



INTRODUCTION

Five years ago the City and County jointly initiated the Urban Fringe Development Area Project (UFDA) to analyze and guide growth in the Missoula Urban Services Area (URSA). The Project was a metrics and map-based community analysis that provided background for the 2008 UFDA Growth Policy Amendment. Supporting a Focus Inward model of growth, the amendment included a generalized growth allocation map and committed the planning division to annually track residential growth, infrastructure, and its impacts inside the URSA.

Yearbook 2012 contains one-year and five-year data summaries. Taking a closer look at the aggregated data, we look for trends and insight into future growth. We also detail growth in terms of extended water and sewer mains, transportation projects, impacts to natural resources, trail infrastructure, and permitted residential buildings and subdivisions. This comprehensive set of information will inform future growth policy work.

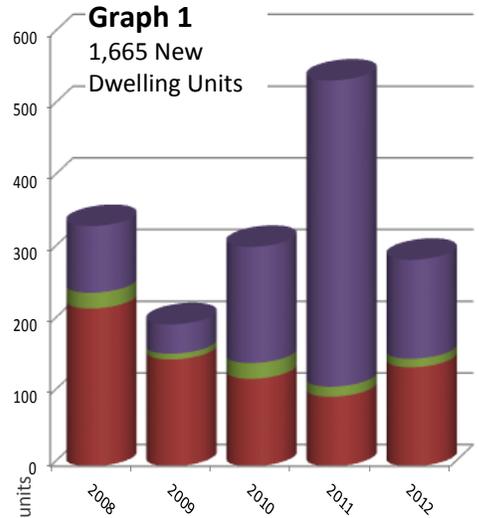
RESIDENTIAL GROWTH OVERVIEW

In the last five years, Missoula's pace of housing growth slackened to 0.9% annually, based on new construction building permits.

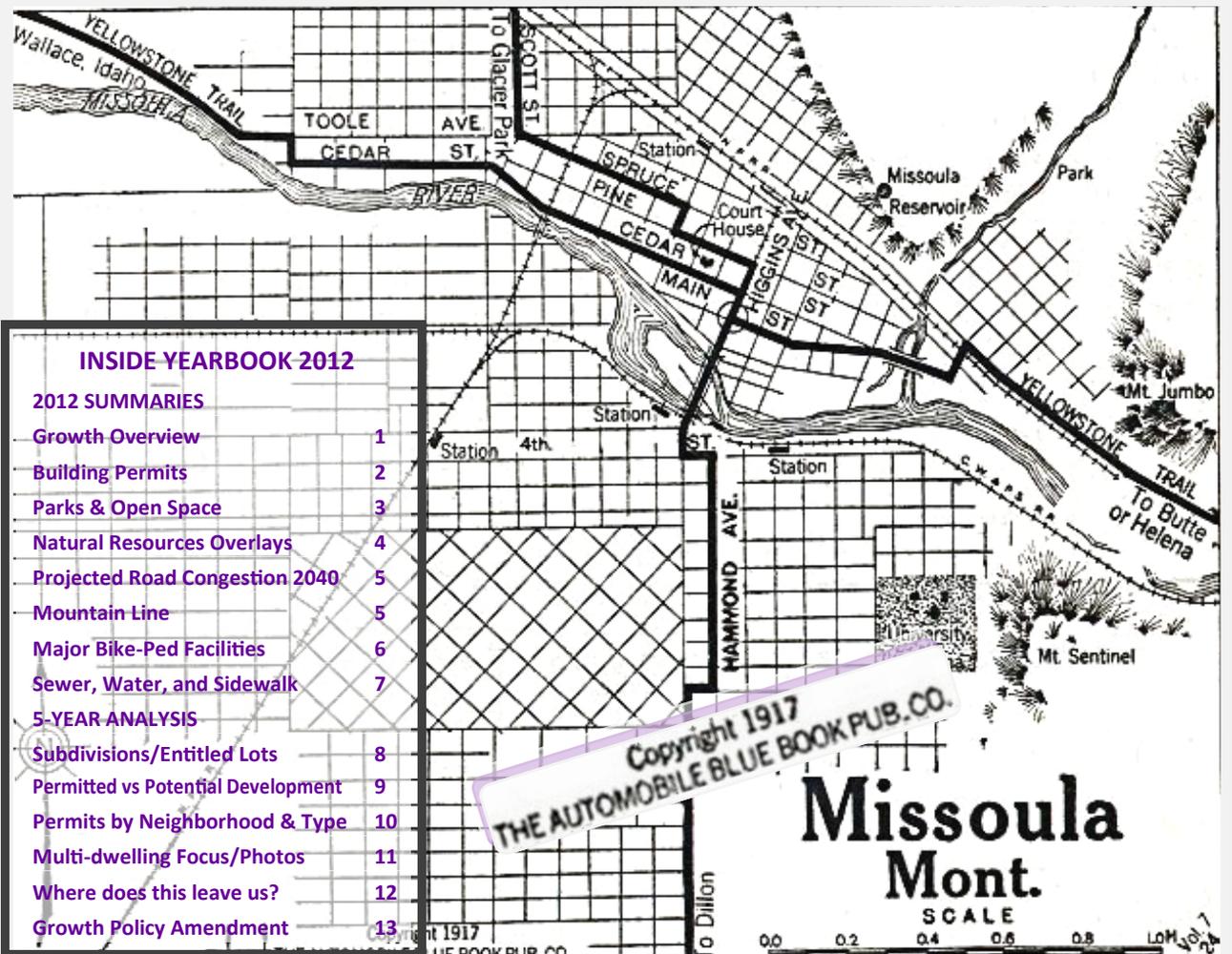
That rate is lower than the 10-year and 50-year growth rate of 1.5% annually (US Census Bureau).

5-Year Growth

- 0.9% annual growth rate
- 1,665 new units
- Est. 38,937 units in URSA
- Avg. 383 new units annually



The 1,665 new residential units built over the last five years are broken out in **Graph 1** by year and housing type: multi-dwelling, duplex, and single-dwellings.



UFDA 2012

Building Permits

In 2012 residential housing construction was slower than 2011 and the last 5 years as a whole. In 2012, 288 units were constructed, amounting to a housing growth rate of only 0.7%.

- ⇒31 new units in County
- ⇒257 new units in City
- ⇒288 total new units in URSA
- ⇒3/4 of new units in last five years built in city limits

Map 1 shows last year’s new units by type and size. Larger circles represent a larger number of units. The split between single and multi-dwelling units was even, 138 units for both. New construction was dispersed, but heavier growth trended along the

Russell, Brooks and Mullan corridors.

- Total 5-year new units: 1,665
- Total URSA area units: 38,937

Subdivisions

Last year governing bodies approved no Major subdivisions inside the URSA. In the last five years, 13 new Major subdivisions (689 lots) were approved. Half have not broken ground:

- ⇒Gallatin Estates (70)
- ⇒Linda Vista Estates (340)
- ⇒Chickasaw (30)
- ⇒Conall Grove (7)
- ⇒Stonybrook (43)
- ⇒Clark Fork Terrace #1 (38)

- Total 5-year entitled lots/units: 689
- Total entitled lots/units: 5,855

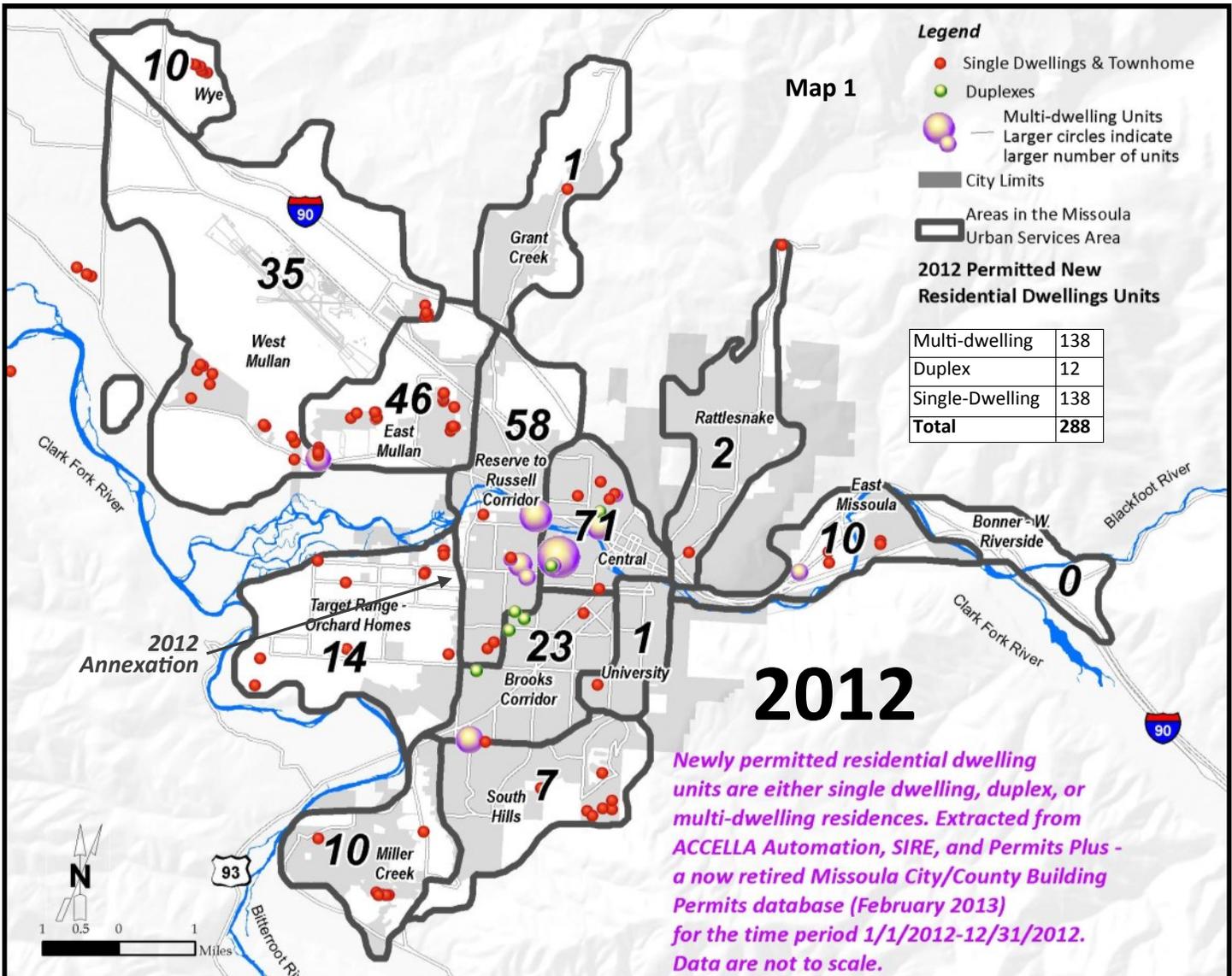
Annexations

The City annexed 1.5 residential acres in 2012, shown approximately west of Reserve Street in **Map 1**.

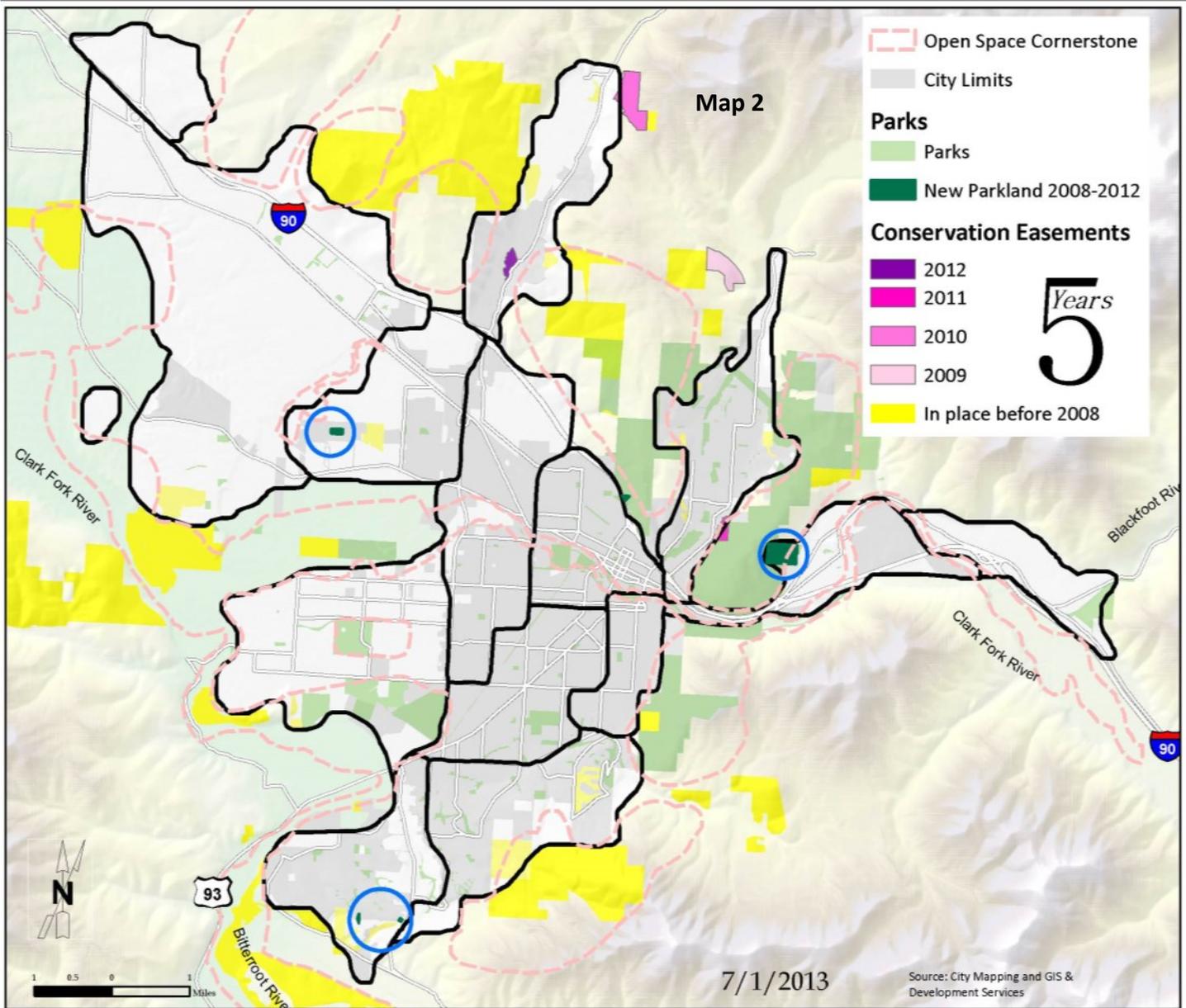
Over the last five years, the City annexed over one thousand acres, and three-quarters were conservation lands.

- Total 5-years annexation: 1,073 acres (1.7 sq. miles)

- ⇒Conservation lands: 767 acres
- ⇒Road right-of-way: 76 acres
- ⇒Residential subdivision: 212 acres
- ⇒Commercial/ industrial land: 17 acres



PARKS & CONSERVATION EASEMENTS



Public Parks

No Public Park Lands were acquired in 2012. Over the last five years, the City acquired 60 acres of open space and conservation lands and 7.5 acres of pocket parks. These are circled and shown in dark green on **Map 2**. The map displays public lands and conservation easements acquired over the last five years.

- Total 5-year open space land: 60 acres
- Total 5-year pocket parks: 8 acres
- Total current park and open space: 1,288 acres.

New pocket and neighborhood parks

are generally created as a part of filed Major subdivisions and are developed only as the parks are phased in through a multi-year phasing plan. Land for new pocket parks became available in the recent phases of 44 Ranch and Linda Vista 12th Supplement (a phase of the Miller Creek View Addition). Additionally, Lafray Park in River Road area was developed, and Pineview Park in the Rattlesnake was updated with funds from an SID.

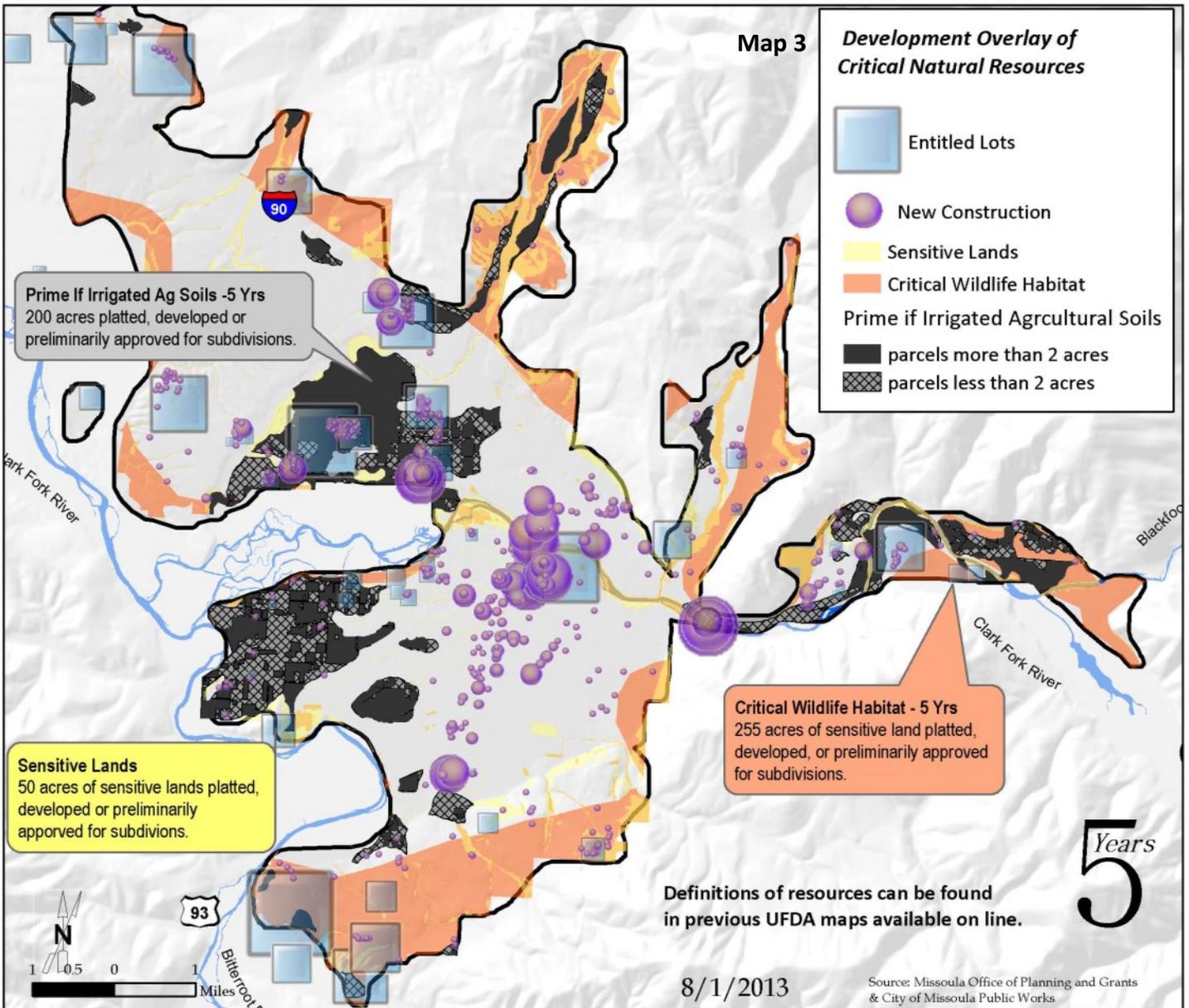
Conservation Easements

Last year the City purchased 27 acres from the National Wildlife Founda-

tion. The easement, acquired with \$54,000 of Open Space Bond money, is in lower Grant Creek and was granted to Five Valleys Land Trust to manage. Adjacent to Grant Creek Road, the easement will accommodate future bicycle and pedestrian facilities. New easements are shown on **Map 2** in shades of red.

- Total 5-year URSA-area conservation easements: 30 acres (1 full easement and parts of two others)
- Total URSA-area Conservation Easements: 682 acres

CRITICAL NATURAL RESOURCES



Prime If Irrigated Ag Soils

In 2012, 64 units were developed on land with Prime if Irrigated Agricultural Soils, a soil designation by the Natural Resources Conservation Service (NRCS). Prime soils are shown in solid grey and grey crosshatch on **Map 3**.

In the last five years, we estimate 200 acres of land with prime agricultural soils became unavailable for future agriculture. Land is said to be "unavailable" if it became approved for a new subdivision, new construction, or recently platted into parcels less than 2 acres. The largest in tact agricultural parcels are adjacent to the Missoula International Airport and in the west end of the Target Range.

- Total 5-year decline: 200 acres
- Total URSA Prime if Irrigated Ag soils: 2,391 acres on parcels <2 acres, 3,526 acres on parcels >2 acres.

We track natural resources data to discover cumulative impacts. **Map 3** is a development map with a backdrop of natural resource layers.

Critical Wildlife Habitat

Last year 31 homes were built in critical wildlife habitat, shown in orange on **Map 3**, resulting in development of 13.5 acres inside this area.

The fringes of the Missoula urban area serve as critical winter range for elk. Important Bird Areas, Bull Trout Criti-

cal Habitat, riparian areas and Wildlife Linkage Zones area also included.

- Total 5-year development: 255 acres
- Total defined critical wildlife habitat: 10,117 acres
- Total habitat with development: 2,490 acres

Sensitive Lands

In 2012, 9 homes were built on sensitive land, shown in yellow on **Map 3**. Sensitive lands are comprised of riparian areas, wetlands, floodplain, ditches, perennial streams and steep slope.

- Total 5-year development: 50 acres
- Total sensitive lands: 3,980 acres.
- Total sensitive lands with development: 613 acres.

TRANSPORTATION

Long Range Transportation Planning

Every four years the Missoula Metropolitan Planning Organization (MPO) updates its [Long Range Transportation Plan](#), which happened this 2012. Taken from the plan, **Map 4** shows projected road congestion in 2040, assuming peak traffic flows, the existing road network and development of committed projects. Check out this year's [TIP FFY2013-2017](#) for the committed projects, which include Russell Street and South 3rd Street West.

Red lines shows areas of congestion. Yellow is congesting and Green is uncongested. The line width is also a relative measure of traffic volume.

According to the Long Range Plan document, growth in traffic volumes from 2010 to 2040 will result in significantly worse congestion on most roads. **Map 4** shows projected congestion in 2040 along 85% of the Principal Arterials. I-90, however, remains uncongested.

Major Transportation Projects

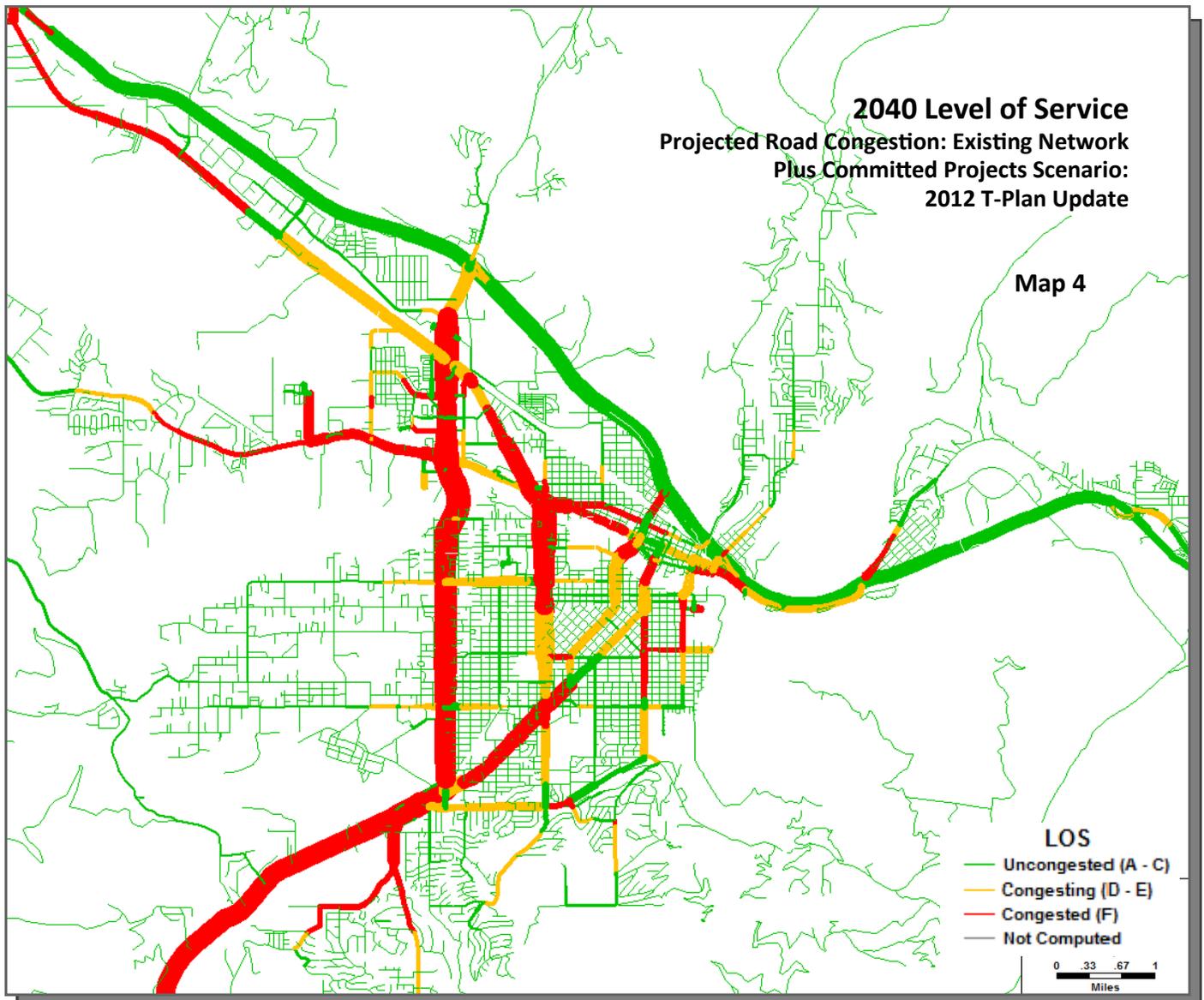
- Russell Street & S. 3rd Street West Reconstruction - Preliminary work on this project is on-going. For the project scope and detailed information including the FEIS, follow the link to the City's web page. <http://mt-missoula2.civicplus.com/index.aspx?NID=1232>

- Miller Creek Road Project—Summer/Fall 2012 - Chip and seal, paint, project completion

In the last five years, the City completed multiple [major road projects](#) including, roadway improvements on Brooks Street from Mount to Higgins, Higgins Roundabout, North Higgins Streetscape, Scott Street Bridge maintenance, Miller Creek Road roundabout and improvements, and the 5th/6th/Arthur/Maurice overhaul.

Road Maintenance 2012

- Chip/seal: 15.6 miles
- City Overlay: 6.1 miles
- City Reconstruction 3.4 miles



BIKE/PED FACILITIES

Bike Commuter Network

In 2012, the City created a new one-quarter mile trail connection between the Rattlesnake and the University (RUX trail). The Bike Commuter network consists of paved off-road bike and pedestrian trails, which are shown in red on **Map 5**. Additions to the bike commuter network from the last five years are also red and outlined with a yellow highlight. The in-town Milwaukee Trail now extends from Reserve Street in the west to the Kim Williams Trail in the east.

- Total 5-year additions: 8 miles
- Total bike commuter network: 30 miles

On-road Bike Routes & Lanes

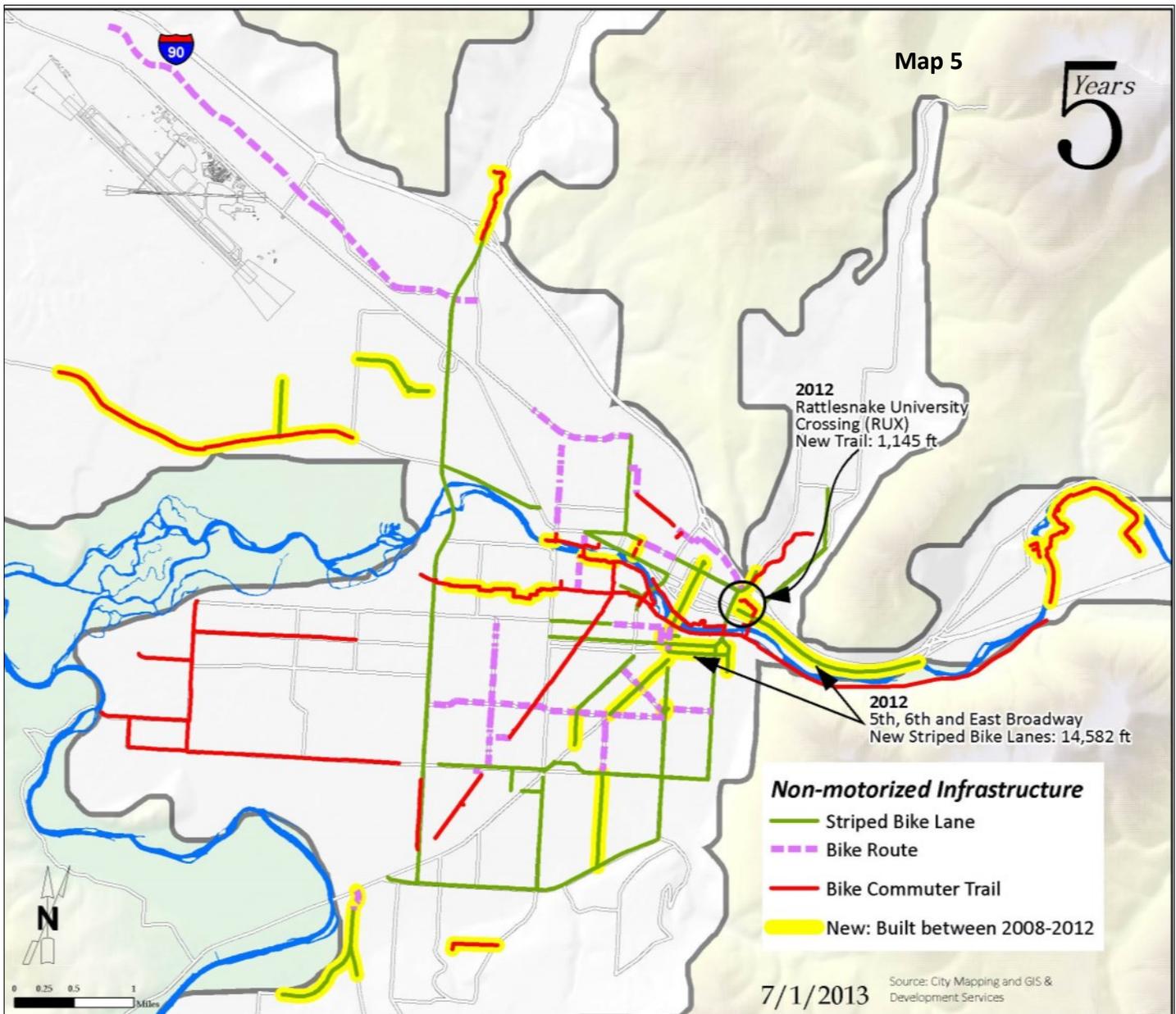
In 2012 the City striped 2.8 miles of new bike lanes near the University on 5th and 6th Streets and along Broadway east of Van Buren. On-street painted sharrows are not counted.

- Total 5-year additions: 8.7 miles
- Total striped Bike Lanes: 30.7 miles.
- Total designated Bike Routes (not striped): 13.5 miles.
- Total Combined Major Bike-Ped facilities: 44 miles.

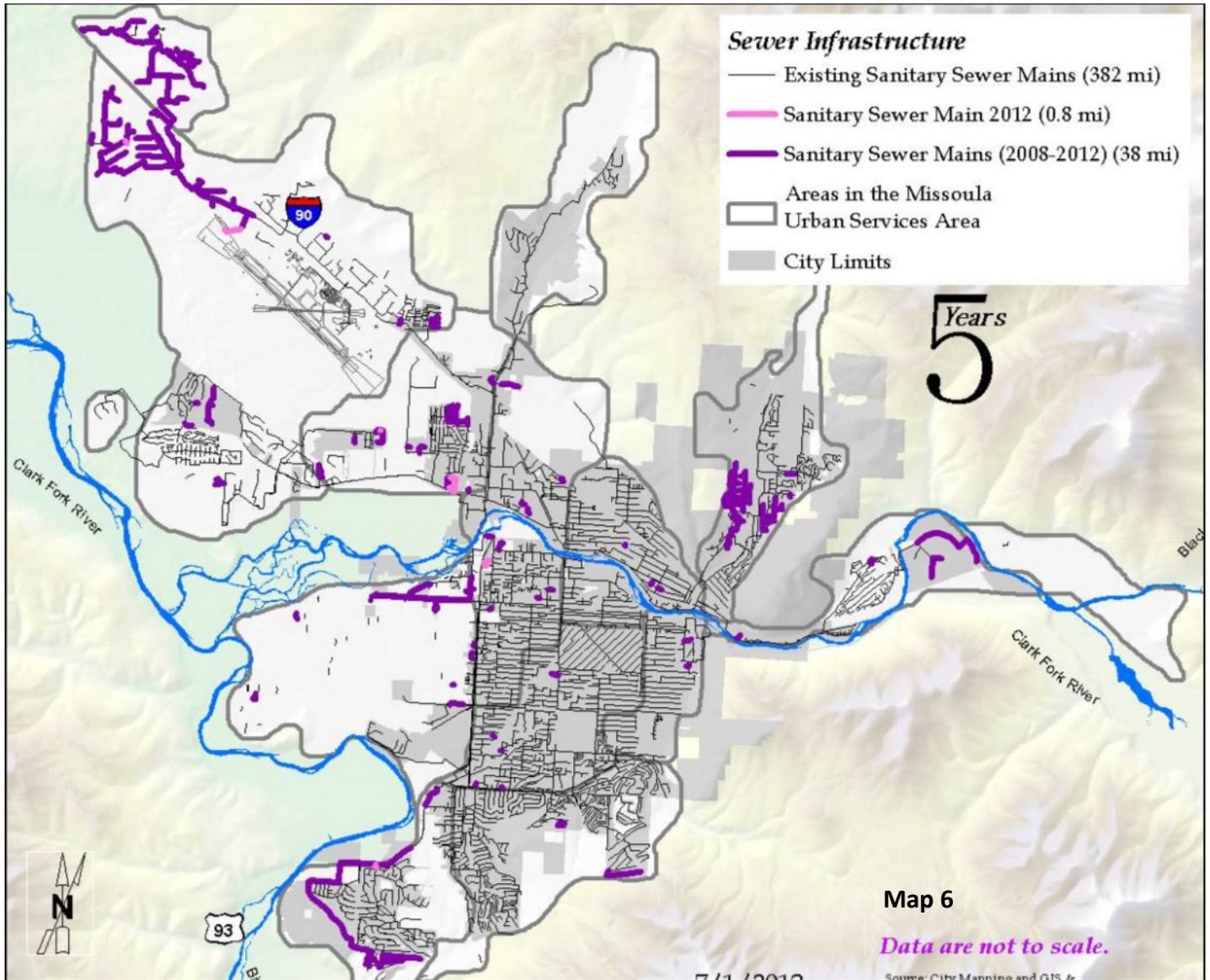
Mountain Line Transit

Ridership for FY2012 increased 6.5% over the previous year, totaling 943,809 rides. Last year Mountain line completed a comprehensive operational process review, arriving at a [Recommended Service Plan](#). This plan is the basis for service improvements over the next 10 years.

New initiatives include Mountain Line's new 15-minute **Bolt** service on Route 1. In August 2012, Mountain Line implemented the **Bolt** to increase service and usage on the busiest line between University of Montana and Southgate Mall.



INFRASTRUCTURE



Map 6

Data are not to scale.

Mountain Line Ridership

Period	Fixed Route	Para-transit	Senior Van	Total
FY08	795,216	16,000	-	811,216
FY09	829,131	15,466	4,698	849,295
FY10	791,653	15,342	6,024	813,019
FY11	865,601	14,732	5,816	886,149
FY12	924,469	13,111	6,229	943,809

Sewer Mains

The City constructed and connected 0.8 miles of new sewer main in 2012. Over the last five years, sewer construction included two major projects, one in the Wye and the Rattlesnake. **Map 6** shows new and existing sewer mains.

- Total 5-year new sewer mains and repairs: 38 miles
- Total connected sewer mains: 382 miles

Water Mains

The Mountain Water Company, a privately owned company, built or refurbished 1.6 miles of mains in 2012.

- Total 5-year new or refurbished water mains: 13.5 miles

- Total Mountain Water mains: 331 miles

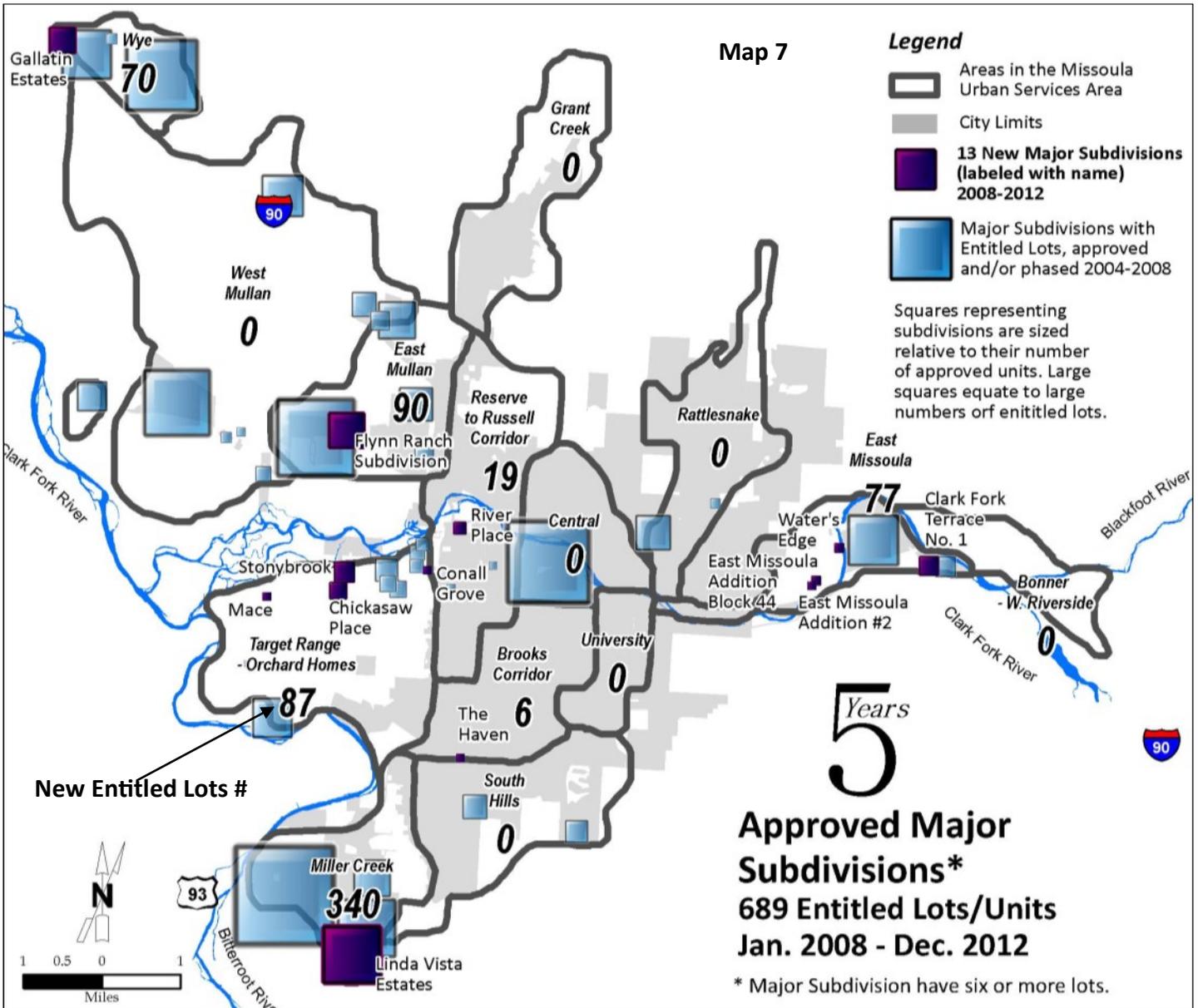
Sidewalks

Approximately 40% of new sidewalks are city-initiated projects, while 60% are created through the process of subdivision or individual permit. In addition to large-scale projects, the city installs sidewalks at various locations around town to complete sidewalk systems.

Five year project highlights include:

- MRA Urban Renewal District #3: 80 blks
- MRA Urban Renewal District #2: 46 blks
- Slant Street area infill and replacement: 30 blks
- University area infill and replacement: 30 blks
- Johnson Street: 28 blks
- Lower Miller Creek: 20 blks
- Miller Creek : 16 blks
- East Broadway: 14 blks on south side
- Greenough Drive: 12 blks

See the [Master Sidewalk Plan](#), a strategy for systematic completion, repair and upgrade of the City's sidewalk system. Total sidewalks: 426 miles



5-YEAR SUMMARIES

How is Missoula is growing? This section includes 5-year trends and density, location, housing and lot-size information. It is organized by:

- ⇒ Subdivisions
- ⇒ Permitted vs. Potential Development
- ⇒ Single-dwelling Town Home & Duplex Units
- ⇒ Building Permits—Neighborhoods and Types
- ⇒ Multi-dwellings—Density and Type
- ⇒ Density Photo Reference
- ⇒ Future Development
- ⇒ Where does this leave us?

Subdivisions

Over the last five years governing bodies approved 13 Major subdivisions for a total of 689 new lots/units (purple squares on **Map 7**). These new lots and units, along with 5,166 lots and units approved and/or phased through Major subdivision since 2004, are termed entitled lots (blue squares).

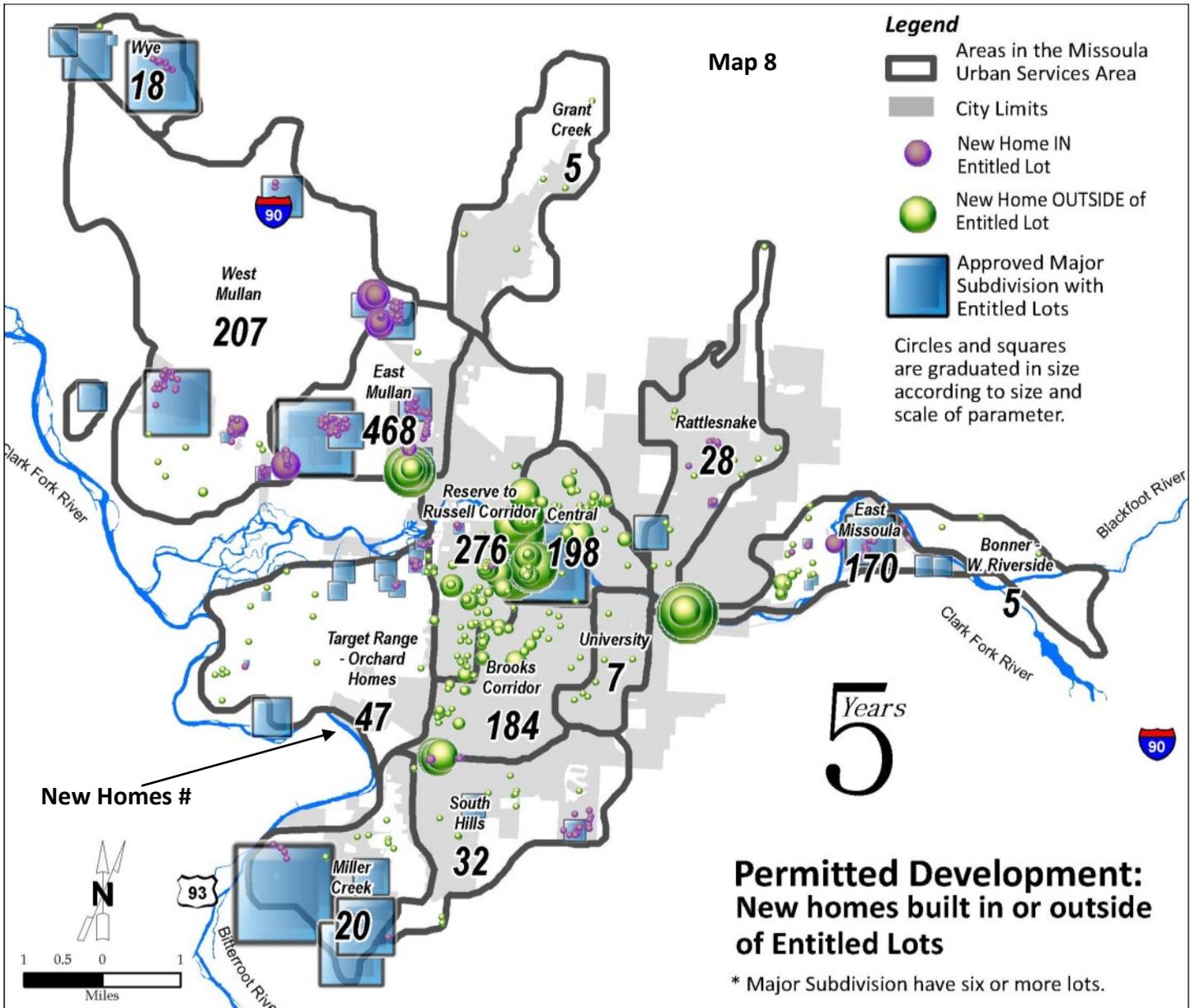
- 13 subdivisions - 689 new lots in five years
- 5,855 total entitled lots (approved/ filed ≥ 2004)
- 543 units built on entitled lots in five years
- 5,312 entitled lot reserve.

There are a total of 5,855 URSA area entitled lots, of which approximately 5,312 are undeveloped. While it is desirable to maintain a supply of available lots, this large number of entitled lots on the fringe of town could be problematic as subdivisions conceived ten years ago, may not meet the community's needs well into the future. The large supply could leave our community inflexible to changing demographics, environmental pressures, and increasing costs of transportation.

We presume the number of entitled lots remains large, as developers delay construction to await favorable economic conditions.

**5,312
entitled lot
reserve**

* Major Subdivision have six or more lots.



BUILDING PERMITS, SUBDIVISIONS, ENTITLED LOTS

However, even with an economic upturn, the sizable quantity of entitled lots will likely persist as only one-third of new construction was built on entitled lots (543 units).

Permitted vs. Potential Development

Map 8 shows approved potential development (entitled lots in blue squares) juxtaposed with actual development (new construction in circles). The map illustrates how new homes were relatively centralized, especially units built outside of entitled lots. Centralized development is an efficient use of land, existing services and infrastructure.

As a whole, the Major subdivisions west of Reserve Street and north of the Clark Fork River are experiencing the steadiest continuous development of all subdivisions – perhaps due to the small lot sizes, which are more affordable.

Single-dwelling, Town Home & Duplex Units

Using five years of data, the median lot size for new constructed townhomes, duplexes and single dwellings, is 6,271 sq. ft. An example of this lot size is a standard parcel in the East Mullan Area’s Pleasant View Homes, net density of ~5 dwelling units per acre (DUAC). This is denser than the traditional one-quarter acre suburban pattern approved on the fringe. Outside of subdivision, infill of vacant or developable land occurred in older areas of town.

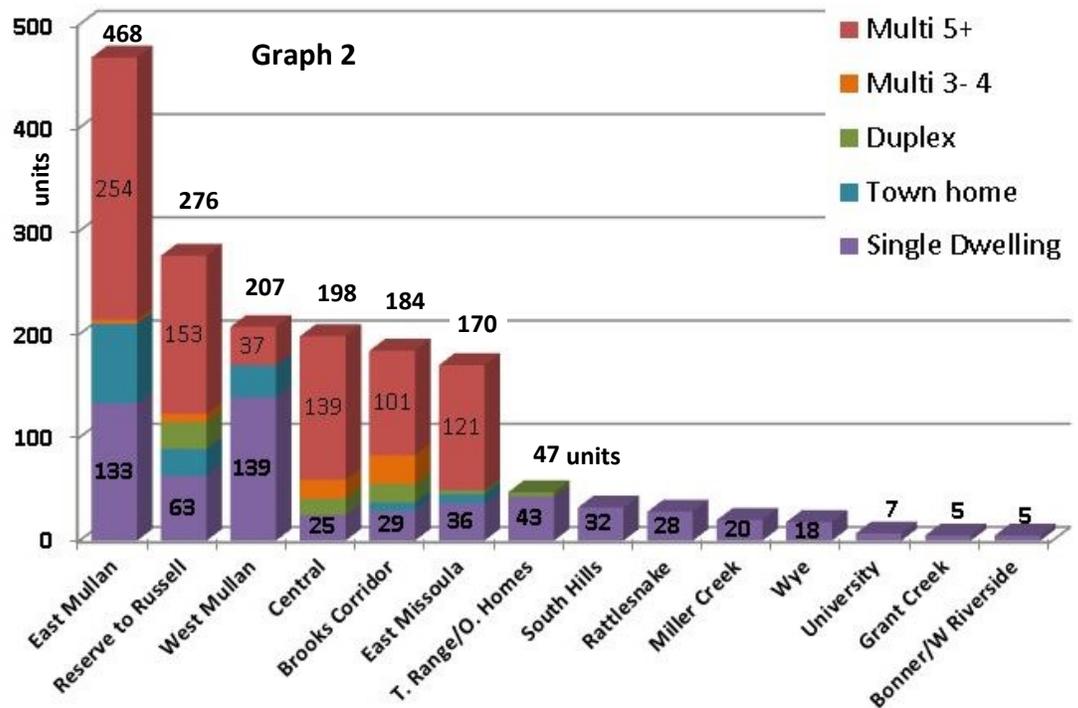
- Graduated green circles represent new development outside of entitled lots, which make up two-thirds of new construction. This centralized development includes infill of vacant or developable land and the majority of multi-dwellings.
- Purple circles are new construction on entitled lots. They are widely dispersed and generally single dwellings.

Dwelling Type	Median Lot sqft	Units
Single Dwelling	7,796	583
Town Home	3,314	161
Duplex	4,351	58
All	6,271	802

LOCATION & NEIGHBORHOOD - 5 YEARS

Looking at growth by neighborhood, we charted the locations of the 1,665 new residential units in **Graph 2**. Total units are listed at the top of the bar. Locations correlate to areas labeled on the UFDA yearbook maps.

Developers constructed the most units in the East Mullan Area—almost 30% of new units—including both the largest number of multi- and single-dwelling when town homes are included. Bonner/West Riverside, Grant Creek, and the University Area had the least growth, with single digit unit increases.



1,665 NEW UNITS BY HOUSING TYPE - 5 YEARS

Building Permits

In the last five years, multi-dwelling units comprised over half of all new construction (**Pie Chart 1**):

- 790 units in 5+ multi-dwellings
- 58 units in 3- or 4-plexes.
- 583 single dwellings
- 151 townhomes
- 68 units in duplex

848 Multi-dwelling Units

Of the new multi-dwelling units, the majority were developed as market-rate rentals:

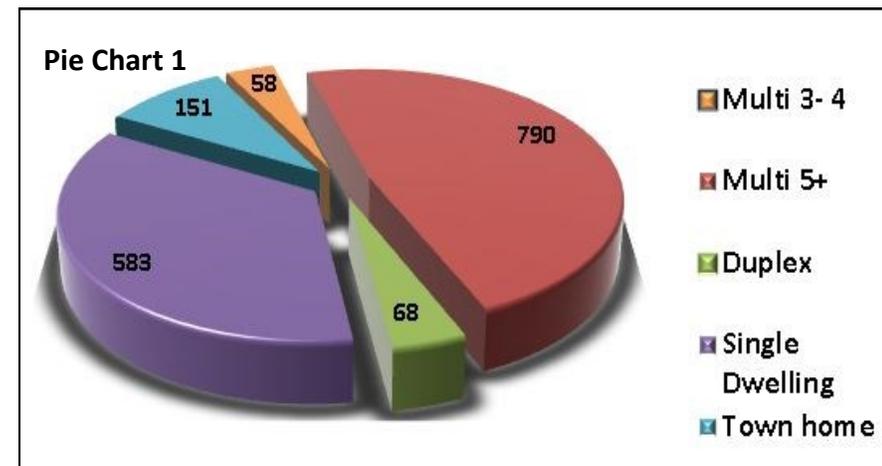
- 65% market rate rental
- 26% income-qualifying rentals managed by the Missoula Housing Authority (The Silvertip, Garden District, and Homeward’s Equinox & Solstice)
- 9% condominium.

Multi-dwelling units were mostly built inside the city limits with the exception of approximately forty units located in the West Mullan and East Missoula area.

The larger multi-dwelling development occurred along busy travel corridors: Russell, Mullan, E. Broadway, and 39th Street. The Brooks Corridor absorbed the most 3 or 4-plexes.

With 200 units, the Mullan Reserve Apartment project is the largest complex in the last five years. However, when completed later this year, the former Intermountain Lumber Site (The Garden District) will total 232 units and consist of both income-qualified rentals, which are already completed, and market-rate apartments.

Most multi-dwelling development is approved outside of the subdivision process and occurs in a condensed timeframe when compared to similar-sized subdivisions. Multi-dwelling development is highly reactive to market conditions with larger swings in unit construction from year to year.



MULTI-DWELLING PROJECTS: UNITS & DENSITY

Projects

Gross density of the 37 new multi-dwelling projects range widely, from 9 to 43 dwelling units per acre (DUAC).

To inform the public discussion about how 20 dwelling units per acre or a 3-plex might look, we included a sample of the new multi-dwelling projects with the associated density and units. The intent is to provide a frame of reference for discussions about density in Missoula. The samples are aligned from lowest on top to highest on the bottom.

37 Multi Projects 2008-2012	
Min. # Units	3 apartments
Median # Units	6 apartments
Max. # Units	200 apartments
Min. Density	9 units per acre
Median Density	36 units per acre
Max. Density	43 units per acre



17

17 DUAC gross density. 3-plex in Central area on Northside neighborhood.



18

18 DUAC net density. Gross density of 10 dwelling units per acre (DUAC) with 2.2 acre common area. 54 units.



20

20 DUAC gross density in West Mullan Area. 24 units



22

Solstice & Equinox
69 units

FUTURE DEVELOPMENT

Based on historic growth numbers, we assume Missoula will continue to annually grow its housing between 1 and 2% — roughly 390 to 780 units per year. Multi-dwelling construction is somewhat unpredictable. Although rising vacancy rates, as we have now, generally precede a decrease in market-rate multi-dwelling construction. However, there are nearly 1,200 units of multi-dwelling units planned as entitled lots in seven phased subdivisions. And, soon the university is expected to build 1,000 units of student housing in town.

For single dwelling development, there is sizable capacity for new dwellings or re-development in many older neighborhoods. In the Northside, Westside, Riverfront, Brooks Corridor, and Franklin to the Fort existing density continues to be lower

than what is allowed by zoning.

Subdivisions with smaller lots are currently developing more quickly than those with large lot sizes. That may change as the economy strengthens. If it does, the entitled lot reserve already includes a number of approved large lot parcels, although not necessarily platted.

In the East Missoula area, Clark Fork Terrace #1 has lot sizes approved from 8,677 to 21,770 sq. ft. Gallatin Estates and Mansion Heights have approved lots sizes of ~ 15,000 sq. ft.



26

26 DUAC gross density. New 4-plex on lot with existing house



38

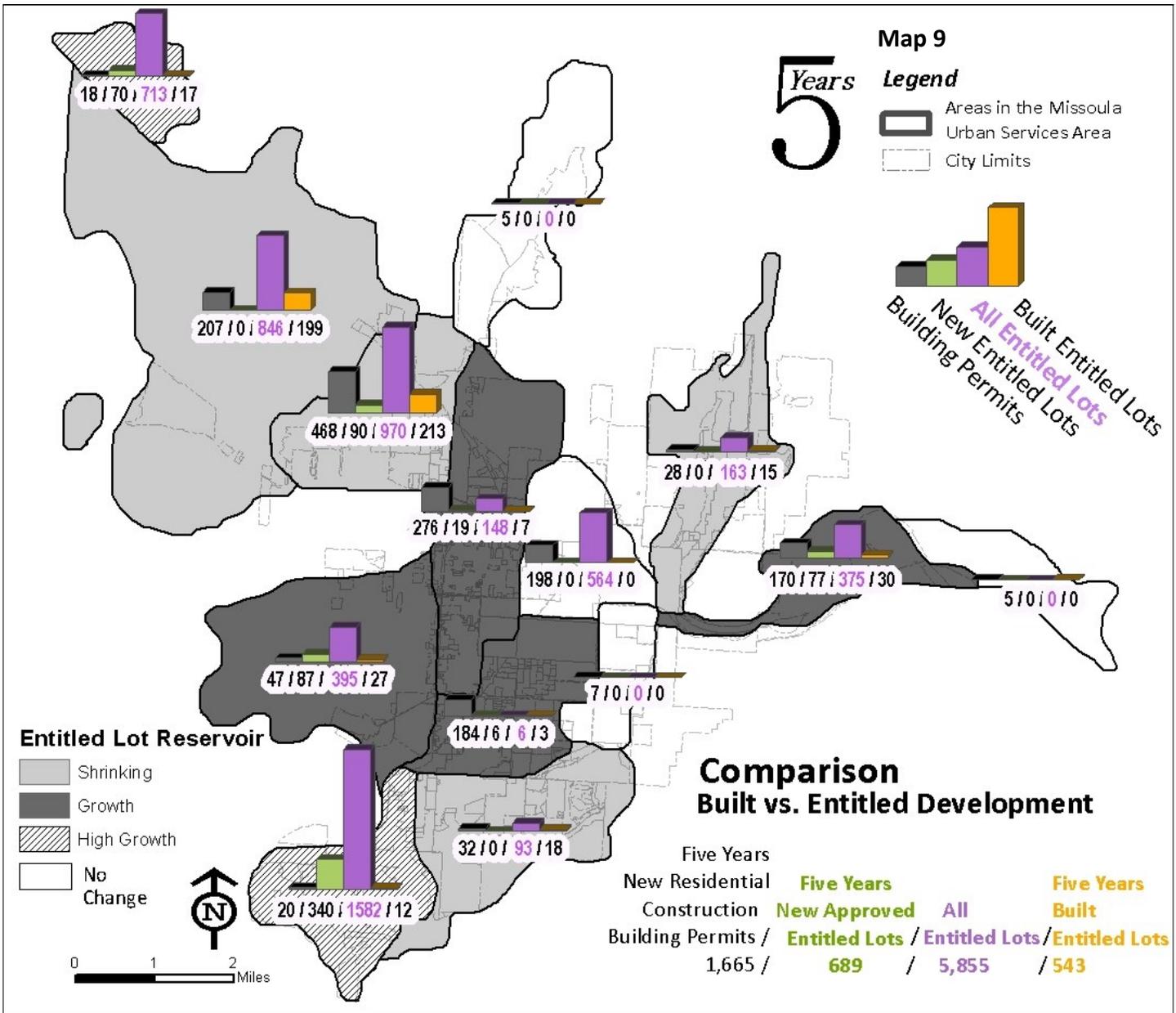
38 DUAC gross density - East Mullan Area. 200 units



43

43 DUAC gross density in Central Area. 66 units

COMPARISON: BUILT VS. ENTITLED DEVELOPMENT



Map 9 contrasts all entitled lots (purple) with new construction and new entitled lots to show:

- How each area has built out in last five years.
- Whether each area’s entitled lot reserve is shrinking or growing.

For instance, the Wye and Miller Creek (grey crosshatch) had the highest entitled lot reserve growth. Miller Creek now has double the undeveloped entitled lots of any area and more entitled lots than residential units allocated by the Growth Policy.

East and West Mullan, The Rattlesnake, and South Hills have a decreasing entitled lot reserve (light grey). For

instance, in the East Mullan Area, 213 entitled lots were developed, while one new subdivision for 90 lots was approved, decreasing the entitled lot reserve by 123 lots.

As a whole, the Missoula URSA reserve increased by 146 lots/units, as 689 lots/units were approved and 543 units were built.

Where does this leave us?

Finally, a few thoughts for future policy consideration regarding the entitled lot reserves and the cumulative impacts of growth:

Will the entitled lot reserve meet future housing market demands of an aging population which may demand

smaller and more centralized housing?

Will the relatively compact in-town development, which happened over the last five years, persist even as the economy strengthens?

Is the decreasing availability of natural resource lands for urban agriculture and urban wildlife acceptable?

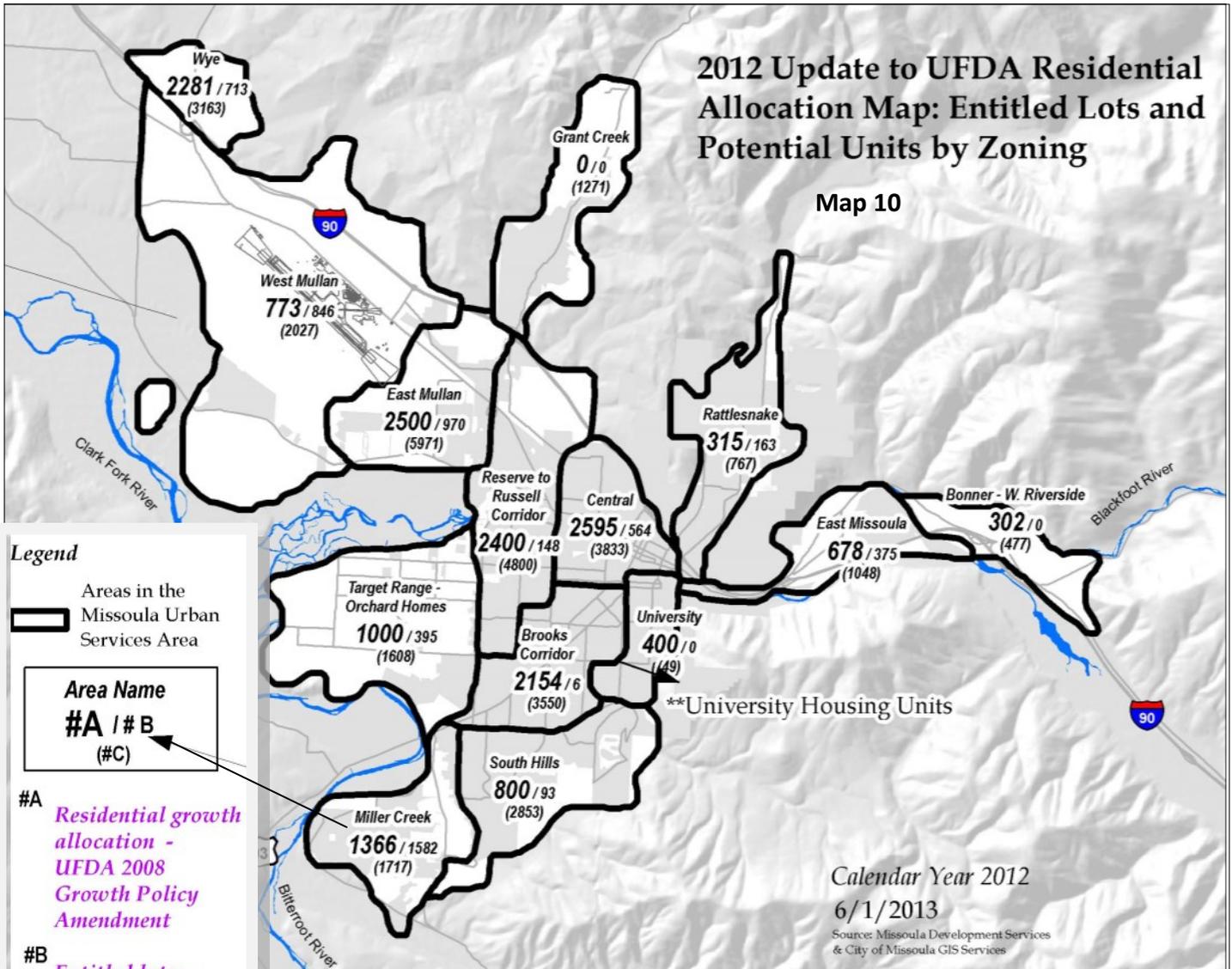
Will developers reconsider lot sizes in their future and existing approved subdivisions?

With development of entitled lots on the fringe, how will local governments’ cumulative costs of providing expanded off-site infrastructure, social, and emergency services be paid for?

GROWTH POLICY AMENDMENT

2012 Update to UFDA Residential Allocation Map: Entitled Lots and Potential Units by Zoning

Map 10



The UFDA Growth Policy Amendment adopted in 2008 includes the Residential Allocation Map (Map 10). The unit allocation for each area is represented by (#A) and does not change from year to year. However, each year this map is updated to reflect new entitled lots (#B) and decreased development potential by zoning, as new dwelling units are constructed (#C).

The Map is a guide to how the Missoula urban services area will accommodate the next 15,000 housing units. For instance, new neighborhood plans must account for the allocation of new units or portion thereof.

How is Missoula growing when compared to the growth allocation? Each area still has

sizable capacity, since we are only five years into a projected 20 to 30 year build out.

With 1,665 units built in the last five years, how long will it take to build out another 13,335 units? When UFDA was adopted, Missoula had averaged 2.0% annual housing growth for the previous seven years. Over the last five years, the rate slowed to 0.9% annually. Assuming a midpoint annual average growth rate of 1.5% a year, it will take 20 more years or a total of 25 years to grow by 15,000 residential units.

2012 Edition updated 7/14/2014

Check out the Development Services web page, <http://www.ci.missoula.mt.us/Index.aspx?NID=1258>. Find [planning documents and regulations](#), [planning maps](#), and information about [current projects](#). Read the Planning Services Informational [Update](#).

Casey Wilson, GIS Planner at Development Services, can be contacted at 406-552-6631. Comments regarding UFDA or the Annual Yearbook can be e-mailed to: cwilson@ci.missoula.mt.us

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