Missoula Transportation Options Action Plan FINAL DRAFT

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INTRODUCTION

1.1 WHY THIS PROJECT?

Missoula is a growing and diversifying community. Since 2012, the city has grown by 5,400 people and by 2035, nearly 17,000 more people are projected to live in Missoula. More than 1,000 new housing units were added to Missoula's stock in 2019 and 2020. Thousands more units will be needed to meet the increasing demand. If Missoula continues its current trend of primarily driving alone, streets will not be able to accommodate the increase in travel demand. The result will be more traffic, poorer air quality, and increased safety concerns.

To accommodate growth sustainably and efficiently, the City of Missoula and the Missoula Metropolitan Planning Organization (MPO) have ambitious goals to get more people walking, biking, taking transit, and sharing rides while increasing access to affordable housing. The City has also done extensive planning work to help solve housing affordability challenges as well as focus growth inwards.

The 2021 Long-Range Transportation Plan (LRTP) identifies actions to:

- Identify strategies to better manage and utilize downtown parking.
- Develop a Transportation Options Policy that will require and/or incentivize transportation options programs and infrastructure for existing employers and through the development review process.

Building from the recommendations in the LRTP and a focus on housing affordability growing inwards, the Transportation Options (TO) Action Plan identifies programs, policies, and recommended code changes to enhance transportation options in Missoula. The recommendations from this Plan will feed into the *Our Missoula: Code Reform* process currently underway. Recommended actions and strategies may evolve as the Code Reform process gets underway. TO Plan implementation is an integral part of the Code Reform process and TO requirements will reflect ongoing community and internal stakeholder engagement.

What is the *Our Missoula: Code Reform* project?

The *Our Missoula* project (also referred to as "Code Reform") is an extensive, multi-year project that the city is undertaking to refresh Missoula's vision for future growth and modernize the city's zoning and development codes. The project will result in an updated Growth Policy and the adoption of a Unified Development Code (UDC). Through this process, the City of Missoula is updating its policies and regulations in response to Missoula's current and emergent land use needs, including housing affordability, equity, and climate resilience.

The Code Reform project involves six key phases:

- **Phase 1: Research and Awareness** – Build awareness and inform the community.
- **Phase 2: Define the Problem** – Identify how the city's code and policies fall short in addressing equity and community needs.
- **Phase 3: Explore Scenarios for the Future** – Envision what change and progress could look like for Missoula.
- **Phase 4: Update the Growth Policy and Future Land Use Map** – Affirm the community's vision.
- **Phase 5: Reform the Development Code** – Craft specific changes to implement the vision and address key needs.
- **Phase 6: Public Review and Adoption of the Unified Development Code** – Implement Missoula's Vision.

What's Included in the TO Action Plan?

Missoula's Transportation Options (TO) Action Plan will help guide code changes and program investments to help Missoula meet its transportation and growth goals. The Action Plan provides detailed recommendations on the following topics:

- ***TO in the New Development Process:*** Recommendations for developers to provide supportive infrastructure and programs during the development process to help people take transit, bike, and share rides. Strategies for developers include the provision of vehicle and bike parking, showers and lockers, transit amenities, among others.

- ***TO for Existing Employers:*** Recommendations for existing employers to offer TO as an employee benefit and access management strategy, including multimodal subsidies, paid parking, parking cashout, and more.

- ***Parking Code:*** Recommendations for future parking code updates and other TO-supportive code amendments to be considered in the upcoming comprehensive City Code Reform initiative.

- ***Parking Management:*** Recommendations to update Missoula's parking management strategies to make better use of the existing parking supply.

- ***Supportive Programs and Services:*** The success of the new regulatory framework recommended through developer and employer TO programs will depend on a robust foundation of citywide and regional transportation options services and programs. Recommendations are included for new services and programs, as well as enhancements to those that are currently in place, ranging from transit service enhancements to expanded marketing of transportation options.

> **What are Transportation Options (TO)?**
>
> Transportation options (TO) refers to convenient, affordable, sustainable, and accessible mobility choices that can replace private single-occupant vehicles: travel modes like transit, walking, bicycling, carpooling, and car share. Having transportation options is key to managing transportation demand, reducing our city's climate impact, and ensuring equitable access to opportunity for all residents and workers in Missoula. If there are easy and convenient alternatives to driving alone for most trips, people are able to choose the option that best suits their needs. TO strategies include transportation services and amenities; active transportation such as biking, walking, and rolling; parking management; multimodal subsidies; and education to help people bike, walk, take transit, and share rides for more trips.

Guiding Principles

Early in the TO Action Plan process the project team developed a set of guiding principles that shaped the work at each step along the way. The principles were refined in conversation with the Project Management Team and other stakeholders to ensure the recommendations meet the needs of City staff and those who would be required to implement the TO program requirements in the future.

Throughout the process, the project team ensured the recommendations were:

- Locally Tailored: Is it right for Missoula?
- Collaborative: No one group or entity will bear the burden of enhancing transportation options programs in Missoula.
- Equitable: Expand access to opportunities for communities who depend on transportation options and improve transportation and housing affordability.
- Flexible: Provide a range of choices for developers, employers, or other partners to implement transportation options.

- Easy to Implement: Be reasonable about what's possible within existing resources and staffing capacity and expertise.
- Clear and objective: Offer clear guidance to achieve the outcome.

1.2 WHAT ARE MISSOULA'S EXISTING PLANS, POLICIES, AND PROGRAMS?

There are several adopted City plans, policies, and programs in Missoula that set the stage to enhance transportation options programs, requirements, and incentives.

Supportive Plans

The 2021 *Long-Range Transportation Plan* **(LRTP)** provides support to enhance transportation options by: improving the safety and convenience of biking and walking, connecting destinations with sustainable travel options, and increasing access to high-quality and high-frequency transit stops and routes.
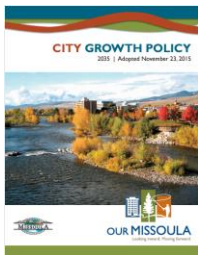
Our Missoula City Growth Policy: 2035 **(CGP)** provides a strong base of adopted policy that supports TO implementation citywide. One of CGP's foundational policy directives is the "Focus Inward" concept, which encourages new growth by expanding existing transportation options within areas that have existing infrastructure. CGP aims to reduce automobile dominated development and plans for the effects of parking, accessibility, and transit.

Bicycle Facilities Master Plan established a strategy for improving bicycling in Missoula and is the guiding document for bikeway implementation.

Pedestrian Facilities Master Plan developed a strategy for providing a connected, safe, and accessible pedestrian network, prioritizing new sidewalks and upgrading existing facilities to meet or exceed ADA requirements.

Supportive Policies

There are several policies and sections of city code in Missoula that help support the implementation of robust transportation options programs and strategies:

- The City's Public Works Manual Chapter 7.2.3.A specifies that traffic studies must consider transportation demand management as a mitigation measure.

- Title 12 supports TO programs through building more complete streets. The city code describes permitting, construction, and review requirements pertaining to the public right-of-way where no right-of-way improvements exist and requires installation of curb and sidewalk and access to multimodal networks. New development and renovation projects adding more than 200 square feet of floor area must upgrade hazardous or deteriorated right-of-way as determined by the City Engineer.

- Missoula's Complete Streets Policy (Resolution 8098) requires that improvements for people biking, walking, and taking the bus be included with all types of public and private transportation infrastructure projects.

- The Design Excellence Overlay is a zoning overlay that focuses on stronger architectural design and development standards, including incentives for progressive parking management, in the greater Downtown Missoula area and along major commercial corridors. On-site vehicle parking reductions of up to 50% of the base parking requirement are available for developing near transit stops and bike lanes, and for providing ample bicycle parking. On-street parking may be counted toward the on-site parking requirement, and parking requirements may be eliminated for some adaptive reuse projects.

Existing Transportation Options Programs

Missoula also has a long history of delivering strong transportation options programs. These programs will be an important backbone to implementing effective and well-supported transportation options requirements.

- **Missoula in Motion (MIM)** is the City's existing transportation options program. MIM offers a range of education and encouragement programs, including personalized trip planning, commute trip logging through the *Way to Go!* platform, support for commuter programs, an annual Workplace Commuter Challenge, and a website with extensive transportation options information. MIM's existing relationships with local businesses will be a strong foundation to seamlessly implement the existing employer requirements.

- **Mountain Line**, the local transit agency, offers zero-fare transit for all. Zero-fare transit provides an important message to developers and employers that will be triggered to comply with the TO requirements: the city and transit agency are helping to make transit affordable and easy to use for employees and residents. Community Outreach specialists are also staffed to promote the use of transit and other transportation options.

- **Associated Students of the University of Montana** (ASUM) Office of Transportation promotes and provides sustainable transportation options. ASUM offers individual trip planning consultation, operates three bus lines that are free and open to the general public, and offers gameday shuttles serving the University of Montana football stadium as well as a free river shuttle during the summer months.

- **The Missoula-Ravalli Transportation Management Association** is a non-profit that organizes commuter vanpool services. Subsidized vanpools are included as one of the many strategies employers can choose from to adhere to the recommended TO requirements (see more detail below in the Transportation Options for Existing Employers section).

A complete overview of the Existing Conditions is provided in Appendix A at this link.

1.3 WHERE ELSE HAS THIS WORK BEEN DONE?

Missoula is by no means the first city to tackle the question of how to integrate TO into the development process, ask employers to offer TO programs and benefits, and rethink its parking code and parking management approach. Cities across the United States have implemented a range of strategies to incorporate transportation options into the development review process and right size and better manage their parking to help meet their transportation goals. A summary of peer research is provided below. These takeaways were used to inform recommendations for Missoula See more detail on peer city programs and national best practices in Appendix B here.

TO Plan Requirements for **Developers**

Some cities require TO plans for all new development over a certain size. Size thresholds are generally based on square footage and/or the number of dwelling units. For example, Santa Monica's TO program, one of the country's oldest and best-known programs, requires new developments 7,500 sq. ft. or larger, with 16 dwellings units or more, to develop and operate a TO plan, and pay an annual fee that helps fund the City's staff to review plans and monitor programs. TO plans help the developer document the strategies that will be implemented and include an overview of how they will demonstrate progress toward mode share or other goals.

How does this apply to Missoula? *The recommendations for Missoula include a TO plan requirement for developments over a certain trip threshold.*

Points-Based System for **Developers**

One of the most popular practices is a points-based system where developers select from a menu of transportation options with each strategy worth a set number of points based on its level of effectiveness in reducing single-occupant vehicle (SOV) trips, vehicle miles traveled (VMT), or greenhouse gas emissions. This allows developers to choose strategies that best meet their tenants' needs and fit the local context. For example, San Francisco's Shift program includes a spreadsheet-based points model that establishes targets for development projects, indicating the level of TO requirements the developer must adhere to. San Francisco identifies many measures developers may choose from, including car-share parking, family amenities such as strollers or cargo bikes, on-site childcare, shuttle bus services, and vanpool programs.

How does this apply to Missoula? *The recommendations for Missoula include a points-based system to maximize flexibility and tailor solutions to the local context.*

Category	Measure		Points
ACTIVE-1	**Improve Walking Conditions: Option A - D** Provide streetscape improvements to encourage walking.	●	1
ACTIVE-2	**Bicycle Parking: Options A - D** Provide secure bicycle parking, more spaces given more points.	●●●●	1 - 4
ACTIVE-3	**Showers and Lockers**	●	1
ACTIVE-4	**Bike Share Membership: Locations A - B** Provide a bike share membership to residents and employees for one point, another point given for each project within the Bike Share Network.	●●	1 - 2
ACTIVE-5A	**Bicycle Repair Station**	●	1
ACTIVE-5B	**Bicycle Maintenance Services**	●	1
ACTIVE-6	**Fleet of Bicycles**	●	1
ACTIVE-7	**Bicycle Valet Parking**	●	1
CSHARE-1	**Car-share Parking and Membership: Options A - E**	●●●●●	1 - 5
DELIVERY-1	**Delivery Supportive Amenities**	●	1
DELIVERY-2	**Provide Delivery Services**	●	1
FAMILY-1	**Family TDM Amenities: Options A - B**	●●	1
FAMILY-2	**On-site Childcare**	●●	2
FAMILY-3	**Family TDM Package**	●●	2
HOV-1	**Contributions or Incentives for Sustainable Transportation: Options A - D**	●●●●●●●	2 - 8

San Francisco's TDM Menu of Options includes strategies applicable to a range of transportation modes, as well as programmatic strategies including some focused on making it easier for families with children to reduce their driving trips. This image shows and excerpt from the full Menu of Options.

Image source: https://default.sfplanning.org/transportation/tdm/TDM_Measures.pdf

Geographic Requirements for <u>Developers</u>

Cities have defined areas and districts where developments located within the boundaries are subject to TO requirements. This approach allows the city to focus the policies and requirements in areas where transportation options are particularly robust and/or where special attention is needed to manage the transportation system. For example, the City of Boulder's district-based TO program is funded through a portion of property tax revenue that is allocated to a General Improvement District (GID). These districts require active parking management, maximizing multimodal connectivity, providing robust transportation options, and creating destinations and a sense of place.

How does this apply to Missoula? *The recommendations for Missoula require all new developments over a certain trip threshold meet the TO requirements. However, a location-based credit is provided to developments in certain areas where the City prioritizes development based on its focus to grow inwards.*

Fee-Based Incentive Program for <u>Employers</u>

Some cities have implemented a fee-based incentive program to make sure companies support their employees to bike, walk, and take transit to work. This fee can be levied on the employer if certain commute benefits are offered, such as free parking, to then provide funding to the city's transportation department to fund TO programs. For example, Washington D.C. requires employers that offer employee parking benefits to provide a Clean-air Transportation Fringe Benefit (e.g., transit pass, bicycle commuting reimbursement, vanpool fares) or pay a Clean Air Compliance fee of $100 per month for each employee. Employers may also implement their own transportation demand management plan in lieu of the fringe benefit or compliance fee, in compliance with DOT standards.

How does this apply to Missoula? *The recommendations for Missoula include an opportunity for employers to pay a fee in lieu of implementing a transportation options plan.*

TO Plan Requirements for <u>Employers</u>

Some municipalities require businesses to create TO plans for their employees to reduce traffic during peak hours. Typically, cities craft a range of potential transportation options and employers choose the most applicable to their employees' needs. Companies submit the selected strategies they plan to implement, and then update periodically by reporting the drive alone rate and the mode share. For example, the Santa Monica Emissions Reduction Plan is a city-wide TO plan that requires most employers to offer education and incentives to use sustainable transportation options. Employers must designate an Employer Contact to develop and administer the

What is an employer in Santa Monica required to do?

The Emission Reduction Plan

The Emission Reduction Plan (ERP) is an annual requirement for all Santa Monica employers with 50 or more employees. For the ERP, you will submit important information about your organization and how your employees get to work.

The City of Santa Monica uses this information to guide projects that manage traffic congestion, improve air quality, and promote wellbeing among Santa Monica residents, employees, and visitors.

How do we benefit?

Reducing vehicle trips can significantly help reduce greenhouse gas emissions. Beyond environmental reasons, there are many other benefits for your business and employees:

- Cost savings for your employees when

Santa Monica's Employer TDM handbook describes in detail the responsibilities of the on-site Transportation Coordinator.

Source: https://www.santamonica.gov/Media/Mobility/GoSaMo_ETC_Handbook_EH_201026.pdf
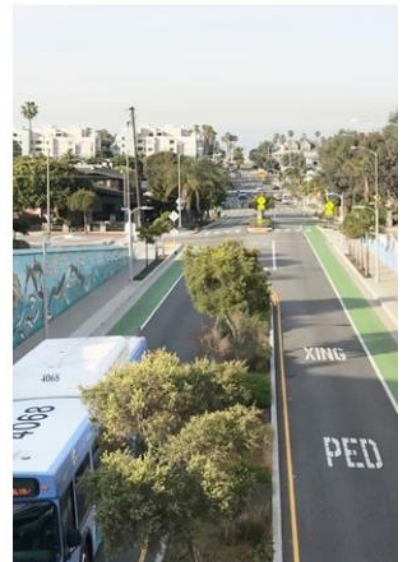
TO plan, set a target average vehicle ridership (AVR) goal, and manage the annual survey. Companies that meet or exceed their AVR are eligible for a reduction in their Annual Transportation Fee ($18 per employee per year), which funds Santa Monica's TO program and staff. Other requirements include a parking cash out and emergency ride home program for employees.

How does this apply to Missoula? *Applicable developers and employers in Missoula will need to develop a TO plan to document how they will adhere to the TO requirements.*

Commute Program or TMA Participation for <u>Employers</u>

Based on location or employer size threshold, companies may be required to offer TO incentives or participate in their local transportation management association (TMA) or transportation management organization (TMO). TMAs are typically public/private partnerships or non-profit organizations that bring together employers, developers, property owners, and government agencies to collectively establish policies, programs, and services that address local transportation needs. For example, GoLloyd TMA serves employees, residents, and businesses of the Lloyd District neighborhood in Portland, OR by providing transportation information, discounted transit passes, and multimodal incentives. The organization is funded through two revenue streams: fees collected through an Enhanced Services District that are paid by property managers, tenants, businesses, developers, and property owners; and revenue from parking meters in the neighborhood.

GoLloyd's website includes extensive transportation options information for commuters, residents, and employers in the Lloyd neighborhood.

Source: http://www.golloyd.org/

How does this apply to Missoula? *Downtown could be an opportune place to consider the formation of a transportation management association (TMA) in the future. A partnership between Missoula in Motion and the Missoula Parking Commission could be considered to leverage parking revenue, transportation options program expertise, and relationships with local businesses.*

Performance Monitoring

TO requirements work best when supported by robust performance monitoring that holds developers and employers accountable for maintaining effective TO programs. Monitoring for both developer and employer programs generally consists of periodic surveying and/or observation of travel behavior to measure single-occupant vehicle trip rates, with an accompanying summary report submitted to the city for tracking performance. Some cities are empowered through city code to take strong enforcement action against sites or employers that do not meet (or make a good-faith effort to meet) their established performance targets. Maintaining effective performance monitoring can be challenging. Examples of common issues include:

- Staff turnover on the developer and employer side can make regular communication about TO requirements difficult and result in excess work for city staff to maintain connections. Each time a new responsible party on the developer or employer side is on-boarded, they must be brought up to speed on program requirements and monitoring and reporting procedures.

- Lack of survey responses may result in sample sizes that do not provide statistically valid results, making it difficult to understand the true travel behavior on site and if the tenant or employer is making progress toward mode split goals.

- Developers and employers may skew survey results by offering incentives for not driving alone only during the known survey or observation period.

- City agencies may not have adequate code mechanisms by which to enforce program requirements. If developers and employers know there is no "stick" to complement the program's incentive "carrots," they are less likely to operate effective TO programs.

How does this apply to Missoula? *A performance monitoring approach is recommended as a key element of a successful transportation options program and requirements.*

Parking Code and Parking Management

Cities of all sizes and in all corners of the country have comprehensively overhauled their parking systems, including updating their codes to remove minimum parking requirements and require parking to be leased separately from housing units, and rolling out modern management strategies that maximize the usefulness of the parking that already exists. In reforming parking systems, these cities have realized desirable outcomes including reducing sprawl, greater investment in multimodal transportation networks, reduced development and housing costs, and reduced traffic congestion.

South Bend, Indiana, St. Paul, Minnesota, Ann Arbor, Michigan, and Buffalo, New York have eliminated minimum parking requirements citywide in recent years. In Buffalo in the first two years after parking requirements were eliminated, 21% fewer parking spaces were constructed with new development than would have previously been required. In San Francisco, publicly managed parking is leased on an hourly or daily basis (as opposed to longer-term leases such as monthly or annual passes), and the parking rate structure varies by time of day to respond to demand. This has resulted in increased off-street parking utilization, reduction in hourly parking rates, increased on-street parking availability, and decreased single-occupant vehicle commuting into the city center.

How does this apply to Missoula? *Reduced parking requirements and the potential removal of parking minimums are outlined as a key strategy in the recommendations. The successful rollout of TO requirements will need to be complemented by parking management strategies that help to manage the demand for parking.*

Developer Spotlight: Get Around Slabtown (Portland, OR)

Developers in Portland's Slabtown neighborhood formed a non-profit entity, called Get Around Slabtown, to manage TO requirements and act as a liaison between developers and the City. The Slabtown Master Plan requires employers located in the area to offer their full-time employees two multimodal benefits: (1) a monthly monetary multimodal incentive that is scaled up based on size ($30/month for small employers up to $80/month for large employers) and (2) a guaranteed ride home program. Get Around Slabtown manages a transportation information website, helps Slabtown's approximately 38 employers understand and administer their multimodal benefits, organizes transportation information meetings for new employees and residents, and administers an annual travel survey which helps the City understand and monitor travel behavior within the area.

Image source: Nelson\Nygaard

1.4 WHO DID WE ENGAGE WITH?

The stakeholder engagement process was designed to help the project team develop broadly supported recommendations for the design and implementation of required TO strategies. Four key advisory and stakeholder groups provided input throughout the process. They include City of Missoula staff from a broad range of departments and agencies whose expertise and close involvement will be crucial to implementation

success; private employers, builders, and developers who would be subject to potential TO program requirements; and community representatives who could see the benefits or impacts of expanded TO programs in their daily lives.

Stakeholder Engagement Schedule and Groups

Stakeholder engagement helped the project team:

- Ground truth existing conditions findings.
- Identify and understand issues and opportunities.
- Identify potential requirements and triggers for new development and for employers.
- Identify parking code and management reforms that could be palatable for Missoula.
- Vet and test potential TO triggers under theoretical development scenarios.

Stakeholder involvement kicked off in Fall 2021 with Steering Committee and Focus Group meetings and wrapped up with a final Steering Committee meeting in early Summer 2022 (**Error! Reference source not found.**).

Figure 1   Project Schedule & Engagement Milestones

The project team focused on gathering input from these key groups rather than a broader general public community engagement process for several reasons:

- Outreach focused on developers and employers because they would be the groups that are directly impacted by new requirements and programs.
- Much of this process focused on issues and opportunities with current internal city programs, policies, and codes.

- The upcoming citywide Code Reform project, which is how much of this project's recommendations will be enacted, will give ample opportunity for community input on the specific changes to city code.

The composition and role of stakeholder groups and their opportunities for input are summarized in Figure 2. See Appendix E for a full summary of the stakeholder engagement process.

Figure 2   Stakeholder Groups

Group	Role	Who Was Represented

Project Management Team	Provide an ongoing advisory role on current project topics and issues.	▪ City of Missoula
		  – Long-Range Planning
		  – Missoula in Motion
		  – Infrastructure & Mobility

Steering Committee	Advise on strategic direction and key decisions.	Included a mix of City staff and implementation partners.
		▪ City Council
		▪ City of Missoula
		  – Community Planning, Development, & Innovation
		  – City Attorney
		  – Parking Commission
		▪ Implementation partners
		  – Mountain Line
		  – University of Montana
		  – Builders and developers
		  – Downtown Missoula Partnership
		  – Affordable housing
		  – Missoula Economic Partnership

Functional Work Team	Advise on internal City processes and technical implementation considerations.	▪ City Attorney
		▪ Missoula Parking Commission
		▪ Bike & Pedestrian Program
		▪ Community Planning, Development, & Innovation (CPDI)
		  – Zoning
		  – Housing
		  – Energy Conservation
		  – Long Range Planning
		▪ Engineering
		  – Development Review
		  – Surface Transportation

Group	Role	Who Was Represented
Stakeholder Focus Groups	Advise on implementation considerations and functional implications of TO requirements.	▪ Missoula neighborhoods ▪ Transportation options providers ▪ Internal City group ▪ Missoula County and other government agencies ▪ Economic development ▪ Housing advocates ▪ Equity & accessibility ▪ Employers ▪ Developers & builders

Stakeholder Input Summary

Key themes from the Steering Committee, Functional Work Team, and the Focus Groups are summarized below by the main topic areas around which the project recommendations are structured: TO Requirements for New Development, TO Requirements for Employers, and Parking Code & Management.

TO Requirements for New Development

Stakeholders primarily advised that all development citywide should be required to implement TO programs, with requirements scaled by the size of the development, and a few exceptions for particular land uses. Generally, people wanted everyone to do their part to improve access to transportation options and help meet the city's transportation goals. Other key feedback included the following:

- Consider incentives for developers that are tied to implementing TO strategies, such as offering density bonuses in exchange for building less parking or allowing TO strategies to offset vehicle trips calculated in a traffic impact study (if required).
- Provide density bonuses for affordable housing construction, or financial assistance through grants to ease the financial burden of implementing TO requirements on affordable housing projects.
- Program requirements should be clear and objective, with no room for subjectivity or interpretation by staff or applicants.
- Triggers for TO applicability should be tied to estimated vehicle trip generation based on land use and building size.
- The program should not be overly burdensome for staff to administer or for developers to navigate. Developers should not experience undue burden in the

permitting process. Predictability of schedule is very important to help keep projects within budget and on schedule.

- Requirements must not hinder the development of "missing middle" smaller housing projects and should ensure that projects are incentivized to locate near existing transportation options and complementary land uses to focus growth inward.

- The TIS process should be updated to evaluate multimodal trip impacts and allow programmatic and physical mitigations identified in developer TO plans.

TO Requirements for Employers

Stakeholder focus groups included a range of employers, including size and geographic diversity. Feedback helped to craft employer TO recommendations, including:

- TO requirements for employers should be communicated to businesses as a benefit, outlining "What problems this can help solve for you," such as eliminating the hassle of buying and managing monthly employee parking permits, reducing costs to offer parking to employees, and improving employee retention and recruitment.

- Incentives to participate could include a reduced business license fee.

- Smaller employers might struggle to afford to implement TO requirements, especially those with less administrative support. City support for employer TO programs could include free bike racks and setting up public bike repair stations. Additional Missoula in Motion staff to support the TO program could include a dedicated employer liaison.

- Many employees have limited sustainable travel options and/or do not receive assistance from their employers to take alternative modes. Stakeholders support a tiered approach that scales requirements by number of employees and location.

Parking Code & Management

There was broad support across the stakeholder groups to remove minimum parking requirements and possibly replacing them with maximum parking limits, as well as expanding shared parking across the city. Other key feedback included the following:

- If minimum parking requirements are maintained, allow on-street parking to count toward the minimum requirement. If minimum requirements are maintained in some areas or for some uses but removed everywhere else, study the impacts of removal especially for residential versus commercial uses.

- There was general support to remove minimum parking requirements for commercial uses and maintain some level of requirements for residential parking.

- The City should support shared parking offering support to broker connections between businesses and property managers/owners.

- The Hip Strip and the entire Downtown Master Plan area are the most critical for updating and expanding parking management strategies. Midtown was also mentioned as an area ripe for expanded management as it continues to redevelop.

- Update the bike parking code to separate it from motor vehicle parking requirements, clarify the location and type of bike parking required, and adjust bike parking requirements to better match land uses.

- It is unclear how affordable housing might be subject to TO requirements. For example, funding sources for affordable housing development may make some parking strategies infeasible. More investigation is needed on this subject.

Transportation Options Programs & Services

Though the TO Action Plan includes only light detail on recommended updates and enhancements to transportation options programs and services, these provide essential scaffolding to support TO requirements throughout the region. Stakeholders suggested numerous ways to improve the existing landscape of TO services.

- Transportation options need to be marketed to the community through targeted outreach and services. This could focus on large events such as University of Montana football games; targeting people who drive for recreation access and people who live in areas already rich in transportation options; and engagement with the school community.

- Transportation options need to become part of the mainstream culture through better communication and creating a broad cultural shift. Messaging should focus on environmental, economic, and social benefits of reduced car usage and ownership, and health, wellness, and climate benefits of robust transportation options for the broader community.

- Targeted travel training should be provided so that people understand how to access transportation options. Targeted groups include older adults and people with limited English proficiency. Improved accessibility of transit schedules and information for people with limited vision and limited English was also identified as a priority.

- Add more transportation options and amenities, including car share, bike share, mobility hubs, new park-and-rides, dynamic carpool matching, and showers and lockers at workplaces to encourage active commute trips.

WHAT ARE THE RECOMMENDATIONS?

Transportation options requirements, supportive programs, and updates to the parking code and parking management can help the City of Missoula meet key goals to reduce fossil fuel dependency; increase the rates of walking, biking, taking transit, and sharing rides; focus growth inward; help businesses attract and retain talented workers; provide affordable access to sustainable transportation options; and increase access to affordable housing.

2.1 TRANSPORTATION OPTIONS FOR NEW DEVELOPMENT

As Missoula continues to grow, new development presents an opportunity to establish and continue land use and transportation patterns that advance City goals. TO plans for new development would require supportive infrastructure as part of the development process that is more challenging to implement after a commercial or residential building is constructed and occupied, and would ensure that programs and services are funded and available before tenants move in.

Why Require TO for New Development?

Requiring transportation options for new development can help to reduce the strain on the transportation system caused by travel demand from new residents, employees,

What other cities require TO for new development?

More and more cities across the country are requiring TO plans for new development through city code. Examples in Western states include:

- Santa Monica and Pasadena, California
- Boulder and Aspen, Colorado
- Eugene, Oregon (under development)

Peer Spotlight: In Boulder, all projects that trigger a traffic study must implement a TO program (thresholds for traffic studies are 100 peak hour trips for non-residential development, and 20 peak hour trips for residential). Two of the most impactful TO requirements are **providing subsidized transit passes and unbundling parking costs** from residential or commercial leases. The City's TO program is having a positive impact on citywide transportation and mobility goals: **there is a downward trend in daily vehicle miles traveled per capita, resident single-occupant vehicle mode share, and greenhouse gas emissions**.

and businesses by shifting new trips to sustainable travel modes and away from private automobiles. Missoula's TO program would require anyone whose building or development project meets the minimum established thresholds to implement certain strategies that support people taking transit, riding bicycles, walking, rolling, and sharing rides for trips to and from the development site. Requiring implementation of TO strategies at the development phase ensures that investments in supportive infrastructure, programs, and services made at the outset of the development can empower future tenants to choose sustainable travel modes as the preferred option from the start.

> **How do new TO requirements relate to the TIS process?**
>
> The City of Missoula already requires developers to mitigate their transportation impacts through the transportation impact study (TIS) process. New developments that will generate more than 200 daily vehicle trips may be required (at the discretion of the traffic engineer) to analyze expected impacts to nearby streets and intersections, transit, bicyclists, and pedestrians, and must consider access management, traffic calming, transportation demand, and other mitigation measures. While transportation options strategies are an option to mitigate vehicle trips, they are not applied consistently or frequently. Implementation of transportation options requirements should eventually be linked to the TIS process so that developers can use the TO requirements as an approved mitigation technique in the TIS process. TO requirements are not intended to cause additional burden on developers who are already subject to the TIS process.

What Are We Recommending?

Require TO Plans for All New Development Citywide, Depending on the Number of Vehicle Trips

All new developments and new buildings citywide over a certain number of dwelling units or that generate more than a certain number of daily vehicle trips would be subject to TO requirements (Figure 3). **TO requirements would not apply to detached single-family development.** Developments that fall under the trip or dwelling unit threshold would be exempt from requirements. Some land uses may also be exempt, but these would need to be defined in the Code Reform process (see more detail below on recommendations for the Code Reform process).

Figure 3 Recommended New Development Thresholds for TO Requirements

> **What is a TO plan for new development?**
>
> A TO plan is a customized set of strategies that applicable developers will commit to providing for residents, employees, and customers. Each strategy is worth a set number of points corresponding to its effectiveness in reducing single-occupant vehicle trips. Developers select strategies that add up to the total point value that is set according to development type and size. The TO plan also includes a mode share target (see 2.4 TO Performance Monitoring for more detail on mode share targets) and a monitoring plan for tracking progress. The TO plan will be created during the development review process. Documentation for compliance will be submitted every two years by the TO Contact onsite.

Type	Proposed Applicability Thresholds by TO Tier		
	Small	**Medium**	**Large**
Commercial	100 daily vehicle trips	200 daily vehicle trips	400 daily vehicle trips
Multifamily Residential	10-24 dwelling units	25-49 dwelling units	50 dwelling units
Mixed-Use	▪ 100 trips and any number of dwelling units, **OR** ▪ 10-24 units and any number of daily trips from commercial uses	▪ 200 trips and any number of dwelling units, **OR** ▪ 25-49 units and any number of daily trips from commercial uses	▪ 400 trips and any number of dwelling units, **OR** ▪ 50+ units and any number of daily trips from commercial uses

What qualifies as "new development?"

New development primarily means **new construction**. Renovations to existing buildings would not trigger TO requirements unless:

- The building is larger than the new development trip/size threshold;

AND

- The renovation involves a change of land use OR the building is functionally expanding by adding square footage.

Requiring TO strategies for new development citywide acknowledges that investments in transportation options are needed everywhere to move the dial on Missoula's climate, growth, and transportation goals. It also helps to avoid unintended consequences of imposing new requirements in some areas and not in others, such as disincentivizing new housing construction in desirable areas.

The level of TO strategies required are scaled by the size of the project and/or the number of daily vehicle trips estimated to result from the project (see detail below in The Menu of TO Options). Occasionally a development project may not have a finalized use or set of uses at the permit review stage from which to calculate anticipated vehicle trips. In this case, it is recommended that the vehicle trip estimates be calculated using a 50/50 (or similar distribution) mix of higher and lower intensity uses among those that could be reasonably expected at the site.

How should vehicle trips be estimated?

Traditionally, vehicle trip generation calculations are based on Institute for Transportation Engineers' Trip Generation Manual. This methodology relies on data collected from suburban sites and doesn't capture local context.

In the upcoming Code Reform process, Missoula should either develop locally-tuned trip estimates (similar to what cities such as Aspen, Colorado have done), or adopt an existing methodology such as the U.S. Environmental Protection Agency's Mixed-Use Development Trip Generation Model (MXD). Increased land use mix on or near a site can significantly reduce the number and length of vehicle trips that people make to meet their daily needs. Using a tool such as MXD would allow developers to realize the benefits of mixed-use projects and/or locating in existing mixed-use areas by reducing the overall number of vehicle trips calculated for their development project, which could result in lower TO strategy requirements.

For development projects that have an impact on roadways under the jurisdiction of Montana Department of Transportation (MDT), a process must be established in case updated trip estimation methodology is not directly aligned with MDT assessment requirements.

The TO Menu of Options

The TO menu of options is designed for maximum flexibility for the developer and maximum benefit for the City. Selecting from the menu would allow flexibility in choosing those strategies that are most feasible, impactful, and cost-effective given varying land use and transportation contexts across the city. There are three types of strategies:

- **Required Strategies** are baseline expectations that all developments should be required to enact.
- **Optional Strategies** include a long list of strategies that are applicable to various land use contexts.
- **Signature Strategies** are listed as a subset of Optional Strategies – they are deemed to be particularly impactful in encouraging multimodal travel and incentivizing development in the areas that best address community goals.

The menu of options is also organized into different tiers based on the relative level of effectiveness in reducing single-occupant vehicle trips. All strategies other than the Required Strategies are assigned point values that correspond with their trip-reduction effectiveness – higher point values mean the strategy is more effective. A developer would select strategies to achieve the point total that correlates with the development size and use. Larger projects would be required to attain more points, since their impact on the transportation network is greater. Developers may achieve their required point total by choosing only Signature Strategies, or by selecting a mix that includes at least some Tier 2 strategies. This ensures that developers select strategies that are most effective, rather than only choosing strategies that may be simpler to implement but are also less effective.

The points allocation framework by use and size outlined in Figure 4 is an example of how the menu of options could be operationalized. More detailed testing and engagement with the community, developers, and City staff is needed during the Code Reform process to finalize the approach.

Figure 4   Example Point Requirements by Type and Size

Development Type	Small	Medium	Large
Residential	**8 points total** At least 4 of which are from Tier 2 OR ▪ All of which are signature strategies	**12 points total** At least 8 of which are from Tier 2 ▪ OR All of which are signature strategies	**16 points total** At least 12 of which are from Tier 2 OR ▪ All of which are signature strategies
Commercial	**8 points total** At least 4 of which are from Tier 2 OR ▪ All of which are signature strategies	**12 points total** At least 8 of which are from Tier 2 OR ▪ All of which are signature strategies	**16 points total** At least 12 of which are from Tier 2 OR ▪ All of which are signature strategies
Mixed-Use	**6 points total** At least 4 of which are from Tier 2 OR ▪ All of which are signature strategies	**9 points total** At least 6 of which are from Tier 2 OR ▪ All of which are signature strategies	**12 points total** At least 9 of which are from Tier 2 OR ▪ All of which are signature strategies

Why do mixed-use projects have lower required point totals?

In line with community goals, the City of Missoula encourages the development of individual buildings and areas where a mix of uses contributes to creating vibrant, thriving neighborhoods. To incentivize mixed-use development through the TO requirements and reduce potential barriers to development, mixed-use projects would have a lower level of required TO strategy points. Mixed-use projects also tend to result in a lower number of trips, assuming that there is some level of internal capture (meaning that some needs can be met within the mixed-use site, rather than requiring a trip to another location away from the development site).

Not all TO strategies are applicable to all types of development, so the menu indicates whether the strategies are applicable to Commercial, Residential, or Mixed-Use development.

- Commercial: The menu includes TO strategies that are applicable to commute trips and includes infrastructure and programming options that encourage employees to bike, walk, take transit, or share rides. It also provides strategies to support midday trips or chaining trips to and/or from the work site.

- ▪ <u>Residential:</u> The strategy options for residential developments are designed to accommodate multifamily residential uses. TO elements include providing covered bike parking and bike repair stations, real-time transit information, shared micromobility options such as e-scooters or shared bikes, and pricing strategies that help separate the cost of parking from the cost of living, thus making housing projects more affordable for developers and future residents.

- ▪ <u>Mixed-Use:</u> As with Commercial and Residential development described above, the menu offers strategy options applicable to all types of trips, since the land use and transportation context for mixed-use developments may be more variable and these developments would generate commute trips, family trips, and others.

A link to the draft TO Menu of Options is <u>here</u>. The TO Menu of Options – including the list of strategies and the relative points for each – will be refined in the Implementation Phase.

What are the Required and Signature Strategies?

Required Strategies

Required Strategies are intended to support successful implementation of all other strategies, and the citywide TO program overall, through increased TO program awareness and data collection on travel patterns and modes. Required strategies consist of programs and staff time rather than infrastructure.

DEVELOPER TO CONTACT

All new developments would appoint an on-site transportation options contact to distribute TO materials to employees and tenants, communicate to employees and tenants any changes and updates to multimodal travel options, coordinate the biennial Travel Survey,[1] report TO plan status and progress to the City, and participate in Missoula in Motion programs (if applicable). The TO Contact would not be a full-time position. Rather, the duties could be handled by a property manager, someone in human resources, or a benefits coordinator, and would serve as a point of contact for the City regarding that site's TO Plan.

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[1] The travel survey helps to document how employees, residents, and visitors travel to the site to document progress toward the mode share targets.

TO MARKETING

All new developments would need to ensure transportation options information is provided on site using communication channels such as websites, newsletters, flyers, and social media for tenants, residents, and customers. Information would help them understand how to access the development site by sustainable travel modes and encourage sustainable travel through promotions, challenges, and events.

TRAVEL SURVEYS AND REPORTING

All developments would be required to administer a biennial travel survey created and analyzed by the City; the TO Contact is responsible for ensuring a reasonable response rate. See the Performance Monitoring chapter below for more details. The TO Contact would also provide a status report on a biennial basis documenting that the site is still in compliance with the TO plan.

Signature Strategies

The Signature Strategies are a featured set of strategies from the menu of options that would be particularly effective at encouraging multimodal travel and reducing drive-alone trips. They may also be particularly attractive to developers as they may be satisfied simply based on where the development is located and/or how much parking is provided.

LOCATION-BASED CREDIT

The Location-Based Credit incentivizes development in areas with strong existing transportation options by offering points toward a development's required point total for simply locating in areas aligned with City goals to focus growth inward. The Location-Based Credit could apply in the following areas; the final list of eligible areas will be finalized during the Code Reform process:

- Downtown Master Plan area.
- Midtown.
- Parcels with frontage along Design Excellence Corridors (Typology 1).
- Parcels within Development Nodes defined in the 2015 Growth Policy.
- Within 1/8-mile of the Primary Transit Network as defined in the 2018 Mountain Line Strategic Plan.
  - This area may be more clearly defined through the citywide Code Reform project as a distinct transit-oriented development zoning district. See more detail in Code Reform Opportunities below.
- Areas within ¼-mile access to the Milwaukee and Bitterroot commuter trails.

Other areas could be phased in later as TO programs and services are more viable across the city.

REDUCED PARKING

Reduced parking incentivizes and permits the construction of less motor vehicle parking on-site than is currently required by City code. This would reduce construction costs for new development projects and encourage people to drive less often.

SHARED PARKING

Shared parking agreements allow developments to share parking with adjacent sites to right-size the parking supply on-site and more efficiently meet the parking demands of people who choose to drive. One example of how this could work is a retail location whose excess parking could be shared for employees of other nearby businesses, designated as park-and-ride spaces for people riding transit, and/or shared with nearby residents for overnight parking.

Depending on the outcomes of the citywide Code Reform, the Reduced Parking and Shared Parking strategies may remain on the Menu of Options or may be implemented to some degree in certain locations or citywide. See more detail on parking strategies in the Parking Recommendations section below.

How Would This Play Out?

When a developer has determined the uses and size of a proposed building, or if a property owner is applying for a change of land use, they would calculate the estimated number of daily vehicle trips from the project. Projects that meet the trip threshold for a transportation impact study (TIS) would also have to coordinate a TIS process with the City.

The applicant would then apply for a building permit and work with the City development review staff to determine if TO program requirements apply, and which tier (Small, Medium, or Large) the project falls into. If the project is not exempt from TO requirements based on size or type, the applicant would then work with City staff to create a TO Plan that matches the developer's need and context, including setting a mode share target for the site. All projects above the size or trip tiers would incorporate the Required Strategies into their TO Plans; other strategies would be selected from the menu of options to meet the required points. R

Since the TO review would happen early in the development review and approval process, developers would have ample time to incorporate agreed upon physical improvements that might be part of the TO strategies, such as transit stop amenities or

bike repair stations. All projects regardless of TO program applicability would still be required to implement the existing code requirements that support TO programs and services, such as installing bicycle parking. An occupancy permit would then be issued upon review and approval of the final developer TO Plan. See Figure 5 for an illustration of the process and steps.

Figure 5   TO Review and Approval Process for New Development

Step 1: Developer calculates expected vehicle trip estimates and reviews TO requirements and TO Menu of Options

Step 2: City staff works with applicants to review TO Menu of Options and select appropriate TO strategies

Step 3: Developer creates a TO Plan that demonstrates how they will meet the TO points requirement

Step 4: TO requirements are applied to the building permit or land use application and checked against trip or dwelling unit thresholds

Step 5: City staff visit site to verify that required infrastructure and/or site amenities are in place per selectedTO Plan strategies

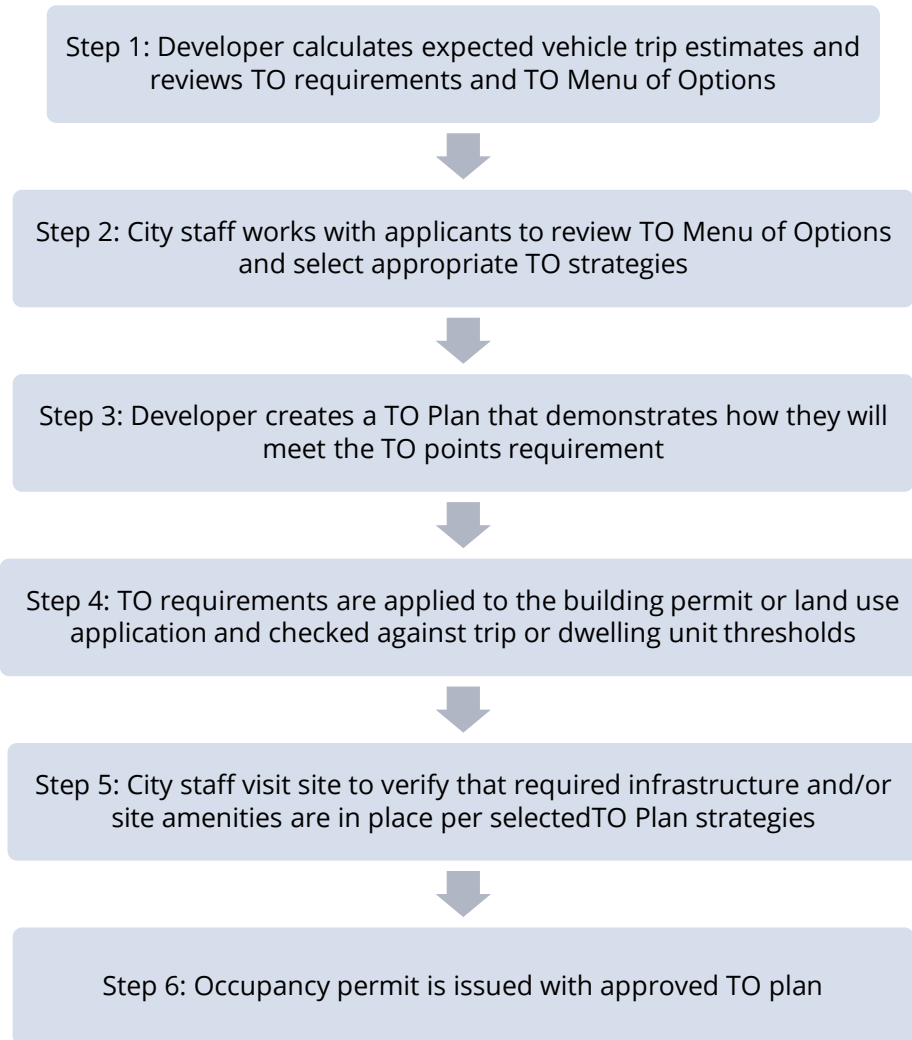Step 6: Occupancy permit is issued with approved TO plan

Figure 6 illustrates a visual framework of new development TO requirements, including recommended required strategies and strategy point requirements by type and size.

Figure 6   New Development TO Requirements Framework

New Development

Commercial

- **< 100 trips + exempted categories**
- **Project Tiers**
  Small: 100 trips
  Medium: 200 trips
  Large: 400 trips

- No additional TO requirements
- **Required Strategies**
  TO Coordinator
  TO Marketing
  Travel Surveys

Menu of TO Options	
Project Size	Points
Small	8 points
Medium	12 points
Large	16 points

Plus +

Existing Code Requirements

Residential

- **< 10 Units**
- **Project Size**
  Small: 10 units
  Medium: 25 units
  Large: 50+ units

- No additional TO requirements
- **Required Strategies**
  TO Coordinator
  TO Marketing
  Travel Surveys

Menu of TO Options	
Project Size	Points
Small	8 points
Medium	12 points
Large	16 points

Plus +

Existing Code Requirements

Mixed Use

- **< 100 trips / 10 units & exempted categories**
- **Project Tiers**
  Small: 100 trips or 10-24 units
  Medium: 200 trips or 25-49 units
  Large: 400 trips / 50 units

- No additional TO requirements
- **Required Strategies**
  TO Coordinator
  TO Marketing
  Travel Surveys

Menu of TO Options	
Project Size	Points
Small	6 points
Medium	9 points
Large	12 points

Plus +

Existing Code Requirements

Missoula County ~ City of Missoula
MPO
METROPOLITAN PLANNING ORGANIZATION

How do these recommendations compare with typical development patterns in Missoula?

Comparing development and building permit data from the past few years with the proposed TO size thresholds reveals the potential number of projects that would be subject to the TO requirements proposed here, assuming these development trends continue. Between January 2017 and June 2022, more than 1,300 building permits were issued in the City of Missoula. Key findings related to the expected flow of projects requiring TO Plans include:

- The total number of projects requiring TO Plans could be approximately 20 per year. The largest share of these (roughly 30%) could be Small Residential TO plans.
- Approximately 60% of Commercial projects would trigger TO requirements. Of these, roughly two-thirds would fall into the Large TO tier, with the remainder split evenly between Medium and Small tiers.
- Only six Mixed-Use projects were permitted in the time frame analyzed. All but one would have triggered TO requirements.

2.2 TRANSPORTATION OPTIONS FOR EXISTING EMPLOYERS

Why Require TO for Employers?

Missoula is the region's employment center, especially the Downtown core. With job growth across the city comes increasing congestion and parking pressures. Implementing TO programs can help to alleviate these issues. Employers make particularly good and important partners in TO programs because employees typically have predictable commute patterns and because employees form a captive audience for whom TO strategies can be tailored. Promoting and incentivizing transportation options is also a talent attraction and retention tool, since TO programs give people more options and flexibility in their commute.

While many employers already voluntarily offer some type of commuter benefit program, it is not available at all workplaces or at the same level of benefit. Requiring TO Plans for employers in Missoula would improve access to more jobs for more people, help manage parking particularly in downtown, and offer employers a tool to help attract and retain talented workers. The TO requirements for new development above (Section 2.1) would help to ensure that new buildings offer their employer tenants infrastructure and programming options, making it easier for employers to operate their own Employer TO Plans.

> **What other cities require TO for existing employers?**
>
> Many cities across the country require TO plans for existing employers through city code. Examples in Western states include:
>
> Santa Monica and Pasadena, California
>
> Eugene, Oregon (under development)
>
> **Peer Spotlight:** In Santa Monica, all employers with 50 or more employees must submit an annual Emissions Reduction Plan. Companies that meet or exceed their average vehicle ridership (AVR) goal are eligible for a reduction in their Annual Transportation Fee (which funds the City's TO program and staff time). Annual fees are approximately $18 per employee per year and increase automatically with the Consumer Price Index.

What Are We Recommending?

Require TO Plans for Existing Employers in Phases, Starting with Downtown Employers First

All employers in the Downtown Master Plan area with more than 20 employees would be subject to TO requirements. The program would require businesses to enact TO Plans to help their employees commute to work using sustainable modes. The level of TO strategies would be scaled by the size of employer, with larger employers being required to offer more robust TO programs. The largest tier includes businesses with 100 or more full-time employees reporting to the work site (Figure 7). These requirements are designed to be flexible so that each business can derive maximum benefit for themselves and their employees.

What is a TO Plan for existing employers?

A TO Plan is a customized set of strategies that employers will commit to providing for their employees. Each strategy is worth a set number of points corresponding to its effectiveness in reducing single-occupant vehicle trips. Employers select strategies that add up to the total point value that is set according to the number of employees who report to that work site. The TO Plan also includes a mode share target and a monitoring plan for tracking progress. The TO Plan will be created during the business licensing process. Documentation for compliance will be submitted every two years by the on-site TO Contact.

Figure 7   Recommended Size Thresholds for Employer TO Requirements

Small Employer	Medium Employer	Large Employer
20 – 49 full-time employees	50 – 99 full-time employees	100+ full-time employees

Businesses with fewer than 20 employees would not be subject to any TO requirements. Requiring TO strategies for employers with 20 or more employees addresses the feedback from stakeholders that investments in transportation options is needed by all to make meaningful strides on Missoula's climate, growth, and transportation goals, while balancing the potential difficulty of TO Plan implementation on small businesses.

Transportation Options requirements for employers would be phased over several years based on geography and begin with a pilot phase:

- **Pilot Phase (Year 0):** Volunteer employers
- **Phase 1 (Years 1-3)**: Downtown Master Plan Area
- **Phase 2 (Years 4-5)**: Downtown Master Plan Area and Typology 1 Design Excellence Corridors
- **Phase 3 (Year 6)**: Citywide

Phasing in requirements by geography allows more time for public and developer investment to build out the transportation options network so that new areas subject to the requirement in the future, such as Design Excellence corridors outside the Downtown Master Plan area, have a better foundation of transportation options on which to build employer TO Plans. It also allows the City and Missoula in Motion to learn from experience and grow internal communication, monitoring, and enforcement capacity to support increasing numbers of employers in the program.

Why Focus on Downtown?

The Downtown Master Plan area receives special focus in the TO program for several reasons: employment density, limited parking availability, and a concentration of transportation service options.

Downtown Missoula has the highest density of employers and employees in the region (with additional employees traveling to the adjacent University District), and the City aims to maintain a high concentration of jobs in the future. Figure 9 shows the distribution of Medium (50-99 employees) and Large (100+ employees) tier employers in the Downtown area.

Parking supply is already strained, and given the space and development constraints, construction of new parking is impractical and expensive. Thousands of people move in and out of downtown daily for work-related trips, which presents a strong opportunity to shift trips away from single-occupant vehicles and into sustainable travel modes.

The Downtown area is already well-served by transportation options: most Mountain Line transit routes converge downtown, and the bicycling and walking trail network connects into the Downtown area. Stakeholder feedback emphasized the importance of testing TO requirements in areas rich in transportation options before expanding to other areas of Missoula. Rolling out the first phase of requirements in Downtown Missoula will build on these existing successes to increase access to transportation options for 10,000+ workers, while only affecting 10% of the Downtown businesses (Figure 9).

Figure 8   **Locations of Employers in Downtown Master Plan Area with 50+ Employees**

Downtown Master Plan Boundary and Employers with 50+ Employees

Source: *ESRI Business Analyst/DataAxle, October 2021*

Number of Employees

- 50
- 100
- 500
- 1,000

☐ Downtown Master Plan area
☐ Missoula City Limits

0   0.125   0.25   0.5 Miles

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Figure 9   Number of Downtown Employers and Employees by TO Requirement Tier

Employer Size (Number of employees)	Number of Employers	Number of Employees	Percentage of Employers Downtown	Percentage of Employees Downtown
1-9	986	3,613	74%	22%
10-19	204	2,550	15%	16%
20-49 (Small)	95	2,756	7%	17%
50-99 (Medium)	28	1,860	2%	11%
100+ (Large)	14	5,476	1%	34%
Downtown Total	**1,327**	**16,255**	**100%**	**100%**
Total Subject to Recommended TO Thresholds				
20 or more employees Downtown	***137***	***10,092***	***10%***	***62%***

Source: *ESRI Business Analyst/DataAxle, October 2021*

How are Missoula employers offering transportation options today?

A number of employers in Missoula work with Missoula in Motion to offer customized transportation options benefits to their workers. These businesses provide valuable examples of what multimodal commute programs can look like in Missoula today.

St. Patrick Hospital

With more than 1,600 employees on the western side of Downtown, St. Patrick currently provides a wide variety of commute options. Their onsite coordinator helps market available programs to employees, such as secure covered bike parking, telework, and a sustainable trip incentive that contributes towards green programs at the hospital. The hospital contributes to Mountain Line's zero fare program, and partners with a nearby church to share parking stalls during the work week. Additionally, the hospital hosts new employee transportation orientations, and seasonal events including an affordable bike helmet sale.

WGM Group

Located in the Downtown Master Plan area, WGM Group offers their 65 Missoula-based employees a variety of sustainable transportation benefits. These include a proactive onsite coordinator who partners with Missoula in Motion for the annual Commuter Challenge, as well as hosting internal company commute events. Employees have access to an onsite vehicle for use during the workday to alleviate constraints of non-SOV commuting. On an honor system, WGM pays its employees for sustainable commuting, including telework.

City of Missoula Library

In collaboration with other organizations in the new building in Downtown, the City of Missoula Library offers 75 employees access to TO programs to encourage sustainable trips. There are covered bike parking stalls and a bike repair stand, as well as lockers and showers for active commuters. Parking is shared with a nearby theater, and parkers optionally can choose to fund a prize raffle for non-SOV commuters.

The Trailhead

Located Downtown adjacent to the Library, the Trailhead offers employees a cash incentive for using multimodal commute modes, including $1 per day to walk, bike, or take transit.

The TO Menu of Options

The TO Menu of Options is designed for maximum flexibility for the employer and maximum benefit for the City. Selecting from the menu would allow flexibility in choosing those strategies that are most feasible, impactful, and cost-effective given varying size of the business and transportation contexts across the city. There are three types of strategies:

- **Required Strategies** are baseline expectations that all employers would be required to enact.

- **Optional Strategies** include a long list of strategies that are applicable to variety of business and land use contexts.

- **Signature Strategies** are listed as a subset of Optional Strategies – they are deemed to be particularly impactful in encouraging multimodal commuting.

The menu of options is also organized into different tiers based on the relative level of effectiveness in reducing single-occupant vehicle trips. All strategies other than the Required Strategies are assigned point values that correspond with their trip-reduction effectiveness – higher point values mean the strategy is more effective. An employer must select strategies to achieve the point total that correlates with the tier they fall into based on the number of employees who report to the worksite. Larger businesses would be required to attain more points, since their impact on the transportation network is greater. Employers may achieve their required point total by choosing only Signature Strategies, or by selecting a mix that includes at least some Tier 2 strategies. This ensures that employers select strategies that are most effective, rather than only choosing strategies that may be simpler to implement but are also less effective. The points allocation framework by size outlined in Figure 10 is an example of how the menu of options could be operationalized. More detailed testing and engagement with the business community and City staff is needed during the Code Reform process to finalize the approach.

Figure 10   Example Point Requirements by Employers Size

Employer Size			
Exempt **Less than 20 FTE**	**Small** **20-49 Employees**	**Medium** **50 – 99 Employees**	**Large** **100+ Employees**
None Exempt from TO requirements	▪ **Implement required strategies only** OR Pay MIM fee in lieu of requirements (see below)	**10 points total** ▪ At least 6 of which are from Tier 2 ▪ OR All of which are signature strategies OR Pay MIM higher fee in lieu of requirements	**14 points total** ▪ At least 8 of which are from Tier 2 OR ▪ All of which are signature strategies OR Pay MIM highest fee in lieu of requirements

Review the entire draft menu of strategies with their tiers and point values here.

Required Strategies

Required Strategies would support successful implementation of all other strategies, and the citywide TO program overall, through increased TO program awareness and data collection on travel patterns and modes. Required strategies consist of programs and staff time rather than infrastructure. Required Strategies for Employer TO Plans are the same as for Developer TO Plans.

EMPLOYER TO CONTACT

All employers would be required to appoint an on-site transportation options contact to distribute TO materials to employees, communicate to employees any changes and updates to multimodal travel options, coordinate the biennial Travel Survey, report TO plan status and progress to the City, and participate in Missoula in Motion programs (if applicable). The TO Contact would not be a full-time position. Rather, the duties could be handled by a property manager, someone in human resources, or a benefits coordinator, and would serve as a point of contact for the City regarding that site's TO Plan.

TO MARKETING

All employers would need to ensure transportation options information is provided on site using methods such as websites, newsletters, flyers, and social media for employees and customers about how to access the site by sustainable travel modes, and encourage sustainable travel through promotions, challenges, and events.

TRAVEL SURVEYS AND REPORTING

The business's TO Contact would be required to support the City and/or Missoula In Motion distribute the biennial travel survey to track progress toward TO plan mode split goals. The Travel Survey[2] will be created and analyzed by the City; the TO Contact is responsible for ensuring a reasonable response rate. See the Performance Monitoring chapter below for more details. The TO Contact will also provide a status report on a biennial basis documenting that the site is still in compliance with the TO plan.

Signature Strategies

The Signature Strategies are a featured set of strategies from the TO Menu of Options that would be particularly effective at encouraging multimodal travel and reducing drive-alone trips.

MARKET RATE PRICED PARKING

Charge employees for parking on a monthly, or ideally a daily, basis (market rate parking). Cost may vary depending on location (e.g., Downtown/outside of Downtown).

PARKING CASH OUT

If parking spaces are partly or entirely subsidized for employees, then employers can offer their employees the option to give up their parking spaces and receive a cash subsidy equal to the amount of the cost of the parking space.

MULTIMODAL COMMUTER INCENTIVES

Provide cash, prizes, gift certificates, or other meaningful incentives (I.e., paid time off) for people who commute by biking, walking, carpool, vanpool, or transit to the worksite.

REMOTE WORK POLICY & SUPPORT

Establish flexible policies that encourage employees to work remotely as needed. At minimum, policies should allow remote work two days per week for at least 50% of employees.

How Would This Play Out?

The business license process is the common method for implementing employer TO programs, with an additional fee added to fund the staff. In the case of existing

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[2] The travel survey helps to document how employees, residents, and visitors travel to the site to document progress toward the mode share targets.

businesses, when the owner is renewing their business license, they would report the number of existing workers reporting to that location. They would also reference the current geographic boundaries for Employer TO Program applicability to determine if their business is located inside or outside of these districts (Downtown Master Plan area in Phase 1, extending to Typology 1 Design Excellence Corridors in Phase 2). Businesses that meet the Small, Medium, or Large employment tiers described in Figure 10 and are located in the current TO district(s) would then schedule a TO Plan review with City staff.

If the employer is not exempt from TO requirements based on total employees or location, the applicant would then work with City staff to create a TO Plan that matches their need and context, including setting a mode share target for the site (as described in Section 2.1: Transportation Options for New Development). All employers with more than 20 employees in the applicable TO districts would incorporate the Required Strategies into their TO Plans; other strategies would be selected from the TO Menu of Options to meet the required points. The general process for creating an employer TO Plan is described in Figure 11, and Figure 12 shows a visual framework of employer TO requirements, including recommended Required Strategies and strategy point requirements by employer size.

The City staff would need to work closely with businesses and Missoula in Motion to make sure that the TO Plan process provides employers with meaningful transportation benefits to their employees.

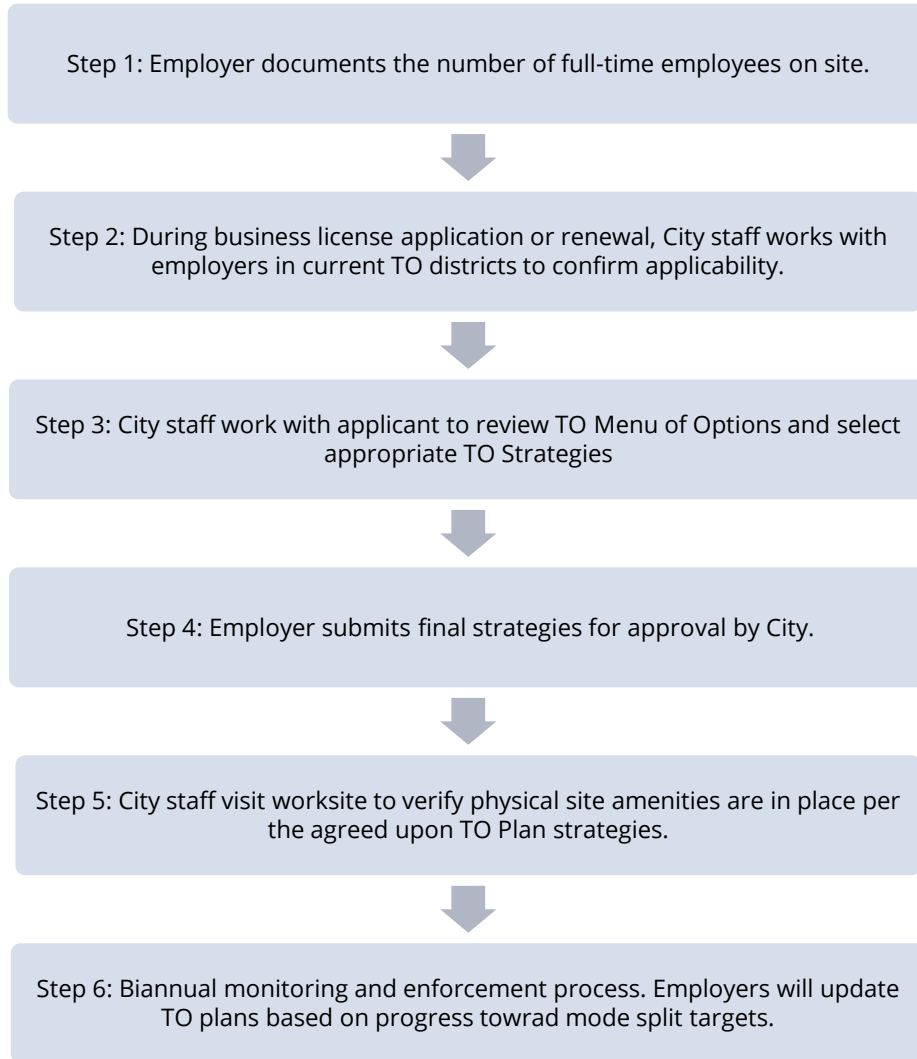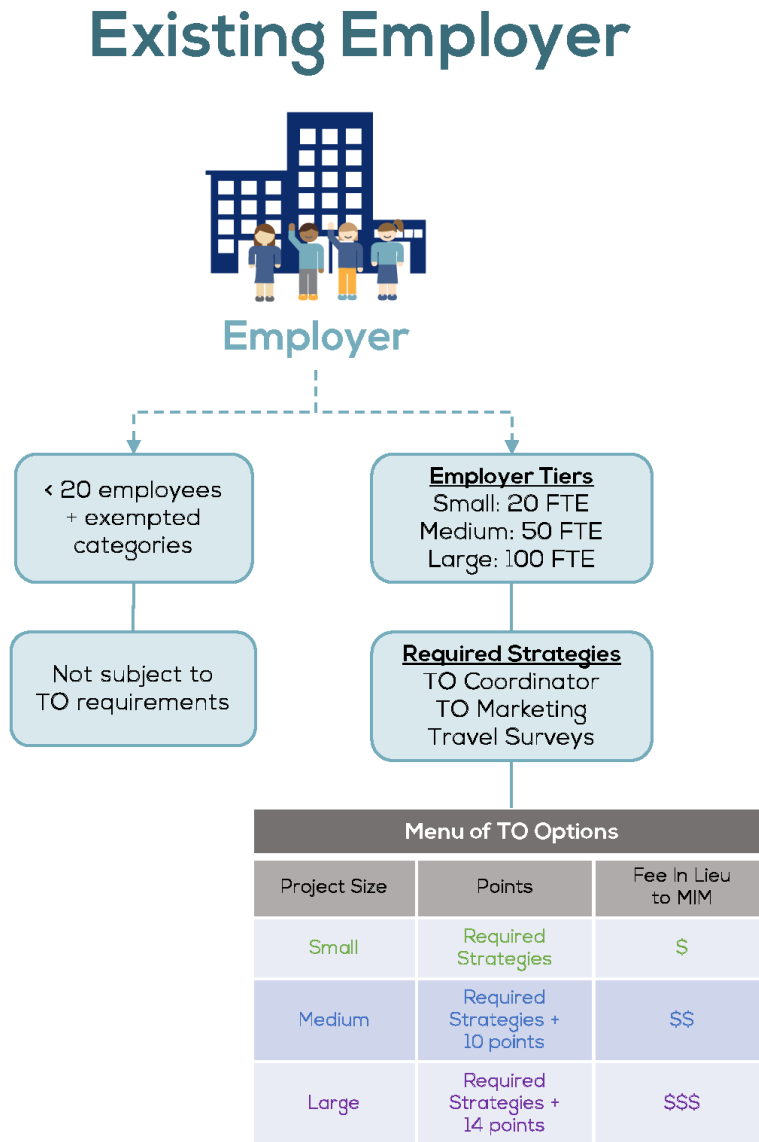**Figure 11   TO Plan Review and Approval Process for Employers**

Step 1: Employer documents the number of full-time employees on site.

Step 2: During business license application or renewal, City staff works with employers in current TO districts to confirm applicability.

Step 3: City staff work with applicant to review TO Menu of Options and select appropriate TO Strategies

Step 4: Employer submits final strategies for approval by City.

Step 5: City staff visit worksite to verify physical site amenities are in place per the agreed upon TO Plan strategies.

Step 6: Biannual monitoring and enforcement process. Employers will update TO plans based on progress towrad mode split targets.

Figure 12   Employer TO Requirements Framework

Existing Employer

Employer

< 20 employees
+ exempted
categories

Employer Tiers
Small: 20 FTE
Medium: 50 FTE
Large: 100 FTE

Not subject to
TO requirements

Required Strategies
TO Coordinator
TO Marketing
Travel Surveys

Menu of TO Options		
Project Size	Points	Fee In Lieu to MIM
Small	Required Strategies	$
Medium	Required Strategies + 10 points	$$
Large	Required Strategies + 14 points	$$$

Fee-in-Lieu Option

Employers would implement a customized TO Plan to provide their employees with meaningful and specific transportation options that match their circumstances, including location, existing building features, and nearby amenities. An option for consideration is allowing businesses to pay a fee-in-lieu instead of implementing TO strategies. Assessed annually, this fee would go towards funding TO programs, such as Missoula in Motion and other transportation services. For example, Washington, D.C.'s

TO requirements allow businesses the choice to offer transportation benefits when employees opt-out of parking, or to meet a 25% SOV mode share goal through a custom TO plan. A third option for businesses is to pay the District Department of Transportation (DDOT) a fee-in-lieu of $100 per employee per month when that employee is only provided parking but not provided transportation benefits. In circumstances where businesses decide that the required and signature TO strategies will be overly burdensome, the fee-in-lieu allows the City to continue to serve that business's employees with better transportation options programs and services.

> **Action Plan Spotlight: Employer Pilot Program**
>
> Missoula should develop a TO pilot program to help test and vet TO thresholds, strategies, surveys and reporting, and other elements of program implementation before rolling out the program citywide. In coordination with Missoula in Motion, the City will recruit employers who currently offer TO strategies to participate in a pilot program. Stakeholder groups emphasized concerns about additional burdens on businesses – especially smaller ones – and the potential time incurred by City staff to implement and monitor the program. A thorough review of the pilot program should be conducted to best inform the implementation of Phase 1 employer requirements.

District Based Funding Opportunities

Some cities focus on a defined area or district to generate funds that implement specific TO strategies. Two common funding methods include employers above an employee threshold are required to contribute a fee, or parking revenue is shared from stalls within the district. With that money, the districts' required minimum TO strategies are typically implemented in coordination with transportation management associations (TMAs), like Missoula in Motion. The TMA creates relationships with local employers but with the added element of managing and enforcing the TO strategies. A greater emphasis on districts in Missoula could mean that TO program funding takes a new form such as the options below:

- The City of Missoula dedicates funding by district to fund TO programs to reduce the burden on smaller business who may be more challenged to implement programs. In districts like Downtown with a significant percentage of employers with low numbers of employees, this could have a large benefit to employees.
- Merge the Missoula Parking Commission (MPC) and Missoula in Motion (MIM) into a single entity that manages all the transportation options programs and services in Missoula. This single organization has the potential to have more secure funding from downtown parking revenue that would increase its overall capacity to deliver programs. MPC already funds some MIM and other transportation programs through grants, so this would simply formalize such an arrangement.
- Augment funding to Missoula in Motion so that it is also funded by businesses (for example, a business's license fee) to increase the budget and scope of the organization. The City could pivot the Missoula in Motion funding to focus programs and outreach on TO services for a specific district instead of citywide.
- Employers pay a fee (for example, by number of employees or annual fee) to the district to pay for benefits available to all employees within the district, such as Guaranteed Ride Home services and a multimodal trip cash incentive.

Peer spotlight: Slabtown, Portland, OR

In Northwest Portland, the Slabtown Master Plan Area provides a recent example of a large development where employers located in the development are subject to the TO requirements. All employers in Slabtown are required to offer their full-time employees two multimodal commute benefits: (1) a monthly monetary multimodal incentive that is scaled up based on employer size; and (2) a guaranteed ride home program for employees commuting by non-SOV modes. The multimodal incentive ranges from $30/month per employee for small employers, up through $80/month per employee for the largest employers. Slabtown developers formed a non-profit entity, called Get Around Slabtown, to manage the neighborhood's TO plan and act as liaison between the developers and the City.

2.3 SUPPORTIVE PROGRAMS & SERVICES

Robust transportation options and services are critical to the success of both developer and employer TO plans and programs. When people know that there are lots of available resources to support changes to their travel behavior, they are more likely to try new transportation options. Reducing vehicles miles traveled is critical in commuting contexts, but helping people reduce their reliance on driving also extends to their other daily activities and errands. There is progress being made throughout Missoula to introduce people to sustainable travel options:

- Encouragement programs and tools through Missoula in Motion, including the Commuter of the Year, Way to Go! Missoula, Guaranteed Ride Home, and Sunday Streets Missoula.
- Zero-fare service on Mountain Line transit, which has shown a 70% increase in ridership since it was implemented in 2015.
- Expansion of 15-minute frequency on corridors identified in the 2018 Mountain Line Strategic Plan (shown as the purple lines in Figure 13).

Figure 13   Mountain Line Primary Transit Network
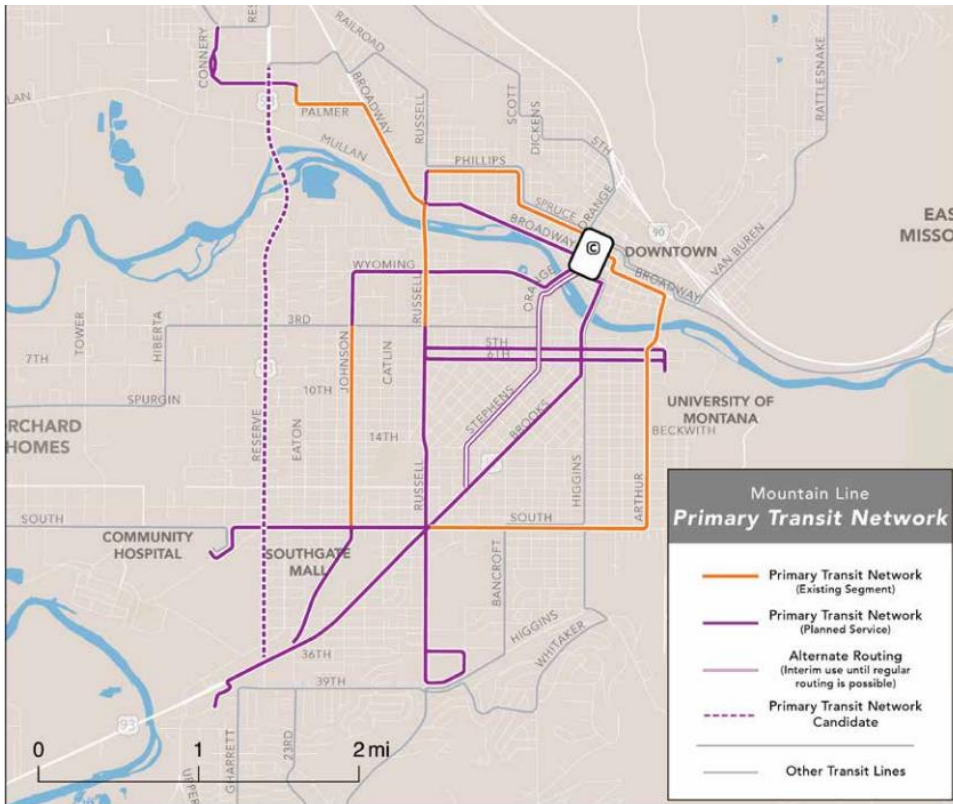
Source: 2018 Mountain Line Strategic Plan

- ASUM transportation programs including a river shuttle, game day park-and-rides, and free commuter bus service. Special UDASH "Out to Lunch" buses that run every 15 minutes between UM and Downtown provide students car-free access to local businesses.

- Multimodal priorities identified in the *Missoula Connects* Long-Range Transportation Plan (2021) including building complete streets and increasing multimodal access to streets, trails and greenways, and sidewalks for people of all ages and abilities.

Additional TO programs suggested by the Steering Committee, Functional Work Team, and stakeholder focus groups include:

- Overcome car-centric culture by expanding options to recreation. This can include operating focused recreational shuttles to popular trailheads, river access, etc. Pair with targeted marketing of carpool and transit to reduce need to drive to recreation sites.

- Explore options to bring carshare to Missoula, such as a partnership with Mountain Line to subsidize car share operations, with UM to provide site docked car share, and a community-based program like Ithaca, NY.

- Target marketing to specific audiences to expand TO use, including engaging in school communities, and marketing TO to large event attendees. Tailor communication to reach seniors and people with low English proficiency or literacy. Moreover, target outreach to people and areas that already have good access to TO.

- Broaden the TO messaging to talk about community-wide benefits of reduced car use and ownership including environmental, economic, and social. Through both the City and Missoula in Motion, create specific messaging about the benefits of TO programs for developers and employers.

- Bring micromobility to Missoula, including scooter and bike share in Downtown and UM. A partnership with UM could subsidize micromobility passes for students. A similar subsidized pass should be considered for employees and residents at a district level. These approaches also overlap with designated micromobility parking areas, especially those integrated into high ridership transit stops.

- Work with regional partners to expand options for commuters. As the region grows, the City needs to analyze new travel markets with common origin/destination pairs to market the existing Missoula-Ravalli TMA vanpool. The City should establish new park-and-rides for inbound commuter and visitor trips,

which can include establishing shared park and rides (churches, retail, etc.), and work with Mountain Line to provide high levels of service.

- Implement safety programs and features by investing in lighting and access improvements for bus stops. This means making safety improvements to key corridors and intersections with high active transportation and transit activity. Expand or implement Safe Routes to School, Safe Routes for Seniors, and Safe Routes to Transit programs.

Large Event Requirements

The City of Missoula can support the above programmatic and service recommendations by creating stronger event management requirements through the Code Reform. Large events that require City permits should be required to deploy temporary TO strategies outside the framework for new development or employer TO programs. Event planners should publicize the strategies to maximize their use by event attendees and reduce vehicle trip impacts. Missoula in Motion could support implementation of some strategies such as temporary bicycle parking. Any new large event requirements would supplement existing City policy and regulatory strategies for large events, including street closure permits and stipulations in the lease and management agreements with Ogren Park and Caras Park. New large event requirements could be enacted whenever an event requires a street closure, and could be worked out on a voluntary basis with organizations that frequently hold large events, such as University of Montana and Missoula School District.

Possible TO strategies could include:

- Temporary parking restrictions and dynamic parking pricing changes to manage on- and off-street parking demand.
- Temporary conversion of select on-street parking spaces to passenger loading/unloading zones.
- Bicycle valet services.

How Do Other Cities Use Large Event Requirements?

- Portland, Oregon established Special Event Parking Districts around large sports and entertainment venues to adjust on-street parking rates, shorten on-street parking time limits, and extend metered parking hours to incentivize event attendees to use transportation options other than driving. The soccer stadium, Providence Park, also provides temporary bicycle parking on a block closed to motor vehicle traffic, with capacity for hundreds of bicycles.
- San Francisco, California requires property owners to provide bicycle valet parking for large events if the event is anticipated to draw more than 1,000 attendees 12 or more times per year. The valet parking must be monitored, must accommodate at least 20% of anticipated attendees, and must be available within one block of the event entrance for one hour before and 30 minutes after the scheduled event time.

More detail on peer cities' large event requirements is available in Appendix B.

2.4 T.O. PERFORMANCE MONITORING

Program monitoring will be critical to understand how the Transportation Options program requirements help the City meet its goals over time.

Developer & Employer TO Plan Performance Monitoring

Developer and Employer TO Plans will be monitored in a few ways:

- **Mode Share Targets:** In partnership with the developer, City staff will identify a single-occupant vehicle (SOV) mode share target for the development or employment site in line with overall City mode split goals. The target SOV mode share will define a goal for the percentage of trips made to the site by SOV that the developer or employer will aim to match at a date set in the future (within 4-6 years). The target SOV mode share will be set relative to a baseline mode share from the Census that will be established via survey after opening of the development or worksite and should account for the land use and transportation context of the neighborhood (for example, a site downtown would likely have a SOV mode share target that is much lower than a site near the edge of the city). Surveying to establish baseline mode share should take place within six months of occupancy or opening. Developers and employers will then measure progress toward their SOV mode share target through the Biennial Travel Survey.
- **Biennial Travel Survey:** The TO Contact at the development or employment site would help to distribute the City-administered biennial travel survey. The travel survey would document how employees, residents, and visitors travel to and from the site to document progress toward the mode share targets, as well as documenting knowledge of the transportation options available.
- **TO Plan Documentation:** The TO Contact would provide evidence every year documenting that the development or employment site is in compliance per the TO Plan (i.e., the programmatic and infrastructure strategies they committed to providing in the TO Plans are actually in place and functional). City staff would conduct site visits to verify status of physical and programmatic TO strategies if the travel survey results are indicating minimal or no progress toward mode share targets.

> **What are mode split and mode share?**
>
> Mode split refers to the **overall distribution of trips that people make using different modes of travel, expressed in percentages by mode.** Mode split can be measured at any geographic level: for a state, a city, or even a development site. **Mode share** is the percentage value of any one individual travel mode within the overall mode split.
>
> For example, in 2020, Missoula's citywide *mode split* for work commute trips was 71% driving alone, 7% carpool, 6 walking, 5% biking, 2% transit, and 7% worked from home.
>
> *(2020 US Census American Community Survey 5-year estimates)*

Program Enforcement

The Biennial Travel Survey should demonstrate progress toward mode share targets and TO strategy implementation. If qualifying employers and developers do not show progress toward mode share targets but have demonstrated good faith efforts toward their program implementation (based on site visits from City staff and survey responses), TO Plans may need to be updated as needed to ensure progress toward mode share targets. City staff would be responsible to meet with the employer or developer to review and/or revise their TO Plan strategies and approach. For example, strategies from the TO Menu of Options that have proved ineffective or unpopular could be swapped out in favor of others that have worked well at other sites, or City staff could suggest updating the approach to marketing the TO strategies at the development or work site.

If developers or employers choose not to participate in TO requirements and/or fail to demonstrate a good faith effort toward TO program development and implementation, Missoula should consider enforcement actions that may include:

- Financial penalties assessed for non-compliance. Penalties would stop accruing when a TO Plan has been submitted for approval.
  - Penalty should be calculated per square foot (for developers) and per employee (for employers) and should be prorated per day past the required TO Plan implementation date.

– Penalty should be comparable with similar penalties described elsewhere in City code.

> **How does enforcement work elsewhere?**
>
> Missoula should develop an enforcement approach that builds on the best practices of peer cities. In some cities, developers are required to pay program fees up front upon program approval, and fees are returned once program compliance and baseline results are achieved. In other cities, development approvals or business licenses are withheld until programmatic and physical infrastructure requirements are met and a baseline survey is completed (e.g., Santa Monica). Non-compliant developments may also be listed on a public City website. In Portland, Oregon, property owners can be fined if tenant employers do not offer required TO programming. In Santa Monica, employers who cannot meet SOV mode share targets despite repeated good faith efforts may pay an annual fee-in-lieu of implementing a TO Plan.

Citywide Progress Monitoring & Reporting

The City of Missoula could develop a citywide transportation and mobility monitoring and reporting system that rolls up the results of the Developer and Employer TO Plans and Travel Surveys to a citywide level, and adds in travel observation data from large events, periodic screen line counts, and other traffic counts that may be required for development projects or other reasons. Key metrics of program success that the City of Missoula should consider include:

- Mode split: The proportion of all trips that are made by walking, biking or transit. The required Travel Survey for development sites and employers will track commute and non-commute trips. Mode split data will be compared to the 2045 LRTP targets for the city overall, and to individual development or employer SOV mode share targets established by the Developer and Employer TO Plans.

- Greenhouse gas emissions and vehicle miles traveled: Estimated reductions in emissions are based upon vehicle miles traveled (VMT) reduction estimates calculated from changes in mode split from the Travel Survey results. The City could document estimated greenhouse gas (GHG) reductions based on survey results from participating development sites using the average trip length and change in SOV mode share. Though both GHG reduction and VMT reduction are based on the same measurements, each would be useful to report and could be tailored to the audience. For example, the general public is likely more familiar with the concept of GHG emissions, while a technical audience might find value

in the VMT figures. Each metric should be reported in both absolute value and normalized by population (GHG and VMT per capita).

- <u>Access to Transportation Options Services and Programs:</u> The City of Missoula should document how many residents and employees have access to and use various transportation options programs and services. This could be calculated and tracked in several ways:
    - Geographic analysis of access to services and networks such as high-frequency transit; commuter trails and low-stress bikeways; future car share hubs or service area; future bike and/or scooter share hubs and service area; and any other relevant TO services. Access should be calculated based on network buffers rather than straight-line buffers.
    - Ridership and use of future shared mobility services including car, bike, and/or scooter.
    - Periodic screen line counts at key locations.
    - Targeted observations and/or surveying at large events.
    - Access to TO programs and services through developer and employer TO Plans.

2.5   STAFFING

The City of Missoula will need dedicated staff to support TO program implementation, monitoring, and enforcement. Key tasks for existing and potential new staff are described below for New Development and Employer TO programs, as well as Program Monitoring & Enforcement. Many of the tasks are similar across the different aspects of the future TO program, and would not necessarily mean that new staff would need to be added for each topic (New Development TO, Employer TO, and Program Monitoring & Enforcement).

New Development Support

Staff responsibilities related to the New Development TO requirements may consist of:

- Reviewing development and building permit applications for TO applicability.
- Helping applicants select appropriate TO strategies from the Menu of Options and create TO Plans.
- Conducting site visits to verify that required infrastructure and physical site amenities are in place prior to final TO Plan approval and issuing occupancy permit.

- Communicating updates on transportation options to on-site Transportation Options Contacts (one of the Required Strategies).
- Administering the biennial Travel Survey to monitor TO Plan progress at all development sites subject to TO requirements.
- Maintaining TO database.
- Conducting TO Plan enforcement.

Employer Support

City staff could either be employed directly within the City of Missoula's planning and development departments, or as a part of Missoula in Motion. For example, in Downtown Missoula during Phase 1, there will be more than 40 employers in the 50+ Medium/Large tiers necessitating consultations and further plan review, and 95 employers meeting the 20-employee threshold needing to implement the required strategies. Based upon the scale of the recommended program and examples from peer cities, the City should dedicate at least one full-time position in Phase I.

Given the phased approach to the employer TO requirements, the immediate needs for staffing are lower, and the long-term needs will be determined by the feedback and experiences during the pilot and initial phases. As the number of employers in the program expands, staffing may grow to two or more based on lessons learned in Phase 1. Peer cities fund these positions through a combination of existing City budget, increased business license fees, and/or a district-based fee.

Staff responsibilities will include:

- Reviewing business license applications for TO applicability based on number of employees and location relative to current Employer TO Program boundaries.
- Helping employers select appropriate TO strategies from the TO Menu of Options and create TO Plans.
- Communicating updates on transportation options to on-site Transportation Options Contacts (one of the Required Strategies).
- Administering the biennial travel surveys to monitor TO Plan progress at all employer sites subject to TO requirements.

Monitoring & Enforcement Support

Key tasks related to monitoring and enforcement include:

- Develop the Biennial Travel Survey and continually update based on best practices and learning along the way.

- Administer the Travel Survey and ensure adequate participation for new development and employer sites:
  - Within six months of occupancy for new sites.
  - Every two years for existing sites.
- Analyze Travel Survey results using replicable methodology for individual TO sites and for the program overall.
- Establish a database for the TO program that:
  - Documents Travel Survey results over time for program sites.
  - Lists approved TO Plan strategies for each program site.
- Communicate results and progress toward SOV mode share targets to both developers/employers and City code enforcement staff, if necessary.
- Work with non-compliant developers and employers to update TO Plans as needed to achieve SOV targets. Document TO Plan updates and efforts to achieve compliance.
- Document non-compliance violations for developers and employers and communicate with code enforcement staff regarding.

How do other cities staff their TO programs?

Peer cities typically have 1-3 full-time employees (FTE) dedicated to TO program implementation and monitoring.

Pasadena – 1 FTE reviews TO plans and leads the City's TMA; other staff do development review to implement physical TO requirements.

Santa Monica – Before COVID-19 staff reductions, 3 FTE handled employer and developer TO review and implementation; 3 other staff worked on TO part time.

Boulder – 2 FTE implement TO programs and 1 FTE does site review and developer TO plans, but the City relies on partners to implement transportation options, including the City's transportation management association (TMA) and the regional transportation options coordination agency.

2.6 PARKING CODE AND MANAGEMENT RECOMMENDATIONS

This section describes recommended actions to update Missoula's code and practices regarding motor vehicle parking.

Why Update the Parking Code?

The current City code and structure of parking management strategies incentivize or require a built environment and a transportation network that emphasize motor vehicle storage and efficient movement of motor vehicles. The transportation options recommendations described above will stand a much greater chance of success if paired with thoughtful modernization of Missoula's parking requirements and parking management systems.

Key Challenges with the Parking Code

The City's existing zoning code requires off-street parking to be included with most new development. These minimum parking requirements allow little variation for local context, such as proximity to transit, land use density and diversity, and other factors. Parking requirements have hindered infill development, particularly of small-scale "neighborhood" commercial and retail projects. This has a direct negative impact on housing affordability and sustainable transportation use by discouraging both housing construction and diversity of land uses.

Some helpful parking reform precedents have been set within efforts such as the Design Excellence overlay districts, in which developers may count certain on-street parking spaces toward their required parking provision, and may reduce their parking requirement by up to 50% depending on proximity to transit and on-street bikeways and providing bicycle parking. A portion of building square footage is exempt from parking requirements (reducing the overall amount of parking required), and some adaptive reuse building projects are entirely exempt from providing off-street parking. In addition to the parking reforms allowed in Design Excellence districts, the entire central business district is exempt from minimum parking requirements with new construction. These precedents have effectively set the stage for broader parking reforms across the city.

Key Challenges with Parking Management Practices

The Missoula Parking Commission (MPC) works with agency partners, businesses, and residents to provide and manage parking and parking alternatives in the downtown core. Its revenue comes from three main sources: parking tickets, parking meters, and leased parking. Downtown Missoula has paid parking in on-street metered spaces, surface parking lots, and parking structures. MPC has historically provided matching funds and donations to support TO programs such as Missoula in Motion, Mountain Line, and numerous other efforts. Much of MPC's effectiveness and funding, however, are limited by the types of permits currently allowable in MPC-operated parking facilities – monthly parking passes limit MPC's ability to create dynamic parking management that matches current demand.

Summary of Existing Issues and Opportunities

Analysis of existing City parking policies and code, along with conversations with project stakeholders and advisory committees, illuminated key issues and opportunities to design a parking system that complements the Developer and Employer TO program outlined above.

Issue: A minimum amount of parking is required for all new construction everywhere except in the central business district.

- **Opportunity**: Eliminate minimum parking requirements in certain areas, or across the city. Establish flexible parking maximums that cap how much parking may be provided.
- **Stakeholder Feedback**: Flexible parking maximums could be an effective mechanism to incentivize investment in transportation options. Developers could apply to build parking above the established maximum in return for targeted investment in transportation options.

Issue: The list of land uses with unique parking ratios is overly expansive.

- **Opportunity:** Collapse these uses into broader categories and define ratios at this higher level. This can reduce barriers to change-of-use investments. Alternatively, eliminate parking requirements altogether.
- **Stakeholder Feedback:** Developers suggested that any code requirements should be as simple as possible to streamline development review processes.

Issue: The current city code ties bicycle parking provision to requirements for motor vehicle parking. Bicycle parking requirement ratios are tied to vehicle parking

requirement ratios for some land uses, which could result in inadequate bicycle parking for new projects that reduce vehicle parking requirements through existing code allowances. Requirements for the provision of bicycle parking are misaligned to demand for several uses.

- **Opportunity**: Create a bicycle parking code that is entirely separate from vehicle parking. Link bicycle parking requirements to use and square footage/expected number of patrons or customers rather than tying bicycle parking requirements to motor vehicle parking requirements.

- **Stakeholder Feedback:** Bicycle parking requirements are too low for some uses, such as restaurants and breweries, and too high for others, such as large retail uses.

Issue: There is a perceived lack of parking in Downtown Missoula, and downtown parking is not dynamic enough to match shifting demand. Current restrictions on "reselling" permit spaces has led to significant underutilization of these permit spaces, and long waitlists for permits.

- **Opportunity**: Move to daily and hourly parking pricing rather than monthly or other long-term permits. Increase shared parking options throughout the city.

- **Stakeholder Feedback:** Perceived lack of parking is a major concern for people who work downtown, and for Downtown employers. Downtown should be a "park once" district, where parking supply is shared between uses and people don't need to worry about parking in the "wrong" place. Remote and hybrid work scenarios are likely to continue, which furthers the need for shared and daily parking as fewer people are making daily commute trips into Downtown

Issue: Growth areas lack strategic, coordinated management necessary to ensure public parking options are well utilized and available for priority uses. Buffer areas around these growth centers must balance resident needs with opportunities to support adjacent destinations that add vibrancy and walkability to neighborhoods.

- **Opportunity**: Expand parking management to new areas outside Downtown, such as Hip Strip, Design Excellence corridors, and update and expand the residential parking permit program.

- **Stakeholder Feedback:** Paid parking hours and days should be expanded. Areas that might be ripe for implementing paid parking programs include University area, Hip Strip, St. Patrick hospital area, and the Riverfront Triangle.

What Are We Recommending?

Based on stakeholder feedback, including substantial input from Missoula Parking Commission, the following parking code and management strategies are recommended for implementation:

- **Removing or Reducing Minimum Parking Requirements**
- **Complementing Parking Minimums by Establishing Parking Maximums**
- **Unbundling Parking for Multifamily Buildings**
- **Updating Public Parking Pricing and Waitlists**
- **Expanding Parking Management to New Districts**
- **Right-Sizing Residential Parking Permit Restrictions**

Update Missoula's Parking Code

Remove or Reduce Minimum Parking Requirements

Removing or reducing minimum parking requirements means that new development will no longer be required to construct a set number of off-street parking spaces as a condition of approval for the project – or that the minimums are reduced. Minimum parking requirements are typically based on parking-demand-generation rates identified for an extensive variety of land use types within the *Institute of Transportation Engineers (ITE) Parking Generation Manual*. As the manual makes clear, however, these rates are derived from data primarily collected within suburban, car-dependent contexts. Predictably, the use of these ratios to set minimum parking requirements leads to an oversupply of parking in most contexts in which walking, bicycling, transit and other options offer attractive and viable alternatives to drive-alone mobility. This creates an unwritten subsidy for driving by making parking overly abundant and parking spaces always easy to find at both ends of a trip. Overbuilt parking facilities can also make walking, biking, and transit less attractive as people must navigate large parking lots or structures to access business front doors.

WHY REMOVE OR REDUCE PARKING MINIMUMS?

There are numerous reasons to consider removing or reducing minimum parking requirements:

- It can save developers hundreds of thousands of dollars in construction and maintenance costs – installation of each parking stall can cost $5,000 for surface lots, and up to $50,000 or more for structured parking. These development cost savings are passed on to tenants in the form of lower rents, increasing housing affordability, and lowering the barrier to starting new businesses, and developers can maximize their return on investment.

- Developers have greater flexibility when designing and programming their projects when they don't have to plan everything around a required number of off-street parking spaces.

- Surface parking lots take up a lot of space, which could otherwise be used for more homes and businesses. It can push destinations farther apart and set buildings back far from the street, making walking, biking, and transit less appealing.

- It can reduce vehicle miles traveled and greenhouse gas emissions. When there is a lot of parking available, people have an incentive to drive, even if they'd be amenable to taking lower emissions options like walking, biking, and transit.

- Providing a lot of parking does not benefit people who choose not to drive or are unable to, such as young people, low-income people with no access to a vehicle, older adults, or people with vision impairments.

- It reduces the administrative burden for city staff and developers by streamlining the development review process.

- The large expanses of pavement in surface parking lots can increase the heat island effect (the tendency of urbanized areas to be warmer than surrounding less-developed areas) and increase surface water pollution, both of which will be further exacerbated by climate change. Reducing parking minimums means that less surface parking will be constructed.

When is Reduced Parking Appropriate?

There are several factors to consider before reducing or removing parking minimums. Districts or neighborhoods that reduce parking should be **mixed-use**, have **well-connected bike infrastructure**, **frequent transit** service 7-days per week, and **residential permit programs** in place to limit spillover.

Peer Spotlight: Redmond, Washington

The City of Redmond used reduced parking requirements to incentivize transit-oriented development (TOD) around the Redmond Downtown Transit Center. Beginning in 1993, Redmond reduced parking requirements around the Transit Center from an average of two spaces per unit to 1.25 spaces alongside a corresponding increase in the allowed density of development. This allowed developers to build a greater mix of uses and increase residential density near the Transit Center. Following the success of this policy, in 2013 parking requirements were further reduced to 0.94 spaces per unit.

The success of Redmond's TOD inspired further mixed-use development in downtown Redmond. As of 2015, residential units in the TOD were almost fully leased. This success was only possible due to the City's decision to lower parking requirements to a level that enabled effective TOD.

Complement Parking Minimums by Establishing Parking Maximums

Missoula could institute flexible parking maximums, whether minimum parking requirements are incrementally or completely eliminated. Parking maximums set a cap on the number of parking spaces that developers can provide. Maximums ensure that parking is not oversupplied and incentivize developers to plan for good access to transportation options. These maximum parking provisions would be context sensitive, preventing excess parking supply while still allowing developers to build above the maximum given any or all of the following:

- If parking above the maximum is designated as shared parking.
- If it is offset by additional TO strategies (see section 2.1 Transportation Options for New Development).
- For a fee contribution to fund TO programs and services for every parking space built beyond the maximum.

A significant advantage of the flexible approach to parking maximums (as opposed to a rigid fixed maximum) is that the maximums can be set significantly lower than would likely be feasible for a fixed maximum. Because a fixed maximum provides little or no option for supplying parking above the limit they set, they are typically set high enough to avoid discouraging development. By contrast, providing options to exceed a maximum makes it viable to set the maximums at levels that reduce parking demand and help to shift travel to non-driving modes. In many cases where this flexible approach has been taken, the maximum is not much higher than, or even the same as, the minimum requirement.

**What other cities have eliminated parking minimums?**

St. Paul, MN; South Bend, IN; Buffalo, NY; Redmond, WA; Ann Arbor, MI

Spotlight: South Bend, Indiana provides an example of a small city that eliminated parking requirements. For more than 50 years, South Bend's zoning ordinance had required minimum levels of off-street parking for nearly all uses throughout the city. City staff found that the required calculations resulted in an oversupply of parking, and also noted that minimum parking requirements discouraged adaptive re-use of older buildings and associated investment in neighborhoods because building the required parking would be physically and/or economically infeasible. After incremental changes to minimum requirements in certain areas of South Bend from 2017-2020 proved beneficial, the City Council voted to repeal all parking minimum requirements citywide.

Unbundle Parking for Multifamily Buildings

Unbundling parking means that the cost of leasing a parking space or spaces is a separate and optional cost for home buyers or renters in multifamily developments. This reduces housing costs for one-car and no-car households, and incentivizes others to reduce the number of vehicles they own.

Figure 14   Comparison of Bundled vs. Unbundled Parking
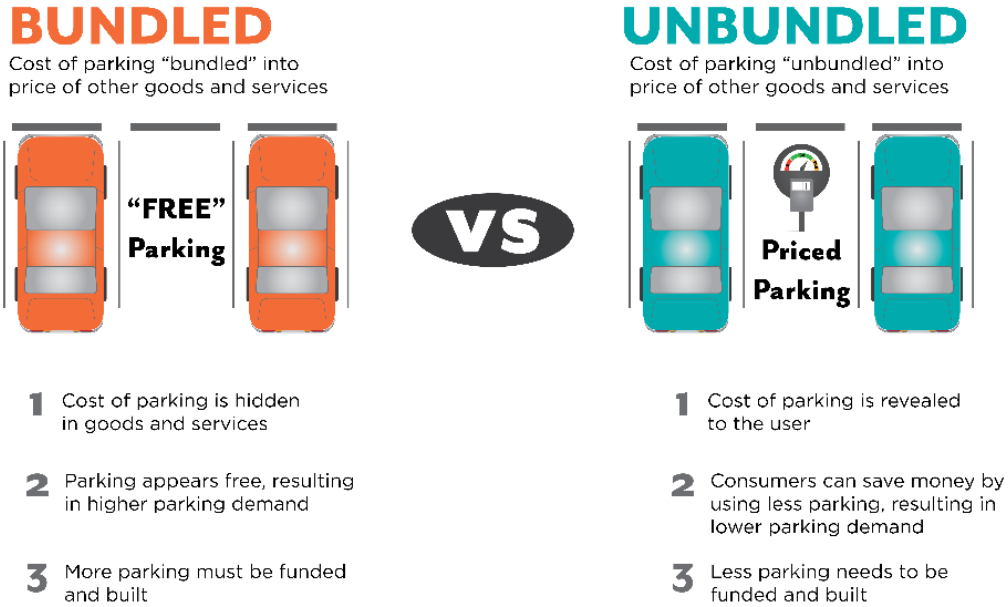
The cost of constructing and maintaining the parking provided at new developments is rarely directly paid for by its end users. Rather, its contribution to a project's overall development cost becomes just one significant factor determining the price for renting, leasing, or purchasing the project's commercial space and/or housing units. All residents therefore pay for parking, regardless of whether they need or use it.

This also puts transit at a competitive disadvantage in vying for a larger share of local travel if most travelers are provided free (bundled) parking at each end of most of their trips. Making parking an optional, fee-based amenity (unbundling parking) is a simple means of avoiding this, by ensuring that the cost of parking is paid for by those that use it, based on how much of it they use.

WHY UNBUNDLE PARKING FOR MULTIFAMILY BUILDINGS?

Key benefits of unbundled parking include:

- Reduced parking demand, particularly in transit-oriented development contexts offering viable alternatives to driving and car ownership.

- Discouraging excessive parking supplies in new developments by making it difficult to recoup development costs through lease rates and dwelling-unit pricing.

- Reduced housing costs for those who have below-average (or zero) parking needs.

- Attracting and accommodating households with reduced parking needs.

- Making transit more cost competitive with driving.

- Facilitating a more accurate assessment of parking demand by removing the inflationary impact of offering free parking.

Unbundling can be required or incentivized through reduced parking requirements or parking-maximum exemptions. To ensure effective compliance, codes can include stipulations regarding the cost charged for unbundled parking – such as requiring that the rate not fall too far below local averages among commercial or public parking facilities.

The effectiveness (and political viability) of an unbundling policy **must be supported by implementing paid parking or resident-permit restrictions on nearby streets**, to discourage use of these spaces to avoid on-site parking charges. Enhanced walking, bicycling, and transit networks and amenities can also expand the benefits of unbundling in shifting more travel activity away from personal-auto use.

> **Implementation Example – Unbundled Residential Parking**
>
> **St. Louis, Missouri**
>
> Ballpark Lofts is a historic, 6-story, 1894-built industrial property renovated into a mixed-use TOD in 2007. It is located two blocks west of the Stadium MetroLink (light rail) station, and Busch Stadium (St. Louis Cardinals) in the heart of downtown St. Louis. The development includes 68 residential units above two floors and 31,000 square feet of commercial space. A secure surface parking lot is provided for residents, while commercial tenants make use of an adjacent 838-car City parking garage.[1]
>
> Parking was offered to residential-unit buyers as a separate purchase, priced at $18,000 per space. This allowed its developers to reduce the cost of the residential units for those who chose not to purchase a space. As a result, roughly 20-25% of condo buyers opted not to also buy a parking space. The developer credits the nearby MetroLink stop for the demonstrated willingness to forgo on-site parking, and presumably owning a car.
>
> http://www.urbanreviewstl.com/2006/11/downtown-still-going-strong-neighborhoods-and-inner-suburbs-need-

Update Missoula's Parking Management System

Generally speaking, parking management makes more efficient use of the parking resources that are already available, better balancing demand with existing supply. Parking management strategies can include price adjustments to match parking demand; signage, wayfinding, and dynamic information systems to make parking easier to find and pay for. These strategies can be tailored to meet a city's goals for its parking system or for particular districts, such as freeing up on-street parking for better short-term business access; decreasing vehicle traffic at certain times of day; and raising revenue to invest in projects benefiting the community.

How Does Missoula Parking Commission Manage Parking Today?

Missoula has a good start on parking management in that the Missoula Parking Commission (MPC) already manages both on-street and off-street parking in the downtown core (Figure 15) as well as the residential permit parking program in the neighborhood immediately surrounding the University of Montana (see Figure 16 below). Staffing, systems, and infrastructure are already in place that can be updated and expanded to accommodate new management strategies and parking management districts.

Figure 15   Missoula Parking Commission Jurisdiction Boundary
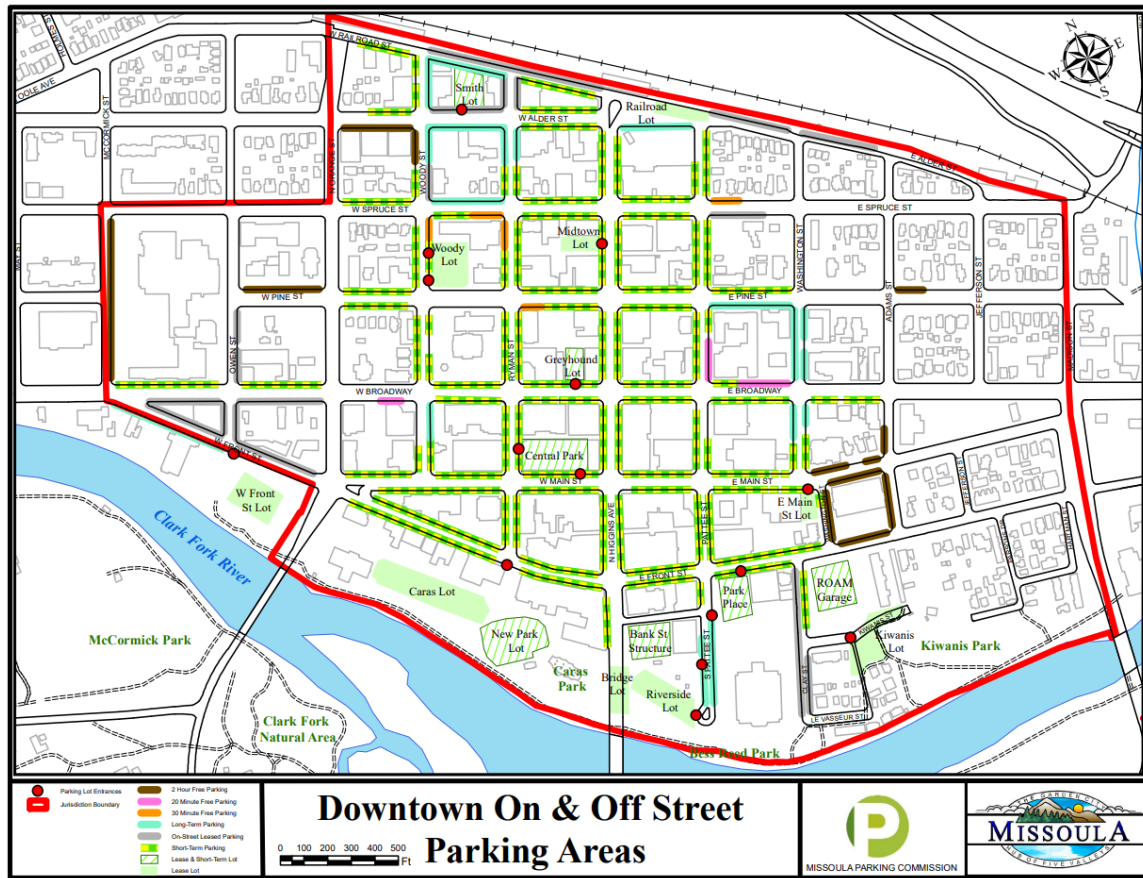
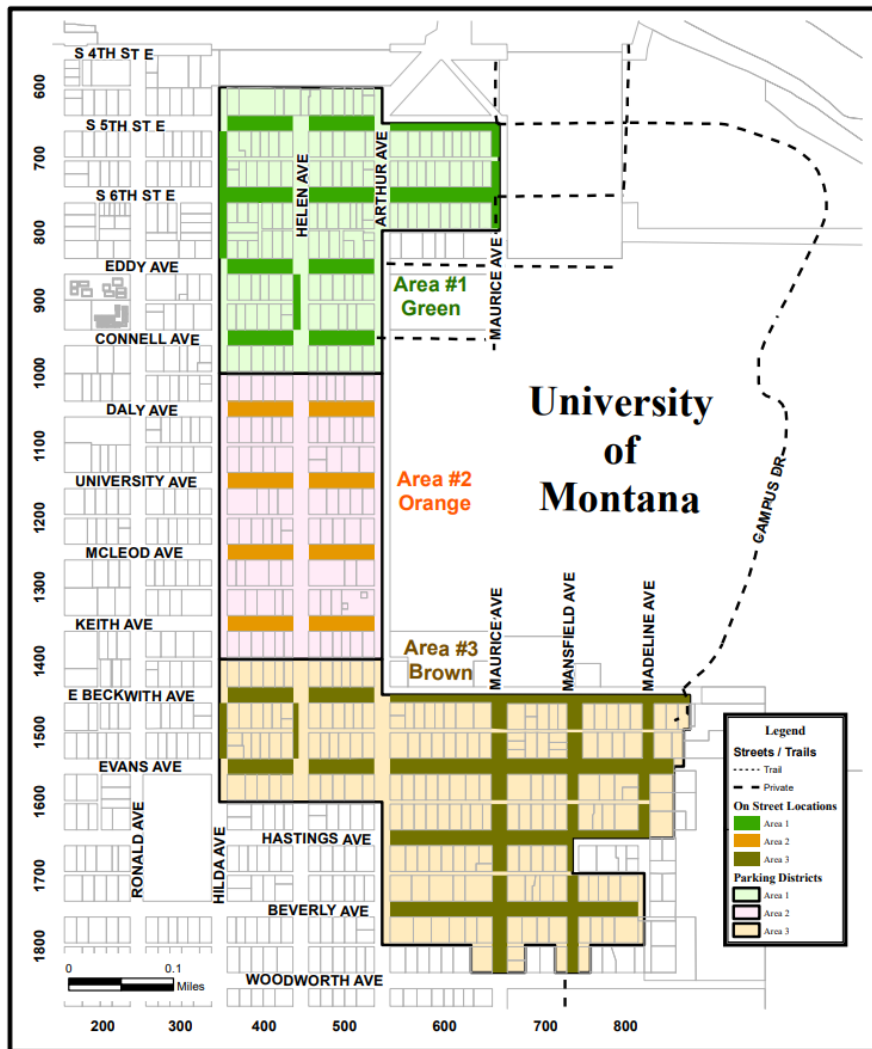Source: Missoula Parking Commission

Key responsibilities of MPC currently include:

- Managing the City's public off-street parking facilities.
    - Setting hourly rates and permit pricing.
    - Controlling the number of permits sold to ensure availability for permit-holders.
    - Tracking utilization to ensure efficient use of these public parking resources.
- Managing on-street parking in the Downtown core.
    - Setting meter rates and/or time limits to encourage turnover of high-demand parking space.
    - Monitoring compliance and issuing citations for violation.
- Managing residential parking permit (RPP) program in the area immediately around the University of Montana campus (Figure 16).

EXPAND MANAGEMENT TO NEW DISTRICTS

As Missoula grows inward and infill, mixed-use development projects create a denser, mixed-use environment, pressure on residential parking will increase. The City of Missoula should expand on-street and residential permit parking management to new districts outside of its current Downtown boundary (the red line in Figure 15 above) and the area adjacent to University of Montana campus currently covered by residential permit parking (Figure 16).

Figure 16   Residential Parking Permit Areas

Missoula Parking Commission
Residential Parking Permit Program

Source: Missoula Parking Commission

Key benefits of expanding parking management include:

- Limiting impacts of spillover parking into residential areas from adjacent commercial, mixed-use, and higher density housing areas.
- Ability to manage on-and off-street parking as cohesive system to match pricing with demand and meet mobility and parking goals unique to each neighborhood.

Missoula should explore options for expanding MPC's role in managing parking in these areas, particularly regarding the management of publicly available parking into key growth and activity districts beyond Downtown. Areas recommended for extending parking management include:

- Entire Downtown Master Plan area.
- High-frequency transit corridors (excluding Reserve).
- Design Excellence corridors.
- Hip Strip.
- Riverfront Triangle, including hospital district.
- Entire area from Higgins to Maurice (an expanded University District area).
- Sawmill District.
- Midtown

Potential parking management scenarios in Missoula can be described as three different "levels" of management:

- **Level 1:** Manage on-street parking. MPC already does this in designated areas of Downtown Missoula. Level 1 would extend on-street management to new areas of town.
- **Level 2:** Manage on-street parking, **plus** create an off-street parking information clearinghouse. Provide a one-stop source for supply, availability, and pricing information for all MPC facilities and as many other public and commercial parking options as possible, potentially complemented by on-site branding at each facility that confirms for drivers that they have arrived at the facility they sought. This can be done in complement to the same information being provided regarding MPC parking facilities.
- **Level 3:** Manage on-street parking, create an off-street parking information clearinghouse, **plus** implement a shared parking brokerage. Level 2 information systems are complemented by a program that incorporates "partner" facilities – private and commercial facilities that offer public parking during a set schedule – into the clearinghouse platform, using real-time information systems to guide

drivers to these facilities only when they have available parking. This will rely upon use of payment media and technologies that facilitate the monetization of these spaces as an incentive for their owners to participate as a partner facility.

Investment in transportation options programs and services is an important complementary piece of extending parking management to new districts. MPC should consider allocating some portion of parking revenue generated in new management areas to infrastructure, programs, and services that make it easier and more convenient for people to meet their daily needs without driving a car.

Level 2 Case Study: ParkPGH

Pittsburgh, Pennsylvania

Launched in December 2010, ParkPGH is Pittsburgh's smart parking solution delivering real-time parking availability for 22 garages, containing over 22,000 spaces, in and around downtown Pittsburgh. ParkPGH is a free service provided by the Pittsburgh Cultural Trust, a non-profit organization dedicated to the development and promotion of Pittsburgh's Cultural District. The Trust created ParkPGH with the help of philanthropic and other partners to make parking less stressful for patrons of the Cultural District's theater and arts programs, as well as for business, restaurant, retail, and residential communities in the downtown area. The effort began with development of a unique software platform that communicates with existing equipment across all participating garages. Real-time availability information is communicated via mobile app, web, text message, and a call-in service to enable visitors to plan ahead when heading downtown. Management of garages is still the responsibility of each respective owner/operator and each pays a minimal annual fee to ensure the system stays operational and up-to-date.

Regular visitor surveys show that ParkPGH's impacts have successfully changed perceptions about the lack of parking in the Cultural District and requests are made regularly to expand the system to other parts of the city.

What other cities have expanded parking management areas?

Montgomery County, MD; Boulder, CO; Sacramento, CA

Spotlight: To better manage its parking, the City of Boulder implemented a general improvement district (GID) where shared parking is unbundled for residential and commercial leases and parking rates are offered daily instead of monthly or annually. Both on-street parking stalls and public garages are managed under a unified permit system, with permit costs varying by user (residential, commuter, and business employee). The GID is funded by parking revenue and property and other taxes paid by property owners. Additionally, GID's revenue funds local and regional bus service, bicycle and pedestrian improvements, and Guaranteed Ride Home services for employees and residents within the district, enabling more people to be less reliant on driving.

RIGHT-SIZE RESIDENTIAL PARKING PERMIT RESTRICTIONS

Missoula should update residential parking permit policies and practices to meet growing demand and accommodate the continued need for residential parking.

Within each established residential parking permit (RPP) district as described in the above strategy, the following regulation options should be applied, according to the demand/supply context of each street.

- Update permit pricing in new districts to better match supply and demand and support MPC time to administer the parking program. Current RPP pricing is $25 per year.

- Allow two-hour parking for non-permit-holders, except as follows:

- Where non-residential parking spillover may be a significant risk, one-hour limits may be appropriate.
- Four hours may be appropriate where local-employee parking demand can be accommodated without constraining availability for residents
- Alternatively, offer a limited amount of Business Parking Permits that convey long-term parking eligibility during operating hours
  - Set regulatory schedules based on local demand patterns.
    - In some areas, restrictions may need to be in effect seven-days per week
    - Where events and/or evening-based businesses generate consistent demand, hours may need to cover evenings
  - Allow residents to determine, based on majority favor, whether to allow overnight parking with an RPP permit.
    - Some areas only need relief from spillover during daytime periods, and may prefer their curbsides to be minimally utilized overnight.
    - In other areas, residents may prefer to be able to park overnight with a permit.

Conduct focused engagement with the residents of each RPP district to arrive at the most appropriate regulations and schedules, with the understanding that regulations/restrictions will seek to accommodate other users, as long as reasonable availability remains for resident parking needs. RPP is not about granting residents exclusive control of their curbsides, but providing them with a reasonable, reliable level of access to parking on neighborhood streets.

Consider accommodating non-permit-holder parking needs via metered parking, in lieu of free, time-limited parking. This can be offered via pay-by-phone, to avoid the need for physical meters in these areas. This will likely be more appropriate in some areas, where non-resident parking demand may be greater than available supplies, at times when resident parking demand is modest. Charging for non-permit parking at these times can help manage this demand, maintain space availability, and generate revenue for TO investments in the area.

ACTIVELY MANAGE PARKING PRICING AND WAITLISTS

Parking in Downtown Missoula creates challenges for downtown businesses, employees, and visitors. There is a perceived lack of parking, though utilization of off-street parking facilities is well below optimum levels. Businesses that buy parking permits for their employees consider the cost to be excessive. Much of the MPC-managed off-street parking supply is dedicated to long-term leases, and there is a long

waitlist to claim a leased space, with very little turnover from year to year. To some extent, the financing agreements that funded the construction of parking structures dictates how parking spaces in certain facilities may be priced and leased.

Changing the way public parking is priced and managed would:

- Free up more spaces for daily and hourly parking to better utilize excess capacity in off-street facilities.

- Reduce pressure for on-street parking, freeing up more parking spaces for short-term visits to downtown businesses or creating higher-capacity bicycle parking corrals.

- Create better balance between overnight and daytime parking needs for hotels, restaurants, bars, offices, and retail businesses.

- Reduce cost and stress burden on businesses by empowering them to allow their employees to pay for their own daily or hourly parking rather than vie for a limited number of business parking permits.

The Missoula Parking Commission should update the way parking spaces are managed and leased in MPC-controlled facilities to the greatest extent feasible. Key initiatives include:

- Collect baseline occupancy data in areas with expanded residential permit parking (RPP) and parking management (see details in strategy description above).

- As financing agreements allow, designate more spaces in off-street facilities for hourly and daily parking as opposed to monthly or other long-term permits.

- Establish occupancy targets for different areas and price on- and off-street parking to achieve the targets. Adjust pricing as necessary to achieve occupancy targets.

- Establish a schedule and procedure for consistently updating parking utilization data to understand and inform rate adjustments. This may require investment in new parking monitoring technology such as gating systems, license-plate readers, virtual permitting, pavement loop detectors, or other systems.

- Implement performance-based permit oversell rates to reduce waitlists and use excess daytime capacity. A suggested process is outlined in the callout below.

Performance-Based Oversell Rates

The following is a suggested process for all facilities with permit wait list entries aged six months or more, and a weekday-peak utilization averaging less than 85%.

1. Identify the excess capacity for each facility, calculated as:

- total supply,
- multiplied by 0.70,
- minus average weekday-peak occupancy.

2. Offer monthly permits to those at the top of the wait list, until the number of accepted offers is equivalent to this excess capacity measure.

As this approach is put into practice and refined, and once confidence in its outcomes is established, the steps should be updated with a higher excess-capacity threshold, as follows:

1. Identify the excess capacity for each facility with a wait list for permits, calculated as:

- total supply,
- multiplied by 0.85,
- minus average weekday-peak occupancy.

2. Offer monthly permits to those at the top of the wait list, until the number of accepted offers is equivalent to this excess capacity measure.

While this process is refined and established, use any consistent remaining capacity in permit facilities to increase short-term parking. This could be formalized by prohibiting permit-holders from using the most convenient parking spaces within permit facilities until after 10:00 AM. Performance monitoring will allow the MPC to define how many such spaces it might want to set aside.

UPDATE BICYCLE PARKING REQUIREMENTS & DESIGN STANDARDS

Missoula's current bicycle parking requirements are nested within the vehicle parking code, and required bicycle parking quantities are tied to required vehicle parking. Required quantities of bicycle parking are often out of touch with the actual demand for bicycle parking at different land uses, nor will they match future demand if the City's goal to increase bicycling for daily trips is to be met. Updating the bicycle parking code will allow a modernized code to properly meet demand and will make bicycling a more attractive option for more people by ensuring that bicycle parking is easy to find and use. High quality bicycle parking will complement Missoula's comfortable and connected

network of bikeways and gentle topography to enable low-stress bicycle travel from trip end to trip end.

The bicycle parking code should:

- Exist as a standalone section in City code and be permanently decoupled from motor vehicle parking requirements.
- Establish bicycle parking requirements that are tied to specific land uses based on local precedent and national best practices.
- Include robust design standards that ensure parking is accessible, attractive, and functional for a range of users and bicycle types and emphasize strong security standards to discourage bicycle theft.
- Consider short- and long-term bicycle parking needs.
- Make special consideration for provision of bicycle parking in new multifamily housing.
- Lay out minimum requirements to accommodate e-bike charging.

Implementation Example: Bicycle Parking Code Update

Portland, Oregon adopted an updated bicycle parking code in 2019. The code ensures that new development and major redevelopment projects provide adequate, secure, and convenient short- and long-term bicycle parking. Major updates included:

Enhanced security standards to help prevent bike theft.

Increased options for space-saving racks.

Ensuring usability for a variety of types of bicycle and people of all abilities.

Increased minimum required amounts of short- and long-term bicycle parking.

Establishing tiered requirements based on geographic context.

Requiring minimum numbers of long-term parking spaces to have access to an electric outlet to accommodate e-bike charging.

Requiring that a percentage of long-term bicycle parking in multifamily residential buildings be located in bike rooms rather than in residential units.

https://www.portland.gov/transportation/walking-biking-transit-safety/bike-parking-code
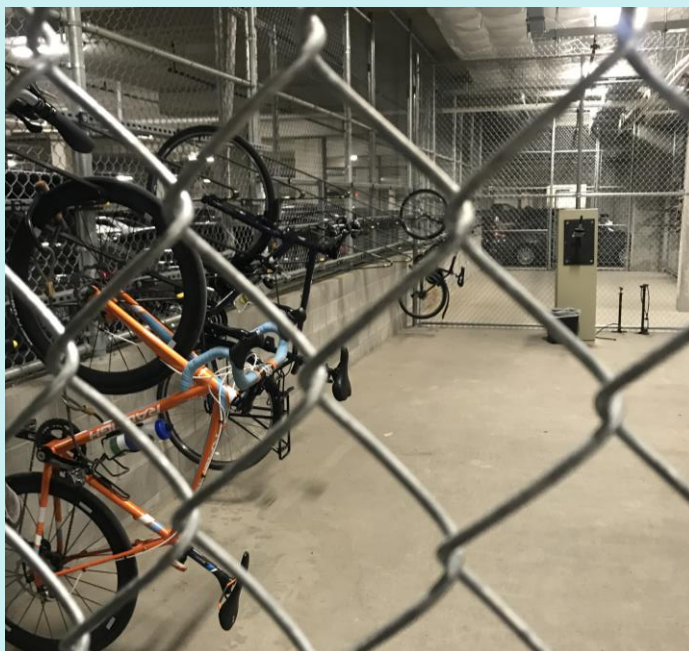
Secure bicycle parking and bicycle work station in a recently completed development project in Northwest Portland.

How Would These Parking Recommendations Play Out?

The parking code and management recommendations do not have to be fully implemented all at once. Recommended reforms could be phased in and expanded or updated incrementally (see the peer example of South Bend, Indiana above, where a gradual phaseout of minimum parking requirements in certain areas proved beneficial enough to enact citywide). A phased approach to rolling out parking reforms is described in the final chapter, including near-term and long-term opportunities for incrementally scaling the parking code and management recommendations.
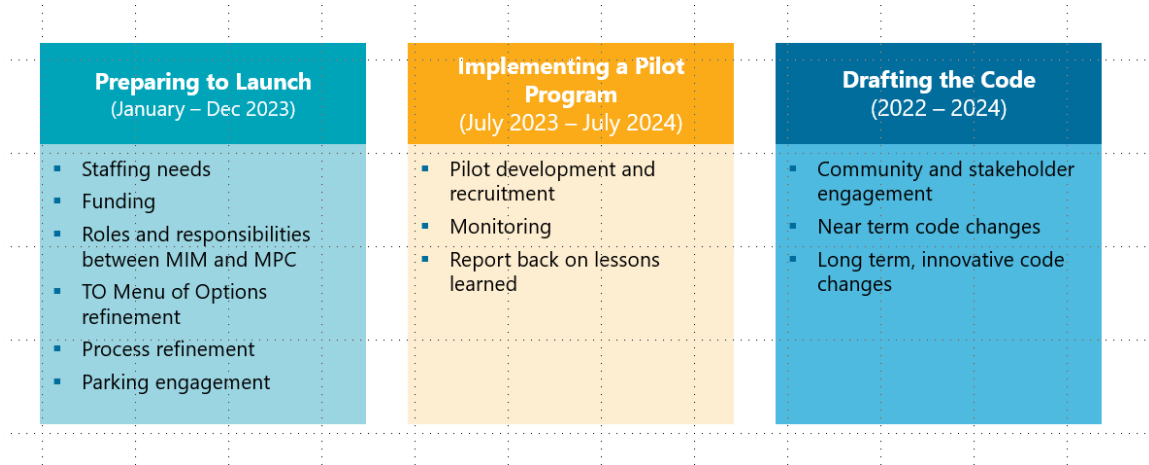
Staffing

If these parking recommendations are implemented, MPC and the City of Missoula will likely need to identify additional staff capacity to manage and expanded parking program. Staffing and responsibilities should be coordinated with the broader TO program and Missoula in Motion (MM), especially given the outcome of possible restructuring/merging of MPC with MIM. Staffing duties are described above related to developer and employer TO requirements, as well as program monitoring and enforcement. Key duties related to the parking program would include:

- Manage outreach and strategic communication for new parking management areas and new RPP areas.
- Broker shared parking agreements.
- Manage new information and communication systems to integrate public and private/commercial parking facilities.

WHAT ARE THE NEXT STEPS?

This chapter outlines the next steps and phasing for Missoula to begin to implement the recommendations outlined above, including organizational strategies to ready the City from a staffing perspective and funding perspective, the development of a pilot program to test the requirements with developers and employers, and elements of the process to be solved for in the code reform process.

Preparing to Launch (January – Dec 2023)	**Implementing a Pilot Program** (July 2023 – July 2024)	**Drafting the Code** (2022 – 2024)
▪ Staffing needs ▪ Funding ▪ Roles and responsibilities between MIM and MPC ▪ TO Menu of Options refinement ▪ Process refinement ▪ Parking engagement	▪ Pilot development and recruitment ▪ Monitoring ▪ Report back on lessons learned	▪ Community and stakeholder engagement ▪ Near term code changes ▪ Long term, innovative code changes

All actions below are numbered using the following format:

- L = Launch
- PI = Pilot
- N = Near Term
- L = Long Term
- TO = Transportation Options
- PC = Parking Code
- PM = Parking Management

For example, NTO.1 indicates a near-term action for transportation options.

Preparing to Launch (Jan – Dec 2023)

Preparation to launch the **TO requirements** starts with a focus on who will staff the program, the development of a marketing strategy to communicate the program, identification of ongoing funding and fee-structure strategies, implementing process improvements to integrate the process into the permitting review software and business license process, and program monitoring.

Missoula County ~ City of Missoula
MPO
METROPOLITAN PLANNING ORGANIZATION

- **LTO.1 Staffing:** Identify staff needs and funding for new positions to support TO program implementation. Determine how many new staff may be needed, where they would sit, and how responsibilities would be coordinated across tasks related to the developer and employer TO Plan creation/review and performance monitoring and enforcement.

- **LTO.2 Roles and Responsibilities:** Determine how roles and responsibilities may relate to Missoula Parking Commission (MPC) and any restructuring or combining of MPC with Missoula in Motion.

- **LTO.3 MIM / MPC Alignment:** Study MPC funding options including feasibility and costs/benefits of merging with Missoula in Motion to create one TO, mobility, and parking management structure.

- **LTO.4 Marketing Strategy:** Develop a marketing strategy to communicate the program launch and relationship to City goals and programs. Work with other City departments and partner agencies to advertise the TO program and communicate its importance to support key initiatives such as housing affordability and city growth policies.

- **LTO.5 Funding:** Identify ongoing funding sources such as state and federal grants to create incentives that can support required TO strategies, especially for developments such as affordable housing that may have very tight project budgets.

- **LTO.6 Fee-in-Lieu Structure:** Determine the fee structure for the optional fee-in-lieu of TO Plans. Describe how the revenue would be used by Missoula in Motion (or the new funding district as described in the callout above in section 2.2).

- **LTO.7 TO Menu of Options:** Finalize the TO Menu of Options for New Development and Employers for use in the pilot phase and the code changes.

- **LTO.8 Permitting Review Software:** Develop a project review workflow that gets integrated into the permitting review software.

- **LTO.9 Database Management:** Create a database to monitor participants, plan progress, and survey data. Organize information for eligible developers and employers, including contact information, TO plans, mode share targets, mode splits from survey data collection, and trends over time.

- **LTO.10 Monitoring Plan:** Develop a TO program monitoring plan for employers and new development. Coordinate with suggested actions described in the TO Performance Monitoring section to add considerations for employers. The basic survey instrument could be used for both development and employment sites, with possible additions specific to each type.

- **LTO.11 Survey Development:** Draft a survey instrument for monitoring mode splits, transportation options awareness, and other key metrics through the Biennial Travel Survey. Consider a city-managed survey operated through a central platform such as Survey Monkey to standardize data collection and enable easy distribution and updating.
- **LTO.12 Survey Administration:** Establish internal City responsibility for survey data analysis and database management to monitor response rates, mode splits, and transportation options awareness and use over time.

A comprehensive engagement strategy, composed of internal and external stakeholders, is needed to understand **if Missoula is ready to completely remove parking minimums**. This section outlines the steps that should be taken during the Preparing to Launch phase.

- **LPC.1 Parking Working Group:** Convene working group or groups to study the approach to parking minimums and draft a preferred path forward. Consider an incremental approach as described in the parking section above compared to a citywide approach.
- **LPC.2 Parking Engagement:** Develop engagement strategy and approach for studying and rolling out parking management and district-based recommendations. Key initiatives could include:
  - Identify shared parking opportunities and broker shared parking agreements for existing parking supply, for both existing buildings and future developments. Consider defining shared parking districts to focus outreach communication and improvements to wayfinding and parking technology.
  - Target outreach to areas slated for expanded residential permit parking and other MPC management strategies.

Implementing a Pilot Program (July 2023 – July 2024)

While the logistics of launching the TO requirements and assessing the parking changes are being figured out, the City can recruit developers and employers to voluntarily participate in the TO pilot program. The purpose of the pilot program will be to test the TO Menu of Options and associated points-based system, test the survey mechanism, and identify any process changes to ease the burden for City staff and program participants. The pilot program would last one year with a target of recruiting five developers and five employers to participate at minimum. The pilot program does not depend on the concurrent Code Reform project for implementation, and the City has

already identified several projects in development, as well as one city-owned property, that will be good pilot program candidates.

- **PTO.1 Pilot Recruitment:** Recruit developers and employers to participate in a TO pilot program to help test and vet TO thresholds, TO menu of options, survey and reporting, and other elements of program implementation before codifying and rolling out the program citywide.

- **PTO.2 Survey Pilot:** Identify developments and businesses who would agree to pilot the survey to help establish baseline travel behavior. This could be communicated to these participants as an opportunity to get ahead of the coming TO requirements and have additional help from the City to roll out the Travel Survey before it is required more broadly. The pool of participants to test the survey could be broader than the developers and employers that test the TO program requirements.

Drafting the Code (2022 – 2024)

Much coordination will be needed with the Code Reform team to ensure the TO requirements and parking changes are rolled out successfully. For both Near- and Long-Term Code changes, engagement with the community and internal stakeholders is needed to continue the conversation about what is suitable for Missoula. This section highlights the priorities for the Code Reform team under each subject area.

Near-Term Code Development

The below items are to be considered for the **Near-Term Code Development** recommendations **related to TO requirements for new development and employers**:

- **NTO.1 New Development Exemptions:** Determine if there will be any categorical exemptions to TO requirements based on land use, and if so, what those will be.

- **NTO.2 Employer Exemptions:** Determine if there will be any categorical exemptions to TO requirements based on employer type and/or location, and if so what those will be.

- **NTO.3 Affordable Housing:** Determine to what extent funding for affordable housing projects blocks or limits the applicability of parking strategies such as unbundling parking. Study options for working around the funding limitations and identify alternate funding sources for affordable housing if needed.

- **NTO.4 Events:** Require large events that necessitate City permits to deploy temporary TO strategies outside of the framework for new development or employer TO programs. Event planners could publicize the strategies to maximize use by event attendees and reduce vehicle trip impacts. Missoula in Motion could support implementation of strategies such as temporary bicycle parking.

- **NTO.5 Location-Based Credit:** Define TOD zoning overlay and areas within ¼-mile commuter trail access to finalize the Location-Based Credit areas in the Signature Strategy. Reference maps in the code that can be updated outside the code to avoid needing to amend code in the future as priority development areas change.

- **NTO.6 Enforcement Plan:** Develop an enforcement plan. Complying with the agreed upon strategies is key, so developing an enforcement plan will help prevent businesses and new developers from skirting their obligation.

The below items are to be considered for the **Near-Term Code Development** recommendations related to **parking code changes**:

- **NPC.1 Minimum Parking Requirements:** Update minimum parking requirements:
  - Collapse the number of land use categories for which parking minimums are assigned, and right-size requirements to avoid over-requiring the provision of parking. See recommended parking ratio adjustments in Appendix F.
  - Consider adding parking maximums.

- **NPC.2 Shared Parking:** Consider ways to make shared parking easier through the code. Options may include:
  - Set a definition for shared parking that includes a minimum number of contiguous hours and minimum total number of hours in a day during which the shared parking must be publicly available.
  - Defining shared parking districts and focusing efforts to broker shared parking arrangements among the private and public parking supply within each district.
  - Require that for any parking constructed, a minimum percentage or number of the spaces must be designated as shared.
  - If parking maximums are implemented, require that some or all of the parking provided beyond the maximum be designated as shared.

- **NPC.3 Unbundled Parking:** If parking is unbundled from multifamily residential projects, set a parking rate structure such that the lease rates for parking spaces

do not fall below the local average charged in commercial and public parking facilities.

- **NPC.4 Bike Parking:** Decouple bicycle parking from motor vehicle parking and create a standalone bike parking code and design standards. Update bike parking requirement ratios based on national best practices.

- **NPC.5 Parking Reductions:** Determine the preferred approach to parking reductions that may be phased in over time (see Long-Term Code Development actions below).

The below items are to be considered for the **Near-Term Code Development** recommendations related to **parking management**:

- **NPM.1 MPC Permit Areas:** Expand MPC jurisdiction to the new areas described above.

- **NPM.2 Residential Parking Permit Program:** Update residential parking permit program, parking pricing, and permit waitlists.

- **NPM.3 Parking Rates:** Allow parking rates to be set and adjusted as needed to achieve occupancy targets and other related goals.

- **NPM.4 Merge Parking and TO Activities:** Merge Missoula in Motion with Missoula Parking Commission to create a cohesive, comprehensive transportation options and parking management entity (see callout in section 2.2 above for additional detail).

Long-Term Code Development

The below items are to be considered for the **Long-Term Code Development** recommendations **related to TO requirements for new development and employers**:

- **LTO.1 Transportation Impact Fee:** Update the Transportation Impact Fee to allow revenue to fund services as well as the current capital improvements.

- **LTO.2 Landscaping Requirements:** Update parking and landscaping requirements so that less of a parcel's buildable area must be dedicated to something other than building area.

- **LTO.3 TIS:** Update Traffic Impact Study:
  - Reduce vehicle trip threshold for TIS from current 200 daily vehicle trips. Consider aligning threshold with final TO requirement threshold.
  - Update trip generation methodology, using either locally-tailored trip generation estimates, the EPA MXD tool (see callout above for more detail),

or other method. If creating a customized trip generation methodology, reference a table or workbook that can be updated outside of the code. Create a (or adopt an existing) trip calculation tool that is simple accessible for developers and other applicants who may not be familiar with transportation analysis. Use the same trip generation methodology for calculating TO requirements as for TIS.

– Integrate multimodal impact assessment into approved TIS methodology. Develop customized methodology or consider established methodology such as multimodal level of service (MMLOS). Consider dropping any metrics related to motor vehicle level of service (LOS) and instead use MMLOS and/or vehicle miles traveled (VMT) as the key metric(s) against which development impacts are evaluated and multimodal improvements conditioned. Vehicle trips could remain the trigger for requiring a TIS, with MMLOS and/or VMT as the key metric.

– Consider a mixed-use trip generation methodology that would capture the impact and incentivize the creation of mixed-use development.

– Consider developing locally-tuned trip generation rates.

– Allow TO measures from the TO Menu of Options as mitigation for vehicle trips or VMT estimated through TIS.

– Allow TIS to require multimodal improvements or contributions toward multimodal improvements as conditions of approval rather than simply requiring traffic signal or intersection improvements, as is common today.

▪ **LTO.4 TO Developer Requirements in Code:** Integrate TO requirements into the development code. Finalize strategy details, strategy tiers, and points system in the TO Menu of Options. This document should be referenced in the code but able to be updated outside of the code. Evaluate existing development and permit review processes and identify opportunities to integrate TO Plan review to minimize burden of TO Plan creation to the greatest extent feasible.

▪ **LTO.5 TO Employer Requirements in Code:** Integrate TO requirements for existing employers into the development code. Finalize strategy details, strategy tiers, the points system, and reference maps for geographic applicability (Downtown Master Plan area in Phase 1, Typology 1 Design Excellence Corridors in Phase 2, and any other areas as the TO program expands) in a document that is referenced in the code, but able to be updated outside of the code.

▪ **LTO.6 TO Chapter in Code:** Consolidate all TO related items into one place in the code, including new programmatic elements and infrastructure requirements currently housed in other places, such as bike parking, parking

requirements (if applicable), on-site facility improvements, and other required transportation infrastructure improvements currently residing in Title 12. Consider updating public right-of-way requirements to require construction of or financial contribution to adjacent multimodal capital improvements identified in modal master plans and the Long-Range Transportation Plan.

Parking

The below items are to be considered for the **Long-Term Code Development** recommendations **related to parking code:**

- **LPC.1 Parking Reductions:** Allow parking reductions through the TO Menu of Options for New Development. This strategy would be removed from the TO Menu of Options if parking minimums are fully eliminated per LPC.2 below.

- **LPC.2 Parking Minimums:**
  - Allow on-street parking to count toward parking minimums, as it currently does in Design Excellence overlay areas. Consider whether this will apply in certain districts or citywide depending on availability of on-street parking and access to transportation options.
  - Reduce or eliminate minimum parking requirements. If parking minimums are maintained, consider implementing parking maximums. If parking maximums are implemented, define parking maximum amounts by land use.

LIST OF APPENDICES

Appendix A - Existing Conditions Report

Appendix B - Best Practices and Peer City Review

Appendix C - Parking Issues & Opportunities Memo

Appendix D - Issues & Opportunities Summary

Appendix E - Stakeholder Summary Notes

Appendix F - Recommended Minimum Parking Ratio Adjustments