

*Missoula,
Montana*

*Urban
Fringe
Development
Area
Project
Update
And
Staff
Recommendation*



Office of
Planning &
Grants

July 30, 2008

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Introduction, Background, and Next Steps

Introduction

This project plans for accommodating residential growth through 2030 within the Missoula Urban Service Area (URSA). Fifteen thousand new residential units are anticipated within the Area. This information supplements the January 2008 packet. This packet provides the public and decision makers with detailed growth pattern information and a database of information important to the discussion of growth. The January packet focused on existing City and County services needed to sustain a community.

This packet highlights the scenarios for allocating residential growth presented at four Open Houses in May 2008. The growth scenarios — Business As Usual, Suburban Satellites, and Focus Inward — describe the number and locations of anticipated new dwelling units, including already entitled lots. The photos within each growth scenario page illustrate what the neighborhood density could look like. Each scenario presents varying growth plans in fourteen “neighborhoods” within the URSA and are based upon three Envision Missoula scenarios from the concurrent Urban Area Transportation planning process. The public provided input about their likes and dislikes with the scenarios. A summary can be viewed at: <http://www.co.missoula.mt.us/opgftp/Urban/UFDA/ScenarioSummary.pdf>.

A series of suitability maps were developed to analyze infrastructure needs in order to continue the scenario process. Eight criteria were used to determine the advantages of and challenges to residential development within fourteen neighborhoods in the URSA. Staff prepared a fourth growth scenario (Scenario D: Staff Recommendation) to respond to the public comment and suitability analysis. In this packet, each neighborhood’s Business As Usual and Staff Recommendation growth scenarios and suitability advantages and challenges are displayed along with photos of existing Missoula scenes to show the potential character of development.

Background

This project’s initial phases included data collection and issue identification, public presentations of data to gather community comments, scenario development, and suitability analysis.

The Office of Planning and Grants (OPG) delivered joint presentations to the Board of County Commissioners and the City Council in January, May, and July 2008. OPG also met seven times with City and County staff working groups. In addition, over fifty presentations have been given to neighborhood councils, civic and private organizations, and numerous public agencies.

Next Steps

The next steps include:

- Continued Outreach
- Governing Body Review
- Public Hearings
- Growth Policy Amendment

Implementation

Implementation involves:

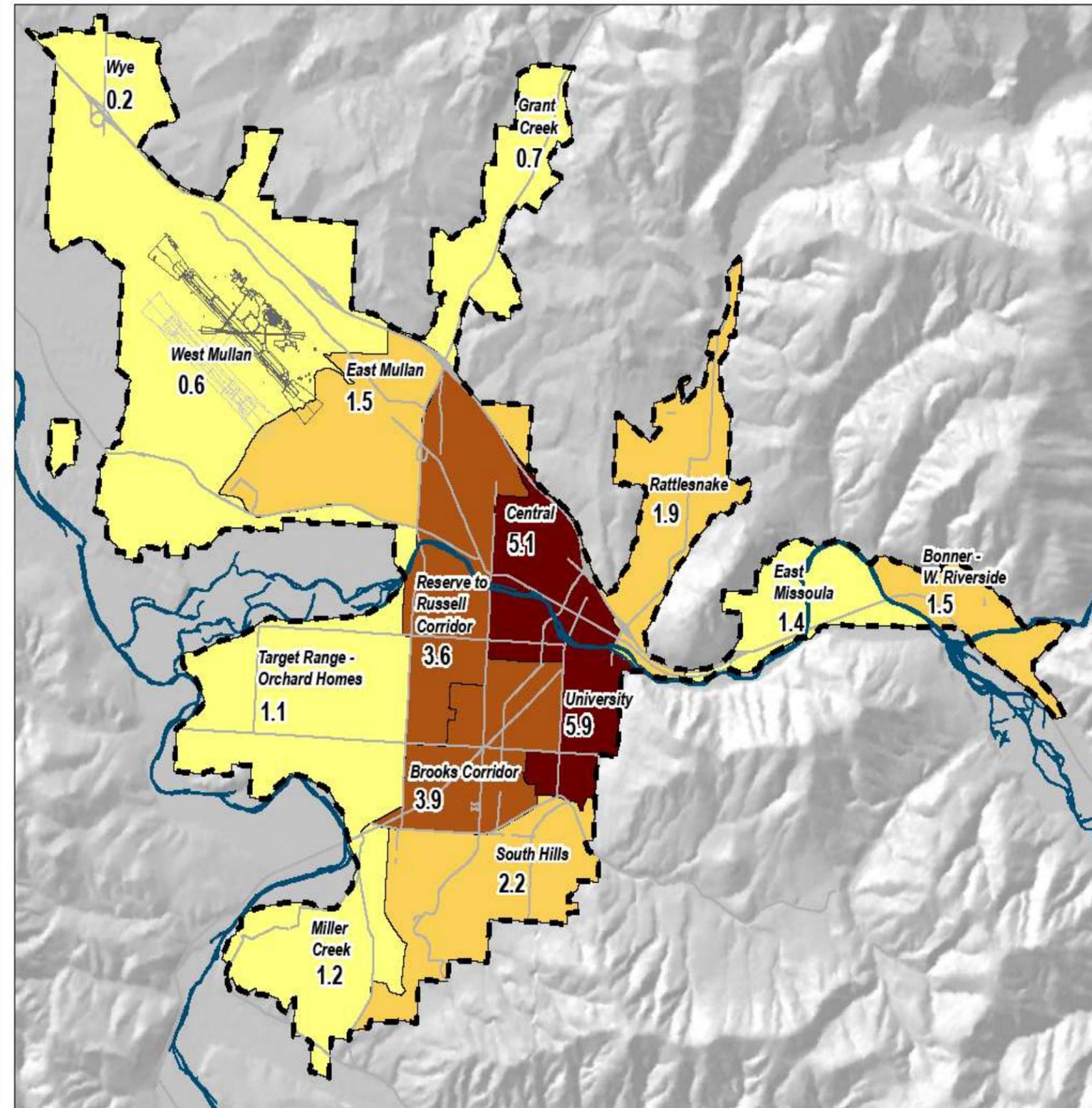
- Regulatory Reform (UFDA does not change zoning.)
- Subdivision Review
- Infrastructure Planning and Investment
- Development “Infrastructure”
- Context for Neighborhood Plan

Public involvement and updates to the Consolidated Planning Board, the County Commissioners and the City Council through the Council’s Plat, Annexation, and Zoning Committee will continue throughout the process.

UFDA maps and past presentations can be viewed at the OPG Urban Initiatives website in the Urban Fringe Development Area section. <http://www.co.missoula.mt.us/opgweb/UrbanInitiative/index.htm>

Contact Laval Means, Project Manager, at 258-3797. Comments can be sent to ufda@co.missoula.mt.us.

2007 Estimated Net Density 2.0 DUAC

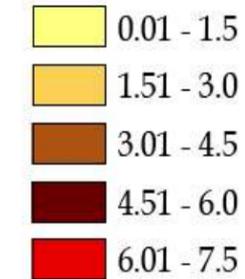


2007

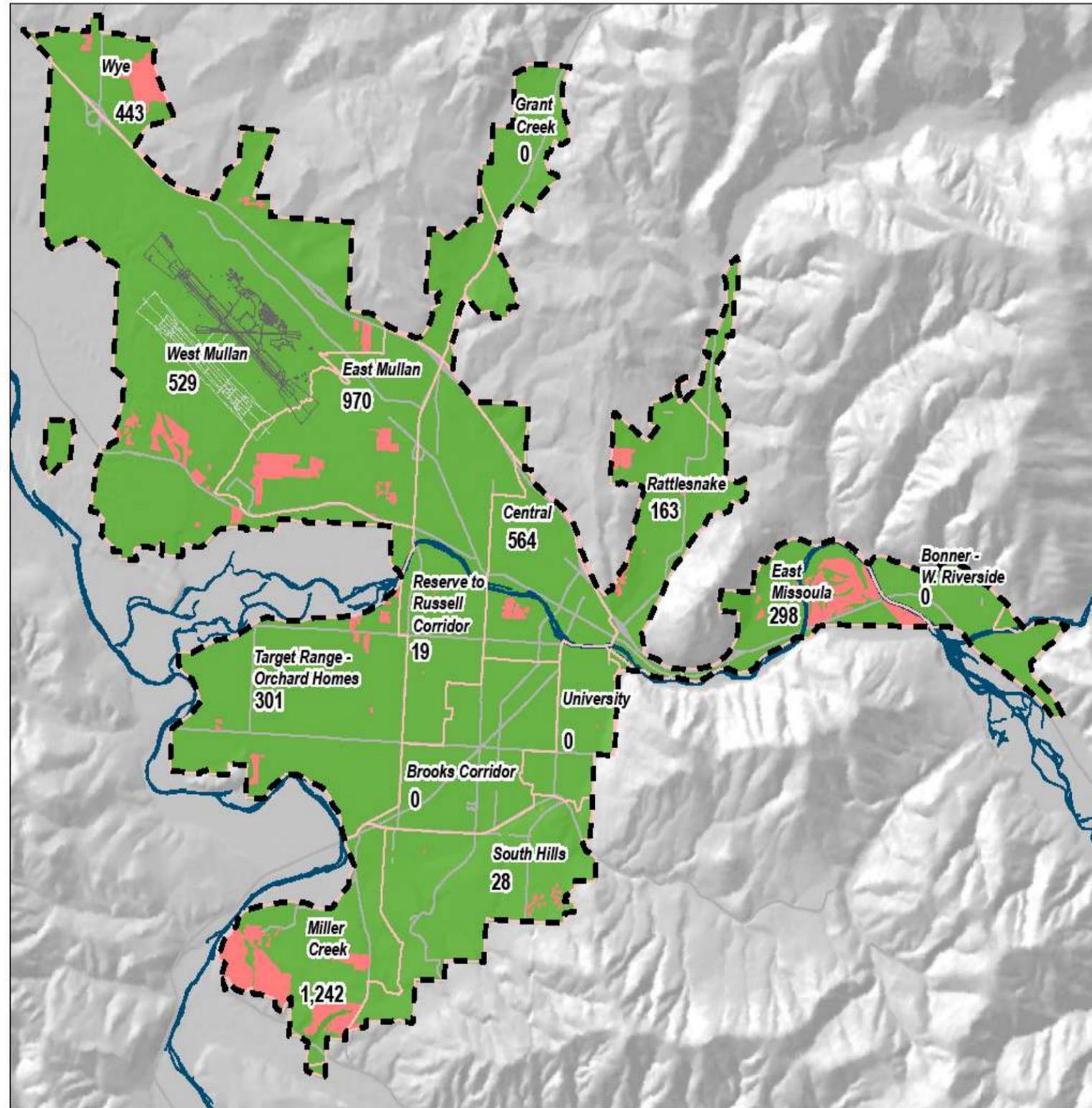
**Estimated Current Net Density:
2.0 DUAC**

38,568 Total Units /
19,295 Acres

Urban Services Area
Estimated Net Density
Dwelling Units per Acre



Map by C. Wilson June 20, 2008
Montana State Plane, NAD 83, feet
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Entitled Lots

Entitled lots from Major preliminarily approved subdivisions and Major final plats from 2004 to present

Subdivided Lands Reserve

1,276 Acres
4,557 Entitled Lots

Legend

- Urban Services Area
- Regions (Aggregated Block Groups)
- Location of Entitled Lots



Map by C. Wilson May 6, 2008
Montana State Plane, NAD 83, feet
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Developable Lands Within the URSA

This map displays constrained land in orange and residentially "developable" land by zoning type. Constraints are described on the previous pages.

Missoula, Montana: Urban Services Area Developable Land Study

Density calculations are tallied only on unconstrained lands where residential development is an explicitly permitted use according to zoning. The "Developable Land" category was derived from the Montana Dept. of Revenue assessor's database, selecting "agricultural" parcels, "farmsites", and properties where land value was equal or greater than building improvement value. The categorization of land as "Developable" does not imply the land should or should not be developed.



"DEVELOPABLE" LAND DEFINED

"Developable" was defined using the Montana tax assessor's Computer Assisted Mass Appraisal Database (CAMA). Parcels were considered "developable" if their assessed land value was equal to or greater than the value of the land's improvements. Additionally, land assessed as agricultural was considered "developable" because of its low assessed value. This dataset reflects information from July 2007.

After constrained lands and Major preliminary approved subdivisions and recently platted subdivisions with entitled lots (4,557 lots on 1,276 acres) were dropped from the developable parcels, the resulting "developable" land totals 5,218 acres inside the URSA.

ANALYSIS

Four thousand, one hundred sixty-one (4,161) acres of the 5,218 acres are zoned for up to 26,694 dwelling units. In addition, there are 1,037 acres of unzoned land that could support 3,641 units according to Comprehensive Plan. That is more than twice what is needed for twenty years of growth. Build-out densities based on potential from current zoning is theoretical and not what actually happens.

The table below shows the comparative densities of "developable" lands by zoning type. The "developable" land layer is a work in progress and will be refined to reflect information gathered through this process.

Mapping of potential "developable" lands does not imply that the land should or should not be developed.

Developable Land By Zoning Type			Potential Units	
Zoning Type	Acres	DUAC	DU	
Commerical	211.0	47.3	10,002	
Industrial	133.0	30.0	3,987	
Mixed Use	134.0	13.8	1,848	
Residential	3683.0	3.0	10,851	
Zoned Total	4,161.0	6.4	26,694	
Unzoned (comp plan DUAC)	1,057.0	3.4	3,641	
Total	5,218.0	5.8	30,335	

Source: Montana DOR CAMA database, USGS 30M DEM, Montana Natural Heritage Program, Missoula County Surveyor's Office, City of Missoula Engineering, and Missoula CPG.
 Map by C. Wilson February 29, 2008
 Missoula Title Plans, 100-03, text
 D:\projects\0208_UFDA_Constraints.pptx



Constraints: Slope >20%, 100-year Flood Plain, Conservation Easements, Cemeteries and golf courses, BADA west of Flynn Lane and RPZ, City and County Owned Land, Parks
 Public Land Ownership: BIA Trust Land, FW&P, MT University System, NWF, BLM, US DOD, USFS
 Zoning Restricted: Land not explicitly zoned to permit residential uses

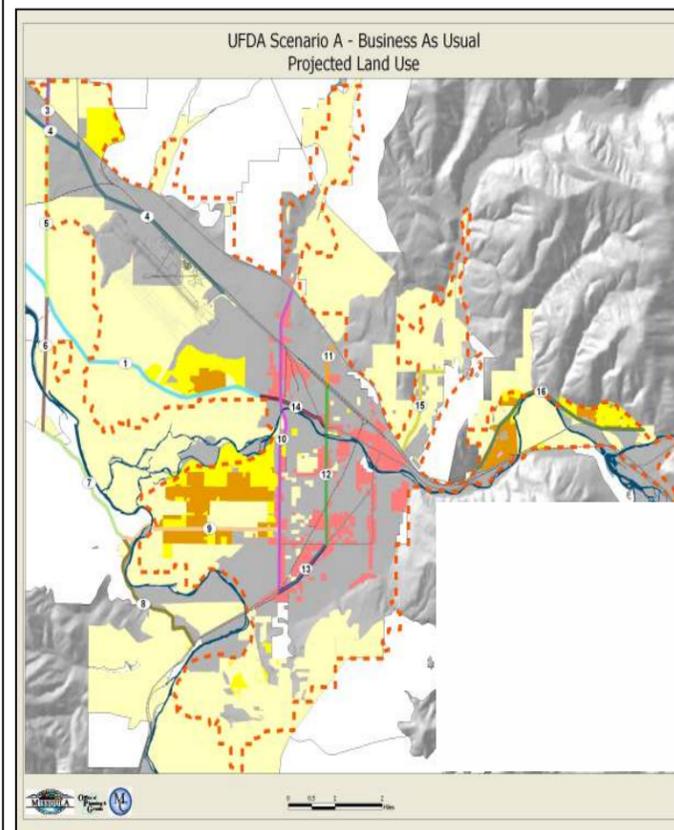


Scenarios Based On Transportation Plan's "Envision Missoula"

Business As Usual

–Extend today's housing trends into the future

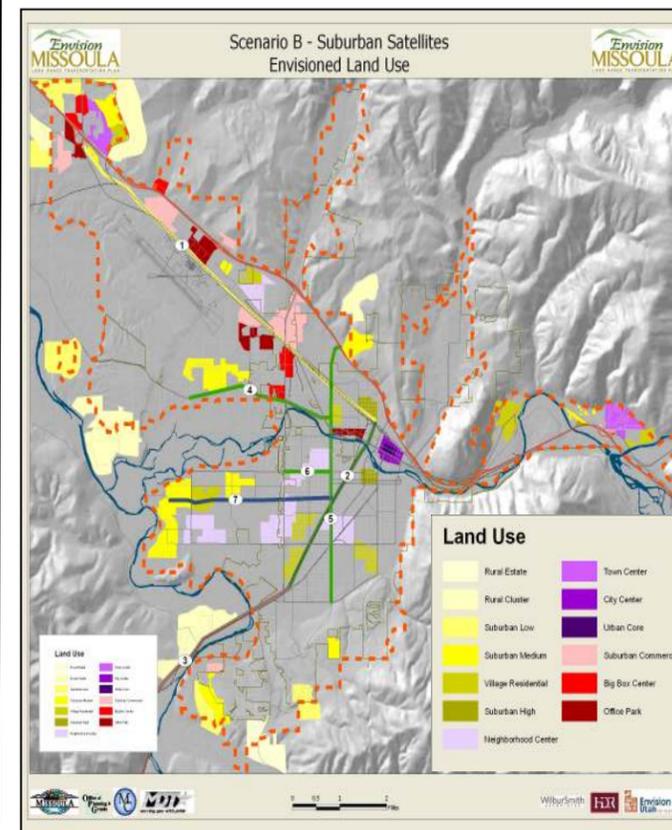
A



Suburban Satellites

–Growth happens in accessible mixed-use town centers

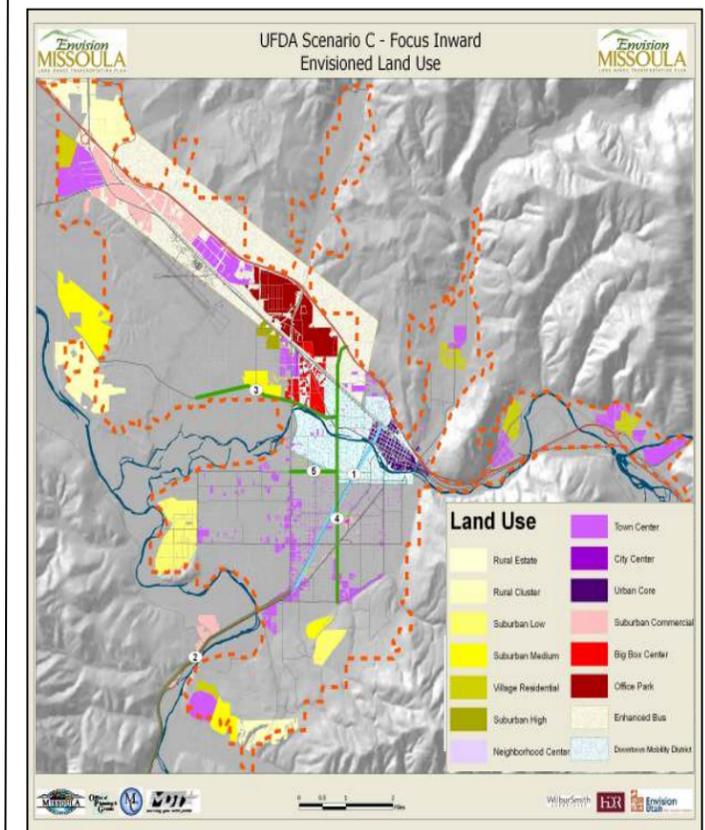
B



Focus Inward

–Compact growth occurs contiguously and compactly near central Missoula
–Downtown intensifies by building on parking lots and low value commercial sites

C



Scenario A – Business As Usual

Scenario A Business as Usual 2030

5,325 Acres
12,497 New Units*
+
2,500 lots in subdivided
lands inventory

2,503 Lot Shortfall

Legend

-  Urban Services Area
-  Regions (Aggregated Block Groups)
-  Developed Land

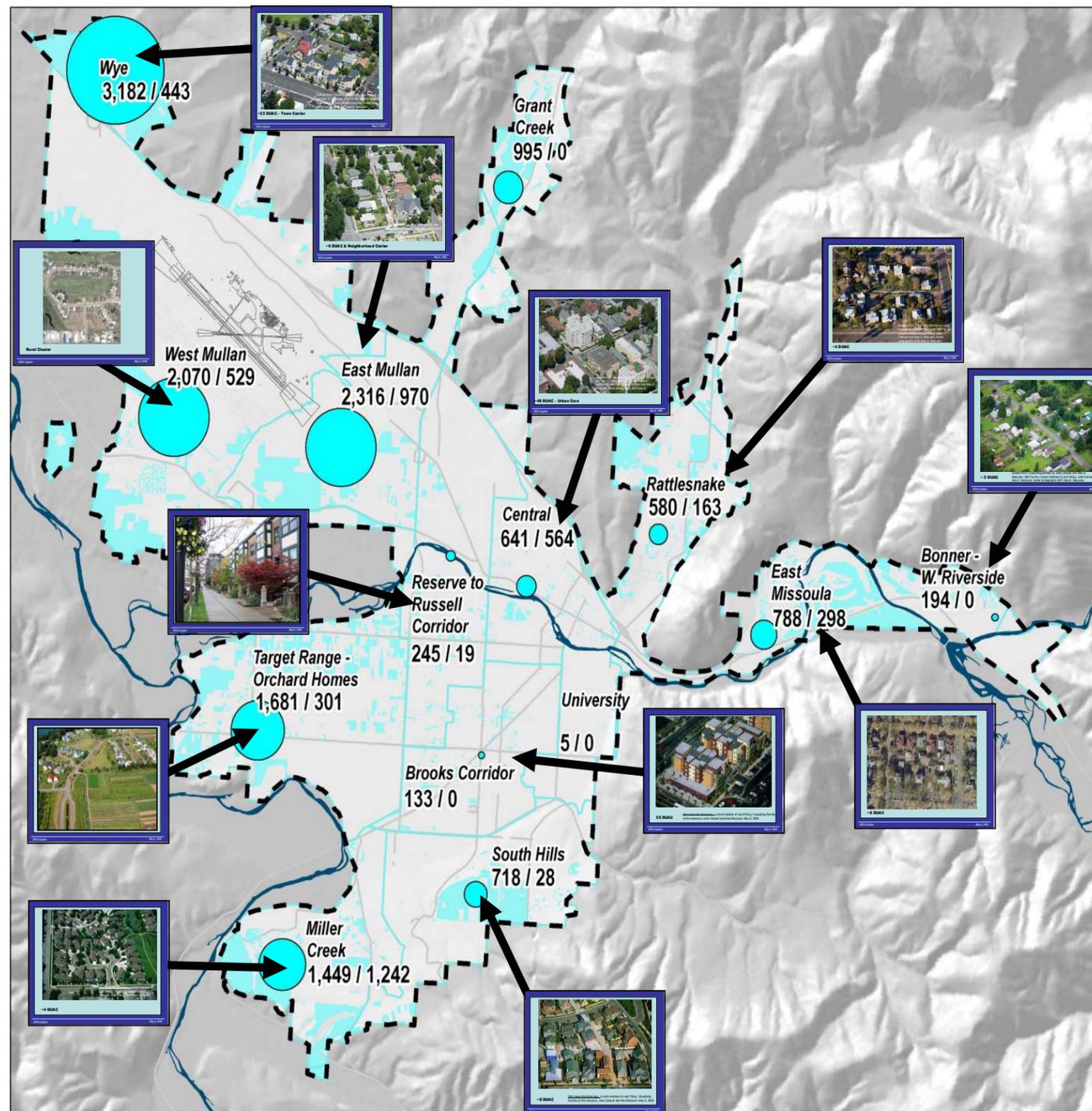
- 1 •
 - 100 •
 - 1,000 •
- New Units*/Entitled Lots**

* New Units includes entitled lots

1 0.5 0 1
Miles



Map by C. Wilson May 19, 2008
Montana State Plane, NAD 83, feet
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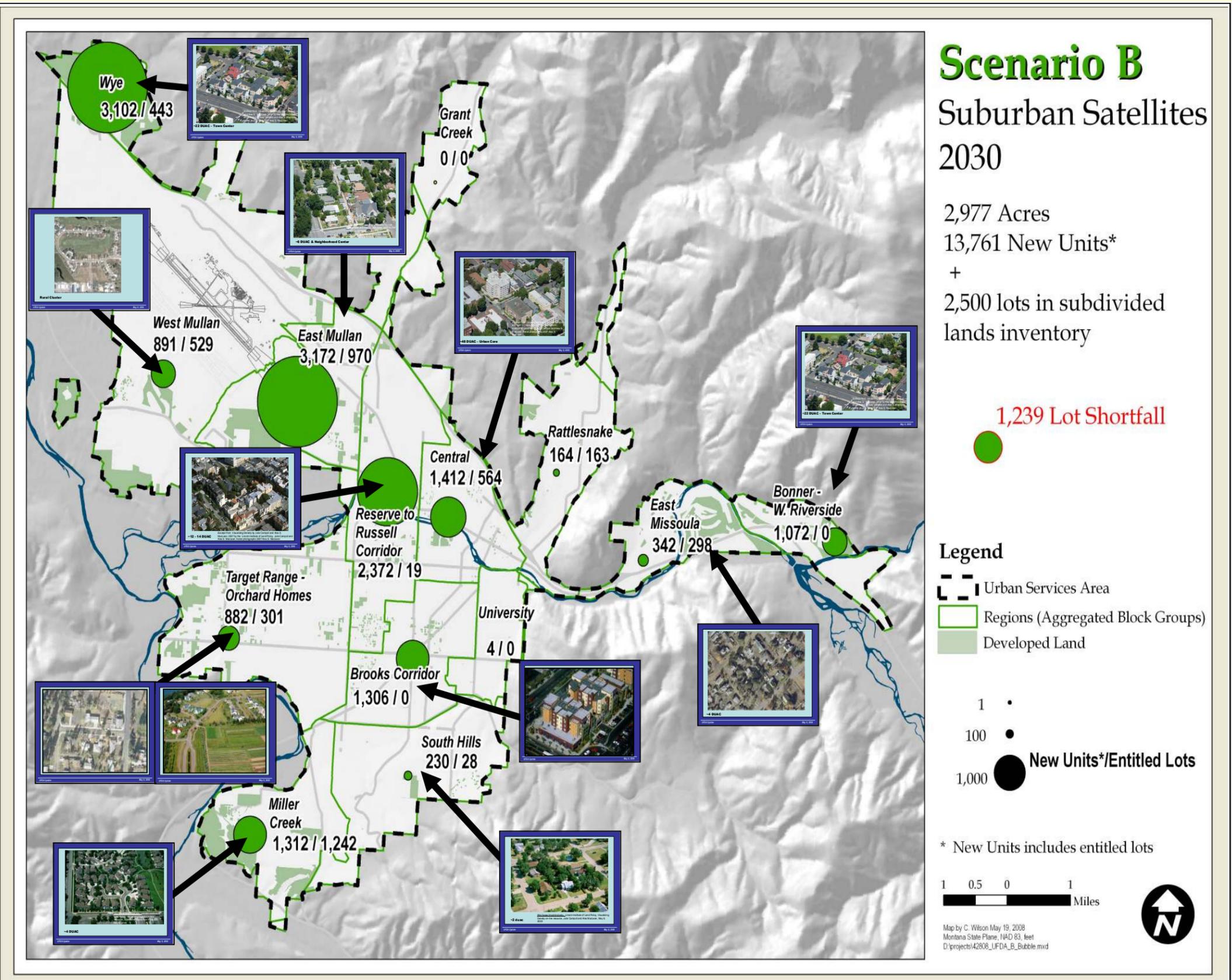
Scenario "A" Considerations

- Extend today's housing trends into the future.
- Overlap UFDA's "Developable" Lands with the Transportation's Envision Missoula Land Uses layer.
- "Developable" lands in Census block groups which already have over 100 entitled lots assumed to develop to zoning potential
- All other "developable" lands assumed to develop at 2 DUAC (Dwelling Units Per Acre).

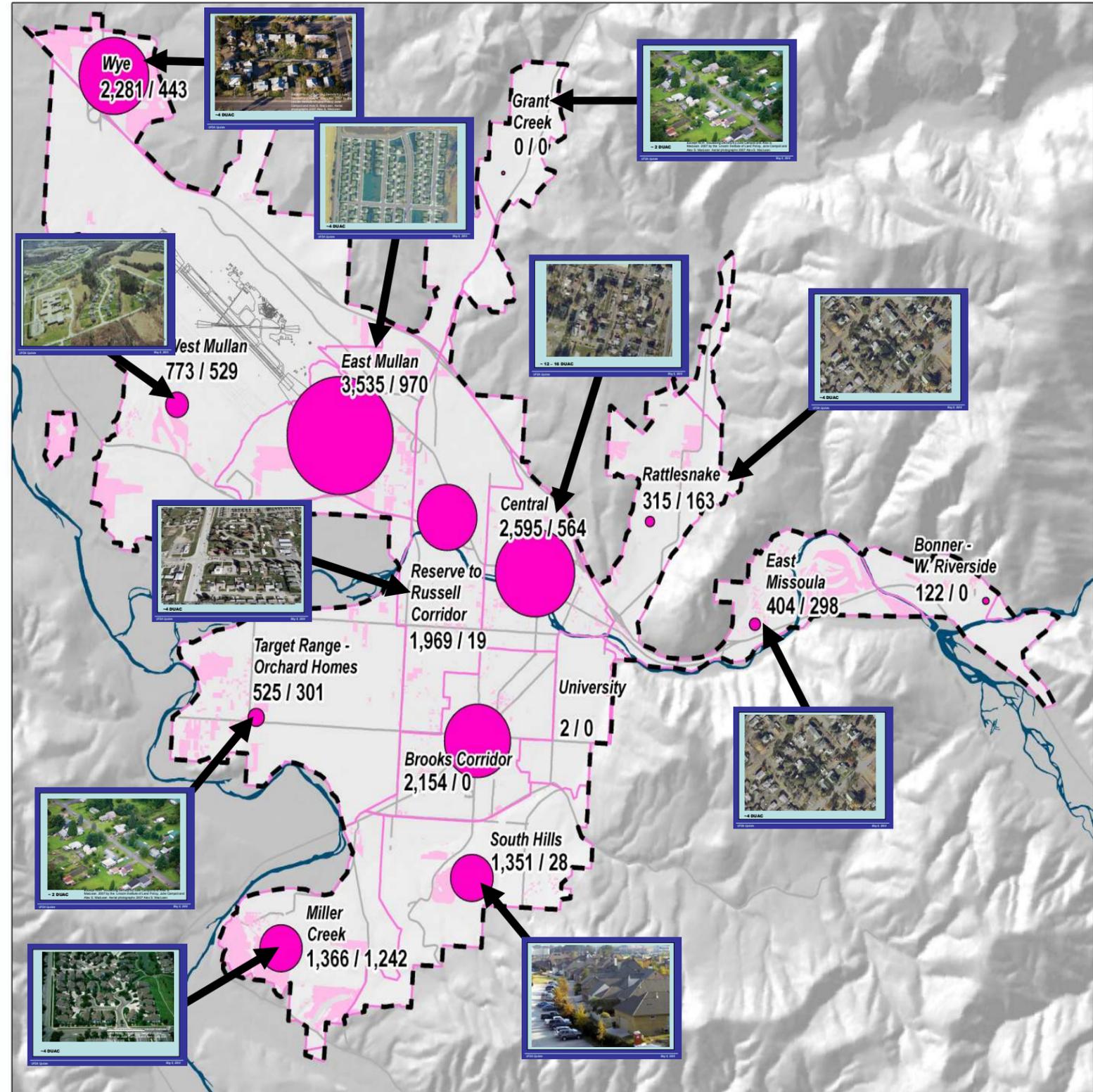
Scenario B – Suburban Satellites

Scenario "B" Considerations

- Growth occurs around accessible mixed use town centers – Bonner, the Wye, North Reserve, and Downtown.
- Overlap UFDA's "Developable" Lands with the Transportation's Envision Missoula Land Uses layer.
- CBD zoning assumed to be 48 DUAC.
- Constrained *industrial* lands in Bonner/West Riverside were considered "developable". "Town" (22 DUAC) and "village" (8.25 DUAC) densities were applied to envision a mixed use town center.



Scenario C – Focus Inward



Scenario C Focus Inward 2030

2,775 Acres
14,891 New Units*
+
2,500 lots in subdivided lands inventory

109 Lot Shortfall

Legend

- Urban Services Area
- Regions (Aggregated Block Groups)
- Developed Land

1 •
100 •
1,000 ● **New Units*/Entitled Lots**

* New Units includes entitled lots

1 0.5 0 1 Miles

Map by C. Wilson May 19, 2008
Montana State Plane, NAD 83, feet
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Scenario "C" Considerations

- Compact growth occurs contiguously and compactly near central Missoula.
- Downtown intensifies by building on parking lots and low value commercial sites.
- Overlap UFDA's Developable Lands with the Envision Missoula Land Uses layer.
- CBD zoning assumed to be 48 DUAC.
- Additional capacity for residential growth residential growth is available based upon comparison to Envision Missoula land use layer.

Suitability Analysis

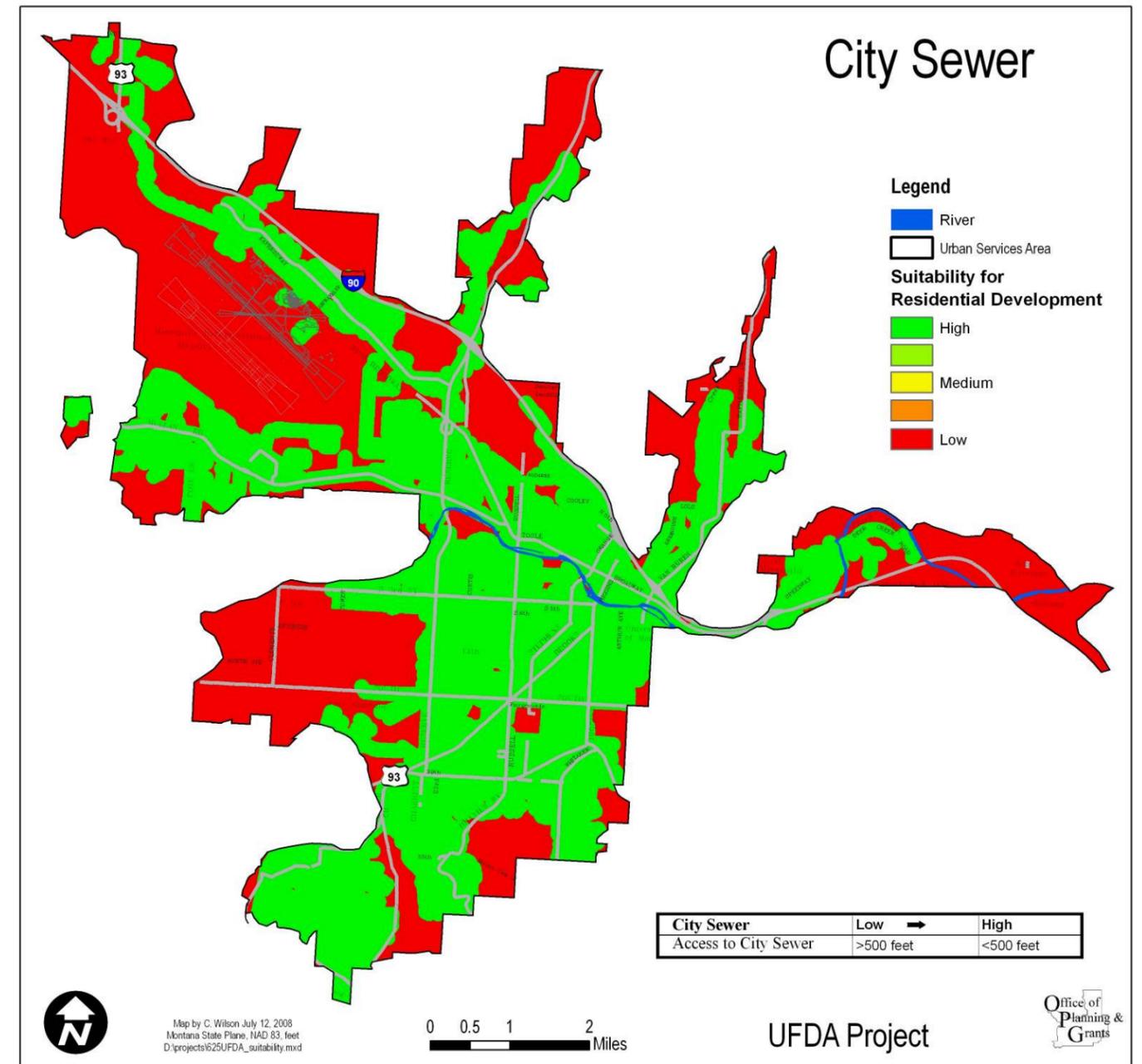
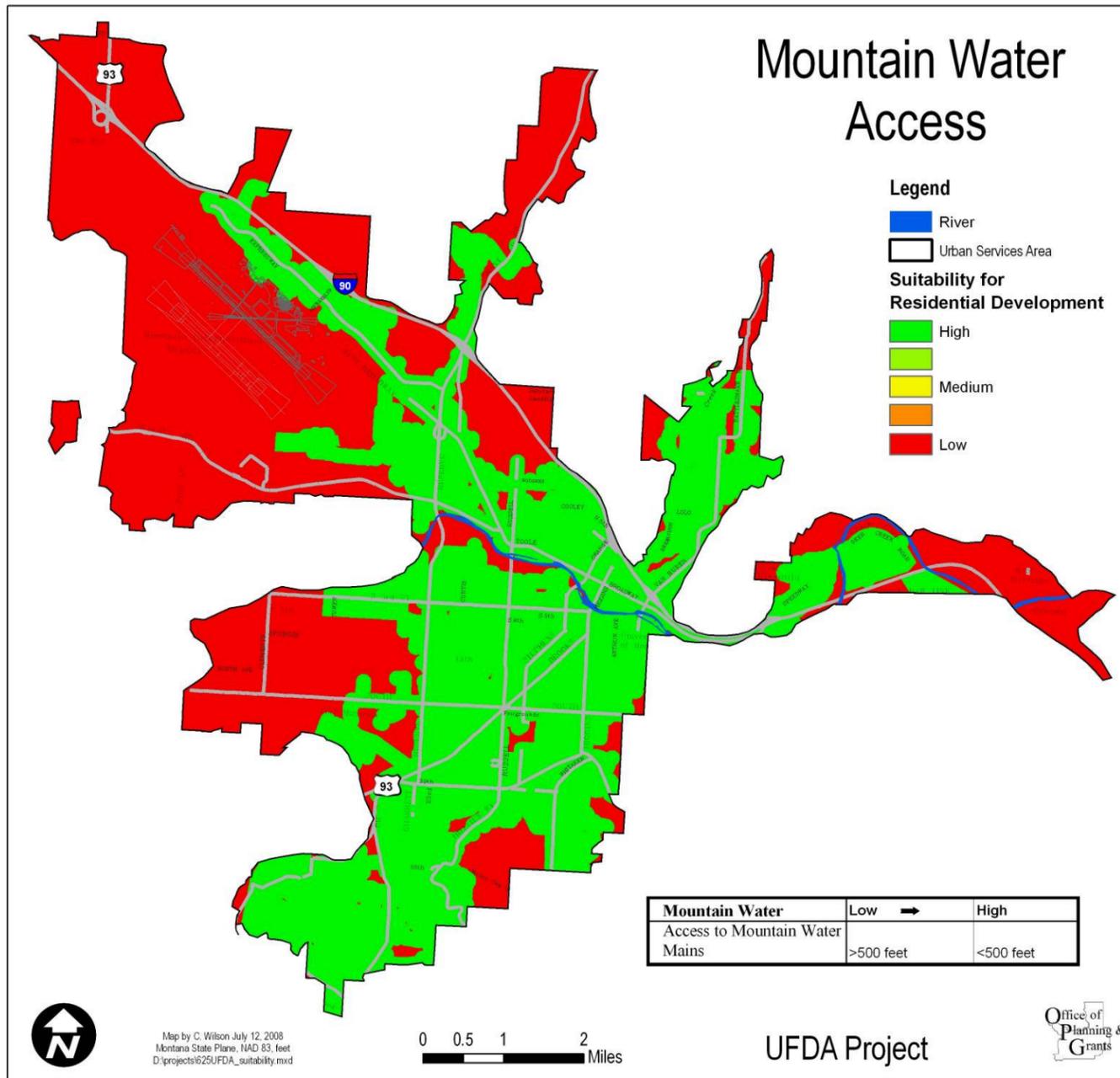
A suitability analysis of the Urban Service Area (URSA) suggests appropriate growth within fourteen “neighborhoods” within the URSA. Criteria used to determine suitability included access/proximity to:

- Mountain Water
- City Sewer
- Roads
- Transit and Bike Routes
- City Fire Travel Response Time
- Prime Soils and Open Space
- Sensitive Lands
- Key Wildlife Habitat

The eight criteria were layered over the top of the land within the Urban Service Area to determine time or distance to or from the existing public resources. Low, medium, and high thresholds measure the time or distance to or from the public resource. The eight criteria were equally weighted. When combined, the eight criteria showed development suitability of all lands within the URSA. A final analysis removed the constrained lands from development consideration.

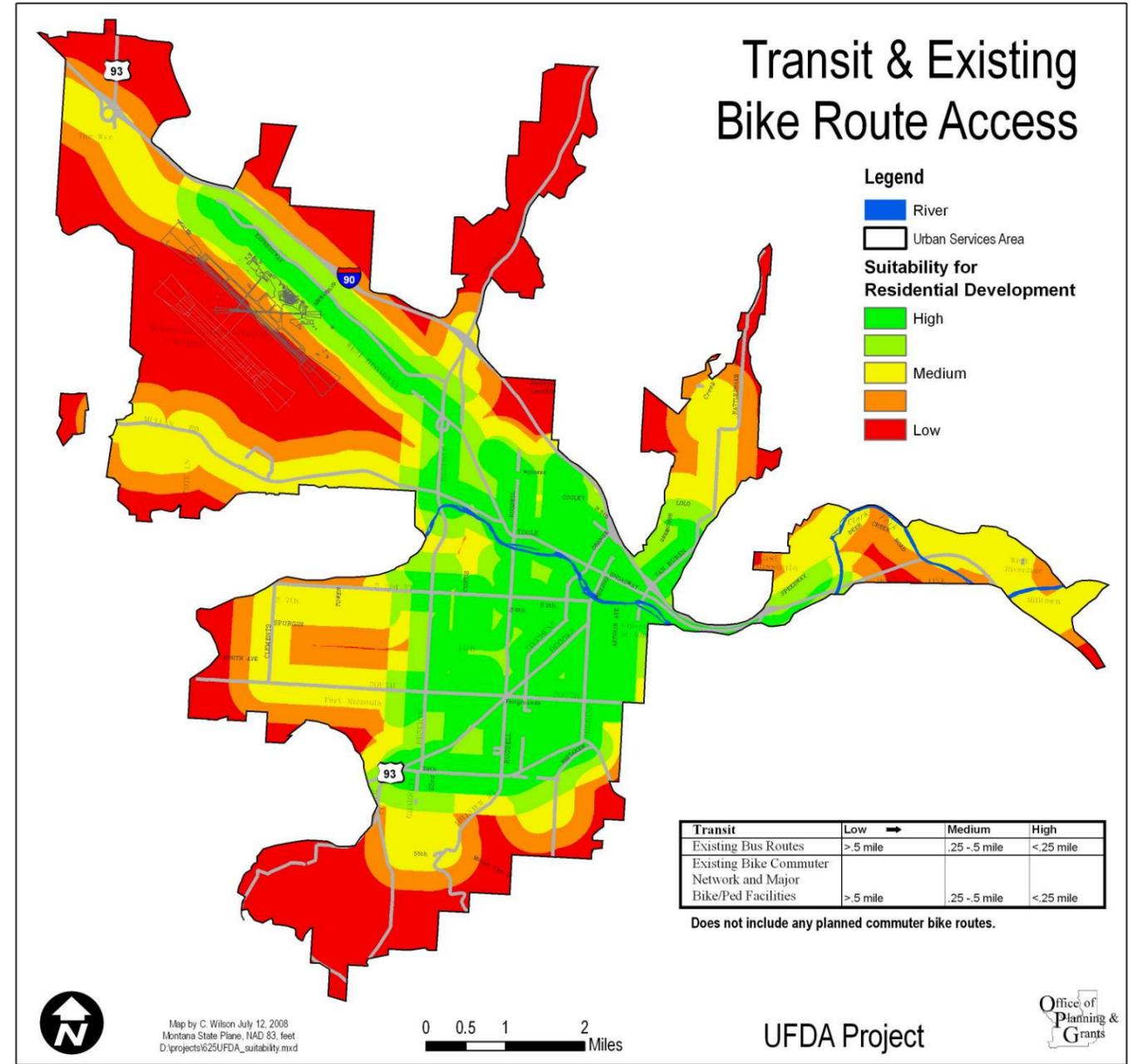
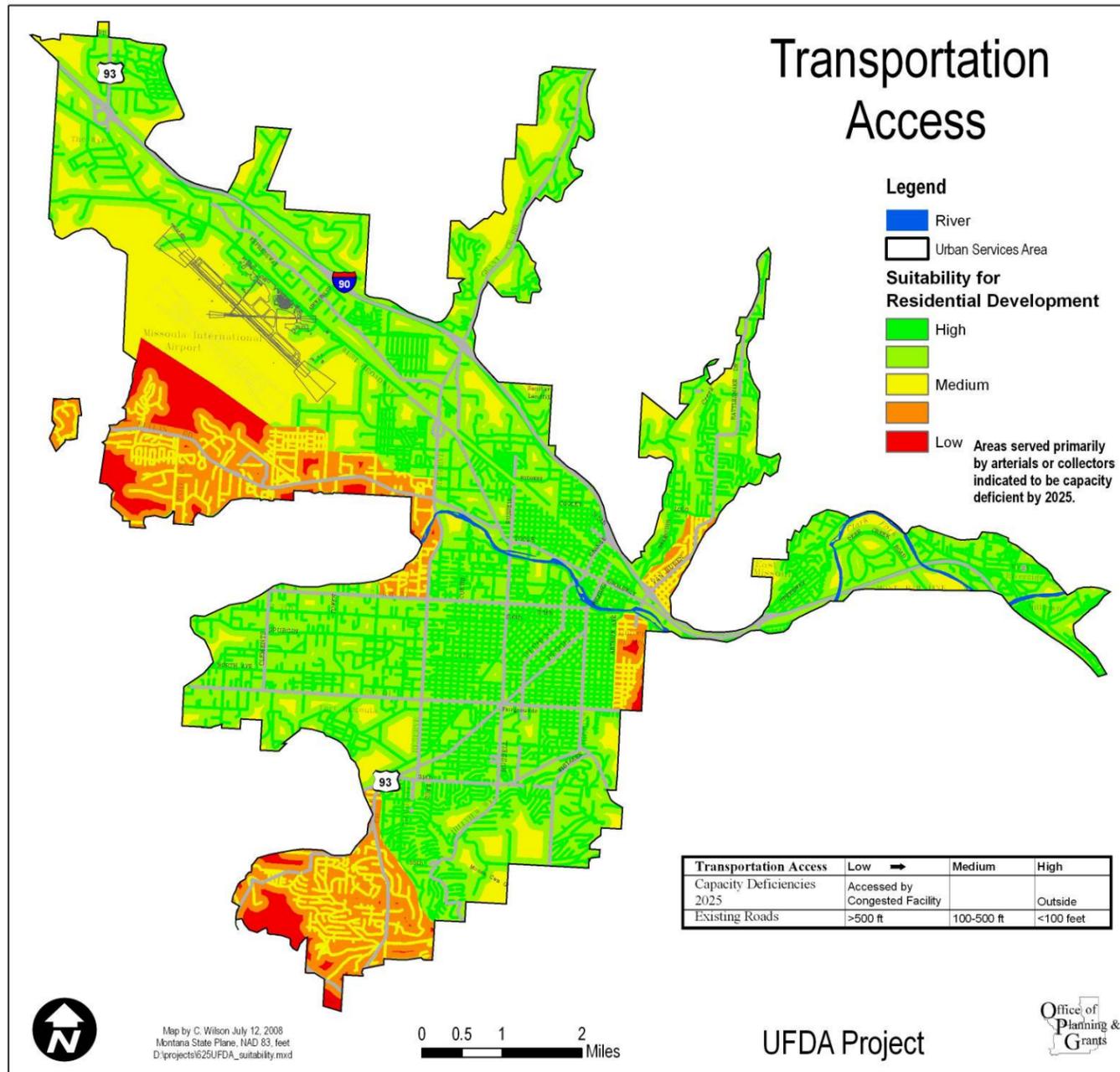
Access to Mountain Water Lines

City Sewer



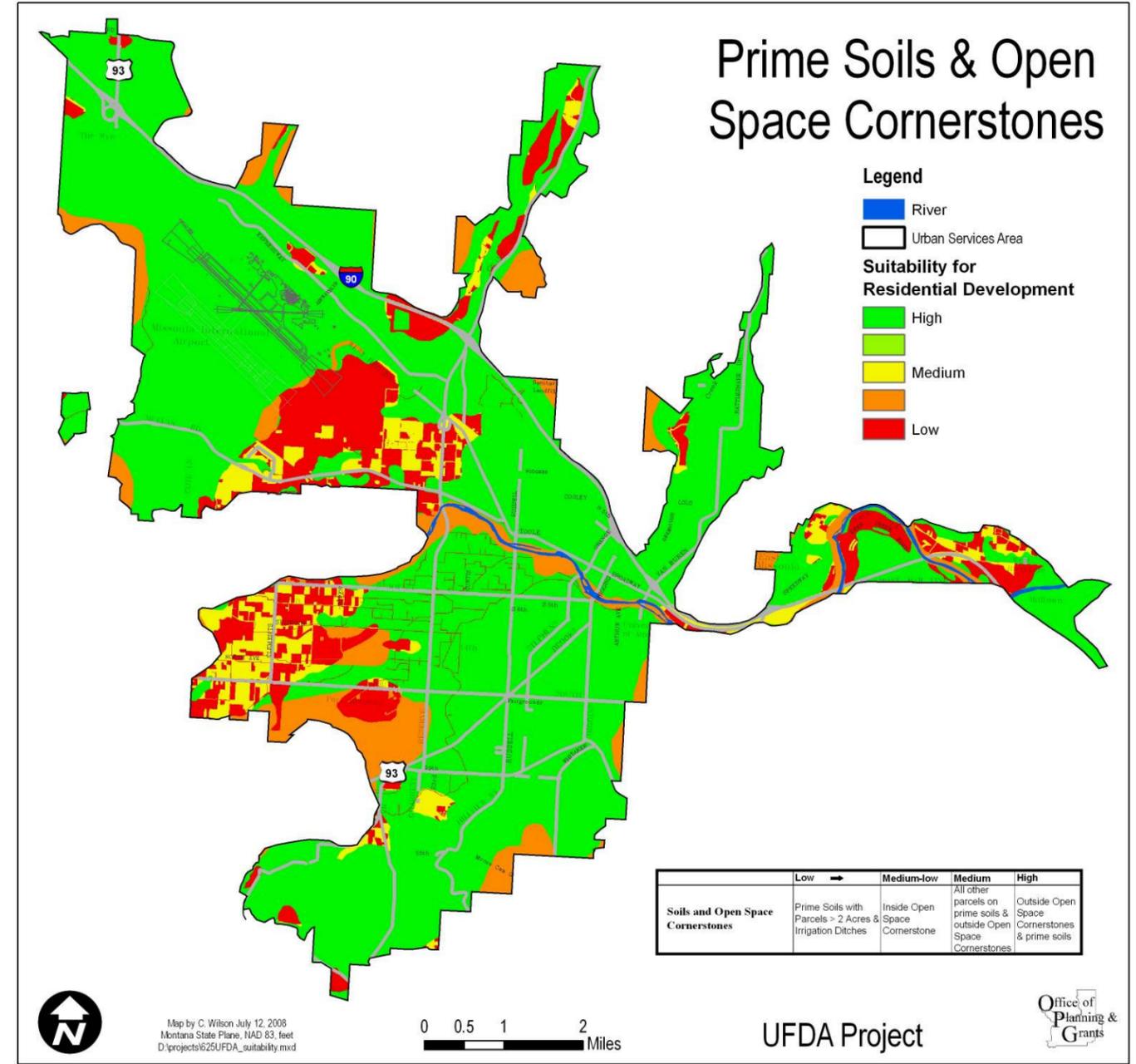
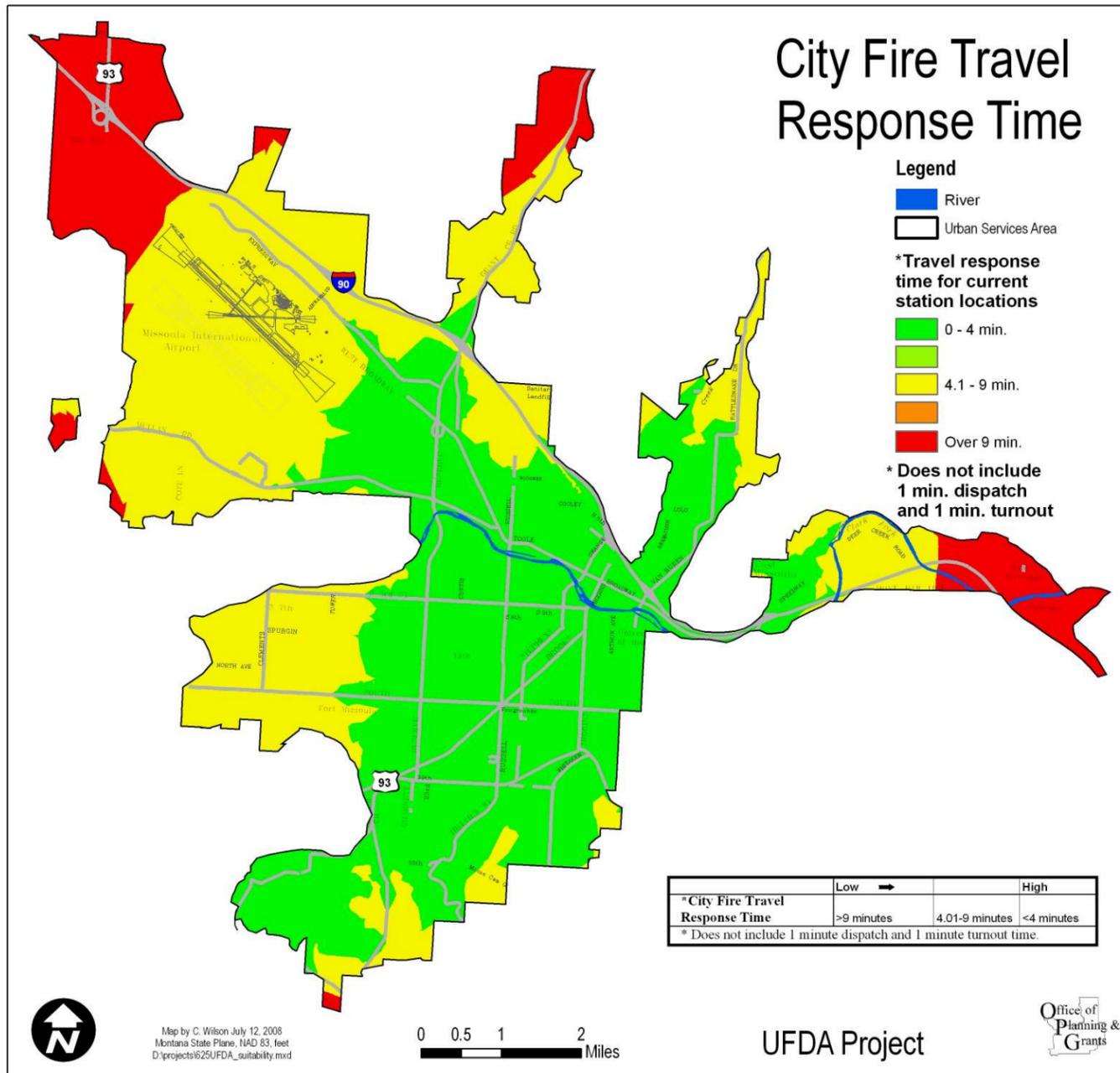
Access to Roads

Access to Transit



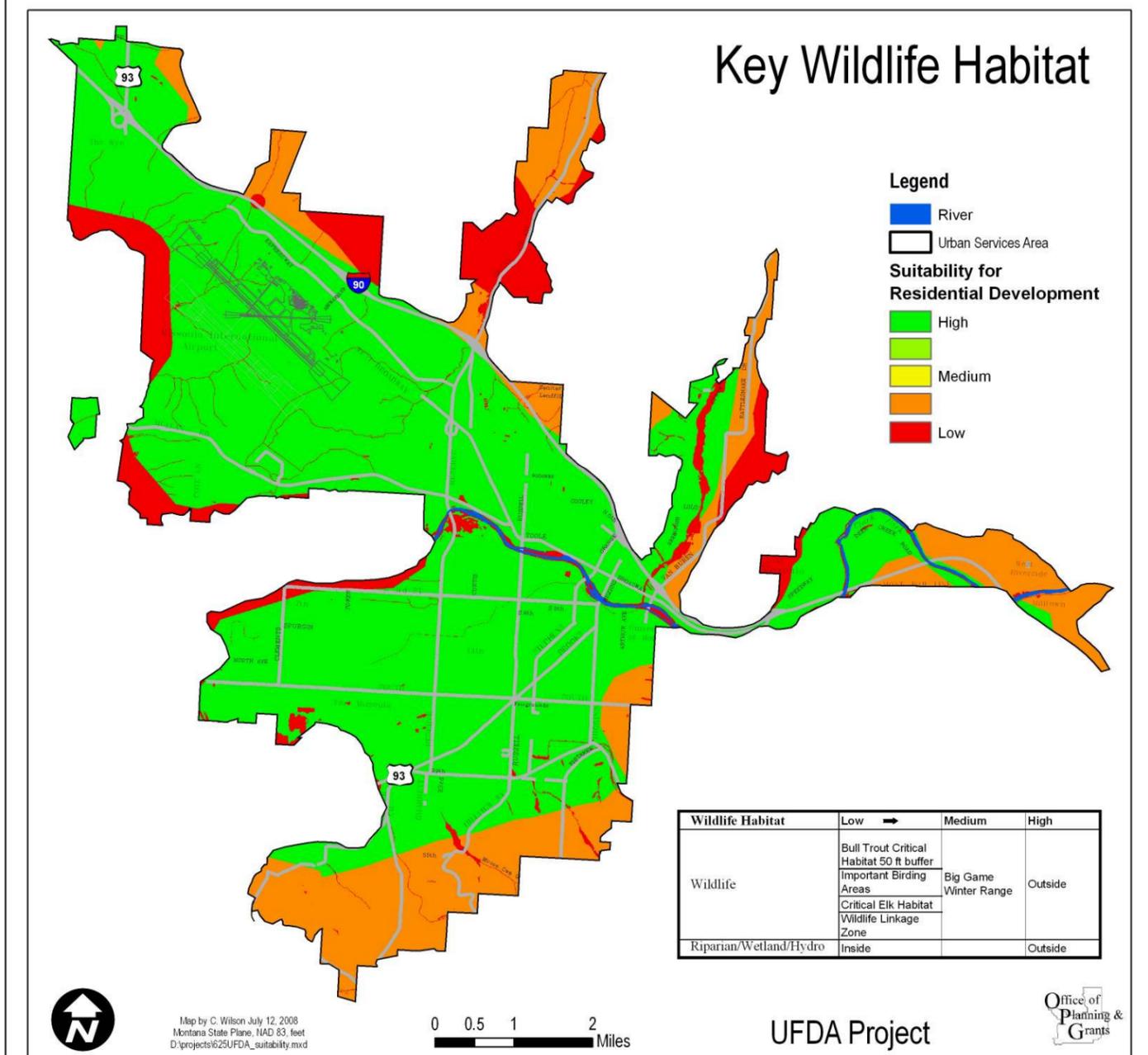
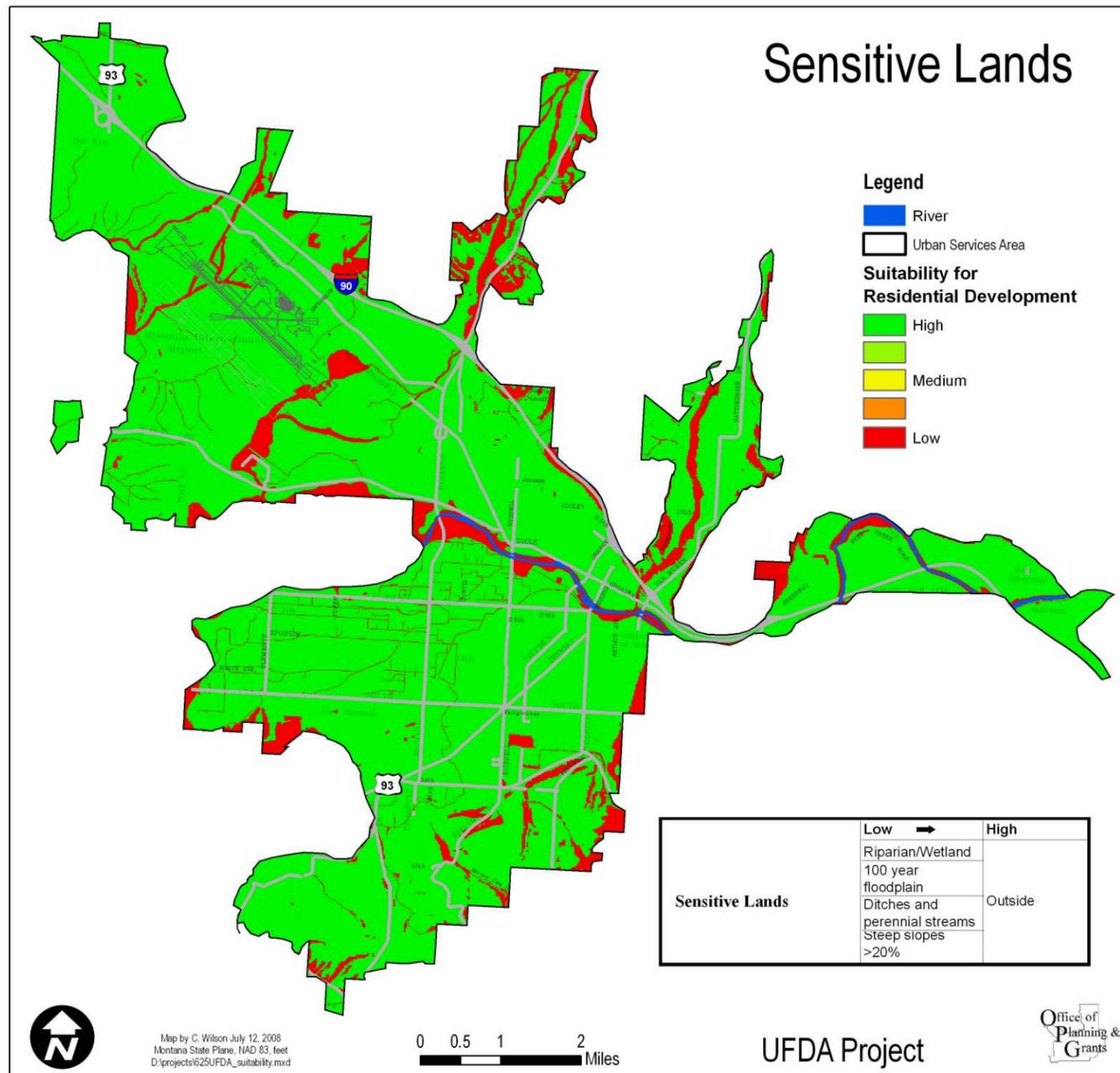
City Fire Service

Prime Soils and Open Space



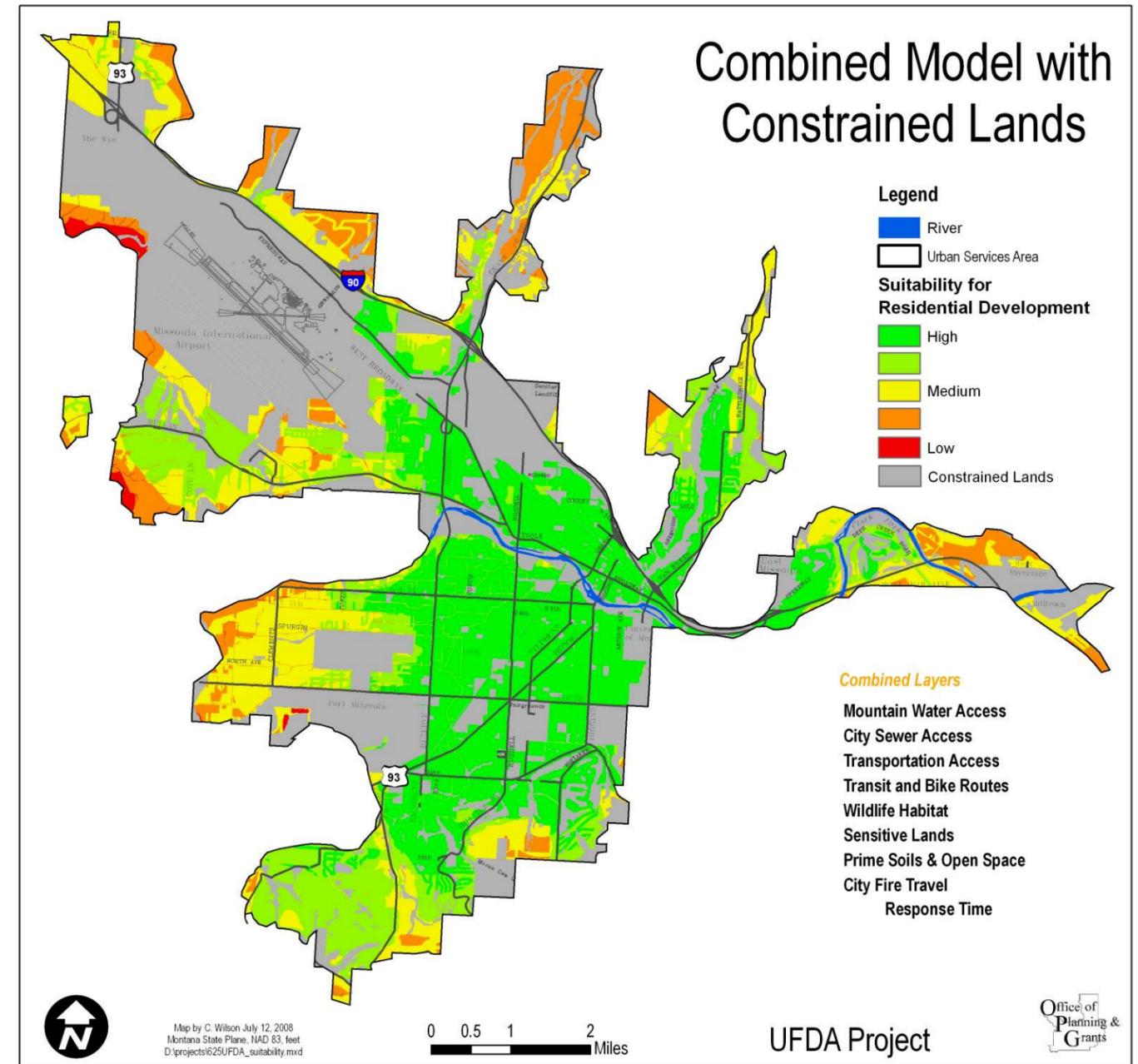
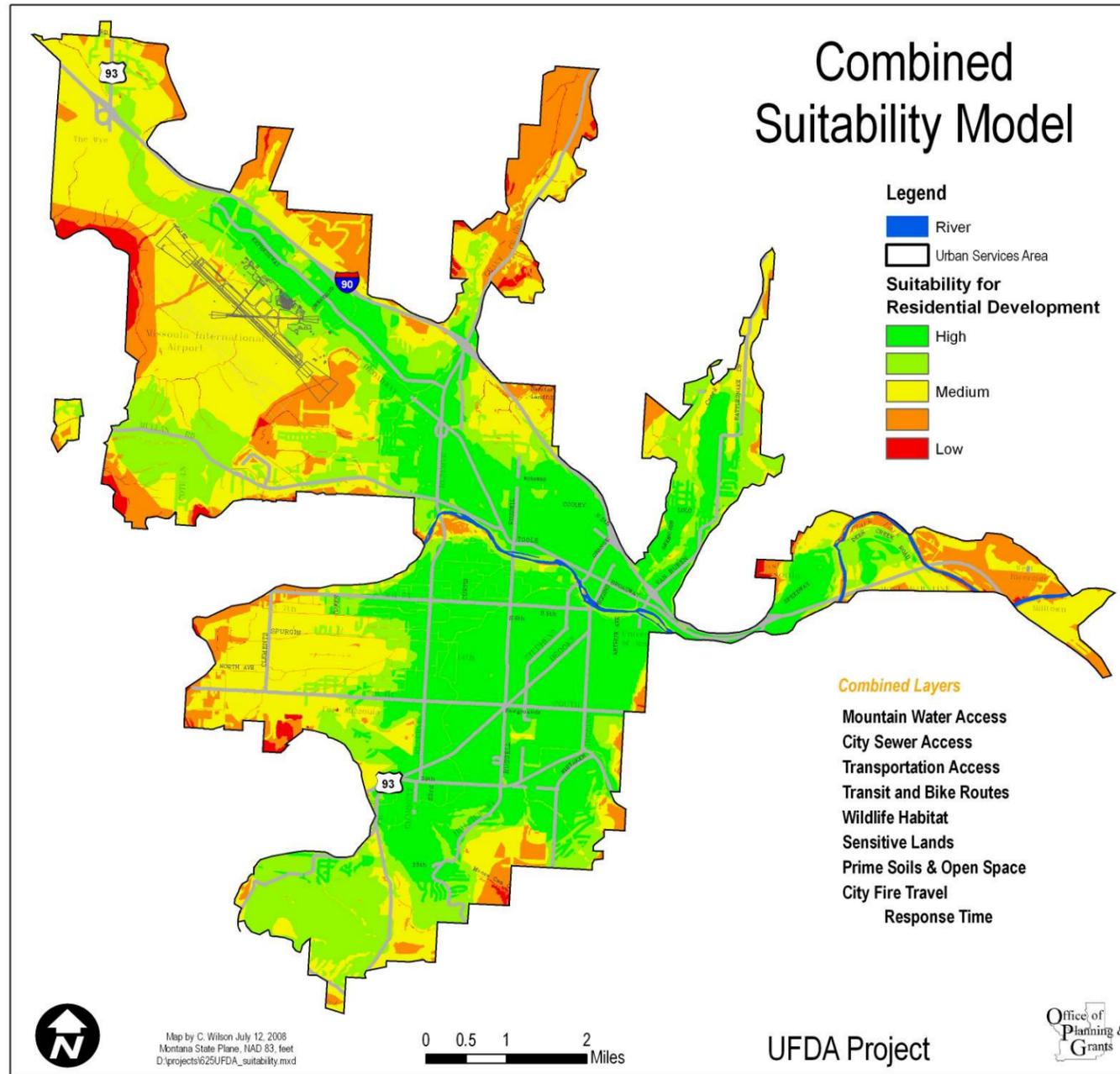
Sensitive Lands

Key Wildlife Habitat



Combined Model

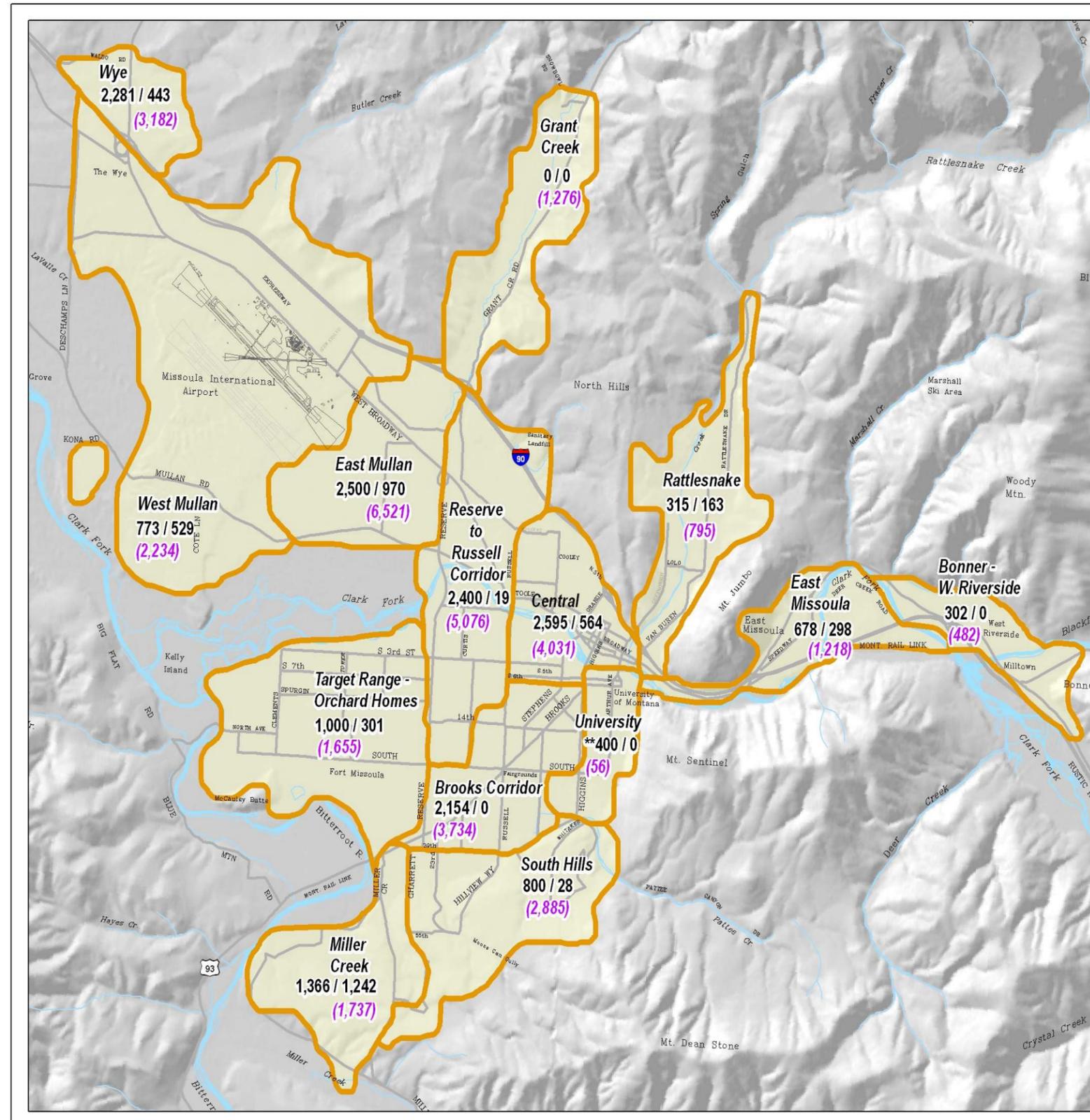
Combined Model with Constrained Land



Scenario D: Considerations

- Community goals expressed in the Growth Policy
- Open house comments
- Other comments from the public.
- Agency comments
- Existing zoning
- Constrained lands
- Changing market/demographics
- Entitled lots
- Infrastructure investment
- Suitability analysis

Scenario D: Staff Recommendation



Scenario D 2030

2,856 Acres
15,064 New Units*
+
2,500 lots in subdivided
lands inventory

 Areas in the Missoula
Urban Services Area

Area Name

New Units* / Entitled Lots

*(New Units as currently permitted
by zoning designation or in
unzoned areas as recommended
by land use designation*)*

Entitled lots are from Major
preliminarily approved
subdivisions and Major final
plats from 2004 to present.

* All new units totals include
the 4,557 entitled lots.

**400 University Housing
Units

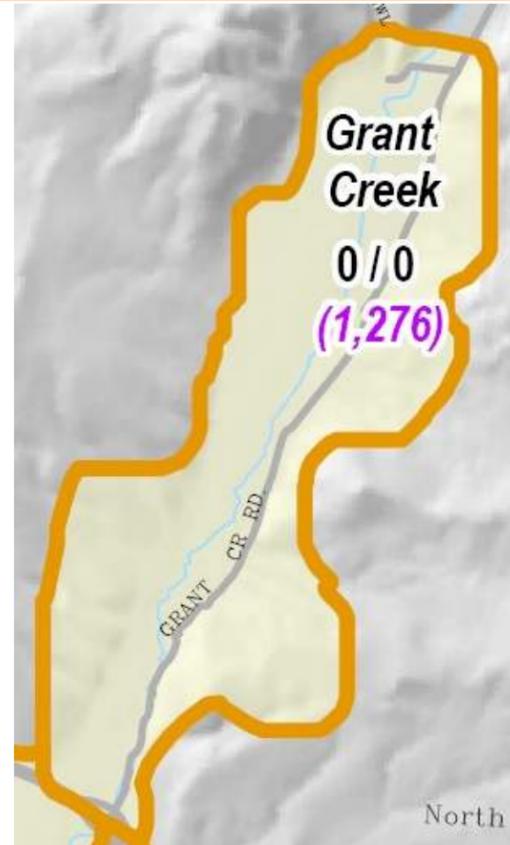
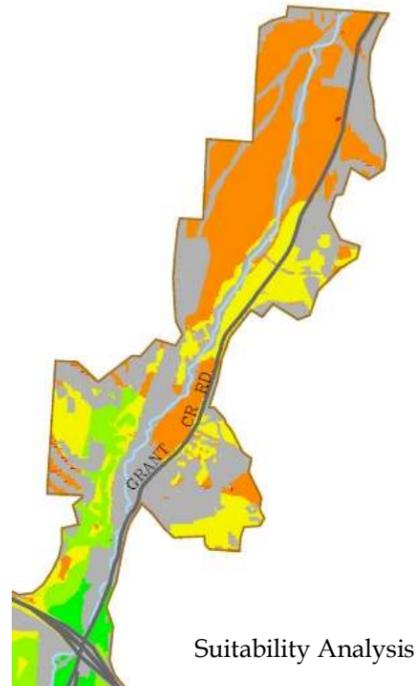
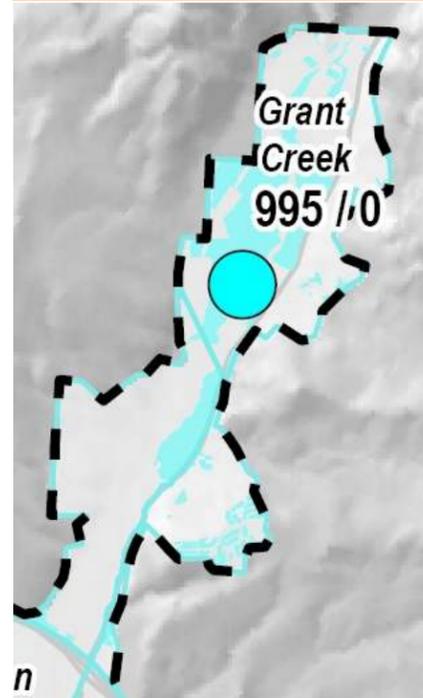
1 0.5 0 1
Miles

Map by C. Wilson July 24, 2008
Montana State Plane, NAD 83, feet
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NEIGHBORHOOD ANALYSIS: Business As Usual, Suitability, Staff Recommendation and Advantages and Challenges for Each Neighborhood

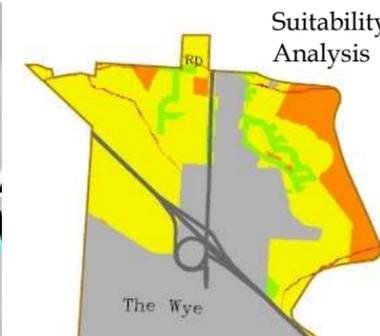
Grant Creek



Business As Usual: 995 Units
Zoning: 1,276 Units
Scenario D: 0 Units

- Challenges
- City Fire Travel Response Time
 - Mountain Water
 - Transportation System
 - Transit
 - Bike Routes
 - Open Space Considerations
 - Sensitive Lands
 - Key Wildlife Habitat

The Wye



Business As Usual: 3,182 Units
Zoning: 3,182 Units
Scenario D: 2,281 Units

Advantages

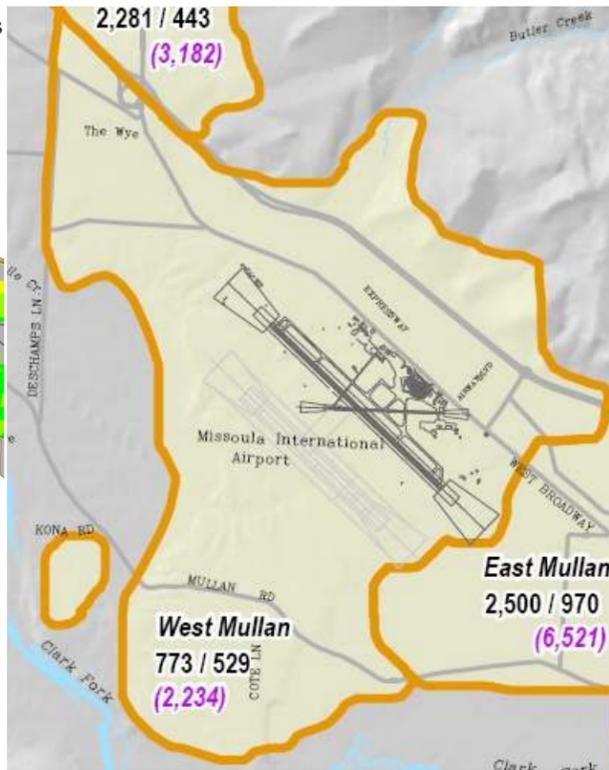
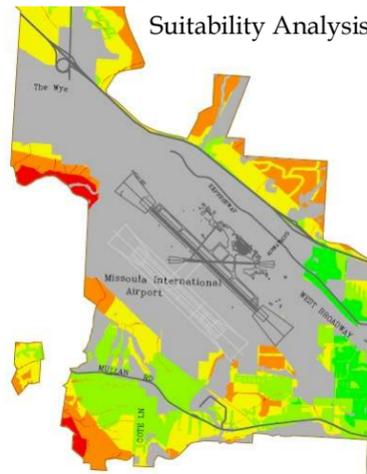
- Access to Sewer
- Transportation Systems

Challenges

- City Fire Travel Response Time
- Mountain Water
- Transit
- Existing Bike Routes



West Mullan



Business As Usual: 2,070 Units
 Zoning: 2,234 Units
 Scenario D: 587 Units



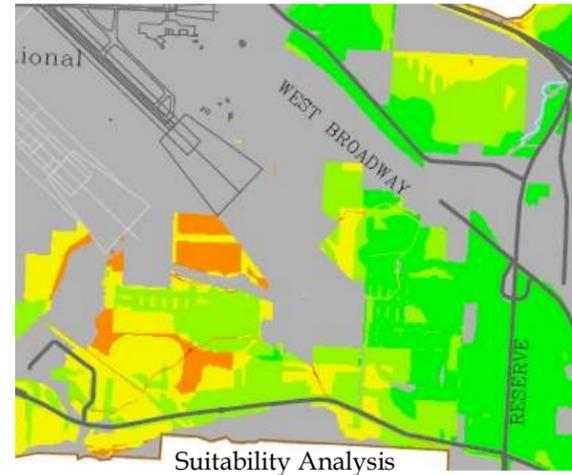
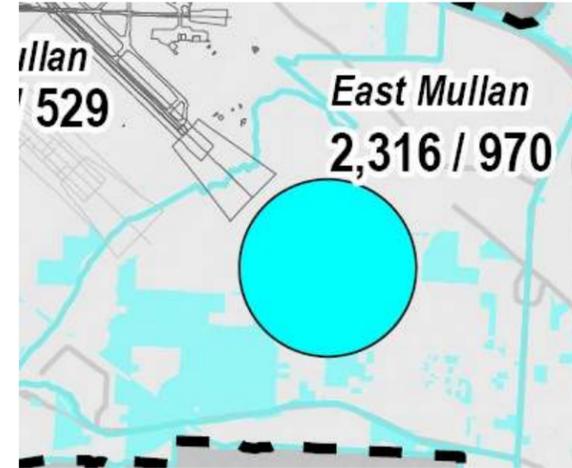
Advantages

- City Sewer

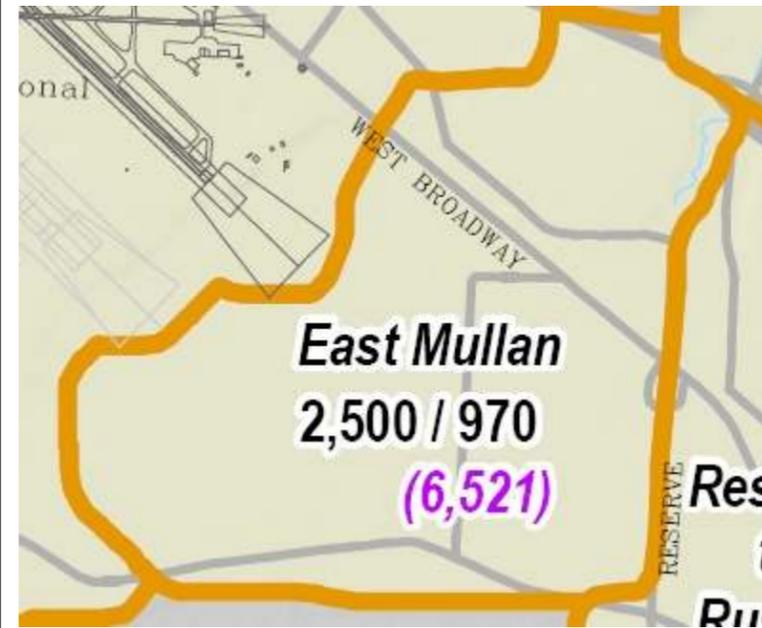
Challenges

- Mountain Water
- Transportation Access
- Transit
- Existing Bike Routes
- Key Wildlife Habitat

East Mullan



Business As Usual: 2,316 Units
 Zoning: 6,521 Units
 Scenario D: 2,688 Units



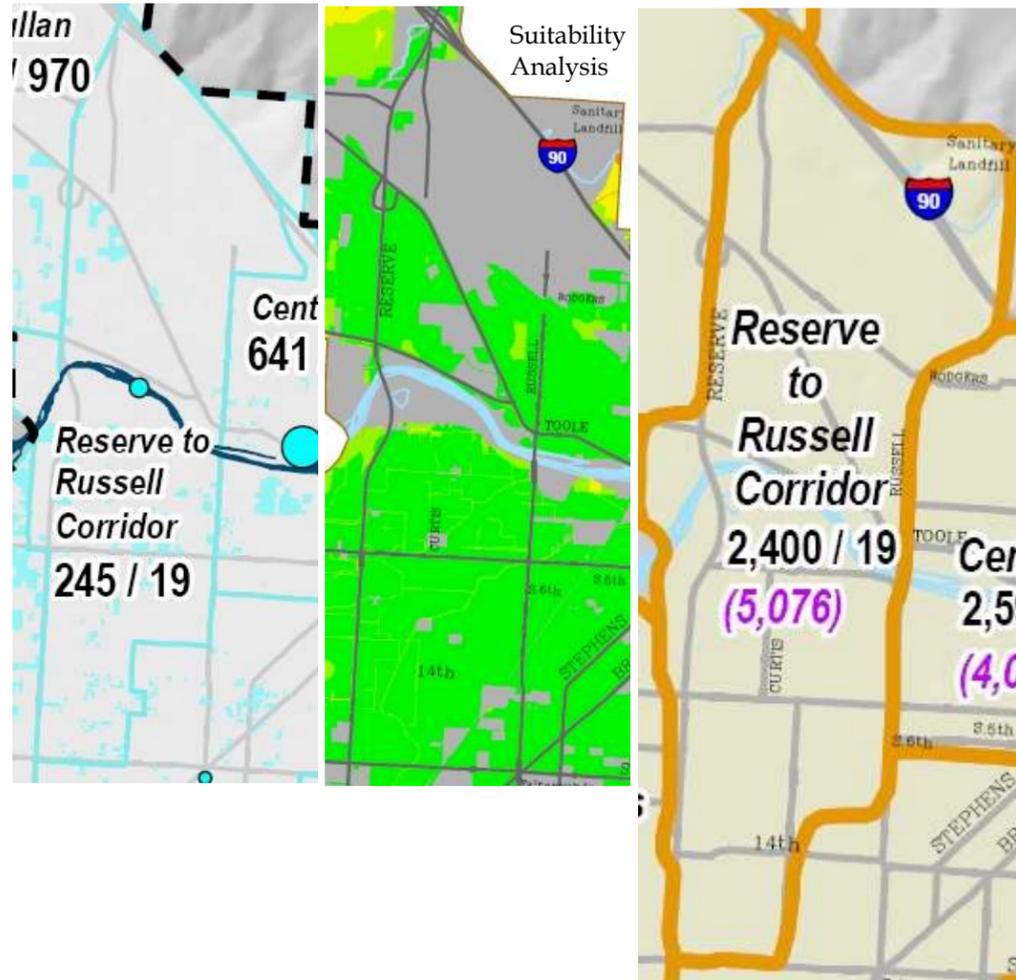
Advantages

- City Fire Travel Response Time
- Mountain Water
- City Sewer

Challenges

- Transportation Access
- Transit
- Prime Agricultural Soils
- Sensitive Lands Along Grant Creek

Russell to Reserve

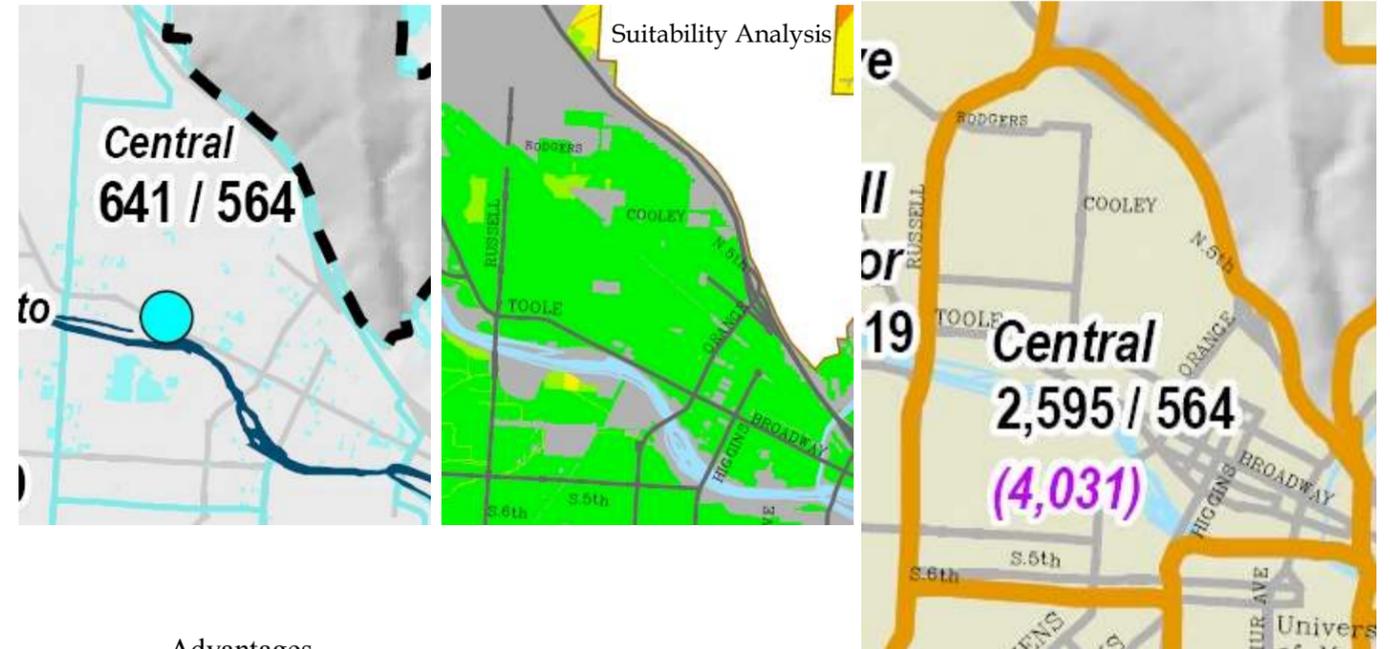


Business As Usual: 245 Units
 Zoning: 5,076 Units
 Scenario D: 2,400 Units

Advantages

- City Fire Travel Response Time
- Mountain Water
- City Sewer
- Transportation Systems
- Transit
- Existing Bike Routes

Central



Business As Usual: 641 Units
 Zoning: 4,031 Units
 Scenario D: 2,595 Units

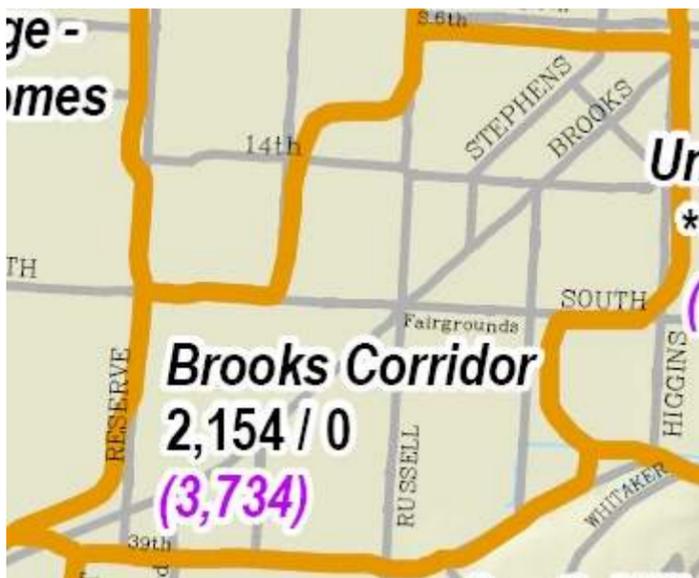
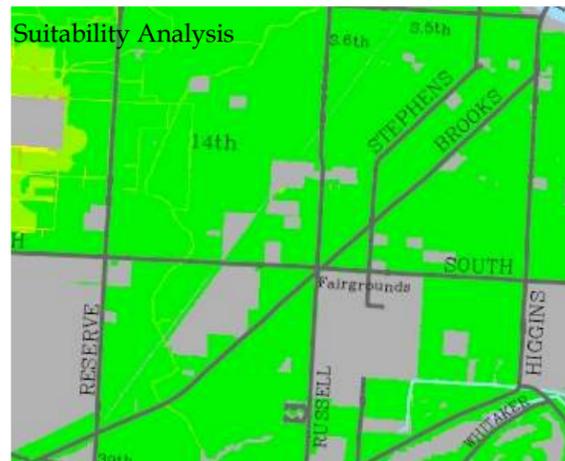
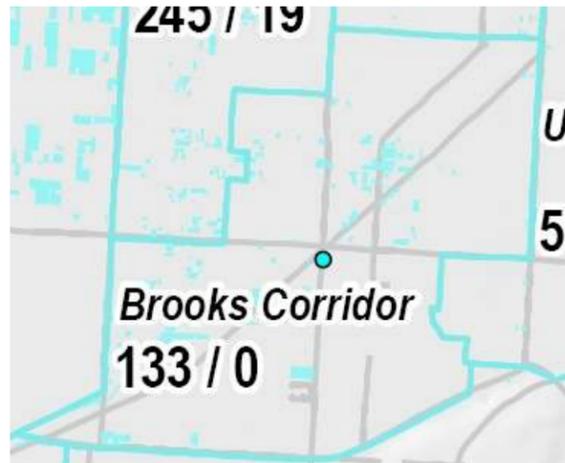
Advantages

- City Fire Travel Response Time
- Mountain Water
- City Sewer
- Transportation System
- Transit
- Existing Bike Routes

Opportunity for Coordination with Downtown Master Plan and MRA Districts



Brooks Corridor



Business As Usual: 133 Units
Zoning: 3,734 Units
Scenario D: 2,154 Units

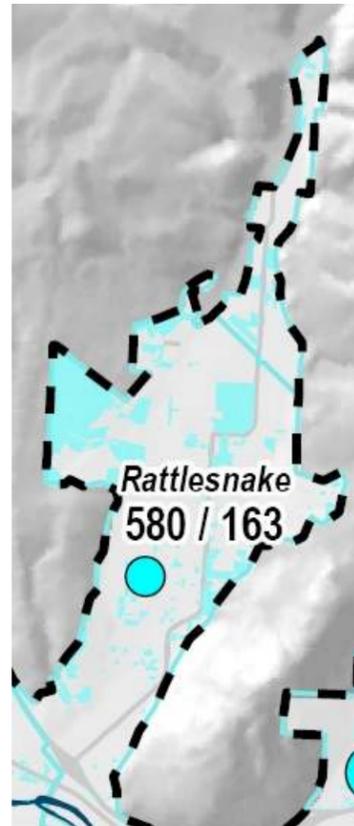
Advantages

- City Fire Travel Response Time
- Mountain Water
- City Sewer
- Transportation Systems
- Transit
- Existing Bike Routes

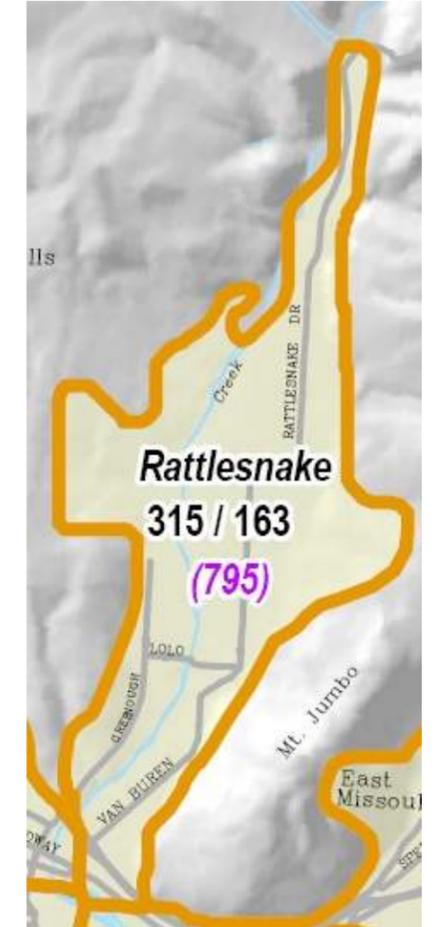
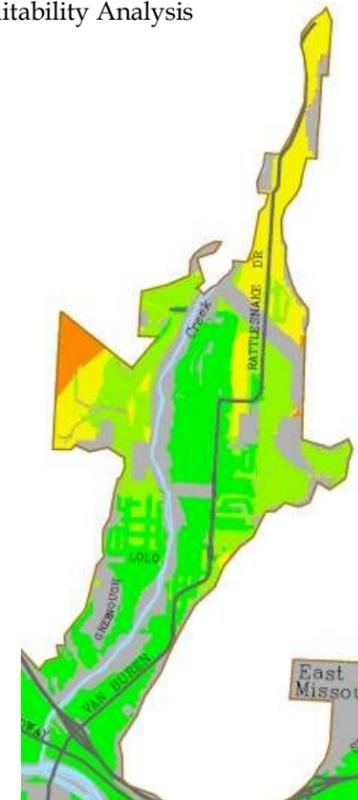
Opportunity for coordination with URD3 and MRA.



Rattlesnake



Suitability Analysis



Advantages

- City Fire Travel Response Time
- Mountain Water
- City Sewer
- Transportation Systems
- Transit in Lower Area

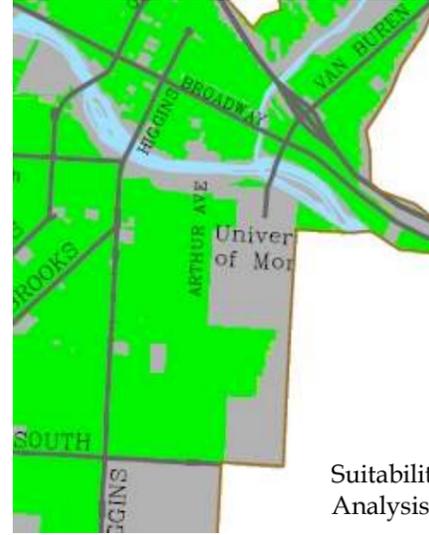
Challenges

- Sensitive Lands Along Rattlesnake Creek
- Key Wildlife Habitat

Business As Usual: 580 Units
Zoning: 795 Units
Scenario D: 315 Units



University



Suitability Analysis



**Assumes 400 housing units on University property.

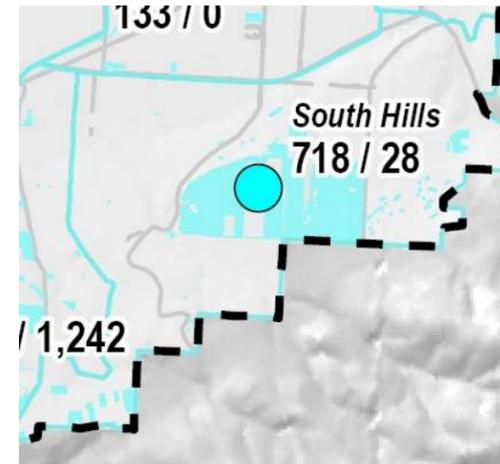
Business As Usual: 0 Units
Zoning: 56 Units
Scenario D: 400 Units



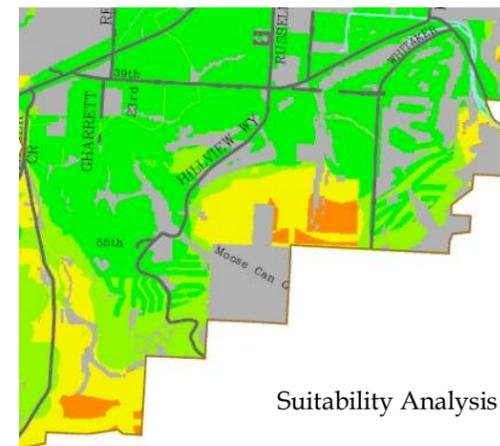
Advantages

- City Fire Travel Response Time
- Mountain Water
- City Sewer
- Transportation Systems
- Transit
- Existing Bike Routes

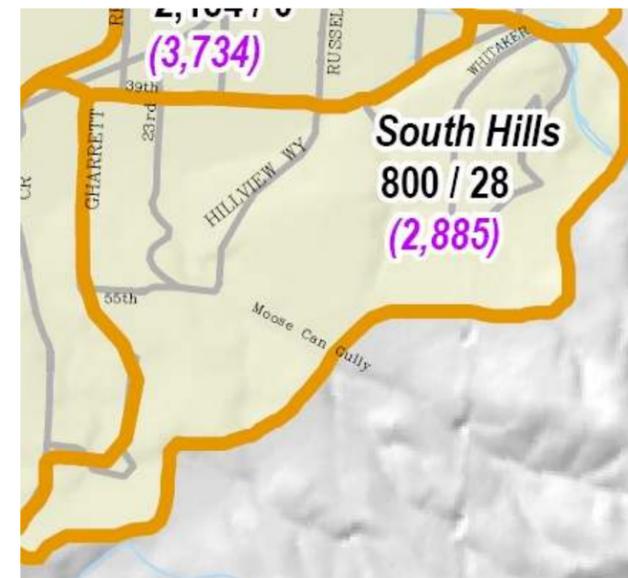
South Hills



Business As Usual: 718 Units
Zoning: 2,885 Units
Scenario D: 800 Units



Suitability Analysis



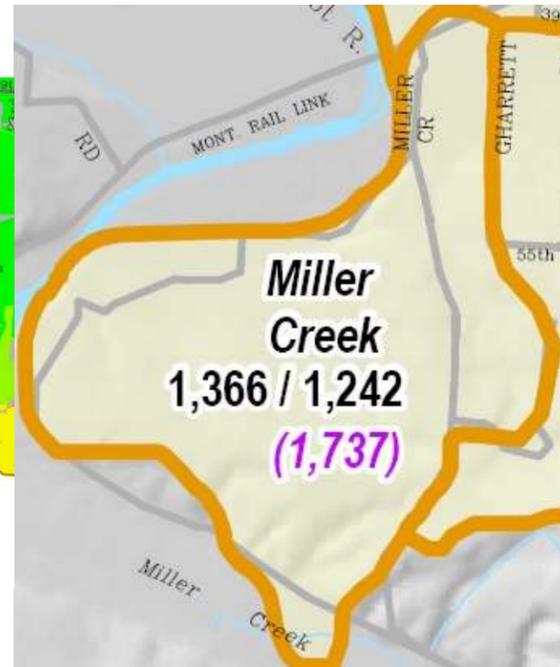
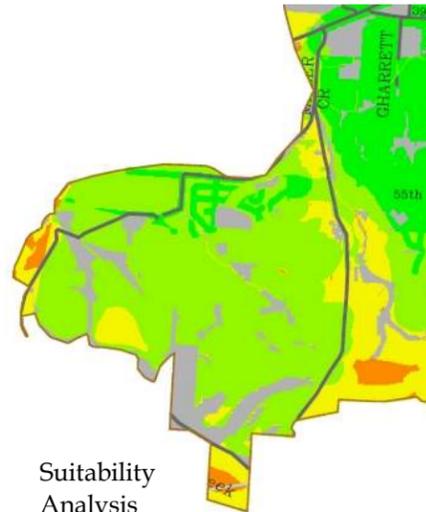
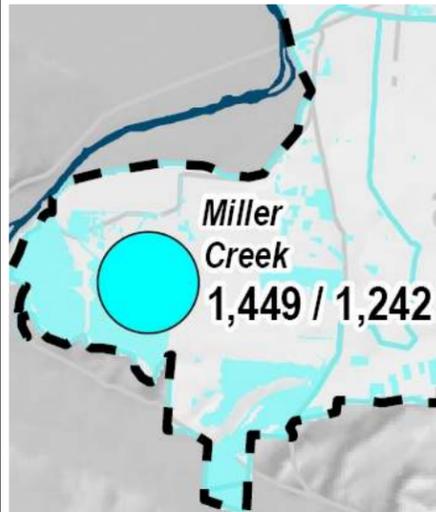
Advantages

- City Fire Travel Response Time
- Mountain Water
- City Sewer
- Transportation Systems

Challenges

- Transit
- Bike Routes
- Open Space Considerations
- Sensitive Lands
- Key Wildlife Habitat

Miller Creek



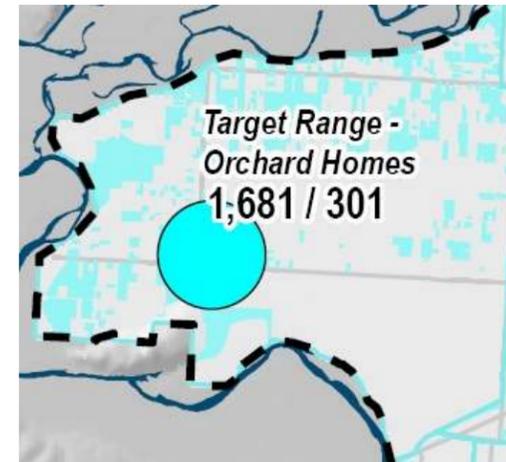
Business As Usual: 1,449 Units
Zoning: 1,737 Units
Scenario D: 1,366 Units

- Advantages
- City Fire Travel Response Time
 - Mountain Water
 - City Sewer
 - Transportation Systems
 - Transit
 - Existing Bike Routes

- Challenges
- Transportation Access
 - Transit
 - Bike Routes
 - Key Wildlife Habitat



Target Range-Orchard Homes



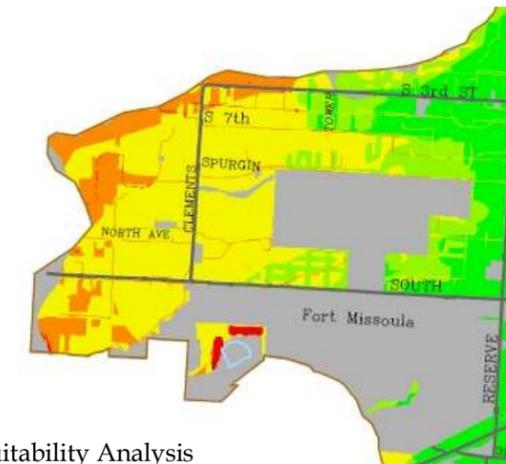
Business As Usual: 1,681 Units
Zoning: 1,655 Units
Scenario D: 1,000 Units

Advantages

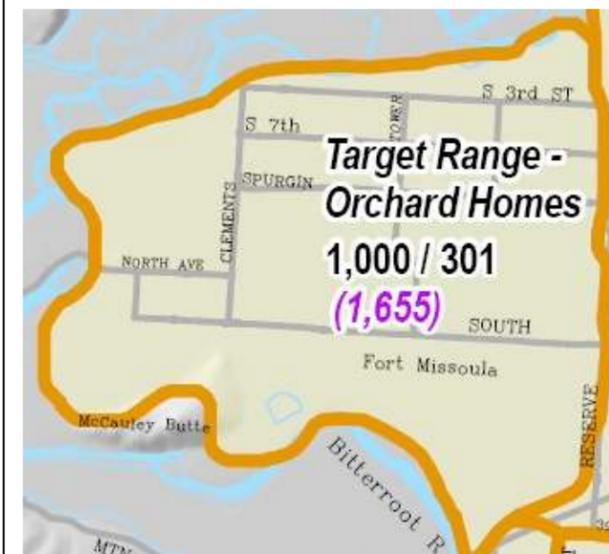
- City Fire Travel Response Time
- Mountain Water
- City Sewer

Challenges

- Transportation Access
- Transit
- Bike Routes
- Key Wildlife Habitat



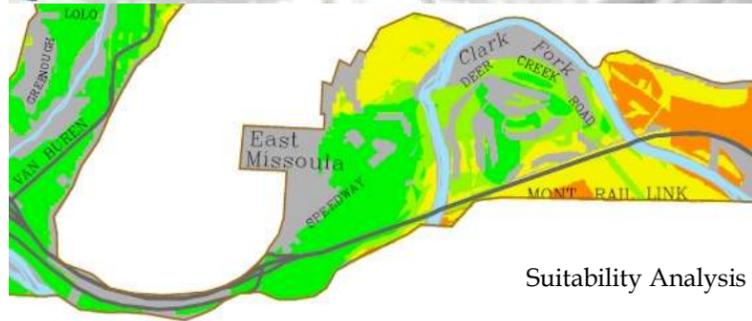
Suitability Analysis



East Missoula



Business As Usual: 788 Units
 Zoning: 1,218 Units
 Scenario D: 678 Units



Suitability Analysis

Advantages

- City Fire Travel Response Time
- Mountain Water
- City Sewer
- Transportation Systems



Challenges

- Transit
- Bike Routes
- Prime Agricultural Soils

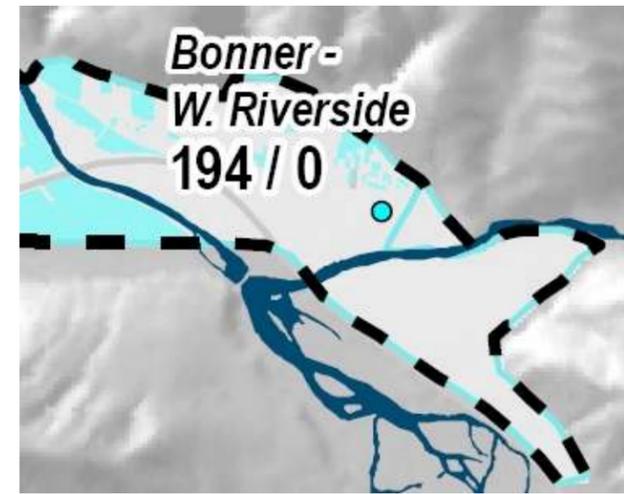


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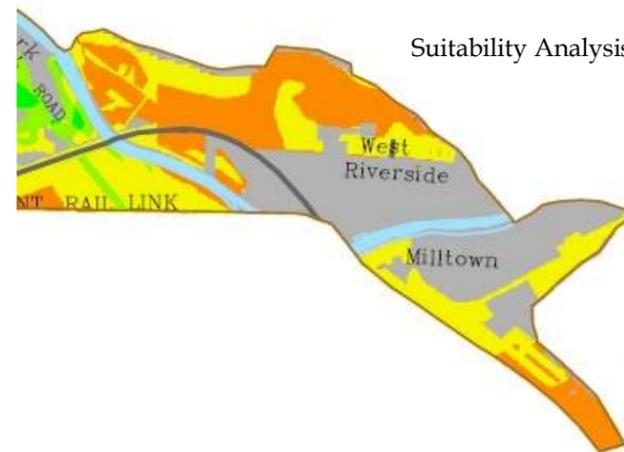


07/08/2008

Bonner-West Riverside



Business As Usual: 194 Units
 Zoning: 482 Units
 Scenario D: 302 Units



Suitability Analysis



07/08/2008



Advantages

- Transportation Systems

Challenges

- City Fire Travel Response Time
- Mountain Water
- City Sewer
- Transit
- Bike Routes
- Prime Agricultural Soils
- Key Wildlife Habitat

Next Steps

Next Steps

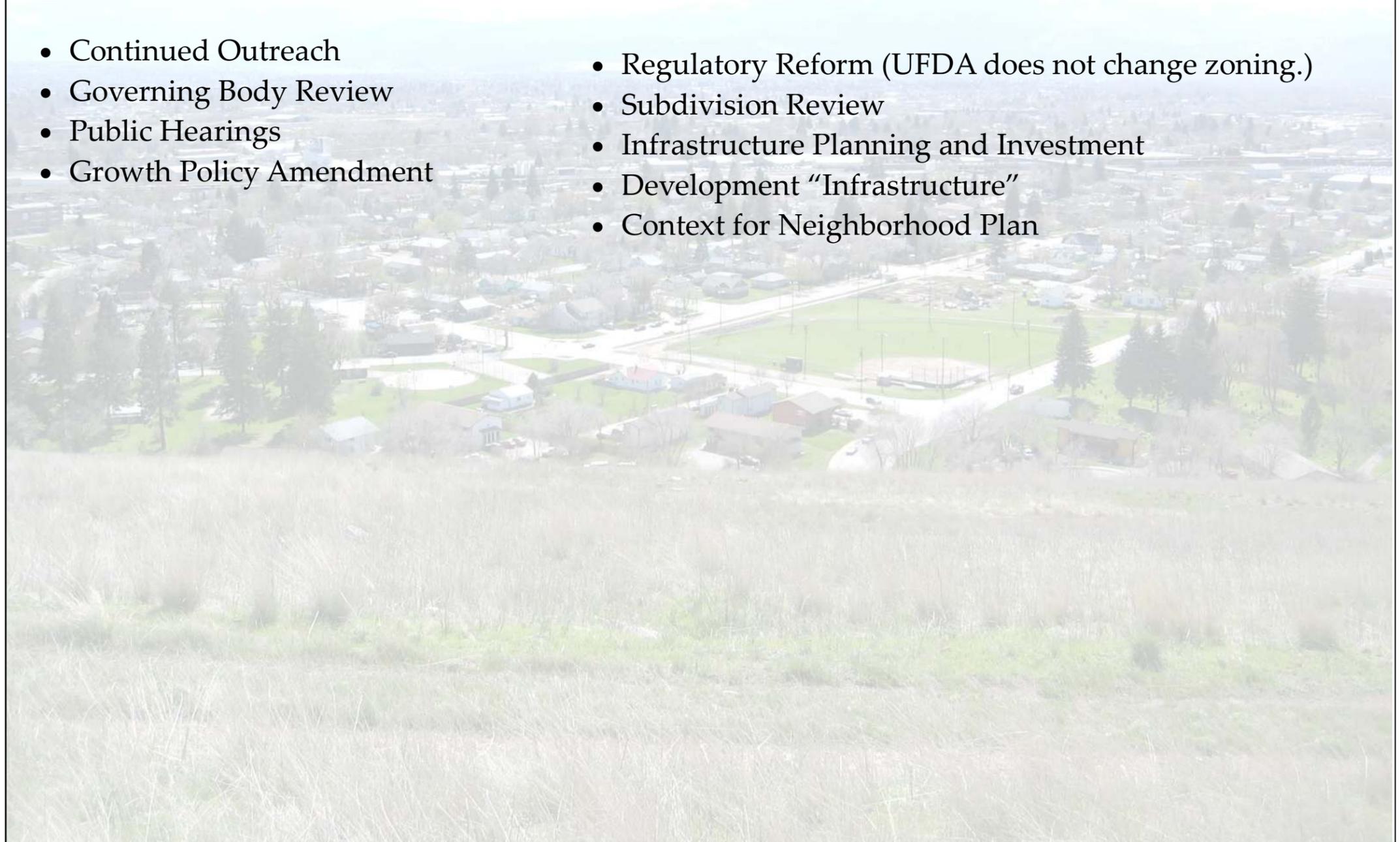
The next steps include:

- Continued Outreach
- Governing Body Review
- Public Hearings
- Growth Policy Amendment

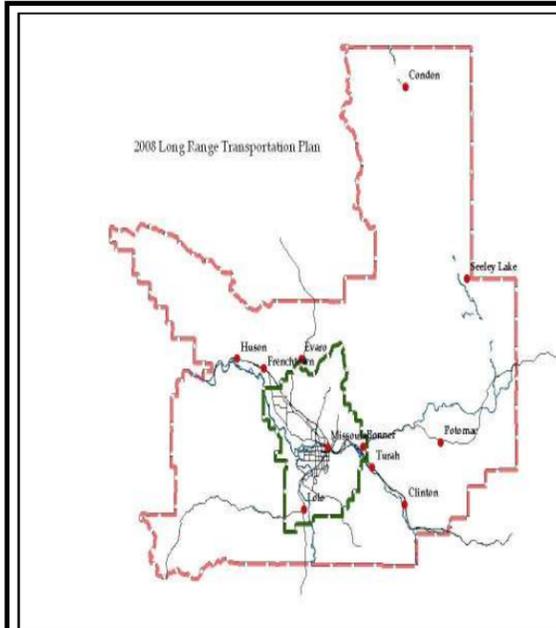
Implementation

Implementation involves:

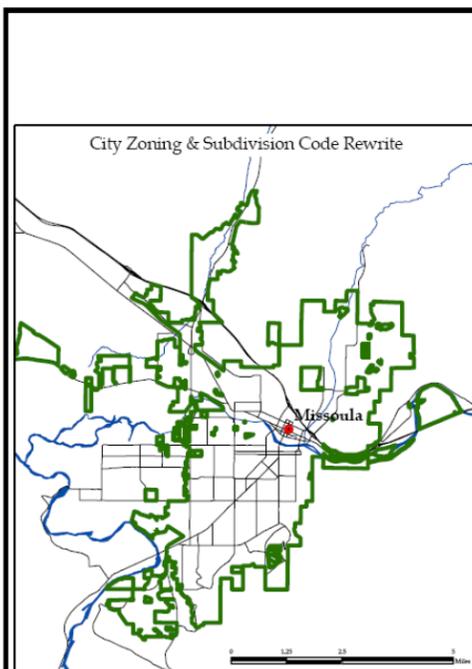
- Regulatory Reform (UFDA does not change zoning.)
- Subdivision Review
- Infrastructure Planning and Investment
- Development “Infrastructure”
- Context for Neighborhood Plan



Related Missoula Urban Area Planning Projects



Project: Envision Missoula: Long Range Transportation Plan Update (LRTP)
Lead agency: Missoula Metropolitan Planning Organization (an interlocal agreement between Missoula County, City of Missoula, Montana Department of Transportation and Mountain Line with participation by Ravalli County, University of Montana, Missoula County Board of Health, Missoula Consolidated Planning Board and Missoula Ravalli Transportation Management Association).
Geographic Extent: Transportation Planning Study Area (roughly Lolo north to the Flathead Reservation and east of Bonner to west of the Wye).
Completion: September 2008
Planning Horizon: 2035 for transportation investment, 50+ years for land use scenarios.
Product: Prioritized list of transportation improvements for 2035 year planning horizon. A secondary product is a land use "vision scenario" and "growth principles" that may be of use in future growth policy discussions.
Public Involvement: TAC/CAC (ongoing); Transportation Policy Coordinating Committee briefings; workshops in November 2007 and February 2008
Web Page: www.co.missoula.mt.us/Transportation/lrtpu1.htm
Staff Contact: Mirtha Becerra (406) 258-4989 mbecerra@co.missoula.mt.us



Project: City of Missoula Zoning and Subdivision Code Rewrite
Lead agency: City of Missoula
Geographic extent: City limits
Completion: 2009
Product: New zoning code and subdivision regulations
Public Involvement: Advisory Group, Listening Sessions, Town Halls, etc.
Web Page: www.zoningmissoula.com
Staff Contact: Laval Means (406) 258-3797 lmeans@co.missoula.mt.us



Project: Greater Downtown Master Plan
Lead agencies: Downtown Business Improvement District of Missoula, Missoula Downtown Association, Missoula Parking Commission, Missoula Redevelopment Agency.
Geographic Extent: Downtown and adjacent neighborhoods
Completion: November 2008
Planning Horizon: 20 years
Product: Master Plan
Public Involvement: Steering Committee, City Council briefing; workshops in January, March, and May 2008 additional workshop to follow
Web Page: www.missouladowntownbid.org. Click on Downtown Master Plan.
Staff Contact: Linda McCarthy (406) 543-4238 linda@missouladowntown.com

