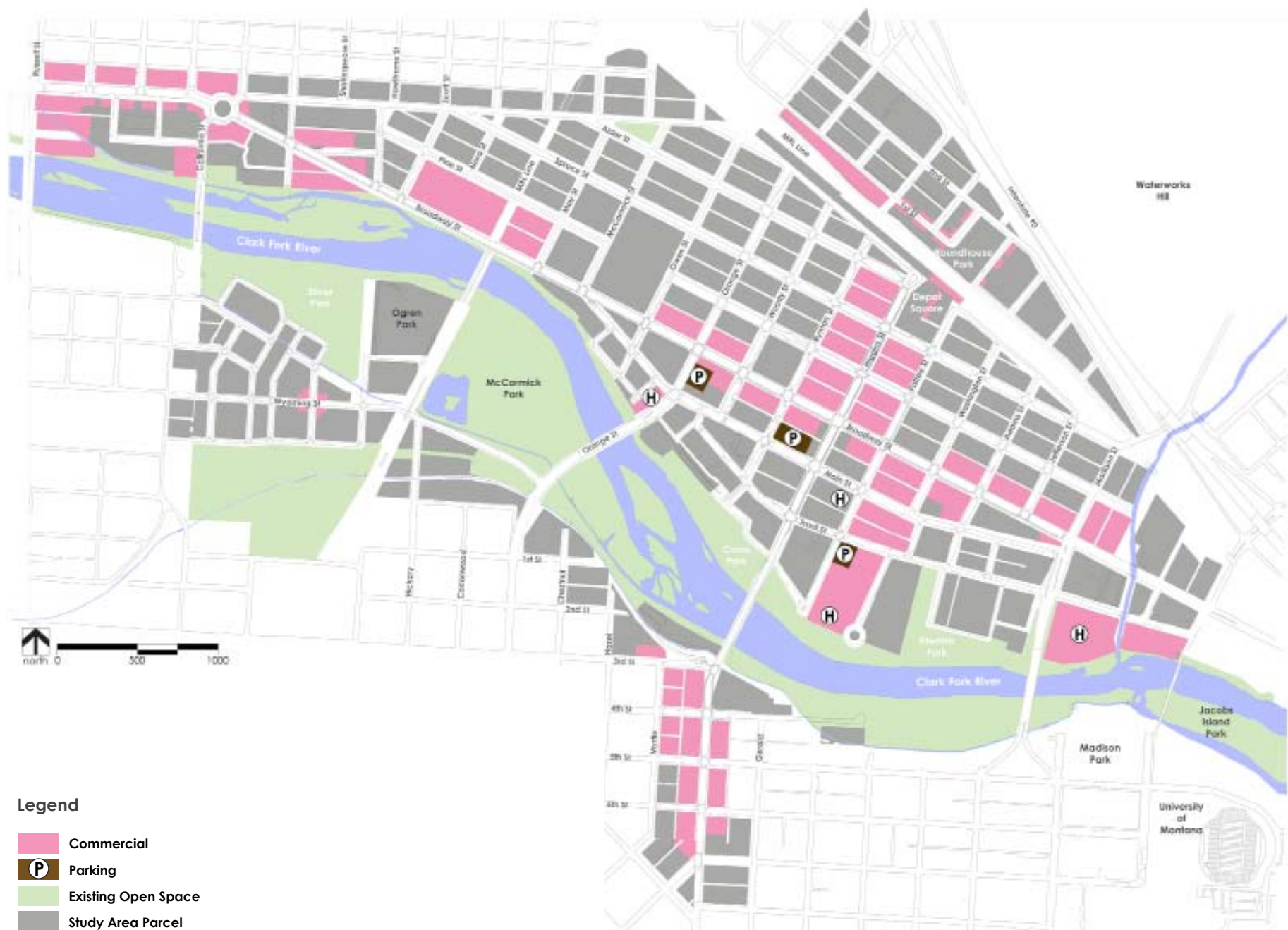
Hotel



Financial



Real Estate



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



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



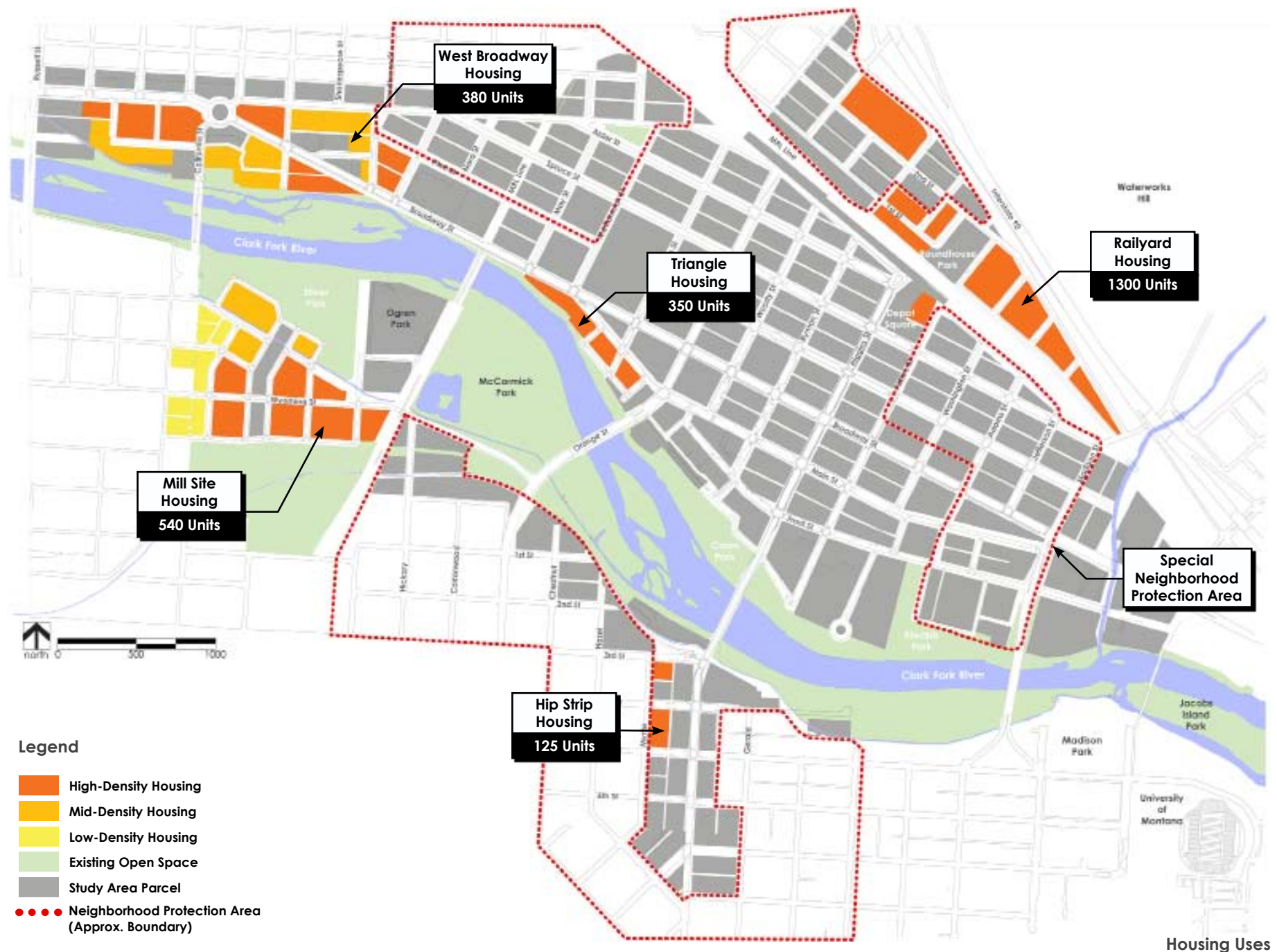
Affordable Rental Apartments



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

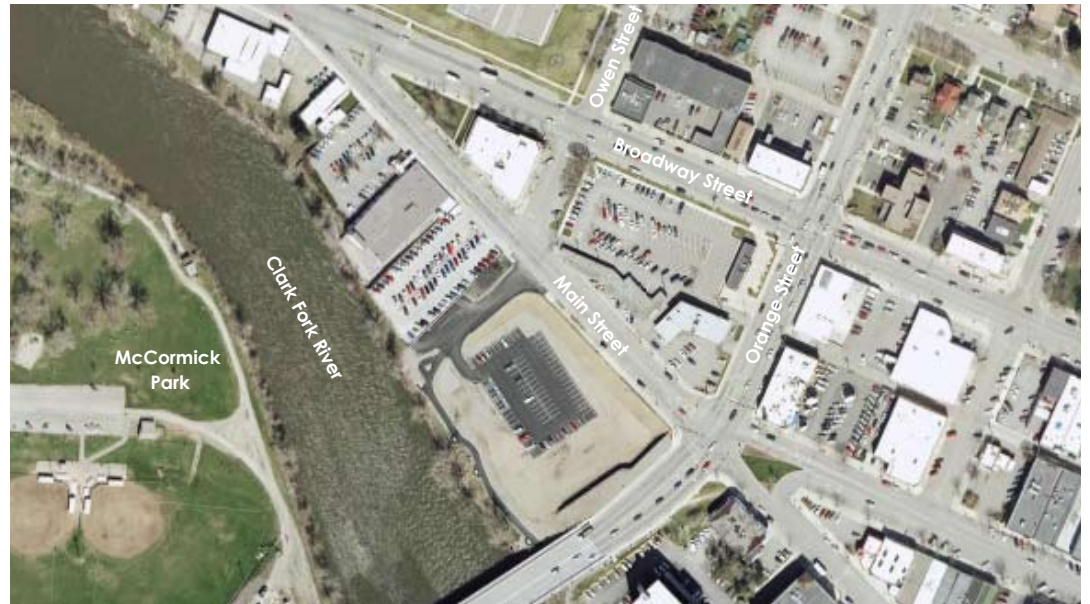
The *Missoula Riverfront Triangle Redevelopment Project* should be updated to ensure that housing opportunities are prioritized and to maximize density and height. The following elements should be established, protected, or enhanced:

- 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:

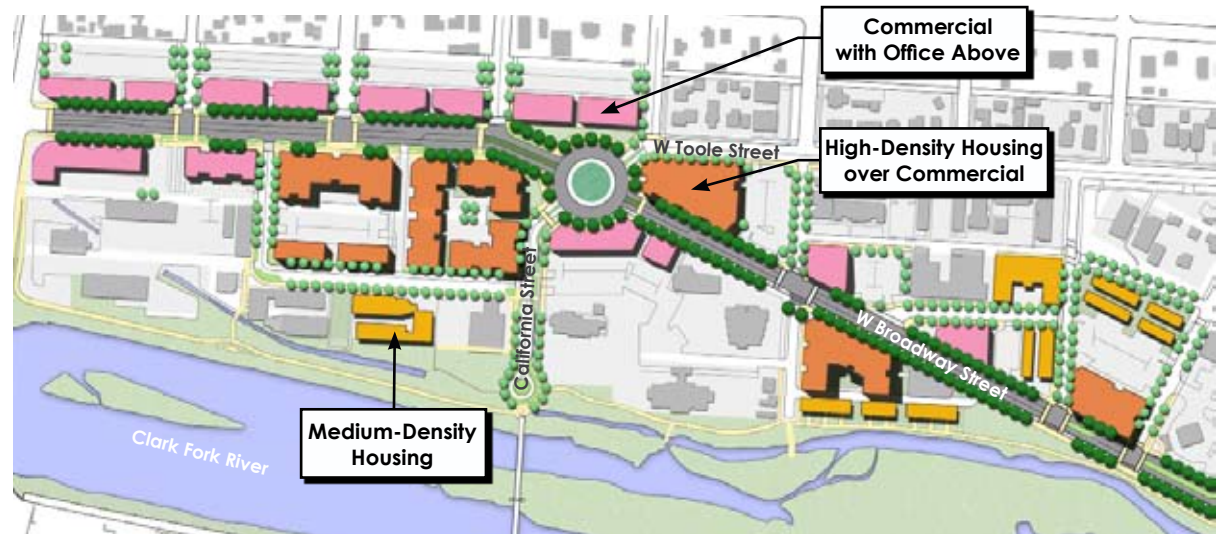
- Single-family residential should be prohibited
- Single-use residential buildings are appropriate
- Multi-family development should be designed to engage the sidewalk, with individual entrances directly accessible from the sidewalk or courtyards
- Development sites of an acre or larger should be developed 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:

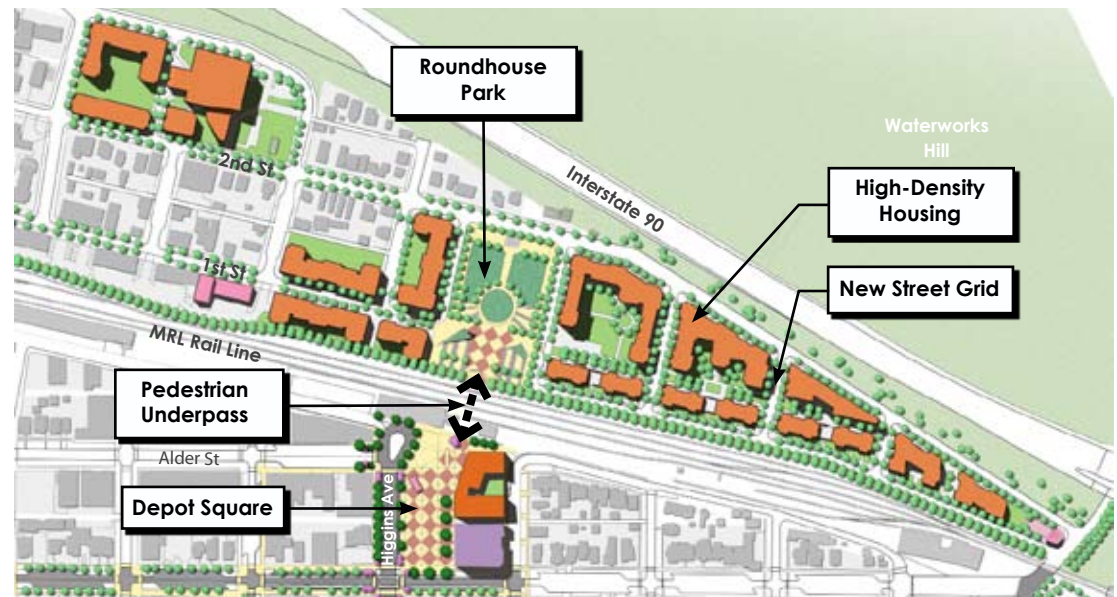
- Be compatible in character with the Missoula Railroad Historic District
- Incorporate thematic elements of the railyard character into the design of the neighborhood
- Include a mix of market-rate and affordable, multi-family housing units targeting downtown employees
- Establish a grid of new public 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:

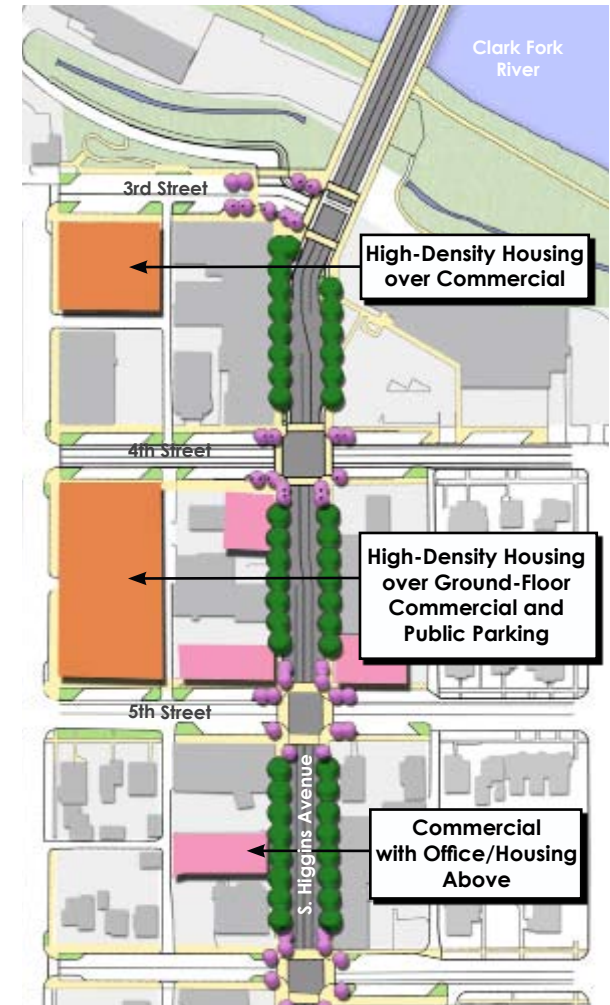
- Development should be compatible in character with adjacent historic neighborhoods
- Include a mix of market-rate and affordable, multi-family housing units targeting downtown and University of Montana employees
- Single-family detached housing should not be permitted
- Development sites of a quarter 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

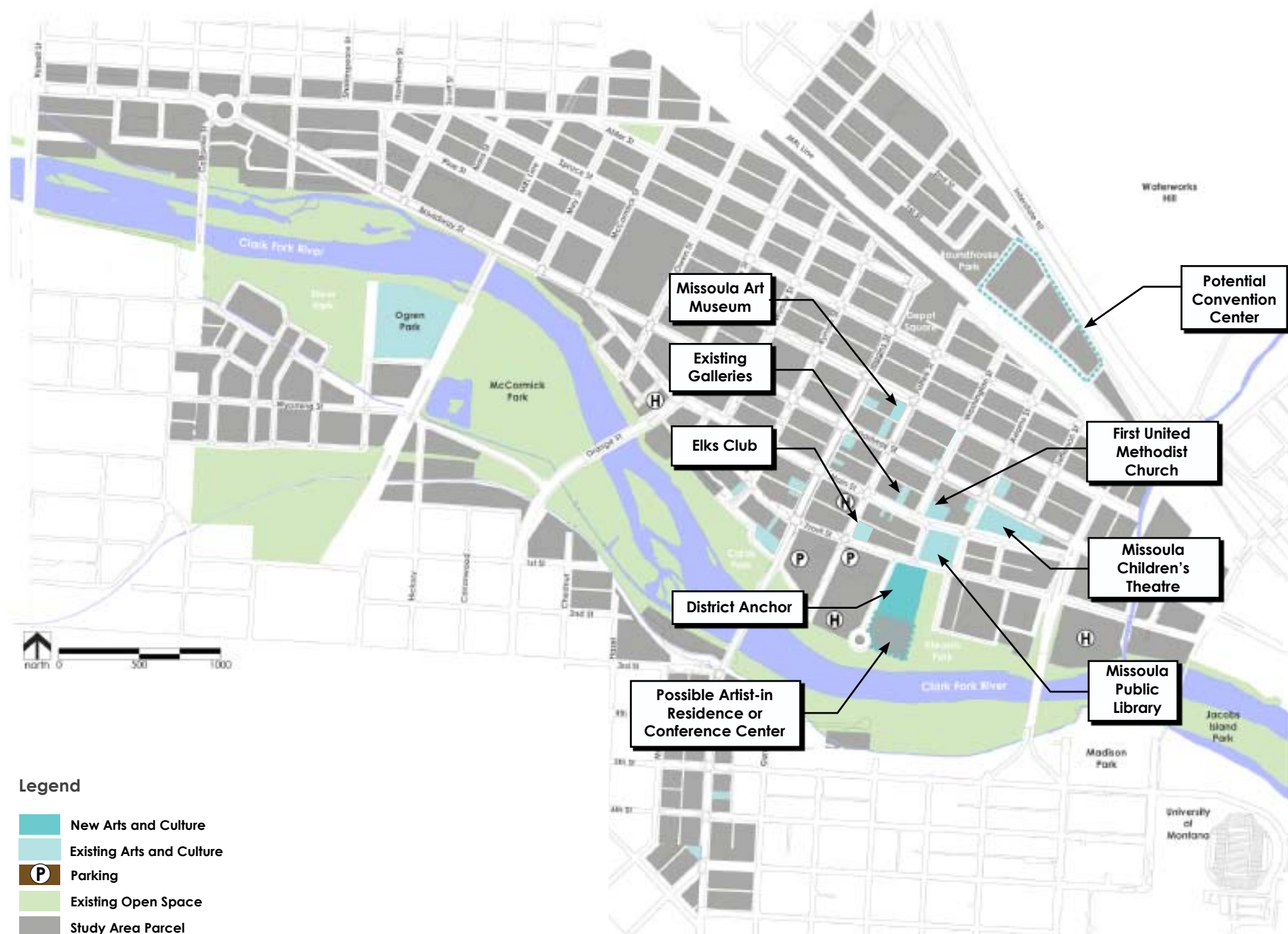


Conference Center



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:

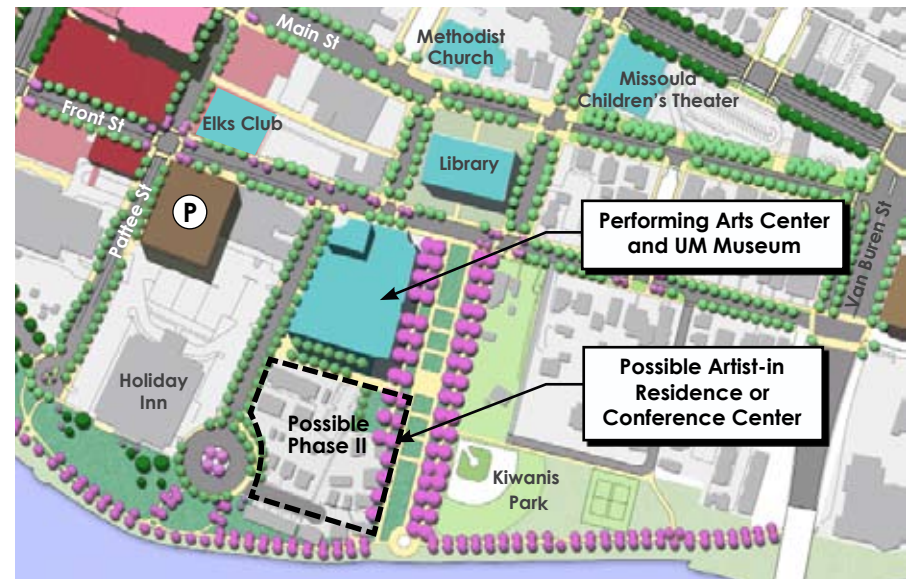
- **Performing Arts Center**—The current First Interstate Bank site at the intersection of Washington and Front streets should be reserved to accommodate 60,000 sf for the performing arts
- **University of Montana Art Museum**—May include a shared facility with the Performing Arts Center with the need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



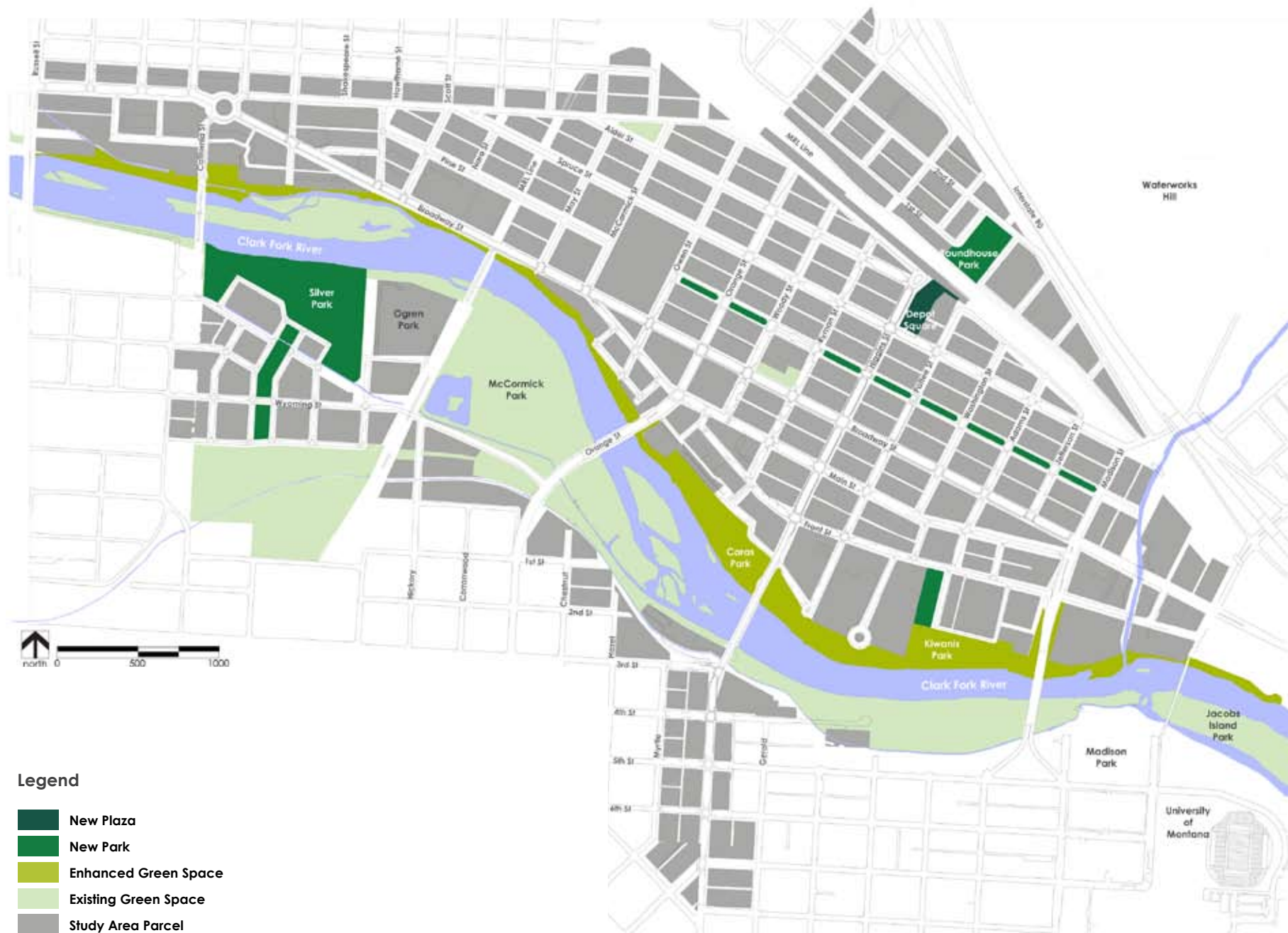
Neighborhood Park



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

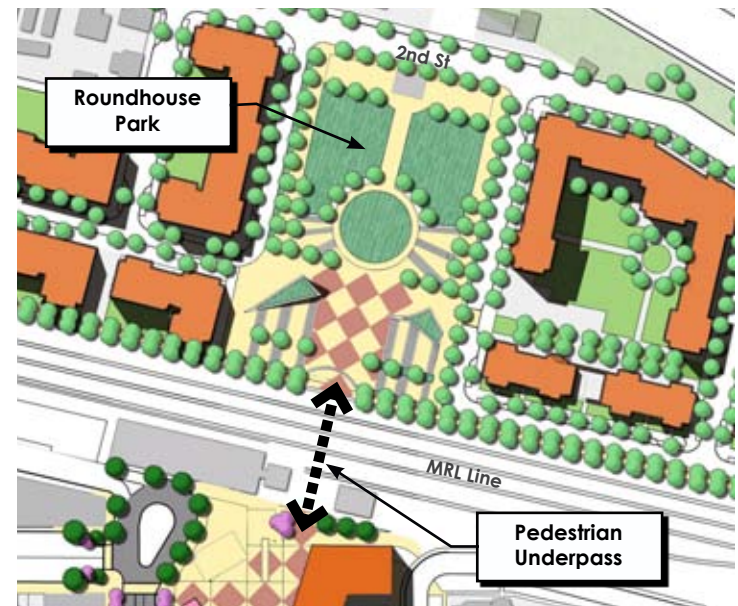
Roundhouse Park should be a passive neighborhood park amenity serving residential development in the Railyard housing district.

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



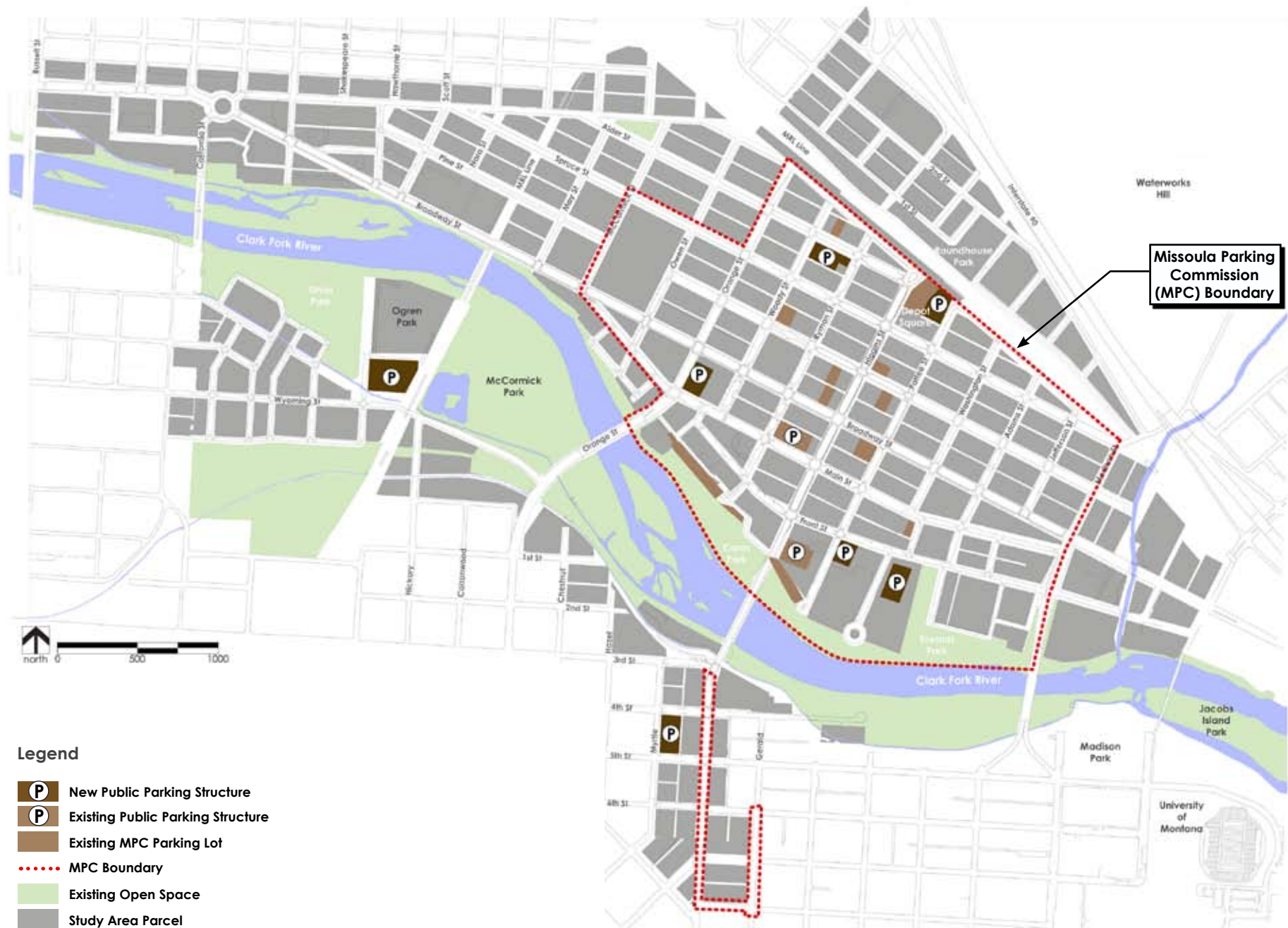
Retail Parking Structure



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



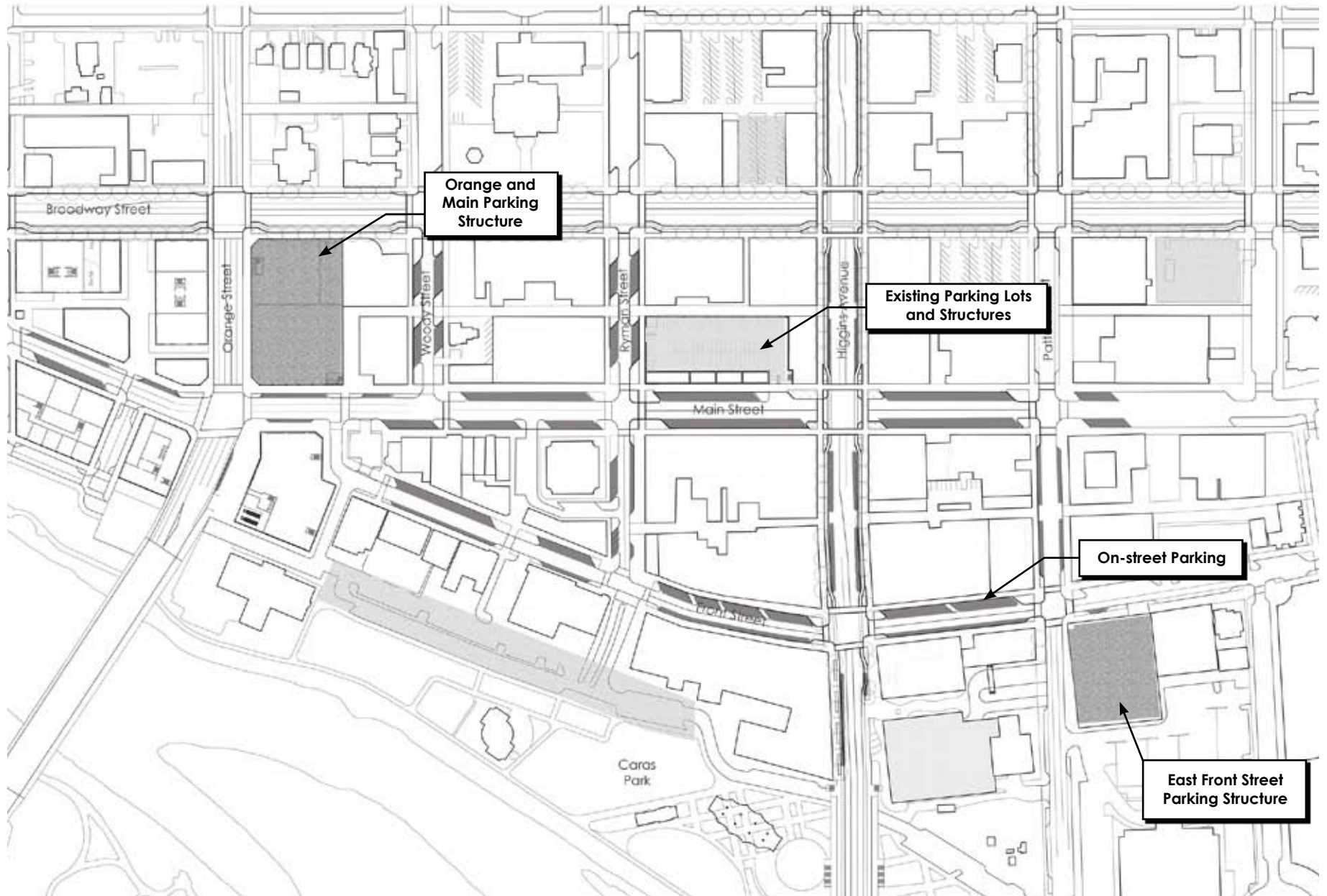
Safe



Compatible Architecture



Active Ground-Floor Use



Retail Parking Diagram

East Front Street Parking Structure

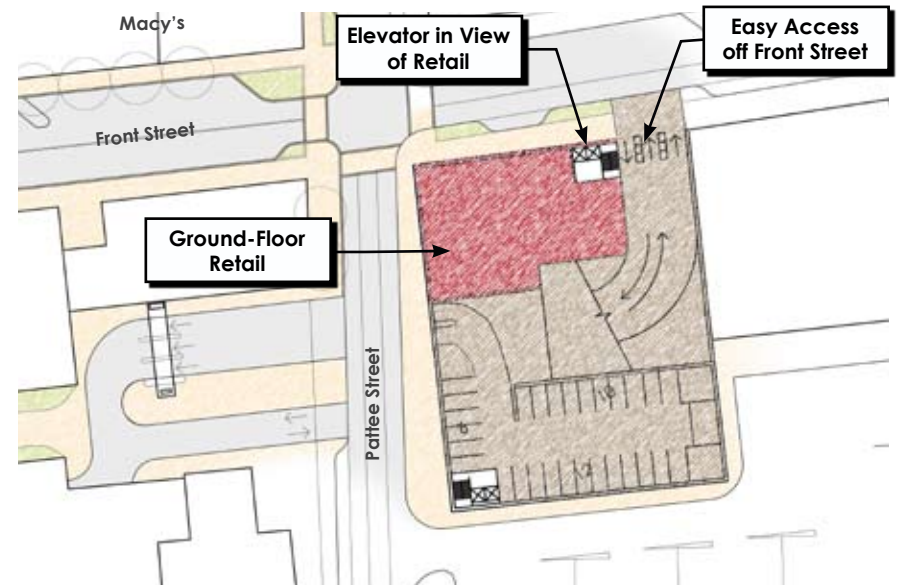
This structure meets the immediate need of downtown retailers and employers and should be the highest priority of the Missoula Parking Commission.

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.

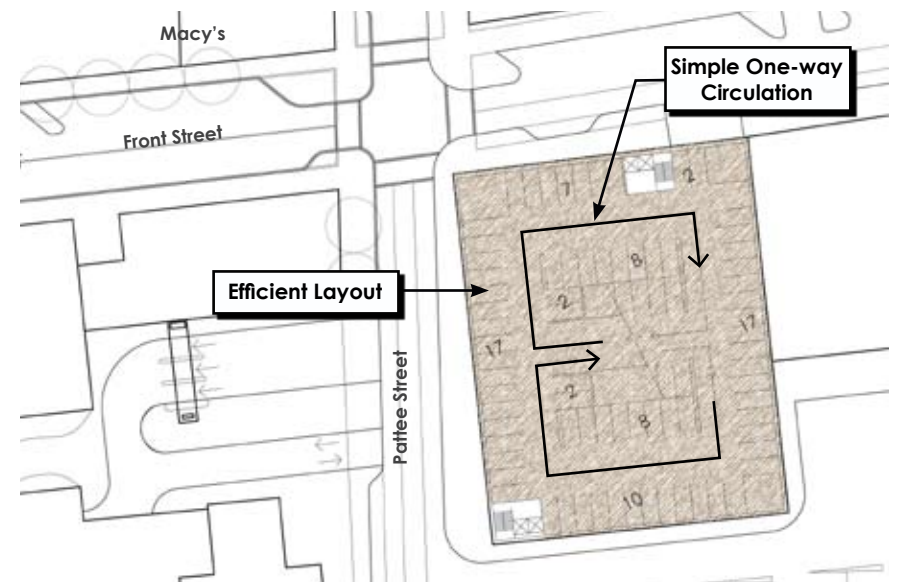
A minimum of 200 spaces should be reserved at all times for the use of retail shoppers. Shared use of the parking structure should be allowed. Shared spaces could be reserved for employees of First Interstate Bank, Macy's, Holiday Inn, and other adjacent businesses during office hours and available for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

