# CITY GROWTH POLICY

2035 | Draft October 23, 2015

MISSOULA

OUR MISSOULA

Looking inward. Moving forward.

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Looking inward. Moving forward.

Approved by the City of Missoula

Month XX, 201X

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# TABLE OF CONTENTS


**Growth Policy Overview** **9**

**Introduction** **10**
- Plan Organization 13
- Sustainability 14
- Process, Outreach and Participation 15

**Assets and Challenges** **22**

**Livability** **27**
- Snapshot 28
- Goals and Objectives 29

**Safety & Wellness** **37**
- Snapshot 38
- Goals and Objectives 39

**Economic Health** **48**
- Snapshot 50
- Goals and Objectives 51

**Housing** **59**
- Snapshot 60
- Goals and Objectives 61

**Community Design** **68**
- Snapshot 70
- Goals and Objectives 71

**Environmental Quality** **79**
- Snapshot 80
- Goals and Objectives 81

**Actions and Outcomes** **89**
- Infrastructure Development Strategy 89
- Prioritized Action Themes 91
- Implementation Action Table 95

**Land Use Recommendations** **114**
- Description of Land Use Designations 118
- Land Use Potential and Capacity 127

# TABLE OF CONTENTS

**Cooperation And Coordination** **130**
Coordinated Planning in the City of Missoula 130
Additional Intergovernmental Coordination Efforts 133
Future Cooperative Planning Efforts 135
**Evaluation of Subdivision** **136**
**Growth Policy Attachments and Amendment Process** **140**
Neighborhood Plans 140
Issue Plans 142
Use of Neighborhood Plans and Issue Plans 142
Ammendment Procedure 143

**List of Maps**

A: Study Area 12
B: Future Land Use 128
C: Neighborhood Plan Boundaries 141

**List of Tables**

Phases of Public Involvement 17
Focus Group Topics 21
Implementation Action Table 93
Summary of Mixed-Use Land Uses with Associated Typical Zoning 119
Summary of Employee-Based Land Uses with Associated Typical Zoning 121
Summary of Residential Land Uses with Associated Typical Zoning 124
Summary of Special Purpose Land Uses with Associated Typical Zoning 125
Summary of Overlays Land Uses with Associated Typical Zoning 127

**Appendicies**

Community Profile A
Developable Lands Report B
Summary Listening Session Assets and Challenges C
Missoula Asset Mapping Report D
Public Participation Efforts E
Neighborhood Plan Template F
State Growth Policy Law G

# LETTER TO THE COMMUNITY

*Pending*

# GROWTH POLICY OVERVIEW

A growth policy is critical to creating and sustaining resilient, livable communities. By providing guidance for the development of different types of land uses, their design, their accessibility, and their intensity, it becomes the foundation for ensuring economic vitality, affordable housing, efficient transportation planning, environmental protection, and the health, welfare, and happiness of the community's residents. When properly implemented by decision makers, a growth policy can have profound effects on the welfare of a community.

## WHAT

"Our Missoula" is a community plan for managing growth and development over the next 20 years.

The plan addresses: land use, housing, economic conditions, local services, public facilities, natural resources, community character, culture, and history.

## WHY

The plan provides direction for new development, sets vision to sustain and enhance a successful community, and meets Montana Code requirements.

## VISION

***In 2035, a healthy environment, bright economy, and rich cultural history serve as the foundations for Missoula's livability, appealing character and high quality of life. People from all backgrounds reside in and visit this magnificent natural place. It is a community-oriented city with a dedicated broad variety of non-profit organizations and committed volunteers that balances the needs of neighborhoods, the University, and businesses while providing good housing, employment, and social services for all budget and lifestyle needs.***

***Missoula's population and employment rate are accommodated and incorporated through efficient use of existing and new state-of-the–art infrastructure, better connectivity, and an improved social environment. Compact growth preserves agricultural resources. Sound design and economic development in the food sector ensure our long-term community food security. The significance of the river environs has grown. It offers clean water, wildlife habitat and tranquility while also providing recreational opportunities and strengthening our sense of place. Trails, public transit, and complete streets provide safe, accessible, efficient travel networks that connect residents, workers, visitors, and students to green spaces, active living, shopping services and community amenities while reducing reliance on fossil fuels. Missoulians are engaged in climate change mitigation and adaptation.***

***Downtown Missoula and the University of Montana sustain strong educational, research and business partnerships. The City and the University are also linked physically through continuous pedestrian and transit networks that connect students, residents and commerce. The core of the City has become more residentially dense, and supports a thriving live-work environment that is home to "new economy" businesses.***

***The outcome of the Our Missoula planning process initiated in 2015 is an ecologically sustainable community with accepting attitudes and a resilient economy.***

# INTRODUCTION

Missoula is the regional center of western Montana. It is a steadily growing contemporary western city set in the northern Rocky Mountains near the confluence of the Clark Fork, Blackfoot, and Bitterroot Rivers in a landscape that retains most of its natural quality. Its close proximity to pristine wild lands and natural systems is unmatched for a city its size and strongly defines its character. The University of Montana and regional medical facilities are internationally respected and are major components of the local economy. Missoula is also an important regional retail and transportation center.

Missoula's built environment is shaped by a mountain valley landscape and a transportation system that includes strongly supported and growing transit and trail systems. Several distinct residential and commercial neighborhood centers fill out the framework and along with an enterprising business element, and highly-rated education system, create an exciting and vibrant community environment.

Recent growth plans for the area have been joint City-County or County plans, the first of which was developed in 1961. The most recent are the 1998 Missoula Urban Comprehensive Plan and the 2005 Missoula County Growth Policy for the City (last updated in 2010). The Our Missoula plan is the first created specifically for the City of Missoula and is intended to meet the growth policy requirements outlined in State law. In the current plan, many of the principles and policies from previous plans are carried forward and enhanced to reflect current conditions, innovations, and community input. The planning area is defined by the City of Missoula Waste Water Sewer Study Area boundary (see map on page 12).

The population of the United States is growing, aging, and becoming more ethnically diverse. By 2100, the population is expected to reach 750 million according to the U.S. Census. Missoula is expecting similar change on a smaller scale, and meeting growing demands for resources while limiting impacts on the environment will need to be addressed.

From a growth standpoint, Missoula has been somewhat resilient to outside economic forces over time. Since its founding, the city has seen several up and down economic cycles but overall has maintained a steady growth rate of about one and a half percent per year which continues today. The growth rate is expected to remain about the same and the population of the urban growth area is estimated to be 107,000 by 2035 – an increase of about 18, 800 ~~26,000~~ people. In 2014, there were 40,000 housing units in the ~~City~~ Urban Service Area and a population of 88,200. At the current rate of growth this translates to a need for 9,000 to 14,000 new housing units by 2035.

Because the community has voiced needs for a variety of housing options near services, alternative transportation systems, a less automobile dominated community, and has raised concerns about climate change, the high cost of housing, and preservation of open lands and agricultural soils, the plan's policies represent a shift in focus from developing vacant land on the outskirts of the urban area to redevelopment of central areas with existing services. Therefore, new policies have been created to support changes in development patterns to emphasize combining housing, shopping, employment, schools, and civic uses, in neighborhood centers and the core of the city. The policies are guides and are not intended to infringe on development rights granted through zoning or private property rights. The strategy works to preserve established residential neighborhoods and manage the City's continued growth over the long term.

The vision statement is based on the "Focus Inward" strategy which was chosen in a public planning process and reaffirmed again by resolution of the City Council at the beginning of this project one year ago. Focus Inward is a land use principle that encourages new growth in the direction of existing infrastructure, neighborhoods, and public services. It promotes sustainable urban development and re-use rather than consumption and expansion into open space, agricultural resources, and natural areas.

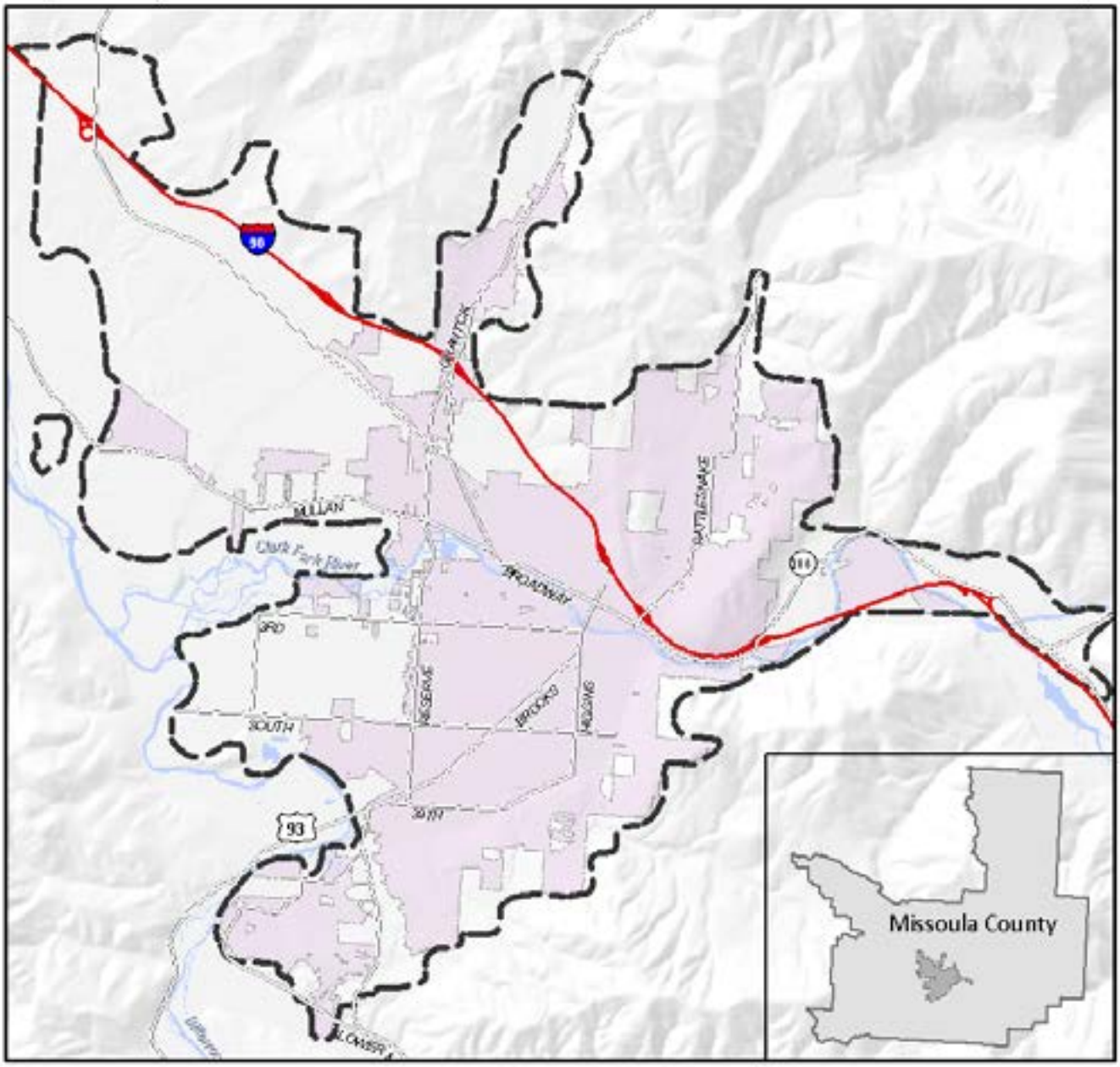
The policy encourages preservation of neighborhoods and community assets while making more efficient use of underutilized or undeveloped spaces.

As the foundation for the Growth Policy, the strategy is aimed at reducing automobile dominated suburban development which not only helps to improve community health, cost of living, lower city infrastructure and service costs, but also mitigates the effects of climate change and lessens use of carbon-based fuels and subsequent greenhouse gas production.

There is no one-size-fits-all plan. The Focus Inward policy, like other strategies and approaches outlined in the plan, should always be considered in context, and evaluated for its appropriateness based on the specific circumstances in which it would be implemented.

Map A. Study Area

City of Missoula
Growth Policy




Casey Wilson & Garin Wally 9/15/2015
Development Services
GP_StudyArea_gw.mxd
Sources: U.S. Census Bureau
Block Groups 2000 and 2010 SF1.
City of Missoula GIS

Study Area Boundary
City Limits
Major Roads
Hydrology

0 1 2 Miles
0 1 2 Kilometers

Projection: Lambert Conformal Conic
Coordinate System: NAD 1983 StatePlane Montana FIPS 2500 Feet

# PLAN ORGANIZATION

**Assets and Challenges** - Provides special representations of the assets and challenge information that was collected during the outreach phase of the project.

**Six Element Chapters** - The plan is organized into six element chapters which address the many community assets and challenges identified during the outreach and listening stages of the project. Within the six elements there are overlapping issues, such as affordable housing and some broad concepts relate to all of the elements. Each of the six elements chapters was addressed by an individual Focus Group and chapter of the plan. Each of these chapters addresses more specific principles with goals and objectives to provide guidance for future decisions. The table on page 21 shows the range of topics each Focus Group chose to address.

## SIX ELEMENTS

**Livability:** *neighborhoods, historic preservation, education, local services and quality of life amenities*

**Safety & Wellness:** *fire and police services, recreation, emergency preparedness, social services and health care facilities*

**Economic Health:** *industries, jobs, wages, fiscal sustainability, technology infrastructure and business support*

**Housing:** *affordability, choice, student impact, fairness, and homelessness*

**Community Design:** *connectivity, building form, infrastucture, transportation, City-County interface, and land use*

**Environmental Quality:** *air, water, climate, hazards, local food, urban forest, and open space*

**Actions and Outcomes** - This chapter describes actions for implementing the Our Missoula plan goals and objectives and provides a framework to guide the physical development of the city.
**Land Use Recommendations** - This chapter outlines and describes land uses and the Future Land Use Designation Map.

**Coordination and Cooperation** – This chapter describes cooperative planning efforts between the City of Missoula and Missoula County and also other intergovernmental collaboration efforts.

**Evaluation of Subdivision** - This chapter provides background on subdivision review by discussing State law, subdivision review criteria, and public hearing process.

**Attachment and Amendment Process** – This chapter describes ways that the Our Missoula City Growth Policy document is enriched, supplemented, updated and amended in order to remain relevant with changing times and community goals.

# SUSTAINABILITY

The principle concept of sustainability weaves throughout the six elements. We've learned through our outreach process that Missoulians want a sustainable community. Missoulians want a community that endures as a home to people of all ages, income brackets and ideas; a community that encourages development that meets the needs of the present without compromising the ability of future generations to meet their own needs, which may mean compact development, "green" development or development centered around non-motorized modes of transportation; a community that continues to have great viewsheds and access open spaces, rivers, bicycle trails and recreation, while not outpricing Missoulians on limited incomes or compromising Missoula's physical environment. Missoulians want a sustainable community that is also prepared to adapt to the effects of climate change.

Sustainability encompasses the central community issues of affordability, climate change, character & sense of place, compact development, livability, and connectivity. To visualize how these themes weave through the document, we have marked the objectives with these icons denoting that the goal or objective addresses the particular issue.

Affordability - This symbol identifies objectives that are in reference to making Missoula a place that all people can afford.

Climate Change - This symbol identifies objectives that address the ability to recover or adapt to changing climate impacts.

Sense of Place - This symbol identifies objectives that secure the qualities and characteristics – visual, cultural, social, and environmental – that provide a sense of belonging and stewardship by residents.

Compact Development - This symbol identifies objectives that reinforce Missoulians desire for more efficient and less automobile dependent development.

Livability - This symbol identifies objectives that contribute to making Missoula a place where people can lead safe, healthy and economically secure lives.

Connectivity - This symbol identifies objectives that design transportation modes to facilitate the connection of people to places and to each other in an efficient and sustainable manner.

# PROCESS, OUTREACH & PARTICIPATION

The Growth Policy project is referred to as "Our Missoula" because it's important that the plan be a reflection of people in our community. With that in mind, City of Missoula Development Services, through the leadership of the Missoula Consolidated Planning Board, Mayor John Engen and the City Council, initiated the project to develop a new growth policy for the City pursuant to 76-1 Part 6, Montana Code Annotated. This Growth Policy was developed with over a year's worth of public outreach, listening, and community discussion reaching out to thousands of citizens and being present at over 70 events and meetings. The resulting vision, goals, objectives, and recommended actions come directly from public input gathered and then vetted at community-member Focus Groups, Steering Committee meetings, and public review and approval processes.

A general framework for outreach and participation was established in the spring of 2014, when the City Council reviewed and approved the public participation plan. The Plan laid out an approach to community engagement that was guided by three main goals: Educate, Engage, and Empower. These three goals offered an open process that stretched our thinking of the future and ensured that the plan is an expression of the overall community voice with contributions by the citizens in shaping a 20-year vision. Education occurred through inspiring public presentations, distribution of print material, website resources, background information about our community and a series of frequently asked questions (faqs). Engagement occurred through the numerous times staff met community members and groups at various venues and civic functions to discuss the project, encouraging participation and collecting comments and ideas, as well as through use of media, web-based surveys, and website requests to participate. Empowering was in place through the structure of asking community members to develop the policy directions themselves, armed with background information about the community, examples of current policy statements and the multitude of ideas passed on from engaging comments. Over the course of the plan development process, continuity has been in place where ideas have been forwarded on from one step to another.

Partners for developing the Our Missoula Growth Policy centered on reaching out to Missoulians from all walks of life including residents, youth, older adults, property owners, business owners, elected and appointed officials, non-governmental organizations, advisory board members and community members at large. It also included reaching out to experts in certain fields of community plan elements and government agencies. Additionally, staff was present at events in the many different quadrants of the community. Staff presented to 11 of the 17 neighborhood councils, set up shop for a few days at the County Fair (partnering with the Historic Preservation Commission Oral History Project) in 2014, attended several farmers markets, and encouraged

drop in conversations at a local downtown business (Rocky Mountain School of Photography) as part of the Missoula Asset Mapping process.

The City engaged Applied Communications (AppCom), facilitation consultants from Whitefish, MT, to assist with the approach to the public outreach and policy development process. This included initiating public engagement through a kick-off meeting, hosting a series of listening sessions, coordinating and staffing focus group meetings and steering committee meetings, and hosting a community-wide open house. Throughout the phase of engaging and listening as well as policy development, AppCom was instrumental in organizing material and notes that came from the main outreach efforts, sorting comments into various topics, and utilizing various ways to gain feedback from the Focus Groups. With the assistance of the independent facilitation consultants, participants were encouraged to present information, share ideas for community direction, and speak openly as well as directly to the project.

The outreach and engagement process included ways for people to participate at various scales. People who expressed interest in meeting participation on a regular basis for direct development of community policy and direction helped through volunteering for a Focus Group. Others stayed informed through attending the community wide kick-off meeting and Open House, while others stayed informed through presentations that were provided to various organizations, service groups, neighborhoods, etc. Meanwhile, people who wished to be updated but not necessarily attend meetings, had the website as a resource. Staff also conducted numerous one-on-one meetings with community organizations and interested parties. Additionally, staff distributed almost 2,000 brochures describing the project, developed MCAT and youtube videos of various phases of the project, retained several large message boards about the project in the store front of Worden's Market (corner of Spruce and Higgins), set up a sandwich board sign to encourage drop ins and retained a facebook presence to announce new information, resources and events.

Key to the development of the Growth Policy was the participation of community members in the Focus Groups as well as the Steering Committee.

The **Focus Groups** were tasked with evaluating the community profile, current assets and challenges, and existing policy (goals, objectives, and actions) and recommending edits as well as potential new goals, objectives and actions. The Focus Groups also envisioned possible land use directions that help to set up a new land use map. Staff encouraged the public to volunteer as members for focus group discussions at each outreach event. Six focus groups were set up: Livability, Safety and Wellness, Economic Health, Housing, Community Design, and Environmental Quality. They met regularly for seven months. This part of the process ended with the public reviewing and commenting on goals and objectives the focus groups had initially developed.

A **Steering Committee** consisting of two members from each focus group, two members of Planning Board and two members of City agencies met regularly for seven months. Building on policy work the Focus Groups completed, Steering Committee members provided guidance and review of the vision statement and policy statements pertaining to the six focus elements including future land use recommendations and the future Land Use Map.

The following table shows how the engagement tools align with the various phases of the process:

**Phases of public involvement**

The project consisted of six phases:

| Phase | Purpose | Public Participation Activities |
|---|---|---|
| Phase 1: Start Up | Introduce project | Initiate communication with various community groups |
| Phase 2: Set Up | Gather background data; develop Community Profile | Dedicated website, social media, Student assessment of neighborhood plans |
| Phase 3: Engage and Listen | Describe what we know; hear from the community | Kick-off, Listening Sessions, neighborhood and community group presentations, around town community activities, Missoula Assets Project |
| Phase 4: Envision<br><br>(Policy development) | Develop policy recommendations (goals and objectives); start to think about land use implications | Focus Groups, Steering Committee, web engagement, Open House |
| Phase 5: Implementation Planning | Develop implementation actions; refine land use concepts | Focus Groups, Steering Committee, Open House, web engagement |
| Phase 6: Adoption | Finalize Plan; conduct Public Hearing process | Public comment during Planning Board consideration, City Council review |

The City of Missoula has a rich history of encouraging public participation in community issues. This process was as thoughtful and all-inclusive as past planning efforts while using new and innovative tools to draw even greater participation. The following are descriptions of key outreach and participation elements:

**Kick-off**

On June 4, 2014 the City of Missoula held a meeting to kick-off the Our Missoula planning effort. Approximately 100 citizens attended the event to hear Ed McMahon, Senior Resident Fellow with the Urban Land Institute, provide an inspiring presentation tailored to Missoula on Secrets of Successful Communities. Staff presented background on the Our Missoula Growth Policy development project and outlined ways that the community could get involved. Departmental representatives were available with displays and information explaining the process. MCAT and various news agencies were also in attendance.

**Listening Sessions**

Planning staff held 28 listening sessions throughout Missoula obtaining input on various topics that help to shape our community. More than 380 citizens were in attendance at the various listening sessions covering everything from the University, Education, and Social Services to Neighborhoods, Transportation, and Culture & History, as well as Utilities, Planning, Housing, Emergency Services, and many other topics. Attendees were asked three questions:

1. What do you value about our community, so much so that you would not like to see it change over time?
2. What do you think our challenges are (from the topic perspective) now and will be in the future?
3. Do you have any ideas on how to address these challenges?

All the conversations were noted and most were recorded. A video highlighting points made from the numerous perspectives was shared during subsequent presentations. Summary of listening session points from

both the perspective of assets and challenges help to shape the topic each focus group chose to take on. The Summary of Listening Sessions points is Appendix C.

### Missoula Asset Mapping

Missoula was awarded the Community Builders Initiative grant from the Sonoran Institute to develop an Asset Mapping project as a way to visually consider the assets and challenging areas of the community and incorporate that information into the Growth Policy. This was a collaborative effort between the City of Missoula, its residents, and the Sonoran Institute. Three rounds of public engagement were held, moving people through a process of describing the project, soliciting community conversation about our assets and challenges, refining asset points, and presenting the final report. Between October and December of 2014, we heard from more than 400 people through public meetings, open houses, tabling at the Clark Fork market, an online survey and a photo sharing tool (Photo Voice through the Community Builders resource). In total more than 2000 points of data were collected to help develop the Asset Mapping Features. See Appendix C for more information. Of note, a few outstanding outreach tools were used to gain participation. They included:

- setting up shop within a downtown business storefront for a few days, making it easy for people to walk by, stop in, and ask questions as part of their daily routine;
- utilizing the resources of Missoula Community Access Television (MCAT) to develop an infomercial describing the project and the process;
- setting up a table during First Friday, when the population of downtown is higher and people are willing to stop to view process maps (that look a lot like art);
- an online survey enabled people to participant from their own home;
- solicitation of photos that represent the places people see as assets and challenges; and
- outreach to the third grade class at Lewis and Clark Elementary School, because it was informative to hear from the youth that will someday (within the 20 year time frame of this plan) be shaping our community.

### Community presentations

Staff made over 70 different appearances before groups, clubs, committees, and community activities to encourage the public to participate, receive input, and share information about the process. Meetings were held at various group locations including: Sunrise Rotary, ASUM Senate, University and Grade school class rooms, Business Breakfast Club, Leadership Missoula, Chamber of Commerce and Job Services. Presentations involved interested citizens in things like: environment, transportation, history, culture, downtown, neighborhoods, housing, health, business and economy, social services, U of M, as well as older adults and youth. Staff was present at locations like the Clark Fork market, U of M atrium, Silver Park, Missoula County Fair, Downtown Tonight, Sunday Streets, Kids Fest, River City Roots, and First Friday. Presentations and information were also provided at 11 of the 17 neighborhood councils and the Community Forum.

### Neighborhood Plan Assessment (Fall Semester, 2014)

Professor David Shively, with the Department of Geography, UM, introduced his students in the Planning Principles and Processes class (GPHY 465) to the Growth Policy project. The class also conducted assessments of 15 existing neighborhood and infrastructure plans. They provided overviews and highlights of each plan along with an assessment of development patterns and how well each plan addresses concepts such as

sustainability and focusing inward. This information helped during consideration of new policy direction.

### Community Open House (April, 2015)

After the Focus Groups completed work on draft goals, objectives and actions it was time to share the ideas with the broader community, gain feedback and get a sense of prioritized interests. It was also time to celebrate accomplishing this phase. Staff along with the Our Missoula Project citizen volunteers that participated in the Focus Groups hosted the event. The public was invited to attend and review policy statements developed for each Focus Group element as well as two future land use scenarios. Attendees were asked to rank the top five objectives using dots. Additionally, the public were able to view a summary slideshow of the Missoula Asset Mapping Project and Hellgate High School projects also aimed at addressing Focus Elements based on the Our Missoula Growth Policy project. Approximately 100 people attended the event.

### Hellgate High School English Class project

As part of the extensive outreach process for the Our Missoula Project, a Steering Committee member worked with students in Karen Swanson's Hellgate High School English classes this academic year. The students followed the work of the Focus Groups and developed their own concepts for the new 20 year growth plan in each of the focus group areas as part of their curriculum. Student projects were available during the Open House in April, 2015 and several students were available to describe the process, projects and outcomes. This information provides highlights on where student interests lie and showed an elevated understanding of community issues and solutions.

### Facebook

Development Services utilized Facebook for the first time in this project connecting with approximately 145 Friends. This avenue allowed staff to keep the public informed about next meetings, to hear what their fellow citizens were thinking, and provided a photo documentary of interesting points and ideas. This included a range of comments shared through a message boarding technique that staff used attending events. The Board simply stated "*For Missoula to become* _____ *we should* _____." People had opportunities to write down their vision, which was photo documented for consideration by continued process.

### Website

The City maintained a dedicated online forum called OurMissoula.org which was regularly updated with meeting dates, documents, past presentations, minutes from Focus Group and Steering Committee meetings, video of certain steps and project descriptions, and pertinent information and links. Information was included on the City's Web page and Asset Mapping information was also included on the Community Builders Web site (Sonoran Institute).

### Public Media

Throughout the process local TV stations, including MCAT, were in attendance at various public events. The City issued press releases, display ads, legal ads advertising public hearing dates, and staff provided numerous interviews to local TV and radio stations.

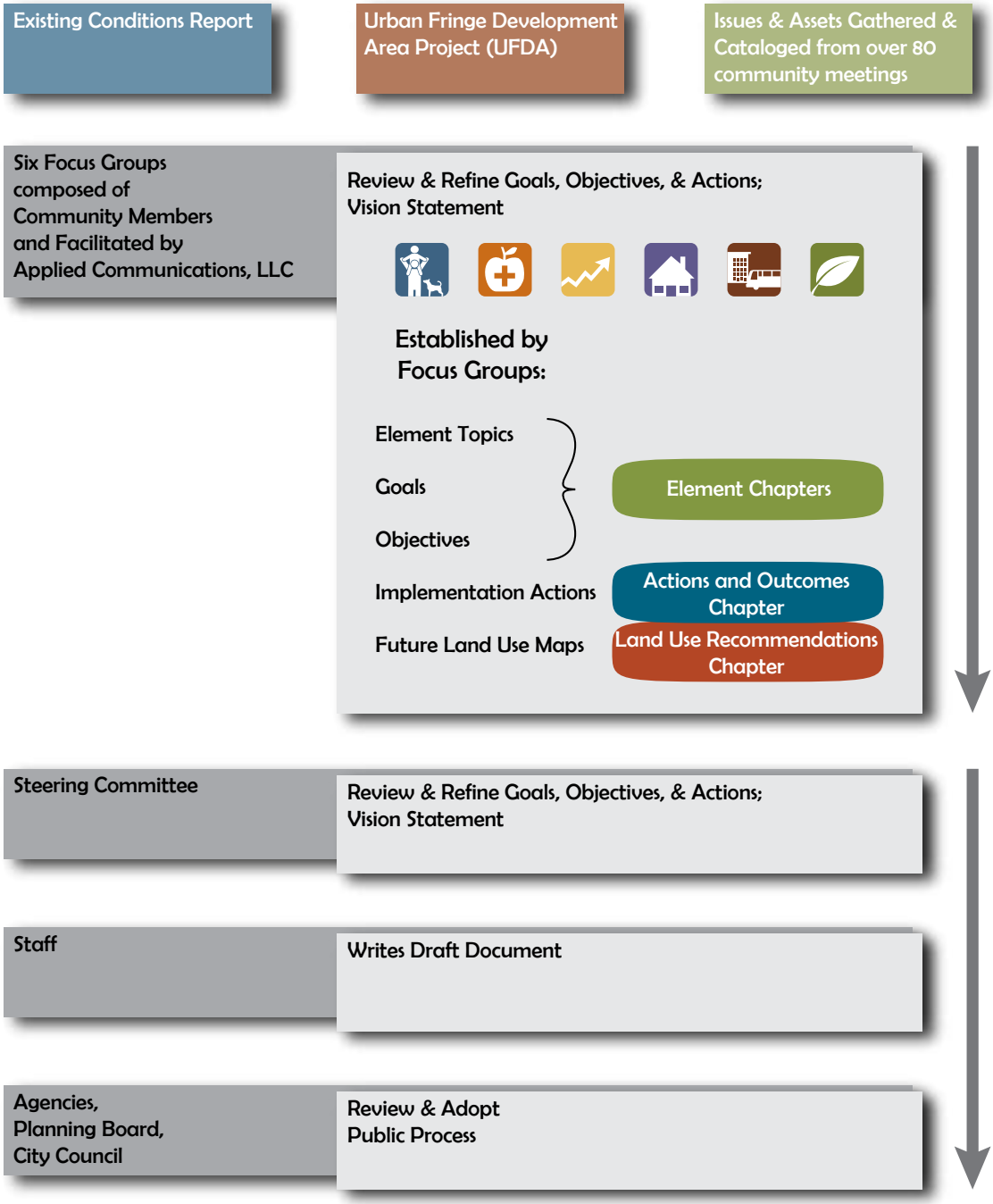
### Agency Review

Development of the Growth Policy document and associated Community Profile involved coordinating with City Agencies and various County and State agencies from early on in the process. Additionally, staff contacted lead city agencies in the middle of August, 2015 for a comprehensive document review. Comments received were considered and incorporated into the document as applicable.

**Summary**

Together these broad and varied efforts allowed staff to create a core set of ideas and visions from which to inform Missoula's citizens, encourage involvement, disseminate information, maintain communication, and ultimately launch Our Missoula's City Growth Policy 2035.

# PROCESS FLOW CHART



| Focus Group Topics | Focus Group Elements | | | | | |
|---|---|---|---|---|---|---|
| | Livability | Safety & Wellness | Econ Health | Housing | Community Design | Env Quality |
| Affordable & Fair Housing | | | | X | | |
| Affordable Housing Opportunities | | | | | X | |
| Homelessness | | X | | X | | |
| Active Transportation Systems | | X | | | | |
| Transportation | | | X | X | X | |
| Transportation, Growth Pressure & Sprawl | | | | | | X |
| Growth Pressures & Land Use | X | | | | | X |
| Land Use | | | | | X | |
| Land Use, Zoning & Neighborhood Design | | | | X | | |
| Community Character | X | | | | X | |
| Culture, Arts & Historic Preservation | X | | | | | |
| Economy Development | | | | X | | |
| Business Development | | | X | | | |
| Labor Pool | | | X | | | |
| Local Business | | | X | | | |
| Downtown | X | | X | X | | |
| University of Montana | | | X | | | |
| Infrastructure | | | X | | X | |
| Local Services | X | | | | | |
| Emergency & Disaster Services & Crime Prevention | | X | | | | |
| Social Services & Poverty | X | X | | | | |
| Health & Wellness Promotion | | X | | | | |
| Health Care Quality | | X | | | | |
| Built Environment | | X | | | | |
| Sustainable Development | | | | | X | |
| Climate Change | | | | | | X |
| Environment | | X | | | | |
| Air, Soil and Water Quality | | | | | | X |
| Natural Areas & Outdoor Recreation | | | | | X | X |
| Natural Resources | | | | | | X |
| Parks and Recreation | X | X | | | | |
| The River | | | | | | X |
| Energy | | | | | | X |
| Local Food | | | | | | X |
| Waste Stream | | | | | | X |

# ASSETS AND CHALLENGES

Assets and values, simply stated, are those elements that individuals identified in various information gathering processes as places and intangible qualities that were viewed as treasures and community strengths. Challenges, conversely, are those negative qualities and characteristics and places that need improvements.

Information to help identify community assets and challenges was gathered primarily during the Engage and Listening phase of the Growth Policy update process in a number of ways and at a number of different events. These events, which are further detailed in Appendix E: Public Participation Efforts, occurred primarily during the Summer and Fall of 2014. The information compiled from these different venues and studies was summarized in various forms and provided to participants in the Focus Groups and Steering Committee to develop goals, objectives, and implementation actions for the city Growth Policy.

**Kick-off Public Meeting**

During the Growth Policy kick-off meeting in June, 2014, participants were asked to describe Missoula in three words or less. Meeting attendees were also given the opportunity to express their vision for the "Future Missoula" on a timeline that showed significant events in the past, present, and future. The resulting statements and Wordle (above) reflect the values of the participants and incorporate words like "beautiful", "healthy", "community", "natural", "friendly", "engaged", "bike", "quality", and "river" as repeated themes in these exercises.

**Listening Sessions**

From July through September, 2014, the City of Missoula conducted 28 listening sessions to obtain input from the community regarding values and challenges. The notes from each listening session are posted on the OurMissoula.org website (http://www.ci.missoula.mt.us/1810/Focus-Groups) and summaries by topic were prepared for use by focus group members and the Steering Committee. The summary points regarding

Assets and Challenges are contained in Appendix C: Summary Listening Session Assets and Challenges of this plan.

**Assets and Values**

The list below is not comprehensive, but encapsulates the highest ranking assets. This list identifies the features of the community which should be enhanced and preserved as a part of this process. The top ten Assets and Values topics most commonly mentioned in the Listening Sessions are:

1. Natural Areas and Outdoor Recreation
2. Community Involvement
3. Sense of Place
4. Bikeable, Walkable, Good Bike & Pedestrian Trail Systems
5. Family-Friendly-Oriented
6. Parks & Recreation
7. Downtown
8. Diversity
9. University of Montana
10. Natural Resources

**Challenges**

Community challenges were quantified and coded from the listening sessions in the same way as the assets and values. Throughout this process, it was not unusual to hear the same topic to be considered an asset and a challenge. For example, participants appreciated the extensive work that has been done with the active transportation system but recognized that additional challenges will occur as we continue to grow. The community highly values the natural setting, parks and the river, but attendees also raised concerns with overuse of the natural areas while also needing to enhance the connectivity of the system. Here are the top ten challenges identified by Listening Session attendees:

1. Transportation, Parking, and Transit
2. Land Use, Zoning, and Subdivision
3. Environmental Quality
4. Affordable Housing
5. Growth Pressures – Sprawl
6. Funding
7. Economy – Jobs
8. Social Services & Education
9. Business Development
10. Infrastructure

**"For Missoula to Become…"**

Throughout the life of the Our Missoula Initiative, community members were given the opportunity to write down their vision of what Missoula should become. Photographic documentation of the hand-written statements provides a snapshot into individual goals for the community. Common themes from this exercise include becoming more sustainable, more kid-friendly, safer, more bike-friendly, more dog-friendly and more livable. Actions to reach these goals included starting community gardens, never having six-lane bridges, reducing single-occupancy vehicle use, sponsoring more alcohol-free (family-friendly) events, having more sharrows, building a new bark park at Silver Park, and recycling everything.

Example of "For Missoula to Become….", with MCAT staff input.

**Asset Mapping Project**

In the fall of 2014, the City of Missoula partnered with the Community Builder's initiative of the Sonoran Institute to undertake an Asset Mapping Project. The purpose of the project was to produce a tool in the form of mapping that provides special representations of the assets, and challenges that exist in the study area. By depicting physical locations of the community's assets, planners and business development organizations can utilize these attributes in creating an attractive, livable community for residents, newcomers, and visitors alike. The mapping allows us to learn from places that are viewed as multiple-asset areas and consider ways to apply those value features to other parts of the community. By mapping the areas that represent challenges to a community, these areas can be more easily identified, quantified, and addressed through the Growth Policy implementation strategies. (Refer to Appendix D: Missoula Asset Mapping Report)

The results for the analysis of physical assets and challenges were compiled into five over-arching themes.

Key Observations and recommendations can be found on pages 22-27 of the attached Missoula Asset Mapping Report. The five overarching themes included:

1. Neighborhoods, Culture and History
2. Economic Health
3. Transportation and Mobility
4. Natural Resources
5. Recreation

Key recommendations of the study are detailed below.

- **Neighborhoods**: Consider context appropriate design for new neighborhoods to respect existing design characteristics, encourage citizen-led placemaking activities, and conduct city-sponsored placemaking activities for neighborhood or sub-neighborhood areas. Also consider context appropriate enhancements such as close access to transit, visitability standards, and a diversity of housing types when designing or revitalizing neighborhoods.

- **Economic Health**: Promote the city's assets, from the exceptional recreational and outdoor amenities, to its storied history and burgeoning arts and culture scene. Transportation policy is economic policy, and it should be a priority to maintain and enhance the City's transportation infrastructure system for all modes. Additionally, to the extent feasible, make deliberate connections between the community's history, arts, and cultural sectors with recreational amenities, tourism and manufacturing, which can create economic multiplier effects.

- **Transportation**: Transportation and recreation are closely tied. Future transportation decisions should take into account system performance, both from an efficiency standpoint and from social perspectives. Transit systems are highly regarded and expansion of transit systems is desired.

- **Natural Resources**: Promote and protect the City's parks and open spaces. The surrounding geography defines the City's sense-of-place. Expand the urban forest to areas of the city where these features are scarce. Protecting the rivers is crucial to citizens' enjoyment of the city and provides a natural relief from the urban bustle.

- **Recreation**: Foster connectivity within transportation networks and also between transportation networks and parks/open spaces. Access to parks, open spaces, and recreational fields should be kept in mind as the city continues to grow and expand.

## Conclusions

Comparison between the many tools used to gather information pertaining to community assets and challenges shows consistency in the types of assets and challenges identified by the public and carried

forward into the planning document. A summary of the most common assets and challenges are listed below.

**Assets**

- Involved and caring community
- Quick access to nature and open spaces
- University
- The River, parks, and trail systems
- Vibrant and historic downtown
- Well-educated/skilled work force
- Active community
- Historic neighborhood setting

**Challenges**

- Affordable housing
- Resiliency to changing economy
- Good paying jobs
- Transportation and connectivity
- Close access to services
- Efficient use of existing infrastructure
- Needs of an aging population
- Technology infrastructure

After the Focus Groups and Steering Committee explored potential policies and strategies to address the community assets and challenges (among other things), the Steering Committee established a set of high priortity action items (see Chapter 9 Actions and Outcomes). The prioritized action items reflect many of the challenges identified during the early phases of the Growth Policy document preparation and are summarized above. For example: Developing connectivity between transit, bicycle, and pedestrian transportation systems and corridors; developing active transportation programs and mobility for an aging population; finding zoning and land use policies that support compact development, conserving neighborhood and historic character; developing clearly-defined policies for agricultural uses and value-added production; defining metrics that mitigate climate change and promote carbon-neutral lifestyle and zero waste policies; providing incentives for the development of affordable housing; and preserving the open spaces, rivers, streams, and natural, scenic vistas that draw people to Missoula and inspire active lifestyles are all priority action items that will be used to measure how well the community attains the goals delineated in the Growth Policy.

# LIVABILITY

Livability encompasses social ingredients and physical factors that make Missoula a desirable place to live. Livable communities recognize and reinforce the livable qualities of a place and integrate them with the needs of the people that live there. While other elements focus on the particular needs of housing, economics, and the environment, this topic strives to balance those elements with the place-making components of Missoula's culture, history, and the local facilities needed to support our community.

Creating an environment that sustains learning, growth, and independence for Missoulians of all ages, economic levels, and cultural affiliations is a key component of this chapter. Individuals will derive a sense of purpose and engagement through access to the resources necessary to empower individuals to pursue 21st Century job skills and vocations. Missoulians will have access to fair, equal, and adequate services, intellectual pursuits, and training opportunities from early childhood services to continuing education for aging adults.

Support for art and culture has been proven to be a strong economic driver as well as a key representation of our place. The arts and culture industry is a key component of Missoula's economic recovery, with nearly $40 million spent on the arts and culture industry in 2010 alone, according to a recent study.

This element envisions a compact and sustainable city with a vibrant downtown, excellent education opportunities, adequate social services, walkable neighborhoods, and a high quality of life for all residents.

The recently released AARP **Livability Index** for **Missoula** is: **59**

The average for communities in the U.S. is 50. This Index gives higher scores to communities with diverse features that help people of all ages, incomes, and abilities—not just older Americans.

Photo by Missoula Aging Services

## We have a thriving art and cultural scene.

- There are over 60 nonprofit arts and culture organizations in Missoula.
- Nonprofit arts and culture provide 1,447 full-time equivalent jobs.
- Investing in the arts means investing in an industry that supports jobs, generates revenue, and is a cornerstone of cultural tourism.
- The Missoula Art Museum combines art, culture, and history into one.

## We are internationally known for our outdoor recreation opportunities.

- World Class Fishing and hunting on area streams and forests.
- Over 3,000 acres of open wildlands provide important wildlife, fish, and bird habitat, as well as encourage numerous recreational activities for citizens and visitors.
- The City has a network of bicycle and trail facilities, including the Milwaukee Trail, Riverfront Trail, and Bitterroot Branch Trail.
- The final connection of the Missoula to Lolo trail will lead to over 45 continuous miles of trail through the Bitterroot Valley.

## Our deep-rooted history informs our present-day life.

- The City of Missoula's historic preservation program has been in place since 1986.

**10 Historic Districts** and **56 buildings** are listed in the National Register of Historic Places

- Diverse historic and archaeological resources are found in the City of Missoula, such as Paleo-Indian and Native American trails and traditional places, Fort Missoula, and historic structures and land areas associated with white settlement.
- The oldest Indian artifacts found in Missoula County date from 12,000 years ago.

**"Missoula"** is derrived from "nmesuletkw," the Salish word for "place of frozenwater."

- The first documented entry of Euro-Americans into western Montana was the Lewis and Clark Expedition in 1805-1806.
- Missoula has been a major commercial center in western Montana since it was founded in 1864 at a geographically strategic point near the head of five valley systems.

# LIVABILITY GOALS & OBJECTIVES

## Culture, Arts & Historic Preservation

A vibrant and livable community creates an environment with a wide range of cultural activities for people to enjoy nestled within an historic context. Missoula offers a vibrant and diverse arts community with a global reach that provides a boost to the local economy, but there is a shortage of venues to meet a growing demand for performance space and cultural programs. There is a need to rehabilitate existing space and construct new venues to accommodate a variety of small and large events and programs. There is also a need to educate and emphasize the numerous benefits of historic preservation. The goals and objectives in this section capture the associations between sustainable development and historic preservation as well as fostering relationships to support art and culture.

*Missoula Asset Mapping Project: Neighborhoods, Culture & History Theme*

*Missoula has a rich and storied history, and that history is clearly valued by residents for the mark it has left on the shape and character of their city. This is evident through the appreciation participants expressed for the city's historic development patterns – the slant neighborhoods, bungalow and craftsman style residential architecture, architecturally diverse buildings in downtown – and for how arts and cultural institutions weaved into those patterns.*

*Goal L1: Missoula values its cultural heritage through historic preservation.*

*Goal L2: Missoula will have a diverse and vibrant arts community that fosters growth and development of cultural activities; including music, visual arts, and performance art.*

*Goal L3: Ensure that cultural opportunities are affordable and accessible to the entire community.*

### Objectives

1. Increase cultural opportunities and outreach to underserved demographic groups in the community, such as youth, elderly, and minorities. $
2. Foster cooperative arts programs between the community, educational institutions, and visitors. $
3. Provide adequate venues, educational opportunities and funding for visual and performing arts. $
4. Facilitate historic preservation, cultural programs, and heritage preservation.
5. Support sustainable development practices through historic preservation planning.
6. Support efforts to create public art.
7. Encourage partnerships between businesses, volunteers, private collectors, and non-profits to enhance arts and culture in the community.

## Implementation Actions

2.14, 3.13, 5.19, 5.20, 6.27, 7.2, 7.11, 7.17, 7.22, 8.12, 10.21in Chapter 9 Actions & Outcomes.

## Growth Pressures and Land use

Over the decades, Missoula has been carefully crafting policy to plan for change and growth within Missoula's valley. Missoula should continue to consider the long term consequences of unharnessed growth. It is important that growth should be fiscally and environmentally sustainable and community character maintained while accommodating the needs of an expanding and diverse population. Residents value their existing residential neighborhoods and desire to preserve the integrity of neighborhoods from encroachment of incompatible development. Existing and new residential areas should be safe, walkable, and aesthetically pleasing, with clean air and water and access to natural areas. Development processes should be fair and should balance property rights with health, safety and wellness concerns.

*From Senate Bill 1619, "The Livable Communities Act,"*

*LIVABLE COMMUNITIES: The term "livable communities" means a metropolitan, urban, suburban, rural or neighborhood community that provides safe and reliable transportationchoices; promotes location and energy-efficient housing choices for people of all ages, incomes, races and ethnicities to increase mobility and lower the combined cost of housing and transportation; enhances economic competitiveness; protects farmland and open spaces; revitalizes neighborhoods; and supports public health outcomes and improved quality of life.*

*Goal L4: Missoula will make thoughtful decisions about land use planning that supports the needs and values of residents in regards to neighborhoods and community character, parks, trails, and natural resources.*

*Goal L5: Neighborhoods should have easy accessibility to amenities and local services to meet the needs of an expanding diverse population.*

## Objectives

1. Locate areas for new housing, mixed-use developments, multi-family development, and commercial nodes to provide convenient access to commercial and local services. $
2. Ensure that in-fill development and high-density development are compatible with the surrounding area. $
3. Require new development to contribute its proportional share of cost to improve local services and infrastructure. $
4. The transportation network should accommodate new growth and redevelopment by providing

options and adequate infrastructure to avoid congestion and minimize traffic hazards while complying with Missoula's Complete Street Resolution.

5. Plan for, and consider, the effects of parking, transportation, accessibility, and mass transit on the City's character and built environment.
6. Encourage redevelopment of older, under-utilized, commercial areas. $
7. The built environment should accommodate and be welcoming to people of all physical abilities.
8. Ensure an open and fair development review process. $
9. Public infrastructure and facilities should incorporate sustainable features and be designed to encourage growth in desired areas including high-density development. $
10. Preserve and support sustainable farming, urban gardening, and open space in appropriate areas.

## Implementation Actions

1.20, 2.1, 4.5, 5.2, 5.13, 9.1, 9.4, 9.32, 10.19, 10.20 in Chapter 9 Actions & Outcomes.

## Community Character

Missoula has unique characteristics that define the community and give it a strong identity. Attributes such as the surrounding open space with scenic vistas, natural areas such as the river, a vibrant downtown, and traditional neighborhoods all contribute to this sense-of-place. Community diversity, open-minded attitudes, community involvement, and a family-friendly atmosphere are other aspects that citizen's value and want to preserve.

Missoula has often been at the forefront of collectively working to address livability issues in order to improve the quality of life for all residents. In 2010, the City Council passed the first ordinance in the State making it illegal to deny people their civil rights or be discriminated against based on actual or perceived race, color, national origin, ancestry, religion, creed, sex, age, marital or familial status, physical or mental disability, sexual orientation, gender identity or expression. This message from city leaders permeates throughout the community and is a symbol for the many efforts in place to help ensure fairness and nondiscrimination for all.

There is concern that as the community grows, Missoula will change and lose the features and sense of community that make this areas a livable and desirable place to live. Upholding our special qualities and working together to strengthen the accepting attitude remains important.

*Goal L6: Missoula's growth will be ever-mindful of the unique characteristics and sense-of-place that define and establish our community.*

*Goal L7: Missoula strives to involve community members to participate in*

*decision-making processes, to volunteer, to take pride in their neighborhoods, and to respect a diverse population.*

## Objectives

1. Ensure adequate resources to support and celebrate sense-of-place and unique community character.
2. Programs and planning processes should respect the diverse population within the community and provide for an environment where community members can freely express a diverse range of ideas to address City issues.
3. Support efforts to understand the impacts of racism and other biases and promote non-discrimination policies.
4. Identify, document, and nurture the assets and features that contribute to Missoula's unique character.
5. Promote urban design that emphasizes pedestrian scale and considers the interaction of development with the built environment.
6. Encourage development that preserves community character and the character of neighborhoods.
7. Promote transportation improvements that are designed to reflect community character and surrounding natural areas.
8. Encourage neighborhoods to use tools and services to preserve neighborhood character.

## Implementation Actions

1.15, 2.1, 8.5, 8.24, 9.33, 10.11 in Chapter 9 Actions & Outcomes.

## Local Services

Missoula should continue to be a livable community for all. To achieve this, Missoula should continue to encourage and create an environment for learning, growth (personal, economic, cultural, etc.), self-sufficiency and independence. Foundational elements of our livable community include accessible and responsive local services, compassionate and comprehensive social services, and quality educational opportunities.

Developing livable communities for all ages looks beyond the fields of health care and social security and explores housing options, economic development, education, and community support systems.

*Goal L8: Local municipal and social services will promote a sustainable and livable community.*

*Goal L9: Missoula will encourage, care for, and create an environment for learning, growth, independence, and a sense of purpose and engagement.*

### Objectives

1. Ensure basic needs of the community including affordable permanent housing, stable income, excellent education, effective and efficient transportation, environmentally-sound waste system, secure water system with adequate capacity, and a sense of safety. $
2. Promote and advocate for sustainable measures that lead to a more livable, resilient community such as recycling, urban gardening, and other similar practices.
3. Invest in continuing education for all. $
4. Ensure cooperative relationships between local government, K-12 schools, adult education, higher education, and local businesses so all become stakeholders for mutual benefit. $
5. Ensure equal, fair, and adequate services for all children from infancy to adulthood in order to allow them to thrive as Missoula citizens. $
6. Invest in technology and other infrastructure at schools so students have access to resources and can acquire skills for 21st century jobs. $

### Implementation Actions

1.6, 1.11, 2.4, 2.9, 2.20, 2.29, 2.30, 2.31, 3.3, 3.19, 4.4, 6.12, 8.1, 8.17, 11.3 in Chapter 9 Actions & Outcomes.

## Parks & Recreation

According to the Listening Session process and the Missoula Assets Mapping Report, Missoulians value the park areas and recreation programs that abound throughout the community. Park areas, in conjunction with our natural setting, are key features of defining Missoula's sense of place. Preserving, enhancing, connecting and maintaining the park areas are critical to retaining Missoula as a sought after place to live and offer visual, healthy, and natural breaks within our developing community. Additionally, parks offer opportunities for play, gathering, and recreation. Such activities promote healthy lifestyles, provide a means for citizens of all abilities to be involved in their community, and enable residents to enjoy and connect with the outdoors. Recreation events and activities in the parks attract visitors and support the local economy.

*Goal L10: Missoula will have a well-distributed, connected, and sustainable network of parks and trail systems for the benefit and enjoyment of the community.*

### Objectives

1. Ensure that each community member and neighborhood has adequate access and opportunity to use parks and open space.
2. Accommodate and plan for a wide range of parks and open spaces to meet different functions within the park system.
3. Balance the amount of public open/green spaces with development to provide adequate access,

preserve vistas, and provide recreational opportunities.

4. Plan for parks to provide accessible, safe, and clean public spaces.
5. Provide adaptable park and recreation facilities and activities designed for all ages and abilities that accommodate current and long term recreation trends and needs.
6. Create and maintain a trail system that connects parks, neighborhoods and green space.
7. Plan for parks as an integral part of Missoula's green infrastructure system.
8. Ensure that parks and trails recognize and are mindful of urban agriculture.

## Implementation Actions

4.9, 6.10, 6.12, 6.14, 6.20, 7.5, 7.14, 10.5 in Chapter 9 Actions & Outcomes.

## Downtown

Missoula's vibrant downtown is a hub for arts, culture, dining, transportation, housing, government offices and local business. The historic structures and the vitality that comes from the mix of activities are key components defining and celebrating Missoula's unique character. New development should be context-sensitive and should consider preserving the historic character of downtown. Employers and visitors are attracted to downtowns that offer amenities and activities during the day and at night. The influx of business and people to downtown, however, can create issues regarding parking, traffic congestion and negative impacts on adjacent neighborhoods. It is important to develop sustainable strategies to address these issues.

*Goal L11: Missoula will have a vibrant and sustainable downtown with a diverse mix of cultural activities, housing and businesses.*

*Goal L12: The unique identity of downtown will be maintained by preserving the historic and cultural elements that define the area and ensure that future development is compatible and appropriate.*

## Objectives

1. Review parking as part of the transportation system that accommodates multiple means of transportation including pedestrian and bicycle friendly improvements as well as vehicular traffic and determine parking for downtown businesses and visitors in context of this system. $
2. Preserve historic elements and cultural institutions that contribute to a unique and vital downtown. $
3. Ensure that development supports the needs of downtown workers, visitors, and residents and contributes to safe and healthy neighborhoods in and around downtown where people can live, work, create, and interact. $
4. Support development in downtown that has a positive fiscal impact for the community. $
5. Support downtown as a vibrant place with a variety of uses and social services. $
6. Encourage compatible reuse and redevelopment of vacant sites, vacant buildings, and historic buildings as a priority over outward expansion. $
7. Support higher-density development in downtown that is compatible with the community and historic character. $
8. Maintain downtown as an identifiable place with identifiable edges.
9. Develop mix-used developments and live/work opportunities in downtown. $
10. Encourage coordination with University of Montana on projects that will strengthen the downtown. $
11. Differentiate between high intensity central business district core and lower intensity downtown areas and approve development that is compatible with the character in these areas.

## Implementation Actions

2.15, 6.1, 6.3, 6.13, 6.19, 6.22, 6.26, 7.2, 7.11, 7.17, 9.1, 10.7, 10.17 in Chapter 9 Actions & Outcomes.

### Resources

Master Parks & Recreation Plan for the Greater Missoula Areas (2004)
http://www.ci.missoula.mt.us/DocumentCenter/Home/View/776. pdf

Master Parks Plan 2009 Update
http://www.ci.missoula.mt.us/DocumentCenter/Home/View/3765.pdf

*Missoula Greater Downtown Master Plan (2009)*
http://www.missouladowntown.com/wp-content/uploads/MissoulaDowntownMasterPlanFINAL.pdf

National Trust for Perservation's Perservation Green Lab
http://www.preservationnation.org/information-center/sustainable-communities/green-lab/

AARP Livability Index
http://livabilityindex.aarp.org/

Missoula County Public Schools Master Plan
http://www.mcpsmt.org/cms/lib03/MT01001940/Centricity/Domain/1356/Final21stcenturymasterplan.pdf

# SAFETY & WELLNESS

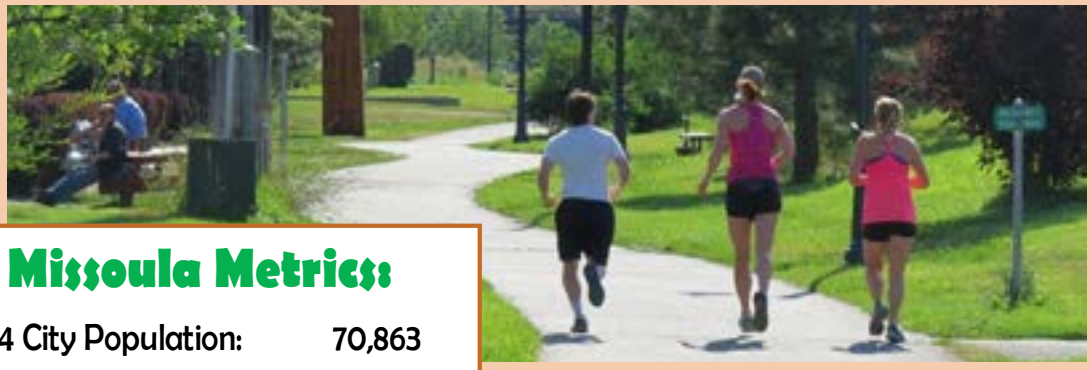
## Introduction

As new growth and development occur, Missoula should have affordable, accessible, high quality facilities and services in place to enhance well-being, support safety, prevent poverty and homelessness, prevent crime, and prepare for emergencies and disasters. Missoula is a regional center for health care and is home to three major health care providers. The Safety and Wellness element guides decisions about land use and new urban design features which also should be made with sensitivity to existing features that are successful and beneficial.

A healthy environment with clean air, clean water, and a view of the night sky, helps to sustain our sense of social, economic, and physical well-being. Addressing wellness concepts that support our environment will benefit the overall health and wellness of the community, minimize health problems, and facilitate response before problems occur.

Many of the urban design strategies most likely to improve public health are also related to the sustainability of our environment and community. Preservation of open spaces and parks, support for locally grown food, and promotion of active transportation options, not only promote individual health but lower our carbon footprint and mitigate the impacts associated with climate change.

The policies in this section build on the City's existing efforts related to aging services, recreation, healthy food access, active transportation, emergency preparedness, and coordination with the community's health and human service providers. It addresses health components directly related to the built environment as well as the demographics of the growing community through the Focus Inward strategy which stresses connectivity, accessibility, and affordability.



## Missoula Metrics:

| | |
|---|---|
| 2014 City Population: | 70,863 |
| 2013 Average Age: | 31.5 years |
| # of Fire Dept. Responses: | 6,984 |
| % of Missoulians on SNAP: | 9.6% |

## We value public safety.

**Average Fire Response Time (min)**

**Police Force**

| | | | |
|---|---|---|---|
| Missoula | 4.18 | 100 | Sworn Personnel |
| National | 4.9 | 2 | Community Service Officers |

## We value access to fresh, local food.

**By 2035, Missoula's 65 and older population will increase from 11.3% to 24% and wants smaller, low-maintenance dwelling units.**

## We are a healthy and active community.

- Outdoor recreation is an essential part of the Missoula community's lifestyle and character.
- The City manages 5,685 acres of parklands (neighborhood parks, conservation lands, etc.)

**We are a regional hub for medical services.**

- St. Patrick's Hospital, Community Medical Center, Partnership Health Center, and many family practices and walk-in clinics offer medical care for the Western Montana community.

**We have a youth population that needs our services and attention.**

- Children comprise 27% of Missoula's homeless population.
- The unemployment rate for youth ages 16-19 is over 20%.
- 61% of Missoula high school seniors report using alcohol in the past 30 days, in comparison to a national average of 44% of high school seniors.

| **Mental Health: Suicide Rates (per 100,000)** | | |
|---|---|---|
| | Missoula County | 19.3 |
| | National | 11.1 |

SNAPSHOT

# SAFETY & WELLNESS GOALS & OBJECTIVES

## Active Transportation Systems

There is a need to enhance the mobility of our community by increasing active transportation choices to improve the health and wellness of the population. Transportation services and systems can be improved to provide increased access for underserved populations and increased connectivity throughout the city.

*Goal SW1: Encourage healthy lifestyles by having a complete active transportation and transit network for all abilities and recreational opportunities that are safe, clean, beautiful, and navigable.*

### Objectives:

1. Develop a system of connected active transportation and transit routes in the community including connectivity between neighborhoods and community spaces such as schools, shopping centers and parks.
2. Provide opportunities to enhance, promote and incentivize active transportation and transit options by working with local organization and entities such as the business community.
3. Provide transportation options for the population that is unable to drive (elderly, youth, households that don't own cars, etc.).
4. Ensure that neighborhood plans consider active transportation.
5. Promote safety of all transportation systems including vehicular, active transportation and transit options through education and infrastructure improvements.
6. Encourage the use of safe routes to schools by emphasizing active transportation.
7. Strive for a mode-split goal for the overall transportation system.

### Implementation Actions

1.8, 2.22, 3.6, 3.8, 4.10, 6.6, 6.11, 7.8, 8.2, 8.3, 8.4 in Chapter 9 Actions & Outcomes.

## Parks & Recreation

Great strides have been made over the years to plan for a comprehensive municipal park system. New parks are being created, existing parks are being maintained, and the range of types of recreational activities, supporting healthy and active lifestyles, have multiplied. With new development, comes new opportunities to plan for a mix of recreational activities. With "focusing inward" the community also looks to the services and areas already established to consider ways to improve systems, offer new and affordable options and create enhanced connectivity between places to gather, recreate and relax. Some neighborhoods in Missoula lack proximity to parks and open recreation space along with the necessary connections to existing available recreation areas. Additionally, parks, recreation and open space can be proximal to living areas but the residents aren't aware of the facilities or all the programs that each facility offers. Enhancing parks and recreation areas and programs helps to enrich health and wellness through community activity.

*Goal SW2: Missoula will grow and sustain parks and open spaces to provide safe and accessible places for outdoor activities and view sheds, each important to health and wellness.*

*Goal SW3: Missoula residents of all ages and abilities will have ample opportunities for multi-seasonal recreational activities.*

### Objectives

1. Support safe, inviting and conveniently located park and open spaces with recreational equipment as needed that can be easily accessed in every Missoula neighborhood.
2. Support a wide range of indoor and outdoor recreational activities and community programs for all interests, ages, abilities, and schedules.
3. Encourage cooperative efforts between relevant (State/local/Federal) entities to provide connectivity between parks through trails, neighborhood streets and greenways systems.
4. Maintain open space areas within city limits and in the view shed of the city.
5. Support programs that encourage all ages and abilities connecting to the natural environment, especially youth, older adults, and all-abilities.

6. Support programs that encourage organized as well as unstructured recreation for all ages and abilities.
7. Conduct outreach to increase awareness of the benefits of a well-developed park and recreation system.
8. Invest in parks as a way to promote healthy lifestyles.

### Implementation Actions

4.9, 6.14, 6.20, 7.6, 7.14, 8.12, 9.14, 9.36, 10.10 in Chapter 9 Actions & Outcomes.

## Health Care Quality

Missoula is known as a regional hub for outstanding health care with services provided by two major private facilities, one major public facility, along with numerous other health care agencies. Support for the health of Missoulians comes from many sources so coordination and cooperation between entities is needed to support a healthy community.

Planning for community infrastructure includes consideration of our social infrastructure including access to quality health care.

*Goal SW4: Missoula will have access to high-quality, convenient, and affordable health care for all.*

*Goal SW5: Recognize and foster conditions that improve the health of all Missoulians.*

### Objectives

1. Contribute to the health care needs of the community. $
2. Support efforts to expand convenient, affordable, high-quality health care for everyone. $
3. Support the provision of access to high-quality complementary care as well as traditional (allopathic) care.
4. Encourage public and private health care providers to develop plans to specifically meet the needs of the aging population.
5. Encourage health service oriented businesses to work with public and private health care agencies and providers, and each other, to streamline services; reduce costs for patients, involved agencies and providers; and maximize patient health care goals. $
6. Support well-integrated cooperation between public and private health care agencies and providers, local school districts and the University of Montana to provide a continuum of care

for Missoula youth and their families. $

7. Provide the optimal environment for youth in the community.

## Implementation Actions

1.6, 2.3, 2.4, 2.18, 4.4, 7.21, 7.23, 8.17 in Chapter 9 Actions & Outcomes.

## Environment

Clean air and water, coupled with access to local food, open spaces and physical activity are fundamental to Missoula's health and wellness. As a community, Missoula has tackled outdoor air and water quality issues to the extent that Missoula now experiences very few poor air quality days and the waters run free and clear with an abundance of fish. Living in a built environment in close proximity to natural amenities and resources makes Missoula unique. It also means Missoula must be diligent about protecting the sustainability of our resources including our sole source drinking water supply through use of critical public infrastructure such as sewer. Sustainability is the human impact on the environment balanced with conservation of natural resources and is a challenge for our growing community (Chapter 8 explores environmental issues and policy in detail).

*Goal SW6: Missoula is committed to maintaining a clean and healthy environment for all.*

## Objectives

1. Support collaborative, community-wide efforts to maintain and expand strict environmental quality standards on air (indoor/outdoor), water, soil, sight and noise.
2. Promote sustainable energy sources within Missoula.
3. Provide reliable, dependable, affordable access to, and control over, clean water for recreation and consumption. $
4. Encourage consideration of health impacts of poor air quality when reviewing policies for transportation, development regulations and industrial developments.
5. Support efforts focused on local foods production and distribution.
6. Support adaptation and mitigation efforts as a result of climate-change impacts on the safety &

wellness of Missoulians.

7. Ensure all residents have access to nutritious and affordable food.
8. Promote connecting septic systems and extending sewer service in the project area to protect the aquifer within the context of compact development and with respect to existing resources.

## Implementation Actions

1.3, 1.11, 1.22, 2.7, 2.28, 3.3, 3.9, 3.11, 5.9, 5.17, 6.24, 7.4, 8.10, 8.18, 9.5, 9.27, 10.20 in Chapter 9 Actions & Outcomes.

## Health and Wellness Promotion

Health care, social service and physical activity opportunities often go unnoticed around the community. People are often so busy addressing daily needs that it becomes difficult to plan for balanced and long term wellness. Additionally, lack of knowledge of services and stigmas associated with accessing certain services keep people away from health and wellness programs and services. Awareness of active lifestyle opportunities, social service programs, and nutritious foods helps to support overall community wellness.

*Goal SW7: Missoula is a community that promotes and supports personal health and safety for all.*

## Objectives

1. Support active transportation education and outreach for all Missoulians.
2. Promote cooperative health practices initiatives from pre-kindergarten through high school, the University of Montana, and the general population.
3. Address barriers to health care access to all populations.
4. Promote lifelong learning through access to social services.
5. Encourage employers to adopt practices that promote healthy lifestyles, well-being and longevity.
6. Support outreach among senior citizens to increase educational and training opportunities along with awareness about aging services.
7. Promote health, environmental health and sanitation through education and enforcement.

## Implementation Actions

1.3, 2.3, 2.4, 3.1, 3.8, 3.12, 3.14, 3.20, 7.27in Chapter 9 Actions & Outcomes.

## Built Environment

Missoulians recognize the close connection between the built environment and their health. A healthy built environment supports physical, mental and social health and wellbeing. Key components of a healthy built environment are good connectivity, appropriate mixed-uses of land, a range of affordable housing choices, and a variety of active transportation options. Additionally, by understanding the needs of a changing demographic and the rising costs of unhealthy community design, we can be more efficient with use of our existing infrastructure and other community resources.

*Goal SW8: Missoula encourages the close connection between development patterns, community infrastructure and the environment as well as the importance of a healthy environment to our sense of social, economic, and physical well-being.*

### Objectives

1. Support efforts to require new developments to include improvements that promote healthy lifestyles through community gathering, active transportation options and physical fitness.
2. Encourage use of non-toxic, sustainable building materials.
3. Support efforts to provide all-accessibility housing.
4. Support efforts that allow Aging-in-Place for seniors.
5. Support collaborative, community-wide recycling efforts.
6. Encourage new development to locate in areas close to existing service systems. Discourage development which does not have the infrastructure necessary to support it.

### Implementation Actions

1.19, 1.20, 4.7, 5.8, 5.10, 7.22, 8.1, 9.4, 9.10, 10.19 in Chapter 9 Actions & Outcomes.

## Social Services and Poverty

Addressing the personal health and wellness of the community requires a multifaceted approach. Community members of all ages and incomes are in need of assistance, whether it be just a little help and direction or comprehensive support addressing personal safety as it pertains to children in abusive homes; teens' respect for self and others; adults and families utilizing parks, trails, streets and natural areas; fostering the University of Montana institutional relationship with the community; aiding the homeless and impermanently housed; or supporting elders in changing care relationships only begin to scratch the surface of needs being experienced by Missoulians. By supporting social service provision and encouraging coordination among providers, we all benefit with a healthier outlook on Missoula's future.

*Photo courtesy of Missoula Aging Services*

*Goal SW9: Missoula residents of all ages, abilities, and socio-economic status have access to social services aimed at supporting physical, mental, and economic health and improving a sense of personal safety.*

### Objectives

1. Support collaborative, community-wide efforts to immediately address personal safety, education & intervention policies for all Missoulians.
2. Encourage collaborative, community-wide efforts addressing such things as preventative health, mental health (preventative, addiction treatment and suicide prevention) and healthy aging (nutrition, senior services) as well as active lifestyle opportunities and options.
3. Support efforts to streamline existing social service programs.
4. Encourage a comprehensive, community-wide approach to providing livable wages and a nutrition safety-net.
5. Support collaborative, community-wide efforts to address the childhood issues of proper nutrition, childhood obesity, mental and physical trauma, early childhood development and pre-K education.

## Implementation Actions

2.3, 2.9, 2.13, 2.23, 3.20, 4.3, 4.4, 6.14, 8.11 in Chapter 9 Actions & Outcomes.

## Emergency & Disaster Services and Crime Prevention

A key goal of community planning is to provide for the public health, welfare and safety of the community as growth and development occur. To be prepared for emergencies and disasters and prevent crime while maintaining or improving on existing services, it is important to have essential facilities and services in place. Issues like appropriate street lighting, emergency preparedness, climate change response, and properly maintained infrastructure, are important considerations in providing a sense of wellbeing and identity to the community.

*Goal SW10: Ensure the security of Missoulians through the development of well-prepared and responsive emergency and disaster services and infrastructure.*

## Objectives

1. Encourage development of a collaborative, community-wide emergency preparedness system to help preserve and maintain public safety including crime, wildfire, flooding, avalanche, disease, wildlife, transportation incidents, and hazmat.
2. Support personal and community emergency preparedness for all Missoulians.
3. Encourage a land use pattern that facilitates provision of emergency services.
4. Support efforts to facilitate and expand inter-jurisdictional cooperation between public safety agencies.

## Implementation Actions

1.16, 2.3, 2.12, 3.4, 3.20, 4.8, 4.11, 7.9, 7.16, 8.9, 8.30, 9.25, 10.8 in Chapter 9 Actions & Outcomes.

## Homelessness

The need for stable jobs, shelter, health, and nutrition is a major challenge faced by most communities. Often, the challenge is not met and many people in the community find themselves in the unanticipated place of homelessness. In Missoula, economic disparity is a leading cause of homelessness and the lack of support services and coordination among support services is also an issue. Addressing the many aspects of homelessness requires a compassionate community armed with strong plans, directives, services and individuals. The following policies, coupled with direction from the housing and economic health elements are intended to work together and make a difference.

*Goal SW11: Missoulians have access to affordable and safe housing that is supportive of their physical and mental well-being.*

### Objectives

1. Encourage a comprehensive, community-wide approach that involves government, business, & non-governmental organizations (NGOs) to help prevent people from becoming homeless including consideration of affordable housing, a nutrition safety net, and livable wages. $
2. Encourage comprehensive, community-wide initiatives to permanently house and provide adequate support services for homeless Missoulians. $
3. Encourage provision of primary-care medical services to the homeless population in order to reduce emergency room visits. $

### Implementation Actions

2.22, 7.10 in Chapter 9 Actions & Outcomes.

### Resources

Missoula County Community Health Assessment 2014

http://www.co.missoula.mt.us/measures/PDF/2014_CHA_final.pdf

Reaching Home: Missoula's 10-year Plan to End Homelessness (2012-2022)

*Missoula's blueprint for tackling homelessness*

http://www.ci.missoula.mt.us/DocumentCenter/View/21013

Pre-Disaster Mitigation Plan for Missoula County and City of Missoula 2011 Update

ftp://www.co.missoula.mt.us/911advisory/2011_MSO_CountyPDM_Update_August.pdf

The Cost of Development in Wildfire Country (Oct. 2014) (link to pod cast and report)

http://mtpr.org/post/cost-development-wildfire-country

# ECONOMIC HEALTH

## Introduction

A healthy economy adds to all aspects of the community from jobs to infrastructure to community services. Conversely, state-of-the-art infrastructure and strong community ties support a healthy economy. Partnerships, collaborations and community engagement with government, private and not-for-profit organizations have been at the heart of many Missoula economic success stories. Support for continued collaboration is prevalent throughout this chapter.

Economic diversity is important in achieving a strong, stable community. Missoula's economic base has been relatively narrow since its early days. As the wood products industry declined, the University of Montana, regional medical centers, government, and retail industries, as well as existing and new non-profit organizations became the strongest economic drivers. It is important to understand, however, that in order to continue to diversify Missoula's economic base, we must attract and support "new-economy" businesses that remain resilient to changing times and conditions.

Missoula's current high quality of life, clean environment, vibrant downtown, and outstanding outdoor recreational assets are important factors in nurturing economic growth. Businesses are increasingly drawn to communities with such amenities, as they provide social and economic environments that high-quality employees desire. As the local and national economies and lifestyles evolve, it will become more important for Missoula to maintain and enhance its livability through good urban design, reflecting the values and choices of a changing workforce.

The ever-changing nature of the local economy requires a workforce trained with "new-economy" skills. As home to the University of Montana, Missoula College, and a strong school district, Missoula has the potential to align its education and training opportunities to assist Missoulians in acquiring new skills and technical requirements. The trained and educated workforce helps to attract companies that will help expand the local economy.

Creating housing for the workforce will be vital to sustaining a healthy, local economy. Currently, it is a challenge for Missoula to provide housing to all economic segments. Good urban design enhances livability by providing quality housing close to employment centers, shopping, and services so that residents of all ages have walkable access that doesn't require the use of automobiles. (Housing policy is addressed in the Housing chapter).

The goals and objectives in this chapter guide the City of Missoula in developing a supportive business environment for new and existing businesses that result in a range of employment opportunities for residents and a strong tax base for the city.

*Missoula Asset Mapping Project:*

*Economic Health Theme*

*Downtown and the businesses that anchor downtown are seen as contributing significant economic advantage to the city, for two reasons. One, many of the establishments are locally owned, which participants feel adds resiliency to the economy. And two, because those establishments, along with the arts and culture they support, contribute to a unique downtown "vibe" which is not replicated anywhere else in town and results in a very original, human-scaled place. The areas around the airport, University, and Brooks Street, anchored by Southgate Mall, are all valued for their contributions to the city's economy.*

## Place Matters:

Quality & Character

Support Job Growth

**Missoula has a high place value, which keeps talented people here.**

- Jobs follow people: The majority of business owners establish their residence in a community before starting a business.

**We've been successful at reinvesting in our community.**

- We have a vibrant downtown that serves as the "front door" to our community.
- 7 urban renewal districts have been established in Missoula over the past 34 years

## Education Matters:

- Missoula is actively working to nurture the relationship with the University of Montana's administrators, faculty, and students, and develop partnerships with local high schools.

## Lay the Foundation for Success

**Through an Emphasis on:**

- Quality of Life
- 21st Century Infrastructure
- Workforce Development
- Partnerships
- Affordable Housing
- Creative Entrepreneurship

**We are a regional hub for commerce and service in western Montana, with both large and small employers.**

90% of wage and salary workers work for small businesses of 20 employees or fewer.

At least 20 Missoula-based private employers have more than 100 employees.

**Entrepreneurs - 1 in 4 workers in Missoula is self-employed**

**Our business sector trends are growing and are expected to keep growing in the following areas:**

- Health Services
- Professional
- Technical
- Financial and Business Services
- Education
- Retail

## But We've Got Work to Do!

- We have wages that are below the national average
- 18% of the Missoula County population lives in poverty

### Average Annual Wage
(2014 Data)

| | |
|---|---|
| Missoula | $39,650 |
| Montana | $39,880 |
| National | $47,230 |

### Wages and Poverty
(for a family of four; 2014)

| | |
|---|---|
| Statewide Minimum Wage | $7.25 |
| Poverty Wage | $10.60 |
| Average Missoula Wage | $13.71 |
| Living Wage | $17.22 |

SNAPSHOT

# ECONOMIC HEALTH GOALS & OBJECTIVES

## Infrastructure

Infrastructure is the backbone of economic development. In order to build and maintain a viable base economy that brings dollars into the community while paying good wages, a community needs reliable and affordable utilities, roads, and carrier services. But more and more, businesses need fast, and reliable broadband service. Missoula has just completed a phase one broadband study and is now looking at a follow up effort to implement the recommendations of that plan. Deployment of reliable broadband is seen as key to further economic development success in Missoula.

*Goal Econ1: Strategically build and maintain critical infrastructure that will support economic development.*

*Goal Econ 2: Make Missoula a state leader in next generation broadband deployment.*

### Objectives:

1. Promote reliable and affordable next generation broadband service city wide. $
2. Continue to support, plan for, and fund---through Capital Improvement Plan (CIP), facility master planning, and other means---the types of infrastructure most critical to economic development, including: $
   - Water (treatment and distribution)
   - Wastewater (collection and treatment)
   - Power (including renewable energy sources)
   - Natural Gas
   - Fiber-optic
3. Recognize that successful economic development requires high quality infrastructure that is planned in harmony with other city support services.
4. Support compact development and mixed-use developments to reduce costly expansion of infrastructure. $

### Implementation Actions

2.6, 5.5, 6.9, 6.12, 6.15, 6.23, 6.24, 9.21in Chapter 9 Actions & Outcomes.

*Trenching work at the same time as road work; BREDD photo*

## Labor Pool

Missoula is known to have a very highly educated work force that is ready and available as a part of the labor pool. As expressed in the listening sessions and early focus group meetings, the main issue associated with the local labor pool is the ability of training programs to keep pace with rapidly changing technologies. There is concern that Montana's four-year and even two-year institutions are not sufficiently mobile and flexible to add new programs or change existing ones to meet industry demands. Also, alternative training such as internships, apprenticeships, and mentoring should be encouraged.

*Goal Econ3: Build and maintain a reliable and skilled work force to both serve existing business and industries and to attract new ones.*

*Goal Econ4: Work toward a vibrant, diversified, basic sector economy with above median wage job opportunities for the Missoula community.*

### Objectives

1. Explore and promote alternatives to traditional higher education in technology fields. $
2. Seek more agility and better alignment between business/industry labor needs and training curricula in all traditional and non-traditional educational institutions including non-profit organization programs.

3. Engage youth/millennials in community development.
4. Coordinate with public schools and non-profit organizations to create a work force with skills for 21st century jobs.
5. Encourage educational institutions and non-profit organizations to partner with businesses, industries, and trade unions and associations to establish programs in internships, vocational mentoring, and apprenticeships.
6. Assure an adequate supply of affordable housing in order to maintain a quality labor pool. $
7. Protect and enhance Missoula's "quality of life" components (arts & culture, diversity, educational opportunities, clean air and water, outdoor recreation, etc.) that attract and keep a skilled and productive work force in the community and support non-profit organizations that contribute to these community amenities.
8. Encourage the creation of jobs that will compensate above the community median wage. $

## Implementation Actions

2.27, 3.21, 3.22 in Chapter 9 Actions & Outcomes.

## Business Development

Missoula should continue to foster a supportive business environment for new and existing businesses including advanced technology businesses and businesses with new business models that broaden the base economy. Missoula's economic development strategy should include enhancing its highly trained workforce, financing, access to markets, and continued update of technological infrastructure.

*Goal Econ5: Support and provide resources for business retention, expansion, and relocations to the Missoula area.*

*Goal Econ6: Support strategic economic development efforts that broaden, expand, and/or diversify the base economy.*

## Objectives

1. Support partnerships with government and business organizations (including non-profit organizations) to create a

positive environment for starting, operating, and growing a business in Missoula.

2. Encourage our existing economic development funding programs and financial institutions to ensure that their policies and administrative practices are meeting the needs of emerging businesses and new business models. $
3. Promote resources for start-ups that include incentives such as incubator space, shared facilities, technical assistance, and state-of-the-art broadband access.
4. Balance business recruiting efforts with the careful nurturing and support of existing businesses. $
5. Formulate economic development policies and strategies that can be measured with statistics and benchmarks. $
6. Ensure that home-based business remains a viable option in the Missoula area. $
7. Encourage research and development investment for renewable energies.
8. Expand the visitation component of the local economy by focusing on heritage, cultural, business, and recreational tourism.
9. Develop programs to provide incentives for desirable and strategic types of growth, including support for the growing health care sector. $

## Implementation Actions

1.1, 1.13, 2.26, 3.2, 3.16, 3.18, 5.1, 6.25, 7.18, 7.24, 8.6, 8.23, 9.3, 9.32 in Chapter 9 Actions & Outcomes.

## Local Business

Local businesses are valued in every community, but especially in Missoula. Businesses that are started and operated locally better understand the culture and values of their community customer base than national and regional franchises. In Missoula, there is a strong relationship between community services and local businesses with many local businesses engaged in the community through various partnerships. This synergy is proven to benefit all. Support of local business is also a mitigation to the changing climate, especially for businesses that are bringing services closer to the customers like commercial urban agriculture and green businesses. Also, more of the gross revenue taken in by local businesses remains in the community.

*Goal Econ7: Support and provide the necessary resources that facilitate local business start-ups and business retention in Missoula.*

*Goal Econ8: Recognize the unique challenges faced by local businesses and entrepreneurs in competing with national and regional chains and franchises.*

## Objectives

1. Encourage local preference purchasing on the part of anchor institutions.
2. Partner with local and regional lending institutions to provide more technical and business plan assistance and better access to capital for local businesses. $
3. Explore an incentives program for local "green businesses" that use reused products and renewable energy.
4. Support local food production and value-added agriculture.
5. Promote energy efficiency as a local business advantage and a job creator.
6. Encourage the State, City, and County to streamline and provide consistent, predictable business regulations. $
7. Encourage the local economy to be resilient to the effects of climate change and economic cycles.

## Implementation Actions

5.20, 6.2, 8.12, 8.23, 9.38, 10.4, 10.13 in Chapter 9 Actions & Outcomes.

## Downtown

Compared to other large communities in Montana, Missoula's downtown is vibrant and successful, having attracted substantial public and private investment over at least the past two decades. But as communities grow and change, so do their downtowns. The challenge, therefore, is to keep downtown Missoula a vital center for government, entertainment and culture; to ensure a mix of housing, retail, and services, and to keep it a destination and economic driver that contributes to Missoula's uniqueness and quality of life.

*Goal Econ9: Continue to create and enhance downtown's business diversity, and economic vitality, and make the urban core a competitive hub for the region.*

*Goal Econ10: Continue to promote downtown Missoula as the community's center for government, commerce, entertainment, and arts and culture.*

## Objectives

1. Maintain vibrancy and diversity, at an appropriate scale, through a combination of housing, small and large businesses, parks and trails, retail, dining and drinking establishments, and events.
2. Maintain downtown as a safe destination for residents and visitors.
3. Ensure that downtown conveys a sense of place and uniqueness.
4. Continue to implement the downtown master plan and to support its objective of a dynamic mixed environment of business, housing, and retail.

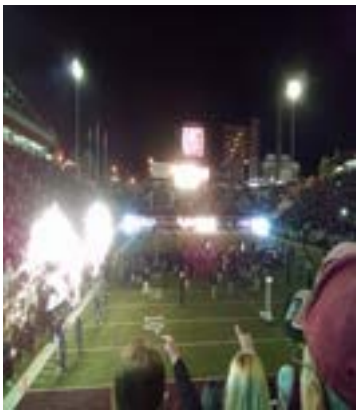
## Implementation Actions

5.11, 6.3, 6.13, 6.19, 6.22, 10.7 in Chapter 9 Actions & Outcomes.

### University of Montana

The University of Montana is the largest economic driver in Missoula, employing over 3,000 permanent faculty and staff. The University is also a major trainer of the local work force, offering degree programs in many technical and professional fields. It is also a center for the arts, culture, and varsity athletic events, all of which contribute substantially to visitation. The University could provide even greater community benefit in areas of transportation, housing, marketing and branding, research, and by providing more technology training that fits with the type of industry that the community wishes to attract.

*Goal Econ11: Strive for educational excellence that produces globally competitive and locally-engaged citizens.*



*Goal Econ12: Recognize the mutually beneficial relationship between the University and the community, and that the university faculty, staff, and students are a vital part of the community.*

## Objectives

1. Ensure educational efforts at UM meet demands in local and regional markets for technology and work force. $
2. Ensure funding for research that will play a role in shaping the innovative industries of tomorrow. $
3. Provide opportunities for the community through integrative learning experiences as well as graduating a professional and competitive work force.
4. Explore programs and other opportunities to reduce student debt. $

## Implementation Actions

2.5, 2.15, 3.23, 8.23, 11.8 in Chapter 9 Actions & Outcomes.

## Transportation/Transit/Multi-Modal

While successful economic development depends on a good local transportation system, excessive automobile trips during peak hours can lead to air quality and level of service problems. i.e. congestion. A good street network must be balanced by a reliable, efficient transit system and multi-modal transportation opportunities (walking, biking) that ease traffic congestion and contribute to Missoula's high quality of life. In turn, the quality of life afforded by the Missoula community attracts a skilled work force and top talent, which contribute to the local economy.

*Goal Econ13: Provide a full range of viable transportation mode choices to meet the needs of residents, businesses, and visitors.*

## Objectives

1. Formulate land use policy that supports compact development and transit and multi-modal accessibility.
2. Support land use policy based upon transit and multi-modal transportation alternatives, and Focus Inward concepts.

3. Plan for a modern, efficient transportation system to move people and goods safely about the community.
4. Continue working with Montana's rail freight carriers to improve upon Missoula's advantage in rail access and service.
5. Explore development of a passenger rail system for regional and national connectivity.
6. Continue to build and maintain the core transportation facilities that contribute to Missoula's overall quality of life and economic advantages, including streets/roads, Interstate highway, and non-motorized trail and pathway system. $

## Implementation Actions

1.14, 2.10, 3.8, 6.6, 7.25, 8.2, 8.28, 10.9, 10.12, 11.4 in Chapter 9 Actions & Outcomes.

## Resources

Next Generation Broadband Feasibility Study and Phase II
http://www.bredd.org/current-project/broadband-phase-ii-fiber-friendly-city/

Fiber Friendly City
http://www.bredd.org/current-project/broadband-phase-ii-fiber-friendly-city/

Community Builders - Place Value: A Fresh Approach to Economic Development in the West Webinar Dec. 17, 2014
http://www.ci.missoula.mt.us/DocumentCenter/View/27757

Best Place Project
http://www.ci.missoula.mt.us/1004/Best-Place-Project

Garner Economics' report
http://www.ci.missoula.mt.us/1709/Conservation-Climate-Action-Plan

2011 – 2016 Strategic Plan for Missoula Economic Partnership
http://missoulapartnership.com/wp-content/uploads/2012/10/MEP-Strategic_Plan_2011-20162.pdf

# HOUSING

## Introduction

Adequate affordable places to live in good living environments for current and future residents of Missoula is a top community concern. Wages have not kept up with rising housing costs and currently most wage earners cannot afford the median priced home in Missoula. In 2013, 43% of homeowners and 58% of renters were spending more than 30% of their income on mortgage payments or rent although it is generally accepted that no more than 30% of a household's income should be spent on housing, reflecting affordability concerns. Mortgages have also become more difficult to obtain with banks adopting tighter qualifying standards since the recent recession. Changes in the local economy, demographics, and lifestyles are also creating significant new challenges for the housing industry.

National housing trends show that young adults and seniors are seeking out housing that is close to services in walkable, centralized neighborhoods. Large lot single dwelling homes are in less demand.

Emphasis should then be on creating a range of opportunity for affordable housing development for the workforce, lower income residents, and seniors. The overall Focus Inward development approach provides opportunity by designating appropriate areas for higher density and housing combined with commercial uses near existing infrastructure and services which in turn has the added benefit of decreasing household expenses like transportation. The vulnerability of open space and agricultural resources are also decreased when urban sprawl is limited.

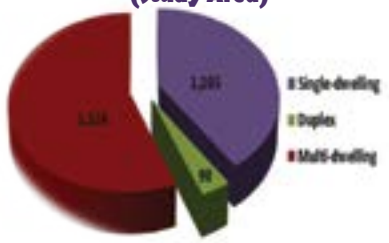
Over the next 20 years the population of the project area is projected to increase by about 18,500. This represents an increased need for housing of about 9,000 new units.

The housing element is divided into six topics: affordable housing, transportation and housing linkage, land use /housing/neighborhood design, housing in relation to workforce development, homelessness, and downtown housing. Compact, connected, accessible, and affordable development are central to the goals of the housing group and other goals and objectives related to housing can be found in most of the other element chapters.

## Missoula Metrics:

| | |
|---|---|
| Number of Housing Units (Study Area; 2014): | 30,683 |
| Average Household Size: | 2.24 |
| Home Ownership Rate (City; 2013): | 47% |
| Annual Average Growth Rate last 5 years: | 1.1% |
| New Housing Units to Plan for since 2014: | 9,000-14,000 |

**New Dwelling Units 2008-2014 by Type: (Study Area)**




**Status quo housing development will be insufficient** to meet the housing needs of aging boomers, Generation Y, the already-cost burdened median wage earner, and low-income households.

Missoula needs a wider variety of housing stock, including more smaller square footage options, permanent affordability, and housing colocated with transit and services.

## Homelessness

- In the Missoula County Public Schools, 354 children were considered homeless or at risk in the 2013-2014 school year (MOR Housing Report 2015).
- Missoula is shifting from a shelter model of managing homelessness to a prevention, rapid-rehousing Housing First model for ending homelessness.
- On the night of January 24, 2013, 439 people were found to be homeless in Missoula.

## Vacancy Rates

**Missoula** 3.9%

**National** 8.3%

## Trends

- Increases in median income have not kept pace with the increase in land or construction costs.
- Tightening financial market makes it harder for first-time homebuyers to get financing.
  - In Missoula, wages have not kept up with increases in housing costs.
  - 43% of households are paying more than 30% of their income in housing costs and so are cost burdened.
- High demand equates to high prices. In 2014, a median priced house in Missoula was: $225,000. To afford this house, a family would need an average median income of $76,319. The Average Median Income in Missoula is: $62,800.

## Housing-Transportation Linkage

### TOD - Transportation Oriented Development

Co-locating compact housing developments with employment, retail centers, and transit corridors will lower transportation costs, increase walkability and reduce Missoulians' reliance on automobiles.

SNAPSHOT

# HOUSING GOALS & OBJECTIVES

## AFFORDABLE & FAIR HOUSING

There is a high demand for affordable housing units from households with low wages, seniors on fixed incomes, citizens of Federal, State and City protected classes, and the growing population. This demand exceeds the existing housing supply of affordable homes and results in higher rents and home prices. Often, the affordable housing that is available is in poor condition. To meet the demand for affordable housing, a variety of housing types is necessary to accommodate a diverse population and to allow for movement within the housing market. For example, if affordable single-dwelling homes are available it will allow renters to become homebuyers and this will free-up rental units. It is also important to have an inventory of affordable housing options to attract employees for businesses and to accommodate growth in the community.

Fair housing is also a necessary value when measuring housing options. Impediments to fair housing can restrict housing choices or the availability of housing for those most in need of shelter. The City has made good progress in addressing impediments, but more work can be done.

*Goal H1: Meet the needs of a growing and diverse population in regard to age, income, physical abilities and household size by having a sufficient supply of housing and developing a variety of housing types.*

### Objectives

1. Identify mechanisms, innovative zoning provisions, incentives and financing tools to promote the construction of permanent affordable housing. $
2. Develop affordable housing opportunities, such as condominiums and micro-apartments for older adults seeking to downsize.
3. Increase the overall supply of decent, safe and affordable homes for renters and home buyers through new construction and improved maintenance of the existing affordable housing stock. $
4. Increase the availability of fair housing to meet the needs of citizens of Federal, State, and City protected classes .

5. Increase the availability of rental subsidies to meet housing needs of the low to moderate income households. $
6. Increase accessibility in new construction and including design features to accommodate seniors and individuals with disabilities.
7. Preserve existing affordable rental units. $
8. Increase the inventory of housing for seniors including affordable housing and graduated senior housing communities.
9. Increase the number of affordable, safe housing options for students that are located in close proximity to the University of Montana campus. $
10. Increase awareness of landlord/tenant responsibilities and address reasonable accommodations. $

## Implementation Actions

1.20, 2.16, 2.25, 2.32, 3.14, 3.15, 3.19, 4.1, 5.15, 5.16, 7.20, 8.20, 8.21, 8.27, 8.30, 9.2, 9.4, 11.6 in Chapter 9 Actions & Outcomes.

## HOUSING AND TRANSPORTATION LINKAGE

Transportation costs are an important component of the household budget that contribute to the overall affordability of housing. Housing that is located near employment and retail centers has lower transportation costs due to lower commute times. Public transit, bicycle trail networks and walkability reduce reliance on automobiles and results in lower transportation costs, improved health, and better air quality.

*Supporting the housing and transportation linkage goals is Resolution 7473, August 24, 2009, of the City Council. It provides for a Complete Streets Policy, directing staff to develop implementation strategies to increase the usability of all streets for all modes of travel for citizens of all ages and abilities in Missoula.*

*Goal H2: Missoula will have a transportation system that reduces the cost of living through land use patterns that lower commute times and through increased options for public transit.*

*Goal H3: Strive to increase the proportion of residents who have access to a multi-modal transportation network that provides accessibility for pedestrians, bicycles, transit and as well as vehicles.*

## Objectives

1. Locate higher to mid-density housing convenient accessibility to transit/biking/walking routes.
2. Work with University of Montana to meet the transportation needs of students. $
3. Increase transportation options for the population that is unable to drive.
4. Maintain the rail right-of-way between Missoula and Hamilton as a potential transit route.
5. View parking as a system and revise parking standards to reflect future land use needs and variable demand for parking in different parts of the city.

## Implementation Actions

3.8, 8.2, 8.22, 9.7 in Chapter 9 Actions & Outcomes.

## LAND USE, ZONING, AND NEIGHBORHOOD DESIGN

Zoning provides predictability and is an important tool to accomplish community goals regarding preserving neighborhood character while meeting housing needs. There is a need to identify appropriate areas for different types of housing rather than review these on an ad-hoc basis. Due to lack of available land with zoning dedicated to multi-dwelling units, apartments are being built in commercial areas which creates issues of compatibility, reduction in commercial land supply, and residential pockets that lack access to parks and other services. Residential development should be able to occur in a variety of settings, ranging from primarily residential neighborhoods to mixed-use neighborhoods that accommodate commercial and residential uses within close proximity. Increasing the amount of land zoned for mulit-dwelling development helps to address the concern about a shortage of land. Also, designation of multi-dwelling development is appropriate in areas primarily established for commercial development to create important relationships between places where people live and work with the appropriate services and amenities in place. Supporting quality neighborhood design in all settings helps to ensure livable community features are in place.

*Goal H4: Provide for the diverse housing needs in the community while protecting the strong sense of place in the community and neighborhoods through compatible residential developments.*

*Goal H5: Strategically provide infrastructure that will support the development of new housing developments where desirable.*

## Objectives

1. Create zoning districts and rezone land to allow for diverse housing that is compatible with the surrounding areas such as mixed-use developments and mid-range residential densities with access to neighborhood commercial services.
2. Modify land use regulations to provide more options for affordable housing such as revised minimum lots sizes. $
3. Cultivate leadership to support rezoning of land to allow for multi-dwelling residential units in appropriate areas.
4. Encourage use of vacant lots in approved subdivisions for affordable smaller lot development. $
5. Encourage cohesive and diverse neighborhoods through constructive neighborhood involvement in land use decisions.
6. Amend land use regulations to reflect sustainable design, smart growth and new building practice with tools such as form-based zoning.
7. Assess opportunities for residential development on under-utilized parcels and areas such as brownfield sites.
8. Enhance neighborhoods in the urban fringe by providing a wider variety of housing types and convenient local commercial services.

## Implementation Actions

1.7, 2.24, 7.3, 9.11, 10.1, 10.2, 10.3, 10.6, 10.12, 11.7 in Chapter 9 Actions & Outcomes.

## HOUSING – ECONOMIC DEVELOPMENT RELATIONSHIP

Work force housing is necessary to attract businesses and allows businesses to increase wages. A strong and vibrant social and business environment will allow Missoulians to have job opportunities and build assets through home ownership.

*Goal H6: Missoula will meet the housing needs for all income levels to support economic growth.*

## Objectives

1. Develop an inventory of a wide range of housing types.
2. Allow innovative housing developments and sustainable building technologies that will promote work force housing. $
3. Promote live-work opportunities through home businesses, telework and mixed-use developments.

## Implementation Actions

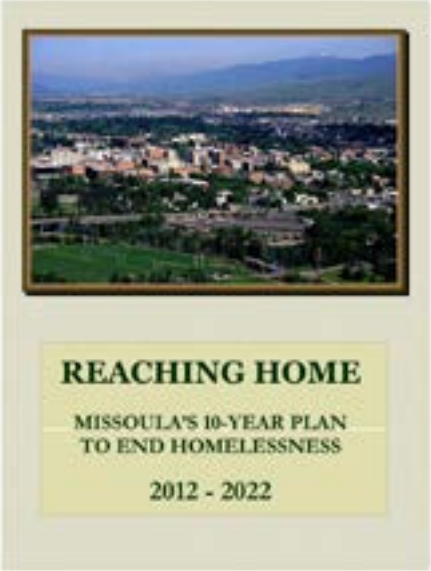
5.21, 6.13, 7.26, 9.21, 9.30 in Chapter 9 Actions & Outcomes.

*In the Missoula County Public Schools, 354 children were considered homeless or at risk in the 2013-2014 school year*

*- MOR Housing Report 2015*

## HOMELESSNESS

Economic disparity is an issue in the community, and that disparity is highlighted in housing costs. An average rent for a two-bedroom apartment hovers around $800, a figure that is dangerously high for people at the lower end of the income spectrum. A percentage of Missoulians – many are part of the 17% of residents who meet the Federal poverty standard – are priced out of housing, and often suffer periods of homelessness because of unemployment or underemployment. The City and County of Missoula have created a 10-year plan to address homelessness, but inadequate resources are frustrating for social service providers. Missoula needs more supportive housing, more affordable housing and better integration of services designed to help people secure stable housing. The *10-year Plan* focuses on prevention as well as housing and other services, and prevention is a far less expensive strategy for dealing with homelessness. Rental assistance programs currently help many secure housing, but Missoula needs a transitional facility for families that experience episodic homelessness.




*Goal H7: Missoula will have a coordinated support strategy to help prevent people from becoming homeless.*

*Goal H8: Missoula will assist people in finding suitable housing when they are homeless.*

### Objectives

1. Encourage the concept of moving people quickly into permanent housing.
2. Develop a model of small, multi-dwelling developments for homeless housing with services and housing subsidy. $
3. Build government-private partnerships to create housing for the homeless population.
4. Identify strategies to assist displaced households when mobile home parks or old downtown motels are redeveloped. $
5. Develop additional safe, affordable and permanent housing for low-income and homeless families. $

## Implementation Actions

2.16, 2.22, 5.6, 6.5, 7.23 in Chapter 9 Actions & Outcomes.

## DOWNTOWN HOUSING

Housing is an important component of downtown development. Downtown residents support businesses. There is a segment of the population that would prefer to live downtown but the cost to develop multi-dwelling downtown is higher and may require incentives or other programs to make building feasible.

*Goal H9: There will be higher-density residential and mixed-use projects in the downtown area in order to diversify housing options, increase the residential base that will support downtown businesses, and allow residents to enjoy downtown amenities.*

*Goal H10: Maintain unique historic areas of downtown.*

## Objectives

1. Develop a mix of housing types in the downtown area to attract new households to the downtown area including older adults seeking housing proximal to general services, medical services and shopping.
2. Explore incentives and assistance in developing affordable housing in the downtown consistent with the downtown plan including units that can be marketed to University students. $
3. Protect character of traditional neighborhoods adjacent to downtown.
4. Encourage mixed-use developments that allow for live-work opportunities in the downtown.
5. Differentiate between high intensity central business district core and lower intensity downtown areas and approve development that is compatible with the character in these areas.

## Implementation Actions

1.20, 2.8, 2.16, 2.22, 2.25, 4.1, 5.6, 5.11, 5.16, 5.22, 6.3, 6.5, 7.3, 7.26, 8.19, 8.30 in Chapter 9 Actions & Outcomes.

## Resources

Reaching Home: Missoula's 10-year Plan to End Homelessness (2012-2022)

*Missoula's blueprint for tackling homelessness*

http://www.ci.missoula.mt.us/DocumentCenter/View/21013

Missoula Consolidated Plan FY2014-2018 (July 2014)

*Presented to HUD, a strategic plan and market analysis related to Missoula's housing*

http://www.co.missoula.mt.us/grants/Doc%20Storage/Documents/CompPlan/FFY2014.pdf

2014 & 2015 Missoula Housing Report

*Current Conditions in the Missoula Housing Market*

http://www.missoularealestate.com/wp-content/uploads/2012/05/2014-Missoula-Housing-Report-Online-Version2.pdf

2015 Missoula Housing Report

http://www.missoularealestate.com/wp-content/uploads/2012/05/MOR-housing-report-2015-web-single-Copy1.compressed.pdf

Analysis of Impediments to Fair Housing Report

http://www.co.missoula.mt.us/grants/Doc%20Storage/Documents/AI/AIApril2014.pdf

# COMMUNITY DESIGN

## Introduction

Community Design provides clear guidance for future land use and development that reflects the visual character of Missoula and the community's vision for its built and natural environments. Of all the Growth Policy elements, the Community Design Element has the broadest scope. Since it addresses how land is to be utilized, virtually all of the issues and policies contained in other elements relate in some degree to this element. Specifically, this element prioritizes the importance of coordinating community systems that reinforce a compact urban form while preserving and enhancing the distinct neighborhoods of Missoula.

The Missoula Valley, a crossroads for historic cultures, continues to attract people for its wild and scenic qualities. Appropriate development strikes a balance that respects the natural mountain valley setting, the surrounding neighborhoods, and historically significant sites and structures with the needs of future generations. The Focus Inward strategy provides sustainable, long-term solutions by carefully guiding development and redevelopment to appropriate areas with existing infrastructure and services while preserving existing open space, neighborhoods, stream corridors, and the unique outdoor flavor of the community.

New development should make a positive contribution to the community. Good design can create a pleasant, functional, and organized environment that helps residents, workers, and visitors have a sense of well-being. As the community experiences new development, Missoula should imagine design parameters to serve as a guide for creating attractive and functional new development that reflects Missoula's unique character. Good urban design also attracts high quality development by giving developers and business owners the confidence their investment in the community will be protected.

Missoula's development pattern, like most all U.S. cities, has been strongly influenced by automobile

transportation. While automobile use will continue to dominate transportation choices, demand for other transportation options that lessen the use of carbon-based fuels, promote healthy lifestyles, and save on the cost of infrastructure expansion is increasing. The Focus Inward development strategy helps to meet this principle by encouraging residential development around existing transportation nodes and corridors. Focus Inward also promotes pedestrian-oriented mixed-use development which allows a range of residential, retail, artisan, and commercial uses to be located in close proximity to each other, similar to the way the town first developed.

This element combines public facility needs with land use and explores the relationships and effects that public facilities and land use have on each other. The Land/Use Public Facilities relationship also addresses the density and intensity of the various land us designations as reflected on the City's Growth Policy Future Land Use Designation Map (Map B). The following guiding principles further elaborate on the intent of the policy direction for this focus element.

**GUIDING PRINCIPLES**

1. Community Design is intended to emphasize the physical form of our community and consider ways that land use, infrastructure systems, and design development interact in the following ways:

   a. The development and redevelopment of building forms in our community and how they relate to the transportation system and other public facilities such as sewer, water, and parks and open space;

   b. The way that people interact/use community space and public facilities through consideration of community character and sense of place and that may result in guidance for development;

   c. Connectivity (physical form) among the built environment, natural environment, and human environment;

   d. Adaptability and resiliency so that the community is prepared for change;

   e. The various scale of our community planning ranging from the broad Urban Service Area scale (pulling consideration of housing, transportation, transit, parks, TIF districts and efficiencies together) to neighborhood scale;

   f. Comprehensive community plan guidance to transportation systems that inform future transportation planning; and

   g. Waste stream management in the way that waste stream cycles, including consideration of resource efficiencies and sustainability, inform land use relationships.

2. Land Use and Transportation and Infrastructure are connected systems that should be integrated and planned together.

3. Goals and Objectives should support and encourage sustainable practices.

**Missoulians recognize that designing streets and transportation networks for pedestrians promotes the high quality of life that Missoulians expect and enjoy.**

## We value sustainable transportation.

**6.2% of all Missoula commute trips are by bicycle, which ranks 11th in the nation for small sized cities**

**Re-use of existing buildings promotes sustainability**

* **Development activity over the last 6 years has focused on filing and developing subdivisions that were already approved or platted, and new multi-dwelling development.**

## Missoula Metrics:

2014 City Population: 70,836

2014 Study Area Population: 88,200

Urban Area Gross Density: 1.2 dwelling units/acre

**Perspective on Population Growth: 2010—2014**

Missoula, Mt 1.1% increase

Austin, TX 9.7% increase

| | |
|---|---|
| Commercial | 6% |
| Industrial | 10% |
| Mixed Use | 0% |
| Public | 18% |
| Residential | 46% |
| Unzoned | 8% |
| Split Zoning | 11% |

**Missoula Zoning by Percent**

* **There are currently 5,300 entitled lots in the Missoula Urban Area.**
* **Artisan and Cottage manufacturing uses are increasing.**

**Our land use patterns are carefully evolving and adapting to changes in demographics, economics, technology, culture, and climate.**

**Green Building Practices Benefit All**

SNAPSHOT

# COMMUNITY DESIGN GOALS & OBJECTIVES

## Community Character & Sense of Place

Great places offer better choices and access to live, work and recreation opportunities, while also being grounded in sense of purpose and direction. They are defined by their character. Community character is the distinctiveness of a place and it results from the interaction of a variety of factors such as the built form, transportation systems, parks and open space, landscape, history, people and their activities.

Missoula, as seen through comments from the Listening Sessions and Asset Mapping Project, already has a distinctive character. Our challenge is preserving this unique character as new development and redevelopment occurs throughout the City. Missoula's unique qualities provide the backbone to its sense of place. Community character is futher explored as a key aspect of Livability (Chapter 3).

*Goal CD1: Protect and enhance Missoula's strong sense of place by connecting, supporting and protecting the community's existing distinctive qualities including natural resources, the vibrant diverse community, distinct neighborhoods, and downtown.*

*Goal CD2: Support future development that enhances the unique character of Missoula.*

### Objectives

1. Create policies or design standards that enhance unique characteristics and promote beautification of all aspects of our community.
2. Support pedestrian-scale design that encourages non-motorized transportation and social interaction, especially in areas of the City that are now predominantly vehicular-oriented (e.g., Brooks Corridor).
3. Support cohesive, distinctive, and diverse neighborhoods through residents' involvement and planning.
4. Support the design and maintenance of community gathering spaces that encourage public use and social interaction.
5. Consider ways to address how development looks and interacts with the street system, higher density housing on transit corridors, and urban design to de-emphasize parking and emphasize pedestrian scale development.

6. Encourage redevelopment of downtown properties consistent with the downtown plan.
7. Promote green space and the urban forest areas, restoration of riparian areas, and development of community gardens.
8. Identify ways to plan for the effects of climate change on the community character and sense of place.
9. Develop policies to support local businesses and businesses that enhance our community character.
10. Encourage use of neighborhood plans to foster a sense of belonging and provide strategic direction.
11. Encourage the design and implementation of projects that inspire both residents and visitors to explore and learn about Missoula's unique character and history.
12. Preserve the unique character of Missoula's setting by highlighting mountain views and river access.
13. Support the development of venues for community events and link these to economic development efforts.

## Implementation Actions

2.1, 3.1, 5.1, 5.8, 5.11, 5.22, 6.1, 7.1, 7.7, 9.1, 9.32, 9.36, 10.20 in Chapter 9 Actions & Outcomes.

## Land Use

Missoula is considering ways to be increasingly resilient to changing conditions while also offering the residents an inspiring and innovative environment to live, work and recreate. Consistently, community members have emphasized the need to utilize community systems already in place as a way to minimize increasing expenses. Focus Inward encourages new growth in the direction of existing infrastructure, neighborhoods and public services, which ensures a community that uses resources - from water to fuel to public funds – wisely. The Residential Allocation Map identifies residential areas where development potenial exists. Residents value their existing residential neighborhoods, so sustaining those areas is also important.

*Goal CD3: Development in Missoula will reflect new building trends and best practices for the 21st century while also protecting common values and encouraging new growth in the direction of existing infrastructure and public services.*

*Goal CD4: Plan pro-actively for the development of future infrastructure.*

*Goal CD5: Strive for a more compact development pattern.*

*Goal CD6: Support a transportation system planned in concert with land use goals.*

### Objectives

1. Preserve and enhance existing neighborhoods and open space.
2. Encourage growth in the urban core.
3. Encourage integration of living and working spaces, and other flexible and sustainable development patterns.
4. Develop annexation policies that consider plan goals.
5. Require development to pay for its proportional share of services and infrastructure. $
6. Encourage agricultural land use preservation.
7. Develop transit oriented development (TOD) policies and zoning that promote efficient transportation systems and high density land use patterns along transit corridors and major transportation corridors.
8. Encourage development that provides housing for all income levels. $
9. Align policies and develop strategies to encourage repurposing commercial or industrial buildings and land.

10. Repurposed existing structures should accommodate a mix of uses including housing, neighborhood centers, civic spaces, reclaimed landscaping, and commercial opportunities.
11. Encourage developers to provide incentives that reduce reliance on single occupancy vehicle (SOV) transportation. $
12. View parking as a system that reflects future land use needs.
13. Ensure the entire community remains bikeable and walkable.
14. Explore parking strategies that support a more compact development pattern.

### Implementation Actions

1.7, 2.11, 2.15, 2.17, 3.2, 3.5,4.5, 4.13, 5.2, 5.3, 5.7, 5.13, 6.3, 7.1, 7.3, 7.7, 7.12-14, 9.1, 9.2, 9.4, 9.6, 9.7, 9.9, 9.11, 9.13, 9.16, 9.17, 9.22, 9.23, 9.26, 9.29-31, 9.33, 9.35, 9.36, 10.2, 10.11, 10.14, 10.15, 10.17, 10.18, 10.22 in Chapter 9 Actions & Outcomes.

## Natural Areas and Outdoor Recreation

Missoula has an extensive system of natural, open spaces that provide opportunities to recreate in and around the City, and is the visual relief from the built forms in the urban area. It is important to provide access to and between these important features of the community in a thoughtful, well designed manner. While increasing the connectivity to the natural areas and outdoor recreation, it is also important to ensure that open spaces are preserved.

*Goal CD7: Recognize and strengthen preservation and responsible access/use of Missoula's outdoor resources.*

*Goal CD8: Preserve and protect Missoula's natural resources and natural areas for the entire community.*

*Goal CD9: Improve the community's urban outdoor amenities, and prioritize the creation of more public spaces (e.g., more plazas downtown, more neighborhood parks).*

### Objectives

1. Provide well designed, convenient, and maintained access to trails, parks, open space, and recreation areas through a connected transportation system.
2. Conserve and protect open space and conservation areas during the development process.
3. Mitigate and adapt to climate change.

## Implementation Actions

6.16, 7.14, 7.15, 8.16, 9.12 in Chapter 9 Actions & Outcomes.

## Infrastructure

Infrastructure is viewed as a comprehensive set of community systems that connect people to each other, to their jobs, and to community services and community places. Pressures of growth and sprawl around the City increase the long term maintenance costs for the City. Coordination between all the existing systems is essential while also considering impacts of extending infrastructure, needs for new systems, ways to conserve and protect resources such as the sole source aquifer, and ways to sustain the infrastructure. A sustainable, long term solution to maintain and upgrade infrastructure is needed.

*Goal CD10: Build infrastructure that is sustainable and adaptable.*

*Goal CD11: Secure locally managed access to water, sewer, energy, waste, and resource management infrastructure.*

## Objectives

1. The City should maintain existing infrastructure, and prioritize maintenance and upgrades over new construction.
2. Update mitigation impact fees on development so that fees cover the required infrastructure and the real costs of development are reflected. $
3. Provide infrastructure that supports a more compactly-designed community. $
4. Ensure that all infrastructure aligns with the long term goals expressed in the Growth Policy. $
5. Strategic investment in infrastructure should facilitate development where appropriate, efficiently use public resources, and discourage sprawling development. $
6. Encourage development in future growth areas by investing in water and wastewater system improvements in these identified areas. $
7. Encourage and develop energy infrastructure that shifts supply and demand away from fossil fuels.
8. Infrastructure services which are guided by a principle of resource conservation and best practices to mitigate and adapt to climate change.
9. Develop the transit system as a community utility or basic infrastructure.
10. Prepare for the development of necessary infrastructure to allow the City to meet waste reduction goals.
11. Develop high quality road design and construction standards that also consider various

alternative roadway construction materials.

### Implementation Actions

1.18, 4.3, 4.6, 4.12, 6.4, 6.8, 6.18, 6.24, 6.28, 8.15, 9.15, 9.21, 9.28, 11.1, 11.2 in Chapter 9 Actions & Outcomes.

## Sustainable Development

Sustainable development meets the needs of the present community without consuming or risking the resources or assets of future communities. This section of Community Design includes policies that support compact, mixed-use development and redevelopment while preserving Missoula's unique resources and encouraging a resilient, healthy economy.

*Goal CD12: Support sustainable, "green" initiatives for new development and redevelopment within the City.*

### Objectives

1. Promote sustainable design initiatives and "green" building practices for all new and redevelopment within the City.
2. Encourage incorporation of green building design into all public buildings.
3. Explore development of a green building code.
4. Identify and promote the benefits of green buildings such as the reuse of building materials.
5. Incentivize green building through a streamlined approval process.
6. Support programs that require the use of recycled & sustainable building materials.

### Implementation Actions

1.12, 5.1, 5.5, 5.18, 7.19, 9.15, 9.20, 9.27, 9.30, 10.16 in Chapter 9 Actions & Outcomes.

## Affordable Housing Opportunities

Opportunities for housing to meet the needs of a variety of people is key to a successful . Demand for smaller, more easily maintained housing options close to services is growing in response to demographic changes, energy costs, and more. It is important to have a diverse selection of housing integrated throughout the City including affordable housing options within

the urban core where there is easier access to the public transportation system, shopping, employment and other basic needs. Consideration should also be given to housing design to preserve community character.

*Goal CD13: Encourage opportunities to develop a variety of housing types including well-designed affordable housing for all Missoulians.*

### Objectives

1. Prioritize policies that incentivize development of affordable housing such as density bonuses, accessory dwelling units (ADUs), land trusts, land use patterns, building types and inclusionary zoning. $
2. Promote affordable housing in the urban core that avoids pushing people with low to moderate incomes out of the City. $
3. Develop and provide incentives for energy efficient green building and development to reduce developer and owner/tenant costs. $
4. Encourage use of vacant lots in approved subdivision for affordable smaller lot development. $

### Implementation Actions

7.20, 9.2 in Chapter 9 Actions & Outcomes.

## Transportation

Transportation of people and goods plays an important role in the overall design of a community. People lead healthier, more active lives if the community is built to facilitate safe, accessible, and diverse modes of transportation, including walking, biking and public transit as integral components of the transportation network that support motor vehicle travel and transport of goods. Missoula's challenge is to safely strengthen its bike and pedestrian infrastructure while actively supporting public transit and enhancing existing roadways.

*From Asset Mapping: Missoulians value their transportation system for the options it provides them - whether it's the ability to navigate the city via automobile, by taking public transit, or by biking or walking.*

*Goal CD14: Missoula will have a connected, efficient, safe, accessible, and attractive transportation system.*

*Goal CD15: Missoula accommodates a diversity of transportation options that promote healthy lifestyles and reduce reliance on automobiles.*

### Objectives

1. Develop a robust, thoughtful transportation system that reduces driving through the use of well designed, planned and integrated streets, pedestrian facilities and public transportation options.

2. Develop policies and support infrastructure that promote the use of active transportation (walking, biking or public transportation, etc.) and discourage the use of single occupancy vehicles (SOV's).
3. Determine the current benchmark of total "Vehicle Miles Traveled" and establish a goal to reduce VMTs.
4. Emphasize transportation network safety and livability over capacity.
5. Consider individual transportation needs and options and ensure local and national (broader) travel options are available. $
6. Maintain and increase bike-ability between and among neighborhoods and commercial centers.
7. Improve the ease of using trails and provide direct routes to all parts of Missoula through the trail system.
8. Develop design standards and pedestrian friendly infrastructure that promotes the safety of people that bike and walk and decreases conflicts with motor vehicles.

## Implementation Actions

1.4, 1.8, 1.14, 1.17, 3.6, 3.8, 6.6, 6.17, 7.8, 7.25, 8.2, 8.3, 8.22, 9.3, 9.8, 9.19 in Chapter 9 Actions & Outcomes.

## Resources

UFDA Reports
http://www.ci.missoula.mt.us/1526/UFDA

Long Range Transportation Plan 2012
http://www.ci.missoula.mt.us/1608/Plans-and-Documents

Community Safety Transportation Plan
http://www.ci.missoula.mt.us/1608/Plans-and-Documents

Missoula Active Transportation Plan
http://www.ci.missoula.mt.us/1608/Plans-and-Documents

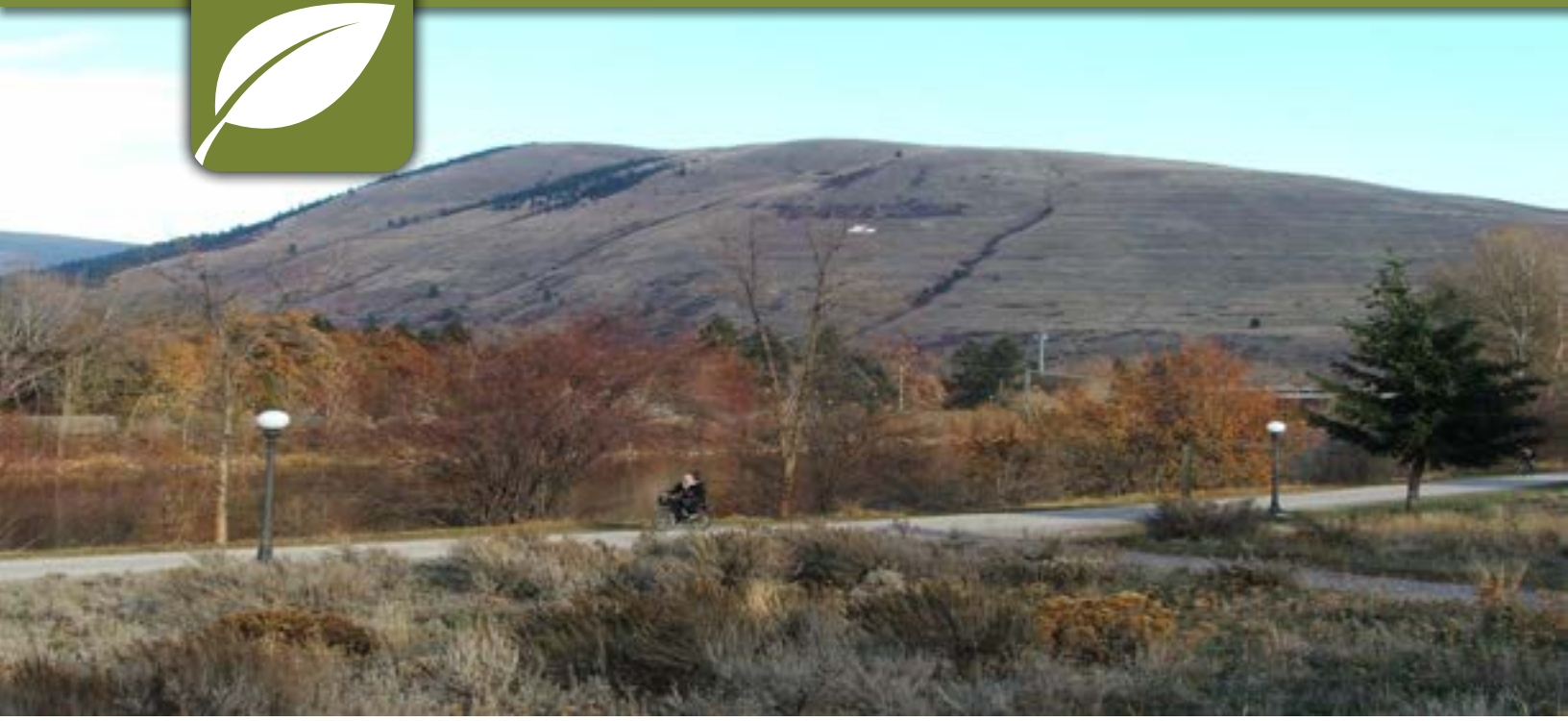
Mountain Line Long Range Transit Plan 2012
http://www.mountainline.com/wp-content/uploads/2013/03/LRPUPDATEDVERSION.pdf

Missoula County Parks and Trails Master Plan
http://www.ci.missoula.mt.us/DocumentCenter/Home/View/5860

Master Parks and Recreation Plan for the Greater Missoula Area
http://www.ci.missoula.mt.us/DocumentCenter/Home/View/776

General Attached Neighborhood Plans
http://www.ci.missoula.mt.us/1506/Plans-and-Regulations

Missoula Wastewater Facilities Plan Update
http://www.ci.missoula.mt.us/DocumentCenter/Home/View/634



# ENVIRONMENTAL QUALITY

## Introduction

Missoula enjoys an abundance of natural beauty and great strides have been made toward regaining a clean natural environment in Missoula in recent decades. Even though the population has doubled since 1980, air and water quality have improved dramatically.

With the successes, new challenges have emerged. Development threatens to consume remaining prime agricultural soils and increase fire hazards in the wildland urban interface. Also, the warming and drying effects of climate change portend longer fire seasons and damaging changes to local streams and rivers and our increasing population puts a greater burden on our sole-source aquifer.

Preservation and enhancement of the natural environment and resources are strongly tied to other facets of the community including economics, health, and food security and the benefits of the Focus Inward policy are substantial. Aside from the benefits of re-using existing developed and under-used land which preserve greenfields and our wildland heritage, more compact development around transportation networks and services can greatly impact energy and resource consumption by reducing vehicle miles travelled and resources spent on extended infrastructure and services.

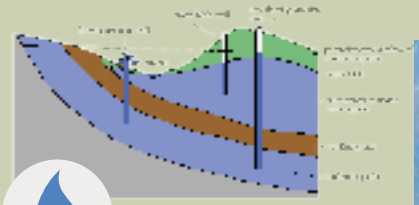
This element addresses the impact of urbanization on the natural environment through the topics of climate change, waste Stream, the river, sprawl, air and water quality, natural resources, outdoor recreation, and Local Food.

## We have improved Missoula's air quality.

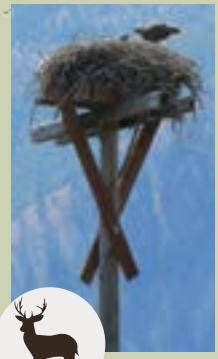
Woodstove removal, the use of deicer in place of street sand, timely street sweeping, and paving requirements in the Air Stagnation Zone have limited particular matter concentrations.

### The Wildland-Urban Interface presents one of the most challenging and costly environments in which to fight wildfires.

The total costs to communities that suffer a wildfire can range from **2–30 times** the initial fire suppression dollar amounts.



### We have a very pure aquifer.



### We have a variety of urban wildlife.

- Urban deer, moose, elk, mountain lion, black bear, and wolves live in the Missoula area.

### We have a thriving urban forest.

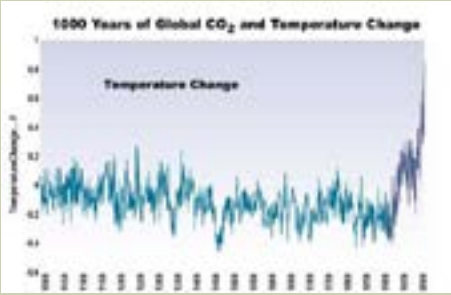
- The urban forest's shade and transpiration mitigate the urban heat island effect by 2–10 degrees Fahrenheit.

### Our rivers provide the community with exceptional economic, ecological, social, and cultural value.

- Our rivers provide drinking water, habitat for wildlife within the city, and recreation opportunities from fishing to swimming.
- The Clark Fork River and Rattlesnake Creek are the foundation for the community's natural character.

### Our Climate is Changing.

It is expected that there will be an increased chance of drought, longer fire season, and increasing variability in climatic conditions.




*Climate Change Impacts on the United States*, Cambridge University Press

### We lack Centralized Recycling services.

| Recycling Agency | What's recycled? |
|---|---|
| Pacific Recycling | Junk cars, metals |
| Republic Services | Cardboard, metals, plastics, motor oil |
| Garden City Recycling | Paper, cardboard, metals, Styrofoam, plastics, electronics, batteries, some glass |
| Pete's Recycling | Electronics |
| Home Resources | Building materials |

# ENVIRONMENTAL QUALITY GOALS & OBJECTIVES

## CLIMATE CHANGE

There are many unmistakable signs that the world's climate is changing. In Missoula, earlier snowmelt and runoff, drought, and an increased number of wildfires are expected with growing confidence. Missoula has a long and successful history of conservation planning and should develop strategies to both mitigate the effects of climate change and to reduce the City's contribution to the production of greenhouse gasses. The challenge is to determine land use strategies appropriate for initial and long term focus.

*Goal EQ1: In order to build a more resilient community, Missoula will promote local decisions that mitigate the effects of climate change and prepare the City and its residents for the impacts climate change will have on the human, natural, and built environments.*

### Objectives

1. Work with city government, elected officials, and community partners on climate change education efforts and community outreach.
2. Reduce reliance on single-occupancy vehicles and continue support for the expansion of public transportation and cycling/walking systems.
3. Support joint, statewide, and regional efforts that contribute to our understanding of climate change impacts and options for mitigation, adaptation, and preparedness.
4. Support projects that link efforts and resources from various systems and organizations to build climate change resiliency.
5. Establish meaningful community climate change planning metrics.
6. Establish a meaningful community-wide carbon neutrality target.
7. Support urban forestry and other vegetation programs.

### Implementation Actions

1.2, 1.9, 3.3, 5.1, 8.8, 8.25 in Chapter 9 Actions & Outcomes.

*Humankind has not woven the web of life. We are but one thread within it. Whatever we do to the web, we do to ourselves. All things are bound together. All things connect.*

*- Chief Seattle*

## ENERGY

As a community, Missoulians have a high level of environmental consciousness, and many have structured their lives to have the least possible impact on the health of the planet. Along these lines, many citizens feel strongly that the local government and the Missoula community should lead the way in transitioning from fossil fuels to renewable energy sources.

*Goal EQ2: Reduce reliance on carbon based fuels.*

*Goal EQ3: Promote energy efficiency, conservation, and green building practices.*

*Goal EQ4: Increase the percentage of renewable energy in Missoula's energy budget.*

*Missoula Asset Mapping Project:*

*Natural Resources Theme*

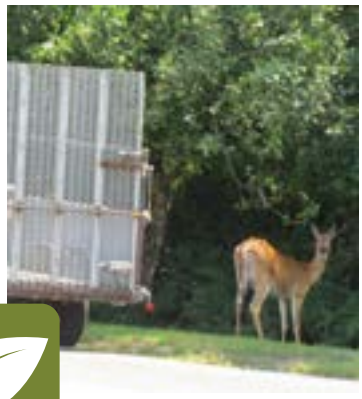
*Participants value access to, and protection, of the natural amenities in and around Missoula. Natural resources in Missoula fall generally into three categories: water, backstopped mainly by the Clark Fork River; green spaces like protected open lands, parks, and urban forest; and the less tangible wildlife habitat and agricultural soils.*

### Objectives

1. Use renewable energy, energy efficiencies, conservation, and carbon offsets to reduce carbon footprint.
2. Support the creation of a local renewable energy company that can meet the energy needs of Missoula. $
3. Promote green building infrastructure.
4. Promote community solar and geothermal energy development.
5. Provide incentives for siting renewable energy generation in appropriate locations.
6. Explore cleaner wood burning technologies for local wood use.

### Implementation Actions

4.6, 5.5, 9.15, 9.24, 9.27, 11.1 in Chapter 9 Actions & Outcomes.



## TRANSPORTATION, GROWTH PRESSURES AND SPRAWL

As the community grows, it becomes even more important to balance the services and facilities of growth with the need, and desire, for healthy, accessible natural resources for a sustained quality of life. Many Missoulians are concerned about the impacts of unplanned growth and sprawl. Some see sprawl as a threat to open spaces, water quality, and agricultural lands. Others see sprawl and leap frogging as inefficient development patterns

that result in underutilized infrastructure, increased costs of energy, expansive and costly single-focused transportation systems, and potential land use conflicts in the future when bypassed parcels are finally developed. Through careful and balanced planning, Missoula can counter the concerns over sprawl and manage growth in a way that is efficient, non-wasteful, and respectful of the environment.

*Goal EQ5: Missoula will have a safe and efficient transportation system that reduces impacts to the environment and emphasizes walking, bicycling, and transit.*

*Goal EQ6: Protect and enhance Missoula's open spaces.*

*Goal EQ7: Protect agricultural land and water.*

### Objectives

1. Discourage encroachment into the Wildland-Urban Interface (WUI).
2. Explore policies and incentives to discourage sprawl and leap frog development.
3. Expand and improve the public transit system, including bus stop infrastructure, make the system more efficient.
4. Ensure new development has a variety of land uses, services, and active transportation options. $
5. Protect stream corridors and floodplains from development.
6. Prioritize agricultural land preservation over urban sprawl.
7. Acquire key lands for community open space using bonds and grants.
8. Ensure that bike/pedestrian trail system access is within close proximity of every residence in the City.
9. Explore carrying capacity modeling to guide land use planning and development in greater Missoula.

### Implementation Actions

1.5, 1.21, 5.4, 5.8, 6.6, 6.29, 7.12, 7.16, 8.7, 9.3, 9.13, 9.25, 10.20 in Chapter 9 Actions & Outcomes.

## WASTE STREAM

From solid waste that goes into landfills, to liquid waste in the form of sanitary sewage, energy waste, to electronic waste from computers, cell phones, and entertainment devices, Missoulians are concerned about social, monetary, and environmental costs of waste. Local government and private businesses should consider ways to reuse, recycle, and reduce the local waste stream.

*Goal EQ8: Achieve Zero Waste within the Missoula community.*

*Goal EQ9: Reduce the community's solid waste to the point that the landfill is only minimally necessary.*

### Objectives

1. Increase the options for diverting waste from the landfill through the development of more recycling infrastructure within the City.
2. Encourage local reuse/purchase of recycled materials, including building materials.
3. Continue and expand water conservation efforts, including increasing land application of wastewater and the systematic identification for repair of leaky mains.
4. Explore additional ways to reduce commercial/industrial hazardous waste, household chemical waste, toxins, pharmaceuticals, and electronic waste from the waste stream.

### Implementation Actions

1.11, 3.3, 3.10, 4.7, 5.5, 8.1, 8.26 in Chapter 9 Actions & Outcomes.

## AIR, SOIL, AND WATER QUALITY

Missoula citizens generally view clean air and water to be the cornerstones of what they consider their quality of life. The community has worked hard to improve its historically poor air quality, and is now considered to be in compliance with national ambient air quality standards. Surface and ground water run the risk of deterioration from the impacts of climate change as water temperatures rise, water flow is reduced, water courses are affected, and stream banks and flooding cycles change. The urban area ground water and sole source aquifer is also susceptible to contamination from landfills, urban storm water runoff, septic system drain fields, spills and leakages, and household hazardous wastes. The treats however, are greatly reduced in areas serviced by sewer systems. Backyard gardens and other sources of locally grown food require both clean water and soil.

*Goal EQ10: Improve Missoula's air quality and visibility.*

*Goal EQ11: Protect and enhance Missoula's surface and ground water quality and quantity.*

*Goal EQ12: Protect and enhance Missoula's soil quality.*

*Goal EQ13: Missoula's sole source aquifer will remain a sustainable source of drinking water far into the future.*

## Objectives

1. Explore specific programs to reduce air pollution from vehicles, industry, space heating and other point sources.
2. Quantify threats to Missoula's surface and ground water quality, including climate change, spills, pipelines, pesticides, fertilizers, and underground storage tanks.
3. Protect and restore riparian, wetland, and floodplain areas from development.
4. Actively reduce the need to manage storm water from impervious surfaces in new and currently developed areas.
5. Support joint/regional efforts that contribute to clean air and water.
6. Encourage consideration of health impacts and air quality when reviewing and formulating policy for transportation, development regulations, and industrial development.
7. Work with City-County public health officials to promote health, environmental health, and sanitation through education, community outreach, and enforcement.
8. Encourage public agencies to divest holdings or investments in polluting industries.
9. Ensure that new connections to public sewer systems inside the Water Quality District occur at a rate such that the number of septic systems in the District does not increase over time.

*Gaurd, protect and cherish your land, for there is no afterlife for a place that started out as heaven.*

*- Charles C.M. Russell*

## Implementation Actions

1.12, 5.12, 6.10, 6.31, 7.6, 8.1, 8.13, 9.27, 11.2, 11.6 in Chapter 9 Actions & Outcomes.

## THE RIVER

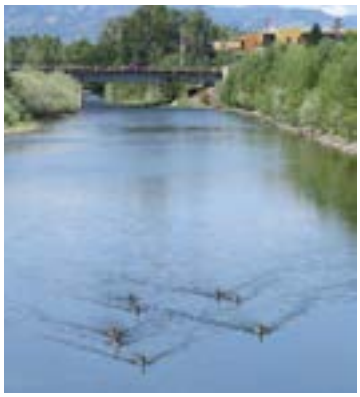
Few things define Missoula as a unique place like the Clark Fork River. It provides open space, visual relief, a multi-modal transportation corridor, and recreation as it makes its way through the heart of the community. With many demands placed on the river, residents want to make sure that it remains healthy, clean and accessible. Because it does run through the urbanized parts of the community, it is susceptible to both point and non-point pollution sources, including chemical and petroleum spills from the City's railways.

*Goal EQ14: Reduce recreational impacts on the river.*

*Goal EQ15: Maintain and enhance the general environmental health of the river, including healthy riparian zones and water quality and quantity.*

## Objectives

1. Prevent ~~toxins~~ pollutants such as pesticides, fertilizers, nutrients, drug metabolites, and ~~material~~ chemicals from railroad spills, pipelines, and underground storage tanks from entering the river system.
2. Preserve and restore wildlife habitat along the river while allowing appropriate public access.



3. Develop a river corridor plan to address and balance development, recreation, environmental considerations, and community aesthetics.
4. Strive for a high level of recreational safety on the river.
5. Address stream flow, erosion and flooding issues.

### Implementation Actions

3.7, 5.14, 6.7, 6.21, 7.4, 8.14, 8.29, 9.12 in Chapter 9 Actions & Outcomes.

## NATURAL RESOURCES

While Missoula is located in an area with bountiful natural resources, there are also significant resources within the community itself. Missoula has an excellent urban forest and abundant wildlife. Due to the river corridor and extensive community open spaces, there is significant wildlife habitat even within the urbanized area. There is also excellent soil for growing food crops and (mostly) small-scale agriculture exists within city limits. Missoulians are willing to take steps through the Growth Policy to protect these values, and to not lose them to unplanned growth.

*Goal EQ16: Protect and enhance critical wildlife habitat and travel/migration corridors.*

*Goal EQ17: Protect Missoula's trees and other vegetation in urban spaces.*

*Goal EQ18: Protect Missoula's view sheds and scenic vistas.*

### Objectives

1. Protect intact ecosystems from the impacts of urbanization and point and non-point pollution.
2. Quantify and address issues of invasive plant and animal species.

### Implementation Actions

1.6, 1.22, 2.21, 7.6, 7.15, 9.34, 9.36 in Chapter 9 Actions & Outcomes.

## NATURAL AREAS AND OUTDOOR RECREATION

Another important component of Missoula's quality of life is its access to

natural areas in and around the community and ready ability to recreate outdoors. Besides the significant amounts of open space within the community, Missoula is surrounded by the Lolo National Forest. Natural amenities such as these not only make life better for local residents, they are key factors in attracting new businesses and the talented people to own and manage them.

*Goal EQ19: Maintain natural areas for multiple user groups and wildlife habitat.*

*Goal EQ20: Protect additional lands for Missoula open space, vistas, wildlife habitat, and recreational trails.*

## Objectives

1. Improve infrastructure such as parking, toilets, information kiosks, and roads at access points to parks and open spaces.
2. Ensure that the bike/pedestrian trail system provides access to natural areas.
3. Promote areas for unstructured play that allow youth to connect with the environment.

## Implementation Actions

3.17, 4.2, 7.5, 7.13, 9.12, 9.27 in Chapter 9 Actions & Outcomes.

## LOCAL FOOD

The ability of Missoula residents and visitors to obtain a healthy and consistent supply of food is a vital, yet often overlooked, consideration in growth policies. While today's global food system provides important benefits, it is also vulnerable in the face of climate change, dependence on carbon-based fuels, and degradation of resources and rural livelihoods. As fewer and fewer agribusiness firms control most food that North Americans eat, Missoula is creating an alternative, regionally based system, that has energy, environmental, economic, and community benefits.

*Goal EQ21: Further develop our sustainable, community-based food system to improve long-term food security and enhance the regional economy.*

*Goal EQ22: Minimize the adverse impacts that the food*

*delivery system has on the local environment and community.*

## Objectives

1. Educate the Missoula community on the importance and advantages of locally produced food. $
2. Encourage neighborhood and community gardens.
3. Include provisions in City land development regulations for commercial urban agriculture that is compatible with adjacent residential areas. $
4. In residential and mixed-use planned developments, mitigate the impact of development on agriculture.
5. Encourage vendors to use locally produced fresh and/or prepared food for farmers' markets, festivals, and other community events.
6. Promote locally produced food as a community amenity (tourism and economic development). $
7. Ensure food service workers have paid sick days to ensure the safety of our food.
8. Promote sustainable agriculture.
9. Encourage and incentivize participation in social service programs that provide greater access to locally produced nutritious foods.

## Implementation Actions

1.3, 2.7, 3.11, 5.9, 7.12, 8.10, 9.13 in Chapter 9 Actions & Outcomes.

### Resources

Water quality ordinance
http://www.co.missoula.mt.us/healthboards/waterquality/pdfs_other/WQDB_MslaValleyWQOrdinance_20081215.pdf

Air quality Program
http://www.co.missoula.mt.us/airquality/AbouttheAirProgram/regulations.htm

FEMA Maps
http://www.co.missoula.mt.us/mccaps/CurrentPlanningPermitting/Floodplain.htm

Floodplain Regs
http://www.ci.missoula.mt.us/DocumentCenter/View/22432

Missoula Urban Area Open Space Plan 2006
http://www.ci.missoula.mt.us/DocumentCenter/Home/View/779

Master Parks and Recreation Plan for the Greater Missoula Area
http://www.ci.missoula.mt.us/DocumentCenter/Home/View/776

Missoula County Parks and Trails Master Plan
http://www.ci.missoula.mt.us/DocumentCenter/Home/View/5860

City of Missoula Conservation and Climate Action Plan
http://www.ci.missoula.mt.us/1709/Conservation-Climate-Action-Plan

# ACTIONS AND OUTCOMES

## Transforming Vision into Reality

This chapter consists of three main sections: Infrastructure Development Strategy, Prioritized Action Themes, and a complete list of action items with timeframe reference. They describe guidelines for implementing the Our Missoula plan goals and objectives and provide a framework to guide the community development.

Implementation decisions come up on a case-by-case basis as the Missoula Consolidated Planning Board, City Council, staff, and others work to turn the Our Missoula vision into reality. The adoption of the Our Missoula plan is the first step in the implementation process.

For the City of Missoula, the actions outline policy direction in terms of spending, capital improvement priorities, implementing smaller area plans, and developing and interpreting policies and regulations. Because the Our Missoula plan addresses a broad range of issues, thoughtful policy determinations should be made taking into consideration existing financing, staff, public welfare, and overall goals of the Our Missoula plan.

Zoning regulations are one of the primary plan implementation tools and a consistent zoning ordinance provides an effective way of translating the policies and objectives of the plan into everyday decisions. Plan policies may also be implemented through the Missoula City Subdivision Regulations in accordance with Montana subdivision statutes.

The policies and actions found in the plan are built on community input and were refined by citizens in the project Focus Groups and Steering Committee. While the actions are specific, they shouldn't preclude adjustment and new ideas as circumstances and priorities change over time as long as they are consistent with the intent of the plan. State statute requires the plan be reviewed every five years. It is not the intent of this plan to identify all specific actions that are needed to implement the plan. Further research and subsequent recommendations may be needed in many instances.

Land use policies differ from regulations in that they provide guidance for the adoption of land use regulations (such as the zoning ordinance) by the governing bodies and are not in and of themselves mandates.

## Infrastructure Development Strategy

The primary strategy for acquisition, replacement, and maintenance of public infrastructure and other major assets for the City of Missoula is through its Capital Improvement Program (CIP). The CIP can use up to 10% of general levy funds for infrastructure maintenance or acquisitions that cost more than $5,000 with a life expectancy of five years or more. By setting up a Capital Improvement Fund the city can systematically plan, schedule, manage, monitor and finance capital projects over five years with annual revisions that reflect changing community needs and priorities. This allows financial planning to extend four years beyond the annual budget with the intent of creating a more coherent and cost-effective city-wide fiscal policy.

Projects include but are not limited to wastewater treatment facilities, waste water collection systems, water systems, storm drains, parks, sidewalks, trails, streets, and police and fire protection facilities.

CIP projects are reviewed and prioritized according to community benefit, public health and safety, efficiency, urgency, and accord with city strategic plans. The CIP also provides opportunities to explore alternate funding sources since most capital improvement requests exceed the available revenues. When funds are available the City Council makes the final decision on what projects are implemented.

New development is responsible for extension of sewer, water, paving and other infrastructure development costs which vary depending on location. Development costs are passed on to the lot buyers and infrastruc-

ture is turned over to the City.

City annexation has been a condition of receiving municipal wastewater treatment service. As the population of the urban area has grown, the City has constructed sewer mains in areas that have experienced or are anticipating increasing densities. Property owners seeking to connect to the sewer are required to waive their right to protest annexation. ~~The City of Missoula may provide sewer service within the urban area.~~ The City of Missoula will continue to strategically extend the central sewer system within the urban area to support urban levels of development where appropriate, preserve environmentally-sensitive areas and protect the aquifer.

Drinking water and solid waste disposal are provided by private companies. Drinking water is supplied by Mountain Water Co., other small water systems, and individual private water wells. Republic Services provides solid waste collection and operates the landfill.

## Prioritized Action Themes and Biennial Tracking

Several action themes stand out and should be considered priority for community implementation. These priorities are the results of reviewing the timetable ranking of action items alongside other feedback from the project process such as the dot exercise from the Focus Group open house, the vision statement, primary goals, and comments received throughout the engage and listening phase. The actions are listed according to the types of policies they implement and denote departments, agencies, and entities whose missions make them potential partners for implementation. Additional description of how action items can be implemented are included where possible and denoted in italics.

**Biennial Monitoring Report:** To monitor progress and effectiveness of the growth policy implementation, a biennial monitoring report will be prepared. It will be used by decision-makers and the public to assess headway made toward achieving the plan's goals and vision. The report will also be used to determine needs for adjusting priorities, strategies, and updating the plan during its 20-year life.

The following abbreviations denote partnering departments, agencies, and entities:

BRD = Bitterroot Economic Development District
BPD = Bike/Ped Program
CA = City Administration
CC - City Council
CG = Community Groups
CSM = Climate Smart Missoula
DS = Development Services
EC = Energy Conservation
FD = Fire Department
FS = Forest Service
GCP = City-Cnty Grants and Community Programs
HD = City-Cnty Health Department
HPO = Historic Preservation Office
MDP = Missoula Downtown Partnership
MEP = Missoula Economic Partnership
MCPS = Missoula County Public Schools
MHA = Missoula Housing Authority
MIM = Missoula In Motion
MPO = Metropolitan Planning Organization (Transportation)
MRA = Missoula Redevelopment Agency
N = Office of Neighborhoods
PP = Private Partners
PRO = Parks and Recreation- Open Space
PD = Police Department
PW = Public Works
UM = University of Montana

## The Prioritized Action Themes are:

| Quality Community | Support Missoula's strong sense of place that comes from its cultural heritage, setting, accepting attitude, appreciation for active and healthy lifestyle, and the desire to meet the basic needs for all people. |
|---|---|
| 2.1 Continue to maintain a fair, thorough and open community process for the residents to express ideas to the City.<br>*Comply with open meeting laws; work with the office of neighborhoods on meaningful processes.* | CA, CC, N |
| 2.2 Partner with public health department and businesses to make active transportation a wellness issues.<br>*Support initiatives through Missoula in Motion, the many programs in the Parks Department, and the Let's Move/Active Kids Coalition* | MIM, PRO, HD, PP |
| 2.3 Work with partners to provide adequate training for staff and volunteers to address issues such as emergency response, sexual assault, public safety, suicide prevention, mental health care, and crisis response. | HD, PD, GCP, FD, CG |
| 2.4 Work with educational agencies and youth partners to encourage zero-tolerance bullying policies and acceptance of diversity. | GCP, MCPS |
| 3.1 Conduct workshops and seminars on place making and creating a sense of place through new developments. | DS |
| 6.1 Create new inviting and safe public spaces for downtown.<br>*Implement ideas from the Downtown Master Plan. Use "crime prevention through environmental design (CPTED)" techniques when designing public spaces.* | DS, MDP, PD |
| 7.1 Develop and update neighborhood plans based on historic design patterns that unify neighborhoods and foster a sense of belonging and identifies opportunities for outdoor amenities and public gathering spaces.<br>*Use the Neighborhood Plan Template.* | DS, N, HPO |
| 7.2 Update and implement Historic Preservation Plan and coordinate with Downtown Master Plan.<br>*Work through the Historic Preservation Commission in cooperation with many other entities.* | DS, MDP, HPO |

| Resilient Community | Improve the economic health of the community through a multi-faceted approach of nurturing partnerships and addressing business development, the infrastructure needed to remain competitive with outstanding living conditions for all. |
|---|---|
| 1.1 Inventory community assets and promote them to attract businesses and top notch employees. | MEP, CA |
| 2.5 Work with U of M to commercialize research ideas and to promote start-up businesses for graduating students.<br>*Support U of M programs such as the John Ruffatto Business Start Up Challenge.* | MEP, UM, CA, PP |
| 2.6 Continue to explore public/private partnership options for next generation broadband deployment.<br>*Develop & Implement the Broadband Master Plan.* | BRD, DS, CA, MEP, PP |
| 3.2 Continue to have city agencies conduct outreach and workshops with the development community. | DS |
| 5.1 Encourage carbon neutral industries to locate and grow in Missoula (i.e. small manufacturing using recycled materials.) | CA, MEP |
| 6.2 Nurture businesses & entrepreneurs with strategies such as incubator space, and other shared facilities and resources. | MEP |
| 6.3 Support strategic redevelopment of blighted, vacant, underdeveloped and obsolete areas and buildings around the community and especially within the downtown.<br>*Utilize Urban Renewal Districts as a tool.* | MRA, DS, MDP |

| Compact Community | Support quality, compact, and connected urban development in areas with the necessary existing infrastructure and with consideration of the existing context. |
|---|---|
| 5.2 Incentivize mixed-use development so that residences are within walking distance to grocery stores and other basic necessities.<br>*Refer to the land use map, research best practices, and explore additional zoning tools.* | MRA, DS |
| 5.3 Incentivize development that is close to existing infrastructure and that can utilize non-motorized and public transportation facilities.<br>*Refer to the land use map, research best practices, and explore zoning tools to support transit oriented development.* | MRA, DS, MPO |
| 5.4 Adopt policies to incentivize protecting open space such as infill and cluster development.<br>*Refer to the land use map.* | DS, PRO |
| 6.4 Prioritize funding for infrastructure capital improvements that supports land use and transportation patterns consistent with a more compactly-developed community in areas targeted for future growth. | CA, DS, MRA, |
| 6.31: Reduce the number of septic systems in the Water Quality District over time by extending central sewer service to areas of compact development and encouraging new connections to the central sewer system/abandonment of on-site systems. | HD, PW, DS |
| 9.1 Develop design standards for higher density in-fill projects (residential or mixed use) to be compatible with the character of the surrounding neighborhood and identify examples of exemplary projects to illustrate design concepts that create a sense of place.<br>*Research best practices and coordinate with neighborhoods.* | DS, N |
| 10.1 Identify areas in the city where it would be appropriate to rezone land for compact, small lot single-dwellings or townhomes.<br>*Refer to the land use map.* | DS, N, CG, PP |
| 10.2 Develop an annexation policy that identifies growth areas in the urban fringe consistent with focus inward, and establishes recommended zoning and development standards.<br>*Refer to the land use map along with data and trends from the Urban Fringe Development Area information to help guide policy. Coordinate with County regarding development standards.* | CA, DS |

| Sustainable Community | Mitigate and adapt to climate change with sustainable practices and development. |
|---|---|
| 1.2 Monitor the status of climate change by tracking available strategic indicators including, but not limited to, the following: temperature, precipitation, snowfall, days below freezing, fire energy, and installation of photovoltaic infrastructure.<br>*Develop community-wide greenhouse gas emissions inventory to include sustainability indicators including many of the metrics described with this action.* | UM, EC, CSM |
| 1.3 Educate the public on best practices to promote community gardens, locally-produced foods, healthy food preparation, and ecologically-sound gardening practices that reduce water, synthetic fertilizer and pesticide use. | EC, CSM |
| 3.3 Conduct community outreach with schools, businesses, non-profits, and residents to increase awareness, explain benefits and promote voluntary efforts to address climate change, carbon neutral lifestyle, zero waste and other related sustainability objective topics.<br>*Utilize the Missoula Community Climate Smart Action Plan v1.0 to guide outreach.* | EC, CSM |
| 3.4 Educate residents regarding mitigation techniques for fire-prone areas. | FD, FS, N |
| 5.5 Promote and incentivize green building infrastructure, energy conservation, recycling, renewable energy (solar/geothermal), zero waste, *etc.* Also consider disincentives such as fees and pollution pricing.<br>*Explore state laws and local policies and pricing structures to identify feasible incentives.* | DS, MRA, PW, EC, CSM, PP |

| | |
|---|---|
| 8.1 Institute programs and projects to address sustainability and climate change such as repair of aging water mains, recycling and reuse of materials to achieve zero waste, water metering, *etc.*<br>*Survey best practices in each identified sector.* | EC, HD, CSM, PP |
| 11.1 Lobby the state to expand net metering opportunities to encourage local renewable energy production. | CA, EC, CSM |

## Affordable Community

**Address housing costs to make housing affordable and accessible for all.**

| | |
|---|---|
| 3.5 Host roundtable discussions with housing developers to determine the barriers to developing housing in the downtown area. | DS, MDP, CG, PP |
| 4.1 Support financing tools to promote affordable housing such as financing bonds, tax increment financing, loans, and housing trust, *etc.*<br>*Continue with the Mayor's Housing Initiative. Establish a clearing house of particular financing tools along with associated benefits and drawbacks for particular development types.* | CA, MRA, GCP, MHA, CG |
| 5.6 Continue rental assistance programs that move people quickly from homelessness into housing with support services that also include job training and employment assistance. | GCP, CG, MHA |
| 6.5 Develop additional safe, affordable and permanent housing for low-income, homeless families and seniors such as small multi-dwelling housing with services/subsidy, transitional housing, housing cooperative, micro-apartments, graduated senior housing communities, *etc.*<br>*Continue to use grant programs to help support this type of development.* | MHA, GCP, CG |
| 7.3 Conduct a housing needs assessment to identify the demand for affordable housing, inventory developable land, market for downtown housing, and areas that can accommodate higher density multi-dwelling development, *etc.*<br>*Identify funding sources and partners for developing the housing needs assessment.* | MHA, GCP, MDP, CG |
| 9.2 Consider zoning tools to address affordable housing or the high cost of housing such as reduce minimum lot size, density bonuses for affordable units, mobile homes, mixed use developments, cottage homes, *etc.*<br>*Utilize information from the housing needs assessment, roundtable discussions, housing initiative, and research of best practices to prioritize zoning tool development.* | CA, DS |
| 10.3 Identify appropriate areas in the community to develop high density housing.<br>*Refer to the land use map.* | DS, CG, PP |

## Accessible Community

**Develop a connected, safe, and accessible multi-modal transportation system that provides options for all and enhances the natural and built environment.**

| | |
|---|---|
| 1.4 Prioritize bicycle and pedestrian transportation system safety features with a goal of zero fatalities and severe injuries.<br>*Implement the Community Transportation Safety Plan* | MPO, DS, BPD |
| 1.5 Identify best practices and implement policies that reduce automobile dependence.<br>*Refer to the Long Range Transportation Plan and Active Transportation Plan.* | MPO, DS, CG, BPD, MIM |
| 3.6 Educate people about traffic laws and enforce laws to improve safety for bicyclists, pedestrians, and vehicle traffic. | PD, BPD, MIM |
| 5.7 Incentivize new development and redevelopment that implements safe pedestrian design. | DS, MRA |
| 6.6 Focus limited transportation funding on creating complete streets, connected trails, and neighborhood greenways.<br>*Refer to the Long Range Transportation Plan and Active Transportation Plan.* | MPO, DS, PRO |

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| 8.2 Work with Mountain Line Transit to increase transit and para-transit options through more routes and expanded hours especially near affordable housing areas and health care facilities. | MPO |
| 9.3 Consider revisions to public works standards and policies to address speed limits, travel lane width, truck routes, a roundabouts-first policy, and other improvements that promote safety, active transportation and implementation of the transportation plans.<br>*Coordinate with more specific information and direction provided through Long Range Transportation Planning process. Conduct additional research as needed.* | DS, MPO |

## Natural Community

**Protect, preserve and maintain the unique characteristics of Missoula's setting, especially the River corridors, the open space, and access to local foods.**

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| 2.7 Work with partners to promote and expand the supplemental food programs that support local foods. | HD, CG |
| 3.7 Conduct outreach on, and reduce impacts of, pesticides, fertilizers and other nutrients and toxins on water quality and to enhance understanding about the benefits of wetlands and floodplains. | HD |
| 5.8 Incentivize the inclusion of garden space in new multi-dwelling development.<br>*Amend the open space requirements for multi-dwelling development.* | DS |
| 6.7 Acquire, restore and protect river and stream corridors and floodplains as open space whenever possible including corridors outside urban service areas. | PRO, HD, CG |
| 7.4 Develop a river corridor plan to address land use, river access, open space, transportation, water quality, views and vistas and wildlife habitat. | PRO, DS |
| 7.5 Integrate opportunities to connect parks, schools and open space through trails and green space in various city plans. | PRO |
| 10.4 Identify and protect appropriate locations for agricultural uses and value-added production. | CG |

## Implementation Action Table

This table is a complete list of actions organized into eleven tables by method of implementation (infrastructure, regulatory, etc.) with element reference and prioritized as follows:

Near Term (N) - High priority projects that can be initiated within the next few years.

Mid Term (M) - Projects that should be initiated prior to the next plan review (five years).

Long Term (L) - Projects or programs that will be evaluated and assigned a timeframe as resources become available and may potentially fall into the next review period.

Ongoing (O) – Projects or programs that are established and continuing.

| 1.0 Best Practice/Guidelines/Benchmarks | Focus Areas | Timing |
|---|---|---|
| 1.1 Inventory community assets and promote them to attract businesses and top notch employees. | Economic Health | N |
| 1.2 Monitor the status of climate change by tracking available strategic indicators including, but not limited to, the following: temperature, precipitation, snowfall, days below freezing, fire, energy, and installation of photovoltaic infrastructure. | Env. Quality | N |
| 1.3 Educate the public on best practices to promote community gardens, locally produced foods, healthy food preparation, and ecologically sound gardening practices that reduce water, synthetic fertilizer and pesticide use. | Env. Quality<br><br>Safety & Wellness | N |
| 1.4 Prioritize bicycle and pedestrian transportation system safety features with a goal of zero fatalities and severe injuries. | Community Design | N |
| 1.5 Identify best practices and implement policies that reduce automobile dependence. | Env. Quality | O |
| 1.6 Utilize Missoula's Community Health Assessment to determine benchmarks, identify service needs, document resources, and create educational materials about available services. | Safety & Wellness<br><br>Livability | N or O |
| 1.7 Document the benefits of in-fill considering the cost of population growth and impacts on infrastructure and use this information as an educational tool. | Housing<br><br>Community Design | N |
| 1.8 Establish a mode-split goal with an emphasis on expanding active transportation and shifts away from single occupancy motor vehicle trips. | Community Design<br><br>Safety & Wellness | N |
| 1.9 Continue to monitor climate change indicators over time, add new indicators as is necessary and convenient, report on the trends associated with these indicators, and re-evaluate policy as needed. | Env. Quality<br><br>Via. Planning Bd. | M |
| 1.10 Identify best practices and adopt policies to address wildlife issues such as urban deer, feral cats, wildlife friendly fencing , etc. | Env. Quality | M |

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| 1.11 Identify major system components that comprise the City's waste stream and identify best practices to reduce each component to achieve zero waste. | Env. Quality<br><br>Safety & Wellness<br><br>Livability | M |
| 1.12 Identify best practices for buildings that reduce impervious surfaces including possible changes to land development regulations. | Env. Quality<br><br>Community Design | M |
| 1.13 Conduct economic analyses and develop economic programs and strategies that can be measured with statistics and benchmarks. | Economic Health | M |
| 1.14 Identify and promote new transportation technologies. | Community Design<br><br>Economic Health | M |
| 1.15 Compile best practices to encourage volunteerism in the community. | Livability | M |
| 1.16 Identify best practices for implementing crime prevention through environmental design. | Safety & Wellness | L |
| 1.17 Develop goals for reducing VMT. | Community Design | L |
| 1.18 Support innovative applications such as smart grid, smart water, automation, remote monitoring with sensors and big data analysis that can conserve resources. | Community Design | L |
| 1.19 Identify techniques and best practices for addressing noise concerns in areas close to the interstate and rail line. | Safety & Wellness | L |
| 1.20 Create a clearinghouse of best practice home improvements and new construction models that include affordable and visitable features to promote "aging in place" and varied housing options for people with disabilities and elders of all income levels. | Housing<br><br>Safety & Wellness<br><br>Livability | L |
| 1.21 De-emphasize motor vehicle "level of service" standards for transportation planning and development review. | Env. Quality | M |
| 1.22 Encourage the use of native vegetation in landscaping. | Safety & Wellness<br><br>Env Quality | L |

| **2.0 Coordination - Partnerships** | **Focus Areas** | **Priority** |
|---|---|---|
| 2.1 Continue to maintain a fair, thorough and open community process for the residents to express ideas to the City. | Community Design<br><br>Livability | O |
| 2.2 Partner with public health department and businesses to make alternative transportation a wellness issue. | Safety & Wellness | N or O |

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| 2.3 Work with partners to provide adequate training for staff and volunteers to address issues such as emergency response, sexual assault, public safety, suicide prevention, mental health care, and crisis response. | Safety & Wellness | N or O |
| 2.4 Work with educational agencies and youth partners to encourage zero-tolerance bullying policies and acceptance of diversity. | Safety & Wellness<br><br>Livability | N |
| 2.5 Work with U of M to commercialize research ideas and to promote start-up businesses for graduating students. | Economic Health | N |
| 2.6 Continue to explore public/private partnership options for next generation broadband deployment. | Economic Health | N |
| 2.7 Work with partners to promote and expand the supplemental food programs that support local foods. | Env. Quality<br><br>Safety & Wellness | N |
| 2.8 Support the University of Montana and City "Quality of Life Initiative." | Housing | O |
| 2.9 Support early childhood development efforts through work with the schools, social service agencies, park and recreation programs and day care centers to provide quality services. | Livability<br><br>Safety & Wellness | N |
| 2.10 Seek government and private sector partners to bring more air carriers into Missoula and promote more flights to regional hubs. | Economic Health | N |
| 2.11 City and County staff should meet at least quarterly to coordinate on annexation issues. | Community Design | N |
| 2.12 Coordinate with law enforcement to address perception of crime and aggressive behavior in downtown and on trails. | Safety & Wellness | N |
| 2.13 Identify social services gaps such as in-home medical services, mental health services, senior services and needs of special populations. | Safety & Wellness | N |
| 2.14 Coordinate with Cultural Council and Historic Preservation Commission to promote arts and culture and the adaptive reuse of historic buildings, apply for grants and assist with obtaining tax-credits. | Livability | N |
| 2.15 Coordinate with the University on topics of joint interest such as campus planning as it relates to downtown, scheduling university events with community events, etc. | Economic Health<br><br>Community Design<br><br>Livability | N |
| 2.16 Work with housing agencies and non-profits to assist displaced households when mobile home parks or old motels are redeveloped. | Housing | N |
| 2.17 Coordinate with the County on fairground planning. | Community Design | N |
| 2.18 Work with agencies and non-profits to meet the medical needs at the jail and at homeless shelters. | Safety/Wellness | M |

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| 2.19 Coordinate services by agencies that provide mental health care crisis response. | Safety/Well-ness | M |
| 2.20 Encourage work-places to adopt family friendly policies. | Livability | M |
| 2.21 Explore coordinating agency status with Federal agencies to better allow local input into natural resource management decisions. | Env. Quality | M |
| 2.22 Build public-government-private partnerships on a coordinated strategy to address homelessness and poverty and to create housing for the homeless population. | Housing<br><br>Safety & Well-ness | M |
| 2.23 Work with partners to promote and expand senior service programs such as in-home care, meal services, and respite care and to explore new programs. | Safety & Well-ness | M |
| 2.24 Develop a process for neighbors and developers to work together on multi-dwelling infill projects. | Housing | M |
| 2.25 Work with University of Montana and private developers to address stu-dent housing needs. | Housing | M |
| 2.26 Coordinate economic development efforts among agencies to determine roles and priorities to optimize resources and effectiveness. | Economic Health | M |
| 2.27 Develop relationships between business and educational institutions and promote degree programs in appropriate vocations. | Economic Health | M |
| 2.28 Work with Montana Rail Link to minimize noise impacts of train traffic on neighborhoods. | Safety & Well-ness | L |
| 2.29 Work with partners to develop opportunities for joint youth and senior projects to foster cross-generational communication. | Livability | L |
| 2.30 Partner with educational institutions to provide continuing education op-portunities for all ages. | Livability | L |
| 2.31 Create new venues for social service delivery by partnering with social service agencies and other organizations such as faith-based organizations. | Livability | L |
| 2.32 Facilitate the acquisition of land and the use of publicly-owned land for affordable housing. | Housing | L |

| **3.0 Education - Outreach** | **Focus Areas** | **Priority** |
|---|---|---|
| 3.1 Conduct workshops and seminars on place making and creating a sense of place through new developments. | Community Design | N |
| 3.2 Continue to have city agencies conduct outreach and workshops with the development community. | Economic Health | N or O |
| 3.3 Conduct community outreach with schools, businesses, non-profits, and residents to increase awareness, explain benefits and promote voluntary ef-forts to address climate change, carbon neutral lifestyle, zero waste and other related sustainability objective topics. | Env. Quality<br><br>Livability<br><br>Safety & Well-ness | N |
| 3.4 Educate residents regarding mitigation techniques for fire-prone areas. | Safety & Well-ness | N or O |

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| 3.5 Host round table discussions with housing developers to determine the barriers to developing housing in the downtown area. | Community Design | N |
| 3.6 Educate people about traffic laws and enforce laws to improve safety for bicyclists, pedestrians, and vehicle traffic. | Safety & Wellness<br><br>Community Design | N or O |
| 3.7 Conduct outreach regarding water quality that addresses the impacts of pesticides, fertilizers and other nutrients and toxins on water quality and enhances the understanding about the benefits of wetlands and floodplains. | Env. Quality | N |
| 3.8 Continue to provide education and outreach on the benefits of public transit, active transportation options, promote car share opportunities, ways to reach health care facilities, and expand the employer outreach campaign. | Housing<br><br>Safety & Wellness<br><br>Economic Health<br><br>Community Design | O |
| 3.9 Relate Missoula City/County Health Department air quality information to automobile travel. | Safety & Wellness | O |
| 3.10 Educate residents and businesses on proper disposal of e-waste & home hazardous waste. | Env. Quality | N |
| 3.11 Work with partners to increase agricultural educational opportunities for youth. | Safety & Wellness<br><br>Env. Quality | N |
| 3.12 Work with partners to increase awareness of senior programs. | Safety & Wellness | N |
| 3.13 Conduct outreach to build support for arts and culture and to obtain input on community needs and priorities. | Livability | N |
| 3.14 Increase awareness of the voluntary residential inspection program, renter's rights and the complaint-driven inspection process. | Housing<br><br>Safety & Wellness | M |
| 3.15 Provide education and outreach on issues associated with housing affordability. | Housing | M |
| 3.16 Conduct a "branding" process to promote Missoula as a place to do business. | Economic Health | M |
| 3.17 Develop an educational campaign to reduce recreational impacts on natural areas and open space. | Env. Quality | M |
| 3.18 Conduct a marketing campaign to promote Missoula's arts and culture attractions and amenities to attract tourism. | Economic Health | M |
| 3.19 Provide renter and homebuyer education including information on financial resources and technical resources for home improvements. | Housing<br><br>Livability | M |

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| 3.20 Work with partners to conduct outreach and build support for programs to address health and wellness issues such as active lifestyles, nutrition, prevention, healthy habits, substance abuse, childhood obesity, sexual assault (including bystander intervention), adverse childhood experience and to reduce the stigma associated with using social services. | Safety & Wellness | M |
| 3.21 Work with job service, career services and economic development agencies to better advertise job openings. | Economic Health | L |
| 3.22 Develop networking opportunities for businesses to share knowledge and promote collaboration. | Economic Health | L |
| 3.23 Engage students with programs such as discounts and "small business Saturday" promotions. | Economic Health | L |

| **4.0 Funding - Finance** | **Focus Areas** | **Priority** |
|---|---|---|
| 4.1 Support financing tools to promote affordable housing such as financing bonds, tax increment financing, loans, and housing trust, etc. | Housing | N |
| 4.2 Pursue new open space bond to continue the open space program. | Env. Quality | N or M |
| 4.3 Use tax increment financing to upgrade infrastructure in redevelopment areas. | Community Design | N or M |
| 4.4 Support social services, mental health services, non-profits, and health initiative agencies through fundraising, grants, exploring alternative funding sources, and developing long term sources of funds. | Livability<br><br>Safety & Wellness | M |
| 4.5 Update impact fees to cover the full impact of development. | Community Design<br><br>Livability | M |
| 4.6 Provide grants, revolving loans, tax credits and investment programs to encourage energy saving building features and use of alternative energies. | Env. Quality<br><br>Community Design | M |
| 4.7 Encourage generating a funding stream to support recycling efforts. | Safety & Wellness<br><br>Env. Quality | M |
| 4.8 Support funding as necessary for urban services such as police/fire to allow critical response for emergencies. | Safety & Wellness | M |
| 4.9 Encourage affordable recreational programs and support scholarship funds to broaden access to programs. | Safety & Wellness<br><br>Livability | M |
| 4.10 Invest in transportation improvements that promote safety, reduce crashes, and reduce bicycle/car/pedestrian conflicts. | Safety & Wellness | M |
| 4.11 Evaluate mutual aid agreements for police and fire services and consider mechanisms for the city to be reimbursed for the cost of providing services in unincorporated areas. | Safety & Wellness | M |
| 4.12 Use Special improvements Districts to extend sewer to areas that are currently on septic systems. | Community Design | L |

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| 4.13 Investigate revenue bonds, tax increment financing, and other funds for developing another downtown parking garage. | Community Design | L |

| 5.0 Incentives – Subsidies | Focus Areas | Priority |
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| 5.1 Encourage carbon neutral industries to locate and grow in Missoula. (i.e. small manufacturing using recycled materials.) | Env. Quality<br><br>Economic Health<br><br>Community Design | N |
| 5.2 Incentivize mixed-use development so that residences are within walking distance to grocery stores and other basic necessities. | Community Design | N |
| 5.3 Incentivize development that is close to existing infrastructure and that can utilize non-motorized and public transportation facilities. | Community Design | N |
| 5.4 Adopt policies to incentivize protecting open space such as infill and cluster development. | Env. Quality | N |
| 5.5 Promote and incentivize green building infrastructure, energy conservation, recycling, renewable energy (solar/geothermal), zero-waste, etc. Also consider disincentives such as fees and pollution pricing. | Env. Quality<br><br>Community Design<br><br>Economic Health | N |
| 5.6 Continue rental assistance programs that move people quickly from homelessness into housing with support services that also include job training and employment assistance. | Housing | N |
| 5.7 Incentivize new development and redevelopment that implements safe pedestrian design. | Community Design | N |
| 5.8 Incentivize the inclusion of garden space in new multi-dwelling development. | Community Design<br><br>Env. Quality<br><br>Safety & Wellness | N |
| 5.9 Support legislation that incentivizes local food production and develop incentives to support small local producers. | Env. Quality<br><br>Safety & Wellness | N |
| 5.10 Provide incentives to builders to use materials that reduce exposure to toxic chemicals in building materials. | Safety & Wellness | N |

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| 5.11 Provide incentives to encourage redevelopment of downtown properties consistent with the downtown plan. | Community Design<br><br>Economic Health<br><br>Housing | N |
| 5.12 Provide examples and incentivize alternatives to asphalt and concrete in land development regulations and storm water management master plans. | Env. Quality | M |
| 5.13 Provide financial incentives to offset the cost of developing brownfields and redevelopment of older or underutilized commercial properties. | Community Design<br><br>Livability | M |
| 5.14 Work with the agriculture community to develop and incentivize water and energy saving irrigation. | Env. Quality | M |
| 5.15 Consider reduced permitting fees in exchange for deed restricted affordable housing units. | Housing | M |
| 5.16 Expand first time homebuyer programs such as down payment assistance, etc. | Housing | M |
| 5.17 Incentivize the phasing-out of individual wells that have water quality problems. | Safety & Wellness | M |
| 5.18 Provide incentives to promote net zero energy districts. | Community Design | M or L |
| 5.19 Encourage the preservation of historic buildings, cultural sites, and archeological resources. | Livability | O |
| 5.20 Promote arts and culture as a local business | Economic Health<br><br>Livability | N or O |
| 5.21 Support home businesses, telework and mixed-use development. | Housing | O |
| 5.22 Offer incentives and assistance in developing below market rate and affordable housing in the downtown consistent with the downtown plan. Work with the Missoula Redevelopment Agency in urban renewal districts whenever possible. | Housing | N |

| **6.0 Infrastructure – Buildings – Land Acquisition** | **Focus Areas** | **Priority** |
|---|---|---|
| 6.1 Create new inviting and safe public spaces downtown. | Livability<br><br>Community Design | N |
| 6.2 Nurture businesses & entrepreneurs with strategies such as incubator space and other shared facilities and resources. | Economic Health | N |

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| 6.3 Support strategic redevelopment of blighted, vacant, underdeveloped and obsolete areas and buildings around the community and especially within the downtown. | Economic Health<br><br>Community Design<br><br>Livability<br><br>Housing | N |
| 6.4 Prioritize funding for infrastructure capital improvements that support land use and transportation patterns consistent with a more-compactly developed community in areas targeted for future growth in keeping with policies for the urban fringe. | Community Design | N |
| 6.5 Develop additional safe, affordable and permanent housing for low-income, homeless families and seniors such as small multi-dwelling housing with services/subsidy, transitional housing, housing cooperative, micro-apartments, graduated senior housing communities, etc. | Housing | N |
| 6.6 Focus limited transportation funding on creating complete streets, connected sidewalks and trails, and neighborhood greenways. | Env. Quality<br><br>Economic Health<br><br>Community Design<br><br>Safety and Wellness | N |
| 6.7 Acquire, restore and protect river and stream corridors and floodplains as open space whenever possible including corridors outside urban service areas. | Env. Quality | N |
| 6.8 Update the Master Sidewalk Plan to prioritize sidewalk investments that improve walkability and safety. | Community Design | O |
| 6.9 Implement Missoula's Wayfinding Plan. | Economic Health | N or O |
| 6.10 Design parks and open space as green infrastructure to manage storm water and protect water quality. | Livability<br><br>Env. Quality | N |
| 6.11 Coordinate with schools and community partners to invest in sidewalks in order to expand and promote safe routes to schools. | Safety and Wellness | N |
| 6.12 Provide adequate and reliable high-speed internet access to schools, government and health care institutions. | Livability<br><br>Economic Health | N |
| 6.13 Develop downtown housing that can support downtown businesses. | Economic Health<br><br>Housing<br><br>Livability | N |

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| 6.14 Design parks and public facilities to include design features to accommodate people with disabilities and the senior population. | Safety & Wellness<br><br>Livability | N |
| 6.15 Identify funding for technology-based infrastructure including next generation broadband which can be used to attract new businesses. | Economic Health | N |
| 6.16 Improve signage at trails, open space, and recreation areas. | Community Design | N |
| 6.17 Prioritize safety of the most vulnerable users in the design of the overall transportation network with consideration of such things as improved pedestrian and bicycle crossings in high traffic areas and safe routes to schools and parks. | Community Design | N |
| 6.18 Prioritize development within the urban service area before considering expansion of the urban service area. | Community Design | N |
| 6.19 Support "place-making" projects and improvements designed to solidify downtown's activity niche in the community. | Economic Health<br><br>Livability | M |
| 6.20 Invest in parks that improve safety, accessibility and healthy lifestyles through features such as unstructured play areas for children, ADA compliant designs, etc. | Safety & Wellness<br><br>Livability | M |
| 6.21 Identify infrastructure that is vulnerable to flooding and could negatively impact water quality and collaboratively mitigate threats. | Env. Quality | M |
| 6.22 Work with the Parking Commission to address parking needs in downtown. | Economic Health<br><br>Livability | M |
| 6.23 Create fiber-ready business/office parks and promote them to high tech industry. | Economic Health<br><br>Community Design | M |
| 6.24 Support upgrades in the water distribution and treatment facilities to assure sufficient water and wastewater capacity with state-of-art treatment to serve existing and future needs. | Safety & Wellness<br><br>Community Design<br><br>Economic Health | M |
| 6.25 Explore redevelopment and building rehabilitation programs to provide affordable and accessible space for start-up businesses. | Economic Health | M |
| 6.26 Develop a clear direction and process to maintain the quality, development and history of the downtown historic district. | Livability | M |
| 6.27 Support the development of an art/sculpture park. | Livability | L |

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| 6.28 Explore the feasibility of using sustainable building materials in infrastructure projects such as clay utility pipes and recycled rubber. | Community Design | L |
| 6.29 Evaluate potential locations for the conversion of 4-lane city streets to 3-lane configurations. | Env. Quality | M |
| 6.30 Use the Residential Development Allocation Map as a tool to inform infrastructure plans and investment within the Urban Service Area. | Steering Committee | O |
| 6.31 Reduce the number of septic systems in the Water Quality District over time by extending central sewer service to areas of compact development and encouraging new connections to the central sewer system/abandonment of on-site systems. | Env. Quality | N |

| **7.0. Planning Studies** | **Focus Areas** | **Priority** |
|---|---|---|
| 7.1 Develop neighborhood plans based on historic design patterns that unify neighborhood and foster a sense of belonging and identifies opportunities for outdoor amenities and public gathering spaces. | Community Design | N |
| 7.2 Update and implement historic preservation plan and coordinate with downtown plan. | Livability | N |
| 7.3 Conduct a housing needs assessment to identify the demand for affordable housing, inventory developable land, market for downtown housing, and areas that can accommodate higher density multi-dwelling development, etc. | Housing<br><br>Community Design | N |
| 7.4 Develop a river corridor plan to address land use, river access, open space, transportation, water quality, views and vistas and wildlife habitat. | Env. Quality<br><br>Safety & Wellness | N |
| 7.5 Integrate opportunities to connect parks, schools and open space through trails and green space in various city plans. | Livability<br><br>Env. Quality<br><br>Community Design | N |
| 7.6 Develop a long-term management plan for the urban forest including potential funding sources, replacement schedule and budget. | Env. Quality<br><br>Safety & Wellness | N or O |
| 7.7 Establish a process to update neighborhood plans and to support planning efforts by neighborhood councils. | Community Design | N |
| 7.8 Regularly update and implement transportation plans including the Missoula Active Transportation Plan, the Missoula Community Transportation Safety Plan and the Long Range Transportation Plan to promote such things as improved safety and the development of active transportation infrastructure. | Env. Quality<br><br>Safety & Wellness | N |
| 7.9 Develop a plan to ensure safe transport of hazardous materials including monitoring, spill prevention, and emergency preparedness for spills and disasters such as crashes/derailments. | Safety & Wellness | N |
| 7.10 Support implementation of the 10-year plan to end homelessness. | Housing<br><br>Safety & Wellness | N |

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| 7.11 Revise and review as necessary "cultural corridor" in downtown master plan. | Livability | N |
| 7.12 Prepare an urban agriculture plan that would designate key agricultural lands and inventory unutilized/underutilized public land that could support agriculture production and include strategies to preserve. | Env. Quality<br><br>Community Design | N |
| 7.13 Coordinate and update open space and park plans to include sustainability goals. | Env. Quality<br><br>Community Design | N |
| 7.14 Update the Park Master Plan to consider public health issues, provide convenient park space for all neighborhoods, improve access to existing parks, provide connectivity between parks and trails, expand greenway system, address maintenance and replacement schedules, and identify public gathering spaces and outdoor amenities. | Community Design<br><br>Livability<br><br>Safety & Wellness | N |
| 7.15 Develop a Trails Master Plan. | Env Quality | N or M |
| 7.16 Develop a map that identifies a localized wildland urban interface area. | Safety & Wellness<br><br>Env. Quality | N or M |
| 7.17 Develop and implement cultural plan and integrate with economic development/tourism/downtown plans. | Livability | M |
| 7.18 Develop a comprehensive economic development strategic plan that assesses Missoula's community strengths and targets specific industry clusters for marketing. | Economic Health | M |
| 7.19 Explore the merits of, and strategies for, encouraging green space within redevelopment of commercial buildings where appropriate. | Community Design | M |
| 7.20 Conduct analysis to determine costs-benefit of regulations to the development and their effects on affordable housing. | Community Design<br><br>Housing | M |
| 7.21 Update the Missoula Community Health Assessment to include an evaluation of the built environment. | Safety & Wellness | M |
| 7.22 Develop a plan to consider quality venues for separate arts and performing activities & cultural center and community centers and determine feasibility of joint use facilities. | Livability<br><br>Safety & Wellness | M |
| 7.23 Develop a plan for providing mental health and related services to address suicide prevention, new mental health facilities, treatment of addictions, and alternatives for treatment to replace emergency room visits. | Safety & Wellness | M |
| 7.24 Assess Missoula's potential to become a regional center for bioscience industries. | Economic Health | M |
| 7.25 Study the feasibility of a light rail, tram or trolley system. | Economic Health<br><br>Community Design | L |

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| 7.26 Develop a policy guide to address closing the gap between income and the cost of housing. | Housing | L |
| 7.27 Consider a community wide "happiness initiative" supporting mental health, inspiration, ways to find joy, practice of gratitude, moves to action and engagement. | Safety & Wellness | L |

| **8.0 Programmatic** | **Focus Areas** | **Priority** |
|---|---|---|
| 8.1 Institute programs and projects to address sustainability and climate change such as repair of aging water mains, recycling (including alternatives for recycling glass) and reuse of materials to achieve zero waste, water metering, etc. | Livability<br><br>Env. Quality<br><br>Safety & Well-ness<br><br>Community Design | N |
| 8.2 Work with Mountain Line Transit to increase transit and para-transit options through more routes and expanded hours especially near affordable housing areas and health care facilities. | Safety & Well-ness<br><br>Housing<br><br>Economic Health<br><br>Community Design | N |
| 8.3 Continue to support free fares for transit while also evaluating the impacts to transportation costs for households. | Safety and Wellness<br><br>Community Design | O |
| 8.4 Enforce snow removal regulations for clearing right-of-ways and sidewalks. | Safety & Well-ness | O |
| 8.5 Continue to support the City of Missoula Non-Discrimination Ordinance. | Livability | O |
| 8.6 Develop a database of sites that can be marketed to attract new businesses. | Economic Health | N or O |
| 8.7 Explore alternative fuel sources for the bus fleet and city-owned vehicles. | Env. Quality | N |
| 8.8 Develop an office of energy sustainability and climate change as a city department capable of designing and carrying out mitigation and resiliency programs. | Env. Quality | N |
| 8.9 Support neighborhood watch programs, police-sponsored quality of life programs and neighborhood policing. | Safety & Well-ness | N or M |
| 8.10 Work with retailers to market local foods and adopt public procurement policies that give preference to locally produced foods. | Env. Quality<br><br>Safety & Well-ness | M |

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| 8.11 Coordinate programs for training and services by agencies that provide mental health care crisis response. | Safety/Well-ness | M |
| 8.12 Incorporate arts and culture programs into strategies for tourism and recreation and design art, culture, and recreation programs that are affordable. | Livability<br><br>Safety & Well-ness<br><br>Economic Health | M |
| 8.13 Prioritize brownfield clean-up along railroad and in low and moderate income areas. | Env. Quality<br><br>Housing | M |
| 8.14 Support delineation and protection of floodplains and wetlands to reduce peak flood flows, decrease risks to live/property and encourage groundwater infiltration to help sustain late summer flows. | Env. Quality | M |
| 8.15 Coordinate annexation and infrastructure extension policies in developing areas of the urban fringe. | Community Design | M |
| 8.16 Review neighborhood plans for opportunities to develop outdoor amenities and public gathering spaces. | Community Design | M |
| 8.17 Support the provision of expanded services and additional options for health care and social service programs such as in-home medical service and mental health services and focus on underserved populations. | Safety and Wellness | M |
| 8.18 Minimize the spread of noxious weeds while also discouraging the use of toxic chemicals to combat weeds. | Safety & Well-ness | M |
| 8.19 Establish an “Aging in Place Council” to address housing needs for the senior population. | Housing | M |
| 8.20 Address the recommendations from the “Impediments to Fair Housing” Report. | Housing | M |
| 8.21 Enact policies that provide local housing agencies and non-profits the ability to purchase subsidized property. | Housing | M |
| 8.22 Explore ways to reduce transportation costs for households by exploring bike share and car share programs. | Community Design | L |
| 8.23 Work with the University to develop workshops/curricula and business development strategies directed toward keeping university students in the community to grow more local businesses. | Economic Health | L |
| 8.24 Develop leadership programs/training for youth and young adults. | Livability | L |
| 8.25 Promote a community-wide program for carbon offsets and exchanges, and work with recognized registries. | Env. Quality | L |
| 8.26 Establish programs such as prohibition of plastic shopping bags, water refill station to reduce single-use water bottles, community composting, expansion of compost sites, and a system for large scale projects to invest in programs to off-set their waste impacts, in order to achieve “net-zero waste.” | Env. Quality | L |
| 8.27 Develop a program that assists homeowners with home safety assessments. | Housing | L |
| 8.28 Coordinate with Missoula County to expand transit routes or van/car pool programs to more areas of the community. | Economic Health | L |

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| 8.29 Work with irrigation and other companies to set up a system of water trusts and water banks for users to voluntarily reallocate water where it is most needed. | Env. Quality | L |
| 8.30 Develop a rental safety inspection program for all residential rental units. | Safety & Well-ness<br><br>Housing | L |

| **9.0 Regulatory, Permitting & Design Standards** | **Focus Areas** | **Priority** |
|---|---|---|
| 9.1 Develop design standards for higher density in-fill projects (residential or mixed-use) to be compatible with the character of the surrounding neighbor-hood and identify examples of exemplary projects to illustrate design concepts that create a sense of place. | Community Design<br><br>Livability | N |
| 9.2 Consider zoning tools to address affordable housing or the high cost of housing such as reduce minimum lot size, density bonuses for affordable units, mobile homes, neighborhood PUDs, mixed-use developments, cottage homes, etc. | Housing<br><br>Community Design | N |
| 9.3 Consider revisions to public works standards and policies to address speed limits, travel lane width, truck routes, a roundabouts first policy, and other im-provements that promote safety, active transportation and implementation of the transportation plans. | Env. Quality | N |
| 9.4 Continue to support design standards for “visitability”. | Housing<br><br>Safety & Wellness<br><br>Community Design<br><br>Livability | O |
| 9.5 Address light pollution through enforcement of the dark sky ordinance. | Safety & Wellness | O |
| 9.6 Zone unzoned land to encourage appropriate development. | Community Design | N |
| 9.7 Reduce parking requirements to promote transit-oriented design (housing and development). | Housing<br><br>Community Design | N |
| 9.8 Continue to require “complete street” standards for all new roadway im-provements wherever possible. | Community Design | N |
| 9.9 Adopt design standards and design review for commercial buildings. | Community Design | N |
| 9.10 Require new developments to include amenities that support healthy life-styles including parks, bikeways, sidewalks, community centers and lighting. | Safety & Wellness | N |

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| 9.11 Amend regulations to allow planned neighborhood communities with small lot development. | Housing<br><br>Community Design | N |
| 9.12 Establish development standards, such as a riparian protection zone that supports clean water, native vegetation, wildlife habitat and natural ecological properties. | Env. Quality<br><br>Community Design | N |
| 9.13 Update land use regulations to protect farmland through mitigation and support urban farming. | Env. Quality | N |
| 9.14 Enact regulations to ensure that park and recreational facilities are available to residents of new development in a timely manner. | Safety & Wellness | N |
| 9.15 Streamline approval process for green buildings and renewable energy systems. | Env. Quality<br><br>Community Design | N |
| 9.16 Review and revise zoning tools to implement the cottage industry overlay. | Steering Committee<br><br>Community Design | N |
| 9.17 Review and revise zoning tools to ensure the neighborhood mixed-use land use designation is implemented with consideration of transition to adjacent residential areas. | Steering Committee<br><br>Community Design | N |
| 9.18 Use overlay zones to promote how development looks and interacts with the street system, higher density housing on transit corridors, and urban design to de-emphasize parking and emphasize pedestrian scale development. | Community Design | N |
| 9.19 Construct roads that assure adequate access for fire and emergency equipment. | Community Design | N |
| 9.20 Require all future municipal building projects to be at least LEED Silver certified. | Community Design | N or M |
| 9.21 Revise codes to promote broadband deployment such as requiring new developments to be fiber ready and “dig once” policies. | Economic Health<br><br>Housing<br><br>Community Design | N or M |
| 9.22 Develop new parking standards that reduce parking ratios, incentivize reduced parking supply and demand, support compact development, and recognize future land use needs. | Community Design | N or M |
| 9.23 Work with Missoula County to consider compatible land development regulations within the Urban Service Area. | Community Design | N or M |

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| 9.24 Incorporate consideration of solar access into land development regulations. | Steering committee<br><br>Env. Quality | N or M |
| 9.25 Establish Wildland-Urban Interface (WUI) standards including limiting development in fire-prone areas in order to protect human life and property. | Env. Quality<br><br>Safety & Wellness | M |
| 9.26 Revise CBD zoning to allow for higher building heights. | Community Design | M |
| 9.27 Consider green development standards for site improvements and building materials. | Env. Quality<br><br>Community Design<br><br>Safety & Wellness | M |
| 9.28 Update zoning code to require space for recycling in new/redevelopment projects. | Community Design | M |
| 9.29 Amend subdivision regulations to encourage preservation of open space, agricultural heritage and the connection to local food access. | Community Design | M |
| 9.30 Amend development regulations to allow for innovative development designs, renewable energy options, and tools to promote live work housing. | Community Design<br><br>Housing | M |
| 9.31 Adopt form-based zoning in appropriate areas. | Community Design | M |
| 9.32 Develop design standards for big box stores that add value and character to the community. | Community Design | M |
| 9.33 Require periodic review of development processes & local business regulations, permitting and fee structures for relevance, efficiency, fairness, transparency and necessity and streamline when possible. | Economic Health<br><br>Community Design<br><br>Livability | M |
| 9.34 Adopt zoning regulations that regulate sand and gravel mining to protect natural resources and the health and safety of residents. | Env. Quality | M |
| 9.35 Adopt an agricultural land preservation ordinance that addresses urban farming and community gardens. | Community Design | M |
| 9.36 Develop strategies to protect Missoula's viewshed. | Safety & Wellness<br><br>Env. Quality | L |
| 9.37 Develop community design standards through an open community process to retain and enhance Missoula's unique character. | Community Design | L |
| 9.38 Explore a hierarchy of home-based businesses to be incorporated into the land development regulations. | Economic Health | L |

| 10.0 Spatial Relationships – Land Development Patterns | Goal(s) | Priority |
|---|---|---|
| 10.1 Identify areas in the city where it would be appropriate to rezone land for compact, small lot single-dwellings or townhomes. | Housing | N |
| 10.2 Develop an annexation policy that identifies growth areas in the urban fringe consistent with Focus Inward, and establishes recommended zoning and development standards. | Community Design<br><br>Housing | N |
| 10.3 Identify appropriate areas in the community to develop high density housing. | Housing | N |
| 10.4 Identify and protect appropriate locations for agricultural uses and value added production. | Economic Health | N |
| 10.5 Develop a wide range of parks and open spaces from pocket parks to large open spaces to meet different functions within the park system and to be adaptable to changing needs and times. | Livability | N or O |
| 10.6 Identify areas in the city where it would be appropriate to rezone land to allow for a diverse mix of housing types. | Housing | N |
| 10.7 Identify properties in the downtown for mixed-use, live/work, and mixed-income development. | Economic Health<br><br>Livability | N |
| 10.8 Encourage an urban level of development in those areas that can be adequately served by emergency services as determined by agencies/governing bodies. | Safety & Wellness | N |
| 10.9 Support mixed-use activities along major trail corridors. | Economic Health | N |
| 10.10 Create multi-seasonal facilities that allow for a wide range of indoor recreation, community programs and recreational equipment. | Safety & Wellness | N |
| 10.11 Identify appropriate areas to adopt neighborhood conservation standards so that development in these districts is compatible with the neighborhood. | Livability<br><br>Community Design | N |
| 10.12 Protect the railroad right-of-way between Missoula and the Bitterroot. | Economic Health | M |
| 10.13 Identify appropriate locations for industrial uses and actively recruit manufacturing businesses. | Economic Health | M |
| 10.14 Consider an urban growth boundary to help direct urban levels of development to within the urban core, and limit sprawl. | Community Design | M |
| 10.15 Identify commercial areas that could be repurposed. | Community Design | M |
| 10.16 Adopt development standards that encourage new development to locate where infrastructure can support it and discourages “greenfield” development. | Community Design | M |
| 10.17 Create a transition zone between CBD and residential neighborhoods. | Community Design<br><br>Livability | L |

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| 10.18 Amend regulations to direct high density residential use in commercially zoned areas only into areas near services for residents. | Community Design | L |
| 10.19 Locate higher-density housing near transit/biking/walking routes | Safety & Wellness<br><br>Livability | N |
| 10.20 Plan for, and support, additional community gardens and urban farming integrated throughout the community. | Safety & Wellness<br><br>Env. Quality<br><br>Livability<br><br>Community Design | M |
| 10.21 Encourage arts & cultural institutions to locate downtown | Livability | L |
| 10.22 Encourage reuse of the downtown railyard should the facilities be relocated. | Steering Committee<br><br>Assigned to CD | L |
| 10.23 Use the Residential Development Allocation Map when establishing parameters for neighborhood plans within the Urban Service Area. | Steering Committee | O |

| **11.0 State Funding & Legislative Actions** | **Goal(s)** | **Priority** |
|---|---|---|
| 11.1 Lobby the State to allow expanded net metering opportunities to encourage local renewable energy production. | Env. Quality<br><br>Community Design | N |
| 11.2 Build coalitions with other Montana cities to lobby for changes in renewable energy laws. | Community Design | N |
| 11.3 Support social services, mental health services, non-profits, and health initiative agencies through lobbying for state funds. | Livability<br><br>Safety and Wellness | N |
| 11.4 Encourage the State to establish matching funds and promotional programs in support of improved air carrier service. | Economic Health | M |
| 11.5 Work with State government on groundwater permitting to better protect the quality and quantity of Missoula's groundwater resource. | Env. Quality | M |
| 11.6 Work with the State and County to identify new revenue streams to help offset reliance on property taxes. | Steering Committee<br><br>Housing | M |
| 11.7 Work with State, local and Federal agencies to redevelop brownfield sites to allow for residential development, where appropriate. | Housing | M |
| 11.8 Lobby the legislature for increased university funding and resources to help reduce student debt. | Economic Health | L |

# LAND USE RECOMMENDATIONS

Land use classifications and policies are established to provide a guide for the appropriate development and re-development locations for residential, commercial, and industrial uses. The Land Use Recommendations are aimed at ensuring a secure, livable, and sustainable environment that will shape Missoula's future development within a twenty year horizon.

The City of Missoula has been using land use designation maps to plan for growth since the mid-1960s. Land use designations and mapping visually depict the community's desired direction as it meets new growth challenges and changing times. The descriptions of each land use type along with the recommended locations for those land uses help to set a broad understanding of future land use patterns that enables city services and agencies along with residents, property owners and neighborhoods to plan effectively for the future. The City's Growth Policy establishes the over-arching guide for decisions associated with changes to land development regulations (zoning and subdivision) and land development patterns (how development occurs on the ground), with this Chapter functioning as a map summary of intent.

Land use designations are general in nature and serve as a guide; they do not carry the same force of law as zoning. The guiding land use recommendations are intended to help set up future considerations for zoning but do not change zoning districts (locations or descriptions). Zoning is a private property development right that requires a separate public process for changes. The majority of the study area is zoned with either municipal zoning districts, county zoning districts, or citizen-initiated zoning (allowed within the County). Seven hundred, sixty-six acres within the study area are unzoned. In unzoned areas, the land use designations and mapping provide even greater guidance but should not be viewed as if the designations are zoning.

In this chapter, land use designations are described and illustrated to provide a complete understanding of potential future land development patterns throughout the community. The land use types are depicted on the Future Land Use Map. Land use mapping is a visual representation of the balanced value-based review of the goals, objectives and actions recommended as part of this plan. The map and the policies they represent are intended to be the general foundation for future land use decisions and implementation.

Land use designations are general and cover broad areas of the community. The Future Land Use Map does not always represent existing uses but does reflect uses that are desired and will implement land use recommendations in the plan. Public agencies or private individuals seeking information about land development objectives for the community should consult these maps and the descriptions of each land use type. Decisions and implementation based on these designations should include consideration of the entire Growth Policy (including policy statements) and site-specific conditions.

The land use patterns and policies discussed in this chapter apply to the Urban Service Area shown on the Future Land Use Map. This area covers 33,682 acres, of which 15,471 acres are located within the municipal boundaries of Missoula. Areas outside of the City limits, which change from time to time with annexations, are shown to inform private and public parties of the desired pattern for development as the City grows. Land use designations shown are advisory in nature and are not binding until lands are within municipal boundaries. In areas of County jurisdiction, the County Commission retains final authority for approval or denial of projects. The process of looking outside the City and to the future will facilitate City-County cooperation in land use planning and related issues and provides a greater level of predictability to landowners and interested parties.

The land use descriptions and associated mapping are the result of a great degree of public involvement. Community members set the course for future land use planning through a focus group exercise that framed land use potential in terms of a series of Envisioning Questions given the consideration of policy directions that each group had developed. Each Focus Group was asked the same series of questions. Each group focused on the questions that resonated with the focus perspectives. Identified general areas for the series of questions were combined to result in a composite concept map that helped to set the course for more refinement of land use designations and the Future Land Use Map. The composite map was reviewed by the Steering Committee over a series of meetings. Two alternatives were available for public feedback at an Open House held in April, 2015. Feedback from the open house along with greater refinement based on the considerations for mapping and the input of the Steering Committee bring the Future Land Use Map to this point. Appendix E provides the description of public process in greater detail.

ENVISIONING QUESTIONS:

Identify important community gateways.

Does the Downtown boundary adequately encompass the future concept of Downtown?

Generally indicate the area considered to be the Urban Core.

Identify activity nodes that would be best suited for neighborhood commercial or mixed-use developments.

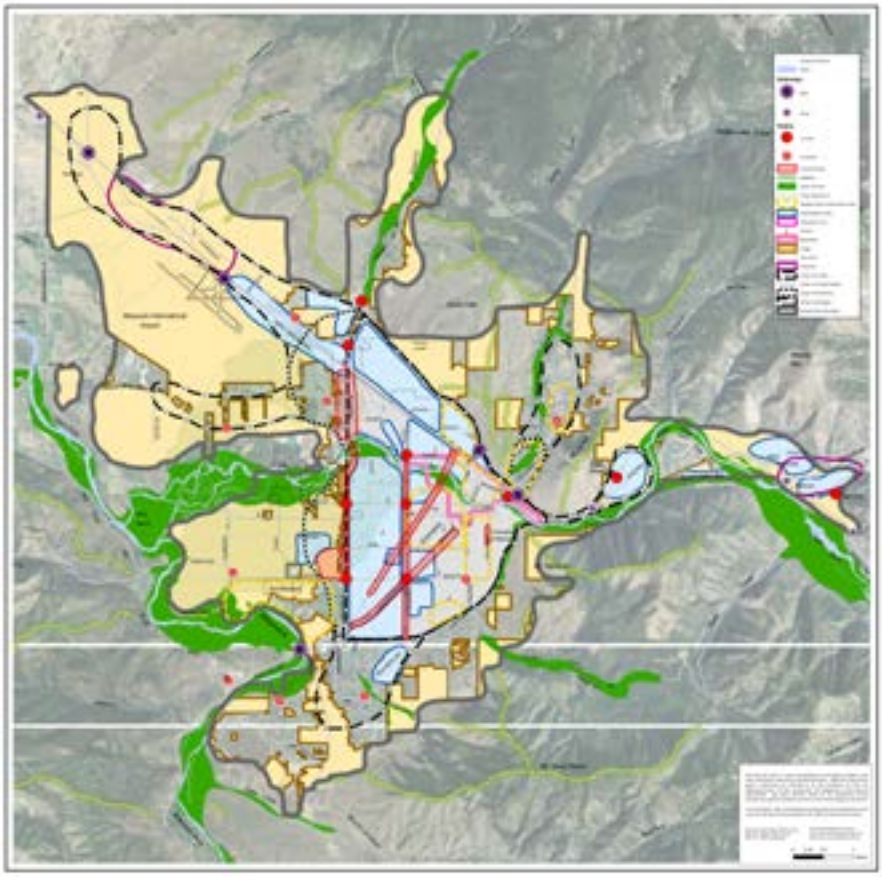
Identify neighborhood conservation areas.

Identify those areas in the urban fringe that have development potential or are transitioning from rural to more urban types of uses.

Identify areas that have potential for small farms to produce local foods.

Indicate areas having issues of blight/urban decay that should be a focus for public/private reinvestment and/or redevelopment.

Are there open space/scenic vistas that should be preserved?



Several factors were considered throughout the process of developing land use types and locating future land use patterns on the map. Those considerations weaved through the Focus Element process of establishing policy directives, considering land use concepts, and discussing land use directions with the Steering Committee. The Considerations included:

- Vision Statement
- Goals, Objectives and Actions
- Focus Group Composite Concept Map
- Population Projections
- Demographic Trends
- Existing Use on the Land
- Existing Neighborhood Plans
- Existing Zoning
- Constrained Lands
- Developable Lands
- Consolidated land use descriptions
- City services, standards and plans such as transportation, parks, open space, wastewater, and fire

Consistently, throughout the planning process, community members elevated major planning themes that are described in the Introduction of this document and elevated in the Assets and Challenges Chapter. Primary to the Growth Policy direction is the desire to focus future development inward rather than promote urban sprawl and costly extensions of city services. This is viewed as a way of making the best use of existing services, being efficient with the limited resources available, promoting a healthy environment while also accommodating population growth and encouraging development that creates quality places with diverse housing options. For areas that are further from the community core, continuing to support land use patterns that introduce supportive services and the ability to reinforce those areas with a strong sense of community is also important.

All concepts were considered together for geographic organization of future land use patterns have emerged that represent the coordinated consideration of community planning systems – ways to interact with transportation, ways to focus dynamic and diverse land use patterns around a central hub, and ways to reinforce the sense of community. The April, 2015 Open House displayed the three organizing concepts shown below.

Concept 1: Organize around the Core. This concept reinforces policy directions regarding increased intensity and comprehensive City identity that focuses around the city's downtown. Radiating from the downtown, is a level of slightly reduced intensity but also an area of variety and pedestrian-friendly community services. The next level of intensity is focused on the area between Brooks Street and the old Bitterroot Rail Line (which is seen as a major opportunity for redevelopment and adaptive reuse). The outer level of less intense development and slightly less diversity of uses extends to the vicinity of Reserve Street.

Concept 2: Organize around Places. This concept focuses on the many established neighborhoods and the unique characteristics that are part of Missoula's fabric. Throughout this process, citizens have expressed interest in support the existing neighborhoods with increased walkability, gathering spaces and support services that do not detract from the qualities of neighborhoods nor areas that are primarily residential in nature. The bubble concepts radiate around existing gathering spaces (schools, parks, etc.) and suggest the need for near areas to gather within neighborhoods.

Concept 3: Organize around Transportation. This concept reinforces the need to consider transportation systems when considering land use patterns for the future. The diagram shows locations of current and future primary transit routes along with main community trail systems. Land use recommendations should consider the potential synergy between enhanced transit and new potential for commuter trails as efficient and responsive ways to plan for the future.

## Descriptions of Land Use Designations

This Our Missoula City Growth Policy updates past land use designations and mapped areas with the descriptions that follow and the associated adopted Future Land Use Map. Areas within unzoned portions of the community, may find additional specific guidance for land use decisions through neighborhood plans that are attached to this growth policy. The intent of specific land use designations as well as typical, relatable zoning districts, are listed with each land use designation. Land Uses are grouped in five main categories: Mixed-Use, Employment-Based, Residential, Special Purpose, and Overlay. The land use types included in this chapter are generally located on the Future Land Use Map (Map B).

**Primarily Mixed-Uses, General:**

Mixed-Use developments provide a complementary mix of land use and development types to create focal points for community activity and identity and facilitate the use of transit. Mixed-Use areas serve as a transition from the Urban Center toward primarily residential neighborhoods and as transition between commercial or industrial areas and residential neighborhoods. Mixed-Use areas should be developed in an integrated, pedestrian-friendly manner and should not be overly dominated by any single land use. Higher intensity employment and residential uses are encouraged in the core of the area or adjacent to major streets and intersections. As needed, building height transitions should be provided to be compatible with adjacent development.

Mixing residential and commercial uses within the same building or within the same development serves the residential as well as commercial uses, enabling people to live near their places of employment and services and thereby greatly reducing vehicle miles traveled. Mixed-Use accommodates a horizontal and/or vertical mixture of retail, service, office, restaurant, entertainment, cultural, and residential uses. Three scales of Mixed-Use is planned – Urban Center, Community Mixed-Use and Neighborhood Mixed-Use.

Generally, small scale support services (referred to as auxiliary uses) are also encouraged within the residential land use designations. See the descriptions of residential land use designations for more information.

**Urban Center:**

This area is intended to address the concentration of downtown uses including commercial office, retail, arts and entertainment, eating and drinking establishments, and residential. As a primary identity for Missoula it is also the place where people can live, work and recreate within minutes of each activity. It is in keeping with the historic downtown district and is also supportive of 24/7 activity areas with many vibrant uses and services to accommodate residents, employees and visitors to our community. Urban streetscapes, plazas, outdoor seating, public art, and hardscaped open space and park amenities are anticipated, appropriately designed for an urban character. The land use extends beyond the historic core of Missoula to include new activity centers such as the Missoula College, east of

the City Core. High density residential development is also encouraged in this area.

**Community Mixed-Use:**
Activities within this land use category are the basic employment and services necessary for a vibrant community. Establishments located within this category draw from the community as a whole for the employee and customer base and are sized accordingly. They serve the larger community as well as adjacent neighborhoods. A broad range of functions including retail, education, financial institutions, professional and personal services, offices, residences, and general service activities typify this designation.

In the "Focus Inward" land use pattern, Community Mixed-Use areas are integrated with main transportation corridors, including transit and active transportation systems, to facilitate efficient travel opportunities. The density of development is expected to be higher than currently seen in most commercial areas in Missoula and should include multi-story buildings. Urban streetscapes, plazas, outdoor seating, public art, and hardscaped open space and park amenities are anticipated, appropriately designed for an urban character. Placed in proximity to major streets and intersections, an equal emphasis on vehicle, pedestrian, bicycle, and transit circulation shall be provided. Including residential units on sites within this category, typically on upper floors, will facilitate the provision of services and opportunities to persons without requiring the use of an automobile. High density residential development is also encouraged in this area.

**Neighborhood Mixed-Use:**
This area is intended to distinguish, create, maintain and enhance areas that already provide primarily local service within a neighborhood. These areas support and help give identity to individual or small groupings of neighborhoods by providing a visible and distinctive focal point. Commercial uses that may be a part of the neighborhood mixed-use include retail, offices, entertainment, professional services, eating and drinking, and shopfront retail that serve a market at a small neighborhood scale. Medium-high density residential development is also encouraged in this area.

Summary of Mixed-Use Land Uses with associated typical zoning:

| Primarily Mixed-Use Land Uses | Basic Description | Current Relatable Zoning |
|---|---|---|
| Urban Center | Concentration of high intensity commercial, retail, arts and entertainment, and high density residential | C1-4, C2-4, CBD,<br>Pedestrian Overlay |
| Community Mixed-Use | High intensity commercial serving general community needs and high density residential intermixed | C1-4, C2-4, M1R-2<br>Pedestrian Overlay |
| Neighborhood Mixed-Use | Mix of neighborhood-serving commercial uses and medium-high residential density | B1-1, B2-1, B2-2, M1R-2 |

## Primarily Employment-Based Uses, General:

Employment-based uses are areas within the community that provide the majority of the job base. An array of employment uses at a range of intensities to meet the demand of current and future market conditions are anticipated. The land use designations include regional commercial and services, light industrial and heavy industrial. Business is also occurring in many other land uses as a mix with residential.

### Regional Commercial and Services

Missoula is a retail, education, health services, public administration, and outdoor recreation hub and provides opportunities for these activities for a multi-county region. This area accommodates those uses with special or extensive land use needs and impacts. It encompasses uses with large land requirements, uses which involve outdoor storage of merchandise; uses which are automobile or heavy equipment related; uses which provide support service to business or industry; and uses which support highway travel. Often the scale of these services is larger than would be required for Missoula alone. Because of the draw from outside Missoula, it is necessary that these types of facilities be located in proximity to major transportation routes. Since these are large and prominent facilities within the community and region, it is appropriate that design guidelines be established to ensure compatibility with the remainder of the community. Opportunity for a mix of uses which encourages a robust and broad activity level is encouraged. Any development within this area should have a well-integrated transportation network which accommodates active transportation, and provides ready access within and to adjacent development.

Residential space should not be a primary use and should only be included as a use in combination with other compatible commercial uses if supportive residential services and spaces are within 1/4 mile of the proposed development. In order to reduce potential conflicts between vehicles servicing the regional commercial uses and residential traffic, a secondary transportation network should be planned. Supportive residential services include public park area, grocery, school, and transit. When residential development is proposed it should be located above the first floor of a mixed-use development.

### Light Industrial

This area typically requires large areas of land but, when clustered, services can be shared. Light Industrial uses are those that do not require an operational permit from the Missoula City-County Health Department (MCCHD) Air Pollution Control Program or a Water Quality District Permit. Uses typically include manufacturing, distribution, research and development, office,

technology centers, light assembly, storage, and support services to industry. Encourage "clean" and "green" industry as new development occurs.

These areas may successfully mix with other uses, such as regional commercial services, given implementation of appropriate design standards.

**Heavy Industrial**
This designation generally accommodates industries that process large volumes of raw materials into refined products and/or that have significant external impacts. The uses in these areas tend to generate increased truck and rail traffic and should have access to major transportation networks such as highways, railroad, and the airport. Heavy industrial areas include uses that may emit fumes or constant and loud noise; may include businesses that involve hazardous conditions; and may require operation permits from MCCHD. Typically these areas would not be compatible with residential uses. These areas are generally located to the western and eastern edges of the study area. Heavy Industrial uses should be adequately screened and buffered where they are visible at the entrances to Missoula.

**Cottage Industry** is encouraged in the various scales of industrial use but is also uniquely recognized as an area that overlays with certain residential areas and mixed-use areas. See the description under overlays for more information.

Summary of Employee-Based Land Uses with associated typical zoning:

| Employee-Based Land Uses | Basic Description | Current Relatable Zoning |
|---|---|---|
| Regional Commercial & Services | Commercial uses serving the needs of the broader region and often requiring larger land areas | C2-4, MIR-2, OP3,<br>Pedestrian Overlay |
| Light Industrial (LI) | Manufacturing, distribution, R&D, assembly, storage, etc. | M1-2 |
| Heavy Industrial | Similar to LI and usually requiring operational permits from the MCCHD (Air or Water) | M2-4 |

## Primarily Residential Uses, General:

Residential land uses are proposed to, for the most part, reflect the existing land use patterns and current zoning while also considering an organizing concept of higher density development occurring within the core of the community, focusing on areas where community infrastructure is in place to support the development and remain efficient with existing services. The residential land uses are generalized to support a range of development density where the outcome is overall balanced and in keeping with the character of the residential use category. In areas where land is unzoned, reference to neighborhood plans (if applicable) help to provide more specific land use direction. Residential land use is divided into three main groupings –Residential Rural, Residential Low Density and Urban Residential with three categories of urban residential.

### Residential Rural:

This designation recognizes residential uses composed mainly of a single dwelling unit on parcels over 2 acres as well as agricultural use. The area recognizes existing land use patterns and current zoning. This area is primarily intended to function as a reserve of land that is less suited for denser development patterns at this time due to distance from community services and high-valued resource lands. Parcel sizes may vary. Cluster or conservation development is encouraged.

### Residential Low Density:

This description recognizes existing development patterns and areas close to urban services but not strongly connected to transit systems and other city infrastructure (limited constraints to urban levels of development). This designation supports one to two dwelling units per acre with varying parcel size. Any new development within this land use designation is encouraged to be clustered in order to consolidate development in smaller areas and retain larger open areas between developments and serve other functions. Individual septic and well services are discouraged. A typical development pattern includes irregular spacing between building and road frontages.

### Urban Residential:

The following three categories of residential land use are urban in nature and are expressed in three gross acre density ranges: medium density at 3 to 11 dwelling units per acre, medium-high density at 12 to 23 dwelling unts per acre, and high density at 24 to 43 dwelling units per acre. A variety of housing types can be blended to achieve the desired density. Large areas of single type housing are discouraged. In limited instances the strong presence of constraints and natural features such as floodplain may cause an area to be designated for development at a lower density than normally expected within this category. All residential housing should be arranged with consideration of compatibility with adjacent development, natural constraints such as watercourses or steep slopes,

and in a fashion which advances the overall goals of the City of Missoula Growth Policy.

Auxiliary uses are supported and even encouraged within urban residential land use designated areas. Using gross acres, approximately 30% of the area is available for auxiliary uses such as streets, schools, neighborhood parks, fire stations, other public facilities, small scale neighborhood commercial services, and churches not specifically shown on the Land Use Map. Such auxiliary uses shall be allowed within residential designations if compatible with neighborhood plans, zoning ordinances, and if development is in keeping with the character of the neighborhood. Design guidelines should be developed to address, at a minimum, the appropriate scale, setbacks, parking, and efficient access in such a way that the primary residential area is not impacted by the use.

**Residential Medium:** This designation is for residential building types ranging in density from 3 dwelling units per acre to 11 dwelling units per acre. It is intended to fit with many already established residential neighborhoods and acknowledge the single dwelling residential building type as the primary use with the potential for accessory dwellings as well.

**Residential Medium-High:** This designation is for residential building types ranging in density from 12 dwelling units per acre to 23 dwelling units per acre. The use is identified for areas close to the core of the community and where city services and infrastructure are readily available but the pattern of existing development is less intense than primary multi-dwelling buildings. The area also functions as a transition between medium density and core uses such as mixed-use and regional commercial and service uses. Structures may be a range of small-lot single dwelling, attached dwellings, townhouses, and three to four -plex developments.

**Residential High:** This designation is for residential building types ranging in density from 24 dwelling units per acre to 43 dwelling units per acre. A higher density may be considered in some locations and circumstances. The use is identified for areas within the core of the community and where city services and infrastructure are readily available. Structures may be a range of dwelling types from small-lot single dwelling, large scale multi-story, multi-dwelling development. Multi-dwelling structures are expected to have a pedestrian relationship and parking screened from view.

Summary of Residential Land Uses with associated typical zoning:

| Residential Land Uses | Basic Description | Current Relatable Zoning |
|---|---|---|
| Residential Rural | Less than and including 1 du/2 acres | R215, R80, Cluster & Conservation option, OP2 |
| Residential Low Density | Between 1 du/acre and 2 du/acre | R40, R20 |
| Residential Medium Density | Between 3 du/acre and 11 du/acre | RT10, R8, R5.4, RT5.4 |
| Residential Medium – High Density | Between 12 du/acre and 23 du/acre | RT2.7, RM2.7, RMH, R3 |
| Residential High Density | Greater than 24 du/acres | RM1-35, RM1-45, RM1.5, RM0.5 |

## Primarily Special Purposes, General:

Special purpose land use address land use patterns where major private development activity is discouraged due to constraints on the land and that complement the community's development activity with spaces like large parks, conserved lands, public facilities and large schools lands.

### Parks and Open Lands:

Parks and Open Lands is designated for larger park areas that are in public ownership, larger common areas that are intended for use by a group of residents, or larger conservation lands that indicate a partnership between a public group and the private landowner. These areas are generally open in character and may or may not be developed for active recreational purposes. This category includes conservation easements which may not be open for public use. Small scale parks, common areas and conservation areas are considered a part of the fabric of general surrounding land uses and in that way are recognized but are not necessarily pin-pointed on the Future Land Use Map.

### Public Quasi Public:

This designation is for land with structures or uses, such as schools, airport, community buildings, cemeteries and utility facilities. Land currently owned by public agencies or held in reserve for future development or public facilities also receive this designation. Federal lands administered by the United States Forest Service (USFS), State owned lands administered by Fish, Wildlife and Parks (FWP), and conservation and recreation sites are also public lands but are designated Open and Resource or Parks and Open Lands.

### Open and Resource:

This land use designation is intended to protect important resource land and areas of natural hazard while also recognizing that those lands may be within private ownership. Open and Resource fulfills several objectives including limiting development in areas where natural resources are present generally including the river corridor, drainages, riparian and wetland areas, wildlife corridors, floodplain along the primary water ways, steep hillside, and areas far from community services. Residential development is clearly intended as the secondary use of the land. While Open and Resource is not a residential designation, one dwelling per 40 acres may meet the intent of the classification in some cases if other Plan goals and policies are met. Any development that does occur should be grouped or clustered in order to minimize impacts to resources. Gravel extraction operations are considered a resource-based use. By State law, gravel extraction is allowed in all zoning districts

except residential. Buffering from adjacent uses is essential if gravel extraction is explored within this designation.

Summary of Special Purpose Land Uses with associated typical zoning:

| Special Purpose Land Uses | Basic Description | Current Relatable Zoning |
|---|---|---|
| Parks and Open Lands | Publicly owned recreation lands and some private lands that have conservation easements | OP1 |
| Public & Quasi-Public | Land held by public & quasi-public agencies | OP3 |
| Open and Resource | Greater than 1 du/40 acres. Usually privately held open lands with large parcels and limited development ability due to resource constraints | OP2 |

## Overlays:

A supporting tool to the general land use areas is the use of overlays. Overlays identify areas where an emphasis on particular uses or relationships to use is desirable and yet crosses over several base land uses. The concept of an overlay for land use is a way to reinforce particular areas of the community, particular planning concepts, and to emphasize certain resources. Overlays are included for the City Core, Node Development, Cottage Industry, Urban Agriculture, Floodway, and Gateways.

### City Core Overlay:

This is the heart of the City of Missoula's downtown. It is the center of a strong pedestrian, transit and bicycle network and conveys a rich architectural history. The city core is the place where arts and culture meet open space, employment and retail. Urban characteristics include high density housing, vertical mixed-use buildings, pedestrian-oriented streetscapes, communal parking strategies, and revitalized and reused historic fabric. Care should be given to transitions to surrounding areas and established neighborhoods.

### Node Development Overlay:

Nodes are identified as areas for concentrated mixed-use pedestrian friendly development creating focal points for community gathering and transit. They are identified throughout the community, in a variety of scales, to reflect areas with the potential for limited mixture of uses at crossroads leading into or part of a neighborhood, and have the potential to bring together multi-modal transportation activities to serve as a hub for a particular area. These areas also have the potential for future transit oriented development and help to emphasize the significance of pedestrian-friendly streetscape development on a variety of scales of streets. Office, retail, and residential uses are envisioned to be integrated.

**Cottage Industry Overlay:**
This overlay designation is intended to provide a transition between traditional light industrial development and residential areas typically found along the railroad corridor or older established mixed-use neighborhoods. It allows for less intense light industrial dealing with artisan on-site production of goods through small-scale manufacturing. The services should be completely enclosed with very little outdoor operations or storage, should be small scale in terms of building area, should not generate a large amount of vehicular trips for employees, customers, or freight movement, and should have no negative external impacts on surrounding properties. Typical uses include small incubator businesses, graphics shops, woodworking shops, small appliance repair, ceramic studios, etc. To enhance compatibility with adjacent non-industrial areas development standards should be established to guide specific proposals. Such standards should address building height, setbacks, adequate off-street parking areas, landscaping, and safe and efficient access.

**Urban Agriculture Overlay:**
The urban agriculture overlay recognizes the importance of agriculture in Missoula both historically and for its potential to provide for the future food needs of the community. It supports the conservation of agricultural land through the use of conservation and clustering of development to ensure that this critical resource is available. ~~Development proposals are encouraged to consider this overlay if the parcel is greater than 3 acres~~. Small scale agricultural operations are encouraged along with limited associated retail on site. This overlay is not intended to disallow development premitted by the primary zoning.

**Floodway:**
This overlay is intended to reflect the FEMA-mapped floodway of the Clark Fork River to protect public health and safety. No development within the floodway should be allowed.

**Gateways:**
Main gateways associated with the planning area are identified through special symbols. These are places having special public value because they function as key entry points into Missoula. As such, these areas should be treated with special care while they also continue to function as their primary land use indicates.

Summary of Overlays with associated typical zoning:

| Overlays | Basic Description | Current Relatable Zoning |
|---|---|---|
| City Core | Concentration and intensification of uses and activities at the Heart of Missoula's downtown | CLB |
| Cottage Industry | Light artisan type industrial uses that fit well with residential and commercial uses | — |
| Node | Concentration of mixed activities that provide amenities, services and gathering spaces in a neighborhood | NC overlay tool if greater than 5 acres and recognizing unique characteristics |
| Urban agriculture | Recognition of agricultural resources with encouragement to cluster or transfer development uses | — |
| Floodway | No development given public health and safety constraints | — |
| Gateway | Key entry points into Missoula | — |

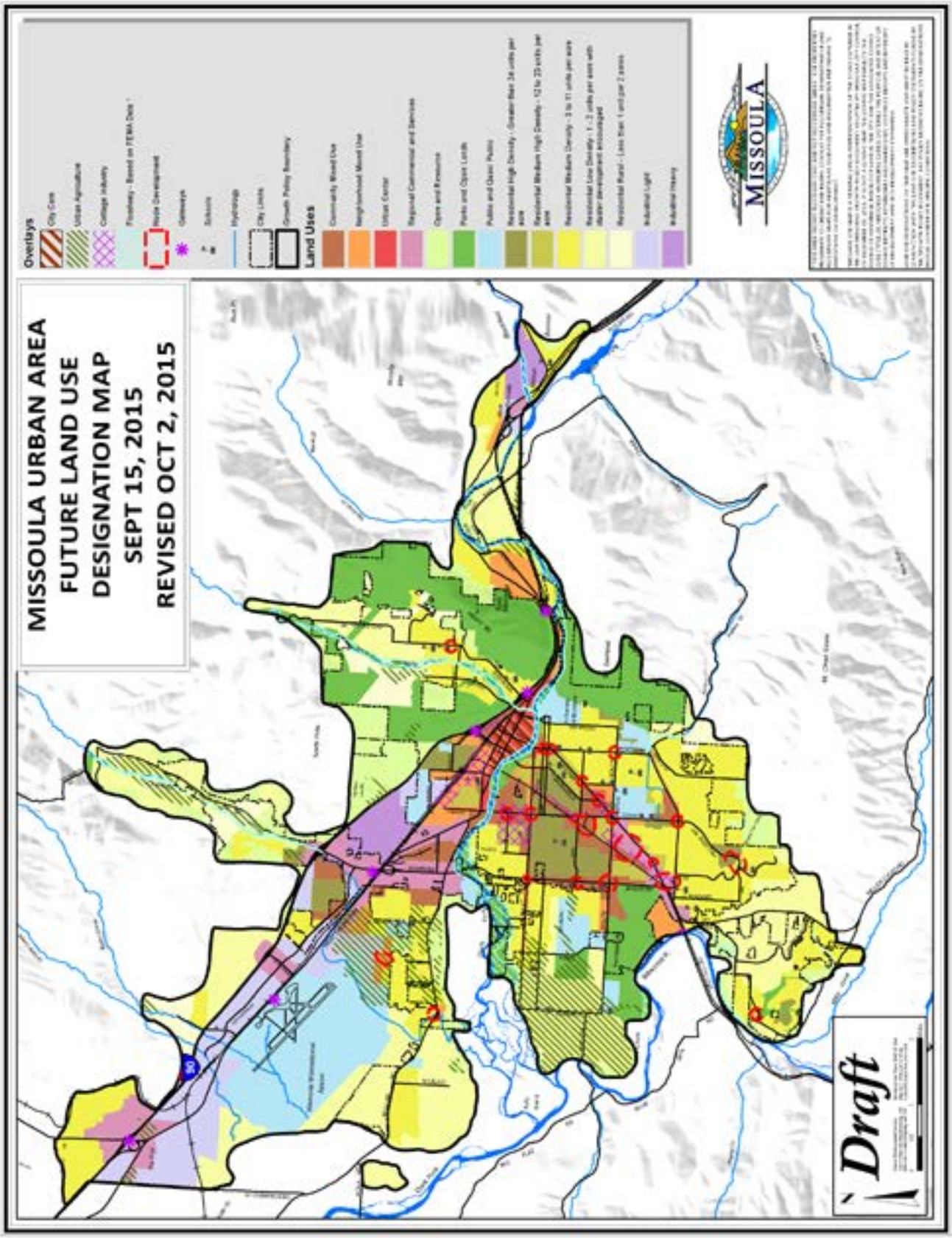
## Land Use Potential and Capacity

The land use recommendations from this document will yield greater development potential than is found with the current zoning. Appendix B, Developable Lands Report, looked at the potential for development given the 2014 condition of zoning within the study area. That analysis indicated the potential for about 25,000 new dwelling units based on current zoning.

The future land use designations that were developed based on the many factors described earlier in this chapter yield approximately 38,060 new dwelling units. These new dwelling units will meet the needs of the growing population and are in areas that fit with focusing development toward the core of the community.

To reach this estimated build out, staff looked at the mid-point density for each land use designation that supports residential development. The concept behind using a mid-point density is to recognize that some development will occur at the lower range of the land use recommendation and some development will occur at the higher range. The mid-point density also accounts for some development including other uses such as commercial. The same process for identifying the amount of developable lands was used as in Appendix B and lands that were partially constrained were reduced by 40%. Residential dwelling units within mixed uses designations were calculated as if the entire parcel could be developed residentially. Residential dwelling units within the Regional Commercial and Services designation were calculated based on 20% of the parcels developed as residential, since this designation is primarily intended for commercial use with limited potential for residential.

Map B. Future Land Use Designation Map



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# COOPERATION AND COORDINATION

## Introduction

This chapter describes the cooperative planning efforts between City of Missoula and Missoula County, and a narrative of how the City will coordinate and cooperate with the County in the future on matters related to the Growth Policy (MCA 76-1-601(3)(g)). Other intergovernmental collaboration efforts supporting the Growth Policy are included in this section.

## Coordinated Planning In the City of Missoula

For over fifty years, the City and County have coordinated planning efforts, particularly within the Missoula urban service area. In 1961, the Missoula City-County Planning Board completed a Master Plan for the Missoula urban area. In 1975, the City and County created the 1975 *Missoula County Comprehensive Plan* and *Missoula: A Policy Guide for Urban Growth*.

In 1983, citizens of the City and County attempted to update the 1975 Plan for the County that was eventually divided into separate planning efforts. The urban area endeavor resulted in the 1990 Update to the *Missoula Urban Area Comprehensive Plan*, and rural area planning activities shifted from countywide comprehensive planning to regional planning. In 1998, the City and County both approved the Urban Area Comprehensive Plan that addressed planning and community issues for the City and County urban area. The 1998 Missoula Urban Comprehensive Plan was the result of years of discussion regarding ways to collectively manage growth in the future with concepts like "Shaping Urban Growth", use of a "primary urban growth area" and a "secondary urban growth area" and a description of tools to address growth management. In 2008, the City and County collaborated on the Urban Fringe Development Area (UFDA) project that was focused on understanding how the community has been growing in association with many community services and systems in order to recommend where the next 15,000 residential units should be developed. The UFDA project was adopted as an amendment to the 2005 Missoula County Growth Policy for the City and is a key component of shaping the Our Missoula City Growth Policy. Subsequent planning efforts have followed the same pattern with coordinated City/County comprehensive planning for the urban area and regional planning outside of the urban area.

Other City and County plans that address the Missoula urban area include the 2004 *Master Parks & Recreation Plan for the Greater Missoula Area*, 2006 Updated *Missoula Urban Area Open Space Plan*, the 2012 *Missoula Long Range Transportation Plan*, the *Missoula Active Transportation Plan* (2011), and several neighborhood plans.

### Interlocal Agreements

Since 1987, an interlocal agreement has guided County and City regulatory and planning functions such as permitting, subdivision review, zoning, and transportation. The agreement was revised in 1996 to provide grants administration and regulatory and long range planning functions for the City and County. The agreement allowed the County and City to manage and direct growth that would achieve community goals. In 2013, the planning and transportation interlocal agreements were updated to improve the ability of the County and City to coordinate planning services that affect county and city residents.

The 2013 interlocal agreement created separate County and City planning agencies with distinct zoning, subdivision, and planning responsibilities. The agreement also describes Missoula Consolidated Planning Board functions such as reviewing and planning community development proposals for both jurisdictions.

The agreement stipulates that the Board of County Commissioners and City Council retain control of legislative and decision-making authority for their jurisdictions, as well as control over projects they support with special funding allocations. The interlocal agreement does not have a sunset date but is expected to be updated as necessary over time.

An Urban Growth Commission (UGC) of County and City representatives was created to address issues and forward recommendations that affect the Urban Growth Area to County and City Departments for review and to elected officials for approval. The UGC has been meeting quarterly since March, 2014.

### Subdivision and Zoning Review

Subdivision proposals within three miles of the City limits are reviewed by both County and City agencies (MCA 76-3-601(2)(b)). Additionally, City Council and City agencies are notified of subdivision and zoning proposals and regulation revisions in the Urban Growth Areas outside the City limits during the agency review phase of the project. (Interlocal Agreement Section 3.C.2) Subdivision proposals are also reviewed by State and Federal agencies when applicable for wildfire hazard, wildlife habitat, transportation, and other impacts.

### Transportation Agreement

The transportation agreement continues coordination of City and County transportation planning efforts with planning administration by the City. The Metropolitan Planning Organization (MPO) provides transportation planning services for the Missoula urban area. This is a collaborative effort between the City and County of Missoula, Missoula Urban Transportation District (Mountain Line), Montana Department of Transportation (MDT), Federal Highway Administration (FHWA), Federal Transit Administration (FTA), and other local, State, and Federal agencies. The Transportation Policy Coordinating Committee (TPCC) and Transportation Technical Advisory Committee (TTAC) were created through a Memorandum of Agreement signed by the previously mentioned agencies. The TPCC creates transportation policy for the area included in the Transportation Plan, roughly from Bonner to the east, Lolo to the south, Frenchtown to the west, and just south of Evaro to the north. The TTAC provides technical advice to the TPCC.

### Land Use Maps

The City and County both use future land use designation maps for guidance when making land use decisions. The maps may differ with regard to land use types and densities outside the city limits. Where development is intended to be annexed into the City, the City maps apply. Where development is intended to remain in the County, the County maps apply.

## Health and Safety City-County Coordination Efforts

Other coordinated County and City planning efforts address public health and safety issues primarily in the Missoula urban area.

The **Missoula Department of Grants and Community Programs (GCP)** is a County office that administers local mill levies and State, Federal and private grants. It partners with community agencies, businesses and non-profits to deliver a range of services and is contracted with the City to administer several City-based initiatives and programs. The department's four divisions partner with various agencies to more effectively and efficiently offer program services in the community. Some of their acitivities include:

**Community Development** – GCP is contracted to administer the City's federally funded Community Development Block Grant and HOME Programs and its Brownfields Program. Through these programs, new housing has been developed, new homeowners assisted and rental assistance provided, a homeless shelter and group homes for youth and persons with disabilities have been built, properties have been assessed for contamination, clean-up plans developed, and sites cleaned for development. The Community Development Division also administers funds and contracts with more than 20 agencies that provide basic human services such as food, shelter and medical care. This division also manages an economic development revolving loan fund available to local businesses starting or expanding operations in Missoula that will create jobs available to low- to moderate-income individuals.

**Information, Research and Analysis** – The unit provides professional grant acquisition services as well as assistance with special projects to local governmental departments, agencies, and programs in the areas of criminal justice, community based services, human services, housing, public facilities and infrastructure, arts and cultural affairs, transportation and economic development. GCP has successfully collaborated with the City Parks and Recreation Department, City Attorney office, and Police Department to secure funds benefitting those departments.

**Substance Abuse Prevention** – Through the Missoula Forum for Children and Youth and its workgroups (Missoula Underage Substance Abuse Prevention, Youth Development Network, and Healthy start) GCP coordinates efforts to prevent youth substance abuse and other problems behaviors in youth as well as grow healthy and resilient children and youth.

**Relationship Violence Services** – The division serves City and County residents and comprises the Crime Victim Advocate Program, JUST Response, and the Healthy Relationships Project. The division focuses on preventing domestic and sexual violence and serving victims of violent crime and provides civil and criminal advocacy services to victims of violent crime. Grant funding secured by GCP provides a criminal victim advocate stationed in the Police Department's Special Victim's Unit.

The City and County Health Department manages public and environmental health programs in both jurisdictions. The Health Department's air quality, water quality and sanitation programs have strong links to

land use and transportation planning in the County and City. The Health Services division, with an emphasis on human health, nutrition, and health promotion, has ties to the grants administration and human services aspects of community development.

The County Public Works Director and the Director of County Community and Planning Services (CAPS) are advisory members on the Sewer Service Review Committee.

Floodplain administration, permitting, and enforcement programs rely on strong collaborative efforts between City and County departments and with State and Federal agencies.

A Consolidated Planning Board, with City and County representatives, is established in compliance with Montana State law and serves as a recommending board for review of land development regulations, major subdivisions, zoning changes and the Growth Policy.

## Additional Intergovernmental Coordination Efforts

Other collaborative endeavors contribute to natural resource, transportation, and emergency response planning and general community development in the City of Missoula such as:

- The University of Montana actively participates in planning activities sponsored by the City including transportation planning and quality of life initiatives. The City of Missoula, the University of Montana and the Associated Students of the University of Montana signed a Memorandum of Agreement pledging to work collaboratively on issues affecting the quality of life in Missoula and specifically focusing on increasing the inventory of quality, affordable housing for students, improving existing rental housing stock, improving neighborhoods across the city through a well-staffed quality-of-life program, and improving transportation and parking options for all citizens. When appropriate, the City of Missoula participates in the University of Montana Facility Master Plan Process and historic preservation evaluations.
- Seventeen Neighborhood Councils are established throughout the City so residents, neighbors and property owners can come together to help shape their neighborhoods. Missoulians established neighborhood councils to help build cooperation and improved communication between citizens and city officials. Neighborhood Councils are a venue to provide input to city agencies regarding issues and projects in their neighborhoods and a primary avenue for outreach and information regarding long range planning.
- The Transportation Improvement Program (TIP) is developed in cooperation with City, County, State, and Federal agencies and administered by the MPO.
- The City Historic Preservation Program participates in the State Certified Local Government (CLG) program which promotes the preservation of historic and prehistoric sites, structures, objects, buildings, and historic districts. By forming partnerships between the City and the Montana State Historic Preservation Office (SHPO), the City involves community members in preservation issues.

- City and County government participate actively in the Missoula Economic Partnership (MEP) which began in 2011 as a result of a City Initiative referred to as the Best Place Project aimed at expanding existing businesses and helping to draw new companies to Missoula. The MEP is supported by a broad coalition of local business leaders. MEP is a privately led, nonprofit public benefit corporation.
- The City of Missoula, Missoula County and private sector leaders, in conjunction with the Bitterroot Economic Development District (BREDD) supported the development of a study to improve broadband access and affordability. In August 2014, the City Council and County Commission approved moving ahead with the recommendations of the study, specifically figuring out an operational and business model for a public-private community broadband network referred to as Broadband Phase II: Fiber Friendly City.
- The City Police Department assists Missoula County as they request and do so through State Mutual Aid provisions in Statute. They also have a memorandum of understanding in place for dispatch services through 9-1-1.
- A Mutual Aid Agreement is in place between the City and County that recognizes the joint undertaking of the Missoula County Emergency Operations Plan and the Disaster Planning Committee. The County Office of Emergency Management oversees the emergency response component of the County and the City, including the Missoula 911 Center and the Disaster and Emergency Services Office. The Disaster and Emergency Services Office prepares and manages plans and programs regarding disaster preparedness and coordination of response and recovery. Additional coordinated plans in place include the Pre-disaster Mitigation Plan and the Community Wildfire Protection Plan. The Missoula City-County Health Department (MCCHD) is the lead agency for coordinating emergency public health and medical services during infectious disease or other public health and environmental emergencies.
- A Health Emergency Advisory Team is established that comprises members and representatives of the MCCHD, the hospitals, nursing homes, City Fire Department Emergency Medical Services, the American Red Cross, Missoula Aging Services, Missoula Urban Indian Health Center, and the University of Montana Curry Health Center. This group is tasked with coordinating public health and medical response in the event of a manmade disaster, natural disaster, or terrorist incident.
- The Missoula City Fire Department has a Mutual Aid Agreement with the Missoula Rural Fire District which allows the nearest facility to an emergency to respond regardless of actual jurisdiction providing the fastest response time.
- The City of Missoula Parks and Recreation Department has agreements with the County Missoula Parks Program to develop or manage certain park facilities such as the Fort Missoula Park Complex. The 2014 Missoula County Parks and Trails Bond will fund the development of Fort Missoula Regional Park, 11 new or improved City playgrounds and a new trails program for Missoula County.

- The most recent Open Space Bond was a $10,000,000 joint City-County bond for the purpose of preserving open space in Missoula County by purchasing land, easements, and other interests in land from willing landowners. The money was split evenly between the City and the County and can be used for the following purposes: protecting water quality in rivers, lakes and streams; protecting wildlife habitat; conserving working ranches, farms and forests; providing access along rivers, lakes and streams; managing for growth; providing open space and scenic landscapes; providing recreational and commuter trails; and paying for transaction costs and costs of initial clean up and weed control associated with an approved project. The City's $5,000,000 portion of the bond can be used for these purposes within the City Open Space Planning Region. 2006 Open Space Bond Expenditures must be reviewed and approved by the City's Open Space Advisory Committee (OSAC), and be jointly approved by the Missoula City Council and the Board of County Commissioners. To date, the City's portion of the 2006 Open Space Bond has helped protect nearly 3000 acres in the Missoula valley, through acquisitions and easements.

- The City, County, service providers, non-profit organizations and local business leaders came together to develop and help implement Reaching Home: Missoula's 10-Year Plan To End Homelessness. There are strong follow-up steps in place including the creation of a Reaching Home Working Group to track progress as the community works toward clear solutions to homelessness.

- The Missoula Housing Authority (MHA) was established as the local public housing authority in 1978 by the City of Missoula and is a quasi-governmental entity. The MHA provides affordable housing options through units it has acquired and/or developed and through federal rental subsidies, to low- to moderate-income households in the City of Missoula and within a 10-mile radius of city limits. The MHA often collaborates with other non-profit organizations, private developers, and the City and County of Missoula to develop, manage or support affordable housing initiatives and projects. One of the larger projects completed by the MHA was the Silvertip Apartments located on East Broadway. MHA partnered with a local developer, the City of Missoula and the State of Montana to develop a 115-unit multi-family complex for households at or below middle-income limits. The MHA has also received surplus City land for development of affordable housing.

- The Missoula Ravalli Transportation Management Association (MRTMA) provides commuter transportation choices for citizens living in Missoula, Ravalli, and Lake Counties.

- The City participates in several advisory commissions and committees along with community members that help to guide community development and quality of life including the Downtown Advisory Commission

## Future Cooperative Planning Efforts

The City desires to maintain and enhance existing relationships, as well as to build new ones. Memoranda of Understanding will be reviewed and updated, as needed. Specific Growth Policy actions that address Coordination and Partnerships are found in Chapter 9: Actions and Outcomes.

# EVALUATION OF SUBDIVISION

The City of Missoula has adopted subdivision regulations in accordance with State Law and in accordance with the Growth Policy. The objectives of subdivision regulation are met through the subdivision review process. Subdivisions are proposed as either minor (5 or fewer lots) or major subdivisions (6 or more lots). The State also allows land division to occur through exemptions to subdivision in accordance with MCA 76-3, Part 2 Miscellaneous Exemptions.

A subdivision proposal must undergo review for several primary criteria except when the governing body has established an exemption or exception. The potential exemptions/exceptions statutorily set forth by cross reference in subsection 76-3-608(3) MCA are:

(1) 76-3-608(6) MCA;

(2) 76-3-509 MCA "local option cluster development regulations and exemptions authorized;

(3) 76-3-609(2) MCA "review procedure for minor subdivisions-determination of sufficiency of application-governing body to adopt regulations";

(4) 76-3-609(4) MCA "review procedure for minor subdivisions determination of sufficiency of application governing body to adopt regulations";

(5) 76-3-616 MCA "exemptions for certain subdivisions".

When a subdivision is proposed that is not utilizing the above referenced exemptions/exceptions the governing body reviews a preliminary plat to determine whether it conforms to the subdivision regulations, including review for impact on agriculture, agricultural water user facilities, local services, the natural environment, wildlife, wildlife habitat, and public health and safety. The primary review criteria are defined below.

### 1. Agriculture

Agriculture is defined as the use of the land for growing, raising, or marketing of plants or animals to produce food, feed, and fiber commodities. Examples of agricultural activities include, but are not limited to, cultivation and tillage of the soil; dairying; growing and harvesting of agricultural or horticultural commodities; and the raising of livestock, bees, fur-bearing animals, or poultry. Agriculture does not include gardening for personal use, keeping of house pets, kenneling, or landscaping for aesthetic purposes. Agricultural land includes land used for agriculture or having a soil type defined by the Natural Resources Conservation Service as having agricultural importance, including prime farmland, farmland of statewide importance, and farmland of local importance.

### 2. Agricultural Water User Facilities

Agricultural water user facilities are defined as those facilities that provide water for irrigation or stock watering to agricultural lands for the production of agricultural products. These facilities include, but are not limited to, ditches, head gates, pipes, and other water conveying facilities.

### 3. Local Services

Local services are defined as any and all services that local governments, public or private utilities are authorized to provide for the benefit of its citizens including but not limited to law enforcement, fire, emergency, and public health services, as well as schools busing and roads.

### 4. Natural Environment

The natural environment is defined as the physical conditions that exist within a given area, including land, air,

water, mineral, flora, fauna, sound, light and objects of historic and aesthetic significance.

**5. Wildlife**

Wildlife is defined as animals that are not domesticated or tame.

**6. Wildlife Habitat**

Wildlife habitat is defined as a place or area where wildlife naturally lives or travels.

**7. Public Health and Safety**

Public health and safety is defined as the prevailing healthful, sanitary condition of wellbeing for the community at large.

The governing body may require the subdivider to design the subdivision to reasonably minimize potentially significant adverse impacts identified through the evaluation of a subdivision proposal against the primary review criteria. When requiring mitigation, a governing body may not unreasonably restrict a landowner's ability to develop land, but it is recognized that in some instances the unmitigated impacts of a proposed development may be unacceptable and will preclude approval of the subdivision (MCA 76-3-608 (5)).

Impacts to agriculture, agricultural water user facilities, local services, the natural environment, wildlife, wildlife habitat, and public health and safety will be evaluated based on a consideration of the types of factors listed below. This list is illustrative and not inclusive. All of the factors may not apply to all subdivisions. Because the presence and value of resources varies across the City, neighborhood plans may include other or more specific evaluation factors.

Evaluation of subdivision proposals against these criteria requires an assessment of how the public interest is best served. The relative value of each criterion and the significance of potential impacts to it will be weighed in the context of goals and objectives as expressed in the Growth Policy.

**Agriculture**

- Agricultural soils defined as having prime, statewide or local importance by the Natural Resources Conservation Service
- Agricultural productivity
- Agricultural land use

**Agricultural Water User Facilities**

- Access for maintenance, including physical access or easements
- Water movement such as bridges, culverts, or crossings
- Availability of water for agricultural water users

**Local Services**

- Levels of services
- Proximity of services
- Cost of services
- Timing of services in relation to development

**Natural Environment**

- Riparian or wetland areas

- Vegetation cover or type
- Infestation of noxious weeds
- Unique or significant habitats
- Surface water quality
- Stream bank stability
- Potential for bank erosion
- Open space/scenic resources
- Objects of historic or cultural significance

(See also Wildlife, Wildlife Habitat, and Public Health and Safety)

**Wildlife**

- Species protected by the Endangered Species Act or of special interest or concern to the State of Montana (direct or indirect impacts)
- Potential for human/wildlife conflicts

**Wildlife Habitat**

- Wildlife habitat, including nesting sites, winter range, travel corridors, forage
- Water quantity or quality for fish

**Public Health and Safety**

- Flooding hazards for the subject or adjacent properties
- Potential for high groundwater
- Presence of geologic hazards, such as seismic zones, swelling soils, subsidence, improper drainage, steep slopes, adverse geological formations or topography, potential for snow avalanches, rock falls, or land slides
- Air quality
- Drinking water quality
- Potential for toxic or hazardous waste exposure
- Presence of high voltage power lines
- Presence of high pressure gas lines
- Air or vehicular traffic hazards or congestion
- Provision of emergency services, including access and response time
- Residential development in Wildland Urban Interface areas (Fire prone areas)
- High potential for wildfire
- Other features which will be harmful to the health, safety, and/or welfare of the present or future inhabitants of the subdivision or its environs
- Open space and parks
- Orderliness of pattern and pace of development
- Compatibility of development with built and natural environment
- Contribution to goals for housing, infrastructure, economic development, and resource conservation
- Preservation of community character

Public hearings are held by the governing body. In addition, major subdivisions are also reviewed by the Consolidated Planning Board. Public hearings for subdivisions are conducted in accordance with all applicable statutory requirements and procedures outlined in the *Missoula City Subdivision Regulations*. The basis for the governing body's decision to approve, conditionally approve, or deny a subdivision is whether the subdivision application, preliminary plat, applicable environmental assessment, public hearing, Planning Board recommendations, or additional information demonstrates that development of the subdivision meets the requirements

of State law and local regulation.[1]

Denial or a conditional approval of a subdivision cannot be based solely on conformance with the Growth Policy. Additionally, a governing body may not deny approval of a proposed subdivision based solely on the subdivision's impact on educational services or based solely on parcels within the subdivision having been designated as wildland urban interface parcels.

1 MCA 76-3-608.

# GROWTH POLICY ATTACHMENTS AND AMENDMENT PROCESS

This chapter addresses the many ways that the Our Missoula City Growth Policy document is enriched, supplemented, updated and amended in order to remain relevant with changing times and reflective of community goals. It covers the relationship between the community-wide Growth Policy and more specific neighborhood plans and issue plans. It also covers the review expectations and process for amending the Growth Policy.

## This chapter is divided into two sections:

- The first section describes the purpose and usefulness of neighborhood plans and issue plans as they relate to the City Growth Policy.
- The second section describes the Amendment procedures for the overall plan, portions of the plan and attachments to the Plan.

## Neighborhood Plans

According to State law, a Growth Policy may include one or more neighborhood plans. A neighborhood plan must be consistent with the Growth Policy (MCA 76-1-601 (4)(a)). The City of Missoula Growth Policy includes many existing neighborhood plans. By definition, neighborhood plans focus on a smaller geographic area; a subset of the overall Growth Policy study area. Neighborhood plans are adopted as attachments (amendments) to the Growth Policy and must be consistent with the City Growth Policy, but address matters at a much finer geographic scale.

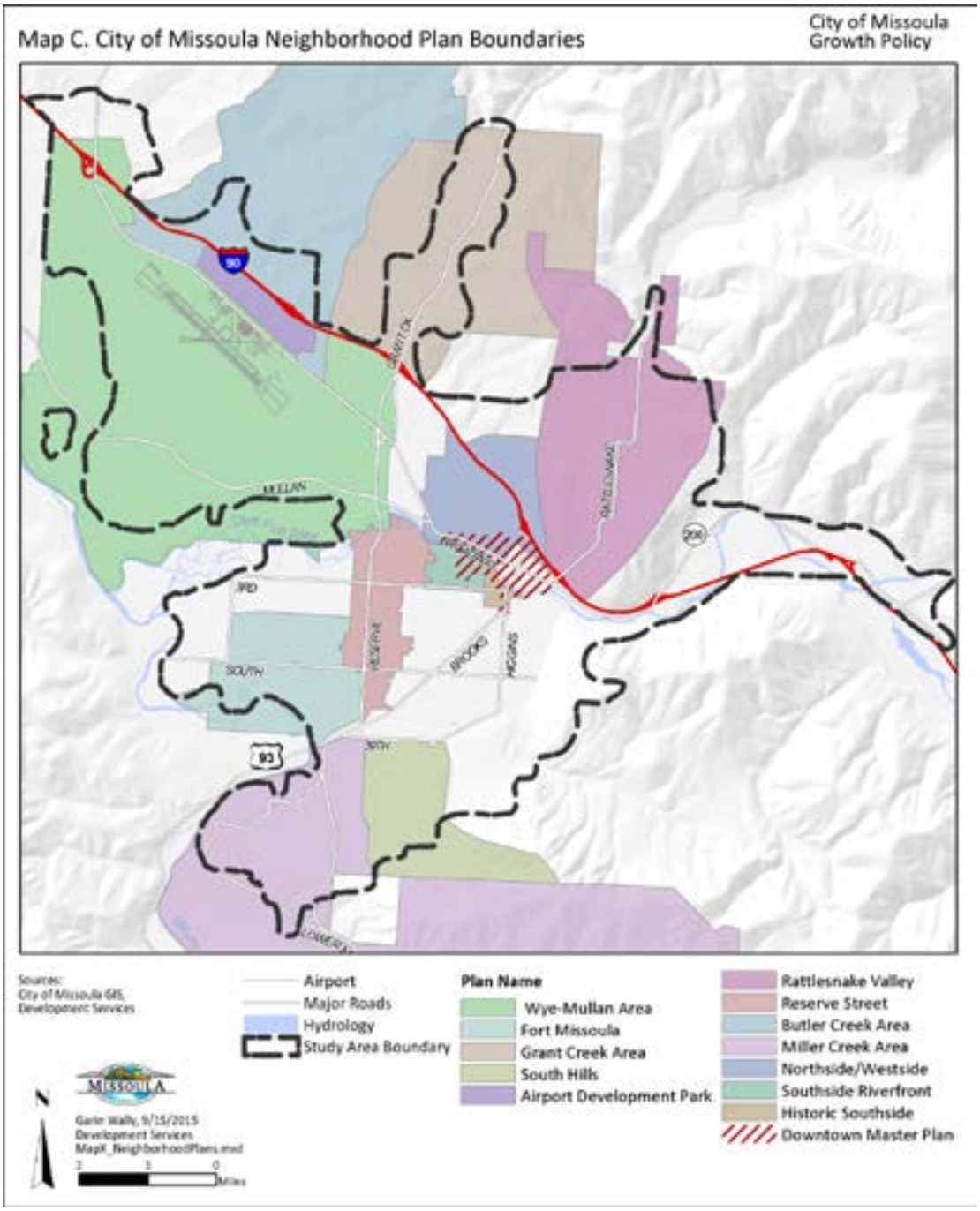
During the past 30 years, the City of Missoula has adopted neighborhood plans that are consistent with the Growth Policy. These plans, listed below, were adopted as amendments to the Missoula County Growth Policy for the City concurrent with its adoption in 2006 and are included as amendments to the Our Missoula City Growth Policy.

### List of Neighborhood Plans

- Grant Creek Area Plan, adopted in 1980
- Section 18, T12N, R19W Comprehensive Plan Amendment, adopted in 1985
- South Hills Comprehensive Plan Amendment, adopted in 1986
- Historic Southside Neighborhood Plan, adopted in 1991
- Downtown Riverfront Plan, adopted in 1991
- Fort Missoula Plan, adopted January, 1994
- Development Park Master Plan, adopted in 1995
- Rattlesnake Valley Update, adopted December, 1995
- Reserve Street Area Plan Update, adopted July, 1995
- Butler Creek Area Plan Amendment, adopted in 1996
- Miller Creek Valley Plan, adopted August, 1997
- Southside/Riverfront Area Comprehensive Plan Amendment, adopted March, 2000
- Joint Northside/Westside Neighborhood Plan, adopted July, 2000.

- River Road/Emma Dickinson Infrastructure Plan, adopted in August, 2003.
- Wye/Mullan West Comprehensive Area Plan, adopted November, 2005.
- 2006 Limited Scope Update to the Northside/Westside Neighborhood Plan, adopted April, 2009
- Franklin to the Fort Infrastructure Plan, adopted August, 2006
- Greater Missoula Downtown Master Plan, adopted August, 2009

Many of the current neighborhood plans include areas subject to both City and County jurisdiction. The Neighborhood plans range in age from being adopted as recent as 2009 and as long ago as 1980. The plans



also vary greatly in their detail, perspective, and approach to implementation. Regardless of age of plan, some neighborhoods are still invested in, and rely on, their plans for guidance and continue to work on implementation.

## Issue Plans

Issue plans provide detailed analyses and policy guidance on specific infrastructure, facilities, development, or conservation issues identified in the Growth Policy. Examples include the Missoula Urban Area Transportation Plan, and the City Master Parks and Recreation Plan, for the Greater Missoula Area. Issue plans should conform to the Growth Policy but Issue Plans are not adopted amendments to the Our Missoul Growth Policy.

Primary Issue Plans that currently operate as amendments to the 2005 Missoula County Growth Policy for the City and that will continue to function as guiding documents for the community in conformance with the Our Missoula City Growth Policy, but not as attachment (amendments) include:

### List of Issue Plans

- Wastewater Facilities Plan, updated in 1999 with associated amendments.
- Master Parks and Recreation Plan for the Greater Missoula Area, adopted in May 2004 with associated updates.
- Missoula Urban Area Open Space Plan, adopted in 2005
- Missoula Long Range Transportation Plan, adopted in 2008 (replaced by the 2012 plan).
- Missoula Active Transportation Plan, adopted in 2011

## Other Plans

All other Plans that were associated with the 2005 Missoula County Growth Policy for the City and adopted by the City of Missoula at the time are no longer linked to the Our Missoula Growth Policy due to their age, obsolescence, changes in reviewing process over time, and being superseded by more current documents. Many of the other plans are primarily, or entirely, within County jurisdiction.

## Use Of Neighborhood Plans And Issue Plans

Moving forward, it is important to recognize and respect existing neighborhood plans. While planning a community vision for the next 20 years, it is also important that the vision not to be limited by the specificity of older neighborhood plans that may no longer fully reflect existing conditions or the goals of the neighborhood today.

The Our Missoula City Growth Policy is the overarching guide for community planning and policy direction for the City. Existing neighborhood plans provide additional detail and guide neighborhoods in specific action while remaining generally consistent with the overarching City Growth Policy. General review of existing neighborhood plans for key policy direction occurred while developing this plan. One key shift in policy direction with the City Growth Policy is to consolidate the numerous and overly specific land use descriptions from existing neighborhood plans. However, this move toward consolidation and general descriptions of land use that is the hallmark of good contemporary land use maps remains generally consistent with the desires of the existing neighborhood plans.

Primary ways that the Growth Policy guides development activity within the community is through development of City Subdivision and Zoning regulations and consideration during City Subdivision and City zoning

proposals. The Growth Policy along with attached neighborhood plans and issue plans may be a consideration during review but because plans are not regulatory, (MCA 76-1-605(2)(a)) no variance for non-conformance with a plan shall be required, nor can denial or a condition of approval be based solely on plan conformance (MCA 76-1-605(2)(b)).

Many subdivision objectives require an understanding of public goals and values. For planning purposes, public values are expressed broadly in the City Growth Policy and more specifically in neighborhood plans and Issue plans through additional goals, objectives, design guidelines and action strategies. Neighborhood plans may also include more detailed information that helps to inform consideration of Subdivision Primary Review Criteria. In the case of unzoned areas of the City, where land development is not dictated by zoning, land use recommendations in neighborhood plans will provide guidance for land use recommendations. In all cases, the land use recommendations from the Growth Policy and associated neighborhood plans should be viewed in conjunction with the goals, objectives and actions of the Growth Policy.

Over time the inclusion of specific detailed land use recommendations will be phased out of neighborhood plans and consideration of land uses will solely be based on the community-based Our Missoula City Growth Policy associated Future Land Use Map.

Adoption of zoning ordinances must be guided by and give consideration to the general policy and pattern of development set out in the Growth Policy. (MCA 76-1-605(1) and (1)(c)). As such, consideration should be given to the overarching City Growth Policy as a primary tool to guide zoning decisions. Neighborhood plans as attachments to the Growth Policy provide additional specific guidance and function as a secondary resource.

Beyond consideration of the Neighborhood and Issue Plans for development review, these plans are also meaningful expressions of specific neighborhood ideas and provide specific suggested solutions to specific issues in a given time frame. As such these plans help to strategically shape and improve the city's neighborhoods, infrastructure and community systems.

## Amendment Procedures

This section addresses amendment procedures for revising the Growth Policy in its entirety (comprehensive) or in part (targeted) along with amendment procedures for updating, removing and developing new neighborhood plans.

### Comprehensive Growth Policy Amendment and Revision

This section includes a timetable for general review of the Growth Policy and a list of conditions that will lead to its revision. (MCA 76-1-601(3)(f)(ii) and (iii)) Regular evaluation of the Growth Policy will help the community and governing bodies determine whether it is still relevant, applicable, and reflective of community goals.

At least once every five years after adoption, the City will review the Growth Policy and determine whether revisions are necessary. In order to accomplish this, sometime within the first four years after adoption, the City will conduct an assessment of the factors (review criteria) listed below. The results of that assessment will be used to determine whether revisions to the Growth Policy are needed.

### Review Criteria

Issues to be considered in the evaluation include:

1. Changes in the legal framework regarding Growth Policy or its implementation;
2. Significant changes in existing conditions and projected trends;
3. Changes in the circumstances upon which the goals and objectives are based;
4. Changes in community goals;
5. Degree to which meeting goals and objectives have been met;
6. Completion of implementation strategies;
7. Deviation from implementation timetable;
8. Public input suggesting the need to make changes; and,
9. Knowledge of specific and identifiable amendments that would improve the Growth Policy's usefulness, so that it better serves the public.

### Revision Process

Based on the above review criteria, the City may conclude that a Growth Policy revision is needed. As directed, staff will conduct research and prepare draft revisions. A report should include a description of proposed changes and rationales, and proposed revisions to Growth Policy goals, objectives and actions, and land use as necessary.

Growth Policy revision will be conducted in accordance with provisions of State law, including a public hearing before the Planning Board. The degree of public involvement will depend on the scope of the proposed revisions or amendments. After a public hearing, Planning Board will make recommendations to the governing bodies regarding amendments to the Growth Policy. The governing bodies may then act on adoption of revisions or amendments.

### Targeted Growth Policy Amendment and Revision

Amendment procedures are established to provide for an orderly, objective, and consistent method of making targeted changes to text and maps in the Growth Policy outside of the regular review process described above. There are a variety of reasons why targeted plan amendments may be proposed:

- The plan lacks sufficient guidance or relevant policy statements to meet emerging public needs.
- Factual errors or contradictions necessitate correction or reconciliation.
- The goals and objectives or land use recommendations do not support or accommodate development proposals.
- Changing conditions or new information result in the need to establish more relevant policies and implementation tools.

Plan amendments may be initiated by request to the governing body. Requests may be made by citizen groups, an individual, the Planning Board, or Development Services. The governing body may determine that it is in the public interest to pursue a plan amendment. Depending upon its size and scope, an amendment request may result in modifications to the Development Services planning division work plan or budget, or require payment of a fee by the requester.

### Public Process

The type or degree of public involvement necessary for a targeted plan amendment depends on the extent and scale of the amendment. The more expansive the scope of an amendment is, the more public involve-

ment opportunities should be available. A plan amendment process for a large area, for major policy changes, or for major changes to land use designations should include collecting opinions, assessing community needs, taking an inventory of resources, and effectively engaging citizens in each stage of the process. A less extensive amendment, such as for a small land area, text changes, or minor map change, might require a more specific site analysis and meetings with local residents or other affected landowners. The plan amendment process must follow the same notice and hearing requirements as does plan adoption.

### Review Criteria

Plan amendments will be reviewed to ensure consistency with goals and policies of the Growth Policy, State law, and any other applicable policies and standards adopted by the governing body. Amendments may be approved by the governing bodies when the following findings are made:

- There is a public need for the change
- The change proposed is the best means of meeting that need
- There is public benefit that will result from the change

### Neighborhood Plan Amendment Process

One of the primary actions for implementing the goals and objectives of the Growth Policy is through development of neighborhood plans. Neighborhood plans should, first and foremost, further the goals of the Growth Policy but focus on specific issues and ideas to preserve and improve neighborhoods. Neighborhood plans allow for refinement of the goals, objectives and actions in the Growth Policy. They are an opportunity to strategically plan for ways to address neighborhood needs and priorities and help to inform other City processes.

Many neighborhood plans are in place and are attachments to this Growth Policy. This list is included above. These plans range in age of development from 1980 to 2009. Generally, long range planning information is most relevant and useful within the first five to ten years of plan adoption. Planning projections and consideration of trends typically project a 20 year time frame. Neighborhood plans should be regularly reviewed and maintained to be kept current with overall community goals and directions and reflect the wishes of current residents. Only a few of the current neighborhood plans have undergone updates. Some stakeholders have desired to update certain neighborhood plans but have not received the support from City Council for placement of an update into the relevant work plan. Age of plan aside, the public values and some factual information garnered through the neighborhood plan process and implementation efforts make some older plans still relevant and consistent with the Our Missoula City Growth Policy.

Adopted neighborhood plans underwent an extensive community process to be developed and adopted at the time. Determining the future on those current neighborhood plans should be conducted through an equally thoughtful process. Preferably, if there is sufficient interest, neighborhood plans will be updated. Given limited planning staff resources, it is proposed to establish a streamlined process and neighborhood plan template document that will allow new plans and plan updates to be completed expeditiously. A sample neighborhood plan template is included as Appendix F.

An assessment of existing neighborhood plans shows that there has not been one consistent approach, set of expectations for developing the plan, or planning process for all neighborhood plans. Each neighborhood planning area is, justifiably, a little different and brings unique features to the community along with unique challenges. In the past, several neighborhood plan processes also included an extensive review and recommended changes to land use. Over time, these land use designations have grown to represent uniqueness and specificity of the various areas, along with some confusion over interpretation and potential inconsisten-

cies as they fit with the overall comprehensive general goals for community land uses. In the future, changes to land use recommended areas and land use descriptions should only occur as part of the comprehensive or targeted growth policy amendment process and not part of the smaller neighborhood plan processes.

The following sections describe the process for updating or sunsetting current neighborhood plans, as well as the process for developing new neighborhood plans. Generally, the goal is to either update or sunset all current neighborhood plans within a condensed period of time.

### Updates to Current Neighborhood Plans:

Considerations:

- The plan must be modified to fit the Neighborhood Plan Template.
- The plan will not address changes to land use, however, the plan may continue to provide greater detail that guides and remains consistent with the Future Land Use Map that is a part of the City Growth Policy.
- The plan must address the Residential Allocation associated with the area.

Due to the number of current existing plans, a process for prioritizing the order of neighborhood plan updates is necessary. Prioritization on addressing updates to neighborhood plans is based on the following:

- Existence of any potential plan variations
- Extent of development activity occurring or anticipated
- Interest from the Neighborhood
- Age of the plan

### Sunsetting Current Neighborhood Plans:

Considerations:

- The plan is no longer relevant due to age, significant change in existing conditions, lack of interest in implementation, or accomplishment of many of the goals and objectives.
- The public is no longer served or is benefited by the document.
- The majority of the plan concepts are incorporated into the Growth Policy.

Process:

- Staff will assess current neighborhood plans based on the above considerations.
- Staff will make a recommendation to City Council for potential plans to be sunsetted.
- Based on City Council recommendations, staff will alert associated neighborhoods of the potential sunset of current existing neighborhood plan.
- A time frame will be set to allow residents to express interest in retaining the current neighborhood plan.
- Within that time frame, residents may express interest in retaining the neighborhood plan, sunsetting the neighborhood plan, or no interest is expressed (in which case the City will proceed with sunsetting the plan).
- Note: Should the outcome of neighborhood outreach result in interest in retaining the neighborhood plan, the neighborhood should also be willing to assist in developing an update to the neighborhood plan. (See description above)
- If no interest is expressed or the neighborhood expresses the desire to sunset the plan, staff will proceed with a resolution to sunset.

## Developing New Neighborhood Plans

Considerations:

- The plan must fit the Neighborhood Plan Template.
- The plan will not address changes to land use, however, the plan may continue to provide greater detail that guides and remains consistent with the Future Land Use Map that is a part of the City Growth Policy.
- The plan must address the Residential Allocation associated with the area.

Even with an established template for plan development it may be necessary to prioritize areas for neighborhood plan development. Prioritization for developing new neighborhood plans is based on the following:

- Severity of issues
- Assessment of growth or development pressure (degree of development activity)
- How quickly changes are occurring in the area
- Interest and readiness expressed from the Neighborhood

## Process:

Key points regarding the process for developing an update to current neighborhood plans or development of a new neighborhood plan is to recognize that through the use of an established template several neighborhoods may be able to work on plan updates, or new plans, at the same time. The determination of which neighborhood plan effort(s) is undertaken is made by the City Council based on the considerations described above. Planning priorities are considered during work plan and budget development for Development Services. Ultimately, it is the City Council that has the authority to authorize planning processes and to allocate resources sufficient to complete them. Given support from City Council and consideration of planning division work plans, staff may function as a technical resource for plan development and provide outreach and plan adoption process assistance.

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address info

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# Draft City of Missoula Growth policy Appendix

October 23, 2015

A: Community Profile

B: Developable Lands Report

C: Summary Listening Session Assets and challenges

D: Missoula Asset Mapping Report

E: Public Participation Efforts

F: Neighborhood Plan Template

G: State Growth Policy Law

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Appendix A

# Draft City of Missoula Community Profile

## October 23, 2015

**This document is the Draft of the 2015 Our Missoula Community Profile. It has been compiled by Development Services, City of Missoula staff, and updated to include Planning Board recommended amendments.**

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# Table of Contents

**Introduction** ..... **11**
Location ..... 12
**Population** ..... **13**
Changing Community Demographics ..... 14
Urban Area Population Share ..... 15
Projection of Population by Age Group ..... 15
Potential Impacts ..... 15
Educational Attainment ..... 16
University of Montana Student Demographic ..... 16
Key Trends ..... 17
**Community Character** ..... **18**
Quality of Life ..... 20
**Economic Conditions** ..... **21**
Businesses ..... 22
Labor Earnings ..... 24
Workforce and Employment ..... 25
Self-Employment ..... 26
Unemployment ..... 27
Job Services ..... 27
Workers by Industry and Occupation ..... 28
Travel and Tourism Impact on the Regional Economy ..... 29
Personal income ..... 30
Wages and Poverty ..... 31
Industrial Analysis Trends ..... 31
Business Sector Trends ..... 32
Tax Increment Financing ..... 32
Key Trends ..... 33
**Housing** ..... **34**
Historical Perspective ..... 34
Housing Stock ..... 34
Household Size ..... 34
Household Size Trends ..... 36
Housing Trend for an Aging Population ..... 36
Age of Housing Units ..... 36

University Housing ..... 36
Housing Types and Trends ..... 36
Number and type of Housing Units ..... 36
Single Dwelling Characteristics ..... 36
Single Dwelling Trends ..... 37
Multi-dwelling Characteristics ..... 38
Mobile Home Characteristics ..... 38
Mobile Home Trend ..... 38
Recent Housing Growth ..... 38
Housing Demand ..... 40
Residential Allocation ..... 40
Vacancy Rate ..... 41
Median Housing Price and Median Household Income ..... 41
Housing Rental Market ..... 42
Impacts of University on Rental Housing Vacancy ..... 42
Substandard rental housing ..... 43
Housing Affordability ..... 43
Affordability for Low and Moderate Income Household ..... 43
Housing Specific Needs ..... 44
Housing Affordability Trends ..... 44
Affordable and Specialized Housing Support ..... 45
Public Housing Facilities ..... 45
Senior Housing Needs ..... 46
Senior Trends ..... 46
Homelessness ..... 46
Overall Housing Trends ..... 47
**Public Safety & Emergency Preparedness ..... 48**
Public Safety ..... 48
Emergency Preparedness ..... 48
Fire Departments ..... 49
Wildland Urban Interface Wildfire Risk Planning ..... 50
Law Enforcement ..... 51
**Public Facilities ..... 54**
Transportation ..... 54

Existing Community Transportation Goals ..... 54
Non-motorized ..... 55
Motorized ..... 58
Travel Demand Management (TDM) ..... 61
Transit ..... 61
Funding ..... 63
Air Travel ..... 63
Rail ..... 64
Parks System ..... 65
Park Lands ..... 65
Conservation Lands ..... 65
Trails ..... 66
Recreation ..... 67
Urban forest ..... 67
Trends ..... 68
Water System ..... 68
Trend ..... 69
Wastewater System ..... 69
Trends ..... 71
**Local Services ..... 72**
Education ..... 72
Public Schools ..... 73
Private Schools ..... 74
Trends ..... 74
Utilities ..... 74
Technological Infrastructure ..... 74
Broadband ..... 74
Wi-Fi ..... 75
Cellular ..... 75
Solid Waste ..... 75
Organic Solid Waste ..... 75
Recycling Services ..... 75
Power ..... 75
Northwestern Energy ..... 76

Missoula Electric Cooperative ..... 76
Renewable Energy ..... 76
Social Services ..... 77
United Way ..... 77
Poverello Center ..... 77
Human Resource Council District XI ..... 77
Western Montana Mental Health Center ..... 77
Red Cross ..... 77
Salvation Army ..... 78
Habitat for Humanity ..... 78
YWCA ..... 78
Youth Homes ..... 78
Big Brothers Big Sisters ..... 78
AWARE ..... 78
Goodwill Industries ..... 78
Missoula Food Bank ..... 79
Veterans' Services ..... 79
Opportunity Resources ..... 79
Summit Independent Living Center, Inc. ..... 80
Senior Services ..... 80
Missoula Aging Services ..... 80
Missoula Senior Center ..... 80
Meals on Wheels ..... 80
Senior Care and Supportive Services ..... 80
Senior Transportation Services ..... 81
Senior Service Trends ..... 81
Aging in Place ..... 81
Senior Housing Trends ..... 81
City Initiatives ..... 82
Visitability Program ..... 82
Equal Rights Initiatives ..... 82
Medical Facilities and Services ..... 82
Urban Indian Health Center ..... 83
Library Facilities and Services ..... 83

**Community Wellness** ..... **84**
Food Security ..... 84
Efforts to Combat Hunger ..... 84
Agricultural Production ..... 85
Ways to Improve Food Security ..... 86
Market Demands ..... 86
Healthy Food Accessibility ..... 86
Youth Profile & Trends ..... 87
Youth and Adolescent Obesity ..... 87
Current Progress and Achievements ..... 87
Considerations ..... 87
Youth and Drug and Alcohol Abuse ..... 88
Youth Homelessness ..... 88
Youth Employment ..... 88
Suicide ..... 88
**Natural Resources** ..... **89**
**Water** ..... 89
**Surface water** ..... 89
**Clark Fork River** ..... 89
Groundwater ..... 90
Threats ..... 90
Milltown Dam: Ground Water Contamination ..... 90
Floodplain ..... 90
Air Quality ..... 91
Trend ..... 92
Sand and Gravel ..... 92
Topography and Soils ..... 93
**Environmental** ..... **95**
Climate ..... 95
Climate Change ..... 95
Trends ..... 95
Urban Wildlife ..... 99
Urban Deer ..... 99
Critical Wildlife Habitat ..... 99
Big Game Winter Range ..... 100

Critical Elk Habitat ..... 101
Mount Jumbo Elk Herd ..... 101
Highway Linkage Zones. ..... 101
Threatened and Endangered Species and Species of Special Concern ..... 101
Riparian Areas ..... 101
Noxious Weeds ..... 102
Hazardous Waste Sites, Brownfields in and around Missoula ..... 102
Federal Sites - Milltown Dam ..... 102
State Sites ..... 102
**Arts and Cultural Resources ..... 104**
Historic Perspective ..... 104
Planning for a Cultural District ..... 104
Current Status of Missoula Arts and Culture Organizations ..... 105
Missoula Cultural Council ..... 105
Public Art Committee ..... 106
Future Trends and Issues ..... 106
**Historic Resources ..... 107**
Historical Perspective ..... 107
Native Peoples ..... 107
Lewis and Clark Expedition ..... 107
European Exploration and Settlement ..... 107
Growth of Missoula ..... 108
Types of Historic Resources Documented in Missoula ..... 109
Native American Archeological and Cultural Sites ..... 109
Historic Buildings and Structures ..... 109
Historic Districts ..... 109
City of Missoula Historic Preservation Program ..... 110
Historic Resources Inventory ..... 110
Issues/Trends Affecting Local Historic Preservation Programming ..... 110
**Land Uses ..... 112**
Land Use Patterns ..... 112
Subdivisions ..... 112
Annexation ..... 113
Entitled Lots ..... 114
Density ..... 115

Land Inventory by Zoning Classification ..... 116
Actual Land use vs Current use designations ..... 117
Residential Density Comparison ..... 118
Actual Land Use as assessed by the State ..... 119
Land Use Trends ..... 120

## Maps

1 Study Area Boundary
2 Missoula County and Growth Policy Area Locator Location
3 Population change from 2000 to 2010
4 Employees by Business (2010)
5 Tax Increment Finance Districts
6 Housing Change from 2000 to 2010
7 Residential allocation 2014
8 Emergency Services
9 Fire and Wildland Urban Interface (WUI)
10 Bicycle and trail Routes
11 Road Functional Classification
12 Existing Peak-hour level of service (2010)
13 Modeled peak-hour level of service for 2040, including all existing and committed projects (2012 LRTP)
14 Transit Routes
15 Parks & Conservation Lands
16 Sewer Mains
17 Elementary Schools & Districts
18 Food Deserts
19 Floodplain
20 Sand and Gravel Resources
21 Agricultural Soils
22 Wildlife & Sensitive Lands
23 Public Health
24 Historic Resources
25 Annexations by Decade
26 5,300 Entitled Lots
27 Existing Comprehensive Plan Land Use Map

## Figures

1 City of Missoula Population over time
2 Persons per Household
3 Age Distribution
4 Total University of Montana Enrollment over time
5 Labor Earnings by Major NAICS Sector in Missoula CO., 2011-2012
6 Components of Employment, Missoula County
7 Unemployment Rate in Missoula County over time
8 All Full-& Part Time Employment by NAICS Sector in Missoula Co., 2001-2012
9 Poverty rate for Missoula County over Time
10 Size of House Compared to Household Size
11 Urban Area Building Permits by Calendar Year (UFDA)
12 New Units by UFDA Neighborhood (UFDA)

13 Median Housing Price
14 City of Missoula Crime Summary 2005-2013
15 Percent of commuters choosing active transportation
16 Total Average Annual Daily Trips for the City of Missoula, 2007 through 2012
17 Mean Annual Temperature
18 Annual Number of Days Below Freezing
19 Mean Annual Snowfall
20 Mean Annual Precipitation
21 The Future & Historical Maximum ERC for each day of the year averaged over the entire winter
22 Number of Lots Created and Land Acres Developed through Subdivisions (1990-2013)
23 Annexations 2008-2014

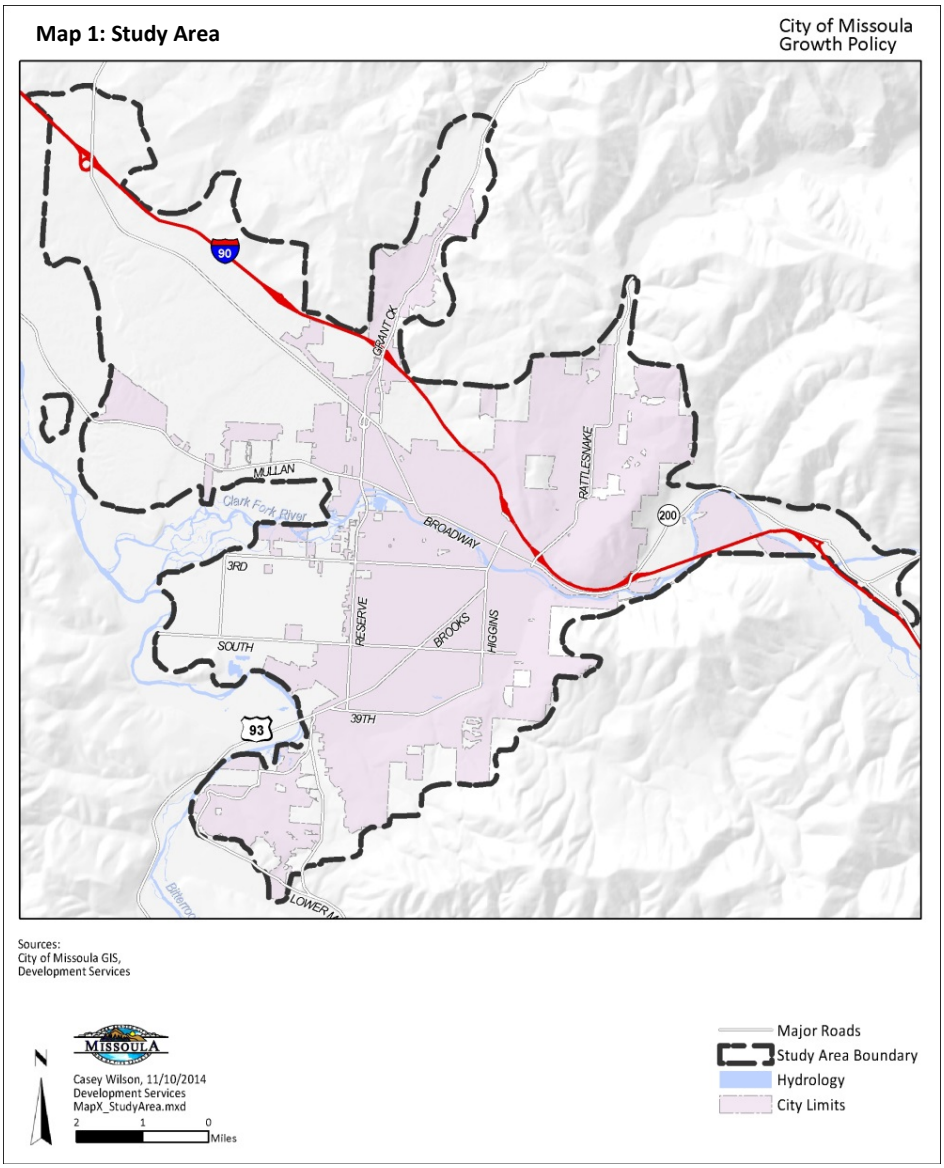
## Tables

1 Largest Private Employers in Missoula County of 2011
2 People in the Workforce
3 Workforce by Industry (ACS Profile Report, 2012 and Table DP-3 Profile 2000)
4 Per Capita Income (inflation adjusted 2010 dollars)
5 City of Missoula Population, Households and Housing Units (1990-02010)
6 Housing Unit Types (2000-2013)
7 Urban Area Housing type by year (2001-2013)
8 Missoula Emergency Shelter Inventory
9 Missoula Transitional Housing Inventory
10 Missoula Permanent Housing Inventory
11 Missoula Fire Department call record
12 Park Inventory by Type
13 MCPS Pre-K through 12th Grade Enrollment for 2012-2013 School Year
14 Other School District Pre-K through 12th Grade Enrollment for 2012-2013 School Year
15 Private School Enrollment 2012-2013 School Year
16 Number of permits issues for photovoltaic installations
17 Change in Gross & Net Housing & Population per acre Density (Jan. 1, 2000-2014)
18 Zoning Types by Acreage
19 Residential Zoning Breakdown
20 Inventory of Acreage Broken out by state-assessed property type

# Introduction

This report provides background detailing existing conditions and projected future trends for the growth policy project area, defined by the Urban Service Area boundary (Map 1). The Community Profile serves as a foundation for the Our Missoula Growth Policy 2035 Update and provides a context for exploring planning opportunities and challenges that result in community goals, objectives and actions. It should be noted that although each section of this report represents a particular aspect of Missoula's development and current conditions, these aspects are all interrelated.

The study area is consistent with the City of Missoula Waste Water Sewer Study Area Boundary and is the same boundary used for previous Urban Fringe Development Area (UFDA) planning efforts. It encompasses 33,167 acres (18,775 acres within city limits and 14,492 of acres county land) and stretches east to include East Missoula and a portion of Bonner, west to include the Wye intersection of Highway 93 and Interstate 90 and follows the rivers to the west, north to include the Grant Creek and Rattlesnake Creek drainages and south to include the South Hills and portions of Miller Creek.

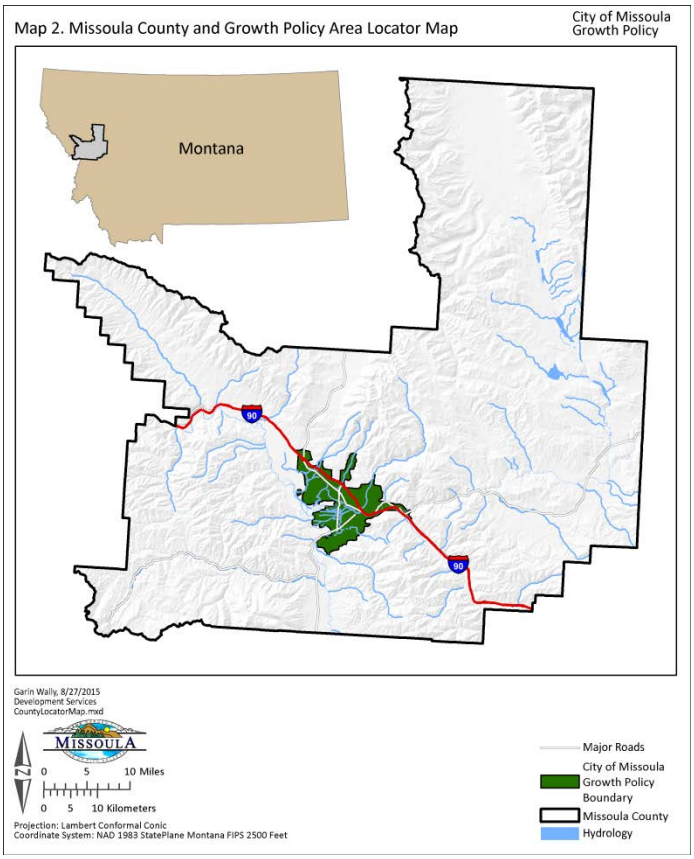


## Location

Missoula is located in a unique and central place in Western Montana (Map 2). The Missoula Valley is surrounded by forested mountains and is the meeting place of the Blackfoot, Bitterroot, and Clark Fork Rivers. Missoula serves as a regional hub for communities north, south, east, and west, with the next largest city, Coeur d'Alene, Idaho located almost three hours to the west. Missoula's landforms are the result of glacial activity that created then drained Glacial Lake Missoula, leaving fertile soils and a valley shaped by creeks and drainages including Rattlesnake, Butler, O'Brien, Miller, and Pattee Creeks. The resulting landscape, once the domain of indigenous peoples, now provides a valley home for a diverse mix of people and activities.

Over its 150 years, Missoula has grown from a military and trade encampment west of Reserve Street (Hellgate Village), to a County seat, "military town", "railroad town", and "timber town" with significant population expansion and ultimately, to a "university town". Since Missoula's inception, many things have changed and the community has represented many different stages of American growth and prosperity. The community has managed to evolve with the times, remain resilient to outside forces, and continue to retain its identity as a unique western contemporary community offering metropolitan features with a small town feel.

The entire region has witnessed substantial population growth (doubling since 1980) and economic change during the past 40 years. The City economy is anchored by two regional medical centers, the University of Montana, and is a regional retail and commercial destination. The Missoula area is also known internationally for its exceptional outdoor recreation opportunities available in the surrounding mountains, including ski areas, world class fishing on area streams, hunting in adjacent forest lands, and unlimited recreational activities in the surrounding national forests, waterways, and conservation lands.



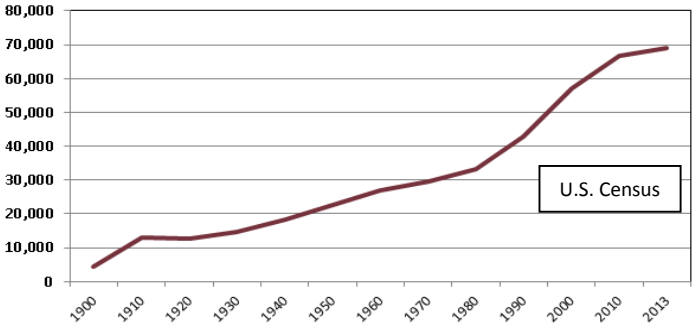
# Population

Demographic records from recent decades can provide insight into the future population profile of Missoula and provide useful information for preparing for social, economic, land use, infrastructure, and environmental impacts. As of December, 2014 the City of Missoula's population was estimated at 70,836 housed within 31,623 dwelling units. The Urban Service Area had an estimated population of 88,200 and approximately 40,000 housing units. This is based on building permit data added to the 2010 decennial census populations.

In 2008 the City and the County initiated a project referred to as the Urban Fringe Development Area (UFDA) project, aimed at analyzing where additional residential growth might occur within the Urban Service Area. The Urban Service Area is the same boundary as this study area. Information gathered and tracked through the UFDA project is essential data for gauging growth trends and projections in this Growth Policy. In 2008, when the project first began, the average annual growth rate was projected between 1% and 2% per year. Given that percentage, the project focused on considering where the next 15,000 new dwelling units could occur within about the next 20 year time frame (with a 2% growth rate). The City and County adopted a Residential Allocation Map (See Map 7) as part of the Growth Policy, documenting the "allocation" for each neighborhood area of the community. Each year, an update to the Residential Allocation Map occurs, with the latest update, tracking development activity through 2014. Between the years 2008 and 2014, 2,727 new dwelling units were permitted, resulting in a 1.1% annual average growth (AAG) over five years and about 12,300 units still to be accommodated through the Residential Allocation Map. Clearly, the pace of development has slowed down since the development boom of the 2000s, but in recent years the number of new dwelling units permitted is increasing.

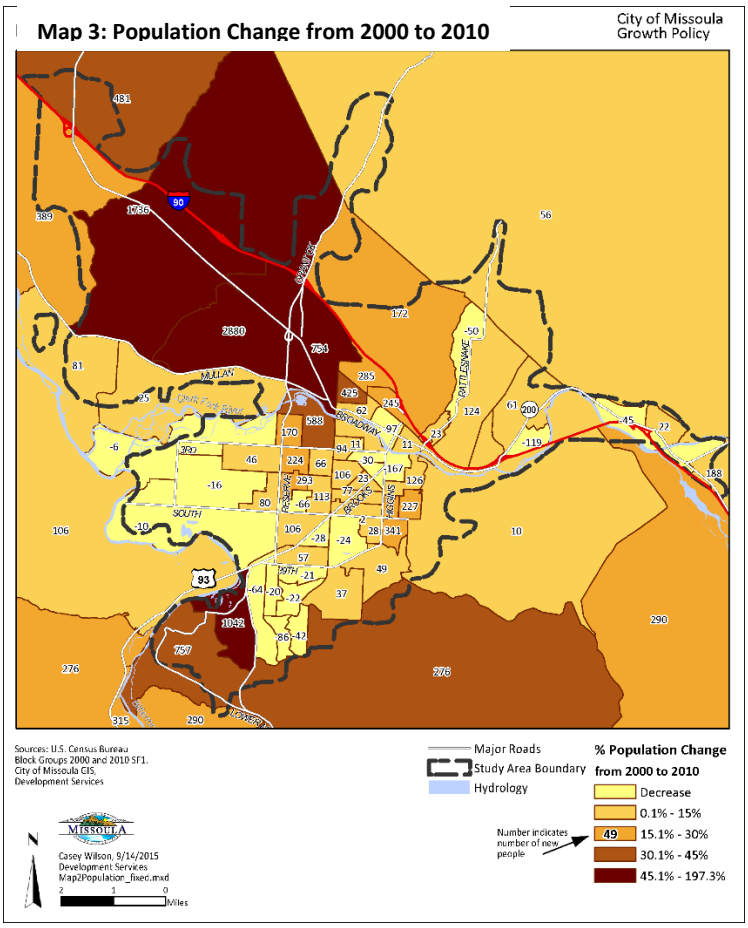
Most of the remaining data provided comes from the U.S. Census, the Montana Census and Economic Information Center, and the American Community Survey (ACS 2009 – 2013 5 year estimate, unless otherwise noted). Availability of population data for the Missoula area varies and is presented for the county when city information is not possible.

Figure 1: City of Missoula Population over time




The City of Missoula continues to grow (as shown in Figure 1) at an average of between 1.1% and 1.6% percent per year and is experiencing demographic shifts like the rest of the country. Between 2000 and 2010, the City's population grew about 17%. The last few years of the 2010s included a slower rate of development and a reduction in the annual average growth rate. Since 2010, the pace of development picked up but we're still not growing at the annual average rate as between 2000 and 2010 and the projections indicate that we may not see such an increased average annual growth rate for some time. Tracking development since 2000 indicates that we can expect an AAG rate of 1.6% with a fourteen year projection and 1.1% with a five year projection. According to US Census Quick Facts, Missoula had 69,821 residents in 29,076 households in 2013 (about a 3.2% population increase over the 66,788 residents in 2010 Census). Missoula County's population was estimated at 111,769 in 2013 according to US Census Quick Facts, representing about a 2.3% increase since 2010. Over time, the City population has been increasing slightly faster than the County population.

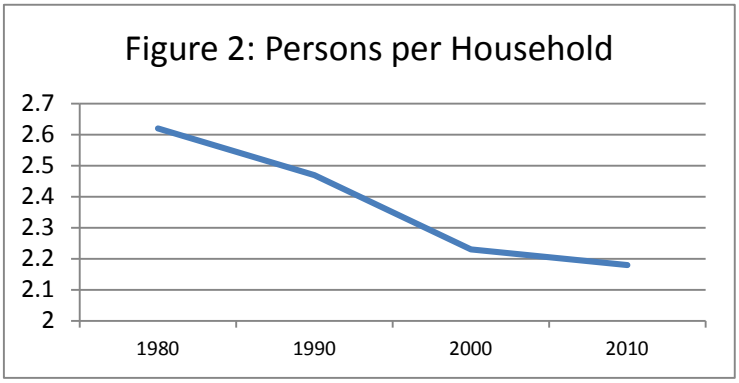
Map 3, below, shows where population shifts have occurred within the Missoula Urban Area between 2000 and 2010. The greatest increase in population occurred in the northwest area and the Linda Vista area of the community.




## Changing Community Demographics

Like the national trend, Missoula's average age is increasing and fewer households fit the "nuclear family" typology. In 2000, the median age was 30.3, in 2010 it was 30.9, and in 2013, 31.5. However, college towns like Missoula are typically statistically younger so, as might be expected, the median age in Missoula is much younger than the state median age of 39.9 in 2013.

Another demographic change is household size (represented in Figure 2, below), which decreased from an average of 2.23 persons per household in 2000 to 2.18 in 2010 which also reflects the national trend. According to 2013 ACS data, the persons per household rose to 2.24 for the City with the average household size being 2.04 for renter-occupied and 2.45 for owner-occupied units. Persons per household Nonfamily households increased from 48.9% of all households in 2000 to 51.9% in 2010. A nonfamily



household consists of a householder living alone (a one-person household) or where the householder shares the home exclusively with people to who he/she is not related - U.S. Census Bureau.
Since 1980, Missoula's urban area household size has been decreasing.

ACS data indicate that the population of the City of Missoula is largely homogenous, with approximately 5.2% of the population of non-white ethnicity as of 2013. The largest, single non-white ethnic group in the City was "American Indian and Alaska Native," making up about 4.1% of the population in 2013.

### Urban Area Population Share

According to Census data, since 2010, estimates are that approximately 77% of County residents live in the Urban Services Area. That percentage has been fairly constant over the past 25 years. The Montana Census and Economic Information Center projects Missoula County's population will increase from 111,769 in 2013 to 137,055 by 2035. If the trend continues, we can expect a population of about 107,000 within the Urban Services Area by 2035.

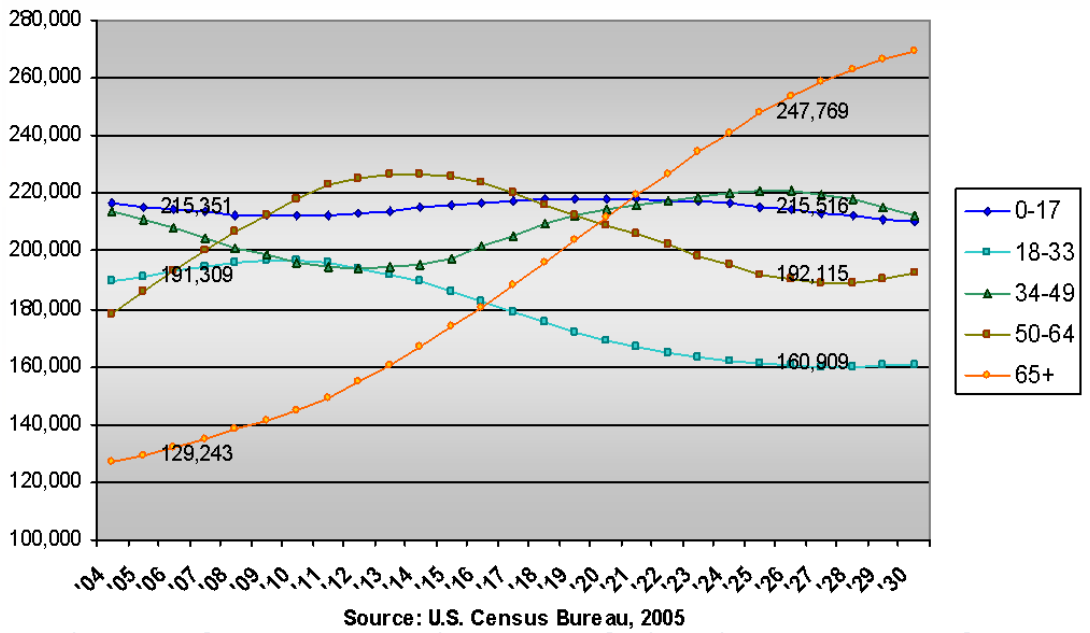
### Projection of Population by Age Group

Missoula's median age is skewed toward the 20 to 24 age range due to the University of Montana student population. In fact, the 20 to 24 year old age group and the next largest age group, 25 to 29 year olds, account for 32.8% of the population. At the other end of the spectrum, Missoulians 65 and over make up 11.3% of the population compared to 15.4% for the State of Montana and 13.7% of the United States population. This age group will double in proportion by 2035 to about 24% of the urban area population and is represented by the large upward wave, dubbed the Silver Tsunami, in Figure 3 below, shown for the State of Montana. Over the next 20 years, population projections indicate that most age group population proportions will remain rather constant. The exception is the over 65 age group which will impact health care services, additional assistance related social services, and housing needs.

### Potential Impacts

Demographic trends can shape the built environment through changing lifestyle preferences. The typical household is no longer two parents and two to three children. Household sizes are returning to levels seen in the 1990s. As widely reported, Millennials (also known as Generation Y, born roughly between 1980 and 2000) often live with parents and single-person households are becoming increasingly more common. Millennials are choosing to live in urban areas and drive less than Generation X or Baby Boomers. Retirees are also shifting their housing preferences through downsizing and electing to live in lower maintenance homes with easy access to amenities such as bike facilities and transit. These changes will likely impact the housing market, demand for alternative transportation, and in-town amenities such as shopping and dining.

**Figure 3: Age Distribution**




Graph courtesy of Dr. Larry Swanson, O'Connor Center for the Rocky Mountain West, U. of Montana

## Educational Attainment

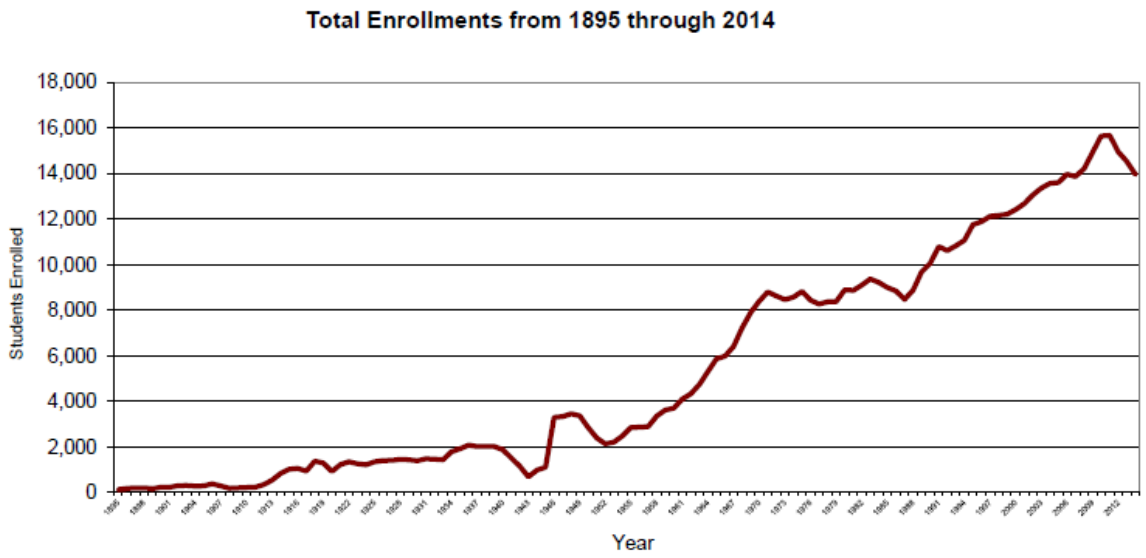
Like residents of most college towns, Missoulians are well-educated. The 2013 American Community Survey shows that 43.8% of Missoulians over 25 have received a bachelor's degree or higher, compared to 28.8% of Americans as a whole.

High School graduation rates for the three public high schools within the study area are hovering around 90% according to the 4-year cohort graduation rate for 2011 – 2014. Specifically, Sentinel High School accomplished its highest graduation rate to date, at 92.7% in 2012. Hellgate High School peaked with its graduation rate in 2011 at 89.5% and Big Sky High School saw its highest graduation rate of 88.9% in 2012. Comparing these graduation rates to other AA District schools around the State, it is rare (looking at the past four years) to see graduation rates above 90%. Missoula has emphasized graduation matters and has seen the model continue to the state overall.

## University of Montana Student Demographic

As shown in Figure 4 below, the University saw a rapid increase in enrollment in 2008 and 2009, mirroring other American institutions in the wake of the 2008 financial collapse. Enrollment continued to steadily increase until peaking at a record high in 2011, with 15,669 students. It has been declining from 2012 onwards, with an average decrease of 3.79%. The current 2014 enrollment is 13,952.

**Figure 4: Total University of Montana Enrollment over time**




While the University previously mirrored national enrollment trends, the two are now divergent, with average national enrollment rates continuing to increase but the University of Montana rates continuing to decline. However, the decline has been tracked for only a few years and doesn't constitute a trend. Nonresident enrollment rates have steadily increased from 2005 onwards, with an average increase of 3.45% over the past 5 years. The current nonresident enrollment is 3,266, a record high.

Approximately 56% of University of Montana graduates will stay in Montana after studying in Missoula. Applying this rate to the nonresident enrollment rate suggests that approximately 1,633 new, nonresident Montanans stay in the State after graduation. The Alumni Relations office is researching information on how many University of Montana students, including nonresidents, stay in Missoula after their studies.

## Key Trends

Missoula population trends are similar to the nation as a whole. The Montana Census and Economic Information Center projects that the population of Missoula County will increase by about 24,000 between 2014 and 2035, which would equate to a population increase of 18,800 in the Urban Service Area. At 2.24 persons per household, that, in turn, would equate to the need for 9,000 new residential units in the Urban Service Area by 2035.

However, the 2010 Housing in Montana Report (prepared by the Montana Department of Commerce) projects a need for between 510 and 700 residential units annually to be built in the Urban Service Area or as many as 14,000 new residential units by 2035.

Therefore, it is prudent to plan for a growth rate of between 1.1% AAG and 1.6% AAG which equates to a projected need for between 9,000 and 14,000 new residential units in the Urban Service Area over the next 20 years.

The second key trend is the significant growth of the senior demographic which is expected to double to about 24% by 2035 and have meaningful implications for housing, healthcare, economics and transportation.

## Community Character

Community characteristics are both tangible and intangible and encompass the themes of built environment, natural environment, economic factors, and quality-of-life elements. In Missoula, community character has been identified through listening sessions with the public, in promotional literature for economic development and real estate development, and as part of a recent mapping project that delineated Missoula's characteristics in the form of a "heat map". Based on information compiled from these resources, the following tangible and intangible qualities help describe Missoula's character.

Recreation, access to nature, the river, and conservation of open spaces are major themes in defining Missoula's character. Missoulians appreciate nearby recreational amenities such as the Rattlesnake Wilderness and Snowbowl Ski area; they utilize parks for play, and recognize the value of open space for wildlife and vegetation/habitat, and preserving agricultural lands for their scenic qualities.

Missoula is described as a "giving" community with a focus on volunteerism and a willingness to help out. Others like the "Montana Feel" and diversity in social character, and a downtown that supports small business. A commitment to quality of life, culture and arts, and great shopping and entertainment, and local foods and farmer's markets are also qualities that make Missoula great. Missoula is also family-friendly, inclusive, and has strong police and community services support systems, according to participants in focus groups, listening sessions and the Missoula Asset Mapping Project.

Intangible characteristics of the downtown include the "weirdness" factor that many Missoulians use to describe Missoula. One person describes it in these terms: "…outdoors fanatics, hippies, crazy college kids, retirees, horse-whispering cowboys, creative entrepreneurs, activists, rugged rednecks, collegiate-sports aficionados, adrenaline junkies, and everyone in-between meet downtown on Thursday nights for two-for-ones". (Outside Magazine, 2011) This diversity is a common theme in descriptions of Missoula and talked about as a value that should be preserved. Other downtown characteristics are the local food options and local businesses that populate the downtown buildings. The lack of chain stores, chain restaurants and department stores is seen as a value to be preserved.

*Preliminary Findings Asset Mapping Project: Economic Health*

The economic well-being of the city and its citizens was a significant focus of conversation. Downtown and the businesses that anchor downtown are seen as contributing significant economic advantage to the city, for two reasons. One, many of the **establishments are locally owned**, which participants feel **adds resiliency to the economy**. And two, because those establishments, **along with the arts and the culture** they **support, contribute to a unique downtown "vibe"**, which is not replicated anywhere else in town and results in a **very original, human-scaled place**. Participants also feel strongly that **the city's historic, mixed-use neighborhoods contribute to the city's economic health**, even as they recognize that homeownership in these areas is increasingly unattainable for first-time buyers.

Transportation choices, the trail network, and bikeable/walkable neighborhoods are identified as assets to be conserved and expanded upon. Missoulians value their transportation system for the options it provides them – whether it's the ability to navigate the City via automobile, by taking public transit, or by biking or walking. Neighborhoods are described as close-knit, quiet neighborhoods with access to the riverfront, hillsides, and trail systems.

Residents identified the historic setting as an asset, and the potential to capitalize on the historic character to drive economic development (heritage tourism, for example). Economic development capitalizes on the many art and culture opportunities as well. The diversity in cultural events and art venues both in Missoula and on the University of Montana campus are a strong character-defining feature of the community.

A primary character-defining feature of Missoula is its connection with natural and scenic resources. Four major valleys intersect with the Missoula Valley: the Bitterroot Valley to the south, the Flathead-Jocko Valley to the north, the Blackfoot Valley to the northeast, and the broad Frenchtown valley to the west. Within Missoula, the Rattlesnake Creek and Grant Creek drainages flow into the Clark Fork River, Hellgate canyon provides a geographic boundary to the east of downtown, and the northern extents of the City are defined by the North Hills, Waterworks Hill, and the Rattlesnake Wilderness Area. Evidence of Glacial Lake Missoula can be seen in the surrounding hillsides (Mount sentinel, for instance), the result of repeated filling and emptying of this ancient lake over a millennium. The horizontal bands (terraces) on the hillsides indicate the ancient shorelines.

Scenic vistas serve as visual gateways to the City. Driving north over the Orange Street bridge, one sees the late afternoon sun shining across the North Hills, highlighting church spires and the glazing of tall buildings, and glancing off the leaves of the urban forest. Entering the downtown from the west, Mount Jumbo and Mount Sentinel provide the backdrop to the historic downtown. Heading east, the sloping hillsides lead you through the Hellgate canyon and east out of town. The south hills and Blue Mountain to the west offer landmarks denoting a transition from the historic urban landscape to the suburban neighborhoods and beyond to the rural Bitterroot Valley and Lolo National Forest. The Clark Fork River is the City's focal point and offers numerous parks and trails on the north and south banks of the river. The river serves as a recreational focal point, habitat for wildlife and endangered fish, and as a scenic resource.

Public art is incorporated into the public realm with large murals depicting early Missoula history on Broadway, flowers in handmade metal containers hung from light posts, banners hung throughout downtown in support of annual events, and outdoor sculptures in the Missoula Art Museum (MAM) courtyard and on the exterior of public parking garages provide visual interest to public spaces. Non-profit arts and cultural venues, arts and cultural events (often free and held in Caras Park) provide a richness and quality of life in Missoula.

History also contributes to the character and sense-of-place in Missoula, in the downtown as well as the surrounding neighborhoods. More than 3,000 historic properties have been surveyed in Missoula to date. Missoulians recognize that the history embodied in its commercial buildings, Fort Missoula, churches, residences, railroads, farms, and open spaces contributes to the community's character, and serve the local and regional economy as a cultural tourism destination. Designated a "Preserve America" community by the White House, the City's heritage is recognized as a unique and irreplaceable asset.

The City grew sequentially from the historic location of Missoula Mills, the present site of the north approach spans of the Higgins Avenue Bridge over the Clark Fork River. From there, commercial businesses developed on platted streets that roughly followed the river and the Mullan Military Wagon Road (east and west), then northward from the river along Higgins Avenue to the railroad corridor.

Western Commercial buildings, one, two, and three stories in height and constructed of masonry construction characterize the built environment of the downtown. Buildings are long and narrow and represent an amalgamation of styles. Following World War II, infill of vacant lots and modernizing existing storefronts creates a Modern feel in certain areas of downtown. New construction in the downtown is typically larger in plan and taller than the turn-of-the-century styles and incorporates a large amount of glazing and veneers of brick. The common

elements between the new construction and existing structures are the pedestrian-scaled storefronts and the conversation the buildings have with the sidewalk.

Sidewalk widths vary block by block and have changed over time as transportation technology and sidewalk use changed over time. But where the majority of the population gathers, in the downtown, the sidewalks are wide enough to hold a conversation, sit at a sidewalk café, park a bike at a rack, pick up a newspaper, wait for a bus, prop a sidewalk sign to advertise the latest menu, and maybe even hear a musician. Recent changes to the configuration of streets and sidewalks include the addition of turn lanes, bike lanes, pedestrian amenities and traffic calming devices. The leafy canopy of the urban forest lines the streets of Missoula and softens the streetscape.

The character of the residential areas is diverse and ranges in age from contemporary suburban development, early suburban neighborhoods of Cape Cods, Ranch Houses and Split-levels, to the historic districts that surround the downtown, and dating to the 1880s.

**Quality of Life**

In the context of urban planning, the phrase "quality of life" generally refers to factors that impact a *community's* quality of life or that of an individual or group in a community. These can be external conditions such as income level, access to services or availability of resources. Quality of life can be thought of as "the effects of a community's livability on its residents." (Oregon Department of Transportation, Recommendations Memo #2 Livability and Quality of Life Indicators, CH2M Hill, 2011.)

University – Neighborhood Relations: On December 10, 2012, the City of Missoula, the University of Montana and the Associated Students of the University of Montana (ASUM) signed the Community Quality of Life Initiative. The intent of the initiative is for the City and University to work collaboratively to address quality of life issues in the community. Specifically, four areas were identified as follows: "increasing the inventory of quality, affordable housing for students; improving existing rental stock through basic regulation of residential rental property; improving neighborhoods across the city through a well-staffed quality of program; and improving transportation and parking options for all citizens." The initiative established five goals: to build 1,000 student housing units, improve the quality of rental property, improve neighborhood relations, create transportation options for students and seek proposals for a long-term planning process to address future housing and transportation needs.

*Preliminary Findings Asset Mapping Project: Neighborhoods, Culture & History Theme*

Missoula has a rich and storied history, and that history is clearly valued by residents for the mark it has left on the shape and character of their city. This is evident through the appreciation participants expressed for the city's historic development patterns – the slant neighborhoods, bungalow and craftsman style residential architecture, architecturally diverse buildings in downtown – and for how arts and cultural institutions are weaved into those patterns.

# Economic Conditions

People stay in Missoula, return to Missoula, find work in Missoula and visit Missoula for many reasons but with common threads – our community is well-educated, connected to the environment, supports a diverse and sustainable economy, appreciates new ideas, and changes with the times. The economic statistics and information presented here offer a look at Missoula's employment and business environment.

**Historical Perspective**

Missoula's economy has changed significantly over the decades. Like the rest of the State and nation, economic conditions create opportunity and then economic generators react to the opportunity, creating times of growth, recession, and correction. Missoula has seen several cycles of economic growth and contraction and made collective, conscious adjustments. Missoula saw significant growth up to the 1980s. After a decline in economic prosperity during the early 1980s, the economy began to strengthen, especially from 1988 to 1994. The 1990s brought new technological sophistication along with a shift toward service-oriented growth as well as increased flexibility for highly educated workers. This was conducive to small, hi-tech businesses able to locate in any area of the country. (1998 Urban Comprehensive Plan)

Through the 1990s and early part of the 2000s, Missoula continued to serve western Montana's population as the second largest trade and service center in the State. Missoula County exceeded the State and National employment growth rates for some time, with most of the growth occurring in trade sector related activities such as health care, business, and professional services. Housing, construction, real estate, and banking led the Missoula area economy forward through this period, fed by fairly dramatic shifts in population migration patterns. There was also dramatic growth in Missoula's health care services sector and the University. (Larry Swanson, 4.30.14) According to Larry Swanson, Chief Economist and Director for the O'Conner Center for Rocky Mountain West, a lot of the period of growth during the 2000s was "carried forward by housing and construction, further supported by real estate and banking and finance."

The recession of the late 2000's started in housing and banking. While many parts of the nation experienced drastic economic declines, Missoula experienced a gradual, incremental decline in part due to the fact that Missoula is home to a State university and the State's second largest health care delivery market. This gradual change was important because it provided additional time to regroup and "produce a less painful contraction." (2014 Economic Outlook, BBER.UMT.EDU, Patrick Barkey, Director) Currently, the State, overall, is seeing strong growth and expansion. However, in Missoula, growth has been slow to recover. The economy, in Missoula County is projected to grow about 2.4% per year between 2013 and 2016. (*Missoula County Growth Policy Update*, Feb. 2014, Page 2-14)

Missoula City and County have rallied around a cooperative approach to economic development. After analyzing conditions and reporting on potential strengths and weaknesses, Missoula acted on the *Best Place Project* and Garner Economics' report (*A Competitive Realities Report and Business Target Recommendations for Missoula*, Montana, April 9, 2010) by establishing the Missoula Economic Partnership (MEP). The MEP is a unique private/public partnership that works collaboratively and strategically to facilitate increased prosperity through business development while enhancing the business environment and quality of life in our community." (Mission Statement, *2011 – 2016 Strategic Plan for Missoula Economic Partnership)* Other entities that provide economic support and resources are the Bitter Root Economic Development District (BREDD), the Chamber of Commerce, the Montana Community Development Corporation (office in Missoula and a resource for the State), the Missoula Redevelopment Agency, and the Missoula County Grants and Community Programs Department.

The following section provides a basic understanding of existing economic indicators including descriptions and trends for businesses, workforce and employment data, household income, and tools for economic growth including use of tax increment finance (TIF) districts.

## Businesses

Missoula is the regional hub for commerce and service in western Montana with at least 20 private employers having more than 100 employees along with the large government employers based in Missoula. The Missoula Urban Service Area is home to about 7,000 business establishments (locations) according to data collected for the Montana Department of Transportation in 2010. Missoula County overall includes almost 4,500 employers of which 4,384 were private and 111 were government (Missoula County Growth Policy, Feb. 2014, page 2-14).

Table 1 lists the top twenty private employers based on number of employees. The two primary hospitals are the largest employers of over 1,000 people each. Six other large employers base their business on the health care industry. Other businesses with large employment are in retail, professional and technical service and social assistance industries.

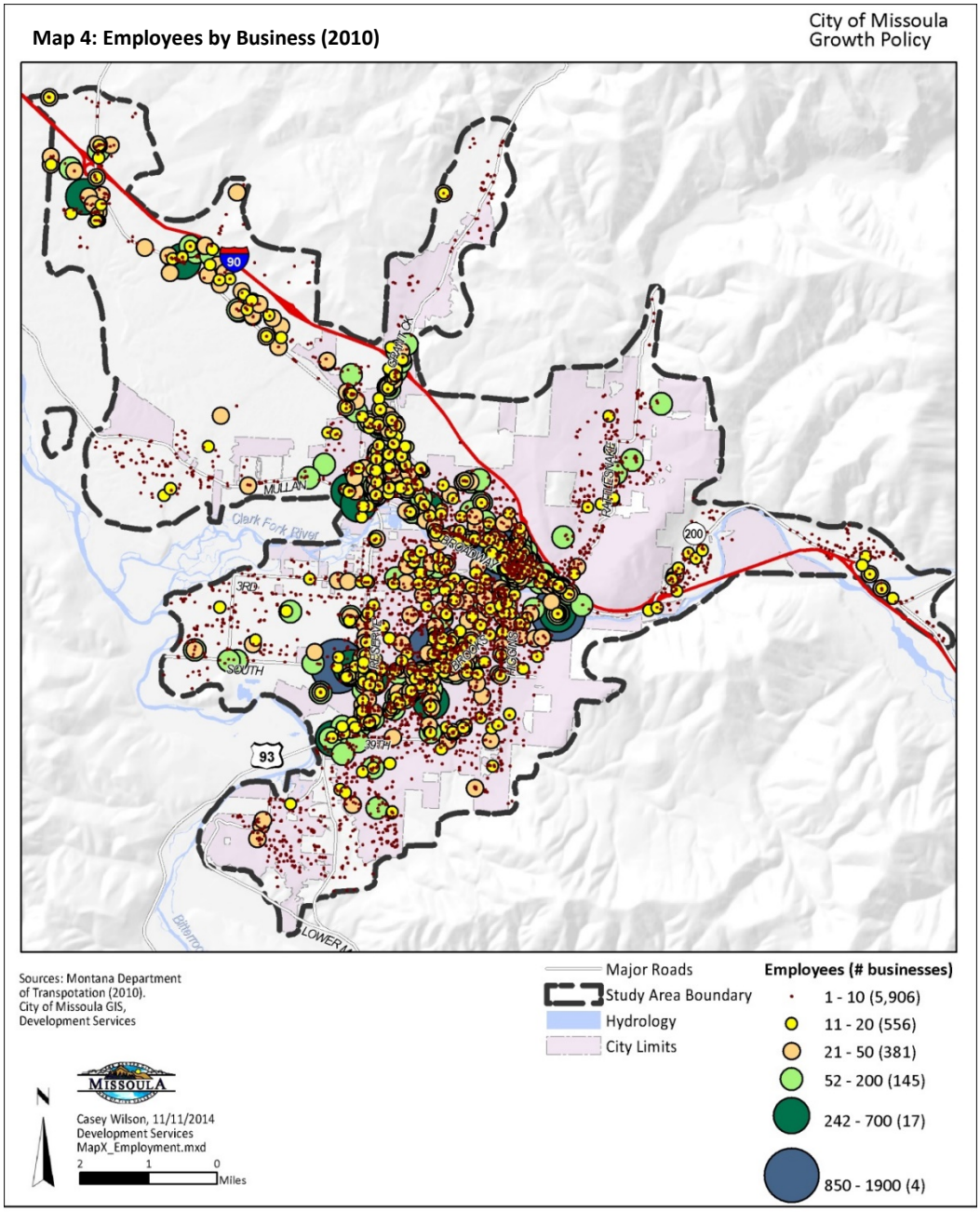
**Table 1: Largest Private Employers in Missoula County as of 2011**

| Business Name | Number of Employees |
|---|---|
| Community Medical Center | 1,000 and over employees |
| St. Patrick Hospital | |
| Direct TV Customer Service | 500 – 999 employees |
| Express Employment | |
| Opportunity Resources | |
| Wal-Mart | |
| Albertsons | 250 – 499 employees |
| Village Health Care Center | |
| Western Montana Clinic | |
| Western Montana Mental Health Center | |
| Allegiance Benefits | 100 – 249 employees |
| Blackfoot Communications | |
| Costco | |
| Good Food Store | |
| North West Home Care Inc. | |
| Payroll Plus | |
| Safeway | |
| Southern Home Care Services Inc. | |
| Town Pump | |
| YMCA | |

All of the large employers have locations in the City of Missoula. Employers in the public sector, including the Forest Service and the University of Montana, are not tracked and employ large numbers. As of the fall of 2010, the University of Montana employed 1,971 full-time and 620 part-time individuals (from the Missoula County Growth Policy, Feb. 2014 – from University of Montana 2011, Office of Planning, Budgeting, and Analysis, Workforce by Gender and Ethnicity)

While sustaining growth in the larger businesses of the community is important, so is enhancing a diverse and vibrant economy through support for small and new businesses. According to a report prepared by

Headwaters Economics, 90% of wage and salary workers work for small businesses of 20 employees or fewer, and one out of four people in Missoula County is self-employed. (*The People, Economy, Land, and Resources of Missoula County and Potential Vulnerabilities to Climate Change, prepared by Headwaters Economics*, prepared by Headwaters Economics, June, 2011, page 1) This information is reflected in the following map, indicating location of business varying by size based on information from 2010 provided to the Montana Department of Transportation. Data for the Urban Service Area reflects about the same percentage (92%) of employees working for businesses of 20 employees or fewer.




Map 4 also highlights areas of concentrated employment around the City. Those areas include the Downtown District, several of the primary travel corridors through the community and the east end of the Midtown District. Businesses generally benefit from proximity to other businesses and enable mutual reinforcement for supporting services such as offices, restaurants and personal services.

Downtown Missoula continues to be an economic hub for the community; with one stop, a person can fulfill many needs and seek multiple services. The businesses in the downtown serve both the local and visitor needs. The area is viewed as the front door to the community. With that role to play, it is important to have programs and support services in place to ensure the vibrancy of the downtown continues.

The Missoula Downtown Association (MDA), established in 1975, is a not-for-profit membership based organization dedicated to promoting, supporting and enhancing the vitality of downtown Missoula. The MDA is now part of an encompassing organization, the Missoula Downtown Partnership, bringing together several downtown functions, the MDA, the Missoula Downtown Foundation, and the Business Improvement District. With guidance by the MDA and the partnership of several other organizations along with a number of private property and business owners, the City supported a community plan for the downtown referred to as the *Downtown Master Plan*, adopted in 2009. This plan provides a comprehensive look at land use and infrastructure recommendations. As a resource to developing the *Downtown Master Plan*, an *Employment Analysis and Recommendation* document was prepared. Both these documents help to guide economic recommendations for the downtown that in turn benefit the overall community. Additionally, a Business Improvement District (BID) and a Tourism Business Improvement District (TBID) are established to help support existing businesses and reinvest in businesses. The Downtown BID is charged with enhancing the vitality of Downtown Missoula by facilitating commerce, promoting investment, enhancing streetscapes, conducting maintenance and improving security and safety for the Downtown Business District, the City of Missoula, and the people of Montana.

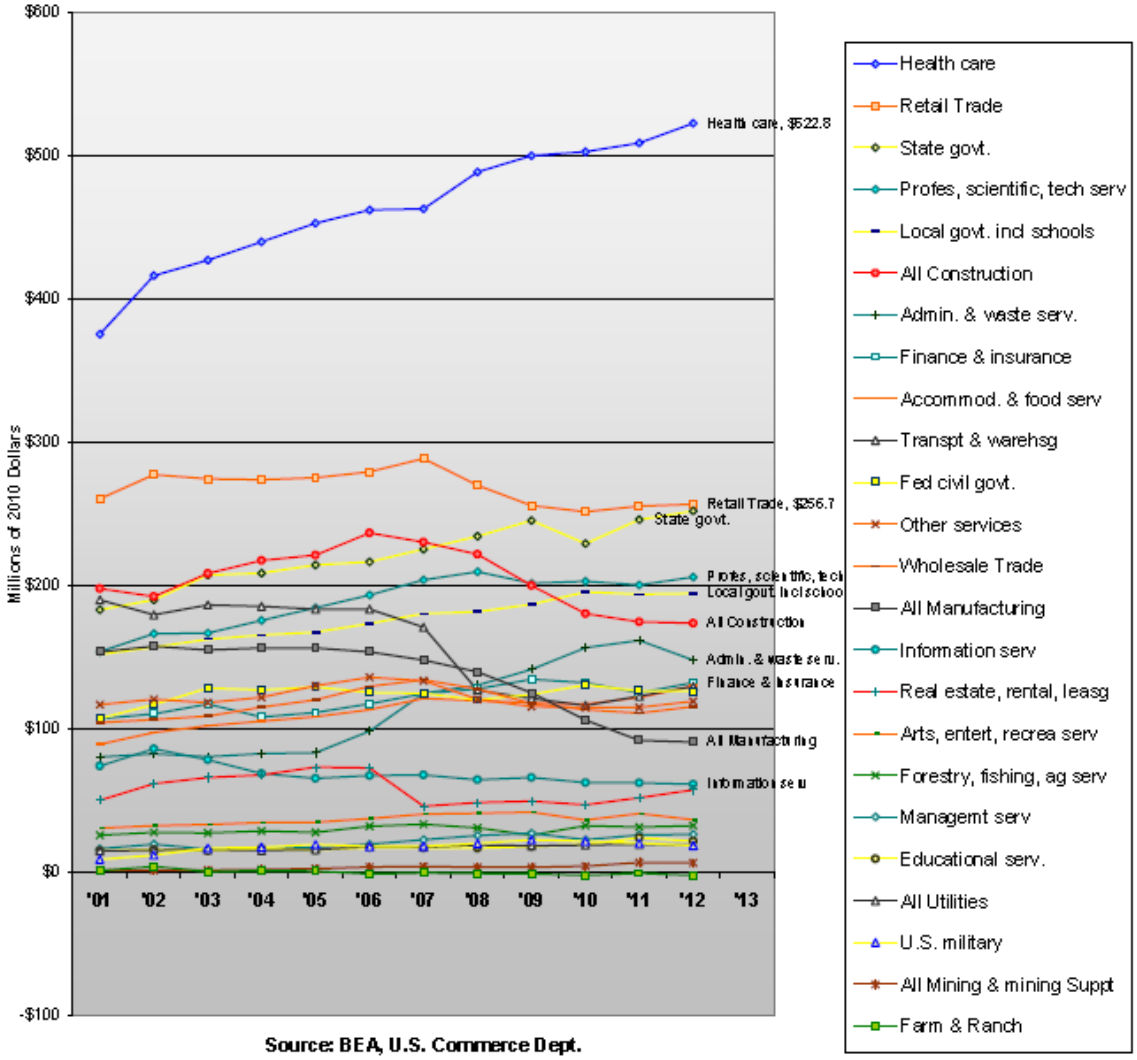
The other area of concentrated businesses is the east end of the Midtown District. Missoula Midtown Association (MMA) is a not-for-profit membership organization working to advocate, enhance, facilitate, preserve and promote the commerce and community of Midtown Missoula, while striving to provide leadership and support to overcome challenges. One of the primary objectives for MMA is interacting with business, community and government to help guide redevelopment, growth, and change in Missoula's Midtown. The vision of the MMA is to strengthen the appeal of Missoula's Midtown as a place to invest, shop, work, play and live. The MMA focuses on preserving and promoting the infrastructure and aesthetics that make Midtown an attractive place.

## Labor Earnings

Judging by the steady increase in labor earnings, new business activity is occurring in the City and County. Between 1980 and 2000, labor earnings for service-based industries including health care, legal services, engineering services, etc. accounted for almost one third of the total earnings by a major sector in Missoula County. The second largest generator of labor earnings was retail trade in 2000. The sector with the greatest loss in labor earnings from the 1980s to the 1990s was in manufacturing, accounting for about 8% of the total labor earnings by 2000.

After 2000, service sector data was split into several distinct new sectors including health care, professional, scientific, and technical services, administrative and waste services, information services, and management services. Of all the distinct service sectors, health care was the industry that remained strong through the 2010s even during the recession of 2007 through 2010 and by 2012 accounted for 522.8 million in labor earnings for the County. Retail trade and State government are also major labor earning sectors for the County. The following figure shows labor earning by major NAICS Sectors in Missoula County between 2001 and 2012. (*Draft Missoula County Industrial Analysis Report*, Part 3, page 47, prepared by Larry Swanson)

**Figure 5: Labor Earnings by Major NAICS Sector in Missoula Co., 2001-2012**




**Source: BEA, U.S. Commerce Dept.**

Several industry sectors experienced a decline in labor earnings during the recent recession. According to the data provided for the Missoula County Industrial Analysis report, between 2007 and 2010 Missoula County experienced a loss of $127.5 million in labor earnings. Since 2010 the economy has added $61.6 million in labor earnings and is poised to continue to see steady growth.

## Workforce and Employment

This section covers the number of people that are in the workforce and what they are employed as. The following table shows the changes in employment over time for both the City and the County (ACS Data). Labor force peaked in Missoula County in 2008 with 60,455 potential employees that could be in the workforce leading into the recession. Since the recession, Missoula County and the City are both experiencing steady increases in the work force population and employed workers and a decrease in the number of people working at home.

**Table 2: People in the Workforce**

| | 2005 (County) | 2010 (County) | 2010 (City) | 2013 (County) | 2013 (City) |
|---|---|---|---|---|---|
| Civilian Workforce | 57,307 | 59,356 | 37,205 | 63,462 | 39,872 |
| Employed Workforce | 55,419 | 55,801 | 34,936 | 63,329 | 36,087 |
| Work at home | ___ | 3,672 | 2,268 | 2,912 | 1,730 |
| Self-Employed & not incorporated | ___ | 4,299 | 2,210 (6.3%) | 4,096 | 2,118 (5.8%) |

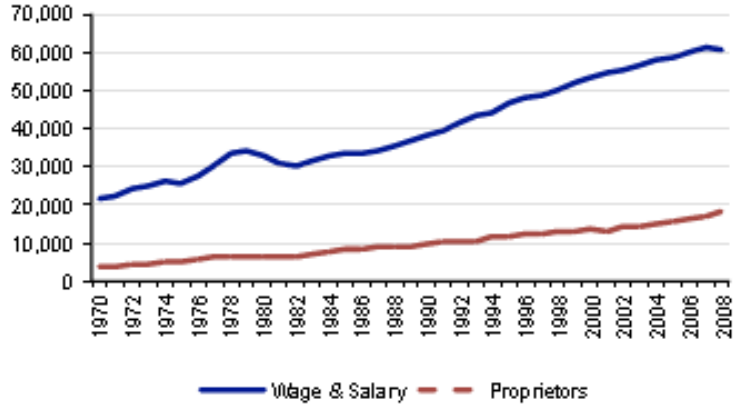
## Self-Employment

According to a report prepared by Headwaters Economics "proprietor employment (the self-employed) represented 23 percent of total jobs in Missoula County in 2008. From 2000 to 2008, wage and salary employment (those who work for someone else) grew by 14.3 percent (7,560 new workers). In contrast, proprietor employment grew by 35 percent (4,696 new workers)." Approximately 1/3 of the self-employed are working for their own business, not incorporated.

> Proprietor employment is important information for several reasons. Many economic databases (for example, from the Bureau of the Census and Bureau of Labor Statistics) report only wage and salary employment. In Missoula County, this would undercount almost one out of every four workers. High proprietor employment is often a sign of entrepreneurship, and is commonly seen in communities that are desirable places with a high quality of life, where "footloose entrepreneurs" locate to live and do business. During severe recessions, proprietor employment can also rise, not because of entrepreneurial activity, but because people have to create their own jobs. (*The People, Economy, Land, and Resources of Missoula County and Potential Vulnerabilities to Climate Change, prepared by Headwaters Economics, prepared by Headwaters Economics, June, 2011, page 7*)

Figure 6 shows the steady rise in employment along with the increase in self-employment (proprietors) through to 2008 and just begins to show the effect of the recession.

**Figure 6: Components of Employment, Missoula County**

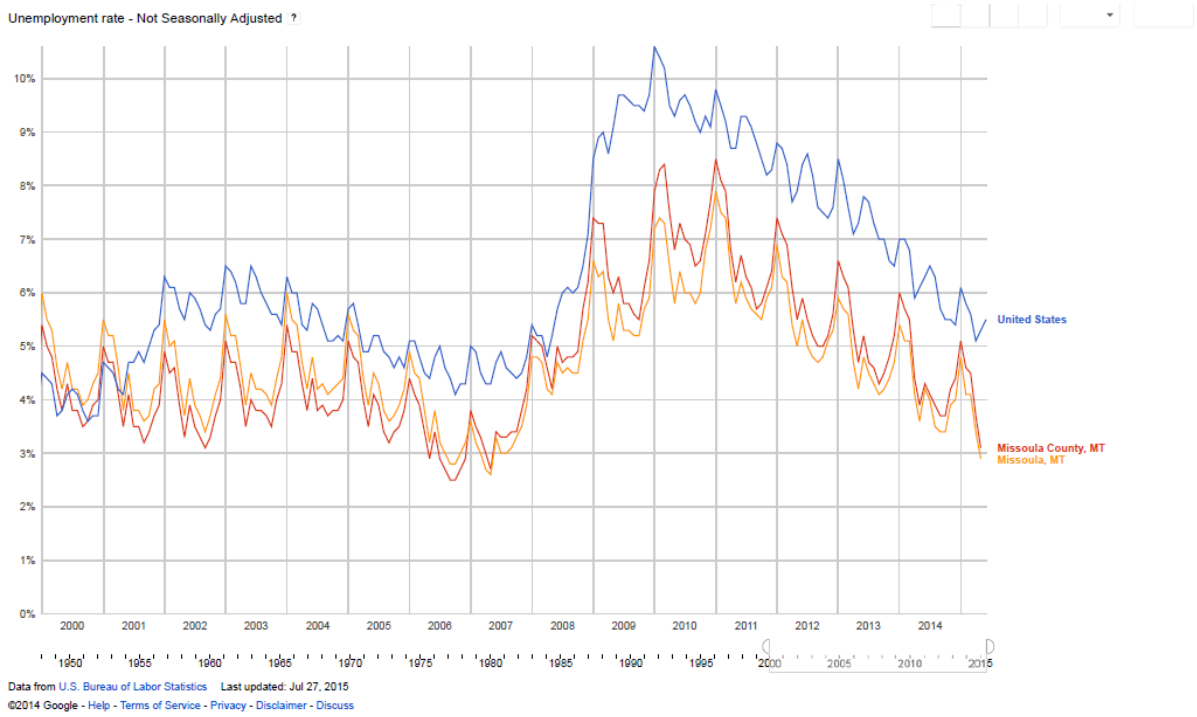



(*The People, Economy, Land, and Resources of Missoula County and Potential Vulnerabilities to Climate Change*, June 20, 2011, prepared by Headwater Economics, page 7)

### Unemployment

The effects of the recession are most evident in the rate of unemployment. The peak in unemployment in Missoula County was January, 2011 at 4,400 people (8.2%). The lowest unemployment rate in Missoula County was September, 2006 at 1,293 people (2.2%) (*Swanson Report* from June, 2014). Unemployment in the County has fallen to 3.1% as of May, 2015. The City paralleled the unemployment track of Missoula County but with slightly lower unemployment rates. Unemployment in the City peaked in January, 2011 at 7.9% and, as of, May, 2015 is at 2.9%.The following Figure 7 shows the change in Unemployment Rates since 2000 in comparison between the US, Missoula and Missoula County. (*Bureau of Labor Statistics, July 27, 2015*)

**Figure 7: Unemployment Rate in Missoula over time**




https://www.google.com/publicdata/explore?
ds=z1ebjpgk2654c1_&met_y=unemployment_rate&idim=city:CT3050200000000:CT3008950000000&fdim_y=seasonality:U&hl=en&dl=en#!
ctype=l&strail=false&bcs=d&nselm=h&met_y=unemployment_rate&fdim_y=seasonality:U&scale_y=lin&ind_y=false&rdim=country&idim=city:CT3050200000000&idim=country:US
&idim=county:CN3006300000000&ifdim=country&tstart=947401200000&tend=1433829600000&hl=en_US&dl=en&ind=false

### Job Services

A resource available to the Missoula community to help connect people with jobs is Missoula Job Services. Missoula Job Services is housed within the Montana Department of Labor and Industry's Workforce Services Division. It is a one-stop center for information pertaining to job search and employment resources, both for those seeking employment and for organizations seeking employees. A few of the resources available for job seekers include but not limited to:

- Employment opportunities
- Resources for workers experiencing a lay-off
- Career fairs
- Labor market research and information
- MT Career Information System
- Disability resources
- Veteran employment services

Employers can also find information related to Human Resources and employment information including but not limited to:

- Public sector employment resources
- Marketing job openings
- Employee drug testing standards and procedures
- Wage rates
- Unemployment insurance resources
- Business licensing

Job training, understanding of workforce needs, and networking resources are also available through several resources including the University system, various apprentice programs, the Chamber of Commerce and Missoula Economic Partnership. As economic conditions shift depending on broader market conditions, having the infrastructure in place to facilitate these changes and having the ability to shift job training and skill building to accommodate employers' needs insures that a highly-skilled, local workforce remains resilient to changing economic factors.

### Workers by Industry and Occupation

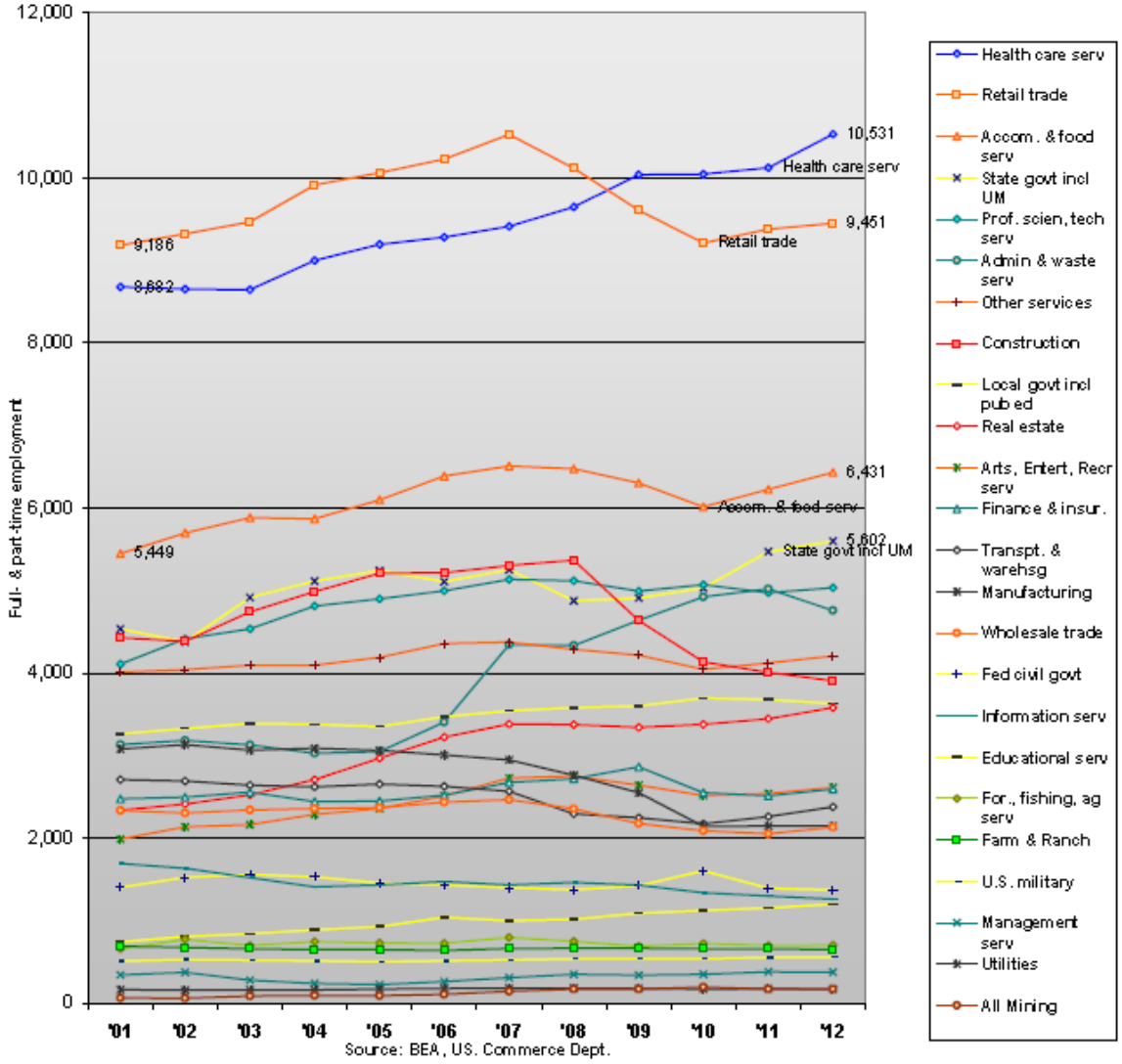
According to ACS data, the industry type with the most employees in the City of Missoula is the "education, health care and social assistance" sector making up 27.9% of the overall workforce. Several industries saw a reduction in employment since 2000 including manufacturing, transportation, warehousing and utilities, and other services.

**Table 3: Workforce by Industry (ACS and Table DP-3 Profile 2000)**

| | City 2000 | Percent | City 2013 | Percent |
|---|---|---|---|---|
| Civilian employed population 16 years and over | 30,391 | | 36,087 | |
| Agriculture, forestry, fishing and hunting, and mining | 627 | 2.1 | 931 | 2.6 |
| Construction | 1,738 | 5.7 | 2,054 | 5.7 |
| Manufacturing | 1,683 | 5.5 | 1,583 | 4.4 |
| Wholesale trade | 645 | 2.1 | 857 | 2.4 |
| Retail trade | 4,501 | 14.8 | 4,753 | 13.2 |
| Transportation and warehousing, and utilities | 1,077 | 3.5 | 1,021 | 2.8 |
| Information | 927 | 3.1 | 1,382 | 3.8 |
| Finance and insurance, and real estate and rental and leasing | 1,908 | 6.3 | 1,907 | 5.3 |
| Professional, scientific, management, and administrative | 3,037 | 10.0 | 3,947 | 10.9 |
| Educational services, and health care and social assistance | 7,965 | 26.2 | 10,050 | 27.9 |
| Arts, entertainment, and recreation, and accommodation and food services | 3,790 | 12.5 | 5,214 | 14.5 |
| Other services, except public administration | 1,585 | 5.2 | 1,379 | 3.8 |
| Public Administration | 908 | 3.0 | 989 | 2.7 |

The following figure shows all full and part time employment in Missoula County from 2001 to 2012. This information is provided by the Bureau of Economic Analysis data for the *Draft Missoula County Industrial Analysis Report, Part 3*. The figure highlights changes in employment during the recession of 2007 – 2010 and indicates that recovery is occurring in many sectors. During the recession Missoula County experienced a loss of 3,884 jobs. However, between 2010 and 2012, 1,719 new jobs were added, clearly indicating the community is rebounding and recovering at a steady pace.

**Figure 8: All Full- & Part Time Employment by NAICS Sector in Missoula Co., 2001-2012**




Health care services are not only the largest source of labor earnings but are also the largest employer among all sectors in Missoula County and managed to continue to add employees during the 2007 – 2010 recession. The retail trade sector has the second highest number of employees but did experience a significant drop during the recession. Other sectors that experienced greater job losses were the construction and manufacturing fields. Both these sectors are slowly recovering with manufacturing actually adding jobs as of 2012.

### Travel and Tourism Impact on the Regional Economy

According to a June, 2011 report entitled "The People, Economy, Land, and Resources of Missoula County and Potential Vulnerabilities to Climate Change", jobs related to tourism and travel within the State of Montana slowly increased over time from 1998 to 2008. Jobs in the areas of food service and accommodations grew by 26%, for example.(pg. 12) Due to the economic downturn in 2008, jobs declined but research conducted by Montana's Institute of Travel and Recreation indicate that by 2012, travel expenditures by nonresident tourists and travelers is rising again. More revenue in these sectors translates into more jobs.

Based on research conducted by the University of Montana's ITTR and compiled in a report entitled "The Economic Review of the Travel Industry in Montana: 2014", which compiles historical and current data with regard to non-resident tourism industry expenditures, "The hotel industry, food service industry, and arts, entertainment and recreation services in Montana all saw improvements in 2013 over 2012." (pg. iii) For

example: In 2013, with respect to tourist-related, nonresident spending patterns in the form of gas purchases, restaurants, hotels, retail, and other food-related purchases, Missoula County saw $214,630,000 brought into the region's economy. The same spending behaviors (same areas of spending) showed $241,030,000 in nonresident tourist/travel expenditures, an increase, compared to 2010, when the number dropped to less than $230,000,000. As these are all recreation and tourism industry-related categories of spending, indications are that this sector of the economy will continue to provide a benefit to the local economy, resulting in more jobs in related businesses.

## Personal income

Personal income is made up of labor earnings, investment incomes and transfer payments. An indicator of a growing economy is a growing personal income. Reliance on any one income factor has its drawbacks and is equally susceptible during an economic downturn. Strong growing labor earnings speaks to the health and investment in community businesses. Growing investment incomes can mean people are less dependent on a job as income but also vulnerable to the market during an economic downturn. Increasing transfer payment trends are an indicator of some autonomy from the local job base but also reflect increases in unemployment funds.

For Missoula County, investment income makes up about 22% of all the personal income in the County. Transfer payment income makes up about 17% of all income currently. In total, this makes up about 39% of all personal income from sources other than labor earnings. (*Draft Missoula County Industrial Lands Report, 2014, Part 3, prepared by Larry Swanson*).

"In order for per capita income to continue to grow, total personal income must grow faster than area population." (*Draft Missoula County Industrial Lands Analysis, 2014. Part 3, prepared by Larry Swanson, page 36*) "Between 2011 and 2012, total personal income grew by 2.4%, adjusted for inflation, while the area population grew by only 0.8%. This meant per capita income grew by 1.6%." When population growth is slowed as it has been for the past 6 years, it becomes more important to support improvement to the quality and number of area jobs for an overall result in increased per capita income.

Gauging the health of Missoula's economy includes viewing income from a few perspectives: per capita income as well as median household income. The per capita income is the total personal income divided by total population of an area. The following table shows the change in Per Capita Income over time.

**Table 4: Per Capita Income (inflation adjusted 2010 dollars)**

| Jurisdiction | 2000 | 2007 | 2013 |
|---|---|---|---|
| City | $17,166 | $21,889 | $24,884 |
| County | $17,808 | $23,292 | $25,754 |

Per Capita income fell in the years between 2008 and 2010 and is now back on the rise. According to the MEP 2011 – 2016 Strategic Plan, the region's standard of living as reflected in its per capita income has grown faster than that of the State.

According to ACS data for 2013 (5 year estimate), the income category in Missoula with the most households was $50,000 to $74,999 (17.8% of households). The income category with the fewest households was $200,000 or more (2.3% of households). In Missoula, the median income was $40,682, compared to $46,230 for the State and $53,046 nationally.

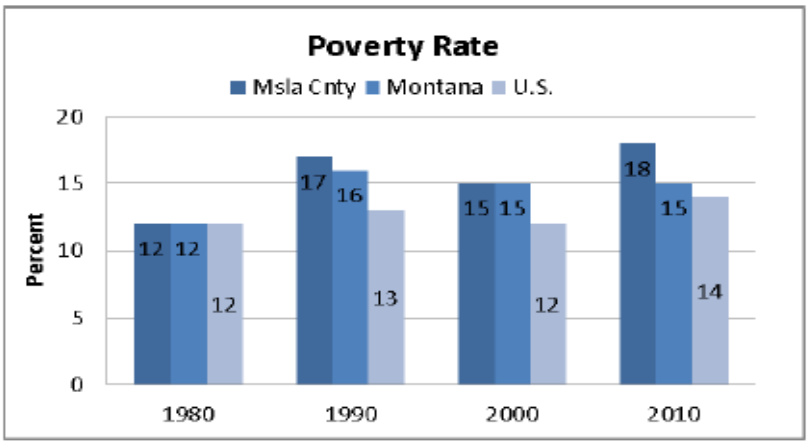
## Wages and Poverty

Overall, The Annual Mean Wage for Missoula and Missoula County has been increasing and as of 2014, the Annual Mean Wage was $39,650 in the City. This is slightly lower than the Montana average of $39,880 and significantly lower than the national average of $47,230. (*Bureau of Labor Statistics, Occupational Employment Statistics, May, 2014*) However, the "average wages for new jobs are above the State average and close to the national average." (*MEP 2011 – 2016 Strategic Plan*, July 1, 2013)

The *Draft Missoula County Community Health Assessment Report,* released in October, 2014 states the following:

> Poverty levels are high in Missoula County, and wages are low. Assuming a 40-hour work week, the 2014 Living Wage Calculator (Poverty in America, Massachusetts Institute of Technology) figures the living wage — the amount of money required to pay basic bills — for Missoula to be $17.22 per hour for a household of two adults and two children, and the poverty wage as $10.60 per hour, while the minimum wage lags far behind at $7.25 per hour. (These figures assume a 40-hour work week.) Meanwhile, the average hourly wage for Missoula County is roughly $13.71 per hour, using the US Bureau of Labor Statistics figure of $715 as the average weekly salary in the county. (*USBLS Missoula County Economic Summary, August 2014.)* This compares to the national average weekly salary of $1,000, or about $25 per hour.
>
> The following figure shows 18% of the Missoula County populations live in poverty according to 2010 US Census information. Specifically, in 2010 almost 19,000 county residents were living below the Federal poverty guideline (Figure 9) for a family of four, which is $23,050. (Reaching Home) Poverty levels for the City have remained generally higher than the County, State and nation. In 2010, the percentage of families and people whose income in the previous 12 months was below the poverty level was 22.1%. For 2013, the poverty level within the City dropped to20.5%

**Figure 9: Poverty Rate for Missoula County over Time**




US Census. American Fact Finder. http://quickfacts.census.gov/

*Missoula County Community Health Assessment Draft, 2014, page 10)*

## Industrial Analysis Trends

The final Missoula City-County Industrial Analysis Report is expected to be completed soon. Key recommendations from the report include retaining opportunities for large scale heavy industrial use in the Bonner area and Frenchtown Mill area. The Bonner Area is within a County TIF and TEDD district. The Scott Street to Reserve Street area has large potential for light industrial mixed-use. This area is within a City Urban Renewal District where incentives are in place to help spur development.

Many areas currently considered industrial in the City occur along the Bitterroot Rail line and function much more as a mixture of cottage industry, commercial and even mixed-use. Land along the main Montana Rail line has a closer relationship to traditional industrial uses with facilities utilizing rail spurs for loading. But even those areas are experiencing a shift toward less intense industrial and small-scale manufacturing. Workforce by industry indicates a reduction in employment within the transportation, warehousing and manufacturing sectors. Overall, industry trends indicate locating light industry within areas of mixed-uses where synergy can be created between functions, other services are available for employees and businesses may seek multiple modes for getting to work.

## Business Sector Trends

Industry sectors expected to continue to see growth are in health services, professional, technical, financial and business services, retail and education. The MEP has also identified five "best fit" sectors "that would not only draw capital and create jobs, but also befit our community's human, environmental and cultural assets and values." (MEP website http://www.missoulapartnership.com/sector-strengths/overview/) These sectors include:

- Life Sciences
- Information Technologies
- Manufacturing
- Back Office & Creative Services
- Forest Products and Renewables

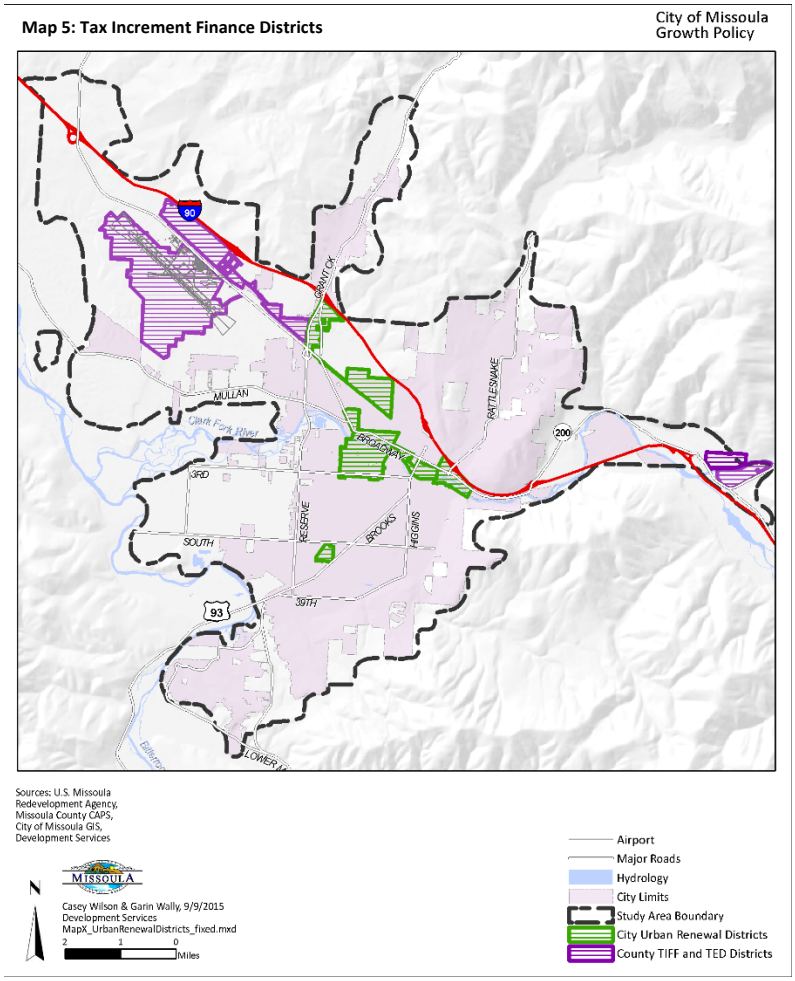
## Tax Increment Financing

Tax increment financing (TIF) has been a tool used to help spur economic growth and reinvestment in Missoula since 1980. TIF is a redevelopment tool that allows cities and counties, through creation of special districts (Urban Renewal, Industrial Infrastructure, Technology Infrastructure, and Aerospace Transportation) to make public improvements within those districts that will improve the quality of life as well as generate private-sector investment. (In 2013, the Montana Legislature combined the latter three districts above into "Targeted Economic Development Districts"). TIF does not increase property taxes. Rather, it only affects the way that new taxes, once collected, are distributed. At the creation of a TIF district, the tax base is "frozen" at the pre-district level. Property taxes continue to be paid, but taxes derived from increased assessed values (the tax increment) resulting from new development are reinvested in the district to leverage future growth. TIF is one of the few mechanisms that local governments have to encourage investment and to diversify tax base. The creation of a TIF district fosters thoughtful land use planning. The enabling statues specifically indicate that TIF districts must be found to be in accordance with a jurisdiction's Growth Policy and associated zoning regulations.

Counties may only form Targeted Economic Development TIF Districts (TEDDs) which are based on providing infrastructure for "value-adding" industries that create new jobs. Incorporated municipalities may create both TEDDs and Urban Renewal TIF Districts which are intended to promote private redevelopment of urban areas subject to conditions defined in State Law as "blight". Montana State Law requires that all TIF districts expire 15 years following their adoption unless there are outstanding bonds for which tax increment has been pledged. In that case, the district must continue to exist until the bonds are paid off.

Over the past 34 years, seven urban renewal districts have been established in Missoula, one of which has expired. The expired district, Urban Renewal District I (for the downtown area), was created in 1980 and expired in 2005. In the 25 year life of that District, tax increment revenues being reinvested into the District increased to over $3,000,000 a year resulting in over $20,000,000 of tax increment invested back into the downtown area along with several hundred million dollars in corresponding private investment. Many buildings were constructed in that district and many more were renovated or brought up to code, with the

help of URD funds. Additionally, a major part of Missoula's riverfront park and trail system was built along with new streets, sidewalks and utilities. There are currently four Urban Renewal Districts that have been accumulating funds over a period of time and two new Urban Renewal Districts established in 2014.




The County has utilized the TIF tool since 1991 with the creation of the Missoula Development Park and the associated Missoula County Airport Tax Increment Industrial Infrastructure District. Since that time, the County has extended the life of the first district and added land to that district, including the Airport Industrial District. Additionally, the County has a Technology TIF west of the City limits (in the same area as the Development Park) and an Industrial TIF east of the City, within the Bonner area. In 2013, State Legislature established Targeted Economic Development Districts (TEDD) which are similar to tax increment finance districts but for areas outside incorporated cities. Existing County TIF districts continue to operate under the TIF name and new (as of 2013) County districts are referred to as TEDD. In total, there are four County TIF/TEDDs within the study area.

The above Map shows the locations of all the current Urban Renewal Districts and County TIFs and TEDDs.

This tool has been proven over the past 34 years to help promote redevelopment, new investment and improved settings for our community.

## Key Trends

Missoula's economy is driven by four major industry sectors: Healthcare, Regional Retail, Tourism and Visitors, and University and Government. As of 2012 the City had a workforce of 40,112. Fifty one percent of Missoulians over 25 years of age have a bachelor's degree. The Annual Average Wage for Missoula County ($33,913) is increasing but is lower than the Montana average of $34,589 and significantly lower than the national average of $46,742. Almost a quarter of all workers in Missoula County are self-employed and 90% of workers work for small businesses of 20 employees or fewer. Unemployment in the County has fallen to 3.9% as of August, 2014.

# Housing

Housing is a critical component of any community. This chapter catalogues data about housing quantities, types, costs, and where houses are being built in Missoula. Additional indicator information outlines the affordability and availability of housing in the Missoula urban area. This section draws on numerous data sources including the U.S. Census 2010, American Community Survey, Missoula Housing Report, Missoula Consolidated Report, City of Missoula Building Permits, and *Reaching Home Missoula*.

## Historical Perspective

The strong connection between the development of housing and population, transportation systems, and economic growth was established 150 years ago when white settlers first populated Missoula Valley. With the completion of the Mullan Road in 1860 (connecting Fort Benton, Montana to Walla Walla, Washington) Missoula began to grow.

Missoula was incorporated in 1883. The first neighborhoods were established adjacent to the railroad tracks and areas directly north and south of the Clark Fork River and abutting the University and were incorporated by the turn of the century. These earliest settlements of Missoula comprise the densest residential areas in the city with mixed-use commercial, housing and small parcel sizes. (Stan Cohen, DestinationMissoula.org)

Housing developments continued to spread out south into the Rose Park area, north into the Rattlesnake, and west along Mullan Road. Missoula's post WWII development pattern is similar to most American cities in that the land use pattern of the time reflects the use of the automobile for transportation. As people became reliant on cars, new residential housing was developed away from the commercial city core, further segregating residential from commercial uses and creating neighborhoods away from downtown. The area of lot sizes increased, as did dwelling footprints with expanded garages and a desire for more living space.

This pattern continues to Missoula's periphery. In general, residential lot sizes trend larger the further the subdivision is from downtown. While many newer subdivisions still reflect this pattern, subdivisions with small lot size (avg. 7,796 sq. feet) have been developed recently (UFDA2012).

## Housing Stock

### Household Size

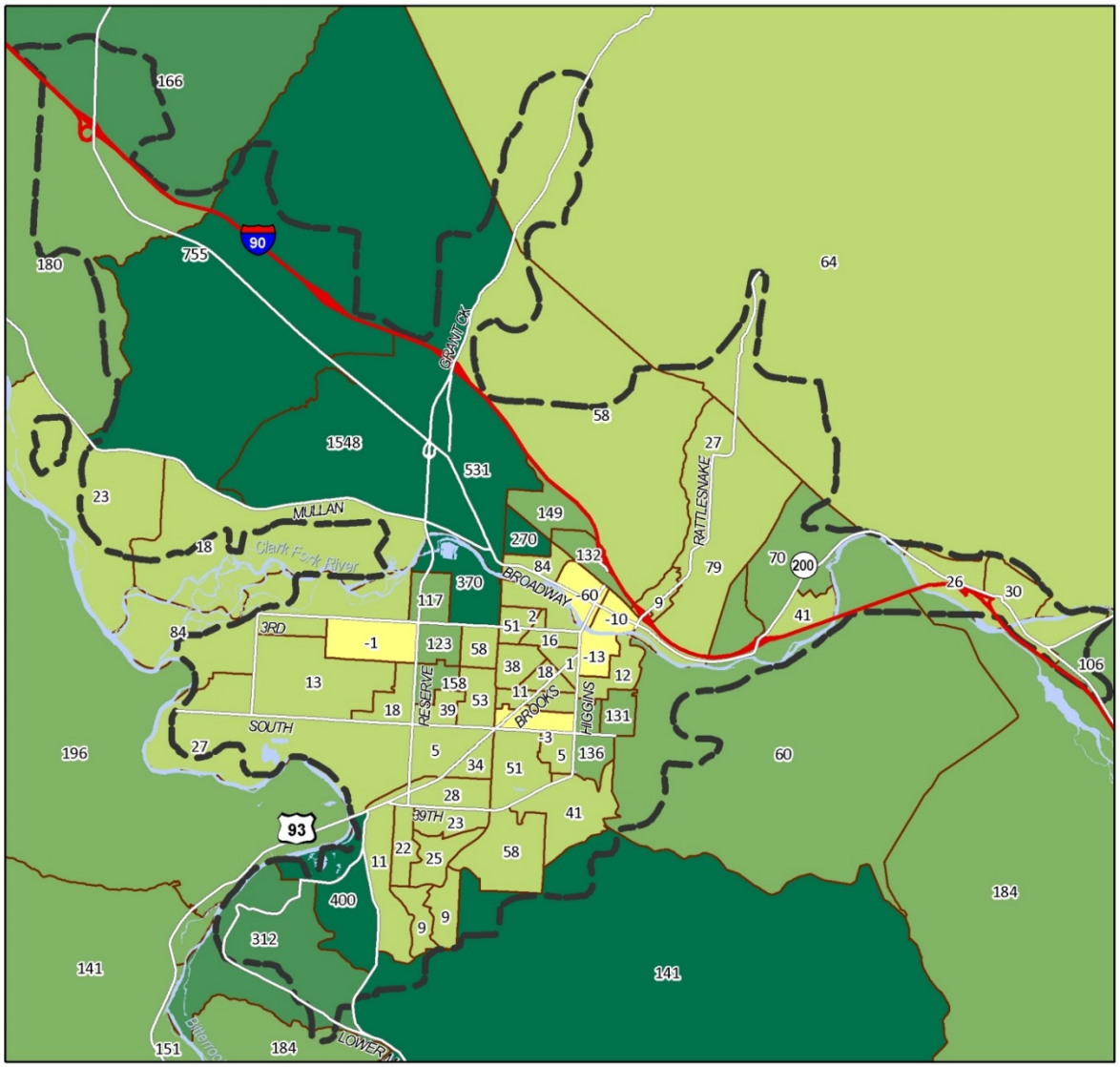
In 2010 the City of Missoula had 30,683 dwelling units, an increase of 22% or 5,458 units over ten years (Table 5, below). Both the number of housing units and number of households increased at a higher rate than the population, while persons per household decreased to 2.18 from 2.23. By 2013, the persons per household size rose to 2.24 and the population increased faster than the household size once again. The persons per household are higher for the County as a whole at 2.3. Map 6 shows the increase in housing from 2000 to 2010.

**Table 5: City of Missoula Population, Households and Housing Units (1990 – 2013)**

| *City of Missoula* | 1990 | 2000 | 2010 | % Change (2000-2010) | 2013 | % Change (2010 - 2013 |
|---|---|---|---|---|---|---|
| Population | 42,918 | 57,053 | 66,788 | + 17% | 69,821 | +3.2% |
| Households | | 24,141 | 28,274 | + 21.6% | 29,076 | +2.8% |
| Housing Units | 18,488 | 25,225 | 30,289 | + 22% | 31,127 | +1.5% |
| Persons/household | 2.47 | 2.23 | 2.18 | - 2% | 2.24 | +2.7% |

**Map 6: Housing Change from 2000 to 2010**

City of Missoula Growth Policy




Sources: U.S. Census Bureau
Block Groups 2000 and 2010 SF1.
City of Missoula GIS,
Development Services

Major Roads
Study Area Boundary
Hydrology

**% Housing Change from 2000 to 2010**

-7.9 - 0.0
0.1 - 15.0
49 15.1 - 30.0
30.1 - 45.0
45.1 - 227.3

Number indicates number of new housing units

MISSOULA

Casey Wilson, 11/17/2014
Development Services
MapXHousing.mxd

2 1 0 Miles

### Household Size Trends

The number of persons per household reduced slightly in the 2000s, but appears to be returning to a household size from the 1990s.

### Housing Trend for an Aging Population

The number of Americans ages 65 to 79 will climb dramatically, more than doubling between 2010 and 2030. With an aging population, there may be demand for smaller accessible dwellings with universal design features, located closer to commercial and social services and alternative transportation facilities.

### Age of Housing Units

The mean year a residential structure was built in Missoula is 1975 which is the same as the national average, but older than other western amenity towns. The 1970s, in general, brought forward the largest number of new units since the 1930s. The next big boom in residential development was in the 2000s. (Economic Profile System-Human Dimensions Toolkit, ACS Housing Characteristics 2013). The area at the core of the Missoula downtown and by the University is the oldest. In general, the age of the housing stock decreases, as the distance from downtown increases.

### University Housing

The University of Montana, Office of Residence Life, administers all on-campus housing. There are 2,684 beds in residence halls in addition to 578 apartment units for families or students with dependents. The comprehensive *Residence Life Facility Master Plan* was completed in 2005 and is in the process of being updated by a committee comprising faculty, students, staff, and administrators. (Year Three Planning Assessment – University of Montana – March 1, 2014)

## Housing Types and Trends

### Number and type of Housing Units

Inside the Missoula city limits the majority of housing units (56%) are detached single unit residences; 4.5% are single household attached units such as town homes. Four percent are in mobile homes or other types of housing. The remaining 40% are in buildings with two or more units (2013 ACS data). Table 6 shows how those numbers have changed over time. These unit calculations are based on census data and not localized building permit data, which indicates an even greater increase in the multi-dwelling unit development since 2010. Building permit data indicate that 1,524 multi-dwelling units, 1,105 single dwelling units and 98 duplex units have been permitted between 2008 and 2014

**Table 6: Housing Unit Types (2000 – 2013)**

| **Missoula City** | Census 2000 | 2000 Distribution | 2010 | 2010 Distribution | 2013 | 2013 Distribution |
|---|---|---|---|---|---|---|
| **Single Dwelling*** | 14,510 | 58% | 16,680 | 55% | 17,450 | 56% |
| **Multi-Dwelling**** | 9,072 | 36% | 12,119 | 40% | 12,342 | 40% |
| **Mobile Home** | 1,615 | 6% | 1,427 | 5% | 1,335 | 4% |
| **Other** | 28 | __ | 63 | __ | 15 | __ |

* detached or attached

**2 or more units

### Single Dwelling Characteristics

In Missoula, the percentage of all housing stock that is single dwelling units has remained relatively constant since 1990, hovering just below 60%. The increase in multi-dwelling development seems to be drawing from the mobile home development type. Over the years, however, the character of the single dwellings has

changed in Missoula and on a national scale. The footprint, lot sizes, and number of bedrooms increased until the mid-2000s. The median number of rooms in a house is 4.8 with the most common number being four rooms (ACS). The median number of bedrooms is two for a house in Missoula according to the ACS data. Only the recent economic recession has reduced the scale of new houses.

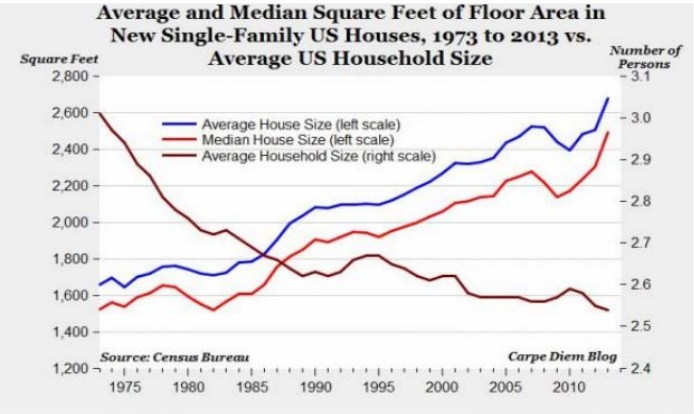
Using five years of data (2008 – 2012), the median lot size for new constructed townhomes was 3,314 sq. feet and detached dwelling was 7,796 sq. feet, which is considerably smaller than the ¼ acre lots of past subdivisions on the edge of town and ¼ acre to ½ acre zoning primarily found around the south and west end of the study area.

Since 2009, there has been only one major residential single-dwelling subdivision approved inside the city limits. Rather, new subdivision projects focused on single-dwelling units are on the periphery of town and typically result in annexation at the time of subdivision. Currently, inside the urban area, governing bodies have approved subdivisions entitling some 4,000 single-dwelling lots that are not yet platted. The timeline on entitled subdivisions is not set and may extend out 20 years.

### Single Dwelling Trends

Nationally, house size had been steadily increasing to a high of 2,277 in 2007, then saw a decrease for the next four years. Since 2011, the house size (nationally) has been on a slow incline (2014 Characteristics of New Housing, U.S. Department of Commerce, page 345). Reports on trends for dwelling unit size indicate that even with the strengthening of a healthy economy, the population will still look for a smaller dwelling unit size for several reasons. An aging population is looking toward smaller homes with less maintenance, increased accessibility, and within proximity of many services. The First time homebuyer is cognizant of tightening financial markets and will be much more prudent with consideration of how much house they can afford. More people are concerned over high energy costs and consideration of ways to build "green" including smaller spaces. The Generation Y homebuyer is looking for places where they can easily walk to various amenities and connect to the community (*The Shrinking Home, by Christine Jordan Sexton, posted February 7, 2013, http://www.realtor.org/articles/the-shrinking-home. National Association of Realtors*). See Figure 10 for a sense of the national trend for changing dwelling unit size and household size over time.

**Figure 10: Size of House Compared to Household Size**




(American Enterprise Institute)

Nationally, the trend has been toward reducing lot size looking at data from 2009 to 2014 (*2014 Characteristics of New Housing, U.S. Department of Commerce*). Nationally, median lot sizes for new single dwelling houses completed (including houses built for rent) hover around 9,800 square feet and 7,882 square feet for the west region, while median lot sizes for contractor-built homes is around 31,000 square feet. Missoula's trend toward smaller lot size is in keeping with land development around the western region of the country. During the recession, the Missoula housing market supported construction of small lot houses, but Missoula may return to an interest in larger lot size as the economy picks up.

### Multi-dwelling Characteristics

One thousand, five hundred and twenty-four new multi-dwellings comprised over 56% of all new units from 2008 to 2014. The majority of new residences within the urban area have been multi-dwelling units inside the city limits. Additionally, some 1,200 multi-dwelling units are entitled as a part of larger preliminarily approved subdivision projects. Multi-dwelling characteristics include:

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

The urban area's 1,521 condominium units are mostly inside the city limits. Sales of residential condos and townhomes peaked in 2006 and 2007, and they have not yet climbed back to that level, although they are now close. According to the Missoula Organization of Realtors (MOR), the market for these types of homes is growing.

### Multi-Dwelling Trend

Increased demand for smaller and more affordable units will likely lead to more multi-dwelling projects. It is expected that multi-dwelling housing will become a greater share of the overall housing market.

### Mobile Home Characteristics

It is estimated that 4% of the residential housing supply in the city limits is comprised of mobile homes and the percentage has been dropping over the past 13 years. Mobile homes are a source of low-income housing, occurring in mobile home parks in the north and west of town and in smaller groups south of the river and west of Russell. Occupants of the mobile homes may indeed own their home, but rent the property on which it stands. Mobile home owners are often unable to find another space to lease if the land they are renting is sold, and in effect lose their housing.

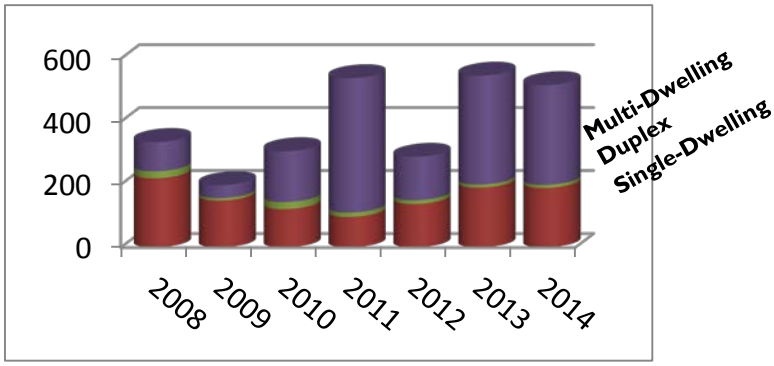
### Mobile Home Trend

Displacement of mobile home tenants is expected to increase as pressure to develop the land upon which mobile homes sit is developed into more lucrative projects. In the urban area, it is expected that mobile homes will make up an increasingly small share of housing.

### Recent Housing Growth

In the last five years (2009-2014), Missoula has an annual-average growth rate of 1.1% (AAG). The AAG for the previous 14 years is 1.6%. The housing market is still recovering from the recession. Much of the residential development activity during these years consisted of new multi-dwelling projects, improvements to existing houses, small lot development on existing vacant lots inside the City or in new small-lot subdivisions in the Mullan Road area.

**Figure 11: Urban Area Building Permits by Calendar Year (UFDA)**




For calendar year 2014, Missoula added 516 new units for a growth rate of 1.3% and a total of 2,727 new units since 2008. While multi-dwelling units make up 40% of all housing inventory in Missoula (ACS 2013), new multi-dwellings made up 56% of all new construction (2009 - 2014). The breakdown of residential building types

between 2009 and 2014 is shown in Figure 11. Additional breakdown of units since 2001 is shown in Table 7. The table shows a spike in residential development occurring in 2003. Between 2008 and 2014, the study area averaged about 390 new units per year.

**Table 7: Urban Area housing type by Year (2001 – 2013)**

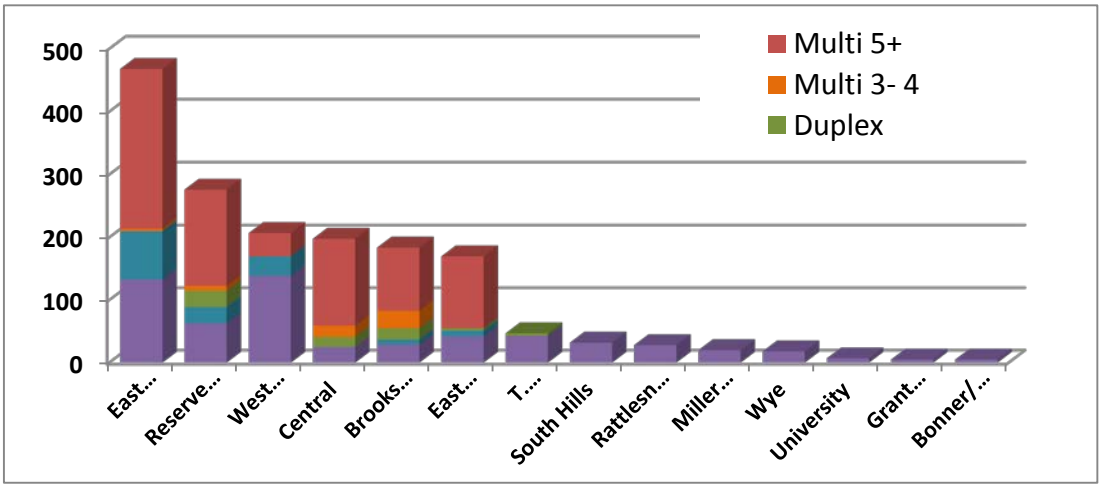
| UFDA | | | | |
|---|---|---|---|---|
| **Year** | **Single-dwelling** | **Duplex** | **Multi-dwelling** | **Total** |
| 2001 | 285 | 22 | 260 | 567 |
| 2002 | 365 | 38 | 297 | 700 |
| 2003 | 419 | 130 | 981 | 1,530 |
| 2004 | 367 | 32 | 327 | 726 |
| 2005 | 457 | 28 | 166 | 651 |
| 2006 | 374 | 32 | 47 | 453 |
| 2007 | 523 | 28 | 137 | 688 |
| 2008 | 220 | 22 | 93 | 335 |
| 2009 | 149 | 8 | 41 | 198 |
| 2010 | 122 | 22 | 162 | 306 |
| 2011 | 97 | 14 | 427 | 538 |
| 2012 | 138 | 12 | 138 | 288 |
| 2013 | 180 | 12 | 354 | 546 |
| 2014 | 199 | 8 | 309 | 516 |
| **Total** | **3,895** | **408** | **3739** | **8,042** |
| 14 yr. avg | 278 | 29 | 267 | 574 |
| 7 yr. avg | 158 | 14 | 218 | 390 |

Between 2008 and 2014, residential units were developed in the following building types:

- 1,524 multi-dwelling units
- 1,105 single dwelling units
- 98 duplex units

Figure 12, below, breaks down the new housing units by urban area neighborhood, which varies greatly. Over one third of new housing units were built in the East Mullan area. From 2008 to 2013, 468 new units were built here and over half were in multi-dwelling projects.

**Figure 12: New Units by UFDA Neighborhood (UFDA)**



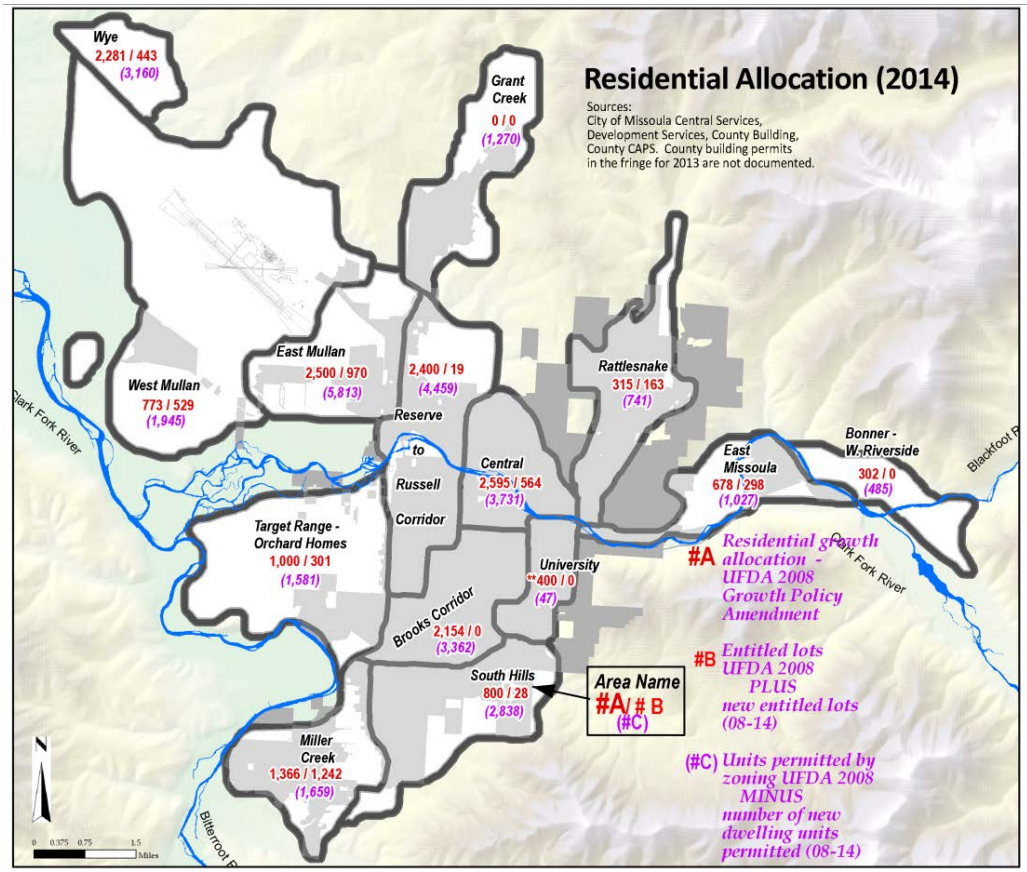
## Housing Demand

### Residential Allocation

In 2008, the City and County came together with a general plan for focusing residential development in various areas of the Urban Service Area (same as this Growth Policy study area). The governing bodies approved an amendment to the 2005 Growth Policy recognizing the Urban Fringe Development Area (UFDA) and adopted a Residential Development Allocation Map to help guide and track residential development into the future. The Residential Development Allocation Map allocates residential growth for approximately 15,000 new dwelling units in fourteen areas within the study area to meet the housing demands anticipated at that time. Each of the fourteen areas (neighborhood areas) includes an allocation for new units, a recognition of number of units anticipated through approved and yet not fully developed subdivisions (entitled lots), and an assessment of number of units available through existing zoning. Since 2008, staff have developed regular updates on residential development, tracking changes to the capacity of units available in each neighborhood. Over time, the number of units permitted through zoning is decreasing, and the number of entitled units is increasing as development occurs. The 2014 review of residential development activities shows that since 2008, 2,727 new units were developed, leaving an allocation for approximately 12,300 units still to plan for.

During the development of UFDA and the associated Residential Development Allocation Map, the community expressed interest in a "Focus Inward" concept that emphasized residential allocation closer to, and within, the urban core. This concept is further explored in this Growth Policy and the Residential Allocation Map remains a guiding tool for focusing residential development in certain areas of the community (See Map 7). The remaining 12,300 allocated units fall within the projected need for between 9,000 and 14,000 new residential units in the Urban Service Area over the next 20 years.

**Map 7: Residential Development Allocation 2014**



There will be increased demand for centralized housing from both baby boomers that are downsizing and moving closer to services, and Generation Y households (1982-2000). In Generation Y, there is a trend towards mixed-use housing, which goes hand in hand with compact walkable and convenient development. (*Sonoran Reset Report*) The challenge will be to provide housing choices that meet this demand. The housing trend for Generation Y is summarized by a:

- Demand for walkability;
- Desire for a "sense of place";
- Openness to making trade-offs, i.e. give up large lot for being central; and
- Convenience and connectivity.

Demand for $1million+ homes has lessened while demand for homes below the median housing price remains high.

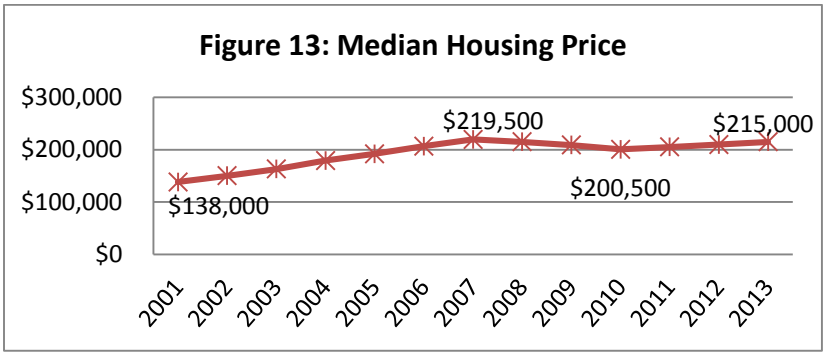
**Vacancy Rate**

Housing vacancy rates are an important indicator of how the housing market is performing. It is widely known in a free housing market, when there is a shortage of choices for consumers, housing prices or rents tend to rise. The vacancy rate is, therefore, one of the key indicators summarizing how a housing market is currently performing in providing an adequate level of available housing units. Missoula trends to low vacancy rates, which is common in University towns. In 2011, Missoula had a rental vacancy rate of 3%, which has since increased to 4.6% with an influx of multi-dwelling apartments over the last four years. Vacancy rates fluctuate by the season, with higher rates during the summer due to out-flux of University Students.

In 2000, the homeowner vacancy rate was listed as 1.0% and the rental vacancy rate at 3.6% (Census 2000). In the 1990s rental vacancy rates were even lower. In 1992 rental vacancy rates neared 0% (ACS). These extremely low rates were in part due to the increased enrollment at the University. Historic rental vacancy data are difficult to track and reliable data is only just being produced in the last few years by National Association of Residential Property Managers (NARPM). Missoula's rental vacancy rate has hovered between 2 and 4% for the last 15 years, with seasonal variations. A normal vacancy rate for a healthy rental market in the US is in the range of 4 to 6%. (Vacant units are defined as those currently unoccupied and ready to rent.) To accomplish a higher vacancy rate, additional housing units (beyond meeting the need of the projected population) need to be developed.

**Median Housing Price and Median Household Income**

Median sales price of a home in the Missoula Urban Area has increased from $138,000 in 2001 to $215,000 in 2013. (Data from MCOR2014, p. 15, MOR Listing Service). Median housing price peaked in 2008, dipping for three years and then recovering to near pre-recession prices (See Figure 13).



U.S. Median household income rose from $41,994 in 2000 (Census) to nearly $53,046 by 2013 (ACS data). Missoula's median household income was at $30,366 in 2000 (Census) and $40,682 in 2013 (ACS data). The State median household income was at 33,024 in 2000 (Census) and $46,230 in 2013 (ACS data). Missoula has consistently fallen slightly lower in household income than the State, and the State has consistently fallen considerably short of the national median household income.

The housing market in Missoula has changed significantly over the past few years as a result of the impact of the recession. In 2011, the University of Montana's Bureau of Business and Economic Research prepared a report title *Housing Affordability & Montana's Real Estate Markets*. The report indicated that the median sales price of a home in Missoula peaked in 2008 and began to decline shortly thereafter, making homeownership more affordable. The trends towards greater affordability began in 2008 in Montana's less affordable markets and continued into 2012 for Missoula County.

Since the time of that report, housing prices have increased and although slow, Missoula's economy is recovering. However, the latest 2014 Missoula Housing Report prepared by the Missoula Organization of Realtors notes a significant reduction in housing affordability in 2013. The significant reduction in affordability was due mainly to increased interest rates, Federal Housing Administration (FHA) regulation changes, and reduced income of potential buyers. (From the *Missoula 2014-2018 Consolidated Plan*, page 89)

Factors to consider for younger populations getting into the housing market include Generation Y being reluctant to jump into the housing market, whether it is the poor economy they've inherited, high student loan debt or a preference for less affordable but more centralized walkable housing (www.generationy.com/characteristics/). Financial markets for lending have also tightened. First time home buyers will have a harder time getting into a house. People are also uncertain about employment growth, leading to even more caution regarding the housing market.

### Housing Rental Market

Home ownership rates in Missoula are declining. Of the occupied housing units in 2013 (ACS data), 47.2% were owner occupied compared with 50.2% in 2000 (Census), for a decrease of 3% in home ownership. County-wide the home ownership rate is 59%. Missoula's low home ownership rate can be largely attributed to the housing needs of the University students.

Rents in 2013 returned to 2011 levels according to the 2014 Missoula Housing Report. The most common unit, a 2 bedroom apartment, cost nearly $750/month. By comparison, a 2-bedroom house was priced at $875/month (2014 Missoula Housing Report). The median rent for the City of Missoula was $717/month (U.S. Department of Commerce (2013 Census Bureau, American Community Survey Office, and Washington D.C.)

### Impacts of University on Rental Housing Vacancy

As the University grows, so does the need for rental accommodations for its students. College towns tend to have lower rental vacancy rates than the national average because of the housing pressure exerted by students and Missoula is no exception. In 2013, national vacancy was reported to drop to 8.7% while Missoula averaged 3.9%, even with the continued development of multi-dwellings (*Missoula Organization of Realtors Housing Report* 2014 P. 10). In 2012, the University committed to create 1,000 more units of student housing to alleviate the tight rental market.

The neighborhoods adjacent to the University comprise a mix of owner-occupied properties and rentals catering to students. Permanent residents welcome the students and their vitality, but at the same time are wary of the impacts that students bring to otherwise quiet neighborhood streets. The University works hard to educate students on being good neighbors, including a Neighborhood Ambassador Program. Neighborhood

ambassadors are students who encourage positive relationships between student renters and permanent residents. They educate students on issues of neighborhood concern such as noise and trash, hold community events, publish newsletters and generally work to keep open lines of communication between the University, students and neighbors.

University students will continue to put pressure on the community for low-cost rental housing keeping the demand and price up and vacancy rates low.

### Substandard rental housing

Missoula has some substandard low-rent housing. With high demand for affordable housing generated by a low vacancy rate and little regulatory oversight, rental owners have little monetary incentive to make upgrades to these less expensive dwellings. In recognition of this problem, the City adopted a certification program through the Voluntary Residential Inspection Program for landlords. Continued education regarding renter rights and the voluntary inspection program is needed.

## Housing Affordability

The big story about housing in Missoula is that it is becoming increasingly unaffordable. Housing is not affordable for over 40% of households in Missoula. A few facts contributing to the affordability issues in Missoula are:

- Increases in median income that have not kept pace with the increase of land and construction costs.
- Tightening financial market that requires more money up front and mortgage insurance for many, so it is difficult for hopeful first-time home buyers to get financing.
- Perennially low vacancy rates that keep rental prices from dropping.

An indicator of economic hardship is whether housing is affordable; a measurement of affordability is the share of household income that is spent on mortgage or rent and related costs. Below 15% is considered highly affordable and over 30% is considered unaffordable (cost-burdened). According to ACS 2009-2013, in the City of Missoula 35.8% of owners and 58.5% of renters pay over 30% of their household income for housing. The City's percentage of cost burdened households is similar to the national average for housing units with a mortgage, but is significantly higher than the national average (48.3%) for households paying rent. A total of about 12,500 households or 43% of all City households have monthly household costs totaling over 30% of their household income.

### Affordability for Low and Moderate Income Household

Based on HUD's 2010 Comprehensive Housing Affordability Strategy (CHAS) using 2010 ACS data, 14,805 (52.4%) housing units in Missoula are occupied by low- and moderate-income households (0 – 80% of average median income (AMI)), of which 9,690 (65.5%) experience at least one housing problem. Of the 9,690 low- and moderate-income households, 7,395 (74.3%) are renter-occupied and 2,295 (23.6%) are owner-occupied. Renters in Missoula have a larger percentage of housing problems than owners—68.1% versus 58.2%. The greatest housing problem faced by all low- and moderate-income households is affordability. Approximately 97% of low- and moderate-income renters and 95% of low- and moderate-income owners with a housing problem are either cost burdened or severely cost burdened. Within the income categories, extremely low income and low income renter households and extremely low income owner households are the groups most impacted by excessive housing expenses.

Cost burden and severe cost burden (households spending more than 50% of the household income) affects almost proportionately small related households and elderly 1- and 2-member families in the income category 0-80% AMI. Of the household types examined (elderly, small related, and large related) approximately 95.5% of all low- and moderate-income households that have a housing problem are either cost burdened or

severely cost burdened. Overcrowding is more prevalent in large related households due to lack of adequate sized housing units.

Several Community Housing Development Organizations work to address the needs of a growing population of households struggling to find a way to meet their basic need for shelter. A few of those organizations are described below.

**Missoula Housing Authority (MHA):** The MHA provides affordable housing options, through units it has acquired and/or developed and through Federal rental subsidies, to low- to moderate-income households in the City of Missoula and within a 10-mile radius of city limits. The MHA often collaborates with other non-profit organizations, private developers and the City and County of Missoula to develop, manage or support affordable housing initiatives and projects.

**Homeword:** Homeword's mission is to provide safe, healthy, affordable housing using sustainable methods and to promote strong communities through housing counseling and education for those most in need. Homeword has developed over 500 units in 21 development projects in nine Montana communities and provides homebuyer education for its clients.

**North Missoula Community Development Corporation (NMCDC):** The Land Stewardship Program (LSP) of the NMCDC approaches homeownership in a different way that helps make homeownership affordable for more households. Instead of owning the land under a home, a homeowner can hold a perpetual lease on the land. The lease is effective for 75 years and can be renewed for an additional 75 year period. The house and land lease can even be willed to heirs. If a homeowner decides to sell the home, they work with the Land Stewardship Program to ensure that the home will remain affordable by giving LSP the first option to purchase the home for a price that future low and moderate income families can afford. All LSP homebuyers must be first time homeowners who earn less than 80% of the area median income.

The NMCDC currently has three land stewardship program properties: Whittier Court is located on Missoula's historic Northside, on the corner of Holmes and Phillips, Clark Fork Commons, located within walking distance of downtown and right on the Clark Fork river, and Burns St. Commons located at the north end of Burns Street, next to the Missoula Co-op and the Burns St. Bistro.

### Housing Specific Needs

Due to the broad range of challenges faced by Missoula's population of persons with disabilities, a combination of housing types and services are needed. The City's 2009-2013 Consolidated Plan indicates that persons with disabilities are in need of licensed group home services, including day care and transportation (based on waiting list data). That Consolidated Plan also discusses a survey conducted by the Missoula City-County Health Department where 30% of the people with HIV/AIDS identified housing costs as a primary concern. In Missoula County there were 15 persons on the waiting list for group homes; 45 persons on the waiting list for supportive housing; and 33 persons on the day or vocational waiting list. According to the 2013 Missoula Public Housing Plan, as of May 2013, there were 563 families with a member or members with a disability on waiting lists managed by the MHA as follows: 169 families on the public housing waiting list; 273 families on the housing choice voucher waiting list; and 121 families on the Shelter Plus Care waiting list.

### Housing Affordability Trends

Left to market forces of increasing land prices and increasing construction costs, housing will remain unaffordable and become increasingly unaffordable to folks with median incomes and below. Additionally, gentrification, as the influx of money to the community, is a concern in terms of increasing the cost of housing.

Based on the Housing Needs Assessment section of Missoula's Consolidated Plan (2014-2018), in addition to market rate homes, affordable housing for owners and renters in the 0-80% income category is needed to address cost burden, overcrowding, and severe cost burden in Missoula.

## Affordable and Specialized Housing Support

At one time or another, many residents will need specialized housing. This could mean special accommodations for a limited mobility senior or subsidized housing because we have lost our housing or are at risk. Missoula has a broad network of non-profit and government organizations and policies to address some of these special needs.

### Public Housing Facilities

The following tables are an inventory of supportive housing facilities serving the City of Missoula:

**Table 8: Missoula Emergency Shelter Inventory**

| Facilities as of January 2013 | Individual Beds | Family Beds |
|---|---|---|
| Poverello Center, Inc. | 70 | 0 |
| YWCA Pathways Domestic Violence Shelter | 5 | 14 |
| YWCA Ada's Place Emergency Housing (vouchers) | 0 | 14 |
| Union Gospel Mission of Missoula (vouchers) | 0 | 2 |
| **TOTAL** | **75** | **30** |

**Table 9: Missoula Transitional Housing Inventory**

| Facilities as of January 2013 | For Individuals | | For Families | |
|---|---|---|---|---|
| | Beds | Units | Beds | Units |
| Carole Graham Home | 0 | 0 | 6 | 6 |
| Joseph Residence at McClay Commons | 0 | 0 | 56 | 16 |
| Human Resource Council Interim Assistance Program | 11 | 11 | 0 | 0 |
| Human Resource Council Emergency Solutions Grant Rapid Re-Housing | 6 | 6 | 18 | 6 |
| Mountain Home Montana | 0 | 0 | 14 | 6 |
| SHARE House | 6 | 3 | 0 | 0 |
| Valor House | 17 | 17 | 0 | 0 |
| YWCA Ada's Place | 0 | 0 | 45 | 15 |
| **TOTAL** | **40** | **37** | **139** | **49** |

**Table 10: Missoula Permanent Housing Inventory**

| Facilities as of January 2013 | Total Beds | Beds for Chronically Homeless |
|---|---|---|
| Missoula Housing Authority Permanent Supportive Housing | 112 | 31 |
| Missoula Housing Authority Shelter + Care | 5 | 0 |
| Missoula Housing Authority Single Room Occupancy Units | 14 | 0 |
| Mountain Home Montana B. Hamilton Project | 10 | 0 |
| **TOTAL** | 141 | 31 |

In preparation for the 2014 Missoula Consolidated Plan, the following public facilities needs were identified by stakeholders at community meetings hosted by the Missoula City/County Department of Grants and Community Programs in the fall of 2012 and 2013. (*Consolidated Plan 2014*, p 71)

### Senior Housing Needs

Into the future, Missoula will be challenged to provide enough housing units for seniors. A demographic change is happening, primarily an increase in the number of seniors (people more than the age of 65) that will be residing in Missoula. Montana is forecast to have 22.1% percent of its entire population over 65 by the year 2025. Senior households are typically smaller than the average household, having one or two members compared to the average household size of 2.24. Therefore, more housing units are needed to house people who live alone or with one other person than are needed to house an equal number of people who live as families with children. As seniors age, some will age in place, but others will choose small unit rentals, assisted living, and nursing home housing units over single family homes (Missoula Consolidated Plan 2014)
Some consideration to the aging population has been given with the recent passage of the Visitability Ordinance to encourage residential units to be accessible and the easing of restrictions on Accessory Dwelling Units, (aka "Granny Flats") in City Zoning.

### Senior Trends

Priorities are shifting for the Baby Boomers (1946-1964) who are aging and need smaller houses that are centrally located to services and health facilities. (Sonoran Institute, *Reset Report*) Those priorities include:

- Down-sizing to a diverse selection of housing types;
- Moving to centralized location; and
- Preferring walkable, low-maintenance, wheel-chair accessible, one story housing.

### Homelessness

On the night of January 24, 2013, 439 people (194 individuals, 67 heads of household, and 178 accompanying persons, 144 of which were children) were found to be homeless in Missoula. According to survey results, 71 respondents were military veterans and 59 were chronically homeless. (2013 Homeless Survey Results) (p. 63 *Missoula Consolidated Plan*)

In 2011-1012 800 children were homeless or at risk in Missoula. This figure is a cumulative number of unstably housed children identified throughout the school year. The unstable housing varies from brief periods of literal homelessness to a pattern of frequently moving and other situations. According to the National Coalition for the Homeless, families with children are one of the fastest growing segments of the homeless population. (*Missoula Housing Report, 2014*)

The Missoula Housing Authority received a modest increase in the number of vouchers it provided for homeless households in 2012. The number of vouchers for homeless is up to 112, from 101 in 2010 and 96 in 2007. The number of homeless individuals on the wait-list for those vouchers is 83, down from last year's 111 (Table 2) (*Missoula Housing Report, 2014*)

Missoula is shifting from a shelter model of managing homelessness to a prevention, rapid-rehousing Housing First model for ending homelessness –(*Consolidated Plan*, referring to *Missoula's 10-Year Plan to End Homelessness)* The premise holds that quickly moving people into housing – and providing them necessary services – is a safer and more effective long-term solution than shelters and other transitional housing. It is also more cost effective. Rather than spending money on new shelters, money will be used to pay the first and last month's rent for some, along with security deposits and temporary rent subsidies. (*Missoula Housing Report, 2014*)

**Overall Housing Trends**

Housing trends in Missoula generally follow national trends but are affected by the student population at the University of Montana. The median single family home price was $215,000 in 2013 and increasing. Multifamily units made up 40% of all housing stock in 2013 and made up 56% of new units built from 2008 – 2014. Household size is decreasing and centrally located, convenient, smaller homes are expected to increase in demand. The rate of home ownership is decreasing in Missoula (47.2% in 2013) and rental vacancy rates dropped to 3.9% in 2014.

According to the Missoula 2014 – 2018 Consolidated Plan, Missoula County should plan to develop approximately 1,200 new units per year (page 82) to meet the needs of a growing population. The projection at the time was based on 2% AAG. The Missoula Urban Area has not grown at 2% AAG for quite some time. This plan anticipates a growth rate between 1.1% and 1.6%. With a lower growth rate, the County should expect to accommodate between 600 and 900 units per year. The Urban Area (this study area) typically accounts for 77% of the growth; therefore, we should plan to accommodate between 510 and 700 units per year. The last few years of building permit data show permitting for more than 500 units per year. Missoula is on its way to meeting the projected housing units needed if the pace of building development remains relatively consistent to the pattern from the past few years.

Lot size is relatively consistent with median lot size seen through the west. New lot size is anticipated to remain consistent or even reduce in size as more first time home buyers look to get into the housing market and an older population looks to downsize. However, some return to larger lots is also anticipated to make use of the thousands of entitle lots already preliminarily approved.

Dwelling unit size is expected to remain constant due to sustained interest in energy savings, tightened financial markets, changing demographics, and household size.

Affordable housing for owners and renters in the 0-80% income category is needed to address cost burden, overcrowding, and severe cost burden in Missoula.

# Public Safety & Emergency Preparedness

This section covers information and trends associated with services that help to address the public safety, emergency preparedness and crime prevention for Missoula.

## Public Safety

Multiple agencies on the local, regional, and Federal level provide public safety services in the study area. The combination of services protect citizens from property crimes and violent crimes; provide emergency medical services; respond to wildland/urban interface (WUI) fires, structural fires and vehicular fires; and house criminals in a county detention center which is located within the City of Missoula. Public safety organizations that serve residents include:

- City of Missoula Police Department
- Missoula County Sheriff's Department
- Missoula County Search and Rescue
- Montana Highway Patrol
- University of Montana Department of Public Safety
- Missoula International Airport: Transportation Security Administration
- Federal Bureau of Investigation: Salt Lake City Region Satellite Office
- City of Missoula Fire Department
- Rural Fire Districts
- Rural Volunteer Fire Departments
- Missoula City-County Health Department

## Emergency Preparedness

According to the Federal Emergency Management Administration, "Emergency Management protects communities by coordinating and integrating all activities necessary to build, sustain, and improve the capability to mitigate against, prepare for, respond to, and recover from threatened or actual natural disasters, acts of terrorism, or other man-made disasters." (https://training.fema.gov/EMIWeb/edu/docs/emprinciples) Within the State of Montana, Section 10-3-201 of the Montana Code Annotated requires that each political subdivision in the state provide emergency and disaster prevention and preparedness for its citizens, including coordination of response and recovery in the form of an Emergency Operations Plan (EOP).

The City and Missoula County coordinate emergency preparedness through a Disaster Planning committee that develops, approves, and revises the EOP for Missoula (City and County jointly). Missoula's EOP establishes the Missoula City-County Health Department (MCCHD) as the lead agency tasked with mobilization of medical, mental health and public health emergency services. The purpose of an EOP is to specify how the City and County will engage in collective capabilities and resources, both public and private, to administer a comprehensive emergency management program. The Basic Plan is a basic framework for emergency functions during a significant emergency or disaster event in Missoula County. The functions are broken into five phases of emergency management, including: Mitigation; Prevention; Preparedness; Response; and Recovery. (Missoula County CHA, 2011) (http://www.co.missoula.mt.us/oes/plans/Emergency%20Operations%20Plan/Missoula%20County%20EOP%20-%20Basic%20Plan.pdf)

The Health Emergency Advisory Team (HEAT), comprises members and representatives of MCCHD, St. Patrick Hospital, Missoula City Fire Department Emergency Medical Services, nursing homes, home care agencies, the American Red Cross, the University of Montana Curry Health Center, and the Missoula Urban Indian Health Center. HEAT is tasked with coordinating public health and medical response in the event of a manmade

disaster, natural disaster, or terrorist incident. HEAT would then implement the EOP. (Missoula County CHA, 2014).

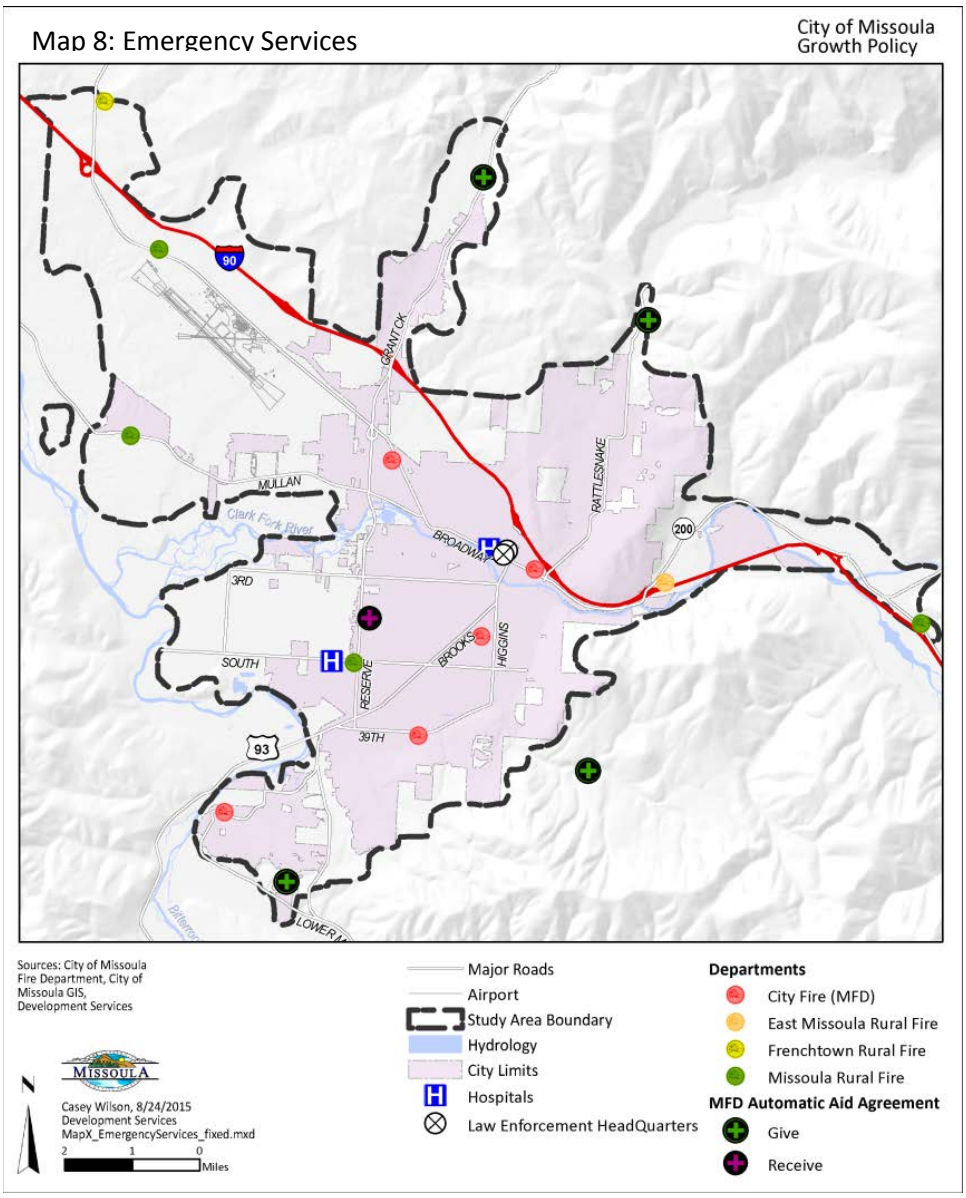
## Fire Departments

**Table 11: Missoula Fire Department call record**

| CALL TYPE | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 |
|---|---|---|---|---|---|---|
| Structure Fires | 63 | 64 | 68 | 81 | 65 | 51 |
| Wildland/Grass Fires | 54 | 37 | 28 | 32 | 31 | 15 |
| Vehicle Fires | 30 | 27 | 19 | 17 | 30 | 20 |
| Other Fires | NA | NA | NA | NA | 51 | 37 |
| Rescue/EMS | 3640 | 3608 | 3956 | 4339 | 4450 | 4570 |
| False Alarms | NA | NA | NA | NA | 494 | 391 |
| Hazardous Materials/conditions | - | - | - | - | 330 | 337 |
| Public Assist/Good Intent | - | - | - | - | 1533 | 1471 |
| Other | 2002 | 2000 | 2044 | 2057 | - | - |
| **Total Calls for Service** | 5789 | 5736 | 6115 | 6526 | 6984 | 6892 |
| Total Response Time | 5.56 | 4.38 | 4.36 | 4.38 | 4.18 | NA |

The Missoula Fire Department and the Missoula County Rural Fire District provide fire and emergency services to the majority of the project area. A closest station agreement between the two organizations allows the nearest facility to an emergency to respond regardless of actual jurisdiction providing the fastest response time. The two departments are prepared to respond to emergency calls 24 hours per day, 365 days per year. In addition to fire protection, they provide emergency medical, rescue, and hazardous materials response services. In calendar year 2013, the Missoula Fire Department responded to 6,984 calls for service with an average response time of 4.18 minutes. Over half of the calls were for rescue or emergency medical service (Table11). Response time is enhanced when the City develops in a clear and connected street grid.

Map 8, below, shows the location of the five City Fire Department fire stations and the 4 Rural Fire District stations in the project area. The East Missoula Rural Volunteer Fire Station is shown to the east, and the Frenchtown Volunteer Rural Fire District has one station within the study area located in the northwest part of the study area.




## Wildland Urban Interface Wildfire Risk Planning

The wildland-urban interface (WUI) is the area where development has taken place adjacent to or within natural undeveloped lands that are at risk for wildfires. The Missoula County Community Wildfire Protection Plan (CWPP) defines the County WUI as a 1.5 mile radius around "areas of population density." Thus the wildland-urban interface covers most of the project area. (Map 9).

The WUI presents one of the most challenging and costly environments in which to fight wildfires (Montana DNRC 2007). Constricted access routes in narrow drainages and elements such as slope, lack of water supply, access, density, and structural type also contribute to the problem. Of the 278 fires the DNRC recorded in 2014, 53% were human caused. As development continues into the WUI in the Missoula area, it is important to understand the risks and challenges associated with development on these lands so that development regulations, emergency planning, and aftermath assistance are in place to protect human safety and welfare.

Recent wildfire events in Western Montana demonstrate the unpredictable and devastating effects wildfires can have on a community. In 2003, the Black Mountain Fire along the project areas western edge threatened

600 homes, burning three. In 2013, five homes were lost in the Lolo Creek Complex fire which ultimately cost $12.5 million dollars. (Montana DNRC 2013 Wildfires)

A recent report about the effects of wildland fires in western states (Playing with Fire, R. Cleetus and K. Mulik, Union of Concerned Scientists, 2014) found the total costs to communities can range from two to thirty times the initial fire suppression dollar amounts and are felt in health costs, lost economic welfare, and ecosystem damage. A warming and drying climate may increase the potential costs.

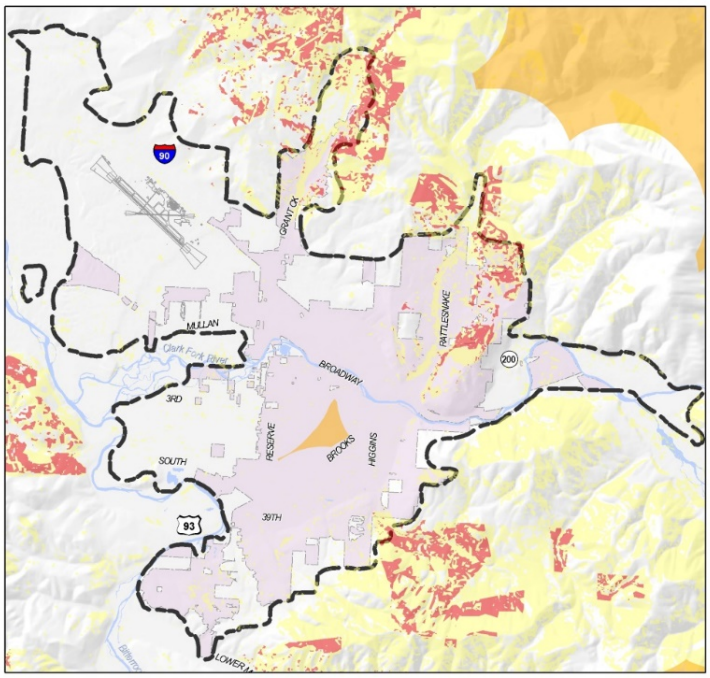
Wildland firefighting in the project area is coordinated by the U.S. Forest Service, Montana DNRC, Missoula County Rural Fire District, and the Missoula City Fire Department which exchange leadership roles depending on the location of an event.

The Missoula County CWPP (initiated by the Missoula County Disaster and Emergency Services) evaluates risk exposure in the WUI and the Missoula County Pre-disaster Mitigation Plan more fully describes Missoula County critical infrastructure.

Risk assessments for potential for wildfire hazards were evaluated classifying vegetative type and condition, adjusted by slope, with density and access issues.

**Map 9: Fire and Wildland Urban Interface (WUI)**

City of Missoula Growth Policy




The resulting analysis in the Missoula County plans are maps that identify areas where fuel reduction treatments need to be prioritized to protect human life and structures under the present conditions. Map 9 is not intended as a guide for directing land uses. Rather, land use and development in fire prone areas should be coordinated with the local fire district and are guided by fire code requirements.

## Law Enforcement

The Missoula City Police Department is the primary law enforcement agency within the City of Missoula. The Missoula County Sheriff's Department and Montana Highway Patrol contribute to traffic enforcement and accident investigation on state highways and areas outside the city limits.

### Missoula Police Department

The primary responsibility of the Missoula Police Department is to provide law enforcement within the city limits of Missoula. In addition to its immediate jurisdiction, the department also provides back-up services for the Missoula County Sheriff's Office and collaborates with the Sheriff's Department to provide certain services. For example, the Sheriff's Department and the Missoula City Police Department jointly maintain Explosive Ordinance Disposal and Hostage Negotiations teams. Incarceration services are provided by the Missoula County Jail. The Missoula Police Department employs 100 sworn personnel and 26 civilians. The department has three divisions: Administrative, Detective, and Patrol, and is located in City Hall.

In 2015 the Police Department will employ two new Public Information Officers. These positions will improve the quality and timeliness of the information going out to the community, as well as enable the department to engage the community in new ways and communicate more effectively.

Two full time community service officers have been employed as of July 2014. These civilian employees are dedicated to improving the quality of life of Missoula citizens. These positions increase the department's ability to patrol the parks and trails system throughout the City and educate the public about laws and regulations related to the parks and trails.

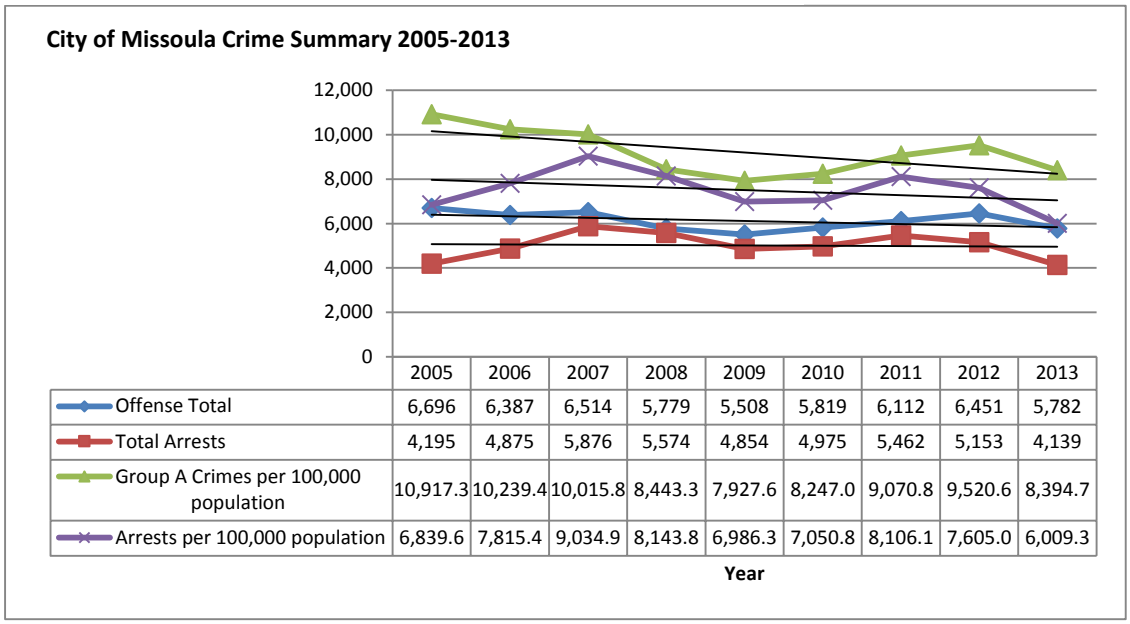
**Reported Crime**

Variables that affect crime in a community make it challenging to draw conclusions from reported crime figures. A few of the factors that affect the volume and type of crime are population density, commuting patterns, economic conditions, family conditions, climate, citizens' attitude toward crime, strength of law enforcement, policies of the criminal justice system, and many others. Valid assessments are possible only with careful study and analysis of the various conditions affecting each jurisdiction (*Variables Affecting Crime*, U.S. Department of Justice Criminal Justice Information Services Department, September 2010).

**Trend**

In Missoula, the number of offenses and arrests varies from year to year but appears to be trending lower as of 2013 (Figure 14).

**Figure 14: City of Missoula Crime Summary 2005-2013**




| | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 |
|---|---|---|---|---|---|---|---|---|---|
| Offense Total | 6,696 | 6,387 | 6,514 | 5,779 | 5,508 | 5,819 | 6,112 | 6,451 | 5,782 |
| Total Arrests | 4,195 | 4,875 | 5,876 | 5,574 | 4,854 | 4,975 | 5,462 | 5,153 | 4,139 |
| Group A Crimes per 100,000 population | 10,917.3 | 10,239.4 | 10,015.8 | 8,443.3 | 7,927.6 | 8,247.0 | 9,070.8 | 9,520.6 | 8,394.7 |
| Arrests per 100,000 population | 6,839.6 | 7,815.4 | 9,034.9 | 8,143.8 | 6,986.3 | 7,050.8 | 8,106.1 | 7,605.0 | 6,009.3 |

**Crime Victims' Advocates**

Crime Victims' Advocates (CVA), a City and County program, provides legal advocacy and short-term crisis response to victims of violent personal crime with a focus on domestic and sexual violence and stalking. In 2013 41% of all crimes against persons in Missoula County were related to domestic violence. In total 1,463 crimes against persons were reported by area law enforcement agencies (CVA Program, communication with S. Gaynor, 2014).

**Sexual Assault Investigation**

In May 2013, the Police Department entered into a 2-year agreement with the U.S. Department of Justice to improve the manner in which it conducts sexual assault investigations. Some of the key facets of the agreement were to improve training, policies, community partnerships and transparency of our efforts in compliance with the agreement. Up-to-date compliance records are available on the City Police Website.

# Public Facilities

Public facilities addresses systems managed for the public's benefit, primarily provided by the City. It includes transportation systems, park systems, and wastewater and water systems.

Overall, the City owns and manages many facilities including parking structures, maintenance facilities and shops, City Hall and council chambers, the cemetery, the fire stations, park land, ballfields, open space land, park facilities, equipment and structures, and pedestrian bridges. This is in addition to the public rights-of-way and wastewater facilities owned and managed by the City.

## Transportation

The City of Missoula and surrounding area continue to be the population and economic hub of western Montana. Rapid growth during the 1990s and early 2000s included significant new development that primarily occurred on the edge of the City in a mostly suburban, auto-dependent, development pattern. This outward growth contributed to increased congestion, decreased air quality, and longer commute times for many Missoulians.

As growth continued to occur, Missoulians began to recognize the importance of sustainable development and that designing streets and transportation networks solely for cars is not only financially unsustainable, but negatively impacts the high quality of life Missoulians expect and enjoy. In 2008, through the "Envision Missoula" planning process that occurred as part of the 2008 Long-Range Transportation Plan update, Missoulians opted for a different approach, one of "focusing inward" and developing in a way that promotes the efficient use of resources while maintaining a high quality of life for residents and continued economic development.

Transportation plays a key role in successfully implementing the "Focus Inward" approach, and must be designed in a way that encourages and supports all modes of transportation through close coordination with land use policies and development.

### Existing Community Transportation Goals

Transportation goals, objectives and strategies for the City of Missoula and the surrounding community are set out in a number of transportation planning documents that are intended to implement the "Focus Inward" concept. The four primary documents are the *Long Range Transportation Plan* (LRTP), the *Missoula Active Transportation Plan* (MATP), the *Community Transportation Safety Plan* (CTSP), and the Long Range Transit Plan.

The most recent LRTP update, completed in 2012, established seven primary transportation goals for the City and the surrounding region (2012 Missoula Long Range Transportation Plan (http://www.ci.missoula.mt.us/DocumentCenter/View/23277):

- Maintain the existing transportation system;
- Improve the efficiency, performance and connectivity of a balanced transportation system;
- Maximize the cost effectiveness of transportation;
- Promote consistency between land use and transportation plans to enhance mobility and accessibility;
- Provide safe and secure transportation;
- Support economic vitality; and
- Protect the environment and conserve resources.

These goals are intended to guide development and the prioritization of transportation projects, as well as provide the foundation for supporting policies and plans.

The MATP, adopted by the Missoula City Council and Missoula County Board of Commissioners in 2011, describes policies, projects, and programs to achieve the "active transportation vision," which calls for "a community where citizens can safely and conveniently reach any destination using active/non-motorized modes of transportation." (2011 Missoula Active Transportation Plan (http://www.ci.missoula.mt.us/DocumentCenter/View/23281))

The CTSP, adopted in 2013, speaks to the importance of improving the overall safety of the transportation system in order to improve quality of life by reducing fatalities and serious injuries, reduce the economic impact of crashes, and increase system reliability and efficiency. The CTSP outlines a series of goals and strategies for improving safety across all modes of transportation, focusing on intersection crashes, safety belt/occupant protection use, and impaired driving crashes, with an overall goal of reducing the five-year average of fatal and severe injuries by 25% by 2018 (2013 Community Transportation Safety Plan (http://www.mdt.mt.gov/pubinvolve/missoulactsp/docs/mis_ctsp_final_09_2013.pdf)).

A fourth transportation planning document that is central to implementing "Focus Inward" is *the Long Range Transit Plan* prepared by the Missoula Urban Transportation District (MUTD, Mountain Line) in 2012. The goals of this plan include (Mountain Line Long Range Transit Plan Final Report, 2012 (http://www.mountainline.com/wp-content/uploads/2013/03/LRPUPDATEDVERSION.pdf)):

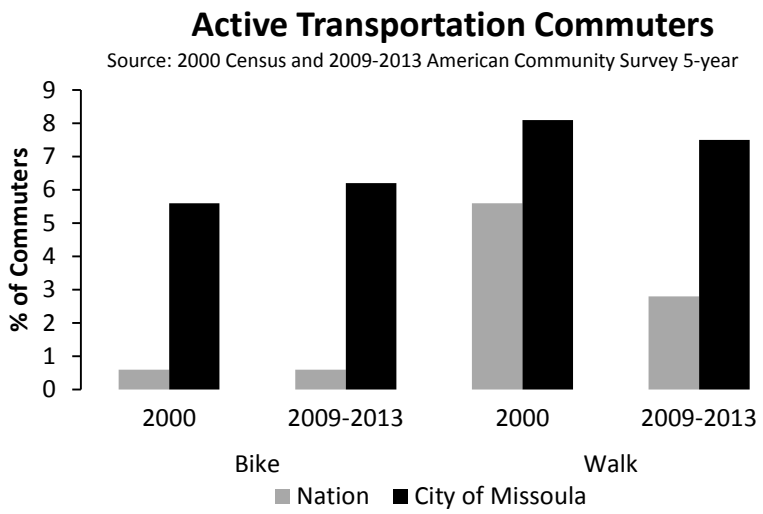
- Significantly increase the use of transit;
- Improve transportation options, thus reducing single occupancy vehicle dependence;
- Create strong incentives for using modes of transportation that reduce traffic congestion and improve community health; and
- Build a network of partnerships dedicated to reducing vehicle miles traveled.

These goals are broad and further acknowledge Mountain Line's transit service as a key component of the overall transportation system and the importance of an integrated, comprehensive system that supports lessening auto-dependence.

### Non-motorized

Local active commuting for Missoula mirrors national trends, although our community stands out from the nation on a number of statistics. In Missoula, an estimated 6.2% of all commute trips are by bicycle (U.S. Census Bureau, 2009-2013 5-Year American Community Survey), which ranked 11th in the nation for small-sized cities (population from 20,000-99,999) and exceeded every large city in the country in 2012 (Mode Less Traveled – Bicycling and Walking to Work in the United States: 2008-2012. American Community Survey Reports. Brian McKenzie, May 2014 (http://www.census.gov/prod/2014pubs/acs-25.pdf?eml=gd&utm_medium=email&utm_source=govdelivery)).

**Figure 15: Percent of commuters choosing active transportation**




Missoulians also choose to walk at a much higher rate than the nation as a whole, with an estimated 7.5% of all commuters walking over the period from 2009-2013 (U.S. Census Bureau, 2009-2013 5-Year American Community Survey); however, that number is down from 8.1% in 2000 and is considerably lower than the higher ranking cities and towns of comparable population in 2012 (Mode Less Traveled – Bicycling and Walking to Work in the United States: 2008-2012. American Community Survey Reports. Brian McKenzie, May 2014 (http://www.census.gov/prod/2014pubs/acs-25.pdf?eml=gd&utm_medium=email&utm_source=govdelivery)).

It is not surprising that Missoula leads the State and Country in active transportation options and commuters. The City is committed to providing a world-class network of bicycle and trail facilities, including the Milwaukee Trail, Riverfront Trail, Bitterroot Branch Trail, and most recently partnered with Missoula County to complete the final connection of the Missoula to Lolo Trail as part of a successful TIGER grant application. When finished, the new trail will connect over 45 continuous miles of trail through the Missoula and Bitterroot valleys. The full network of active transportation facilities in Missoula is shown in Map 10 and includes:

Sidewalks:

- 435 miles existing (Existing sidewalks identified here are in linear mile, not roadway mile. The Missoula MPO estimates that approximately 217 roadway miles have existing sidewalks, with approximately 133 miles without.)
- 219 miles missing

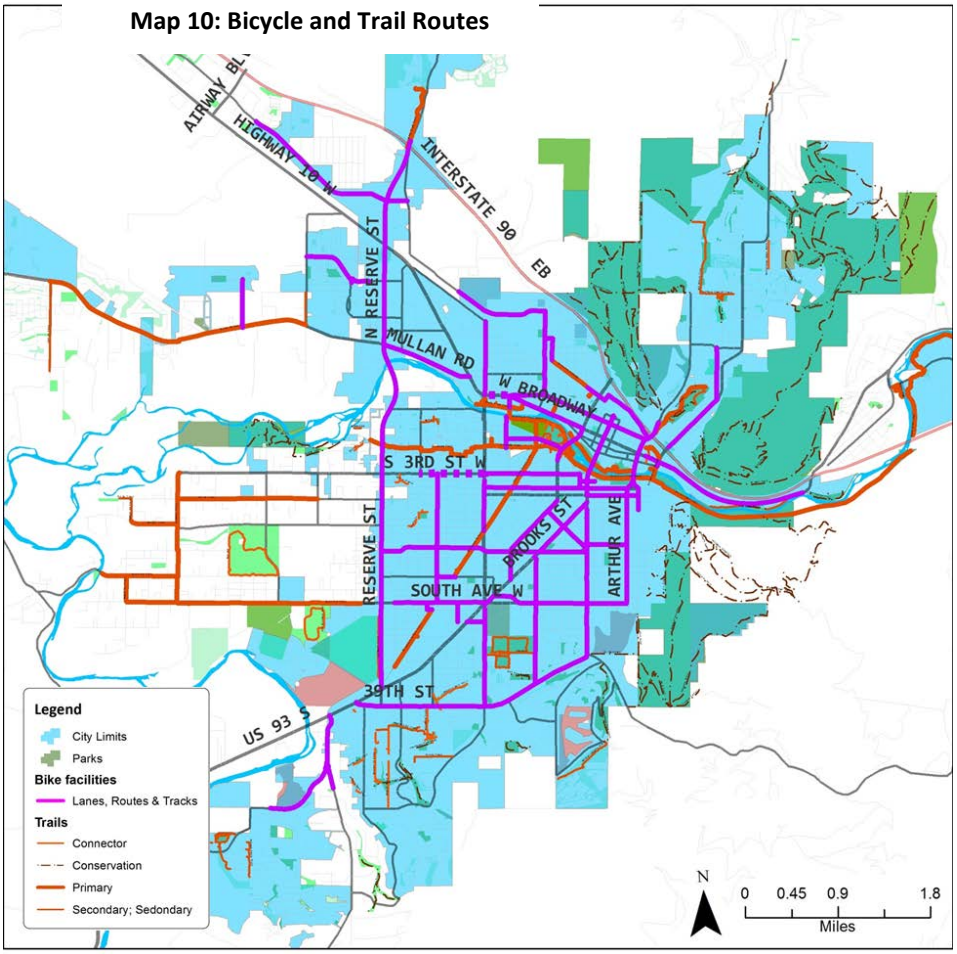
Bike Facilities:

- Protected bike lanes – 0.5 miles
- Bike lanes – 32 miles

Trails

- Primary – 20 miles
- Secondary – 9.2 miles
- Connector – 6.5 miles
- Conservation – 57 miles

**Map 10: Bicycle and Trail Routes**




There is still a lot of work ahead, however, to continue to improve non-motorized facilities, as gaps in the sidewalk system still exist (as described in the *City's Master Sidewalk Plan*) and the bicycle network should be able to accommodate all users from avid cyclists to the most vulnerable and inexperienced.

In August of 2009, the Missoula City Council adopted a *Complete Streets Resolution*, stating Council's commitment to provide safety and convenience for all roadway users, of all ages and abilities, and to address the needs of all users traveling both along and crossing roadway corridors. Along with the MATP, LRTP, and Master Sidewalk Plan, the City of Missoula continues to plan for a dynamic, diverse and safe active transportation network throughout the city.

According to the *2014 Benchmarking Report* published by the Alliance for Bicycling and Walking, several positive outcomes can be linked to increases in bicycling and walking (Alliance for Biking & Walking, 2014 Benchmarking Report (http://www.bikewalkalliance.org/resources/benchmarking)). For example, the report documents lower rates of bicycle and pedestrian fatality rates in cities that have more people biking and walking.

Within the City of Missoula, the number of bicycle-related crashes remained mostly level, only increasing slightly from 202 crashes during the years 2002-2006 to 215 crashes during 2007-2011 (Source: CTSP). However, while the number of bicycle crashes remained flat, the severity of the crashes increased, with fatal and incapacitating injuries to bicyclists increasing from 50 during the 2002-2006 period to 70 during the 2007-2011 period. Pedestrian-related crashes also remained flat, with 106 crashes involving pedestrians between 2002-2006, 50 of which were either fatalities or serious injuries, and 107 crashes between 2007-2011, 52 of which were either fatalities or serious injuries,.

Biking and walking are linked to improved health outcomes, such as more people meeting daily recommendations for physical activity. Montana currently ranks in the top 5 states for both bicycling and walking and for healthy populations. Montana was recently ranked the least obese state in the country (Gallup poll), supporting the link between bicycling, walking and improved health.

## Motorized

### National Trends

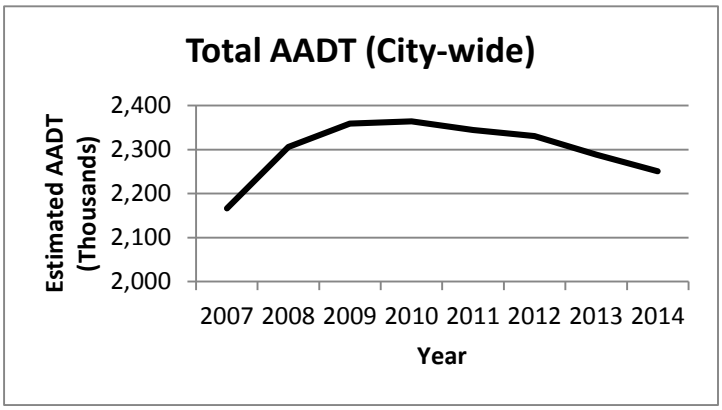
Historically, the United States and particularly the western states experienced a development pattern that primarily supported an auto-centric mode of transportation. Throughout the 1970s, 1980s and 1990s, most cities grew via an outward expansion, leaving downtown cores for lower-density suburban developments. Recent changes have indicated a reversal of that trend. Downtowns are experiencing a revival, and both millennials and baby boomers are beginning to seek out the various amenities and expanded transportation options of denser neighborhoods located in urban centers. Despite this shift, driving continues to be the primary travel mode in many cities. And while Missoula is no exception, Missoula is continuing to gain momentum in growing the number of travel trips made by non-auto modes.

Nationally, 76% of commuters drove alone to work according to the 2009-2013 ACS 5-yr estimate, which remains largely unchanged from 2000. In Missoula only 69% of commuters drove alone during the period from 2009-2013 (http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=DEC_00_SF3_DP3&prodType=table, down from 70% in 2000. The decrease in single-occupancy vehicle commuting indicates that efforts to expand transportation options are achieving some level of success, with commuters steadily shifting to active modes and transit. Single-occupancy vehicles using our road network are not decreasing, however. Although the percentage of commuters choosing to drive alone has gone down, the overall number of drivers has increased from 20,785 to 24,435.

Despite the increase in absolute number of commuters choosing to drive alone, they appear to be driving less as vehicle miles traveled (VMT) is decreasing at national and local levels (through 2013). The VMT tracked by FHWA has plateaued and even declined over the past 5-10 years, yet projections made annually by the Department of Transportation in support of planning and funding activities continue to show growth at largely the same rate as the mid-1990s.

Missoula is following a similar trend in average annual daily trips (AADT) across the City, which is not a metric directly comparable to VMT but shows a nearly identical plateau starting in 2009, and starting to drop in 2011 and 2012 (Figure 16, below). Although Census data shows more people commuting to work in 2013 than in 2000, those people driving appear to be making fewer overall trips in their cars.

**Figure 16 - Total Average Annual Daily Trips for the Missoula Urbanized Area, 2007 through 2014 (source: MDT data and statistics bureau)**

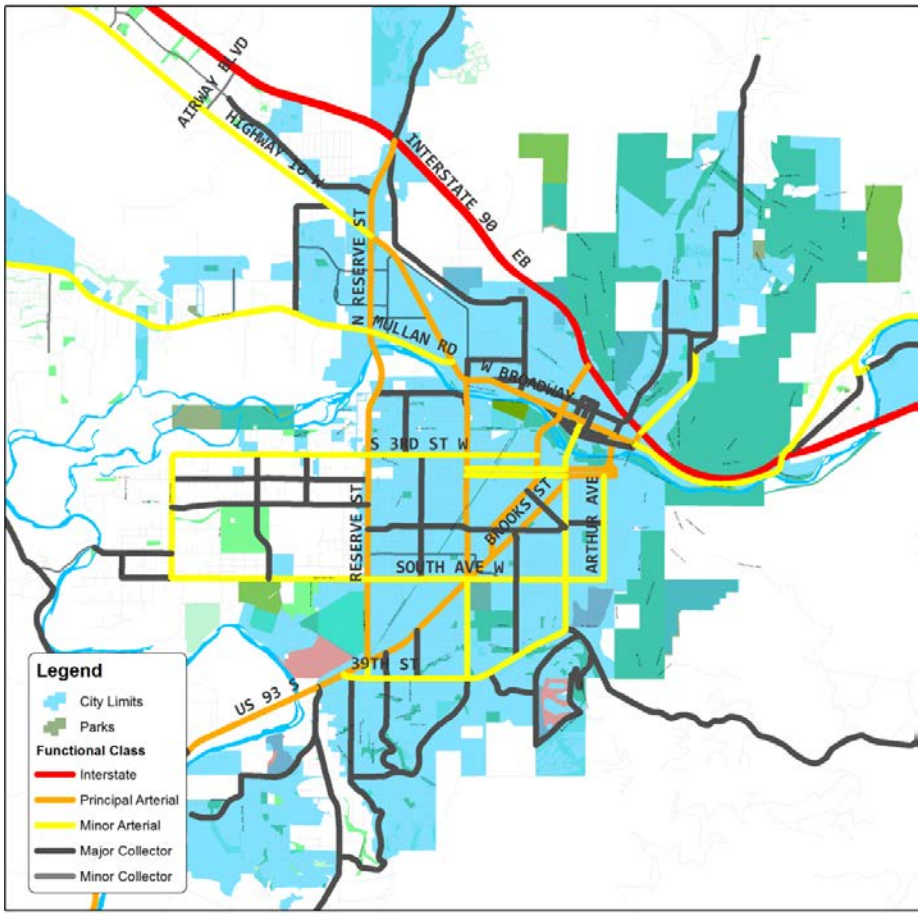



### Network

The City of Missoula has approximately 350 miles of streets and highways, maintained by the City, MDT and through funding from the Federal Highway Administration (FHWA) See Map 11:

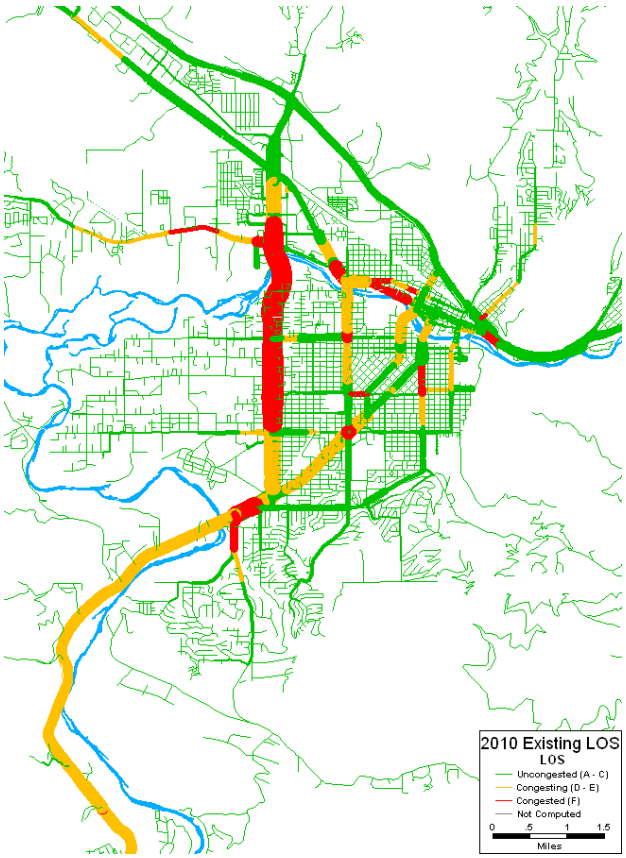
- Freeways (I-90) – 9 miles
- Principal Arterials – 18 miles
- Minor Arterials – 18 miles
- Collector – 40 miles
- Local – 264.8 miles

**Map 11: Road Functional Classification**

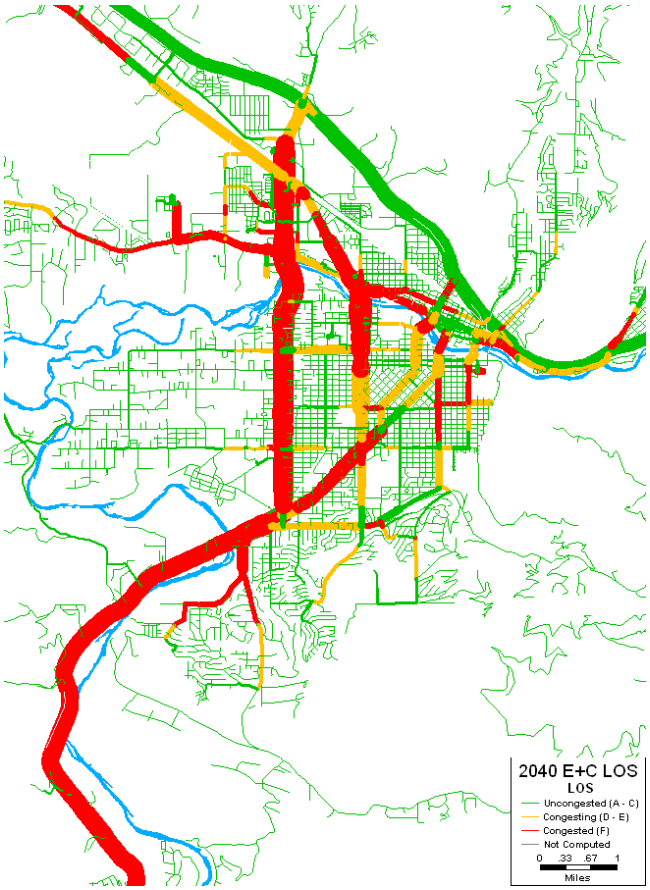



Roads within the City of Missoula have varying levels of congestion. In general, Reserve Street is the City's most congested roadway during peak travel times, and the Brooks Street, Russell Street and West Broadway corridors are all experiencing increased congestion (from LRTP, http://www.ci.missoula.mt.us/DocumentCenter/View/23277). Model forecasts for the region, even including all recommended projects in the LRTP, show that given current conditions and growth projections, we might expect little or no improvement in peak hour levels of congestion over the next 30 years (as seen in the following maps). The LRTP is scheduled for an update in 2016, which will include an update to these maps.

**Map 12: Existing peak-hour level of service (2010)**




**Map 13: Modeled peak-hour level of service for 2040, including all existing and committed projects (2012 LRTP)**




There are many ways to address congestion on our streets and highways. One common approach from the last several decades is widening or reconfiguration of roads to expand capacity, however this approach is costly and places a greater financial burden on dwindling transportation funds. Some communities have opted to accept a certain amount of congestion, through lower acceptable Level of Service ratings for roadways. For example, many DOTs and engineers strive for a minimum level of service of "C", but other cities and states have shifted toward a standard of lower level of service as long as the roadway isn't considered failing (LOS "F"). A third approach is to promote and facilitate a shift to other modes of travel such as biking, walking and transit to increase the capacity of our roads. Often referred to as "travel demand management" or TDM, shifting travel to these modes can be a more cost-effective method to reducing or preventing an increase in congestion.

In spite of the congestion experienced on many Missoula streets, the average commute time remains considerably shorter than the national average. Across the country, daily commutes take an average of 25 minutes, whereas Missoulians experience an average commute time of just under 15 minutes. Non-motorized transportation options such as walking and biking generally experience lower commute times than those for single-occupancy vehicles at the national level; however, local travel for non-motorized modes has increased at a greater rate than single-occupant vehicles or carpools. One possible explanation for the increasing

commute times for bicyclists and pedestrians in Missoula is a willingness to commute greater distances by bike or by walking.

### Travel Demand Management (TDM)

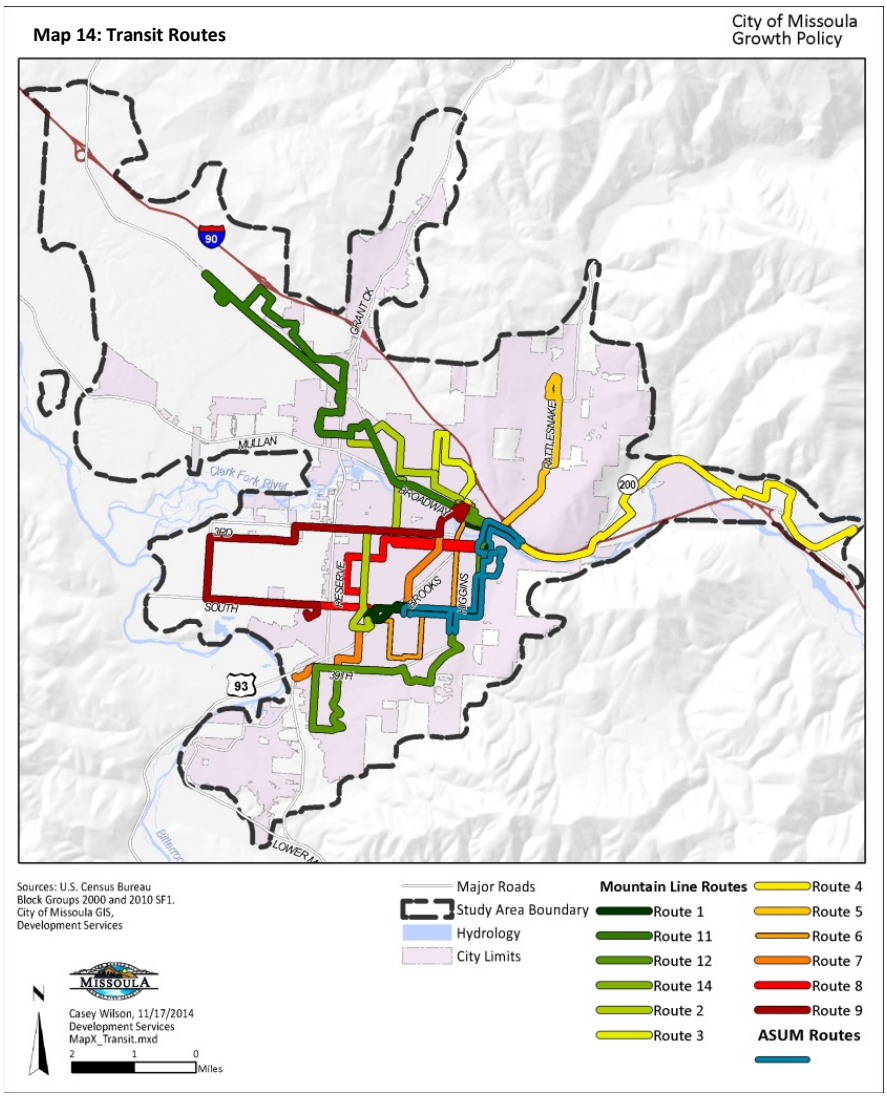
Over the past 15-20 years, efforts to manage travel demand (TDM), particularly at peak hours, have grown, with the goal of improving overall transportation system efficiency and reliability. Examples of TDM programs initiated by these various organizations are encouraging non-auto modes of transportation through education, outreach and events (Sunday Streets, Way-To-Go! Club), vanpools, and a myriad of other creative tools to reduce traffic and improve air quality.

The organizations and programs coordinating TDM efforts across the region include:

- Missoula in Motion: Initiated in 1997, Missoula in Motion encourages sustainable transportation options through outreach, education and events.
- Missoula-Ravalli Transportation Management Association (MRTMA): In cooperation with the Montana Department of Transportation and other partners, MRTMA provides vanpool service between Bitterroot Valley communities and Missoula.
- Associated Students of the University of Montana – Office of Transportation: The ASUM Office of Transportation works to increase transportation options and awareness on the University of Montana campus through a variety of programs. ASUM Transportation operates the UDash bus service, providing additional transit options for both students and the rest of the Missoula community.
- Missoula Parking Commission: The Missoula Parking Commission (MPC) works with local government, businesses and citizens within the Downtown Missoula core to provide and manage parking and parking alternatives.
- Bicycle/Pedestrian Office: The Bicycle/Pedestrian Office was created to enhance active transportation options throughout the City of Missoula.
- Metropolitan Planning Organization: (MPO): Created in 1982 in accordance with Federal Law, the MPO is responsible for coordinating transportation planning across the metropolitan region. The MPO provides TDM support through various plans, programs and policies, such as the LRTP, the MATP and through allocation of Federal funding (through the Transportation Improvement Program).
- Missoula Urban Transportation District: The Urban Transportation District is responsible for transit planning and operation in the Missoula region.

### Transit

Public Transit in Missoula has a long history, dating back to approval of the Missoula Urban Transportation District (MUTD) by voters in 1976. The District currently covers 36 square miles, and operates 12 fixed routes. During peak morning commute hours, there are 18 buses on the road, serving 460 bus stops. In addition to the fixed routes, MUTD operates five door-to-door vehicles for residents with disabilities that cannot access a bus stop. The University of Montana, through ASUM, operates an additional three buses to serve park-and-ride locations, the Missoula College campus, and other community centers throughout Missoula frequented by students. See Map 14 below for current routes.




The share of commuter trips taken by transit rose nationally from 4.6% to 5% between the 2000 Census and the 2009-2013 5-year ACS average. In Missoula, transit's share of commuter trips grew by a similar amount, increasing from 1.7% of all commutes in 2000 to 2% for the 2009-2013 5-year average. Transit ridership numbers are equally compelling for Missoula. With the exception of FY 2013, an anomaly year that saw MUTD implement major system changes coupled with continuing decline in University of Montana enrollment, ridership has increased by 4 to 5% each year over the past 5 years.

In 2013, voters within the Urban Transportation District approved a $1 million levy to support increased service times, later hours and new buses. These improvements to Mountain Line service were implemented in January of 2015, starting with Bolt! Service—15 minute all day bus frequency—on Route 2 (complimenting the successful Bolt! pilot service on Route 1) and late evening service until 10pm on Routes 1, 2, 6 and 7. When combined with the shift to a "zero fare" cost for transit users, ridership is estimated to grow by approximately 100,000 rides annually—a 10% increase.

The Missoula Urban Transportation District continues to improve transit service and integration with other modes of transportation. Mountain Line buses carry over 30,000 bikes annually on its buses, a multi-modal approach that facilitates extended trips taken without an auto. Seven new bike repair and parking stations were completed in Missoula by the summer of 2015, sponsored by many TDM organizations and the

University of Montana. The bike stations include bike parking, bike repair pedestal with attached tools, and vending machines with bike parts, accessories and beverages.

Mountain Line buses include free 4G wi-fi aboard all buses, provided by Community Medical Center, and the system includes real-time passenger technology so customers can access bus arrival information in real time for their stop. Coupled with improvements to the Mountain Line website and mobile app, transit service in Missoula is more accessible than ever before.

As ridership on Mountain Line continues to grow, MUTD is planning for growth in services throughout the Missoula area. Future phases include additional BOLT! routes, new bus service along the Brooks Street corridor, and expanded evening/late night service. The University also continues to expand transit through new UDash routes serving neighborhoods further west as well as planned expansions at the Missoula College site along East Broadway.

### Funding

Funding for transportation projects continues to be outpaced by the need to complete innovative, multi-modal projects across the Missoula region. Aging infrastructure such as Missoula's many bridges providing critical links between northern and southern parts of the City requires upgrading, increasing shifts in modes of transportation away from single-occupant vehicles to biking, walking and transit necessitates new facilities to accommodate those modes, and a growing population leads to new development and associated transportation network improvements.

At the federal level, obtaining funding for local transportation projects increasingly requires competitive grants to complete a financing package. The Missoula 2 Lolo Trail is an example where local sources of funding continued to come up short for construction of the final, critical leg of the trail between Hamilton and Missoula. A diverse partnership of private, public and non-profit organizations successfully obtained a TIGER grant, providing a majority of the funds required to complete the trail, supplemented by local match coming from City, County and State partners. If current trends in funding continue, we can expect to see more money flowing to projects that are economically, socially and sustainably competitive. There is a need to engage both public and private sector partners to develop innovative land use and transportation integration that serves all modes and creates connections economically and socially.

The Alliance for Bicycling and Walking reports that nationally an estimated 11.4% of trips are by biking or walking, yet those modes account for 14.9% of all fatalities. Despite these numbers, only 2.1% of Federal funding goes towards bicycle and pedestrian projects. That may be changing along with the shift towards competitive grant funding of transportation projects, but the gap requires creative project financing strategies and partnerships, along with dedication at the local level to incorporate multi-modal designs into project engineering.

Transportation projects within the City are funded through a diverse collection of Federal, State and local sources. Federal programs include Surface Transportation Program (Urban and Enhancement), Congestion Mitigation and Air Quality, and a variety of competitive grants.

### Air Travel

The Missoula International Airport (also known as Johnson-Bell Field or MSO) is located just outside of the City of Missoula and is owned and operated by the Missoula County Aviation Authority. As of 2014, five major air carriers serve Missoula. Twelve destinations are non-stop from Missoula with some of these flights seasonally operated. As of 2015, destinations non-stop from Missoula are Seattle, Portland, Oakland, Los Angeles, Phoenix-Mesa, Las Vegas, Salt Lake City, Denver, Minneapolis/St. Paul, Chicago, and Atlanta.

The current terminal has six gates and contains approximately 120,000 square feet. There are two runways in service, the primary runway, which is 9,501 feet in length and the crosswind runway, which 4,612 feet in length. More recent construction projects include the security screening area upgrade in 2007 and the new air traffic control tower in 2012. In 2013, 594,057 passengers enplaned and deplaned at MSO (Montana Department of Transportation, Aeronautics Division).

In 2009, the Missoula County Airport Authority released the Missoula International Airport Master Plan Update. The planning horizon for this document is 2008 through 2028. The findings of the report reflect that runways and taxiways are sufficient through the planning timeline, but the passenger terminal is over-capacity in some areas, such as the number of gates (8 are required to meet the projected need), operations area, checked bag screening and ticketing, and baggage claim. The plan also identified concessions as an area for improvement as only 26% of the concessions space is post-security rather than the recommended 80 to 90% (Missoula County Aviation Authority Master Plan).

Missoula International Airport is also home to the largest aerial firefighting depot in the United States and is the base of operations for the "smokejumpers".

## Rail

### Freight Service

Missoula is headquarters for Montana Rail Link (MRL), a privately held Class II railroad owned by the Washington Companies. "The railroad carries coal, petroleum, grain, various other freight and runs between Huntley, Montana and Spokane, Washington. The main line passes through the towns of Missoula, Livingston, Bozeman, and Helena. The railroad has over 900 miles of track, serves 100 stations, and employs approximately 1,000 personnel. The MRL Transportation Center is located in Missoula and the Missoula yard handles freight classification and car repair." (Montana Department or Transportation)

The MRL main line runs east and west through Missoula with the historic passenger depot (currently in use as office space) located at the north end of Higgins Avenue in downtown. The MRL operates freight service on this major corridor, which connects rail traffic between central and southern states and the Pacific Northwest. A little used branch line to Darby passes through the center of the City to the southwest.

The main line runs through several neighborhoods in the City with one at grade crossing on Madison Street and a separated overhead footbridge used to connect the downtown to the Northside neighborhood. Older neighborhoods grew up around the railroad and generally honor the railroads contribution to the community. However, certain impacts exist when rail traffic increases such as noise impacts and potential concerns over pollution. City agencies along with rail operators should work together to resolve concerns.

About 18 trains per day used the main line and about 5 or 6 of those carried full or empty coal cars in 2013. Because the coal is being shipped to China which is rapidly expanding its coal burning power system, it is thought coal shipments may increase. Also, shipments of crude oil from the Bakken oil fields in Eastern Montana run through Missoula at a rate of about 3 trains per month which is an increase from about one per month in 2013.

### Passenger Rail Service

The Amtrak North Coast Hiawatha passenger rail service through Missoula was discontinued in 1979 as a result of national route rationalization required by the U.S. Congress in 1978. Discussion of potential return of passenger rail service on the old North Coast Hiawatha route has been ongoing since 1978. In 2010 an Amtrak study found substantial subsidy would be required for capital and operating costs to reinstate the service. The discussion to reinstate passenger rail service to Missoula continues.

## Parks System

Outdoor recreation is an essential part of the Missoula community's lifestyle and character. The City maintains a multitude of parks, trails, and conservation lands. Parks and conservation lands protect environmentally sensitive areas, provide environments for wildlife, provide social gathering places, and buffer incompatible land uses. Parks, recreation and cultural opportunities improve our physical and mental health, create opportunities to develop and build community, and add to community identity. Parks serve all citizens, regardless of demographics or diversity. Parks also provide for business, tourism, art, and cultural interests. Overall, parks reflect our local culture and values.

The City of Missoula Parks and Recreation Department (MPRD) manages and maintains city parks, sports facilities, commuter trails, conservation lands, and the urban forest. The department oversees the design and development of new parks, trails and recreation facilities and the acquisition and/or protection of additional conservation land and open space, and develops and implements long-range management plans for the urban forest, parks and open space. In addition, the department's recreation division provides recreation programming for city and county residents of all ages and abilities, operates six aquatics facilities, and manages all city sports facilities. Overall, the MRPD manages about 54 parks and about 30 miles of bike/ped trail as if 2015.

Missoula County manages 91 parks, greenway, open space sites, and special use facilities and nearly 45 miles of natural and improved trails (according to the 2012 Missoula County Parks and Trails Master Plan). There are approximately 50 county-owned regional parks, neighborhood parks, greenways/open space, and conservation parks located within the City Growth Policy study area. In 2012, the County Parks and Trails Advisory Board approved the County Parks and Trails Plan which can be viewed on the County's website: http://www.co.missoula.mt.us/mccaps/Parks.htm

The majority of parkland has been acquired through the subdivision process. Types of parks found throughout the study area include neighborhood, community, and conservation parks. Facilities offered within some of these parks include, but are not limited to: walking trails, ball fields, basketball courts, tennis courts, picnic shelters, and playgrounds.

To meet the requirements of State law and the goals of the *Master Parks and Recreation Plan for the Greater Missoula Area*, the *County Parks and Trail Plan*, the *Non-motorized Transportation Plan*, and the *Missoula Open Space Plan*, new major subdivisions require a prescribed land dedication to parks or cash in lieu (amount determined by lot size, etc.)

### Park Lands

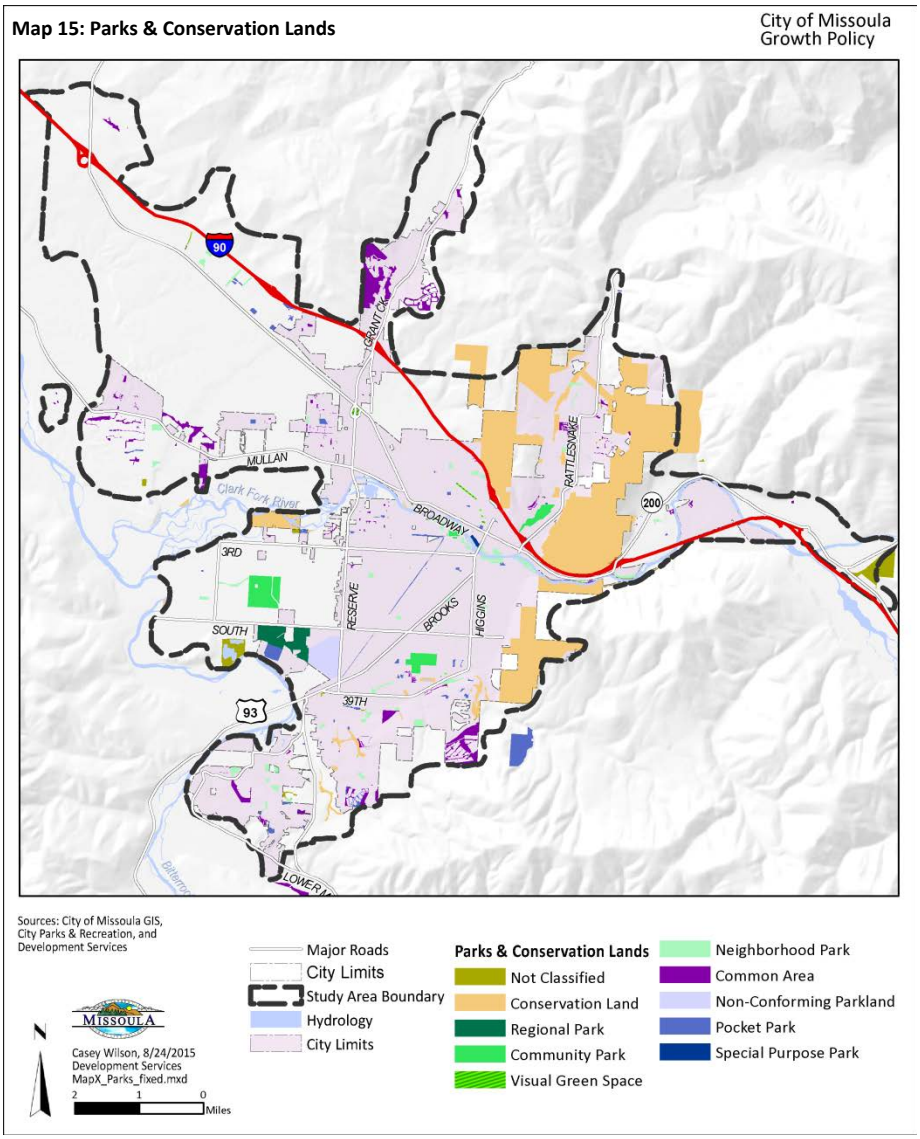
The MPRD and County Parks Department inventory of parks includes 10 classifications of 5,600 acres of parklands. Table 12 outlines the various park classifications with associated acreage. Map 15 shows their locations.

### Conservation Lands

Missoula's Conservation Lands system (also referred to as Missoula's Open Space System) includes over 3,000 acres of open wildlands from grasslands on gentle to steep hillsides to mixed coniferous forests, riparian areas, to unique cushion plant communities. Given the close proximity of our Conservation Lands to the City, they offer quick and easy access for all types of recreation. These lands are the beautiful background to our downtown, the University, and many of our neighborhoods and thus provide tremendous economic benefits. The great diversity of land types on the City's Conservation Lands provides important wildlife, fish, and bird habitat and numerous recreational opportunities for citizens and visitors. Additionally, conservation lands provide important community benefits such as improving water quality and quantity, enhancing air quality, and serving as flood control.

**Table 12: Park Inventory by Type**

| Park Subtype | Count | Acres |
|---|---|---|
| Not Classified | 27 | 275 |
| Pocket Park | 64 | 164 |
| Neighborhood Park | 48 | 237 |
| Community Park | 6 | 278 |
| Regional Park | 2 | 157 |
| Special Purpose Park | 1 | 7 |
| Visual Green Space | 26 | 53 |
| Common Area | 211 | 586 |
| Conservation Lands | 44 | 3762 |
| Non-Conforming Parkland | 17 | 166 |




## Trails

The MPR oversees 22 miles of trails for pedestrians and cyclists. Increasingly, trails are being seen as an integral part of a City's infrastructure on par with its motorized transportation system and fundamental to the health and well-being of the community. The trail system is important for non-motorized travel, providing

safe travel lanes for cyclists and pedestrians and community connectivity and connections to the motorized network. A map of existing trails and existing trails plans is located in the Transportation section of this report.

A weakness in the trail system in Missoula is the lack of interconnections across the river and across major streets. Improved non-motorized connections to the park system is also needed.

The *Urban Area Master Park Plan 2004* addresses park, recreation, and open space goals throughout the City. Other plans related to park planning are listed below:

- Open Space Plan 2006
- LRTP and MATP
- Conservation Lands Management Plan 2010 (addresses/updates several items in resource protection mentioned in Comp Plan)
- Urban Forest Inventory and Census 2013 (Anticipate Management Plan later this year)
- Park Assets Management Plan 2014 (conditions of existing infrastructure in parks, trails, conservation lands)
- Turf Management Plan 2014
- County Parks and Trails Plan, including Oct 2010 Survey (project included City residents)
- Various plans for regional, community, and neighborhood parks
- Plans by Others that include Parks related conditions and vision: URD's, Downtown Master Plan, various Neighborhood Plans, Agricultural Lands/soils protection, etc.

### Recreation

Missoula Parks and Recreation provides a multitude of recreation programs dedicated to keeping the population healthy and active along with encouraging new populations to engage in active recreation. The department offers recreation and aquatics programming for all ages and abilities, including youth sports, day camps, adult sports, senior programs, afterschool programs and outdoor recreation for youth and adults. In addition, the department has recently expanded its recreation programming to offer additional recreational opportunities for youth and adults with disabilities.

Thousands of Missoulians participate in MPR programs for healthy fun at the two water parks, through the wide variety of youth and adult recreation programs, plus participation in fun runs and festivals. Youth, aquatics and disabilities programming is subsidized by the City general fund to ensure recreation programs are affordable for all. The department also offers a sliding fee scale for low-income families.

Parks and Recreation strives to make sure every Missoula neighborhood is served with parks and open space, recreational facilities, and bicycle and pedestrian access to the great outdoors. Overall, the neighborhoods are well covered with park facilities, but for a few areas which have been considered park deficient. MPR has focused on ways to address park deficiencies and has made progress through land acquisition, cash-in-lieu, brownfield reclamation and subdivision parkland requirements to bring several new parks into the system.

### Urban forest

Trees enrich Missoula's environment and for over 100 years Missoula has planted and maintained street and park trees. As the trees have matured, the benefits of the urban forest have become substantial. In some neighborhoods the towering trees provide the dominant character of the neighborhood as evidenced in the colorful Norway maples in the University District, century old black locusts on the north side, and even older native ponderosa pines in the upper and lower Rattlesnake.

Although the benefits can vary considerably by community and tree species, they almost always outweigh the expense of planting and maintaining trees. The primary costs include purchasing materials, initial planting, program administration, and ongoing maintenance such as pruning, pest and disease control, and irrigation. Some of the primary benefits:

- Shade and transpiration mitigate the urban heat island effect by 2-10 degrees F;

- Property values increase 7-15%;
- Absorb and filter storm-water runoff and protects water quality;
- Reduce summer building energy demand by 20 – 65%;
- Buffer noise pollution;
- Provide oxygen for respiration;
- Provide habitat and food for wildlife;
- Remove particulate pollution from the atmosphere;
- Mitigate the economic impact of gray infrastructure needed for the same job;
- Improves children's performance in school;
- Attracts shoppers and tourists that spend more money; and
- Reduces mental fatigue and stress.

(Source: *Community Forestry and Greenways Report* 7-30-2014)

The Urban Forest is maintained by The City of Missoula Urban Forestry Division which oversees a comprehensive tree care program, established in 1991, that provides full service to the community's urban forest. In 2015 the Urban Forest Master Management Plan was adopted and guides the orderly renewal of the urban forest. The division's Mountain Pine Beetle Mitigation Project began in 2008 and provides protection and mitigation for city conifers.

### Trends

In November 2014, the 2014 Missoula County Parks and Trails Bond was passed. The bond will fund the development of Fort Missoula Regional Park, 10 new or improved City playgrounds, and a new trails program for Missoula County. The Fort Missoula Regional Park will be a county-wide and regional destination with 156 acres of trails, playgrounds, picnic areas, dog walking, and a new sports complex. Completion of the park is scheduled for fall 2017.

### Water System

Drinking water for Missoula residents is supplied from groundwater in the Missoula Valley aquifer, which has been designated a sole source aquifer. Mountain Water Company (MWC) owns and operates the drinking water system serving the majority of the urban area and East Missoula. There are numerous other small water systems in the Missoula area and some areas of the community are also served by private wells.

MWC is a private, investor-owned utility whose parent company is Park Water of California. Park Water is owned by Western Water Holdings, and Carlyle Infrastructure Partners LP is the managing member of Western Water Holdings. The City of Missoula filed for condemnation in April 2014 to take control of Mountain Water under eminent domain laws. Oversight is provided by the Montana Public Service Commission and the Montana State Department of Environmental Quality.

The system relies on 37 wells drawing from the Missoula Valley aquifer. The water receives no treatment except for chlorination before distribution. Mountain Water Company also operates the Rattlesnake Creek surface supply as an emergency backup supply and future resource if needed. The water rights associated

with the Rattlesnake system have been transferred to 8 large production wells in the City which provides the protection of these water sources as the most senior water rights in the community. The Other small water systems are regulated as public water systems and perform regular monitoring which is not as stringent as for the large system. Private wells are not required to be monitored for drinking water quality, including those that serve up to 14 service connections or 25 people.

Adequate water and wastewater utilities are critical to any community's growth and development. Public health and subdivision regulations prevent development at urban densities in areas lacking adequate water and wastewater services. Any plans to achieve urban densities, typically eight or more units per acres, require both public water and wastewater. Public water can be obtained by extending an existing system, such as the Mountain Water system. Alternatively, a new system serving 15 or more lots or 25 or more people can be developed as a public water system in Montana.

The Mountain Water system has not been consistently extended concurrent with wastewater extension as Missoula has grown and there are significant gaps in the Mountain Water service within the urban area. These urbanizing areas are now served by individual wells or small water systems. Individual wells are not constructed or tested to ensure that the water is clean and fit to drink.

### Trend

In general, Mountain Water Company's (MWC's) system has adequate capacity in all aspects of its system (water rights, storage, transmission and pumping) to serve into the foreseeable future. MWC continues to pursue water rights and regulatory permits that will provide future water supply. MWC evaluates the particular needs and location of each new development in order to determine whether improvements to facilities will be required of the developer. Modeling software is used to determine what requirements are needed, and then they work with the developers on what those requirements will cost. MWC's annual capital budget is used to improve all aspects of the water system including main replacements, new storage facilities and pumping equipment. These improvements are making areas around the service area that in the past were difficult to serve, more feasible.

MWC does not pay for water service extensions in its service area. The Montana Public Service Commission does not allow the costs of service extensions to serve new customers to be made part of the company's rate base. MWC's investors have long held the policy of not paying out of pocket for service main extensions. Mountain Water has a delineated service area but it does not necessarily serve all the areas within its service area. In some cases it has extended service beyond its delineated service area. These extensions are paid for by developers. MWC requires developers or homeowners to pay for the extension and engineering of water mains at their own cost. The costs to extend the mains can be very high, and is reimbursed over a lengthy 40-year period, at 2.5% interest.

## Wastewater System

The City wastewater collection and treatment facilities play an integral role in the protection of vital surface water resources and our groundwater aquifer, Missoula's sole source of drinking water. The City of Missoula is the primary provider of sewer service within the urban area. The City of Missoula's Wastewater Treatment Facility treats 7 million gallons of wastewater every day prior to reintroducing it to the Clark Fork River. The design capacity of the facility is 12 million gallons of wastewater per day. The facility does not expect to add capacity for at least 20 years considering the current population growth rate of 1.5%/year. Facility upgrades could be required if phosphate and nitrogen maximum standards are lowered.

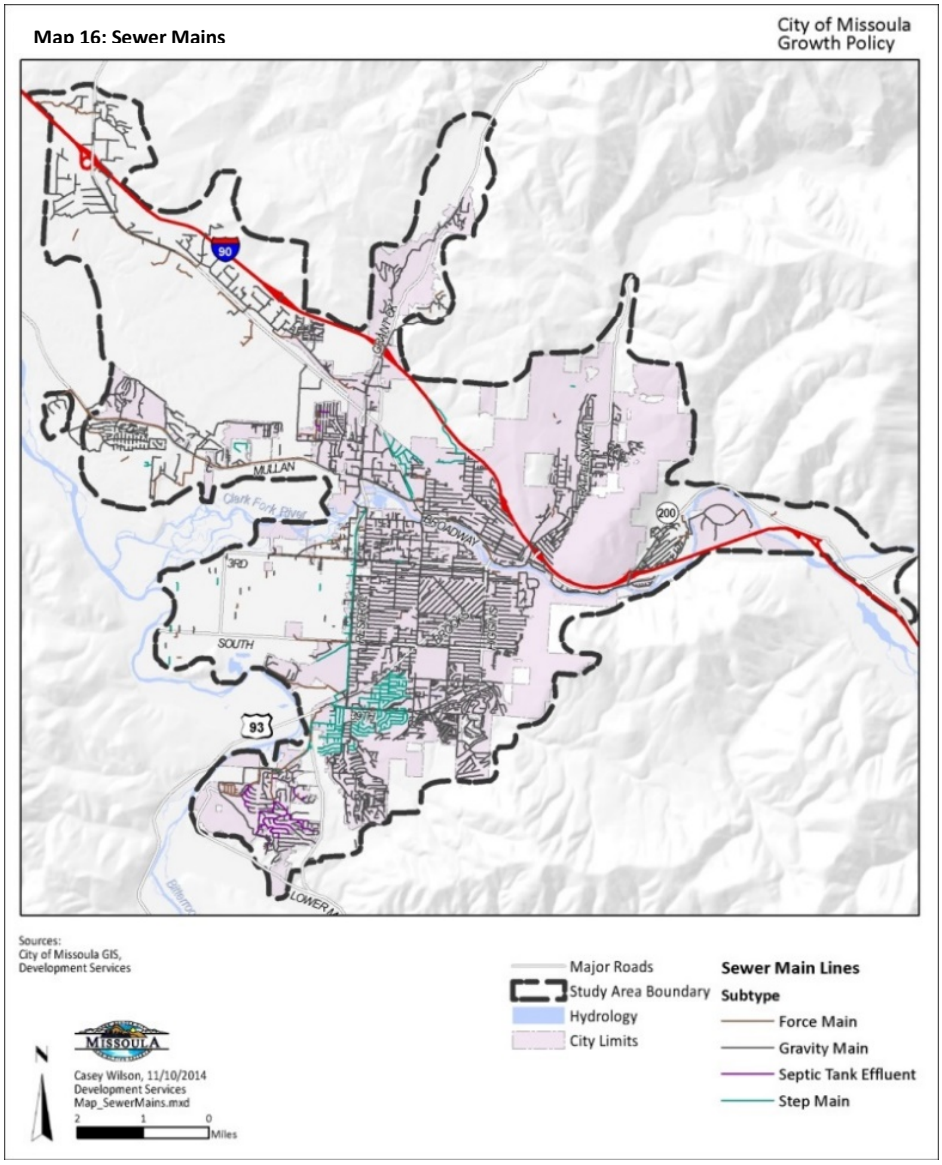
The Facility utilizes physical, biological, and ultra-violet treatment methods. Chemical treatment was discontinued and replaced with ultra-violet treatment in 2004. As pollutants are removed, three products

result: treated water, bio-solids that are delivered to EKO Compost and made into compost, and methane gas that is used as fuel.

The treatment facility is also using an alternative method of wastewater treatment. This project will send up to 1.5 million gallons of treated wastewater daily to 160 acres of poplar trees adjacent to the treatment facility. It is projected that 625,000 pounds of nitrogen and more than 62,000 pounds of phosphorous will be diverted from entering Clark Fork River over the 16 year life of the project.

Inside the Missoula Urban Services Area, 382 miles of sewer mains include force mains, gravity mains, septic tank effluent and STEP mains and those maintained privately and by the University of Montana. 2,205 feet of new lines were connected in 2013, 1,184 of which were constructed in the Flynn Ranch Subdivision. Between 2010 and 2013, 1,106 new residential units were connected to sewer (Dev Services Permit Statistics). Map 16 (below) shows the location of sewer mains by type. The net reduction of septic use for the same period was about 388 residential units.

Since sewer is publicly owned and managed the utility is able to pursue grant funds to help offset costs of extension and hook ups into established neighborhoods. In that way, the system proactively addresses sewer system extensions and system upgrades and any potential public health concerns. Sewer extensions also occur as new development is proposed. In those situations the development pursues annexation or consideration of a Sewer Service Agreement with delayed annexation.




Areas without community sewer systems are served by community or individual septic systems. City, State and County Health Code Regulations require one acre of land per conventional residential septic system, unless a public water supply is provided, in which case lot size may be as small as 20,000 square feet. One acre ensures adequate space for a septic system, wells, and improvements on each parcel. It also limits the density of septic systems and the amount of sewage discharged to groundwater.

In the Target Range Neighborhood, a sewer/septic district was created in 2009 to protect groundwater by upgrading individual septic systems.

### Trends

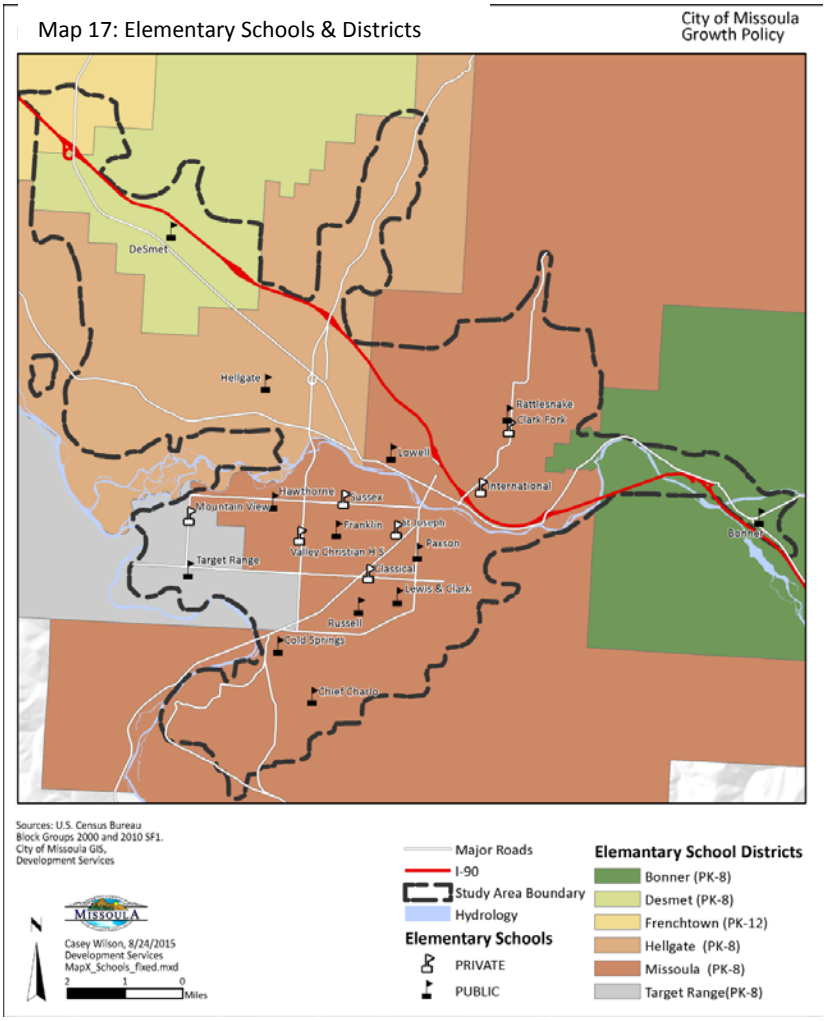
Expansion, renovation, and upgrades of existing wastewater facilities is necessary for continued environmentally sound and planned growth of our community.

# Local Services

Local services focuses on services provided to the public primarily from other entities and agencies but intended to benefit the local population. This includes many utilities as well as the education system, libraries and social service organizations.

## Education

The K through 12 education systems that serve residents in the City of Missoula consist of both public (Missoula County Public Schools) and private schools. Missoula County Public Schools (MCPS) is divided into 16 K through 8 districts and five high school districts. The Missoula Urban Area is served by School District #1, which includes most of the Urban Service Area. Other public school districts within the Urban Service Area are Target Range (School District #23), De Smet (School District #20), Hellgate Elementary (School District #4) and Bonner (School District #14). See Map 17.




Higher education is provided by the University of Montana and Missoula College. 14,964 students attend the University of Montana, which offers bachelors, masters, professional and doctoral degrees while Missoula College provides technical education in 35 programs to over 2,800 students.

### Public Schools

Missoula School District #1 consists of three high schools (Big Sky, Hellgate, Sentinel and Willard Alternative High School), three middle schools (C.S. Porter, Meadow Hill and Washington) and nine elementary schools (Chief Charlo, Cold Springs, Franklin, Hawthorne, Lewis & Clark, Lowell, Paxson, Rattlesnake and Russell).

The Pre-K through 12th grade enrollment estimate for the 2012-2013 academic year is 8,603 (total District #1 enrollment). Enrollment is detailed below in Table 13 for the 2012-2013 school year (the latest year available for enrollment data)

**Table 13: MCPS Pre-K through 12th Grade Enrollment for 2012-2013 School Year**

***Elementary Schools***

| School | Enrollment |
|---|---|
| Chief Charlo | 431 |
| Cold Springs | 471 |
| Franklin | 288 |
| Hawthorne | 362 |
| Lewis & Clark | 474 |
| Lowell | 347 |
| Paxson | 344 |
| Rattlesnake | 440 |
| Russell | 352 |

***Middle Schools***

| School | Enrollment |
|---|---|
| C.S. Porter | 470 |
| Meadow Hill | 508 |
| Washington | 569 |

***High Schools***

| School | Enrollment |
|---|---|
| Hellgate | 1,258 |
| Big Sky | 1,031 |
| Sentinel | 1,166 |
| Willard Alternative HS | 150 |

Several smaller districts also serve City of Missoula residents on the fringes, which are listed below (Table 14), including latest enrollment.

**Table 14: Other School District Pre-K through 12th Grade Enrollment for 2012-2013 School Year**

| School District | Enrollment |
|---|---|
| Target Range (School District #23) | 480 (2013) |
| De Smet (School #District 20) | 133 (2012) |
| Hellgate (School District #4) | 1,324 (2012) |
| Bonner (School District #14) | 348 (2012) |
| Frenchtown (School District #40) | 1,196 (2013) |

### Private Schools

The following table indicates enrollment in private schools in Missoula for the 2012 – 2013 school year:

**Table 15: Private School Enrollment 2013-2013 School year**

| School District | Enrollment |
|---|---|
| Sussex School | 118 (2013) |
| Valley Christian School | 240 (2013) |
| St. Joseph | 275 (2012) |
| Loyola Sacred Heart | 204 |
| Clark Fork School | 16 |
| Missoula International School | 100 |
| Missoula Valley Montessori | 6 |
| Primrose Montessori | 26 |

### Trends

Missoula County Public Schools has recently completed its strategic facilities plan, *Smart Schools 2020*. With projected increases in enrollment for elementary schools occurring by 2017, along with aging facilities, the goal of the plan is to identify priorities given budgetary constraints. Recommendations include upgrades and repairs to existing schools, ranked by high, medium and low priorities. Several elementary schools have been identified as high-priority in particular due to increased enrollment. These include Cold Springs, Lowell, Franklin and Rattlesnake Elementary Schools. The average school facility age is 57 years old. In addition to updating older facilities, improvements include technology upgrades. Between Kindergarten through 8th grade projects and high school improvements, the estimated need is $158 million, which exceeds MCPS' State bonding limit of $85 million. A bond may go on the ballot in the fall of 2015 to address funding.

Schools often function as a gathering place for a neighborhood. Therefore, coordination between school sites and land use patterns are essential. School siting, while taking into account student populations and school programing also considers ways that students get to school, how to support active and safe transportation, recreation and healthy lifestyles, as well use of making efficient use of infrastructure and building a sense of community.

Hellgate Elementary School District is also experiencing increased enrollment and has been considering many new ways of providing enhanced services to the school population.

## Utilities

### Technological Infrastructure

Technological infrastructure is increasingly important for cities to compete in the 21st century and helps to provide citizens with the best quality education, healthcare, government services and an overall better quality of life. Technological access has become necessary to prevent citizens from losing social and economic participation opportunities that increasingly take place online.

### Broadband

Broadband refers to the ability of a data transmission medium such as optical fiber, coaxial cable, DSL, or satellite to transport multiple signals and traffic types simultaneously and faster than traditional dial-up access. Next generation broadband access is high-speed internet access generally considered to consist of download speeds of 24Mb plus at this point in time. Higher speeds allow fast connections which enable clear streaming of video and audio, fast downloads and uploads of large files and fast access even with heavy use of the network.

According to *the Next-Generation Broadband Feasibility Study* done by Magellan Advisors for Bitterroot Economic Development District (BREDD), Missoula has about the same level of next generation broadband service as other comparably sized communities. There is a significant amount of fiber optic infrastructure currently available. According to the report, gaps exist where small, medium and anchor business are not aware of the availability of next generation broadband service or are not able to afford it.

The 2014 Report identifies strategies for continued upgrade of broadband facilities including developing broadband standards for the development code, streamlining right-of-way permitting process, creating joint trenching agreements, ensuring new developments are equipped with basic broadband infrastructure, and developing a program to educate the community regarding broadband services that are available. The report suggests expanding the availability of next-generation broadband services at affordable rates through a community fiber-optic network to small and medium businesses and anchors that require these services. A community broadband network is under consideration.

### Wi-Fi

Wi-Fi is technology that uses radio waves to allow devices to exchange information without wires. It is commonly used to enable mobile internet access from wireless devices such as mobile phones, laptop computers and handheld computers. Wi-Fi is available in Missoula at many small retail providers such as coffee shops, restaurants, and hotels. The University of Montana is also completing a campus-wide system for its students and faculty.

### Cellular

Missoula hosts several wireless internet access and data companies that provide wireless connectivity to some businesses and office buildings. Currently there are more than 30 cellular towers in Missoula. Wireless cellular towers are provided by private companies to service the area.

## Solid Waste

Republic Services, formerly Allied Waste Services (ALS), formerly Browning Ferris Industries (BFI), operates the only waste collection service and landfill serving Missoula. In an average year 210 to 235 thousand tons of solid waste is hauled to the landfill. According to Republic Services, the existing landfill has sufficient capacity for the next 15 years at the City's current rate of growth. Republic Services is pursuing the purchase of additional land to accommodate predicted future solid waste generated by the community for an additional 55 years. Republic Services is also pursuing a plan to potentially convert its fleet of collection equipment to compressed natural gas by 2018. (Data obtained from Republic Services)

### Organic Solid Waste

Eko Compost yearly composts 2,000 dry tons of solid waste from the wastewater treatment plant with wood products and organic waste from the community to create a marketable compost product. EKO Compost provides free dumping for people in the town for just about anything organic. The company website states their compost product, "meets and exceeds all process and product standards, including the United States Environmental Protection Agency's Class A 'Exceptional Quality' compost, good for unrestricted use."

## Recycling Services

Major recycling services in Missoula are provided by Pacific Recycling (junk cars, metals), Republic services (cardboard, metals, plastics, motor oil), Garden City Recycling (paper, cardboard, metals, Styrofoam, plastics, electronics, batteries, some glass ), Pete's Recycling (electronics), and Home ReSource (building materials).

## Power

Two utility companies provide power and energy to Missoula residents and businesses: Northwestern Energy and the Missoula Electric Cooperative (MEC).

### Northwestern Energy

Northwestern Energy, formerly Montana Power Company, is an investor-owned utility company with over 678,000 customers. The company provides electric and natural gas service in Montana, South Dakota, Nebraska and Wyoming. Northwestern Energy started in South Dakota and Nebraska in 1923 as the Northwestern Public Service Company. The company is part of an interconnected transmission system called the Western Electricity Coordinating Council (WECC) area as well as the Mid-Continent Area Power Pool (MAPP) region.

Its headquarters is located in Sioux Falls, South Dakota. In Missoula, the company employs 79 people, and services 42,800 electric and 44, 200 gas customers. Within Montana, the company serves approximately 340,000 customers in 187 communities, with an infrastructure comprising natural gas pipelines, electrical distribution lines, transmission power lines, poles, circuit segments and substations. Northwest Energy also provides power to 15 rural electric coops. Other programs and services are energy-efficiency focused, with rebates and incentives offered for energy efficiency, renewable energy programs (such as solar power), Demand Side Management Program (E+ program) incentives, and grants programming.

### Missoula Electric Cooperative

The Missoula Electric Cooperative (MEC) is a customer-owned company that also provides electricity to Missoula customers. Originally formed in the 1930's, the electric coop's lines were energized in 1938, serving 125 members initially. Montana Power Company provided the electric power to the MEC originally. By 1950 the coop switched to Bonneville Power Administration's services. Today, the company serves 14,000 members.

### Renewable Energy

There is growing interest in utilizing renewable energy at a local level and in Montana. As the cost of renewable energy generation decreases, more and more Missoulians and Montanans are securing their energy supply, controlling energy costs, and decreasing their environmental footprint with generators on homes, fire stations, schools, farms and businesses.

Figure16. Number of permits issued for photovoltaic installations

| Year | Commercial | Single Dwelling Unit |
|---|---|---|
| 2005 | 2 | 0 |
| 2006 | 1 | 1 |
| 2007 | 0 | 0 |
| 2008 | 1 | 6 |
| 2009 | 5 | 5 |
| 2010 | 3 | 11 |
| 2011 | 1 | 16 |
| 2012 | 7 | 32 |
| 2013 | 4 | 12 |
| 2014 | 2 | 12 |
| 2015 through June | 0 | 7 |

Locally, the City of Missoula permits both small scale wind energy systems and solar arrays in a range of scales. Since 2005, 26 permits for solar arrays on commercial facilities, and 102 permits for use on residential facilities were issued in the City of Missoula (see Figure 16)

In 2012, the City of Missoula installed an 85 kW solar array on the newly constructed downtown parking structure, Park Place. The solar array is the largest in the State of Montana and powers 80% of the building's energy needs, reducing energy costs by $12,000 annually.

Montana's net metering law guarantees that the customers of NorthWestern Energy get credit on their bill for any extra energy they've generated on-site with a renewable power source. Since its passage in 1999, more than 1,000 solar arrays, small wind turbines and micro-hydro generators have been installed across the state. Expanding net metering laws could further boost interest in and deployment of renewable energy.

Additional renewable energy incentives include Northwestern Energy's Universal System Benefit program, Montana Department of Environmental Quality's Alternative Energy Revolving Loan Fund, and various personal and corporate tax credits.

## Social Services

A recurring comment during the listening sessions was that Missoula is a caring community. The City of Missoula is fortunate to have many social service agencies and non-profits that serve a broad range of basic needs for the community. The City has also supported initiatives that help to address social and equality rights issues. Over the last several years, demand has increased, stretching the limited resources of many of these service providers. When multiple resources are available, coordination and sustained funding become critical as well. The following non-profits and social service agencies are some of the organizations and services that work with the community to address the needs and understand the issues. Many more services exist and it is not possible to list them all.

### United Way

United Way of Missoula County focuses on education, income, and health. Donations to United Way help the community, both through grants to more than 45 programs at 34 area non-profits, and through United Way's ability to find and implement innovative solutions to our community's most intractable problems.

### Poverello Center

The Poverello Center, which was established in 1974, advocates for and provides a multitude of services to address and improve the health, well-being, and stability of the homeless and underserved within Missoula. The Ryman Street Emergency Shelter had the ability to provide shelter for up to one-hundred people per night. It also served approximately 100,000 meals each year and operated a food pantry seven days a week. To address the growing demand for services the new Poverello Center opened on West Broadway in the fall of 2014, providing the same and some expanded services.

Other services offered include resource and referral services for clients requiring immediate needs, veteran housing and services, messaging services, educational classes and a computer lab, community resources, community outreach and education, along with collaboration with Partnership Health Services to address the mental and physical health of clients.

### Human Resource Council District XI

The Human Resource Council (HRC) is a non-profit corporation established as a result of the Economic Opportunity Act of 1964. HRC offers many services to the community, including Section 8 Rental Assistance, Low-Income Energy Assistance, First-time Homebuyer Down payment Assistance, Employment & Training, and advocacy programs.

### Western Montana Mental Health Center

Western Montana Mental Health Center is a non-profit organization serving 15 counties, based out of Missoula. It assists individuals and communities by providing mental health services, addiction and substance abuse treatment, intensive case management, crisis intervention, mental health groups, school and community treatment programs. WMMHC includes a local recovery center and has provided client housing and group homes for many people in need.

### Red Cross

American Red Cross provides many services to the Missoula community including: Blood donations and supplies, preparedness programs for families, workplaces and schools that help prepare for emergencies and disaster such as creating emergency plans, disaster services programs that address basic needs such as providing shelter and food, military services that include emergency communication messages, casualty assistance and transportation financial assistance, access to emergency financial assistance, and support to

military families. The Red Cross also provides health and safety training courses and certifications for first aid, CPR, and lifeguards.

### Salvation Army

The Salvation Army provides many services to the community. These services include support for adults, children and families and disaster relief. In addition the Salvation Army provide homeless and shelter programs, meal programs and food banks, clothing and daily living assistance such as rent, utility, employment, and transportation assistance.

### Habitat for Humanity

Habitat for Humanity of Missoula is a non-profit, ecumenical, Christian housing ministry dedicated to the elimination of substandard housing in our community and throughout the world. Habitat for Humanity works with low-income Missoula families, offering an opportunity for them to sign a no-interest mortgage on a quality, affordable home. These families typically make between 40 to 60% of Missoula's median income and usually don't qualify for traditional loans. Each of the partner families are required to contribute 250 hours of sweat equity to help construct their homes and the homes of others. They also complete several financial training classes to improve their financial skills and to understand the home buying process. The Missoula affiliate was established in 1991 and they have recently completed their 46th home.

### YWCA

YWCA Missoula is dedicated to eliminating racism, empowering women and promoting peace, justice, freedom and dignity for all. The YWCA Missoula has roughly 40 paid staff and over 200 volunteers. Services provided include programs for domestic and sexual violence survivors, a supervised visitation program, homelessness programs such as transitional housing, emergency housing, short-term rent assistance, along with girls' empowerment and leadership programs. It also runs the Secret Seconds thrift stores.

### Youth Homes

Youth Homes' services fall into four major categories: Family Support Services, which helps families with a challenging child in the home; Foster Care and Adoption places children who have been abused and neglected; Group Home Care (both short and long term care); and the Wilderness Program. The Wilderness Program is a therapeutic intervention for teenagers that places emphasis on wilderness, family, and community. Parents are offered a chance for self-reflection, active support and guidance.

### Big Brothers Big Sisters

Big Brothers Big Sisters of America is a 501(c) (3) non-profit organization whose goal is to help all children reach their potential through professionally supported, one-to-one relationships with volunteer mentors. Big Brothers of Missoula was founded in 1970 by a group of concerned citizens and social work students from the University of Montana. Big Sisters was added in 1975. Big Brothers Big Sisters mentors at-risk children aged 6 to 14.

### AWARE

AWARE Inc. provides care and treatment for adults and children. Services include support at home and at school as well as early childhood education. Psychiatric and transportation services are also provided.

### Goodwill Industries

Goodwill is a non-profit that provides job training, employment placement services, and other community-based programs for people who have disabilities. Goodwill is funded through donations that it sells at its retail thrift stores.

### Missoula Food Bank

Missoula Food Bank is a private, non-profit organization that addresses hunger in Missoula County by offering emergency food assistance to all individuals and families who come to them in need. The food bank has been providing services since 1982. In addition to its store, it provides services such as deliveries to homebound seniors, addressing childhood hunger and the food circle (a food recovery program that saves thousands of pounds of food from going to waste each year). More information regarding trends addressing food security can be found in the Community Wellness section.

### Veterans' Services

The population of Post 9/11 veterans is expected to increase from 2.6 million in 2014 to 3.6 million by 2019, which is a 36% increase in overall population. In 2013, the veteran population in Missoula County stood at 8903, and an overall veteran population of 94,000 in the State of Montana. Missoula can expect to see more veterans in need of services in the near term. Post 9/11 service veterans utilize VA health services, education services, and loan assistance more frequently than all other veterans. In addition, 30% have service-related disabilities. VA centers will be serving more veterans as nationwide, a rise in expenditures for educational and vocational training as well as an increase in VA-related construction activities has been documented.

#### Veteran Services at Missoula Job Service

The Missoula Job Service office offers "Priority of Service" resources for veterans. The benefits of "Priority of Service" for veterans are priority for employment, training and placement services. This means that the eligible veteran or covered person may receive priority service over others. Depending on the type of service or resource being provided, taking precedence can mean either the covered person receives access to the service or resource earlier in time than the non-covered person, or if the service or resource is limited, the covered person receives access to the service or resource instead of or before the non-covered person. Services include job referral via email, a resource room with computers, printers, a copier and a fax machine, workshops, resume and cover letter assistance on a walk-in basis and mock interviews. The Job Service office also has a Disabled Veterans Outreach Program for individuals with a service connected disability or significant barriers to employment, such as homelessness, the long-term unemployed, offenders currently in jail or recently released from jail, those without a high-school diploma or GED, low income, and veterans aged 18 to 24.

#### Montana Joining Community Forces

The Missoula Job Service also partners with the Missoula Region of Montana Joining Community Forces (JCF). JCF assists military veterans seeking to re-integrate in the community by providing a one-stop location to access services and obtain information concerning resources available to veterans through public agencies, non-profits and community groups. JCF also hosts various community events around Missoula such as this year's Heroes at Home BBQ and Music Festival at Fort Missoula.

#### Veterans Affairs Montana Health Care System

VA Montana Health Care System operates the Missoula VA Community Based Outpatient Clinic, which offers a variety of health services to meet the needs of Missoula's Veterans. Examples of services provided include caregiver support, emergency services, rehabilitation, vision care, mental health, palliative and hospice care and a pharmacy.

### Opportunity Resources

Opportunity Resources, Inc. has been providing support for individuals with disabilities since 1955. A wide array of services includes facility and community employment, congregate and supported living residential supports, transportation, recreation, art, counseling, nursing, and personal assistance.

### Summit Independent Living Center, Inc.

Summit Independent Living Center, Inc. is a non-profit, non-residential program serving people with mobility, neurological, hearing, visual, and other disabilities. Summit provides consumer and advocacy services to residents of Missoula, Ravalli, Mineral, Lake, Sanders, Flathead, and Lincoln Counties as well as works on a systemic level nationally and across Montana to improve the lives of individuals living with disabilities.

## Senior Services

The State of Montana is aging. In 2010, 16.2% of the population of our state was 65 and older. According to projections, this figure will continue to grow. By 2025, Montana will be the fifth oldest per capita in the United States. The Census & Economic Information Center of the Montana Department of Commerce estimates that the population 65 and over will be roughly 330,000, which is about twice the current population of those 65 and over. This demonstrates a clear need for senior services as we move through the twenty-year plan horizon. Senior Services are provided by a number of organizations. The following is a description of the main ones.

### Missoula Aging Services

Missoula Aging Services was established in 1982 with a mission to "promote the independence, dignity and health of older adults and those who care for them." Missoula Aging Services programs include respite program, nutrition, options for people to remain in their own homes with appropriate supportive services, caregiver support, and a resource center for information on services such as long-term care, estate planning, Medicare and Medicaid and local home care providers.

### Missoula Senior Center

The Missoula Senior Center is a non-profit community center that involves, enriches, and empowers seniors in our community. Membership is open to anyone age 50 and over. Programs and services include health and fitness, lifelong learning, recreation, arts, travel, and community services. Missoula Senior Center was established to develop, implement, and promote programs and services that support the physical, intellectual and emotional health and well-being of Missoula's senior population.

### Meals on Wheels

Meals on Wheels provides a hot meal to homebound seniors and adults with disabilities who are residents of Missoula County. Meals are delivered Monday through Friday by volunteer drivers. The Meals on Wheels menu is prepared by the Providence Center of Missoula. Special request meals, such as vegetarian meals, meals to meet special diet (diabetic or other medical consideration such as food allergies) sandwich meals or frozen meals that may be reheated at home are also provided.

Participants receiving Meals on Wheels are asked to make a voluntary contribution as their income allows to help cover the cost of the program. Supplemental Nutrition Assistance Program (SNAP) payments are also accepted. Meals are available to those under age 60 who meet eligibility requirements.

### Senior Care and Supportive Services

Census data and projections from the Montana Department of Health and Human Services show Montana is aging at a greater rate than the United States as a whole. As the number of Missoulians aged 65 and over grows, the need for both daily care services and medical services will also grow.

#### Home Care Providers

Seniors are often able to remain at home by hiring a caregiver to provide in-home care assistance. In-home care can range from occasional help with housekeeping to daily assistance with bathing or medication management. Caregivers can be hired to come into the home for a few hours a week or up to 24 hours a day on a live-in basis.

**Residential Care Facilities**

When living independently at home is no longer an option for seniors, there are several options available in Missoula. Assisted Living Facilities provide assistance with daily living such as eating, bathing, dressing and grooming. Medical services include physicians who provide medication management and oversee residents. Some facilities also provide specialized care for those living with dementia or Alzheimer's. In 2014, there were approximately 10 assisted living facilities in Missoula.

Nursing Homes or skilled nursing health care facilities provide an option to those who need a higher level of care than an assisted living facility. These facilities provide skilled nursing, rehabilitation care and substantial long-term care assistance. Services include medical, personal care and meals in private or semi-private room settings. Currently, there are four nursing homes in Missoula.

### Senior Transportation Services

Mountain Line service includes 12 fixed routes and special services. Since 1991, Mountain Line has been providing curb to curb Para-transit transportation for passengers eligible under the Americans with Disabilities Act (ADA). In July 2008, Mountain Line began a new Senior Van service for those not eligible for Para-transit under ADA, and enhanced service such as door to door and package assistance.

### Senior Service Trends

The number of seniors is increasing as people live longer. According to the American Association of Retired Persons (AARP) 8,000 baby boomers are turning 65 every day. As the baby boomers retire it could have an impact of labor shortages and at the same time this population grows older, they will need senior support services. This will also impact housing type & location, including more accessible housing, medical and other daily services, along with government infrastructure and services (more ADA accessible curbs, transportation needs, senior programs, etc.). National trends also reflect that some populations such as women living alone (± 40% of women over 65) and those with disabilities will grow, while construction of housing for them will struggle to keep up.

### Aging in Place

An important trend in the older population is "Aging in Place." The Center for Disease Control defines aging in place as "the ability to live in one's own home and community safely, independently, and comfortably, regardless of age, income, or ability level." To be able to age in place, older adults will require support, such as specific housing types, alterations to an existing home, in home care, meal delivery, support services such as medical facilities nearby, and new technologies such as remote monitoring.

Reluctance to move is particularly true for those who own their home. A survey by AARP found that nine out of ten older households express a desire to stay in their homes "as long as possible." Reasons include: a love of the current home or neighborhood; a desire to stay in familiar surroundings; a lack of affordable, convenient, or attractive options; and a desire to remain independent (Housing an Aging Population, Are We Prepared? Center for Housing Policy, 2012).

### Senior Housing Trends

While many seniors might have substantial equity in their homes, many will also choose to downsize. Down-sizing could mean a more diverse selection of housing types or a lower-maintenance home. Additionally, surveys and trends point to older adults preferring moving to centralized locations with many transit/transportation alternatives and activities in addition to preferences for walkable, low-maintenance, wheel-chair accessible, one story housing. As seniors grow older, demand for rental housing with accessibility features and services such as meals, housekeeping and transportation will increase. Other national trends in senior housing include senior co-housing (where active older adults can have the benefits of community living,

but on a small-scale with independent living units with shared common spaces such cooking, recreation and gardening facilities); multi-generational housing; and eco-friendly housing. As mentioned above, aging in place is another trend as more and more seniors wish to stay at home as long as possible.

**Other Factors influencing Senior Trends**

Private home care is the fastest area of growth within the senior care market. Services with medical care provide a variety of medical services such as private nursing, administering antibiotics and assisting in rehabilitation. Non-medical services include aides helping seniors with day to day chores like preparing meals, taking medication, helping with bathing, shopping, and general companionship. Each elder has a different situation, and home-care services increasingly focus on finding the right balance of services for the individual senior. Helping seniors stay in their homes for as long as possible is the wave of the future for senior care.

## City Initiatives

### Visitability Program

On April 7, 2014, the Missoula City Council adopted a resolution for the Visitability Program. This program is voluntary and pertains to standards which make homes more accessible for both guests and occupants of all abilities. Permit review is expedited as residential applications under the Visitability Program are moved to front of the application queue. With regard to senior housing needs, this program can be helpful to seniors who wish to stay in their own home and "age in place."

### Equal Rights Initiatives

The City of Missoula is an inclusive place to live. The City passed many initiatives that demonstrate this. In 2013, the Missoula City Council recognized and supported the Human Rights Campaign (HRC's) work toward achieving the highest possible score on the Municipal Quality Index, a nationwide evaluation of municipal laws affecting the Lesbian Gay Bisexual and Transgender (LGBT) community.

Passed in2010, Missoula's non-discrimination resolution is the first municipal resolution of its kind in Montana. The resolution provides equal healthcare benefits to domestic partners in same-sex relationships and provides staff training on the value of diversity in the City workplace.

Missoula has had a Domestic Partnership Registry since July, 2013. LGBT couples and unmarried hetero-sexual couples can register their domestic partnerships which is useful for medical emergencies and other situations where partners may otherwise be denied access or notification.

## Medical Facilities and Services

The City of Missoula serves as regional hub for medical services in Western Montana. The two major hospital systems are Providence Health/St. Patrick's and Community Health Center. Partnership Health Center provides accessible, comprehensive primary health care to underserved populations. The Urban Indian Health Center provides service to the Native American community. Besides providing fee-based services these facilities are also dedicated to serving the community through education, engagement and support groups. They help to address preventative care, fills gaps in community services and provide overall support for a healthy community including a healthy built environment.

Missoula's medical facilities and services is a major economic contributor to the community. During the recession, health care services and associated support services remained strong and even continued to add employees.

St. Patrick's Hospital Per Providence Health & Services web site, St. Patrick Hospital originally opened in 1873. The current facility opened in 1984. The hospital has a 17-county service area and 253 beds. More than 7,900 patients were admitted in 2011.

Community Medical Center Community Medical Center began as the Thornton Hospital in 1922. Currently, it serves approximately 6,000 patients per year and has 146 acute-care beds. Over 151,000 outpatient services are provided each year.

Partnership Health Center PHC is a City-County managed program and serves low and moderate income populations, both with and without insurance. It provides medical, dental, pharmacy and health screenings to over 10,000 patients.

Family Medicine Residency of Western Montana is a three-year residency program that began in 2013, bringing jobs, new services, and new opportunities to the Missoula area. Up to 10 residents will be added each year thereafter, creating a program that will eventually train 30 resident physicians at a time. UM's College of Health Professions and Biomedical Sciences coordinates the program. UM's partners in the effort are Community Medical Center, Kalispell Medical Center, Partnership Health Center in Missoula and St. Patrick Hospital. (http://news.umt.edu/2012/10/101912medi.aspx)

### Urban Indian Health Center

For numerous reasons, it's important to recognize, honor and assist with the needs of the Native American population in Missoula. Their heritage, culture, arts, language, and activities should ring throughout the community. Unfortunately, and more often it is the case, the general population needs to be reminded of our place-heritage and consider ways to support the Native American population.

According to a recent report entitled "Reaching Home: a 10-Year Plan to End Homelessness", Native Americans make up 15% of the homeless population in Missoula. By comparison, Native Americans comprise only 2.6% of Missoula's overall population. Poverty is considered the number one cause of homelessness. Other concerns factor into it, including substance abuse, domestic violence, and lack of full time employment opportunities. The Missoula Urban Indian Health Center's mission is to support and strengthen the culture of Urban Native Americans, promoting health, education and economic self-sufficiency. They provide information and support systems to the Native American community by networking within house programs and local health and human service agencies to provide maximum resources. They also help bridge the gap between relocating from reservations to urban life by functioning as the primary communication center. Services offered include behavioral health, physical health and transportation.

The center staffs 20 employees and the board is comprised of seven community members having medical and social service backgrounds.

### Library Facilities and Services

The library first came under City control in 1894 and by 1901 contained 4,500 volumes plus a varied supply of leading periodicals. Today the library has eight branches located throughout the county and contains over 230,000 volumes plus audio and video materials, public internet computers, 383 periodicals, and over 800 adult and children's programs. As the library has grown, shelf space has become limited and its 42,000 square foot size has become inadequate. The library plans to build a new library on the current site by 2020. The new building will also house Missoula Community Access Television, SpectrUM Discovery Area, and the Missoula Children's Museum. The library is guided by the 2014 Missoula Public Library Long Range Plan and receives support from the Friends of the Missoula Public Library and the Foundation for the Missoula Public Library.

# Community Wellness

Many agencies and resources are taking a closer look at how we provide for the community's health and wellness. The MCCHD and City Park's Department are taking a lead through their various outreach efforts and programs. The layout and provision of the built environment also plays a significant role in community wellness through consideration of where buildings and uses are placed in relationship to other uses, public spaces, and transportation systems. The Building Healthy Places Initiative of the Urban Land Institute describes several principles for building healthy places. This includes considering health implication early on in community development, integrating health into planning but looking at the connection between development and health, and considering health impacts for choices that are made (Ten Principles for Building Healthy Places, by Thomas W. Eitler, Edward T. McMahon, and Theodore C. Thoerig, for the Urban Land Institute, 2013). A few other key factors include food security and services for the youth, which are covered below.

## Food Security

The World Food Summit of 1996 defined food security as existing "when all people at all times have access to sufficient, safe, nutritious food to maintain a healthy and active life". Informally, the concept of food security is defined as including both physical and economic access to food that meets people's dietary needs as well as their food preferences.

### Efforts to Combat Hunger

According to *Missoula Measures* Poverty Index, hunger "is measured as a lack of food security and food deprivation. Poor families, particularly young families and those headed by single women are at the greatest risk for hunger. Ten percent of Montanans experience hunger on any given day."

Inadequate nutrition is also a problem in Missoula. Children who are hungry and/or not eating nutritious meals often struggle in school. In Missoula County several programs, both public and non-profit, are being used to address food insecurity as outlined below.

#### *Supplemental Nutrition Assistance Program (SNAP)*

The average monthly SNAP benefit for a Missoula County resident is $129 or $1.43/meal over the entire month. Sixty-eight percent of SNAP recipients said that their benefits ran out before the end of the month, according to the Montana "No Kid Hungry" 2012 report. Families whose SNAP benefits do not last for the entirety of the month seek other resources, such as the Missoula Food Bank or Poverello Center.

Nine point six percent of Missoula County families receive SNAP benefits, compared to a statewide rate of 11.1% and a national rate of 11.8% (Information on 2013 SNAP usage is still being compiled. All published reports reflect 2012 SNAP usage). In 2015, a "double SNAP" program began to match Electronic Benefits Transfer (EBT) benefits dollar-for-dollar. Although 2015 data are not yet available, this program has increased access to healthy, nutritious foods tremendously.

#### *Nutrition Program for Women, Infants, and Children (WIC)*

WIC is available to low-income, pregnant and postpartum women, infants and children up to age five, at nutritional risk. In Montana, only an estimated 40% of those likely to be eligible are participating. An average of 20,500 participants received WIC in 2012.

#### *Missoula Food Bank*

The Food Bank assisted 81,695 clients in 2012, representing 5,557 households. There was an 18.6% increase in usage from 2010 – 2013. This accompanied a rollback in SNAP benefits in 2013, which sent SNAP recipients to alternative food resources. The largest increases are coming from the senior and youth demographics with 4,898 food boxes delivered to senior clients, while those under the age of 18 account for 35% of clients at the

Missoula store. As SNAP benefits stagnate or decline, the Missoula Food Bank expects their numbers to increase.

### *Poverello Center*

The Poverello Center has served 16,500 meals in the past 6 years and filled 140,000 food pantry requests in the past 31 years with dramatic spikes in service during 2008.

In addition to the Missoula Food Bank and Poverello Center, the Montana Hunger Coalition, Salvation Army, Missoula 3:16 Rescue Mission, and City Food provide food pantries.

### *Missoula County Public Schools (MCPS) Free or Reduced Lunch and Breakfast Programs*

State-wide, approximately half of Montana schoolchildren, those whose family income falls at or below 125% of poverty level, receive their lunch free through the national lunch program. This academic year, five MCPS schools will provide both free breakfast and lunch meals to their students, regardless of their families' incomes. For some children, these meals can be the only thing they eat all day, making these programs essential for them.

MCPS launched its Farm-to-School program in 2005, and is now one of the most successful programs in the state. Serving some 8,000 students at 17 schools, MCPS spent nearly $234,000 on Montana food in the 2013-2014 Academic Year (about 32% of its expenditures on food). (Source: Lee, Autumn. 2015. Farm-to-School in Montana: An assessment of Program Participation. Masters Thesis, Environmental Studies Program, University of Montana)

### *Programs to Promote Access to Fresh, Local, and Healthy Food*

Buy Fresh, Buy Local (BFBL) was established in 2007 to increase the amount of locally grown food in Missoula restaurants. Fifteen establishments currently participate in the BFBL program.

Electronic Benefits Transfer (EBT) is now accepted at the Farmer's Markets (Both Clark Fork River Market and the Missoula Farmer's Market) in an effort to increase access to local food and ensure that all Missoula citizens have equal access to healthy, affordable, and culturally appropriate food. Approximately, $30,000 a year is spent at farmers markets using the SNAP. In addition to the health benefits to the consumer, it also brings an economic benefit to the City of Missoula and it keeps Federal EBT dollars within the city.

The National Center for Appropriate Technology FoodCorps program has been working with local Missoula schools since 2012 to teach hands-on lessons about food and nutrition, to build and tend school gardens, to provide cooking lessons with garden produce, and to bring local food into the cafeteria.

A "chicken ordinance" was passed in 2007 that allowed urban chickens in Missoula for a small permit fee of $15 and abidance to a series of regulations. Missoula residents now have more options for locally raised protein.

## Agricultural Production

In Montana, the number of large farms has decreased while the number of small farms has increased over the past 50 years. The growing season is typically 90 – 115 days, but changing weather patterns have interrupted the growing season in past years, according to a University of Montana report. This has limited the amount of produce that the State is able to grow.

### *Cooperative and Community Supported Agriculture (CSA)*

Even as gross agricultural land in Missoula County has decreased, demand for CSAs and growing cooperatives have grown. They are attractive because of their affordability. For a family of four, a CSA costs $24 – 30/month on average. A primary provider of CSA's within the study area is Garden City Harvest.

The Western Montana Growers' Cooperative (WMGC) was incorporated in 2003 and is the largest coalition in the area, encompassing Flathead, Jocko, Mission, and Bitterroot Valleys. Considered a nationally-recognized "food hub" it actively manages the aggregation, process, marketing, and distribution of local and regional food products, primarily to wholesale markets. Since its inception in 2003, the WMGC has averaged a 30% increase in sales and is positioned to gross $2 million in 2015. The WMGC's primary goal is to enhance the local food system by providing a complete system of seed, harvest, and delivery. Eighty-five percent of WMGC participants live within 100 miles of the location where their food is grown.

### Ways to Improve Food Security

#### *Reducing Underutilization of Federal and other Programs*

The Montana Food Bank Network estimates that 25% of eligible Montanans do not know they are eligible for SNAP or do not apply for SNAP benefits. Amongst seniors, these rates rise to 33% underutilization. The Montana Food Bank Network has identified underutilization of SNAP as a major contributor to hunger and food insecurity. In addition, according to the *2012 Montana No Kid Hungry* report, 1 in 4 children enrolled in free or reduce school meals do not eat a school lunch and less than 1/3 do not eat breakfast at school. The Summer Food Service program only reaches an estimated 10% of children enrolled for free or reduced meals.

#### *Hunters Against Hunger*

Hunters Against Hunger is a program that allows hunters to donate their big game to the Food Bank, where there are no costs or processing fees for the donated meat. This program is not currently in Missoula, but it operates in Belgrade, Big Timber, Big Sandy, Billings, Bozeman, Butte, Glasgow, Great Falls, Helena, Lolo, Manhattan, Plains, Superior, and Trout Creek. Beginning the program in Missoula would require a partnership between a local meat processor and the Montana Food Bank Network.

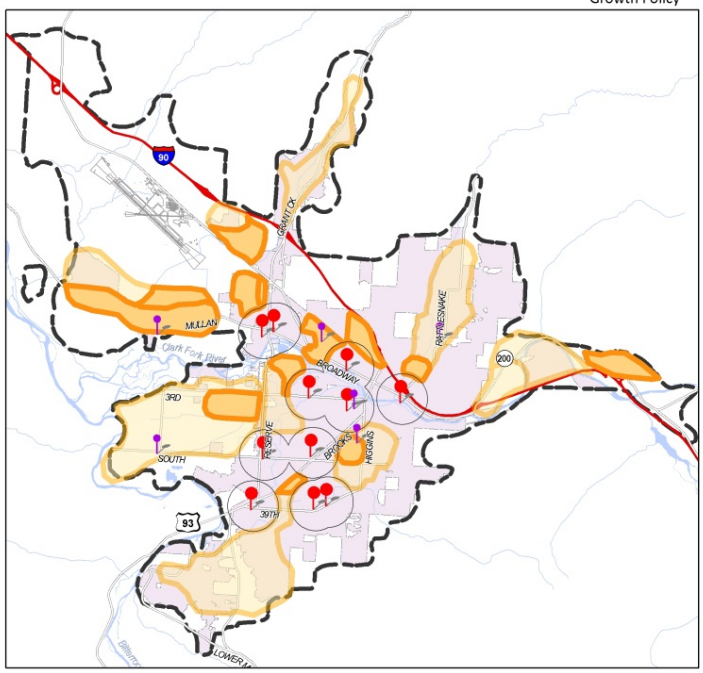
### Market Demands

Community Food Agriculture Coalition recommends asking for local goods to increase demand for local agriculture. With increased demand, the market will be able to diversify and expand, thus providing greater access to local food for the entire Missoula community.

Lack of local produce can be attributed both to a short growing season as well as a decrease in local food processing plants. While individual consumers may not want canned or frozen local goods as much as fresh produce, the University of Montana buys a very large portion of their food in both frozen and canned quantities. Signing the University of Montana as a business partner could dramatically increase demand for local farms.

**Map 18: Food Deserts**

City of Missoula Growth Policy




### Healthy Food Accessibility

Lack of accessibility to healthy food (also known as food desert) is a concern

in many urban communities because it makes it difficult for some to eat a healthy diet. Accessibility can be measured in several ways such as distance to a food store, family income, and transportation availability, among others. These indicators can be mapped to help identify neighborhoods that may be affected by a lack of healthy food availability. Map 18 shows areas of CDBG eligible census blocks within the study area that have reduced access to Supermarkets (a tract is designated as low access if the aggregate number of people in the census tract with low access is at least 500 or the percentage of people in the census tract with low access is at least 33%). Note, the map only uses distance and census tract income data for indicators and there could be additional factors that may influence access to healthy food.

## Youth Profile & Trends

### Youth and Adolescent Obesity

The Missoula City-County Health Department Strategic Plan (2013) reports that 27% of children are overweight or obese based on a survey of 3rd graders. The Strategic Plan sets a goal of reducing this rate by 1.5% by 2020. Only 27.7% of Missoula children met aerobic activity guideline of 150 minutes/week, and 10.7% of children engaged in no physical activity during the week, according to the Physical Activity State Indicator Report.

### Current Progress and Achievements

The City of Missoula includes over 16 miles of paved bike/pedestrian trails within the City, 38 miles of bike lanes and bike routes, and 394 miles of sidewalks, according to the Missoula City-County Community Health Assessment. It is considered a Gold Level Bicycle Friendly City, according to the League of American Bicyclists.

Let's Move! Missoula began hosting the Summit to Prevent Childhood Obesity in September of 2012 and has continued to host the summit. The group is committed to putting children on the path to a healthy future.

Safe Routes to School programs have been implemented at Chief Charlo, Franklin, Lewis & Clark, Lowell, Paxson, Rattlesnake, Russell, and Hellgate Elementary Schools. When the temperature is above freezing, Lewis & Clark Elementary also has the Friday Walking School Bus activity, where one or more parents walk a group of children to school.

### Considerations

Development of multi-use spaces: A University of California Berkeley study compared a mixed-use residential area with a more conventional suburban area and found that children in the mixed-use area reported a 46% higher local activity rate than the children in the suburban area. While children in the residential area reported similar overall activity rates, these activities required parents or guardians to drive their children to a new, harder to access location.

Increase access to fresh produce: Consider a dual incentive program that would encourage people to bike or walk to the farmers market as well as purchase produce. Nineteen percent of children under the age of 18 are living in poverty in Missoula and lack access to affordable produce. Fort Collins, CO recently began an Our Market Match program that offers double bucks for up to $20 of produce purchased at the market. Other programs are ongoing in larger metropolitan areas: Bike to Market in Boston, MA offers discounts to those who arrive on bike, and the Healthy Incentives Program in Hampden County, MA offers $.30 of every $1 EBT back on purchases of fruits and vegetables. The Healthy Incentive pilot program increased purchases of produce by 25%.

Increase Park Space: The 2011 Missoula Community Health Profile outlines a goal of maintaining 2.5 acres of park for every 1,000 residents, with the park space being no further than 10 – 12 minutes away. The neighborhoods of Rattlesnake, Linda Vista, Target Range, and Lewis & Clark exceed the goal, and the neighborhoods of River Road, Franklin to the Fort, Southgate Triangle, and South 39th St fall short of the goal.

### Youth and Drug and Alcohol Abuse

Thirteen percent of Missoula children have consumed alcohol by the age of 11, and 57% of Missoula teens report drinking by the age of 15, according to the 2011 Missoula Underage Substance Abuse Prevention Community Survey. Both Missoula and Montana's underage alcohol consumption rates are significantly higher than the national averages. For example, 61% of Missoula high school seniors have used alcohol in the past 30 days, whereas that percentage is 44% nationally. Missoula Forum for Children and Youth works to prevent substance abuse amongst youth.

### Youth Homelessness

Children are 27% of Missoula's homeless population. The following is a list of resources in Missoula working to address this issue:

- Youth Homes won a Montana Runaway and Homeless Youth Grant to end youth homelessness in Missoula.
- The Poverello Center, Inc. provides a variety of services for the homeless population in Missoula.
- In 2012, Mayor Engen signed "Reaching Home," the 10-year plan to end homelessness in Missoula.

### Youth Employment

The unemployment rate for youth ages 16 – 19 is over 20% in Missoula. It is a statewide problem, and Montana's youth unemployment rate is consistently higher than the national average.

### Suicide

Dovetailing with high rates of drug and alcohol abuse, Montana has the highest rate of suicide in the United States, according to the 2009 Suicide Report. The national rate of suicide is 11.1 per 100,000, whereas the rate in Missoula County is 19.3 per 100,000. In September of 2014, Missoula hosted the first "Not Alone: A Missoula Suicide-Prevention Summit" to work towards preventing suicide. The goals of Missoula Suicide Prevention Network are to link community members responding to concerns related to suicide and mental health issues, develop an organized, integrated approach and a common vision for suicide prevention and to assist and develop projects which improve Missoula's capacity to reduce our suicide rates.

# Natural Resources

This section identifies and describes issues and trends for Missoula's primary natural resources: water, air and soil. It provides a basic understanding of what natural resources exist in the City and how they fit together to form the overall natural environment. This information can help guide efforts to maintain air and water quality and preserve soils as future resources.

## Water

### Surface water

The two important streams that flow through Missoula, the Clark Fork River and Rattlesnake Creek, provide the community remarkable economic, ecologic, social, and cultural value. Aside from providing drinking water through recharge of the aquifer, they also provide habitat for wildlife within the City numerous recreation opportunities from fishing to swimming, and importantly, the foundation for the community's natural character.

### Clark Fork River

Despite a hundred years of abuse, a combination of natural healing and community effort to initiate clean-up of mining wastes and removal of an obsolete dam, the Clark Fork River's clean water now draws recreationists from all over the country and is the centerpiece of the Missoula community.

Since the late 19th century many areas in the Clark Fork watershed have been mined for minerals, resulting in an ongoing stream pollution problem. Most of the pollution came from the copper mines in Butte and the smelter in Anaconda. Beginning in the late 1800s, upstream large-scale mining activities resulted in the discharge of heavy metals such as arsenic into the Clark Fork River upstream of Missoula. A flood in 1908 deposited mine tailings from Butte along most of the river from Silverbow Creek to the Milltown Dam. The stretch of river was later designated a Federal superfund site. Non-point sources of pollution such as agricultural and urban development also contributed to the degraded water quality by releasing nutrients such as nitrogen and phosphorus into the watershed.

In the 1970's, water-related issues became the focus of considerable research and public interest and cleanup of the river became a higher priority.

In 1998 the 10-year Clark Fork River Voluntary Nutrient Reduction Program began. Water quality in the river was monitored and communities along the river voluntarily undertook efforts to reduce nutrients discharged into the river to restore beneficial uses and eliminate nuisance algae growth. Efforts included upgrading community sewer treatment plants, reducing use of detergent phosphates, and connecting existing septic systems to the sewer system. The 10-year program was considered successful as significant declines in nutrient levels were measured just below Missoula over the life of the project. Monitoring continues with nutrient levels generally remaining steady or trending lower above and just below Missoula.

Today, a water quality ordinance and district board are established to protect the resource:

- The *Missoula Valley Water Quality Ordinance* (Amended June, 2001) was established by the Missoula City Council to protect the Missoula Valley's sole source of drinking water and surface waters in the Missoula Valley.
- The Missoula Valley Water Quality District was created by resolution of the Missoula Board of County Commissioners in January, 1993 and began operations in July, 1993.
- The Water Quality Advisory Council is charged to provide consultation to the Missoula City-County Water Quality District Board.
- The Water Quality District Board administers matters pertaining to the Missoula Valley Water Quality Ordinance in order to protect the Missoula Valley's sole source of drinking water and surface waters.

### Groundwater

The Missoula Valley Aquifer is a very pure source of clean water. Because it is constantly being replenished by the Clark Fork River, Rattlesnake Creek, and the Hellgate Aquifer, it is not immediately vulnerable to drought conditions. However its relatively close proximity to the surface makes it susceptible to contamination from urban activities.

The Milltown to Hellgate aquifer has been found to be hydrologically connected to the Missoula Valley Sole Source Aquifer; in fact it is an extension of the Missoula Valley Aquifer. The Missoula Valley aquifer in the Missoula urban area receives approximately 22% of its flow from the Milltown to Hellgate Aquifer.

### Threats

In addition to historic industrial and mining contamination of groundwater, which have been responsible for huge cleanup costs in the Missoula area, the urban area ground water is also susceptible to contamination from landfills, urban storm water runoff, septic system drain fields, spills and leakages, and household hazardous wastes. These threats however, are greatly reduced in areas serviced by sewer systems. Mountain Water Company routinely monitors its ground water wells which currently meet all current State and Federal contaminant requirements.

### Milltown Dam: Ground Water Contamination

In 1981, the Missoula City-County Health Department found domestic water supply wells to be contaminated with arsenic. The arsenic plume in Milltown's groundwater covered approximately 350 acres and affected more than 200 parcels of land. This posed a potential health risk for Missoula area residents, and affected the economic value of lands owned by citizens in the vicinity of the reservoir. After drinking water wells became contaminated in the Milltown area just upstream of Missoula, efforts were undertaken to remove toxic sediments that had accumulated behind the Milltown Dam. The dam was removed in 2010.

The State of Montana has estimated that sediment removal will clean up the polluted aquifer in three years, Arco estimated four years and EPA estimated 4-10 years, after removal. Restoration of the aquifer is a primary goal of the Superfund remediation project. Since the remediation project began in 2006, arsenic concentrations have dropped significantly in most monitoring wells near the former reservoir. Monitoring will continue for domestic and monitoring wells near the site and downstream into Missoula.

In between spring 2008 and spring 2009 the Milltown Dam was removed from the river and sediment removal was completed in 2010. (See Federal Sites – Milltown Dam, pg 98)

### Floodplain

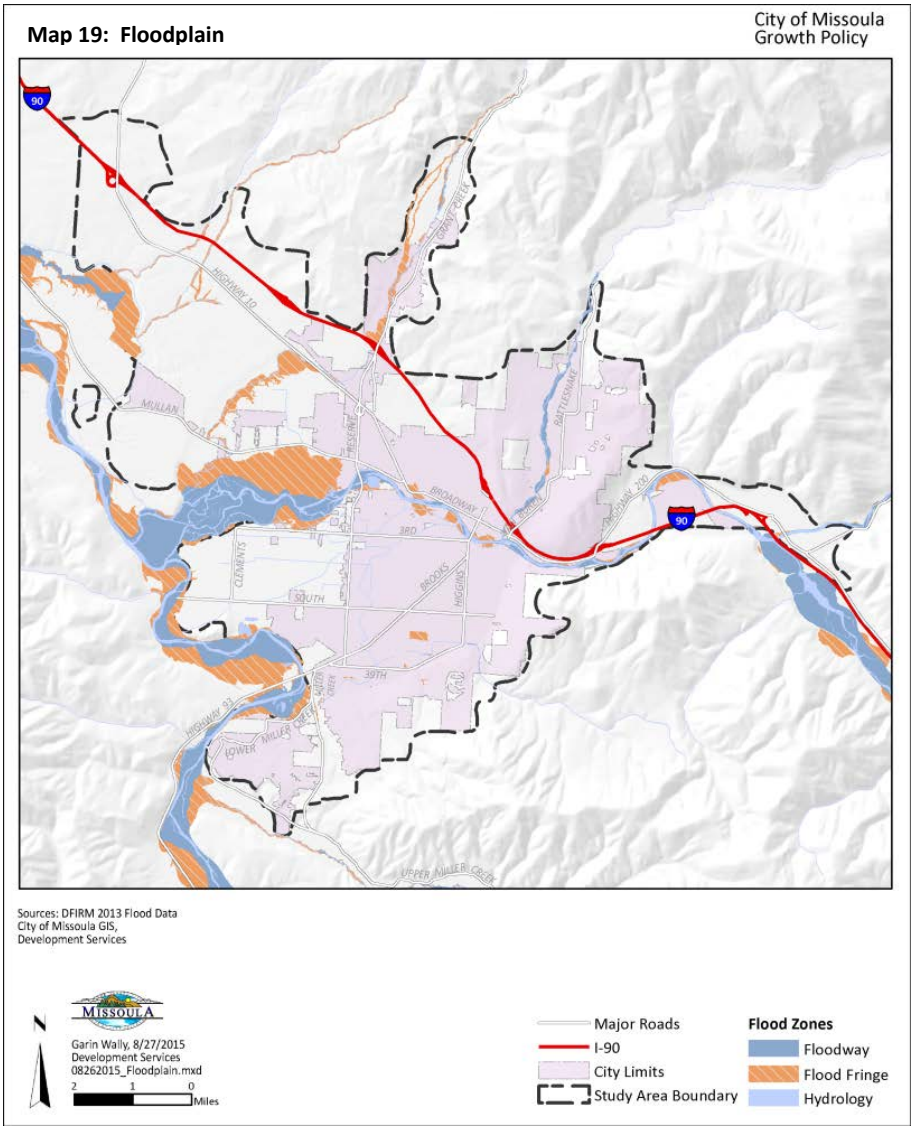
Floodplains are essential in maintaining natural flood and erosion control. Winter and spring snow accumulation and subsequent spring snowmelt runoff causes high river flows, elevated groundwater levels and occasional flooding in the Missoula valley. Floodplains contain and store this runoff. The benefits of floodplains include: floodwater control, water filtering and groundwater recharge, riparian habitat, and recreational opportunities.

The State of Montana Department of Natural Resources and Conservation (DNRC) and the Federal Emergency Management Agency (FEMA) conduct floodplain delineation studies for 100-year floodplains throughout the County. The floodplains shown on these maps are determined by water flow routes, rainfall and snowmelt runoff, slope, soil composition, vegetation, and land use. The studies are used by FEMA to update the Flood Insurance Rate Maps (FIRM) for each area.

Within the urban services area, flood zone designations consist of AE-Floodway (AE-FW) and Flood Fringe (A, AO, AE, and AH) and X protected by Levee (Shaded X) and are shown on Map 19, based on most current data

available. For more detailed information and as data is updated it is important to coordinate with the City Floodplain Administrator and confirm mapping data.

According to FEMA, Zones AO and AE are high risk areas and have a 1% annual chance of flooding and a 26% chance of flooding over the life of a 30-year mortgage. Zone AE is located along the Clark Fork River, Bitterroot River and Rattlesnake Creek. Zone AE-FW is located along these same streams and consists of the watercourse and the adjacent land areas that must be reserved in order to discharge a base flood. This zone is described as experiencing a 1% annual chance flood and considered high risk typically with deeper flows and increased velocities. In Missoula, Zone AO is located along Rattlesnake Creek and consists of a shallow flooding area with average flood depths 1 foot deep. Shaded-X are the areas along the Clark Fork River that are protected from 100-year flooding by Army Corps of Engineers levees maintained by the City of Missoula and Missoula County.




## Air Quality

Air quality continued to improve in the Missoula valley since the 1998 update of the Missoula Urban Comprehensive Plan while vehicle traffic and population in the Missoula Valley increased. Carbon monoxide and particulate matter were identified as threats to air quality in 1998 but levels have since decreased according to the Missoula County 2013 Air Pollution Trends Report, May 12, 2014. Levels of particulate

matter that exceed National Ambient Air Quality Standards (NAAQ) standards are still observed during wildfire smoke episodes in the summer and during valley air inversions in the winter but have not affected overall compliance with the NAAQS.

Carbon monoxide is highly monitored because of its severe effects on human health, such as unconsciousness, dizziness and even death. Carbon monoxide levels in the air have dropped to less than half of the 1998 levels and are about one third of the NAAQS. Missoula last exceeded the NAAQS in 1991 and discontinued monitoring for CO on March 31, 2011.

Particulate matter includes coarse particles that arise from dust and wind-blown soil and fine particles produced from combustion-related activities such as fuel burned in automobiles, power plants, factories, and wood stoves. High levels of particulate matter can cause respiratory health problems. Levels of atmospheric particulate matter of 10 micrometers or less (PM10) in Missoula are stable and well below the national standard. Levels of particulate matter of 2.5 micrometers or less have also declined and Missoula has been in compliance with the daily PM2.5 NAAQ Standards since 2006.

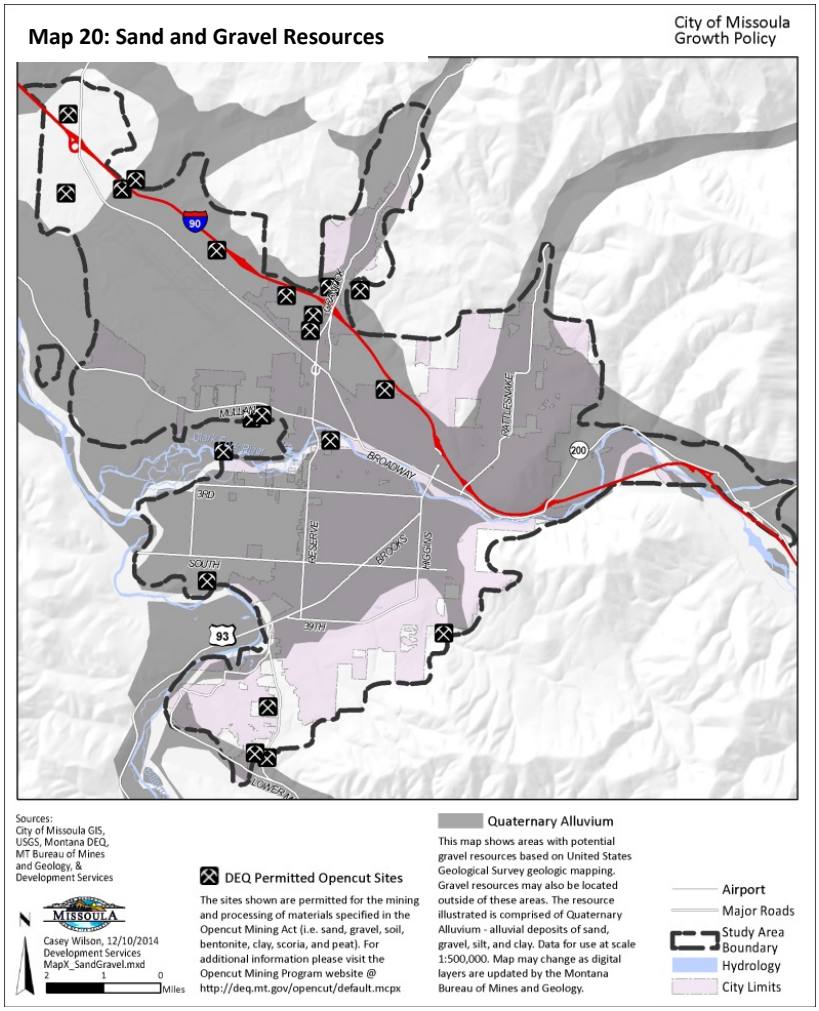
Several factors that help limit particulate matter concentrations include the woodstove removal program, the use of deicer in place of street sand on many streets, timely street sweeping in the spring and regulations that require most new vehicle use areas to be paved inside the Air Stagnation Zone. Because of Missoula's mountain valley topography and growing population, ways to limit and reduce air pollution in the valley will continue to be important if we wish to maintain and improve on the air quality gains made in the past.

### Trend

The Missoula City-County Health Department does not identify any other immediate threats to Missoula's air quality other than the global use of coal for power as it affects the climate. If the increase in the dry/warm season (observed since 2000) continues, the number of wildfire smoke episodes may also increase.

### Sand and Gravel

Sand and gravel, which are used in nearly all infrastructure and development construction projects, are abundant in the project area. Because the production cost lies mainly in hauling, sand and gravel operations are typically located close to urban development. Gravel operations may be regulated by local governments through zoning. Within the City limits gravel mining is allowed in the M2 zoning district. The Montana Department of Environmental Quality regulates gravel mining of 10,000 cubic yards or more. The following map shows the location of past and existing sand and gravel operations and potential sand and gravel resources within the project area.




## Topography and Soils

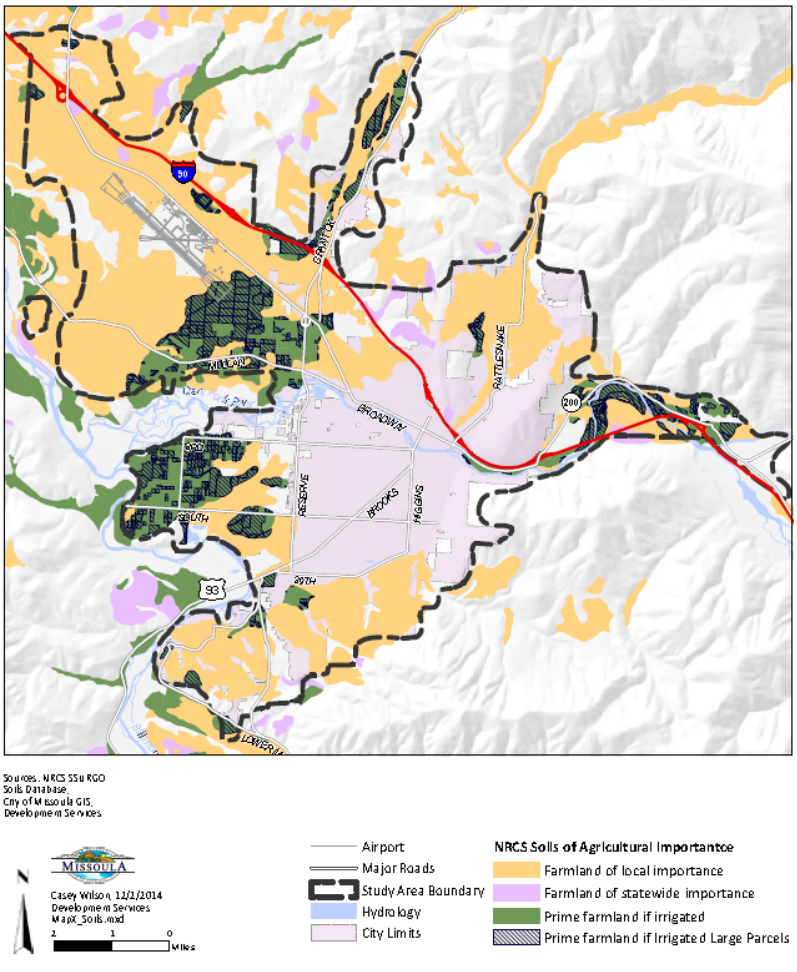
Topography and Soil characteristics vary throughout the urban area and may affect the types of land uses that are suitable for particular locations. The U.S. Department of Agriculture Natural Resources Conservation Service (NRCS) has produced a survey of soil types for Missoula County, with mapped units that correspond to specific soil types and characteristics. The soil survey provides specific recommendations for agricultural viability, soil limitations for building sites, roads, septic tank drainfields, and general erosion potential. For instance, there are areas that present percolation hazards for septic systems due to low or high soil permeability or infiltration rates are. Slope, depth to bedrock, depth to groundwater, and low soil permeability are typical septic system limiting factors.

### Agricultural Soils

In the study area the best agricultural soils are located on the valley floor and categorized as Prime Farmland if Irrigated, Farmland of Statewide Importance, and Farmland of Local Importance by the Natural Resources Conservation Service (Map 21). Prime Farmland if irrigated soils are high quality and can produce sustained crop yields with minimal use of energy and other resources. Farmland of Statewide Importance may be just as productive as prime farmland but don't meet other Prime Farmland criteria. Farmlands of Local Importance meet half the criteria for prime and statewide soils and minimal requirements for slope, drainage, and crop production.

Within the study area there are 5,918 acres of prime soils, 210 acres of statewide soils, and 15,064 acres of local soils. Roughly one half the prime and statewide soils are on parcels over three acres in size. This does not take into consideration where development has already occurred or entitled lots already established for development.

**Map 21: Agricultural Soils**




Agriculture and farmsite activity is identified in the land use section of this document based on CAMA data. 3,546 acres are taxed as agricultural.

**Trend**

The loss of agriculturally important soils has become a concern regarding local food production and the business of agriculture in the project area. Because the best agricultural soils are a finite resource and located on land that is also well suited for development, they are being lost across the project area. According to the report *Losing Ground, The Future of Farms and Food in Missoula County, Community Food and Agriculture Coalition, 2010*, 24% of the total cropland in Missoula County was converted to non-agricultural uses from 1986 to 2010 which is an average of 1,443 acres of farmland lost per year.

**Hillsides**

Much of the land above valley floors in the County is characterized by steep hillsides. Disturbance of hillside areas for development can result in damage to public and private property or natural systems through erosion, altered or increased drainage patterns, access problems, increased fire hazard, or additional air pollution from increased winter sanding.

Slopes greater than 25% are generally considered too steep for building purposes. Special requirements apply for the siting of septic systems on slopes greater than 15%. Missoula City and County Subdivision Regulations require that roads and driveways be constructed at a grade of 8% or less. Missoula City Subdivision and Zoning Regulations include Hillside Design Standards that apply to new development on land with slopes in excess of 15%.

# Environmental

This section focuses on the many of the ways that the community interacts with the environment including climate change, urban wildlife, endangered species and hazardous sites. The City's continued population growth and development puts pressure on the natural resources. Development has caused increases in impervious surfaces, loss of open space, riparian habitat and increased transportation pressures. These development factors lead to increases in runoff, decreases in groundwater recharge, increases in carbon dioxide releases, displacement of wildlife and non-point source pollution. This information can help guide efforts to mitigate and adapt to a changing climate, preserve wildlife habitats and minimize the risk of natural hazards.

The 2005 Missoula County Growth Policy and the 1998 Missoula Urban Comprehensive Plan identify several community goals and strategies related to the environment including safeguarding the natural environment, achieving a sustainable balance between conservation and development while attracting stable businesses and expanding opportunities for affordable housing, to name a few.

## Climate

Missoula's climate is semiarid. Twelve to fifteen inches of annual precipitation are spread fairly evenly throughout the year with the heaviest amount occurring in May and June. Summers are warm and sunny with cool evenings while winters are moderately cold with extended periods of cloud cover. The growing season is May through September. Occasional artic air masses spill over the continental divide from the east in winter filling the valley with subzero air temperatures for short periods. The valley also experiences stagnant air inversions in winter and wildfire smoke events in summer which often have negative effects on air quality and health.

Currently, climate is an important consideration for land use planning in Missoula. Cold and snowy weather conditions can play a significant role in determining the design and layout of buildings and streets. Large areas of asphalt and concrete contribute to the urban heat island effect which increases evening air temperatures, lengthens growing seasons, increases energy consumption to cool living and working spaces, and contributes to health issues. Also, hot and dry conditions present a risk of wildfire to people and structures built in fire-prone areas. Additionally, changes in climate may increase risks to human health and welfare.

## Climate Change

According to the National Climate Assessment released in 2014, evidence indicates the earth's atmosphere is warming and global carbon emissions are the cause. As global emissions of heat-trapping gases continue to increase, climate change is projected to accelerate significantly. The report states current efforts are "insufficient to avoid increasingly negative social, environmental, and economic consequences." The effects of predicted climate changes in the Missoula area are not completely known and we may not experience the most severe effects of climate change, but recent reports indicate, with growing confidence, that Missoula will experience changes in local climate which will impact the community in many ways.

### Trends

A case study of Missoula County by the GEOS Institute in 2011 projects average surface air temperatures will rise somewhere between two and five degrees Fahrenheit over the next 20 to 30 years in Missoula County with possible increases in winter precipitation, decreases in summer precipitation, and earlier and greater spring runoff. Figure 17 shows an increase in Missoula's annual mean air temperature of about 2.5 degrees F over 60 years prior to 2014. It should be noted that monthly mean temperatures have varied widely. For example, March mean temperatures have increased by 6.3 degrees over the same period, and December temperatures have averaged 1/10th of a degree colder.

Other metrics indicate a changing climate as well. Figure 18 shows an average increase in frost free days over the same period . Figure 19 shows changes in mean annual snowfall, and Figure 20 shows changes in mean annual precipitation. ~~, and Figure 18 shows an average increase in frost free days over the same period.~~

**Figure 17: Mean Annual Temperature**

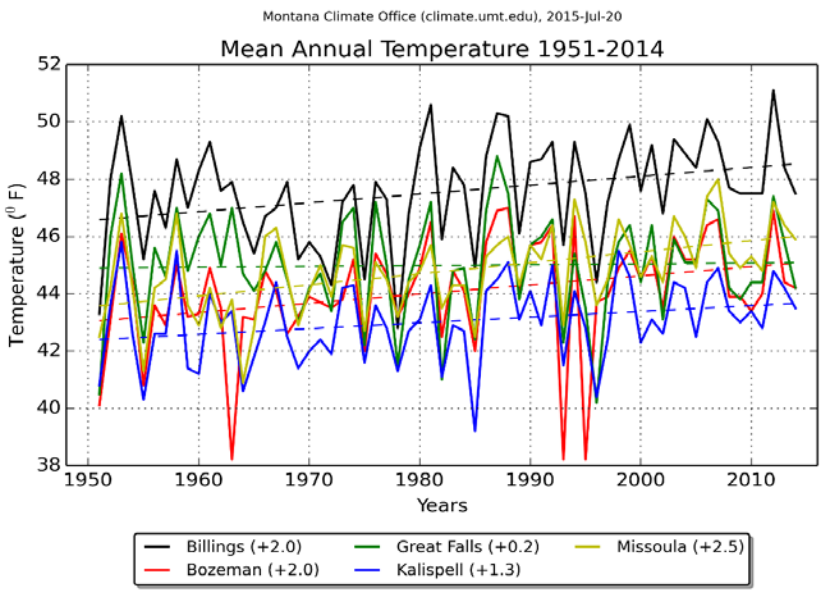



**Figure 18: Annual Number of Days Below Freezing**

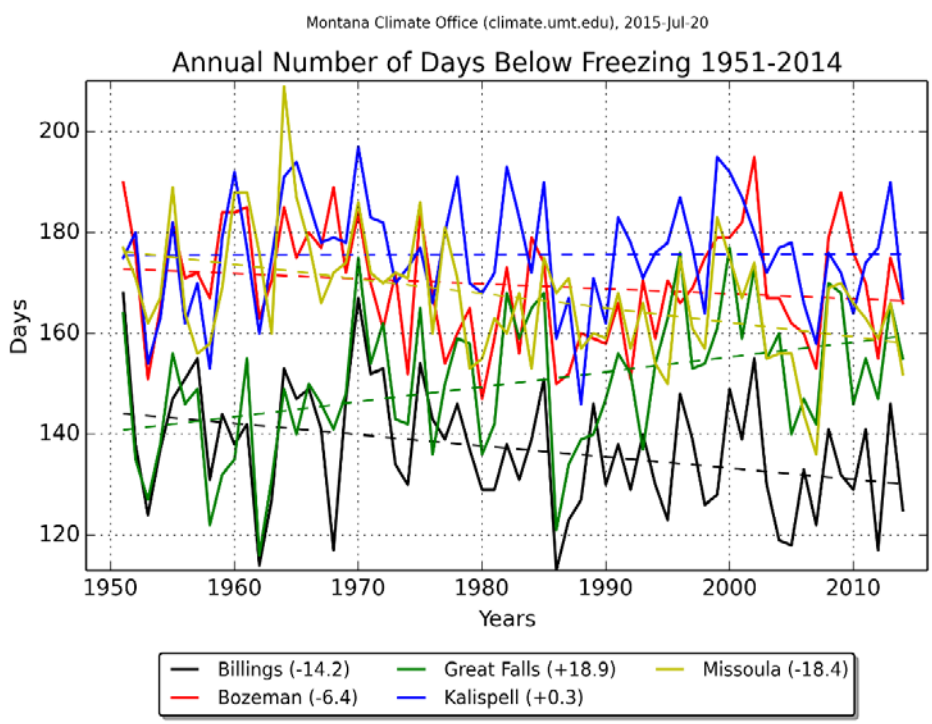


**Figure 19: Mean Annual Snowfall**

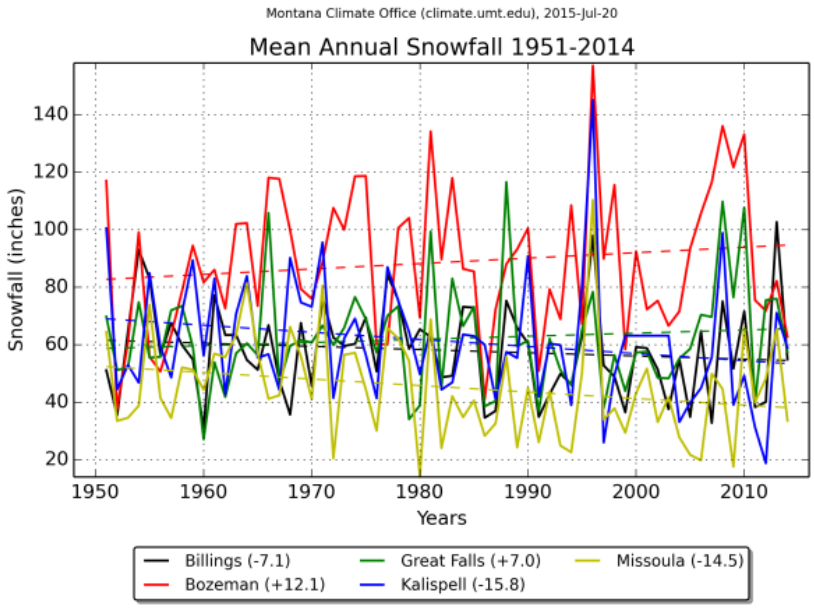
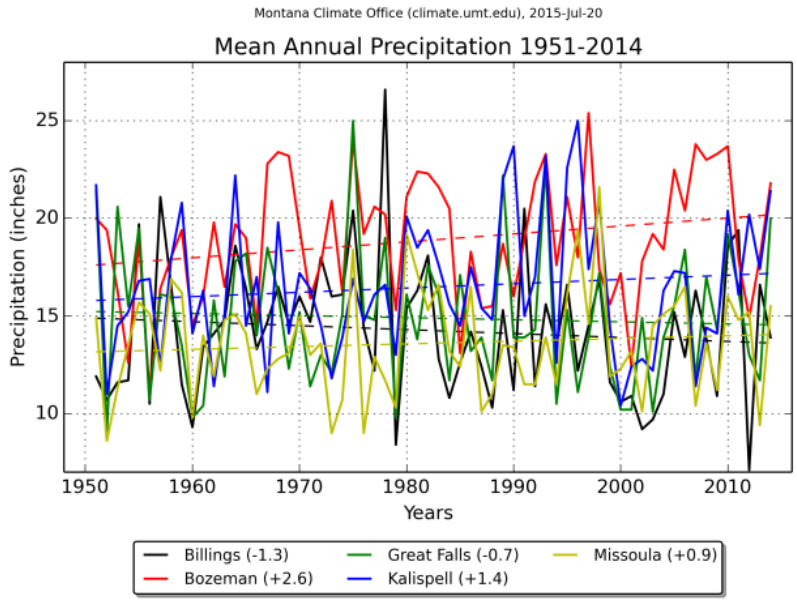



**Figure 20: Mean Annual Precipitation**




Changes in climate are anticipated to cause increased risks for wildfire, flooding, shifts in species ranges and populations for wildlife and plants, and increased spread of invasive plants and animals such as mountain pine beetle.

The related report, *The People, Economy, Land, and Resources* of Missoula County and Potential Vulnerabilities to Climate Change, 2011 (Headwaters Economics, Bozeman, Montana) identifies many potential impacts to the community. Among them is the increased risk of wildfire. Because Missoula's economic prosperity is closely linked to a high quality of life provided by surrounding forests, streams, and natural areas, increased wildfire risks to these resources can affect the local economy by reducing travel to the area and impacting the attraction of the area to potential employers. Wildfires also pose risks to homes and property built in fire-prone areas in addition to degrading air quality which ultimately affects respiratory health. Government budgets can also be affected as more money is diverted to emergency services that protect people and property from fires. Predicting the domino effect from here becomes less certain though more restrictions on building homes in fire-prone areas and changes in insurance rates seem likely.

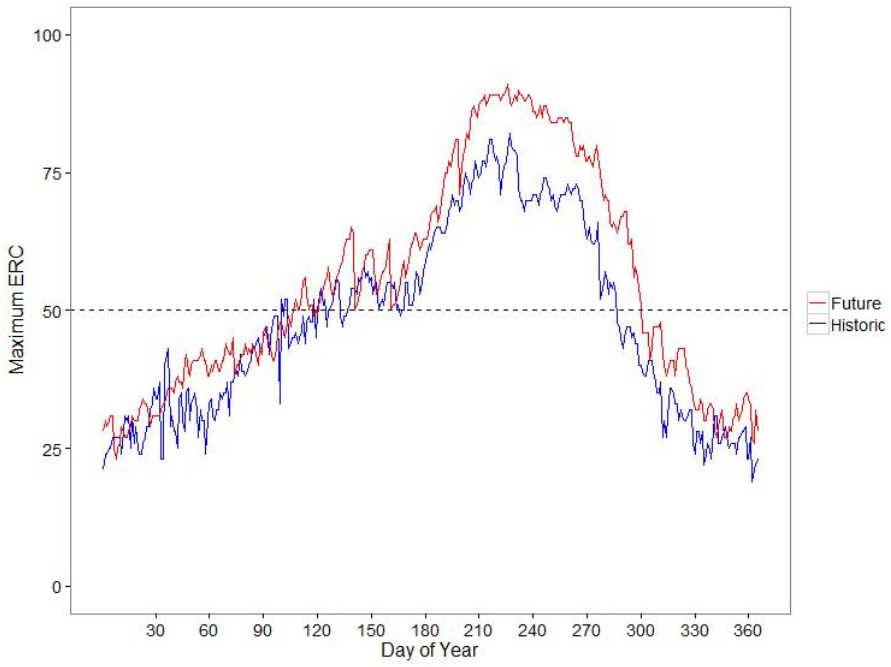
**Fire Danger in Missoula County**

There is no doubt in the scientific community that climate change will bring increased fire danger to Missoula County. Basically we are facing a combination of increased temperatures over extended periods of time resulting in earlier snowmelt, lower humidity, drought, and decreased log moisture. The Forest Service has designed a series of measurements/calculations to represent fire danger both on a daily basis and into the future. The most important of these is the "Energy Release Component", the ERC. This is basically the intensity of the fire as it burns using a standard set of fuel characteristics. The higher the ERC, the greater the fire danger.

To summarize from a recent analysis from the Fire Lab, it appears that the fire season over the next 95 years will increase by 17 days (32% increase); fire danger (ERC) will increase by around 15%; drought will increase by 16%; and fuel moistures will decrease by 16%.

The following figure shows a projection for ERC that shows the trends in both intensity of ERC and the length of fire season.

**Figure 21. The future and historical maximum ERC for each day of the year averaged over the entire weather record.**



Changing weather patterns and rising ocean levels on a global scale may also have impacts in Missoula. Concerns have been raised regarding population migration to the area from areas experiencing more severe effects of climate change. An influx of people could create a higher demand for property and stress resources like water supply. Additionally, changes to global agricultural production could cause rising food costs locally. More research and monitoring are needed to help determine the full range of effects climate change has on the Missoula community.

In January 2013, the Missoula City Council passed Resolution 7753, adopting the City of Missoula Conservation & Climate Action Plan (CCAP). The CCAP, created by citizen volunteers appointed by Mayor John Engen, sets an emissions reduction goal of carbon neutrality for municipal operations by 2025. CCAP strategies are organized in three focal areas: Fleet and Facilities, Internal Policies and Practices and Renewable Energy and Offsets. Implementation highlights include energy efficiency building and lighting retrofits, an 85 kw solar array on the Park Place downtown parking structure, and energy conservation incentive integration into the employee wellness program. The City is committed to CCAP implementation because the actions within are fiscally responsible, respect Missoula's environmental quality, and create a healthy workplace for City employees and the public.

Recent climate change reports:

- *National Climate Assessment 2014, U.S. Global Change Research Program*
- *Missoula County Climate Action: Creating a Resilient and Sustainable Community, 2011 Geos Institute, Ashland, Oregon*
- *The People, Economy, Land, and Resources of Missoula County and Potential Vulnerabilities to Climate Change, 2011 Headwaters Economics, Bozeman, Montana*
- *Future Climate Conditions in Missoula County and the Western Montana Region.*

## Urban Wildlife

Missoulians frequently cite the proximity to the mountains, rivers, national forests, etc. as some of their favorite things about living in Missoula. However, with this proximity comes inherent conflict with wildlife.

### Urban Deer

While protocols are in place to respond to nuisance elk, mountain lion, black bear, grizzly bear, and wolves, the weak link is urban white tail deer which can attract lions to the area.

The City of Missoula is surrounded by wild open spaces and some wild animals have made the City their home. Urban deer are ubiquitous in many parts of the city and the community is divided on the issue of how to manage their growing populations. While many residents happily coexist with urban deer others are frustrated with deer in their neighborhoods and their gardens.

During dozens of listening sessions, a recurring comment was that urban deer are a growing nuisance. This sentiment was echoed in several neighborhood council priority lists this summer as well. The urban deer population has increased in recent years. They have abundant foods sources, such as backyard gardens. These food sources also lead to an increased birth rate. They have become wary of traffic and have learned to adapt well to urban life overall.

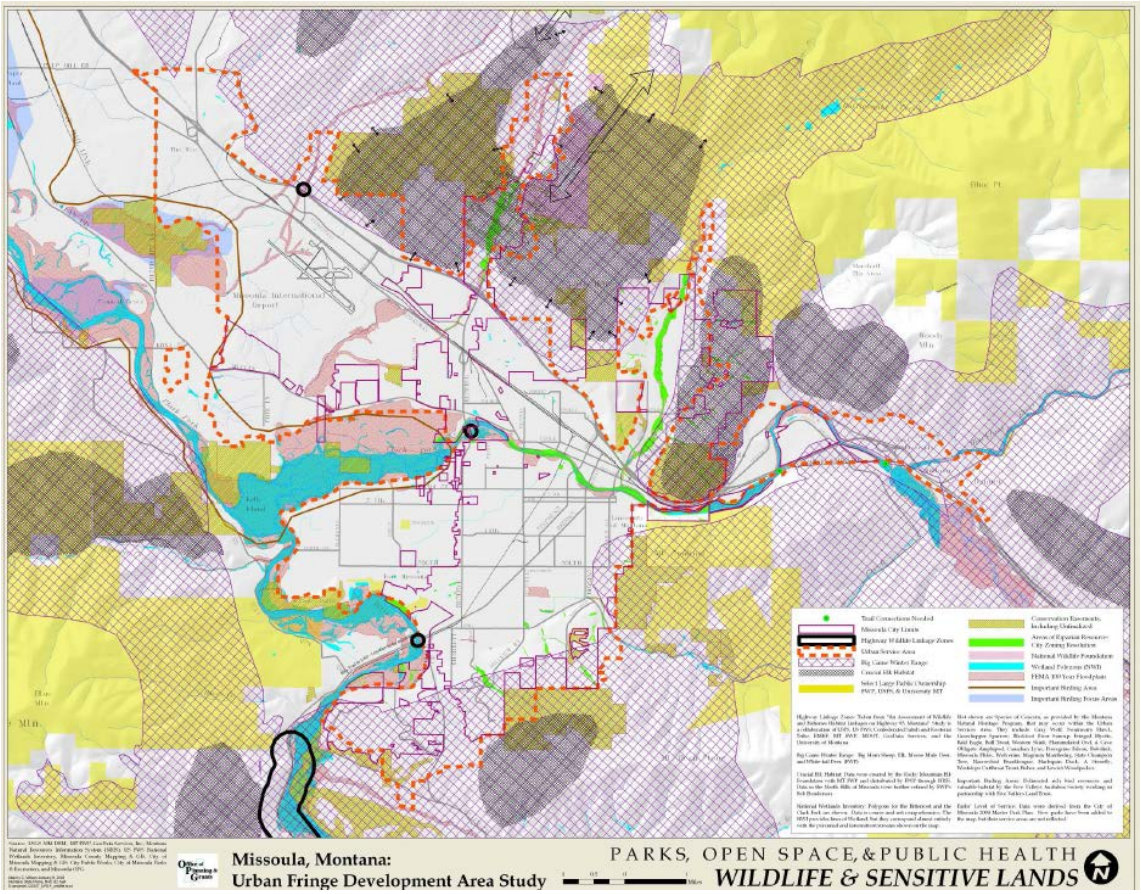
### Critical Wildlife Habitat

Within the study area critical wildlife habitat is comprised of bull trout critical habitat, important birding areas, critical elk habitat, big game winter range, wildlife linkage zones, and streams/riparian and wetland areas. Overall this area encompasses over 10,000 acres. Map 22, below, shows the combination of many resource

habitats (UFDA project, 2008 data). Critical wildlife habitat is a combination of designations from the US Fish and Wildlife Services (USFWS), Montana Fish Wildlife and Parks (MT FWP) and other agencies. For a number of species, conservation of habitats and the connectivity (through linkages) among seasonal habitats and other populations are important for long-term survival.

Subdivisions located within critical wildlife habitat physically reduce the amount of habitat and create disturbances (dogs, vehicles, etc.) that result in animals avoiding what could be usable habitat. During review of preliminary plats for subdivision the governing body considers impacts to wildlife and wildlife habitat and requires the subdivision design to reasonably minimize potentially significant adverse impacts. Each situation is evaluated independently. Additionally, MT FWP recommends specific measures to minimize conflicts with wildlife and may request that information be incorporated into development covenants. MT FWP and other groups are working to educate landowners about sharing habitat with wildlife. Community volunteers in the Rattlesnake have started a "Bear Aware" program for educating residents in the neighborhood. The City also revised the garbage ordinance, placing more stringent rules on garbage disposal in areas with a history of "problem" bears.

**Map22: Wildlife & Sensitive Lands**




### Big Game Winter Range

Montana Fish, Wildlife & Parks recommends specific measures to minimize conflicts with wildlife such as including the mapping of the Big Game Winter Range in regulations (native ungulate species: white-tailed deer, mule deer, elk, antelope (also known as pronghorn), bighorn sheep, moose, and mountain goat). The objectives are to minimize habitat fragmentation and loss of winter range, maintain the ability of big game animals to travel freely within a winter range habitat patch and between winter range habitat patches and

other seasonal ranges, maintain FWP's ability to manage wildlife effectively and as non-habituated herds, minimize the potential for subdivisions to lead to problematic concentrations of big game and minimize wildlife/human conflicts, including negative impacts on adjacent properties (e.g., game damage on agricultural lands). In the City of Missoula's Urban Services Area, these winter ranges are corridors generally in the Miller Creek, Grant Creek, Mount Sentinel, Mount Jumbo and Mount Dean Stone areas.

### Critical Elk Habitat

Critical Elk Habitat was identified by the Rocky Mountain Elk Foundation with FWP and distributed by FWP through the States Natural Resource Information System (NRIS). Data for the North Hills were further refined by FWP staff in 2008. Critical Elk Habitat was identified in the North Hills, Rattlesnake hills, Mount Jumbo area, Blue Mountain area, and South Hills,

### Mount Jumbo Elk Herd

Dozens of elk spend the winter on Mount Jumbo and the animals can often be seen from the valley floor. Last winter, as part of a long-term study, the City's Parks and Recreation Department asked for volunteers to act as "Elk Spotters" to help track the herd's movements.

### Highway Linkage Zones.

Identification of highway linkage zones comes from "An Assessment of Wildlife and Fisheries Habitat Linkages on Highway 93, Montana." The Study was a collaboration of USFS, US FWS, Confederated Salish and Kootenai Tribe, RMEF, MT FWP, MDT, GeoData Services and the University of Montana. The linkages occur at key intersections: Highway 93 and Interstate 90, Reserve Street and the Clark Fork River, and Highway 93 South (Brooks Street) and the Bitterroot River.

## Threatened and Endangered Species and Species of Special Concern

The Montana Natural Heritage Program (MNHP) lists threatened and endangered species as well as species of special concern or with a special designation by organizations or land management agencies in Montana. Public policy regarding any adverse effects to these species is coordinated through review efforts from MT FWP and the USFWS.

Missoula County is home to a number of threatened and endangered animal species, such as the grizzly bear, Canada lynx, and bull trout, and some species of concern, including bald eagles, loons, and westslope cutthroat trout.

Bull trout, found in the Clark Fork and Flathead Rivers drainages, is a species that has been recognized as threatened under the Endangered Species Act. This native trout requires pristine conditions with cold water and low sediment.

Threatened plants include the Water Howellia, an annual, aquatic herb that is found in western Montana, including the Missoula Valley.

## Riparian Areas

The streams and adjacent riparian lands within the study area are a vital natural resource supporting a diversity of habitats as well as providing open space resources, a visually attractive environment, protection of water quality, and contributing to economic vitality. Healthy riparian areas are vital to the natural function of streams providing bank stability, floodplain stability, ground water recharge, and filter surface water runoff.

Streams and wetlands are protected under various State, Federal and Tribal laws. Permits may be required for development, vegetation clearing, or other types of land disturbance. Subdivision regulations require that riparian resource areas be mapped and a management plan be developed for land proposed for subdivision.

Missoula County Community and Planning Services developed a Streamside Protection Program to protect, restore, and enhance water resources and streamside riparian areas.

### Noxious Weeds

Missoula's hillsides and valleys are threatened by noxious weeds. They limit agricultural productivity, reduce wildlife habitat and threaten native grasses. Rood building, off-road vehicles, and construction damage native vegetation and can increase noxious weed invasions. Unmaintained landscapes, where weeds are allowed to grow tall can also be potential fuel for fire. The City has a weed hazard program with the primary purpose of fire prevention. In accordance with this program the City adopted a weed ordinance, whereby any weed or grass over 24 inches tall is a nuisance, being a potential fuel for causing a fire that could damage property or life. The program is not in place for weed mitigation.

### Hazardous Waste Sites, Brownfields in and around Missoula

Cleanup of hazardous waste sites is authorized under State and Federal "Superfund" laws. There is one Federal Superfund site and 13 State Superfund sites in Missoula County.

### Federal Sites - Milltown Dam

The Milltown Reservoir Sediments Superfund Site is located in Milltown, Montana, about one mile upstream of Missoula. The United States Environmental Protection Agency (EPA) listed the area on the Federal Superfund site list in 1983 based on high levels of arsenic detected in area drinking water wells.

The reservoir held about 6.6 million cubic yards of sediments, about 2 million yards of which were heavily contaminated with metals. Water depth in the reservoir averaged about eight feet.

The Milltown Dam was removed from the river between spring 2008 and spring 2009, and sediment removal was completed in 2010. On December 16, 2010, the Clark Fork River was routed into its newly built channel. Montana has completed the final phases of its restoration plan seeking to reestablish natural stream channels and native vegetation.

Montana State Parks, a division of Montana Fish, Wildlife & Parks (FWP), is developing a State Park at the former Milltown Reservoir Sediments Superfund Site at the confluence of the Clark Fork and Blackfoot Rivers in Missoula County. FWP plans to construct trails, a parking area, viewpoints, and related public access and user facilities in the Milltown Gateway and Confluence Areas.

### State Sites

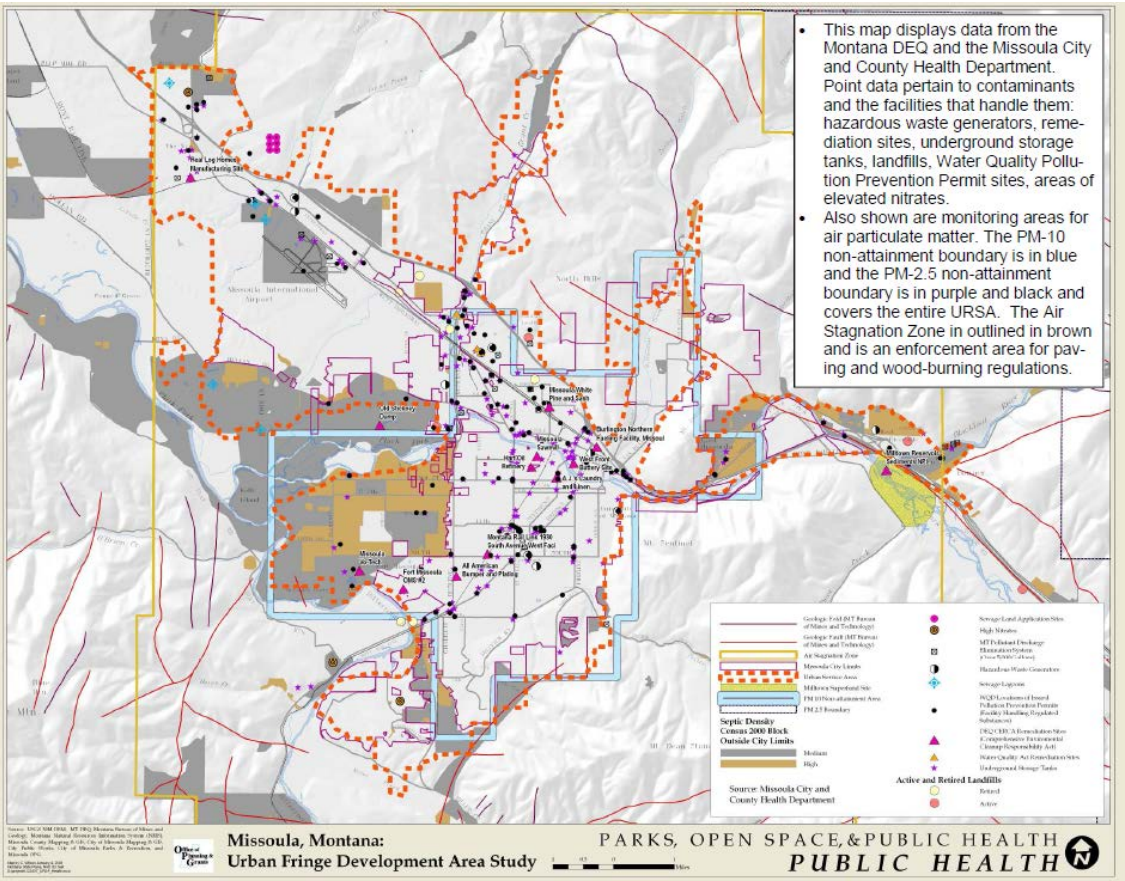
The Montana Superfund priority list includes 13 sites in Missoula County (see http://deq.mt.gov/StateSuperfund/cecralistformats.mcpx). The sites are ranked maximum, high, medium, and low priority based on the severity of the contamination and actual and potential impacts to public health, safety, welfare, and the environment. Three sites require no further action and two are low priority. The eight remaining high and medium priority sites are:

- Burlington Northern Fueling Facility - High
- Hart Oil Refinery - High
- Missoula White Pine Sash - High
- Fort Missoula OMS#2 - Medium
- Missoula College - (South Avenue Campus)
- Old Stickney Dump - Medium
- Real Log Homes Manufacturing Site - Medium
- J & N Post and Pole - Medium

Using grant funding from the U.S. Environmental Protection Agency, the City of Missoula administers the Missoula Brownfields Cleanup Revolving Loan Fund (MBCRLF). State superfund sites are typically brownfields by definition, but sites with less pressing environmental issues are also sometimes described as brownfields. According to EPA, "Brownfields are real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant. Cleaning up and reinvesting in these properties protects the environment, reduces blight, and takes development pressures off greenspaces and working lands." The City uses the RLF to provide loans or grants to qualifying entities to facilitate cleanup and redevelopment of qualifying properties.

Other sources of potential contaminants and the facilities that handle them include hazardous waste generators, remediation sites, known underground storage tanks, landfills, Water Quality Pollution Prevention Permit sites, and areas of elevated nitrates. The following map (Map 23) was developed for the Urban Fringe Development Area Project (UFDA) and indicates locations of many of the sites with public health concerns.

**Map 23: Public Health**



# Arts and Cultural Resources

## Historic Perspective

In 1989, Missoula was one of two pilot communities in Montana to receive grant funding for the development of a cultural planning study. The study, referred to as *The Fabric of Missoula: Focus on the Future*, explored the idea of and potential for establishing a local culture and arts agency. The study's findings and recommendations included establishment of a Missoula Area Cultural Commission. The Missoula Cultural Council was formed in February, 1991 as a result of the two-year pilot study conducted in Missoula. In 2009, the City of Missoula adopted the *Greater Missoula Downtown Master Plan*. The downtown master plan identified the need for a Cultural District in the downtown area, capitalizing on existing culture and arts assets in Missoula. Developing a performing arts center, establishing public amenities (such as parking and greenspace), and creating a hub for arts and culture activities were a few of the priority projects identified in the 2009 plan.

The original intent of the Missoula Cultural Council was to find ways to make connections between people and programs, and promote arts and culture in new and exciting ways. Even in 1990, it was recognized that "[t]he sheer number of individuals and organizations involved in arts and culture is staggering for a community this size and in our location." (The Fabric of Missoula Report, prepared by Kathy Olson, 1990) In 1990 there were four theatre groups, two dance performance groups, seven museums and libraries, ten music/opera groups, five concert presenters, nine private galleries, five arts education organizations, eight theaters/concert halls, and nine "unique Missoula events." Based on a survey conducted as part of the 1990 study, the combined total annual audience numbered 140,888 attendees: 80% of who were Missoula County residents.

The conclusions drawn from the 1990 study are carried forward into the present:

> … [T]he arts, history, education, natural and designed environment, special events and the citizens themselves contribute immeasurably to the quality of life in the Missoula Valley. The many individuals and organizations that are involved in the arts and culture make a significant economic, social and educational impact on our community. Both individually and collectively, they have an immense impact on our sense of community and our pride in Missoula." (The Fabric of Missoula Report, prepared by Kathy Olson, 1990)

- Missoula is a regional center for a variety of arts and culture.
- The time is right to build on existing resources and heighten awareness locally, regionally and nationally to Missoula's art and culture.
- Cultural organizations in Missoula had "maturity, stability and sophistication in their programming". In many cases, however, there continued a lack of coordination or cooperation between organizations and service agencies.

## Planning for a Cultural District

Adopted in 2009, the *Missoula Greater Downtown Master Plan* identifies the need for a Cultural District in downtown Missoula. The intent of the district is to build on the existing foundation of arts and cultural assets in the downtown area: The Missoula Art Museum, existing art galleries, the Missoula Children's Theatre, the public library, Missoula First Methodist Church, Elk's Club and local hotels. "The district should serve as the hub of arts and cultural activities for all of Western Montana." The district anchor would be a performing arts center and potential Artist-in-Residence Center located south of the public library. Outdoor plazas and parking structures would complement the district with functional and aesthetic public features. A convention center or conference center was identified as a key component of the district.

## Current Status of Missoula Arts and Culture Organizations

A report entitled "*Arts and Economic Prosperity: The Economic Impact of Non-profit Arts and Culture Organizations and Their Audiences*" prepared by the Americans for the Arts in 2012 highlights the economic impacts of the non-profit arts and culture industry in the City of Missoula in both direct and indirect terms. It quantifies how a dollar is re-spent in the economy and the impact (in dollars) of spending by organizations and audiences in the local arts and culture industry.

Cultural tourism and the in-kind contributions of volunteerism are taken into consideration in the overall economic benefits analysis. The study concluded that non-profit arts and culture accounted for $39.9 million in the local economy, 1,447 full-time equivalent jobs, and generates $3.3 million in local and State government revenue. According to the authors, "[the report] lies to rest a common misconception: that communities support the arts and culture at the expense of local economic development. In fact, they are investing in an industry that supports jobs, generates government revenue, and is a cornerstone of tourism. This report shows conclusively that the arts mean business!" (Americans for the Arts, Arts and Economic Prosperity IV, WASH DC)

In 2012, there were many non-profit arts and culture organizations in Missoula (some are listed below).

Current Art & Culture Non-profits and Organizations in Missoula

A Carousel for Missoula; Alliance Francaise de Missoula; Art Associates of Missoula; Big Sky Film Institute; Destination Missoula; Dolce Canto; Families First; Friends of Missoula Public Library; Friends of the Historical Museum; Garden City Ballet; Headwaters Dance Company; Historical Museum of Fort Missoula; Humanities Montana; International choral Festival; International Wildlife Film Festival ltd.; MCT, Inc.; Home of the Missoula Children's Theatre and MCT Community Theatre; Missoula Art Museum; Missoula City Band; Missoula Cultural Council; Missoula Downtown Association; Missoula Folklore Society; Missoula Symphony Association; Missoula Writing Collaborative; Montana Museum for Art and Culture; Montana Natural History Center; Montana Public Radio; Montana Repertory Theatre; Rocky Mountain Ballet Theatre; String Orchestra of the Rockies; Turning the Wheel; VSA Arts of Montana; and Zootown Arts Community Center.

## Missoula Cultural Council

For almost 25 years, the Missoula Cultural Council served –and continues to serve- as a resource for coordinating, developing and supporting arts and culture for the benefit of the community. It is the official culture and arts agency for Missoula County and the City of Missoula. The Board of Directors reflects a broad spectrum of interests related to arts and culture. The mission and goals of the council include advocating for support (both public and private) for arts/cultural activities; encouraging a collaborative approach to working with local organizations; educating policy makers and community leaders about the economic benefits of arts/culture; and celebrating diversity in the community.

**Public Art Committee**

The City of Missoula supports public art in a number of different ways. One of the main ways is through the Public Arts Committee, which is a City sanctioned volunteer committee, administered by the City, responsible for reviewing, advocating, and development public art projects in the public domain for the City. The Public Art Committee develops a collection of public art that improves the quality of life and acts as a source of pride for residents of Missoula. The committee administers the Percent for Art Program and the associated collections, integrating them into the fabric of the City. The collection reflects a broad range of community input and involvement by artists and art professional.

The Percent for Art Program includes funding for works of art within certain city projects, and sets procedures to commission and select public art. The program requires 1% of eligible construction costs of City capital improvement projects, paid wholly or in part by the City of Missoula, to be allocated for public art and providing a funding source for ongoing maintenance of public art.

**Future Trends and Issues**

In June, 2014, the Missoula Cultural Council met to discuss the potential for developing a Cultural Plan that would provide strategic direction and an implementation plan for Missoula's art and culture programming. Issues and topics of discussion during this facilitated meeting included the following:

- The need for a solid, unifying marketing plan for Missoula's art and culture.
- Rather than create a "signature" event, Missoula needs to capitalize on the sheer quantity and quality of events, and create a branding campaign around them. This is viewed as a strong asset to the community. Define ourselves not by one major event, but by the fact that we have too many to choose from.
- The need to work better together as an industry and to share resources.
- Concerns over available and potential space for existing and potential events.
- A lack of large venues limits the types of events that can be offered.
- Interest in constructing a large, multi-purpose events center (3000+ capacity) was expressed. It was also noted that a performance arts-specific space is not feasible. Missoula should investigate its underused spaces and their feasibility for use by arts and culture providers before determining what needs to be constructed.
- Significant demand for more art space in Missoula. Particularly, affordable live/work space for artists.
- Develop a Cultural District and "cultural walkability".
- Pursue a collaboration or connection with local sports entities to create mutually-beneficial and collective marketing.

Conclusions from the facilitated meeting focused on emphasizing the cultural assets in Missoula such as a full and diverse event schedule, the abundance of art and culture, and the global reach of the arts and culture community, along with concerns, which include having adequate venue size and space, establishing the overall identify for the arts and culture, and marketing at the regional and national level.

# Historic Resources

The City of Missoula's historic preservation program has been in place since 1986. The systematic surveying of historic properties and districts, and supporting the preservation of these irreplaceable community assets continues through the City of Missoula's Development Services Office.

According to the 2005 Missoula County Growth Policy, "[d]iverse historic and archeological resources are found in the City of Missoula. These include Paleo-Indian and Native American artifacts, occupation sites and trails, sites of current cultural importance, and historic structures and land areas associated with white settlement."

Missoula now has ten Historic Districts listed on the National Register of Historic Places as well as scores of individually listed buildings within the City and the County. Preservation of historic resources has become recognized as increasingly important. Historic Preservation has become an ongoing commitment to community heritage and maintaining a unique "Sense of Place."

## Historical Perspective

### Native Peoples

The oldest Indian artifacts found in Missoula County date from 12,000 years ago and the first known semi-permanent sites developed 5,500 years ago. During the following centuries Missoula County was occupied by a succession of Native American tribes. The introduction of the horse and European settlement in the east resulted in tribal relocations throughout Montana. By 1700 the Salish, Pend d'Oreille, and Kootenai had been pushed into western Montana by the Blackfeet and other tribes. The Lolo Trail was used by Nez Perce, Salish and other tribes as a major travel route. Flathead Lake was a cultural center and a meeting place for nearly all western Montana tribes. At the time of white settlement, the Missoula County area was used by the Salish, Kootenai, Pend d'Oreille, Blackfeet, and Shoshone tribes.

For centuries the Missoula Valley offered natural passageways between the mountain ranges, where Native Americans, such as the Salish and Nez Perce, traveled to and from buffalo hunting grounds on the plains east of the Continental Divide. However, at one location, just west of the confluence of the Big Blackfoot and the Clark Fork Rivers, the narrowing canyon also provided a convenient ambush site, where Blackfeet raiders would attack returning buffalo hunters. As a result of the bloody confrontations there, the site became known as Hell's Gate, now known as Hellgate Canyon.

### Lewis and Clark Expedition

The first documented entry of Euro-Americans into western Montana was the Lewis and Clark Expedition. The Expedition left St. Louis in 1803 to explore and confirm the claim of the Louisiana Purchase from France. Under orders from President Thomas Jefferson, the group explored the Missouri River headwaters in search of a western path to the Pacific Ocean. In 1805 on their western trek to the Pacific, they camped very near present-day Lolo, at what was called Travelers' Rest. They followed the Lolo Trail up and over Lolo Pass, through the Bitterroot Mountains to Idaho. In 1806, the Expedition returned to the Bitterroot and Travelers' Rest, where Lewis and Clark divided their party. Lewis led one group into the Missoula Valley, camping near Grant Creek on July 3, 1806. Following advice from Nez Perce guides, they left the Valley through the Hellgate Narrows by means of the old Salish Trail on July 4, and proceeded east up the Blackfoot River Valley.

### European Exploration and Settlement

From the time of the Lewis and Clark Expedition to the mid-century point, few other white men visited the Missoula Valley. The notable exceptions were explorers such as David Thompson and the Jesuit missionaries who came to the Bitterroot Valley in 1841 to establish St. Mary's Mission, near present day Stevensville.

In 1855, Isaac Stevens, Governor of Washington Territory, met with the Chiefs of the Salish, Pend d'Oreille, and Kootenai Tribes at Council Grove along the Clark Fork River near Missoula to negotiate a treaty. Under the terms of the Hellgate Treaty, the Kootenai and Pend d'Oreille would move to the Flathead Reservation in the Jocko Valley, while the Bitterroot Salish would remain in the Bitterroot Valley. The treaty stated that no portion of the Bitterroot Valley south of Lolo Creek would be opened to settlement until the area had been surveyed. Although the government did not conduct surveys, white settlers moved into the valley. In 1871, Salish sub chiefs Arlee and Joseph agreed to move to the Flathead Reservation, but Chief Charlo refused. He and several hundred followers remained in the Bitterroot Valley until 1891 when, facing starvation, they were removed under military escort.

### Growth of Missoula

Missoula has been a major commercial center in western Montana since it was founded in 1860 at a historically strategic point near the head of five valley systems: the Hellgate and Blackfoot Valleys to the east, the Missoula Valley to the west, the Flathead-Jocko Valley to the north, and the Bitterroot Valley to the south. Between 1859 and 1863, Captain John Mullan supervised construction of a military road between Fort Walla Walla, Washington, and Fort Benton, Montana. Mullan's road reached the Missoula Valley in 1860. The road became a thoroughfare for thousands of travelers to gold rush sites, as well as for settlers heading to the Missoula Valley and other locations throughout the West. Prospectors following Mullan Road into Missoula County discovered gold at Garnet-Coloma, Elk Creek, Ninemile, Lolo Creek, and other areas. The Missoula Valley was also a rendezvous site and plant gathering area for the Salish, Pend d'Oreille, Nez Perce, and Kootenai Tribes.

Captain C.P. Higgins and Francis L. Worden, a Walla Walla merchant, established the first settlement in the Missoula area in 1860 at the Hellgate Trading Post located about four miles west of the existing townsite. It and Missoula Mills, established in 1864 at the present townsite, were built on the Mullan Road to trade with the Indians; with those traveling to the region's mines; and with the ranchers and farmers who began to settle in the adjoining valleys. Trading posts were often constructed where tribes came together to meet.

In the summer of 1877, the U.S. Army constructed Fort Missoula, which became a source of economic stability for the town between the end of the placer mining era and the coming of the railroad. The Bonner, Hammond, and Eddy Company (later the Missoula Mercantile) established in 1866, dominated the wholesale and retail trade in the region by the 1880's and made Missoula the largest trade center within a 75-mile radius.

The construction of the Northern Pacific Railroad through Missoula in 1883, converted it from a town of 300 in 1880 to a city of 12,000 in 1920, with an economy based on trade, timber, and agriculture. In 1886, A.B. Hammond built what was reputed to have been the world's largest lumber mill at Bonner, seven miles east of Missoula. The mill produced timbers for railroad structures and the Butte-area mines, and lumber for building construction. Agriculture attracted thousands to the area in the early 1900s with the opening of the Flathead Indian Reservation, the promotion of homesteading, and the construction of the Chicago, Milwaukee, St. Paul and Pacific Railroad through Missoula. Large irrigation projects were constructed in the Bitterroot and Flathead Valleys, which became famous for their orchards.

Missoula also became the center of local, State, and Federal government as the county seat in 1860, the site of the state university in 1895, and the USDA Forest Service Region Headquarters in 1908. New Deal projects, such as the construction of university buildings and several city improvements, helped stabilize the city's economy during the 1930s.

## Types of Historic Resources Documented in Missoula

### Native American Archeological and Cultural Sites

Evidence of early inhabitation comes from a variety of sites and artifacts such as tools, pictographs, stone cairns, scarred trees, tipi rings, hearths, rock quarries, and chipping sites. Approximately 95% of archeological and cultural artifacts in Missoula County have been found along creeks, rivers, and lakes. Sites of current cultural importance to Native Americans also exist, including undisturbed spiritual sites, prehistoric and historic campsites, burial grounds, and other cultural sites.

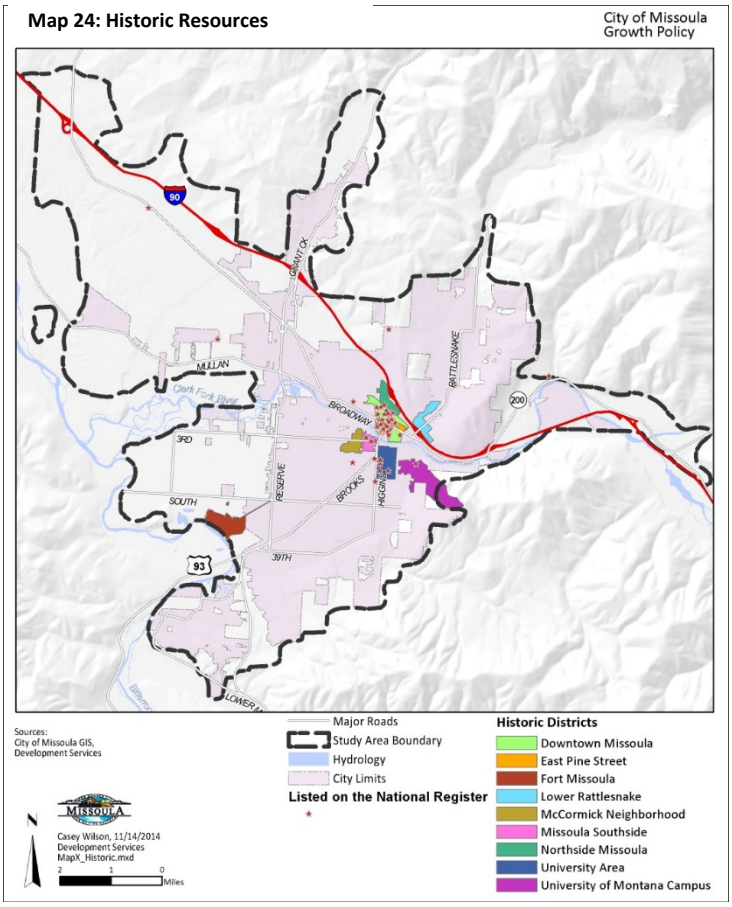
Projects that disturb the ground can damage or destroy cultural sites. One tool for determining the presence of known cultural resources is a file search by the State Historic Preservation Office or Tribal Historic Preservation Office. State and Federally funded projects, or those subject to permit approval from the State or Federal government, must complete a file search before disturbing an area. File searches may lead to recommendations for further cultural resource identification or treatment efforts. If cultural resources are uncovered during any earth moving, the Confederated Salish and Kootenai Tribe's Tribal Preservation Office in Pablo and the State Historic Preservation Office (SHPO) in Helena should be contacted before further disturbance of the site occurs.

### Historic Buildings and Structures

An historic building is one that displays architectural characteristics that reflect the history of the time in which it was built, is associated with significant people or events in the past, or may provide important historical information. Examples in Missoula include the Courthouse, Milwaukee Depot, Wilma Theater, and Missoula Mercantile (Macy's). While there are currently 56 buildings in Missoula individually listed on the National Register of Historic Places, buildings not on the list may also be considered historic or eligible to be listed.

### Historic Districts

Since 2005, the number of historic districts listed on the National Register of Historic Places (NRHP) in the City of Missoula increased from seven to ten. Historic Districts in Missoula are shown in Map 24 and include the East Pine Street, McCormick Neighborhood, Fort Missoula, Southside, University of Montana, the University Neighborhood, Northside Railroad, Downtown Missoula, the Western Montana Fairgrounds, and Lower Rattlesnake. Downtown Missoula, a district comprised of approximately 500 historic buildings, is the site of nearly twenty individually listed buildings and also contains a district within a district. The East Pine Street Historic District, which contains approximately 70 structures, is completely encapsulated within the downtown historic district, and it was one of the original districts identified within the city.



## City of Missoula Historic Preservation Program

The Missoula Historic Preservation Program began in 1986 as a Certified Local Government (CLG) and served the County and the City of Missoula until 2013 when the City and County governments split into two separate agencies. The Historic Preservation Program was then transferred to the City of Missoula, retaining its CLG status, Historic Preservation Officer, ordinance, and funding. The primary roles of this program are: a) managing the City's historic preservation program; b) staffing the Historic Preservation Commission; c) assisting in listing buildings on the NRHP; d) providing technical preservation assistance to the general public and the design/construction industry; and e) providing historic preservation education/outreach to the community.

The City of Missoula Historic Preservation Officer and the Historic Preservation Commission provide significant community outreach to encourage preservation of historic properties in Missoula. Ongoing activities include the annual historic preservation awards and banquet, tours of historic districts and sites, oral histories project at the Western Montana Fair, participation in the City of Missoula's annual Bike/Walk/Bus Week , and maintaining publicly-owned historic resources (for example, rehabilitation of Railroad Street's brick roadway, the Moon Randolph Homestead, and the Bear Cage at Greenough Park).

### Historic Resources Inventory

The City of Missoula's cultural resources inventory is 75% complete as of 2014. More than 3,000 properties have been surveyed in Missoula to date, and 56 buildings are individually listed on the National Register of Historic Places. The survey of Mid-Century (suburban) neighborhoods is incomplete, and will be the next large undertaking to be completed by the Historic Preservation Program as neighborhoods begin to reach the age of 50 years old (the date utilized by the National Park Service as a baseline for achieving historic status).

Other historic preservation-related activities and programs in Missoula include the non-profit Preserve Historic Missoula, the County's Fort Missoula Historical Museum(s), the University of Montana certificate program in Historic Preservation, University of Montana's Anthropology Program, the USFS Region 1 Historic Preservation Team, the non-profit Threads of Montana History, and the Missoula Public Library.

### Issues/Trends Affecting Local Historic Preservation Programming

The historic preservation ordinance provides protection for historic properties that are individually listed on the National Register of Historic Places. Since the ordinance only applies directly to 56 structures within the City of Missoula, maintaining the historic integrity of sites, structures, objects, and buildings of an historic nature is at the individual property owners' discretion.

Goals and objectives are generally in place at the local level to identify resources, preserve historic properties, and provide education to the public about historic preservation, however, no clear steps, such as design guidelines or funding incentives, are in place at this time that persuade property owners to preserve or rehabilitate historic buildings.

Notable preservation efforts since 2005 include the rehabilitation of the Palace/Savoy Hotel into low-income apartments and retail/restaurant uses, renovation of the Missoula County Courthouse, the Milwaukee Depot, Zip Auto, The Wilma, the Roxy, and listing the downtown on the National Register of Historic Places.

Additional emphasis should be placed on the benefits and value of reusing and adapting historic structure as they help to reinforce neighborhoods, benefit the environment, and support economic development. According to the National Trust for Historic Preservation's Preservation Green Lab research, "the reuse of existing building result in fewer environmental impact over their lifespans compared to new construction." The Green Lab/Older Smaller Better Study states that "neighborhoods containing a mix of older, smaller

building of diverse age support greater levels of positive economic and social activity than areas dominated by newer, larger building."

# Land Uses

Land use patterns in Missoula, like everywhere, are stable but slowly and constantly evolving in response to changes in demographics, economics, technology, culture, climate and other factors over time. In little more than a century Missoula progressed from frontier trade hub to a diverse regional economic community built upon decades of varied economic forces led by forest and mining resources, a growing university, regional retail services, and increasingly a center of state-of the-art medical services. The following inventory of current land use designations, current use trends, and expected land use needs provides guidance for shaping Missoula's future function and character and identifies areas that are likely to undergo significant change in the future.

## Land Use Patterns

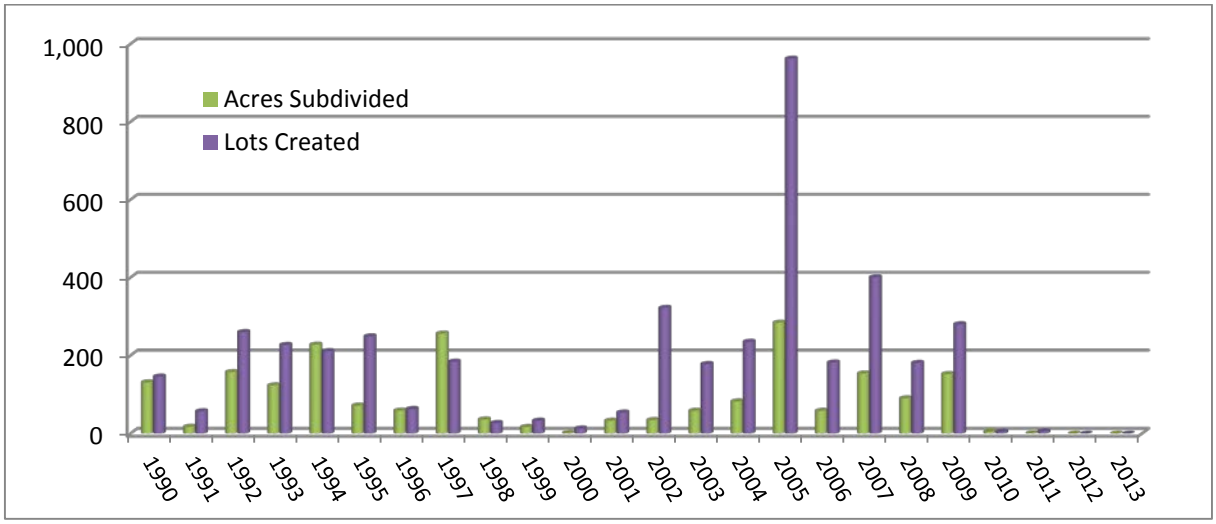
Missoula's land use patterns mirror those of most modern cities. The city developed with a dense urban core featuring the mix of commercial, industrial and residential uses still seen today. Post-World War II development was guided by the Euclidian zoning concept – the prevailing land use theory of the time – that segregated land uses into discrete geographic areas. New auto-dependent residential subdivisions were built separated from the stores, restaurants and services that their residents would need. With the adoption of Title 20 Zoning Code in 2009, the City of Missoula took a step away from Euclidian zoning by allowing multi-family residential uses and mixed-use development in Commercial and Limited Industrial-Residential zoning districts, and incentivizing vertical mixed-use development. These zoning changes were designed to implement and reinforce the Focus Inward policy.

For Missoula, these post WWII influences have generally resulted in the development of commercial businesses along traffic corridors and industrial lands along the river, interstate and railway corridors. Residential development occurs within the core of the community and then extends to the north in Grant Creek and the Rattlesnake, to the South with the Lewis and Clark, South Hills, and Linda Vista areas, and to the west with the Target Range and Mullan Road areas. The historic downtown mixes uses and anchors the community. New development within the East Mullan area recognized the need for mixed housing development types and placing services close by as demonstrated in the Hellgate Meadows traditional neighborhood design development.

## Subdivisions

Since 2008, 13 major subdivisions have been approved in the Urban Area. Development activity between 2008 and 2014 has centered on filing and developing subdivisions that were already approved or platted; new multi-dwelling development, which generally occurs outside of subdivision review; or the development of vacant lots and making use of the existing subdivided land. Figure 22 show the number of lots and acres created inside the city limits over the last 23 years.

**Figure 22: Number of Lots Created and Land Acres Developed through Subdivisions (1990-2013)**

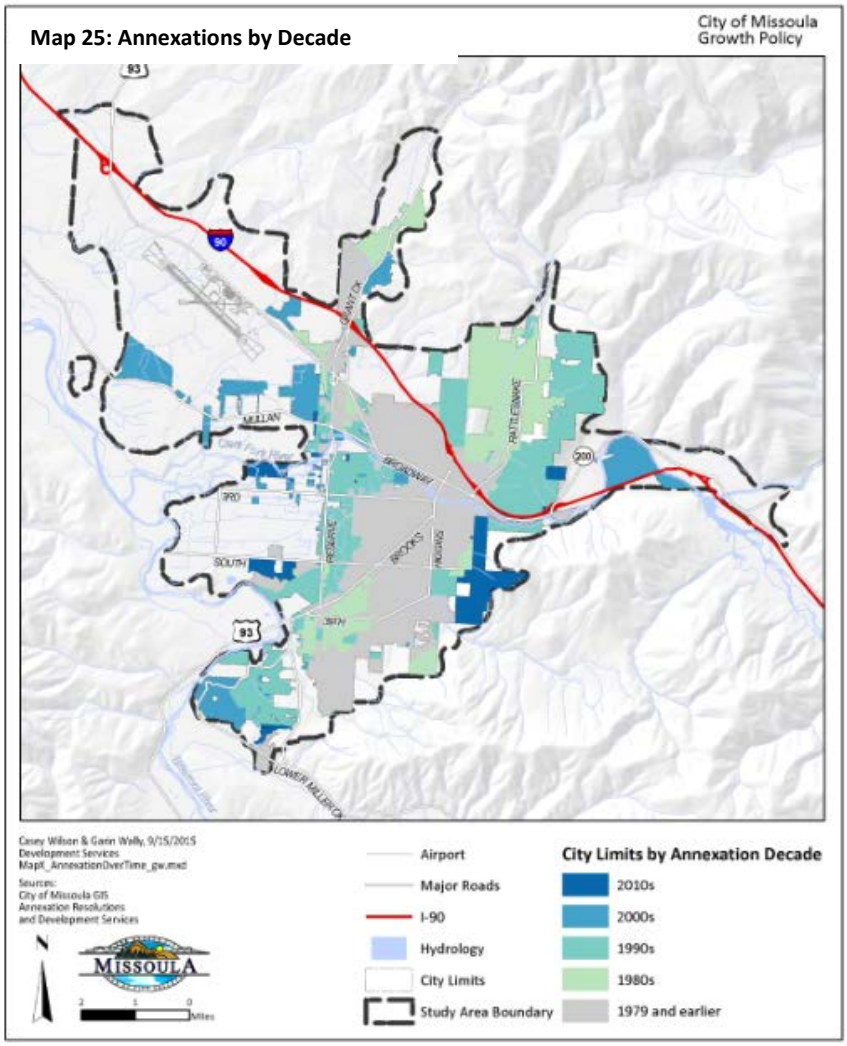



## Annexation

Annexations indicate where and how the city is growing. Over time, Missoula has grown from the bounds of Russell Street to Arthur before the 1980s to the City limits today stretching westward beyond Reserve Street. Map 25 shows the various annexations by decade since the 1980s.

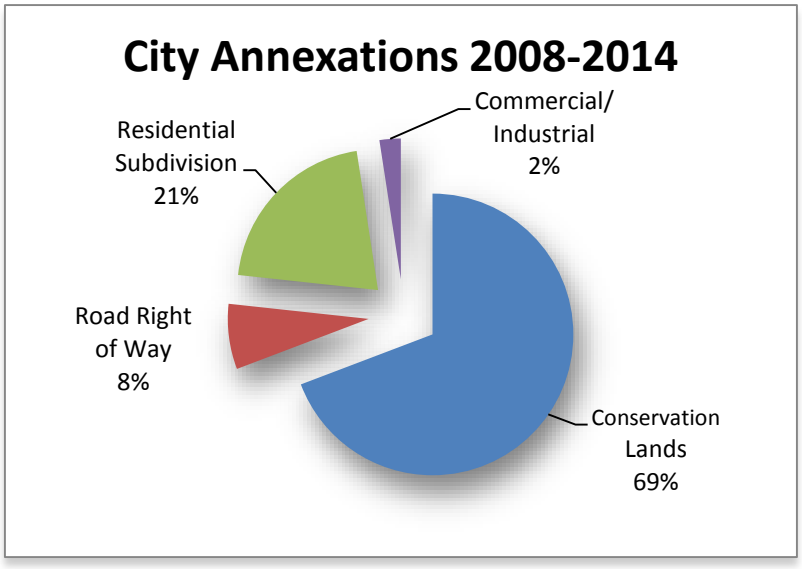
In the 1980s, 3,331 acres of land were annexed. In the 1990's 4,978 acres were annexed. In the 2000's 2,376 acres were annexed. Between 2010 and 2015 approximately 930 acres were annexed. As of July, 2015, the city's boundaries encompassed approximately 18,775 acres. Almost three-quarters of the annexations in the last five years were conservation lands (Figure 23). In recent years most annexations have been initiated by property owners rather than by the City.

**Map 25: Annexations by Decade**



City annexation is often a condition of receiving municipal wastewater treatment services. Occasionally, properties will receive municipal sewer service under a delayed agreement for annexation (sewer service contract). This is contemplated in times when the sewer service connection is essential for development purposes but it may not be efficient to provide other city services at the time of annexation.

**Figure 23: Annexations 2008-2014**

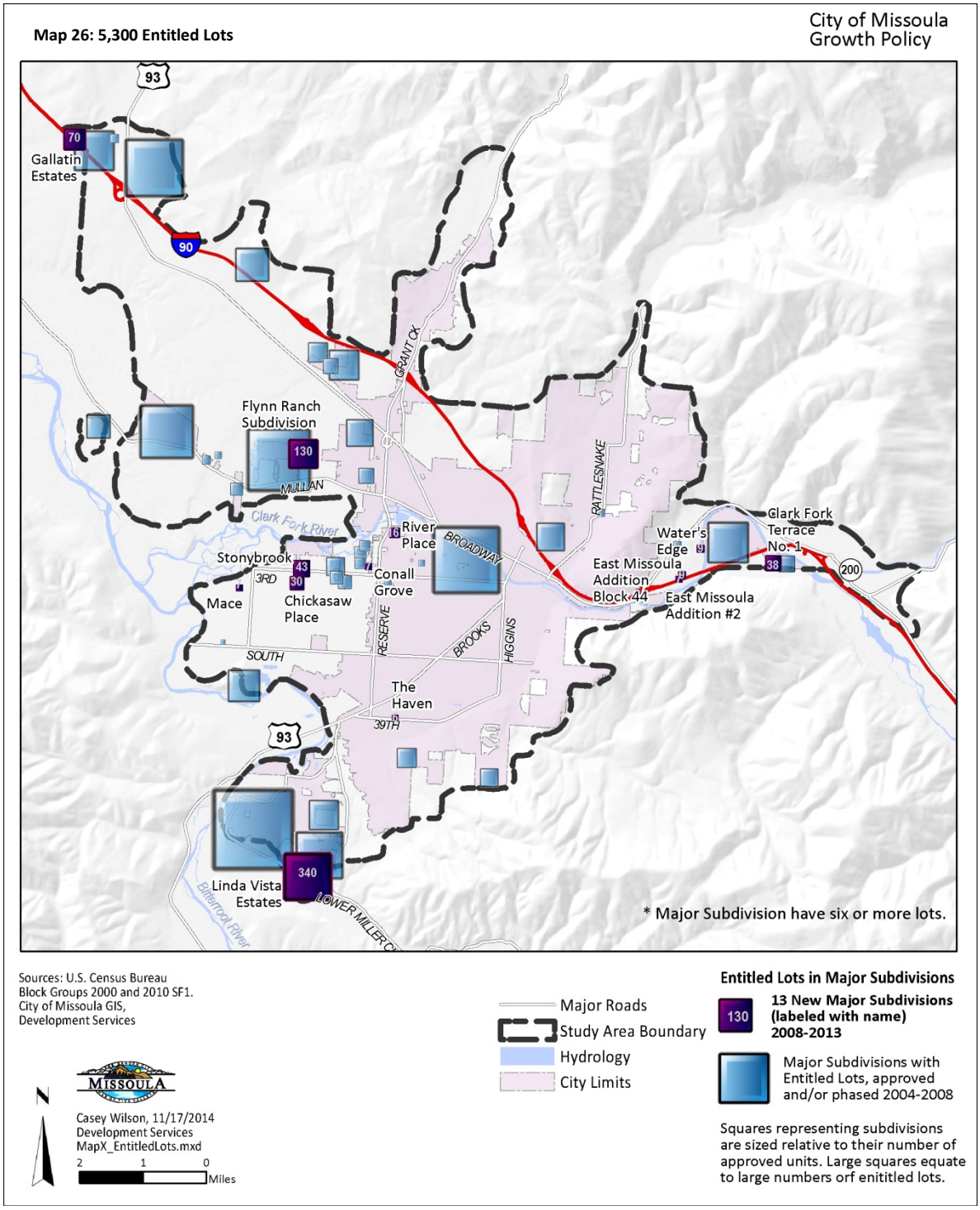



One of the key relationships to annexation is municipal sewer service extension. Over the past decades several established areas surrounding Missoula became subject to Interlocal Agreements between the City and the County in order to utilize municipal sewer with annexation postponed to a specific date or dependent on meeting certain conditions. This includes a majority of the land between Mullan Road and Highway 10 West (West Broadway) west of Reserve Street. (RSID 8474) This area is eligible for annexation under sewer petitions by January 1, 2016 or if 50% plus 1 of the existing plumbed units in RSID 8474 changes ownership. A portion of East Missoula is eligible for annexation as of January 1, 2024, dependent on certain conditions. An area in Orchard Homes, west of Reserve and between 3rd and 7th Street is also eligible for annexation under sewer petitions as of July 11, 2012 in accordance with Addendum to Sewer Excavation Permit filed in Book 72, Page 728.

It should be noted some development continues to occur in unincorporated areas of the urban fringe, without benefit of central sewer or water services.

**Entitled Lots**

In Missoula as in many other towns and cities across the West, a surge in the economy in early 2000s, brought a surge in new subdivisions. In Missoula, most of these new subdivisions were approved on the urban fringe and then annexed into the City upon approval by the governing bodies. Some of these subdivisions were subsequently platted and developed, but many remain preliminarily approved, and thus vacant. These vacant lots in preliminarily approved Major subdivisions are called “Entitled Lots”, and currently, there are roughly 5,300 Entitled Lots in the Missoula Urban Area, which are shown in Map 26. In the last six years (2008-2013), there have been 13 new major subdivisions in the urban services area for a total of 689 new lots.




## Density

Over the last 14 years, the net Missoula urban area gross density increased from 0.9 dwelling units per acre to 1.2 dwelling units per acre. Gross density does not filter out constrained lands such as road right-of-way, conservation lands, or the Airport. Net density for the urban area changed from 1.9 to 2.3 dwelling units per acre. The average growth rate for new residential units was 1.7% annually over those 14 years. Of note, is that housing is increasing at a higher rate than population - a further indication of our trend to smaller households. Table 17 shows the change in density from 2000 to 2014. Greater densities are found within the core of the City, between Stephens and Reserve and 3rd and South Avenue, as well as areas within the University districts and some areas of the Northside and Westside neighborhoods.

**Table 17: Change in Gross and Net Housing and Population per acre Density (Jan. 1, 2000-2014)**

| | POPULATION | | | | HOUSING | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | 2000 | 2014 | Change | AAG | 2000 | 2014 | Change | AAG | Acres |
| Urban Services Area | 73,001 | 88,186 | 15,185 | 1.36% | 31,309 | 39,725 | 8,416 | 1.72% | 33,080 |
| Gross Density | 2.2 | 2.7 | | | 0.9 | 1.2 | | | 33,080 |
| Net Density | 4.3 | 5.2 | | | 1.9 | 2.3 | | | 16,916 |

## Land Inventory by Zoning Classification

An inventory of ownership parcels inside the Study Area yields a breakdown of parcels by zoning type and designation, and by land use. Table 18 (below) shows the breakdown by zoning type for the City and then the area directly outside the city limits to the study area boundary (the fringe).

**Table 18: Zoning Types by Acreage**

| Zoning Type in Acres | City | % Total City | Fringe | %Total Fringe | Total | % Total |
|---|---|---|---|---|---|---|
| Commercial | 1,222 | 8% | 763 | 4% | 1,984 | 6% |
| Industrial | 933 | 6% | 2,554 | 14% | 3,486 | 10% |
| Mixed-Use | 86 | 1% | 65 | 0% | 151 | 0% |
| Public | 5,004 | 32% | 960 | 5% | 5,964 | 18% |
| Residential | 7,387 | 48% | 8,159 | 45% | 15,546 | 46% |
| County Resource | | 0% | 163 | 1% | 163 | 0% |
| Unzoned | 582 | 4% | 2,129 | 12% | 2,711 | 8% |
| Split Zoning | 258 | 2% | 3,419 | 19% | 3,676 | 11% |
| **Grand Total** | **15,471** | | **18,211** | | **33,682** | |

In the City of Missoula, 32% of land is zoned for public uses. The majority of this is conservation lands on Mt. Jumbo, the North Hills, and Mt. Sentinel; but a significant portion also covers the University of Montana Campus, golf courses, Fort Missoula, public school lands, and most City-owned parks.

Residential zoning designations comprise 45% of all City land, inclusive of many of the Special Districts and Planned Unit Developments. Residential development, however, also occurs on land that is zoned for commercial, light industrial (in older parts of town where it is explicitly allowed), and mixed-use. The largest segment of residential housing is on parcels 8000 sq. ft. and larger. Table 19 (below) has the breakdown.

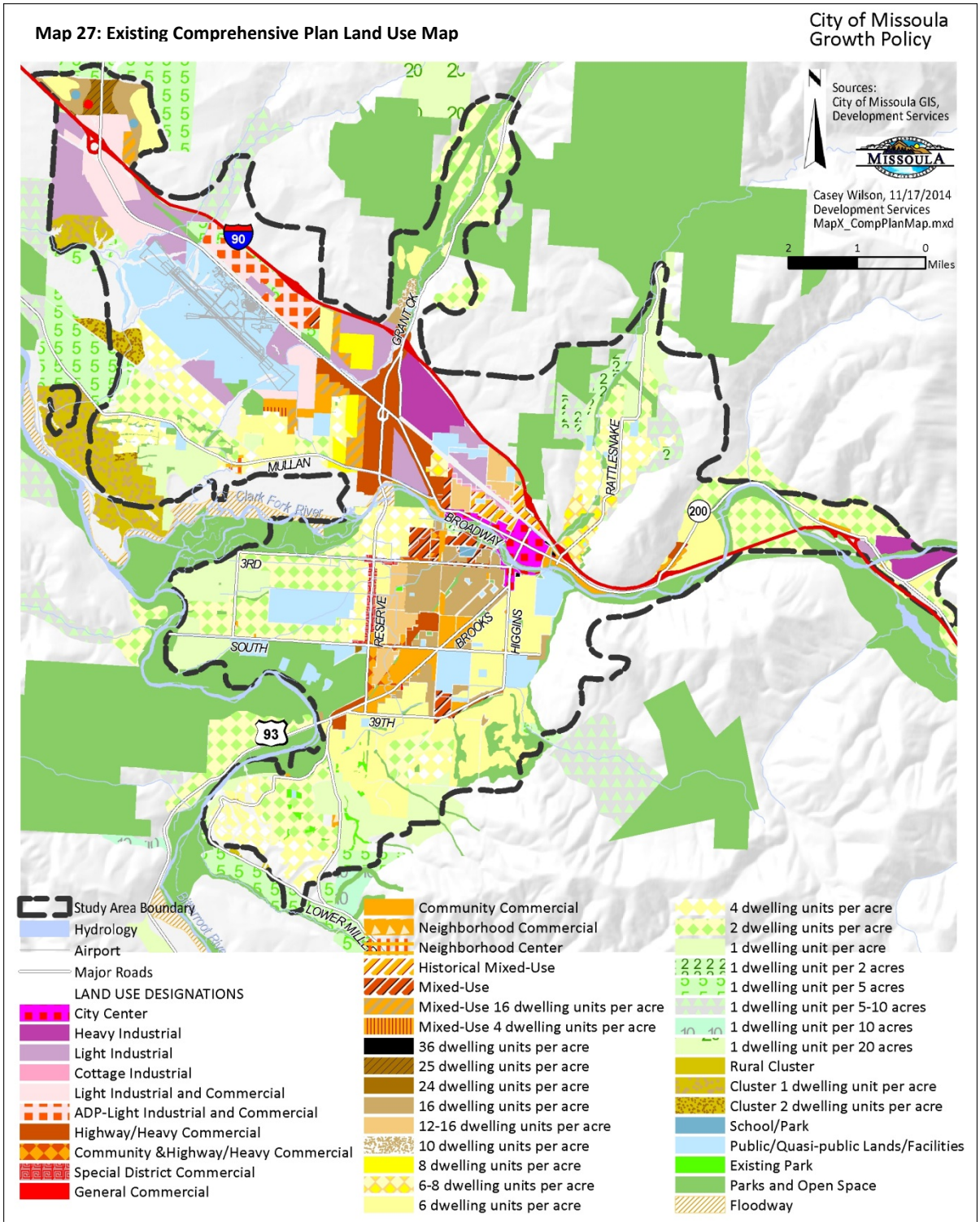
**Table 19: Residential Zoning Breakdown**

| City Residential Zoning | Acre | % Total |
|---|---|---|
| Manufactured housing | 73 | 1% |
| Multi-dwelling | 895 | 12% |
| PUD/SD | 1,869 | 26% |
| 8000 sq. ft. and larger | 2,869 | 39% |
| 2700 to 5400 sq. ft. | 1,564 | 22% |
| **Grand Total** | | |

Combined, Commercial, Industrial, and Mixed-Use make up 15% of zoned land in the City. Inside the city limits there is also a small amount of unzoned land. Much of it is vacant in the Rattlesnake Valley with underlying residential land use recommendations. A small part of the unzoned land is along the railroad corridor and contains industrial and commercial uses. Land with split zoning designations are primarily large area parcels.

### Actual Land use vs Current use designations

The current land use map covering the urban area contains 42 individual land use designations. These designations are representations of the goals of past comprehensive plans including updates made through neighborhood planning processes that resulted in Growth Policy amendments, such as the Wye-Mullan Plan and the Northside-Westside Neighborhood Plan. The designations are intended to be the foundation for land use regulatory action and are not zoning. Map 27 contains these designations which are specific to residential density and use type. The Missoula Comprehensive Plan designations are very specific reflecting the goals at the time the document was written.




## Residential Density Comparison

The Missoula urban area is zoned for higher residential density than the recommendations of the comprehensive plans shown in Map 27. Here are some technical reasons for these differences including certain situations where potential residential units are included for purposes of calculating zoning density but not for calculating comprehensive plan density. Those situations include commercial and industrial-residential zoning districts where the option exists to build multi-family residential units, and zoning districts that have at least a theoretical potential for residential development but underlying is a conservation or similar-type land use that assumes no residential development potential.

Notwithstanding these technicalities, the Land Use Map should be more general and the Zoning Map more specific. The Land Use Map should generally reflect the types of future uses that are desirable and anticipated (for example, "High Density Residential"). The Zoning Map reflects more specific zoning designations that carry with them a set of development rights that actually govern development of land. Typically, multiple zoning designations will fit into each land use category (for example, HR-1, HR-2, and HR-3 in high Density Residential land use description). Therefore, all things being equal, the comprehensive plan residential density should always exceed the zoning residential density allowing for flexibility to meet the needs of the future.

A rezoning requires a public process where the specific request and its potential benefits and impacts can be weighed, but the framework for accommodating that request must be in place in order to allow, over time, the Focus Inward policy to be realized.

### Actual Land Use as assessed by the State

While land use represents community goals for the land, and zoning represents what is permitted, the State of Montana through its Computer Assisted Mass Appraisal (CAMA) system represents the land by how it is taxed. Table 20 shows an inventory of all property types in the Missoula area as determined by the State under the tax code. (Tax) Exempt Properties make up the largest percentage of all land and include Federal Land, State lands, City-owned property and properties which have been granted an exemption by the Department of Revenue for religious, charitable or educational uses.

**Table 20: Inventory of Acreage broken out by state-assessed property type**

| Assessed Property Type in Acres | City | Fringe | Total | % Total Acres |
|---|---|---|---|---|
| AR - Agricultural Rural | 903 | 2,632 | 3,535 | 10.5% |
| AU - Agricultural Urban | 0 | 11 | 11 | 0.0% |
| BR - Commercial Condo Rural | 0 | 2 | 2 | 0.0% |
| BU - Commercial Condo Urban | 16 | 0 | 16 | 0.0% |
| CN - Centrally Assessed Non-Valued Property | 99 | 60 | 158 | 0.5% |
| CR - Commercial Rural | 421 | 2,155 | 2,576 | 7.6% |
| CU - Commercial Urban | 1,994 | 611 | 2,605 | 7.7% |
| EP - Exempt Property | 5,067 | 4,028 | 9,094 | 27.0% |
| FR - Farmstead Rural | 157 | 1,473 | 1,630 | 4.8% |
| IR - Industrial Rural | 0 | 460 | 460 | 1.4% |
| IU - Industrial Urban | 27 | 38 | 65 | 0.2% |
| KR - Condominium Rural | 0 | 0 | 1 | 0.0% |
| KU - Condominium Urban | 51 | 0 | 51 | 0.2% |
| LA - Locally Assessed Utility | 67 | 1 | 68 | 0.2% |
| MR – Mixed-Use / Rural | 0 | 0 | 12 | 0.0% |
| MU – Mixed-Use / Urban | 0 | 0 | 0 | 0.0% |
| NV - Non-Valued Property | 573 | 124 | 697 | 2.1% |
| RR - Residential Rural | 1,142 | 4,809 | 5,951 | 17.7% |
| RU - Residential Urban | 3,669 | 182 | 3,851 | 11.4% |
| TR - Townhouse Rural | | 1 | 1 | 0.0% |
| TU - Townhouse Urban | 42 | 0 | 42 | 0.1% |

| | | | | |
|---|---|---|---|---|
| VR - Vacant Land Rural | 688 | 1,566 | 2,254 | 6.7% |
| VU - Vacant Land Urban | 554 | 48 | 603 | 1.8% |
| **Total** | **15,470** | **18,211** | **33,682** | **1** |

Includes all non-road and river ROW lands inside the Study Area

Source: Missoula CAMA (Computer Assisted Mass Appraisal) parcel data

http://svc.mt.gov/msl/mtcadastral/

**Land Use Trends**

The emerging land use trends in Missoula:

- Trend toward smaller average household size – recently at 2.24 people per dwelling unit.
- Over the last seven years, Missoula has seen a substantial increase in demand for multi-dwelling housing, which is expected to continue.
- The community desire for mixed-use development is rising. In some residential neighborhoods, there is a desire for convenient commercial nodes.
- 5,300 vacant or "entitled lots" exist in the study area.
- Three fourths of recently annexed lands are conservation lands.

The City Growth Policy includes a Future Land Use Map (Map B) and recommendations that are aimed at addressing the needs and trends described in this Community Profile.

# Appendix B: Developable Lands Report

## Introduction

To prepare for future growth, in 2007, the Missoula Metropolitan Planning Organization (MPO) and Planning section jointly modeled a Developable Lands Area for residential units in the Missoula Urban Services Area (URSA). The purpose of the analysis was to identify lands that were likely to develop or be further developed and to assess the URSA for future residential capacity. The developable lands analysis was the foundation for the Urban Fringe Development Area project (UFDA) and the 2008 Long Range Transportation Plan.

Through the UFDA project, it was determined that the URSA had ample land and zoning capacity for future residential development without any upzoning or expansion of the urban services area. Additionally, the general location of future residential dwelling units were allocated to 15 sub-areas of the URSA, so neighborhood and community planning could prepare for growth in their policy work.

Seven years later, developable lands layer is updated with a similar, but more refined model, which will be used both in long range planning (growth policy) and the Missoula MPO Long Range Transportation Plan.

## The 2015 Developable Land Model Inputs

There are four major parameters to identifying developable lands:

- Physical constraints to development
- Ownership constraints
- Existing improvements on the parcel
- Entitled lots

Generally, a parcel is considered developable if there are: no, or only partial, physical constraints to development; no ownership constraints; the land is undeveloped or underdeveloped, meaning the low intensity and low assessed value of improvements on the land make it likely to be redeveloped in the next 20 years; or not already entitled for development with a preliminarily approved subdivision.

The mapping of developable lands or re-developable lands does by no means imply that land should or should not be developed. Rather the model is used to determine which land is more likely to be developed or redeveloped over the next 20 years, and thus plan accordingly.

### Physical Constraints to Development

Slopes over 25%, floodway, cemeteries, street and river right-of-way, 100-year floodplain, and runway protection zones all constrain parcels for residential, commercial, or industrial use. Parcel that are fully covered by these physical constraints are considered undevelopable.

### Ownership Constraints

The Montana State Assessor's cadastral database (CAMA) type was used to determine which parcels are constrained by ownership. Parcels that are classified as Centrally Assessed, Non-valued, and Exempt (except for 34 parcels, that have been referenced in various plans for possible development) are unlikely to change use in the next 20 years. Church ownership, government ownership, common areas, and utilities are examples of constraints.

### Existing Improvements on the Parcel

The assessor's database was also used to determine whether a parcel has existing development and the value of that improvement. That information combined with the parcel size and zoning designation is calculated to determine whether the parcel would be expected to yield more units or intensity of use. There are three steps to calculating capacity.

1. If the building improvements on a parcel are worth *more* that the land, the parcel is NOT developable. The exception is agricultural land which has an assessed land dollar value much lower than other types of land. If the parcel's land is worth more than the improvements in industrial, mixed-use, and resource lands, then the land is considered developable for a more intense use.
2. If the building improvements on a parcel are worth *less* than the land, the parcel MAY be (re)developable. Unzoned, zoned industrial, and commercial parcels meet the developable parameter.
3. For residentially zoned and developed parcels to be considered (re)developable the parcel's land must be worth more than the improvement and the buildout capacity must be for a minimum of an additional two units. Buildout capacity for two additional lots is derived by looking at the density allowed by zoning, combined with parcel acreage and existing dwelling units. Vacant lands are captured in this analysis, as they are identified by the CAMA data and automatically meet this parameter.

### Entitled Lots

Preliminarily approved subdivisions that are not yet platted, e.g. Teton at Maloney Ranch, make up the bulk of entitled lots. These parcels are not factored into the developable lands layer, as they are already planned. The Entitled Lots layer was developed with the UFDA Project and tracked over time and consists of approximately 35 subdivisions comprising 5,195 lots. Some subdivisions that were tracked through the UFDA process are now platted. The Entitled Lots number includes unplatted phases and vacant platted lots, e.g. Miller Creek View Addition.

## Developable Land Outputs and Classification

With these constraints and developable criteria parameters, each parcel fits into one of four categories of developable shown in the developable matrix:

- No Development Potential (Completely constrained or $improvements>$land)
- Partial Development Potential (partially constrained meaning physical constraints overlap the property, but not fully AND Land has no improvements (vacant) or agricultural designation

- Full Development Potential (Land is vacant or agriculturally designated and unconstrained)
- Redevelopment Potential (Unconstrained or partially constrained improved parcels where $land>$improvements)
- Entitled Lots (Preliminarily approved subdivisions or undeveloped lots in recently filed plats)

<table>
<tr><th colspan="3" rowspan="2">Developable Matrix</th><th colspan="3">Presence of Improvements</th></tr>
<tr><th colspan="2">Developable</th><th>Developed</th></tr>
<tr><td rowspan="4">Constraining Conditions</td><td rowspan="2">Prohibitively Constrained</td><td>Protected</td><td colspan="3">No development potential</td></tr>
<tr><td>Committed</td><td colspan="3">No development potential</td></tr>
<tr><td colspan="2">Partially Constrained</td><td rowspan="2">Entitled Lots</td><td>Partial Development Potential</td><td rowspan="2">Potential Redevelopment</td></tr>
<tr><td colspan="2">Unconstrained</td><td>Full Development Potential</td></tr>
</table>

## Developable Lands Acreage and Dwelling Units

### Overview

A breakdown of the Growth Policy Boundary's developable lands into City and Fringe (land between the City limits and the edge of the Growth Policy boundary) areas shows that two-thirds or 22,113 acres of the 33,637 acres inside the Growth Policy boundary has no development potential.

| How Developable? | City | | Fringe | | Total | |
|---|---|---|---|---|---|---|
| Parcels with: | Acres | Dwellings | Acres | Dwellings | Acres | Dwellings |
| No Development Potential | 12,263 | 0 | 9,850 | 0 | 22,113 | 0 |
| Potential Redevelopment | 1,176 | 12,916 | 4,981 | 4,097 | 6,157 | 17,013 |
| Partial Development | 546 | 1,621 | 1,631 | 220 | 2,177 | 1,841 |
| Full Development Potential | 381 | 5,310 | 1,077 | 1,069 | 1,458 | 6,379 |
| Entitled Lots | 1,095 | 3,723 | 637 | 1,471 | 1,732 | 5,194 |
| **Grand Total** | **15,461** | **23,570** | **18,176** | **6,857** | **33,637** | **30,427** |

### Development Potential (land most likely to develop)

The land most likely to develop in the urban area is the land assessed as full development potential and the land assessed as partial development where some constraints exist on the parcel; these lands have been host to most major subdivisions in the last 20 years. In the growth policy boundary there are currently 3,634 acres of such fully and partially developable land with a total build out potential of 8,220 dwellings.

Of these lands 39% are residentially zoned and 26% are unzoned. The rest are a combination of industrial, commercial, public, resource and split zoned, shown in the table below.

### Zoning Districts of Fully and Partially Developable Lands

| Zoning Type | Partially Developable Acres | Partially Developable Units | Fully Developable Acres | Fully Developable Units | Total Acres | Total Units | % Total Acres | % Total Units |
|---|---|---|---|---|---|---|---|---|
| **Commercial** | 17 | 430 | 148 | 2,120 | 164 | 2,550 | 5% | 31% |
| **Industrial** | 218 | 5 | 441 | 2,109 | 658 | 2,114 | 18% | 26% |
| **Mixed-Use** | 1 | 7 | 9 | 117 | 10 | 124 | 0% | 2% |
| **Public** | 30 | 0 | 5 | 0 | 36 | 0 | 1% | 0% |
| **Residential** | 801 | 1,004 | 635 | 1,626 | 1,435 | 2,630 | 39% | 32% |
| **Resource** | 81 | 2 | | | 81 | 2 | 2% | 0% |
| **Unzoned** | 741 | 40 | 198 | 348 | 940 | 388 | 26% | 5% |
| **Split** | 289 | 353 | 23 | 58 | 312 | 411 | 9% | 5% |
| **Total** | **2,177** | **1,841** | **1,458** | **6,379** | **3,635** | **8,220** | **100%** | **100%** |

The majority of future potential dwellings are inside the City limits, where there is capacity for 6,925 units on 939 acres; two-thirds of those potential dwellings are on commercially and industrially zoned lands, which can and have been developed in the City for high density residential. Of note, the county zoning regulation does not permit residential use in designated commercial and industrial areas. The majority of vacant lands in the county are residentially zoned.

In the City limits, there are 438 residentially-zoned fully or partially developable parcels (364 acres) which have capacity for 1,739 dwellings and yields a pattern of 4.7 dwelling units per acre based on existing zoning. The median parcel size is 9,970 square feet. There is an additional 881 units of residentially-zoned fully or partially developable parcels in the county portion of the study area (fringe) potentially available on 1,071 acres and yields a pattern of 1.2 dwelling units per acre based on existing zoning.

### Character of Residential of Fully and Partially Developable Lands

| Residential Type Zoning | Acres | Dwellings | Parcels | Average Parcel Size |
|---|---|---|---|---|
| Mixed Zoning and Special Districts | 282 | 667 | 141 | 2.0 |
| Multi-dwelling | 29 | 674 | 129 | 0.2 |
| Single Family | 1,083 | 1,099 | 546 | 2.0 |
| Townhome | 41 | 189 | 96 | 0.4 |
| **Total** | **1,435** | **2,630** | **912** | **1.6** |

Of the land most likely to develop, 38 parcels are assessed as agricultural (1,405 acres), with 468 acres already zoned as residential, 532 acres as unzoned and 240 acres are split zoned including the Industrial Bonner Mill Site. The average assessed-agricultural parcel size is 37.0 acres and the median is roughly 10

acres. For the 1,504 vacant parcels (2,248 acres), the average size is 1.5 acres and the median is 0.3 acres.

## Redevelopment Potential

For this model, land classified as Redevelopable was assessed by the State with relatively low dollar value building improvements and shows, according to zoning, that it has capacity for two additional dwelling units. Redevelopment is difficult to predict, but the building permits from the last seven years have shown that redevelopment in the form of boundary line adjustments and lot splits are happening throughout the city, especially on the older platted subdivisions, where many parcels consist of two lots. While the previous developable land model did not predict exactly which parcels were developed over the last seven years, it did indicate the general infill pattern which occurred and appears likely to continue.

### Zoning Districts of Potentially- Redevelopable Lands

| Zoning Type | City Acres | Dwellings | Fringe Acres | Dwellings | Total Acres | Total Dwellings | % Total Acres | % Total Units |
|---|---|---|---|---|---|---|---|---|
| **Commercial** | 145 | 4,781 | 473 | 0 | 618 | 4,781 | 10% | 28% |
| **Industrial** | 168 | 2,364 | 1,290 | 0 | 1,458 | 2,364 | 24% | 14% |
| **Mixed-Use** | 10 | 127 | 2 | 31 | 12 | 158 | 0% | 1% |
| **Public** | 185 | 0 | 182 | 0 | 367 | 0 | 6% | 0% |
| **Residential** | 577 | 5,578 | 2,002 | 2,591 | 2,579 | 8,169 | 42% | 48% |
| **Resource** | | | 50 | 1 | 50 | 1 | 1% | 0% |
| **Unzoned** | 89 | 59 | 399 | 1,294 | 488 | 1,352 | 8% | 8% |
| **Split** | 1 | 7 | 583 | 181 | 584 | 188 | 9% | 1% |
| **Total** | **1,176** | **12,916** | **4,981** | **4,097** | **6,157** | **17,013** | **100%** | **100%** |

## Residential Redevelopment

The redevelopment potential appears greatest, making up 48% of the total redevelopment potential, on residentially-zoned parcels. Residential redevelopment includes many trailer parks, which might not yield much more capacity.

| Residential Type Zoning | Total Acres | Dwellings | Parcels | Avg Parcel Size |
|---|---|---|---|---|
| Mixed Zoning and Special Districts | 289 | 716 | 18 | 16.1 |
| Multi-dwelling | 144 | 4,080 | 459 | 0.3 |
| Single Family | 2,040 | 2,751 | 291 | 7.0 |
| Townhome | 107 | 622 | 131 | 0.8 |
| **Total** | **2,579** | **8,169** | **899** | **2.9** |

## Comparison between 2008 and 2015 Developable Lands

Major Differences include:

- The calculation of developable land is based on values generated by the State Assessor and stored in the CAMA database. In 2009, all parcels were re-assessed by the State, which showed that generally land values had increased more than building values. Adjustments to the model were made to account for this.

- In 2015, "developable" is defined more conservatively than in 2008. Instead of Land Value =>Bldg Value rendering a parcel developable. A residentially developable parcel must be Land Value =>Bldg Value and have the capacity for two more dwelling units. For employment lands with no residential capacity, it is just Land Value =>Bldg Value.

- The 2015 analysis includes all developable land (industrial, commercial), not just those that can have residential units.

- The Growth Policy boundary is a little larger that the UFDA boundary, adding together the City's Wastewater and Sewer Service Area boundary and the City Limits.

- Potential dwelling units are calculated for unzoned parcels identified as developable by considering the land use type for the area. Previously, unzoned developable acreage was considered but no dwelling units were assigned in the calculation of potential units based on zoning.

- In the 2015 analysis, there are three classifications of developable land , rather than just one. There are Fully Developable lands, Partially Developable lands , and Redevelopable lands. Buildout for these parcels is calculated based upon their status with partially and redevelopable land being developed at a lesser potential.

Of parcels with no potential, 10,000 acres (45%) of those are prohibitively constrained and the other 12,000 acres are considered fully developed with improvements.

In 2008, 6,952 acres were identified as developable yielding the potential for 32,760 dwelling units based on existing zoning districts within the Urban Service Area. The analysis did not include zoning districts that would not allow residential development. Between 2008 and 2014, 2,727 new dwelling units have been constructed.

In 2015, 11,524 acres were identified for some form of development or redevelopment. Additional acreage was added to reflect redevelopment potential of industrial, commercial, and public lands (approximately 2,165 acres) that are not available for residential use. This analysis identified 30,427 potential new dwelling units. This number is on par with the 2008 calculation since 30,003 units remained from the estimate of available units at that time. Furthermore, this analysis confirms that there is the potential to accommodate the projected population increase and associated new dwelling units for the next twenty years.

## Methodology

The developable lands model was run mostly in ArcGIS with an interface of EXCEL for computation. Data for constraint was acquired from the State Assessors Data, City of Missoula GIS, FEMA, and the steep slopes were calculated from a 10 m elevation model. Steps to create the Developable Lands 2015 are:

### Step 1 - Identify Constraints and transfer the attribute to the parcel table

- *Committed*
  - Parks
  - School Lands
  - Golf Course (except University)
  - State
  - Cemetery
  - Federal
  - Tax Lot Property Type – NV, Centrally Assessed, Street ROW, Exempt
- *Protected*
  - Conservation Easements
  - Floodway
  - Slopes over 25%
- *Partially Constrained*
  - Intersecting 100-yr Floodplain
  - Intersects Floodway
  - Has Steep Slopes
  - Intersects Riparian

### Step 2 – Calculate the level of constraint for each parcel

Land that is fully constrained has no development potential. Land that is partially developed has its development potential reduced by 40%.

### Step 3 – Calculate which parcels are developable by their assessed value (Land Value>=Bldg Value)

To calculate which parcels are developable for a more intense use, the City's newest parcel layer was joined with Orion's CAMA data. Land in the following zoning districts were calculated accordingly:

  - Residentially Zoned – Land Value>=Building Value and two more dwelling units
  - Commercial Zoned – Land Value >=Building Value
  - Industrial Zoned- Land Value >=Building Value
  - Unzoned - Land Value >=Building Value

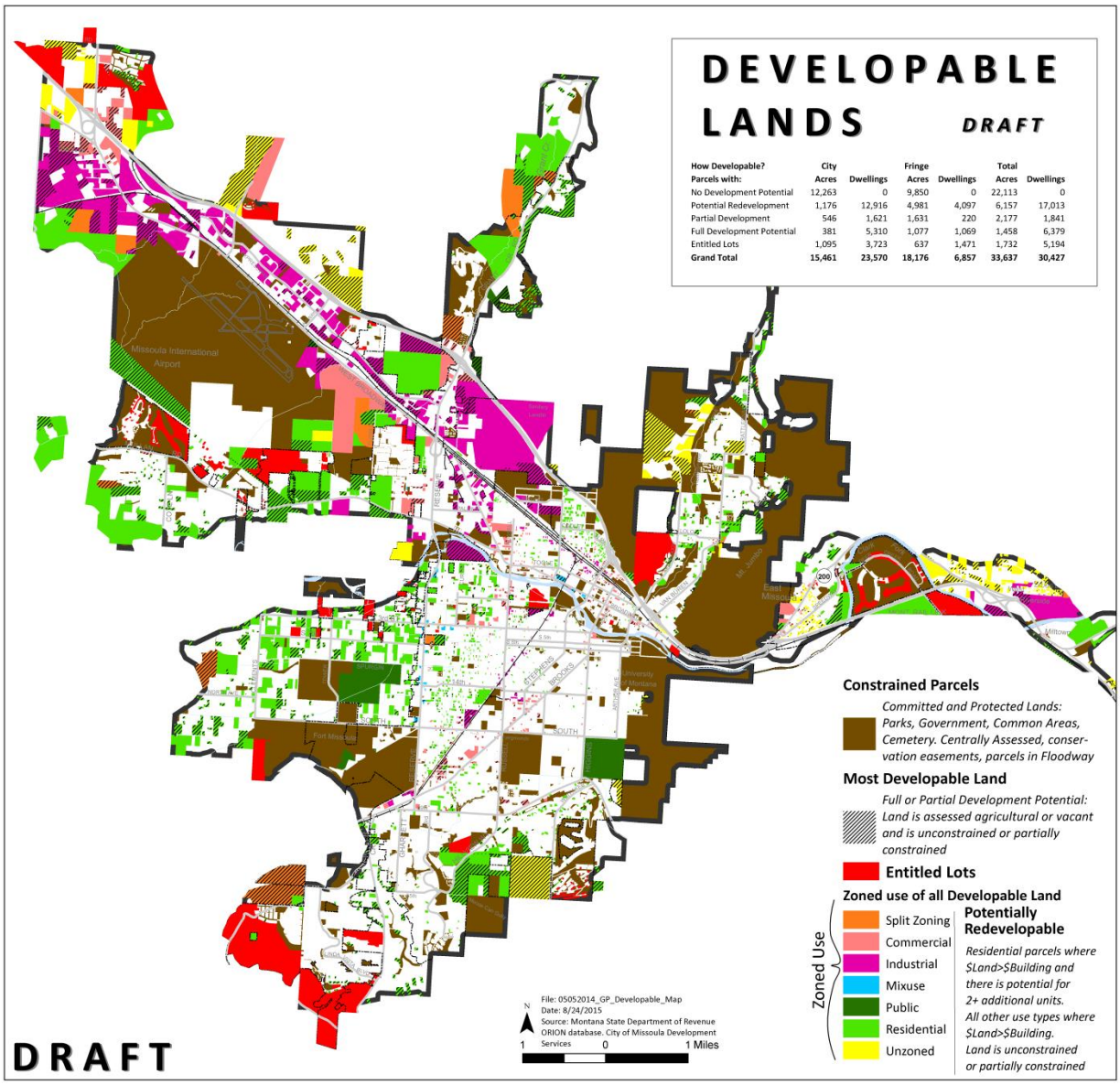
- Calculation resulted in six results
  - Bldg Value >Land Value = Developed – No Development Potential for all types of Land
  - Bldg Value >Land_AG Value – Taxed Ag land with full Development Potential
  - Land Value >=Bldg Value +2units – Redevelopment for residentially zoned parcels

- Land Value >=BldgNoCapacity – No Development Potential, no additional capacity for residential development on residentially zoned parcels
- Land Value >=BldgNonResZ – Redevelopment for non-residentially zoned parcels
- Vacant – Full Development Potential - All land with an assessed property type as Vacant Urban or Vacant Rural

### Step 4 – Calculating Development Potential

For development potential calculate (Acres * DUAC) to get potential dwelling units.

The Resulting Developable Lands Map follows:




| How Developable? Parcels with: | City Acres | City Dwellings | Fringe Acres | Fringe Dwellings | Total Acres | Total Dwellings |
|---|---|---|---|---|---|---|
| No Development Potential | 12,263 | 0 | 9,850 | 0 | 22,113 | 0 |
| Potential Redevelopment | 1,176 | 12,916 | 4,981 | 4,097 | 6,157 | 17,013 |
| Partial Development | 546 | 1,621 | 1,631 | 220 | 2,177 | 1,841 |
| Full Development Potential | 381 | 5,310 | 1,077 | 1,069 | 1,458 | 6,379 |
| Entitled Lots | 1,095 | 3,723 | 637 | 1,471 | 1,732 | 5,194 |
| **Grand Total** | **15,461** | **23,570** | **18,176** | **6,857** | **33,637** | **30,427** |

# Appendix C: Summary Listening Sessions Assets and Challenges

From July through September of 2014, the City of Missoula conducted 28 listening sessions, with over 300 people participating, to obtain input for the Growth Policy update. Attendees were asked a few basic questions:

- What are the assets in our community that you value so highly that you would not like to see them change as the community grows?
- What are the challenges you think the community faces now and in the future?

Notes for each of these listening sessions have been posted to the OurMissoula.org web page. This summary was prepared as a discussion tool for focus group work during the development of community goals, objectives and actions. It provides an overview of the input that was received from the listening sessions. Comments from all of the listening sessions were coded and sorted to determine common themes/topics. The descriptions for each of these topics have been paraphrased to reflect common concerns that were expressed by listening session participants and do not reflect individual comments. The common topics were used to help identify key topics for the Focus Group chapter.

## Values – Assets

| Common Topics | Description | # |
|---|---|---|
| Natural Areas - Outdoor Recreation | A range of natural amenities. Protected open spaces (i.e. Mount Jumbo & Mount Sentinel) Abundant outdoor recreation opportunities. Public land. Easy to access natural areas. Natural beauty. Green spaces. Access to wilderness. | 42 |
| Community Involvement | People care about the community and there is a strong sense of community pride. They are willing to help out and volunteer. Citizens are involved and engaged. There is a lot of public participation. Residents are generous in fundraising efforts and in offering pro bono services. Activism. | 34 |
| Sense of Place | Established neighborhoods. Historic areas. Still has a small town feel for its size. Mountain setting. Open views. Unique community character. People want to live here. Sense of pride. Big city amenities without big city problems. | 34 |
| Culture - Arts | There is an active arts community. The City has a variety of cultural assets and entertainment options. Access to cultural/humanities events are affordable. Missoula has a creative population and high quality of artist. There is public appreciation of the arts community. There are a lot of music venues and community events. Theater – library – lots of | 32 |

| | | |
|---|---|---|
| | cultural offerings. | |
| Bikable – Walkable – Good pedestrian/bike trail System | Good bike & pedestrian trail system. Good access to trails. Trail connectivity is getting better (but still needs improvement). Trails promote active lifestyle and promote alternative transportation to the automobile. Sidewalks and lighting promote walking (but this can be improved in some neighborhoods). Trails are designed to be accessible for disabled population. | 31 |
| Friendly – Family Oriented | Welcoming – friendly community. Ability to raise children in safe, affordable, livable environment. Easy to get around with children. Lots of activities for families. Great place to raise kids. Safe community. | 28 |

| | | |
|---|---|---|
| Parks & Recreation | Good park and open space system. Quality and variety of recreational opportunities. Positive aspects of parks include healthy lifestyles, economic impacts, youth development and environmental benefits. Caras Park. Fort Missoula. | 26 |
| Downtown | Vibrant. Close downtown community. Easy to access. Core of community. Quality – older buildings. Lots of activities and events. City commitment to downtown. Active downtown organization. | 22 |
| Diversity | There is diversity in culture, ethnicity, lifestyles, attitudes, political spectrum, careers and income levels. Diverse neighborhoods. The University contributes to the diversity. Diversity translates to a vibrant community. Tolerance. | 22 |
| University of Montana | The Missoula community has an educated populace. Economic engine. Brings events, concerts, sports, and cultural activities to community. Adds vibrancy and diversity to Missoula. Higher education offerings. | 18 |
| Natural Resources | Clean air and water. Wildlife habitat. Streams and riparian areas. Urban forest and native plant communities. Sand and gravel resources. Dark skies. | 18 |
| River | River is an amenity. Offers recreation opportunity. Community focal point. Has become more accessible via trails and green space. (More can be done.) | 16 |
| Health Care | Quality health care. Wide range of services. Attracts high quality health care professionals. | 16 |

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| Local Business | Growth opportunities for business. Supportive of entrepreneurs and small local businesses. University grads want to stay and start businesses. | 16 |
| Open-minded | Progressive values. Forward thinking. Willingness to be creative and try new solutions. Problem solving attitudes. Innovative. Acceptance of different ideas. | 15 |
| Infrastructure | Good highway network for transporting goods. Reliable utilities. Good system of fire stations. | 13 |
| Labor Pool | Quality work force. Good work ethic. Missoula is an attractive community for recruiting professionals. | 12 |
| Cooperation Between Agencies | There is cooperation and collaboration among agencies on a variety of issues and to get things done for the community. Cooperation between public agencies and among social service providers. Good relationships between the City and the University, and the City and businesses. | 11 |
| Transit | Good transit system offers alternative to owning a car. Affordable. | 9 |
| Good Education | Good public schools and education system. | 9 |
| Compact | Convenient to get around - can bike anywhere in about 15 minutes. There is a focus on urban density - In-fill. City hasn't sprawled in size. | 8 |
| Local Services | Responsive City government. Good police & fire department. Good senior/aging services. | 7 |
| Local Food | Farmer's markets and community gardens. | 6 |

## Challenges

| Common Topics | Description | # |
|---|---|---|
| Transportation – Parking – Transit | Congestion on major routes and at intersections. Challenge to move traffic through town with limited river crossings. Parking requirements need to reflect changing driving trends. Coordinate transportation planning with the County and plan for growth. Parking downtown is a challenge. Safety issues with more distracted drivers on road and car-bike conflicts. There needs to be better connectivity in the road network. There is a demand for expanded transit routes and expanded hours. There should be transit service specifically to serve the aging and disabled populations. Air fares are expensive and choices of airlines are limited. There is no passenger train service. | 70 |
| Land Use – Zoning – Subdivision | Insufficient land zoned for multi-dwelling. Need to be pro-active and identify multi-dwelling areas in Growth Policy. Form based zoning could provide for high-density developments that fit in with neighborhoods. Provide incentives for in-fill development. Densities should be higher in downtown core. Require amenities such as parks/trails with new development. Current land-use regulations are auto-centric – need less reliance on auto. There is a need for small lot zoning districts. Increased densities could change neighborhood character – this is why there was resistance to the accessory residential unit provisions. There should be more opportunity for mixed-use development. Better define policies for agricultural land and annexation policies. Zoning should accommodate senior housing. Locate shopping and services close to residential neighborhoods. Over-regulation is an issue. | 56 |
| Environmental Quality | Energy efficiency and green building trends. Promote renewable energy – less reliance on fossil fuels. Seasonal poor air quality due to wildfires. Protect water rights. More water conservation. Protect water quality. Protect river and riparian areas – less erosion. Use more native plants. Invasive species are a problem. Subdivisions need to consider wildlife – habitat protection and design to reduce human-wildlife conflicts. Respond to climate change – wildfires, drought, flooding, etc. Reduce waste. More incentives for recycling. Promote brownfield clean-up and redevelopment. Make the economic case for businesses to adopt sustainable practices. Decrease impervious surfaces. | 49 |

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| Affordable Housing | Low wages can't keep up with cost of living and high housing costs. People need multiple jobs to be able to afford to live in Missoula. Renters can't afford to move into home ownership. Affordable housing units are in poor condition. Families are moving further out of town to find affordable homes to buy. There is a need for a variety of affordable housing types from high density multi-dwelling, medium density multi-dwelling, small lot development, etc. There is a long waiting list for subsidized housing. Land costs and the expense of developing in Missoula are barriers to building affordable housing. Seniors on fixed incomes can't keep up with rising housing expenses. | 46 |
| Growth Pressures – Sprawl | Plan for future population growth. The Growth Policy should identify areas for growth. How will growth interface with the rural areas in the county? Growth is straining existing infrastructure and services. Growth in the county puts pressure on city services. Adopt policies to discourage sprawl and leap frog development. Important to maintain the character of Missoula as the city grows. Don't subsidize growth; growth should pay for itself. Review annexation policies. Protected open space is an asset but limits where growth can go. | 39 |
| Funding | With limited funding it is important to set priorities for spending. There is not enough funding for arts, social service programs, major infrastructure projects, parks, etc. There is inadequate funding for maintenance of infrastructure and facilities. Inadequate funding for prevention programs. Need to look at alternative funding sources. Form partnerships to fund projects. Tax structure needs to be revised to provide more revenue streams – this would require the State legislature to act. Residential development should pay for itself. More efficient procurement policies. Need better budgeting by the City to be more cost effective. Taxes are increasing. County residents use City services but don't pay taxes to support. | 38 |
| Economy – Jobs | The area has lost manufacturing jobs and jobs in the wood product industry and these have been replaced with lower paying service jobs. There is a lack of prime job opportunities. There is a lot of "underemployment" with a skilled – educated workforce taking unskilled jobs to stay in the community. Need a more diverse economy to provide higher paying jobs. Need to retain young, educated work force in the community. Provide living wages. | 35 |
| Social Services & Education | The aging population will impact all facets of the community. There is a growing senior population that is creating more demand for aging services. There is a need for more support | 35 |

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| | services for families such as affordable, quality day-care and early childhood education. School enrollment is up and this also means more demand for special ed. and other school services. It is more common that students do not come from two parent homes or that the families are renting and are more transient. Consequently, kids have less stability at home. The demand for social services is increasing and it is important to address the root causes of this need. There is a need for more mental health services in general and a need for support services to help the prison population successfully transition back into the community. Coordinate with the University on workforce development. Agencies should do more outreach to let people know about their services. | |
| Business Development | Provide incentives to attract the type of industry the community needs to diversify the base economy. Attract more high tech and manufacturing businesses. Support entrepreneurship. Support small business development. Don't rely as much on retail and tourism jobs that don't pay well. Businesses need capital to grow. Agencies and City need to work together on economic development. Need a clear vision for the City. | 34 |
| Infrastructure | Need next generation broadband infrastructure to support businesses and high tech industries. Need to find a funding source for stormwater infrastructure. Infrastructure in established neighborhoods is aging and parts of it should be rebuilt. Need to find a long-term solution to maintain and upgrade infrastructure. Review annexation policies regarding extension of water and sewer. Properties should have to annex before they can connect. City infrastructure standards are higher than the Counties – this adds to cost of development. DEQ is reviewing proposed expansion of solid waste system. The water system is privately owned and has capacity for growth. Lack of infrastructure results in less developable land. | 29 |
| Community Character | Maintain community identify. Keep small town feel. Don't let big box- chain stores define the town. Don't become "anytown" USA. Keep Missoula unique. Promote good urban design. Improve City entryways – gateways to provide a sense of arrival. Maintain character of diverse neighborhoods. Balance design codes with cost of development. Maintain scenic views. Poor property maintenance of rental apartments diminishes overall quality of neighborhood. Design new developments to be compatible with surrounding area. | 28 |
| Development Review Process | The development processes and rules are complex. There are | 26 |

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| | unwritten rules for development. It is difficult to get consistent answers on code requirements. Building fees are too high. The development process takes too long and is costly. The recent reorganization between the City and County has improved the process but more work needs to be done. The City should help businesses/ developers to navigate the rules. The City should build better relationships with the development community. Work with the development community on better processes to get affordable housing. | |
| Homelessness – Poverty | Homelessness and economic disparity are issues in the community. This population lacks support services such as mental health and addiction services. Should focus on prevention to keep people from becoming homeless but there is no funding for this. There is a need for more temporary transitional housing. Homeless/transient camps are a problem. Homeless population is not just downtown. There are higher rates of poverty among younger and older population segments. | 26 |
| Neighborhood Opposition | There has been neighborhood opposition to multi-dwelling development and affordable housing development. Neighbors are concerned that higher density in-fill development will change the character of the neighborhood. Identify examples of high quality high density multi-dwelling designs and use these to address fears. The City should educate the neighbors on the development review process and do a better job of education and outreach to address concerns. People are opposed to growth but growth will happen. They need to understand how to manage change. There is negativism and lack of trust in government by some residents. There are so many diverse views there is no clear vision for the community. The media plays up conflict and makes it more difficult to address issues. | 25 |
| Health & Wellness | There is a need to provide more services for older adults ranging from Alzheimer care/prevention to keeping older adults engaged in the community. Increase awareness of geriatric needs and end of life issues. Promote physical activity and active lifestyles. Incorporate healthy design features into new development. There is a need for more mental health and addiction services. Focus on prevention for health problems. Provide more access to local foods and fresh produce. Support community gardens. Design housing and facilities for people with disabilities. | 23 |
| Parks & Open Space | There is a need for more park land to keep up with growth. It | 22 |

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| | is expensive to acquire land. In-fill development puts pressure on urban parks. With higher density development there is a need to expand urban parks or find places to create new parks. There should be a sustainable long-term revenue source for parks. Increase awareness about the benefits of parks, recreation and open space. There should be a long-term vision for parks. Open space in, and around, the city is an important part of the park system. Coordinate with the County and public land agencies to develop a cohesive system of parks and open space. There is a need for more indoor space for gathering, events, and performing arts. Preserve and improve access to the river. | |
| Housing - Neighborhood Design | Design new housing and public facilities for aging population and people with disabilities. Housing design should incorporate features for "visitability" and "staying in place" for the senior population. Incentivize "green building". Trend towards more energy efficient housing. There is a demand for "micro-apartments". Promote "safe" designs that promote public safety. Require amenities and design features that promote "healthy lifestyles". There is a need for a diversity of housing types in the same neighborhoods to accommodate different household sizes and encourage multi-generational neighborhoods. Plan for more people working at home – telecommuting. Allow community gardens in neighborhoods. In-fill development should be compatible with the existing neighborhood and should not create over-crowding. | 21 |
| Public Safety, Disaster Preparedness & Emergency Services | Some neighborhoods lack adequate access for emergency response and evacuation. Narrow streets are a challenge for fire equipment to access new subdivisions. Issues with development in the Wildland-Urban Interface (WUI) include difficulty with emergency response due to terrain and plans for evacuation. Wildfires are becoming more frequent. New development may adopt fire safe construction standards but these are generally not maintained by homeowners. There is development in the county that does not go through a subdivision review process and fire safe standards are voluntarily adopted. Due to mutual aid agreements, there is a cost to the City to provide services in unincorporated areas. Congestion on Reserve Street is a challenge for emergency | 19 |

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| | responders. More hazardous materials are moving through town on the railways and Interstate. Need training for first responders to deal with a spill. A major spill would be a challenge. Other hazards include flooding due to ice jams and avalanches. | |
| Bikes- Pedestrians – Trails | There are still gaps in the bikeway and sidewalk system that should be addressed. Sidewalks near schools are a priority. Trails and open space are so popular some are becoming overcrowded. The public should understand the cost of building and maintaining a trail & open space system and should be supportive. (i.e. bond issues) Businesses are supportive of the trails. Urban design standards should accommodate pedestrians. Design trails for safety. Cyclist education is needed to promote safety. Design sidewalks and trails to be accessible for people with disabilities. There are frequent bicycle-auto conflicts. Maintenance of sidewalks/trails in the winter is an issue. | 18 |
| Crime | The City will have to increase law enforcement capacity as the city grows. The jail is at capacity. There are higher crime rates in public housing. There is a perceived public safety issue in downtown because of panhandlers and the visible homeless population. There have been incidents of violence in homeless camps. There has been an increase in crime from workers that are in transit to the oil fields in North Dakota. Require proper lighting as a deterrent to crime. Police Dept. will be stretched thin as the city grows and crime increases. | 18 |
| Housing Demand | There is insufficient land zoned for multi-dwelling. The City should be pro-active in zoning for multi-dwelling and not wait for proposals. We need to be strategic and identify the land most suitable for higher density. Missoula has a higher number of renters than other communities and there is a demand for garden style apartments. There is resistance for families to live in attached single-family (townhouse) units. It is hard to get financing for mixed-use projects and higher density condominium projects. There is a segment of the population that would like micro- apartments in the downtown area. The cost to develop multi-dwelling downtown is higher than the market will bear so it may be necessary to subsidize | 15 |

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| | downtown housing. | |
| Coordination Between Agencies | City and County should work together to address growth challenges and coordinate on providing services in unincorporated areas adjacent to city. More public-private partnerships are needed – especially with funding challenges. Partner with the University of Montana on community issues. Coordinate with the County Growth Policy process and identify where City/County goals align. The arts community should come together and speak with one voice. Form more partnerships with other non-profits and faith based communities to provide social services. Partner with other urban centers to lobby more effectively in the legislature. Residents of Missoula are potential partners and should be consulted and involved in decisions. Volunteers can bring valuable skills. | 15 |

Appendix D

# City of Missoula

# ASSETS MAPPING

February, 2015

# City of Missoula | Assets Mapping

## Project Partners

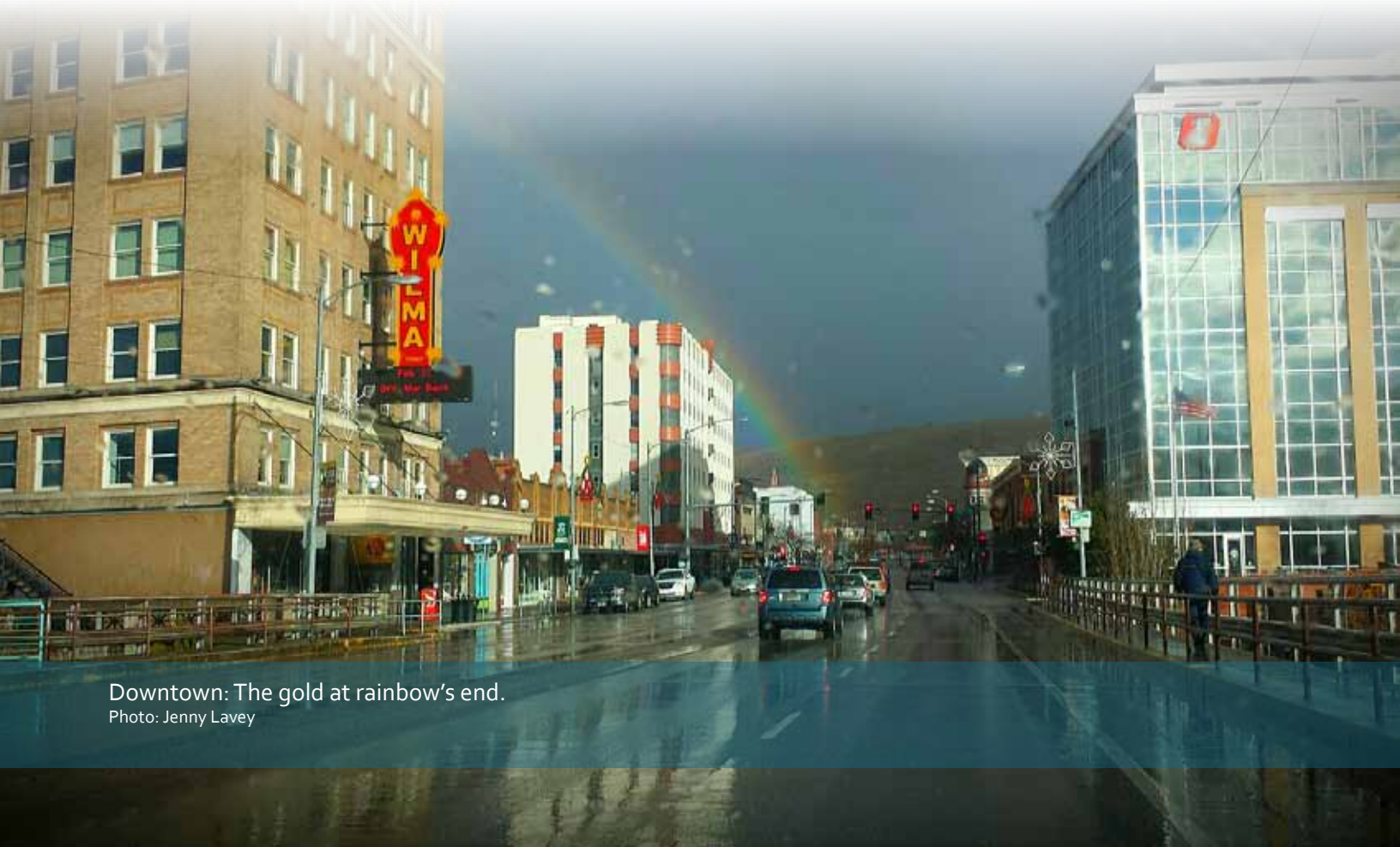
Sonoran Institute
City of Missoula
Community Builders initiative

In support of OUR MISSOULA

Cover Photo: John Wolverton
Left: Aaron Wilson

# Contents


4 — Executive Summary
5 — Introduction & Overview
9 — The Assets Mapping Process
12 — Missoula's Asset Maps
22 — Observations
26 — Recommendations
28 — Appendix A
39 — Appendix B
42 — Appendix C
42 — Appendix D

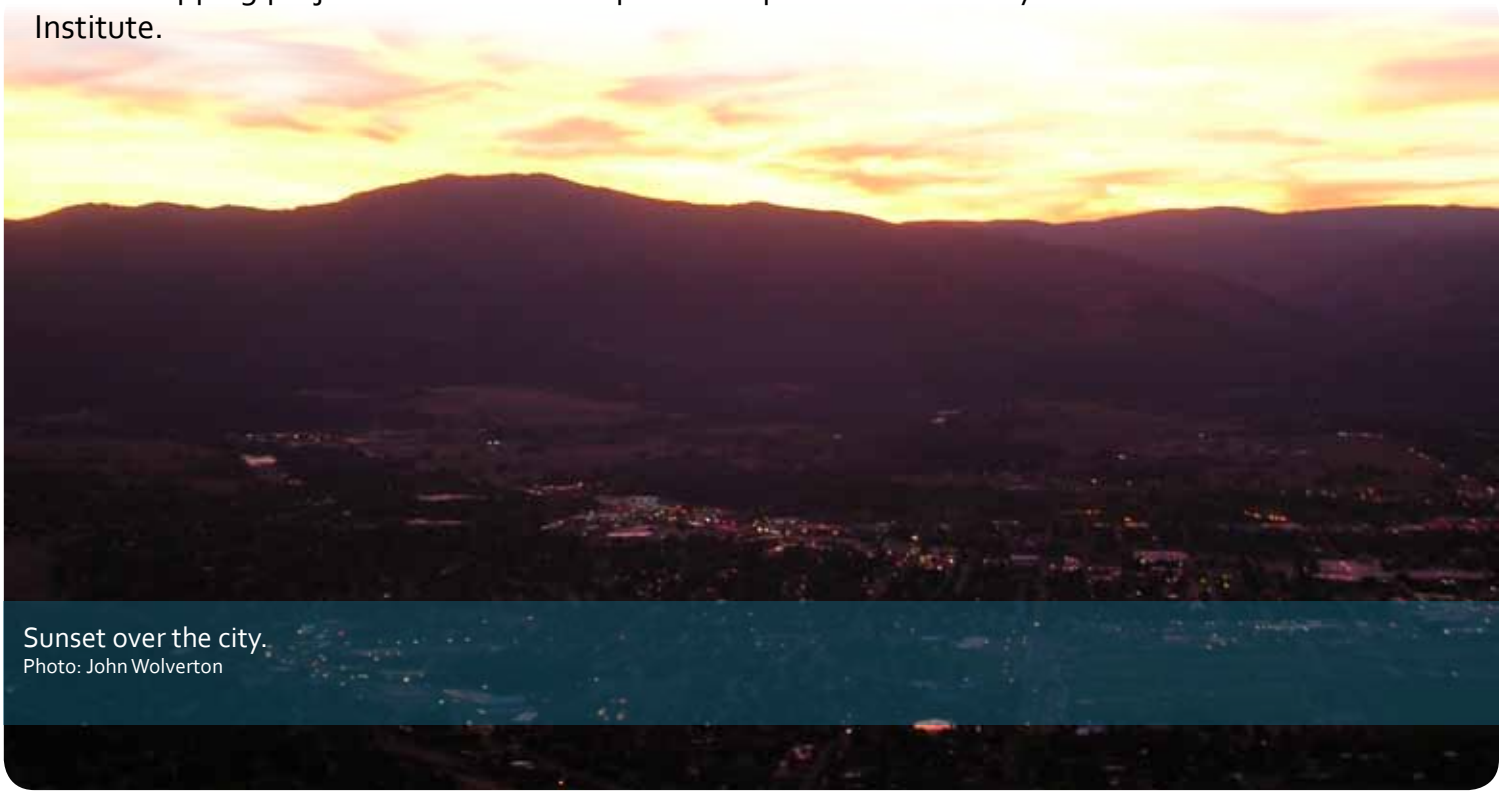

Downtown: The gold at rainbow's end.
Photo: Jenny Lavey

# Executive Summary

**Assets mapping** uses public engagement to identify the physical spaces and places people treasure about their community. Through community conversations, mapping exercises and online engagement tools, citizens are asked to provide location-specific information about the areas of their community they believe are an asset. Missoulians engaged in this project during the autumn of 2014, and their input was used to create several maps depicting the location of community assets. In addition to maps depicting the community's assets, a map depicting some of the city's challenges was also prepared. Overall, eight maps were produced for this project. These maps depict:

1) Natural Resource Assets
2) Recreational Assets
3) Economic Assets
4) Neighborhood, Cultural and Historical Assets
5) Transportation and Mobility Assets
6) Assets Identified by Elementary-Age Students
7) Composite Assets map
8) Community Challenges

This report contains a summary of the project, descriptions and depictions of each of the produced maps, and a series of observations and recommendations related to each map. The Missoula assets mapping project is the result of a partnership between the City of Missoula and the Sonoran Institute.



Sunset over the city.
Photo: John Wolverton

# Introduction & Overview

## About this Report

**In 2014, the City of Missoula,** Montana began a community discussion to update its growth policy - the visionary document charting the course for the next 20 years of growth and development. Through previous public engagement initiatives, the City identified "focus inward" as the unifying land use and development theme around which the growth policy update would center. The focus inward theme acknowledges the value of sensible and smart town-centered growth, balanced by the support and input of residents.

The focus inward theme is embodied in the "Our Missoula" initiative, which sets forth the City's overall strategy for the growth policy update and describes key benchmarks along the way. Through the Our Missoula initiative, the city is conducting a series of activities to engage and educate stakeholders about the growth policy effort.

This report describes one of the activities conducted in support of the Our Missoula initiative, called Assets Mapping.

The Assets Mapping project is the result of a collaborative effort between the City of Missoula, its residents, and the Sonoran Institute, through its Community Builders initiative. Project funding was provided by the Sonoran Institute, through the generous gift of a private foundation. Staff from the Sonoran Institute's Bozeman office were responsible for managing the project.

The report provides an overview of the goals, process, outcomes and recommended next steps for Assets Mapping.

Through its Community Builders initiative, the Sonoran Institute provides communities across the Rocky Mountain West with tools, assistance, and resources to become stronger, more prosperous places through community and economic development activities. Community Builders offers technical assistance, research and training to communities in this region looking to generate real, on-the-ground progress.

The Sonoran Institute inspires and enables community decisions and public policies that respect the land and people of western North America. More information about the Sonoran Institute can be found at:
www.sonoraninstitute.org
and more information about Community Builders can be found at:
www.communitybuilders.net.

McCormick Park is treasured by residents.
Photo: John Wolverton

# What is Assets Mapping?

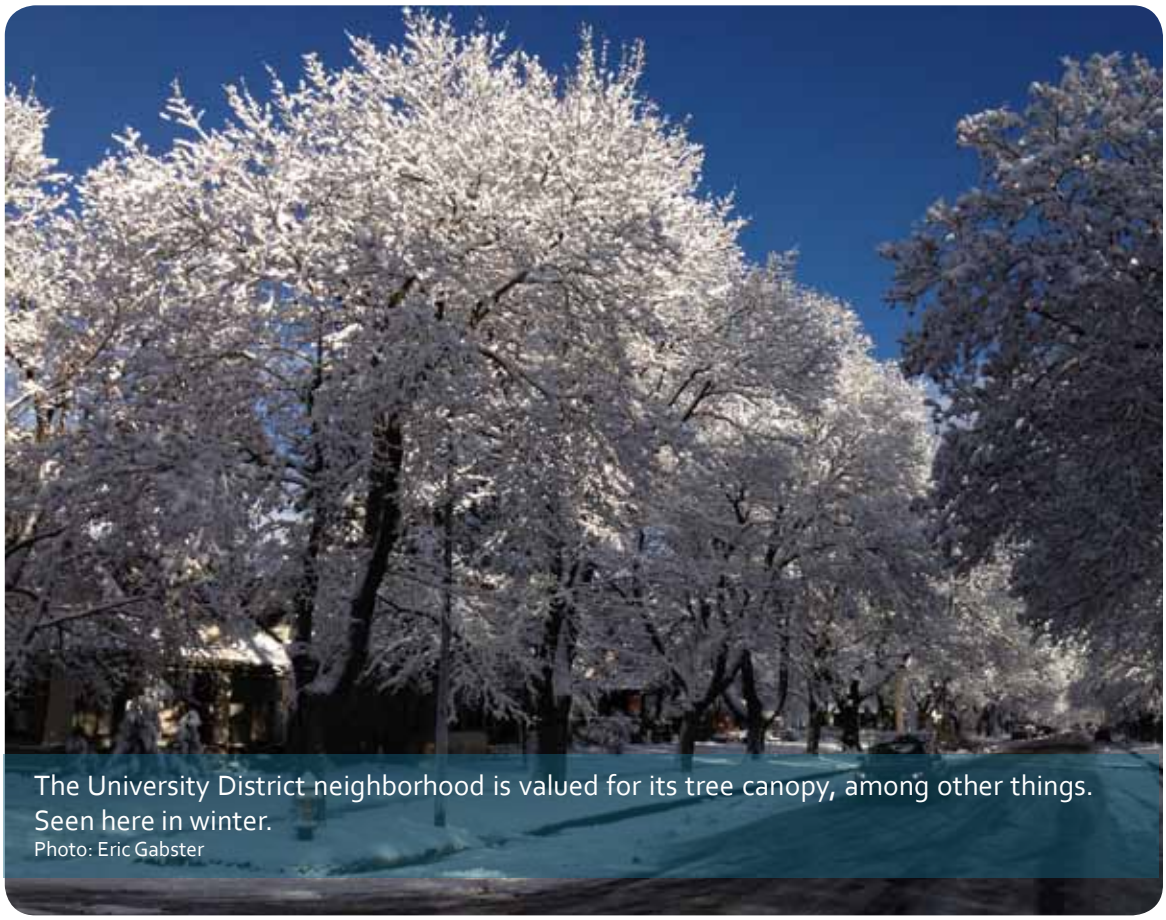
**Assets Mapping** is a values-based approach to community engagement that uses citizen input to identify, discuss, and visualize assets within the community. The principal output from Assets Mapping is a map, or series of maps, that depict the location of physical assets within a defined region. By showing accumulated individual assets on a single map, a "heat map" emerges, depicting areas of the city where assets exist in close proximity, where they overlap, or where they are absent or scarce.

The resulting map is a unique tool for citizens and elected officials to reference for understanding areas of the community that could be: maintained, due to the richness or concentration of local assets; enhanced, due to the presence of some assets; or renewed, due to the scarcity assets. The map also provides a unique perspective into potential linkages between areas, helping to identify ways to connect areas of the community with many assets, and areas with fewer assets, or to connect two different assets together, synergizing them.

Identifying community strengths – assets – is an important element of modern economic development practice. Communities who work to identify and build off their unique assets can create more distinctive and authentic places that are attractive to residents and an increasingly mobile workforce.

Assets mapping may also provide a window into the physical challenges residents believe their community faces. During this project, residents were asked to discuss the challenges they think Missoula faces in addition to identifying its assets.

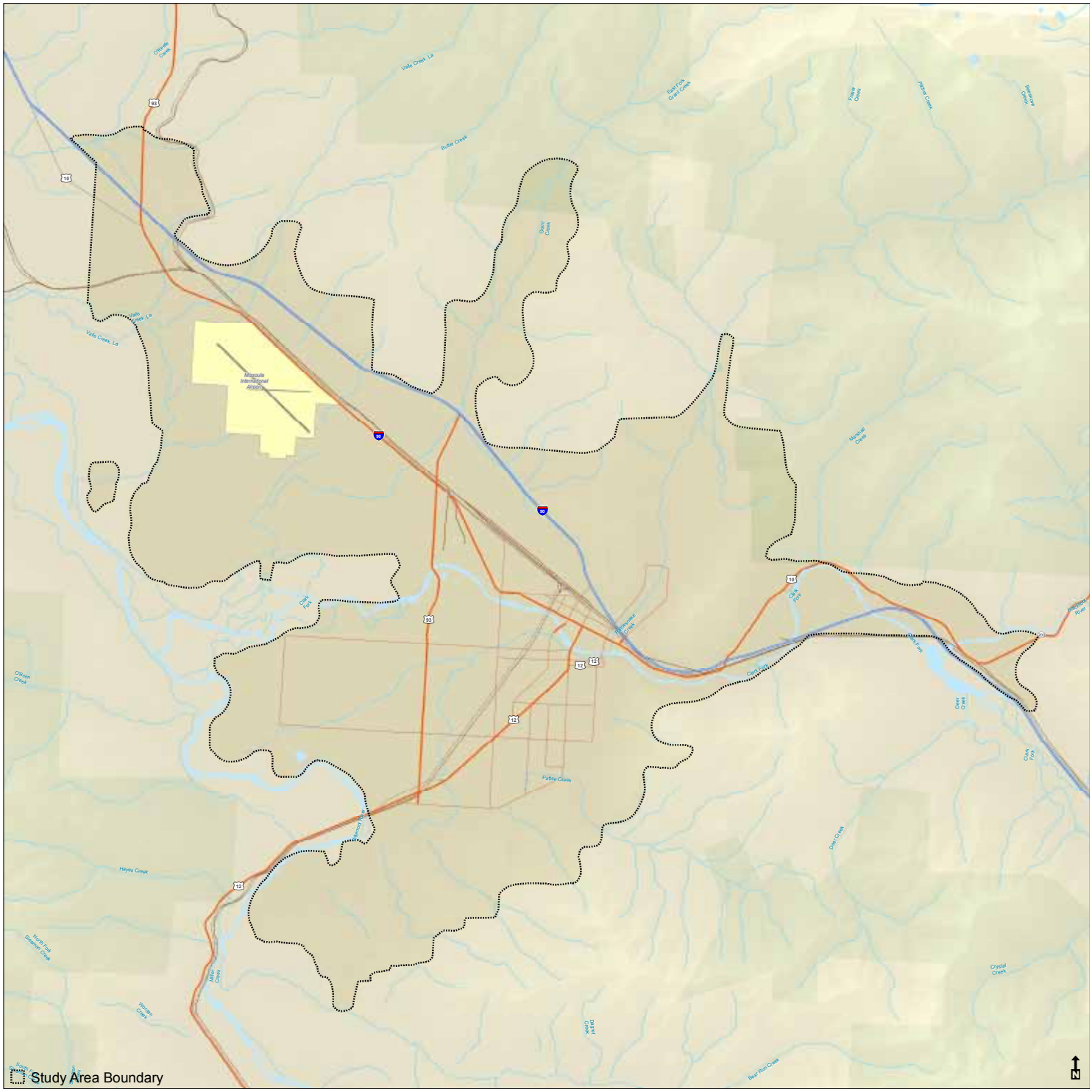
Ultimately, the resulting city-wide maps and report from the Assets Mapping project complement the input and comments heard in related Our Missoula activities, such as listening sessions and focus groups. Together, this information will be used to inform growth policy focus groups and local government officials, who will take the next steps in developing a land use policy for Missoula.



The University District neighborhood is valued for its tree canopy, among other things. Seen here in winter.
Photo: Eric Gabster

# Study Area

**The study area** for this project consisted of the city's urban services boundary. The urban service boundary is the area of land served by the city's services including wastewater. The boundary includes all of the incorporated city limits and extends in some areas into parts of the unincorporated county.



# Project Goals

**The purpose** of the Assets Mapping project is to inform the Our Missoula initiative, helping local leaders assess future land uses, and consider priority investment areas for growth. To meet this goal, the project (1) engaged community members in a series of discussions about the city's assets and challenges, (2) produced a series of maps depicting those assets and challenges, and (3) resulted in this report containing findings and recommendations that help city officials advance projects and policies that support livability goals.

The project included four core activities:

1. Review Relevant Documentation. Examine existing documents (plans, visions, policy statements) to identify elements of the built environment already considered assets and challenges, and inventory assets and challenges. See appendix A for documents review and associated inventory.

2. Engage Public and Identify Assets. Hold three to four outreach events to elicit public feedback regarding the City's physical assets.

3. Collect Data and Produce Maps. Gather relevant spatial information related to the city's physical assets and challenges. As a result, two maps – one for assets and one for challenges – will be created. Addition thematic maps will be created, where the data supports it, grouping similar data into like categories to reveal themes.

4. Develop Final Report. Develop a project report detailing outreach events, process and results. Organize assets into a strategy report that clearly outlines recommendations as a menu of tactics that could be applied to each asset area to improve its condition.

Bancroft Duckpond, a compact urban open space that many enjoy.
Photo: Casey Wilson

# Project Team

A Project Team composed of City staff, Sonoran Institute staff and staff from Applied Communications, the City's public outreach contractor, formed in order to coordinate activities, oversee the project and provide a thorough public engagement process. A technical advisory team also formed consisting of City staff and Sonoran staff who were responsible for gathering, analyzing and presenting spatial data associated with the assets and challenges identified by citizens.

# The Assets Mapping Process

**Asset maps** are built by following three basic steps:

1. Conduct community outreach and engagement.
2. Assess and gather spatial data.
3. Organize and depict spatial data in maps.

The following sections describe each of these three steps in more detail.

## Community Outreach

**Public participation and engagement** is the foundation for a successful assets mapping project. The input provided by citizens constitutes the entire library of information the project team uses to populate the maps. Without citizen input, there could be no Assets Maps.

In order to understand what citizens believe are Missoula's assets and challenges, the Project Team focused on public engagement activities and outreach. The project included a wide variety of organized activities and events to ensure that the broadest range of interests had a seat at the table. Community outreach activities for this project included:

- **Public meetings**. The Project Team organized two public meetings held in October, 2014. The public meetings were widely publicized, including newspaper inserts, radio announcements, and a broadcast on Missoula Community Access Television. The meetings were open to the public. During the meetings, participants learned about the project via a short presentation, then organized into small, facilitated break-out groups to convey their thoughts about the city's assets and challenges.

- **Open houses.** Four drop-in open houses were organized to provide an opportunity for people to learn about the project and contribute their thoughts. Three open houses were conducted in October 2014, during the same period that the public meetings were held. These open houses displayed posters explaining the project and solicited public input. The fourth open house was conducted in November, after the initial set of draft maps were created, and included scheduled presentations throughout the day for people to learn about and contribute to the project.

- **Online survey.** Two online surveys were developed for people to contribute their thoughts electronically. One survey was developed for an adult population and the other was targeted to elementary-aged school children. A copy of the raw data for both survey tools is contained in Appendix C (under separate cover).

- **Photo Voice.** Photo Voice is an electronic tool by which participants upload images and text to depict the physical nature of an asset or challenge. Missoulians submitted dozens of images for both assets and challenges, which are in Appendix D (under separate cover).

- **Attendance at public events.** Project staff attended two unrelated public events to engage citizens in the project. One included staffing a booth at the Saturday farmers market, and the other was coinciding a previously scheduled open house with First Friday activities, which drew substantial interest.

In addition to these public events, the Project Team also reviewed existing planning and policy documents prepared by the city during previous planning efforts. The results of this review informed the identification of assets and challenges for this project. The Project Team's analysis of previous planning and policy document review is included as Appendix A.

## Gather Data

**All the input** received during the public engagement activities is analyzed. Since the overt purpose of this project is to produce a series of maps, each item of input received has to be assessed for its 'mapability' – whether or not it is a physical place that can be shown on a map. Ultimately, the input is categorized in one of two ways: Input that can be mapped, and input that cannot be mapped.

This distinction is important. While people contributed a significant amount of input, much of it related to things that could not be mapped. For example, several participants communicated that the vibrancy of downtown Missoula is an asset. While downtown vibrancy is indeed valued, it is not something that in and of itself occupies a physical space. For this reason, vibrancy – and the many other contributions similar to it – was not mapped. On the other hand, the airport, also cited as an asset, can be mapped – it occupies a physical space in the community. For a complete list of all the input received please see Appendix C (under separate cover).

Caras Park serves as a cultural and recreation anchor for downtown
Photo: Aaron Wilson

be mapped is a part of this report, and is made available to city staff. While some of this input could not be shown on a map, the analysis in this report takes into account the context and sentiments contained in that non-mappable input. Further, that information will be reviewed by city officials along with the comments and input heard during other Our Missoula activities, like focus groups and listening sessions.

During the analysis of the input received, it became clear that the input pertaining to assets could be organized into several overarching themes. Five themes emerged:

- Transportation & Mobility
- Recreation
- Natural Resources
- Economic Health
- Neighborhoods, Culture & History

Thematic organization of this information is useful, for two reasons. One is that there are some assets that are valued for more than one reason. For example, people value the Clark Fork River for the recreation it provides. It also provides wildlife habitat and is tied to the city's culture and history. For this reason, the Clark Fork – and many other assets – appears in several themes.

The other is that each thematic map can be overlaid, resulting in a composite map. The composite map reveals areas of the city with highest and lowest asset densities.

In addition to the thematic maps, the Project Team created a special map based solely off the information provided by our elementary-age school participants.

# Create Asset Maps

**Once the public input** was analyzed and the mappable input sorted, the Technical Team began to assemble digital information representing that data to create maps. The maps were assembled using Geographic Information Systems (GIS) software.

GIS datasets for Missoula's assets and challenges maps were largely pulled from data managed by six City of Missoula agencies: the City of Missoula GIS Section, Development Services Transportation and Planning Sections, Parks and Recreation Department, City-County Health Department, and Missoula Redevelopment Agency. Some natural resources data were also gleaned from the on-line data portals of Montana Fish Wildlife and Parks, the Natural Resource Conservation Service, and the Montana Natural Heritage Program.

For this mapping project additional datasets were created and digitized by Development Services Planning staff. Much of the digitized data were points or parcels mapping a specific business, place or type of place (e.g. Museums) that was mentioned as an asset or challenge. Another portion of the digitized data required interpretation to represent the named asset or challenge. These were digitized as large generalized areas. "Mixed Use Neighborhoods" of which they are few and "sprawl by airport" are two examples. A detailed list of all the data that went into the creation of each map can be found in Appendix B.

To provide residents an opportunity to view the final asset maps, the Project Team organized a public open house, which was held in April, 2015.

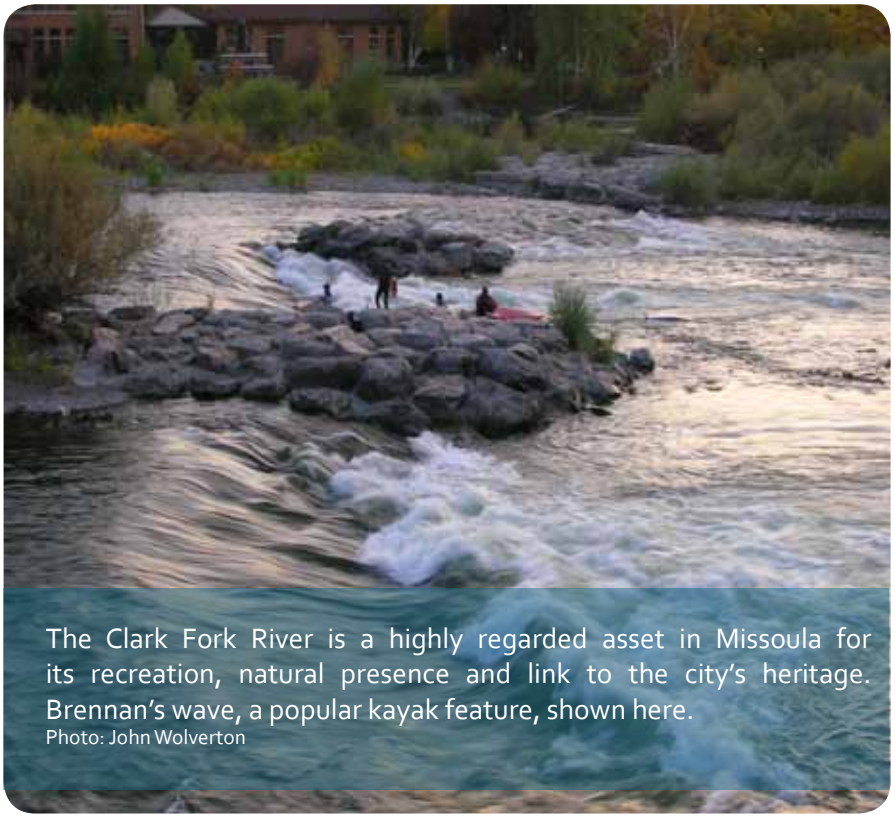
# Missoula's Asset Maps

**In total, eight maps were produced.** One map depicts the city's physical challenges. Five maps depict each of the five asset themes that emerged, and one map depicts the composite of all thematic maps. One final map depicts the input from elementary age students. This section provides an overview of each map, including a brief description of what each map depicts and discussion of the input that went into each map's creation.

## Composite Assets Map

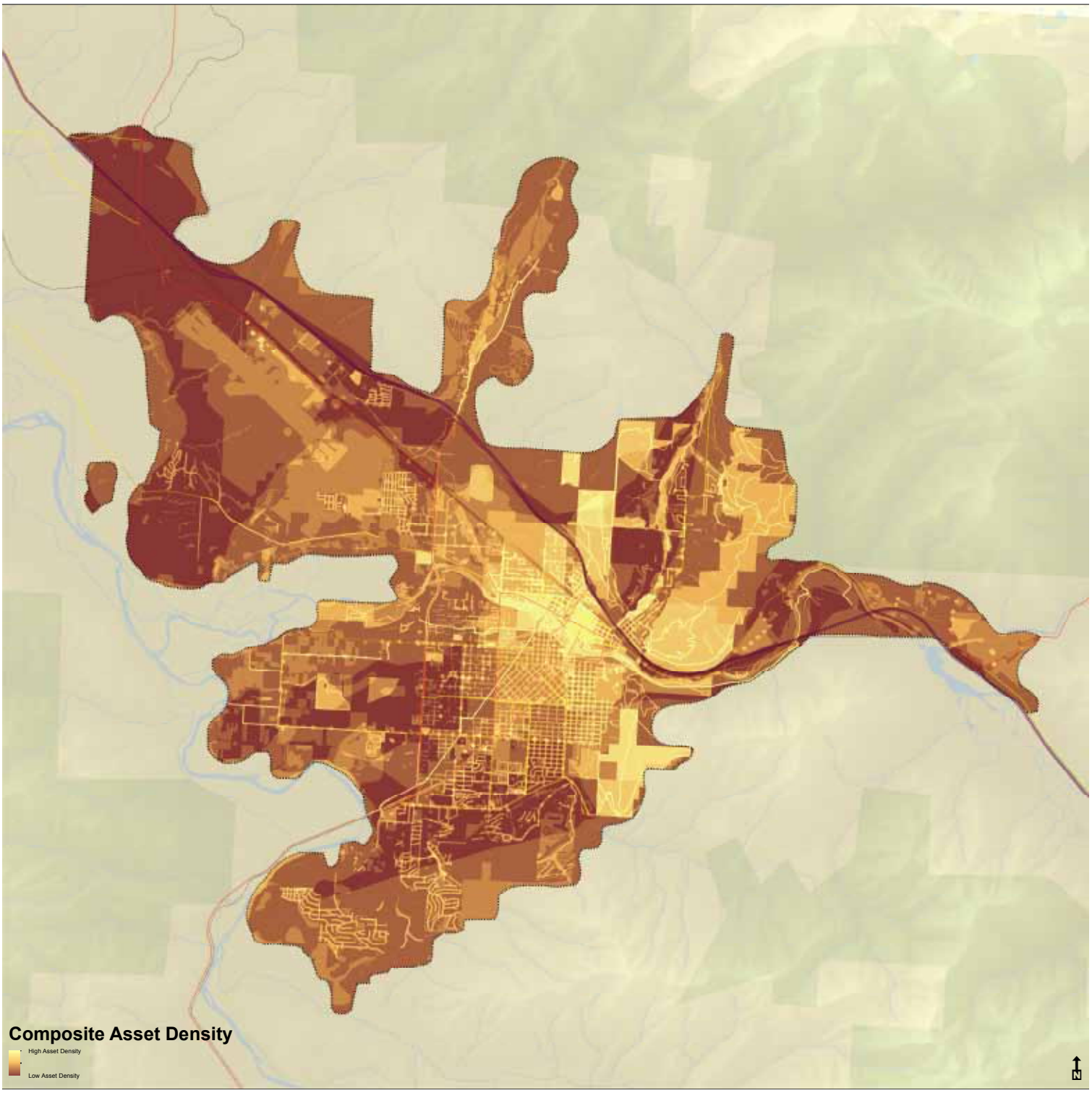
**The composite map** brings together the individual thematic maps, overlapping them one-by one, to show areas where multiple assets exist in proximity, overlap, or are scarce. Consequently, the composite map can be thought of as a "heat map", with darker areas representing places within the city where there is a high concentration of assets, and lighter areas of the map representing places with fewer assets. A few things stand out:

- Downtown is home to the highest concentration of assets within the city. Given participant's input, and likely citizens' instinctive understanding of Missoula, this hardly comes as a surprise. Downtown is the city's economic and cultural hub. It is the city's transportation epicenter. Downtown is the city's original settlement and has many historic and distinctive buildings.
- Areas to the south and west have fewest assets depicted. These areas are mostly single use and were developed after the original town site was platted. They are relatively lower density than other areas of the city, and do not contain many natural resources. These areas are opportunities for renewal.
- The viewsheds and recreation offered by mountains to the east and north of the city are highly valued. They reflect the community's interest in a healthy environment and the close connection between the built place and the natural setting. These areas are the gateways to great outdoor experiences and in that way transitional linkages that connect Missoula assets.



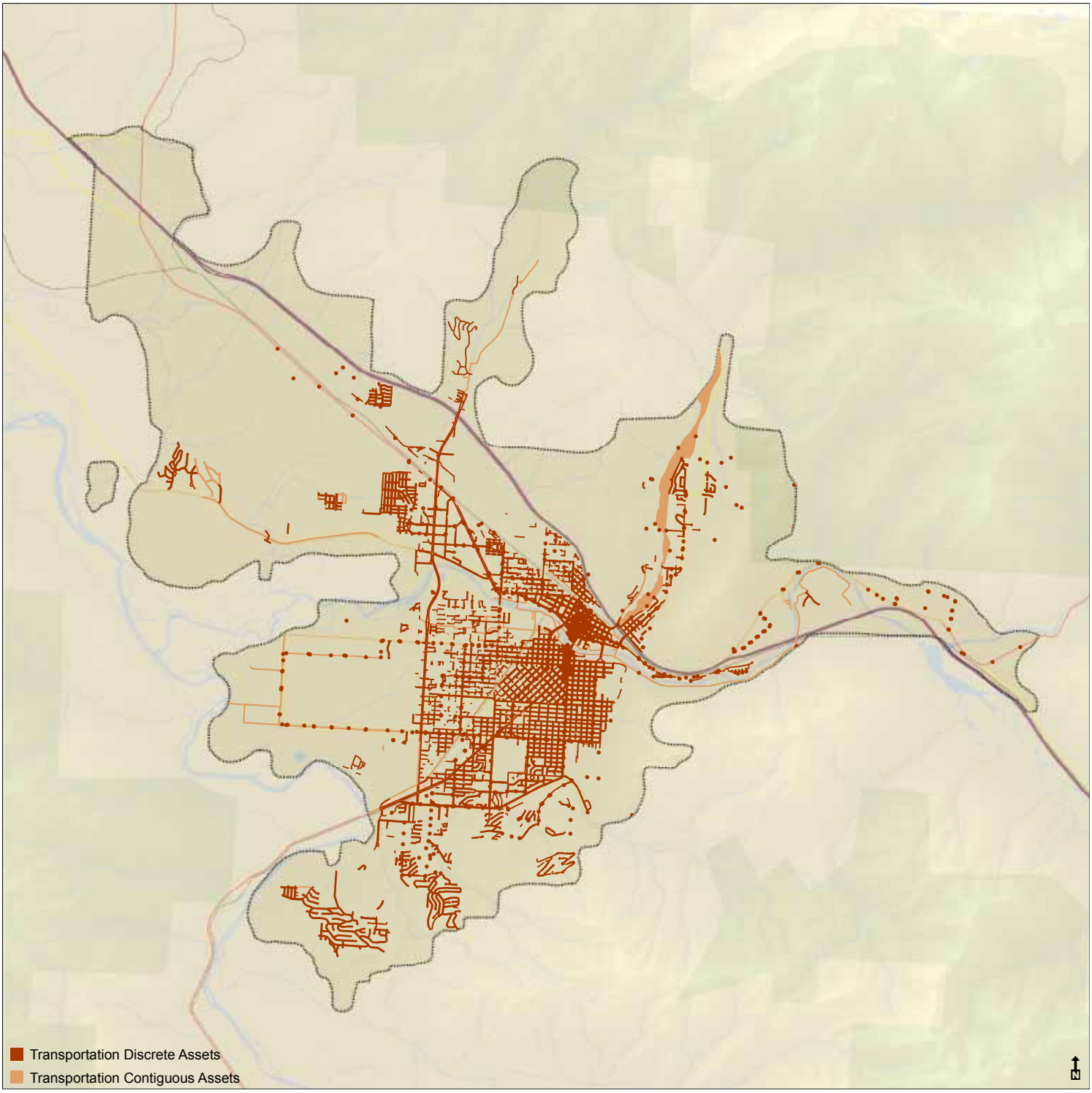
The Clark Fork River is a highly regarded asset in Missoula for its recreation, natural presence and link to the city's heritage. Brennan's wave, a popular kayak feature, shown here.
Photo: John Wolverton

# Composite Assets Map



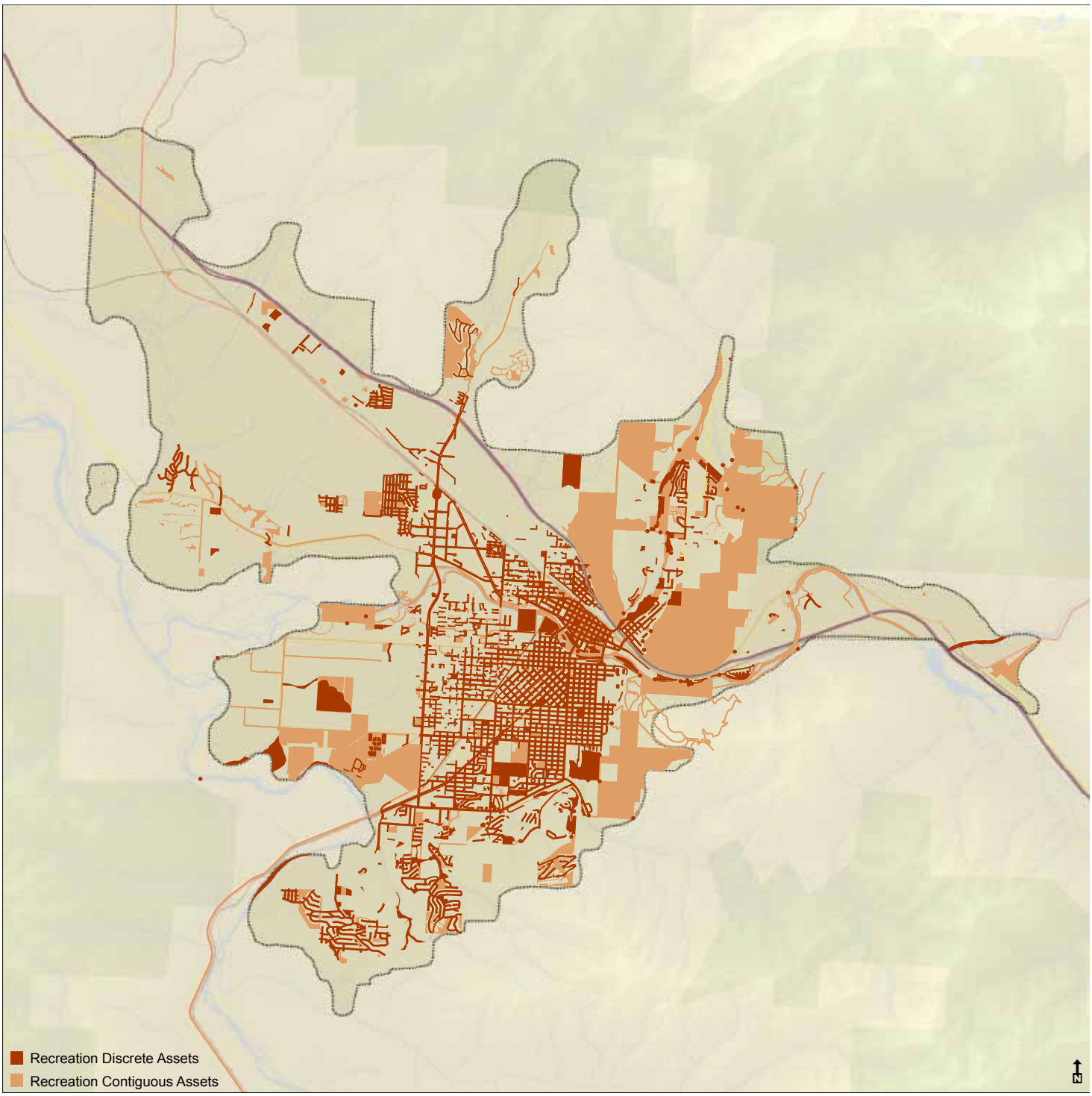
# Transportation & Mobility Theme

**Missoulians value their** transportation system for the options it provides them – whether it's the ability to navigate the city via automobile, by taking public transit, or by biking or walking. Consequently, the Transportation & Mobility map depicts features associated with these values. Prominent features associated with this theme include sidewalks, transit stops, and bike infrastructure.



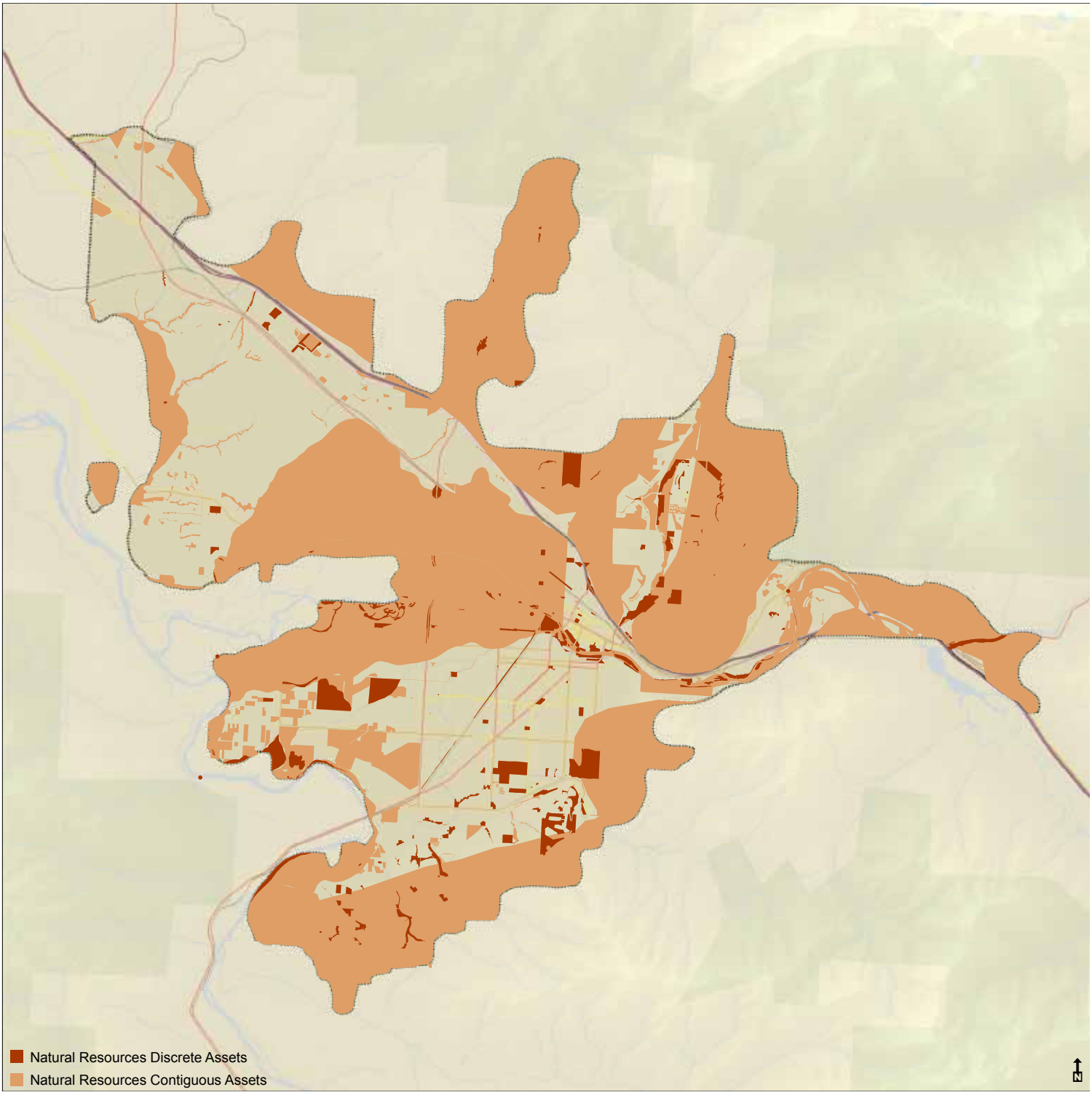
# Recreation Theme

**Recreational assets** are tied to both the ability to have a place to play (parks and open space) and enjoying oneself while getting there (non-motorized facilities). Therefore, this map features two elements most prominently: Parks/Open space, and non-motorized transportation infrastructure like bike lanes and sidewalks. Participants also clearly communicated their appreciation for nearby recreational amenities such as the Rattlesnake Wilderness and Snowbowl Ski area, though these lay outside the study area.



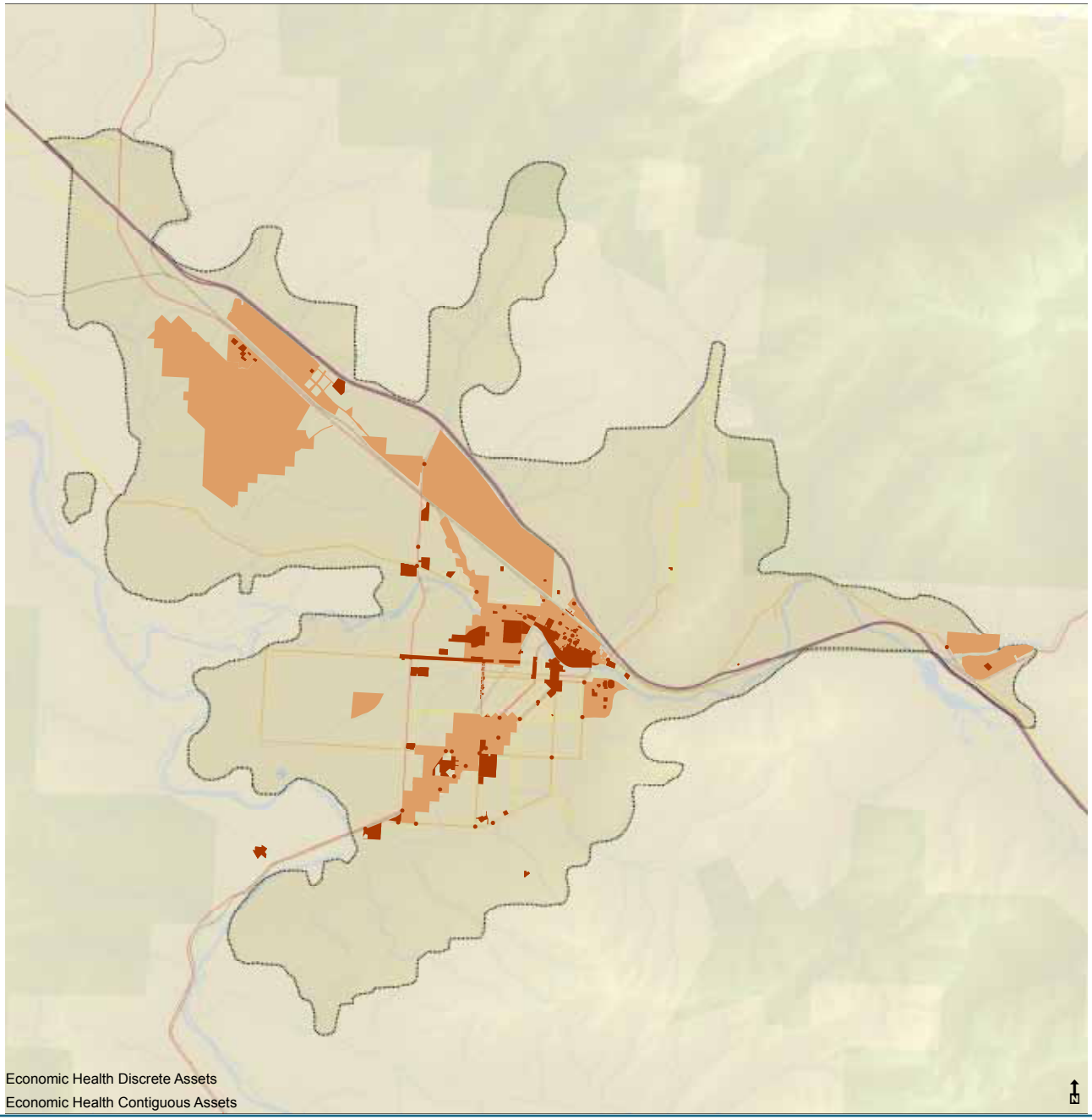
# Natural Resources Theme

**Participants value access** to and protection of the natural amenities in and around Missoula. Natural resources in Missoula fall generally into three categories: water, backstopped mainly by the Clark Fork River; green spaces like protected open lands, parks, and urban forest; and the less tangible wildlife habitat and agricultural soils.



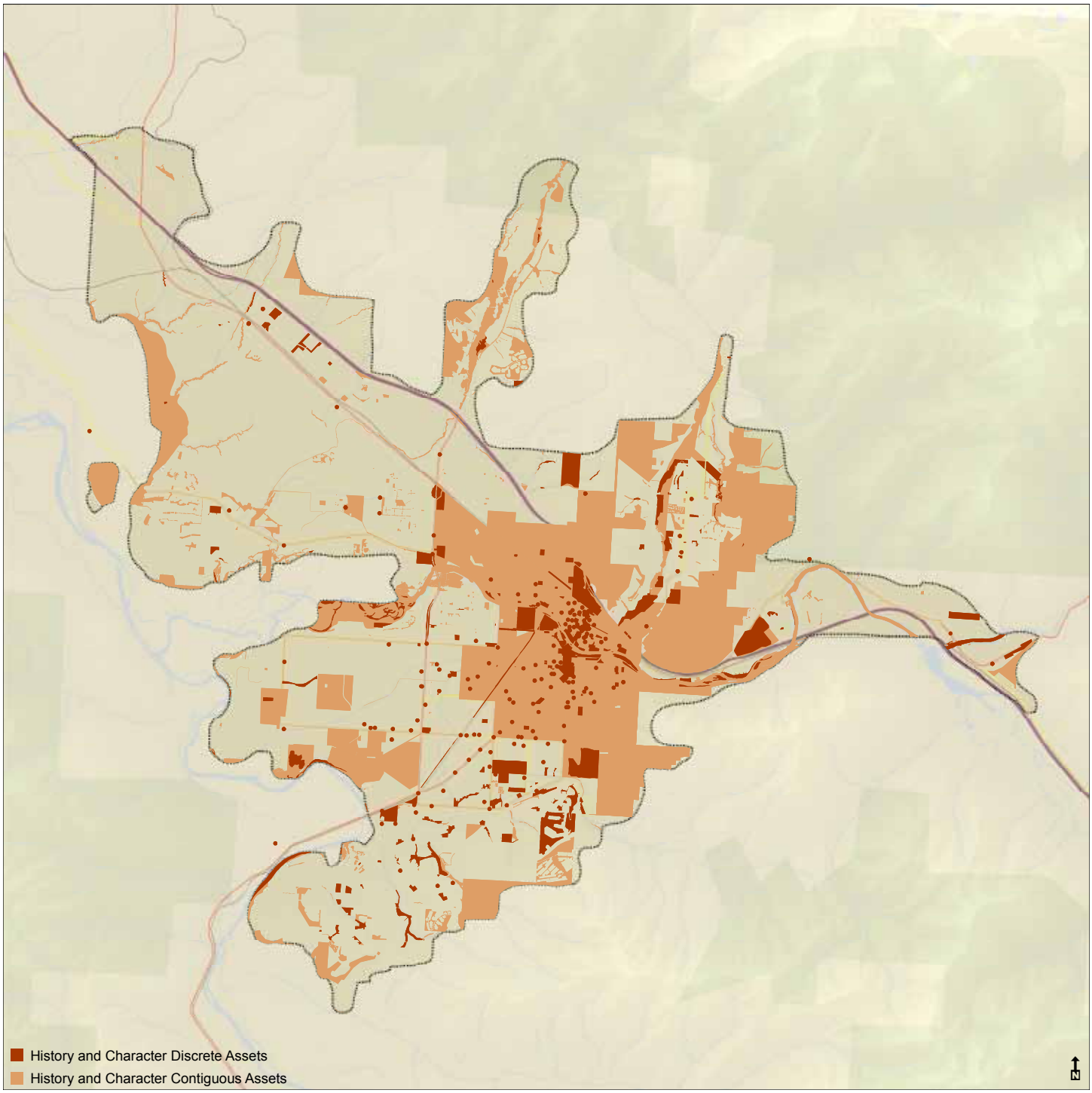
# Economic Health Theme

**The economic well-being** of the city and its citizens was a significant focus of conversation. Downtown and the businesses that anchor downtown are seen as contributing significant economic advantage to the city, for two reasons. One, many of the establishments are locally owned, which participants feel adds resiliency to the economy. And two, because those establishments, along with the arts and the culture they support, contribute to a unique downtown "vibe", which is not replicated anywhere else in town and results in a very original, human-scaled place. Participants also feel strongly that the city's historic, mixed-use neighborhoods contribute to the city's economic health, even as they recognize that homeownership in these areas is increasingly unattainable for first-time buyers. The areas around the airport, University, and Brooks Street - anchored by Southgate Mall - are all valued for their contributions to the city's economy. Finally, participants are impressed with the economic activity occurring in the east, particularly around Bonner, which lies outside city limits.



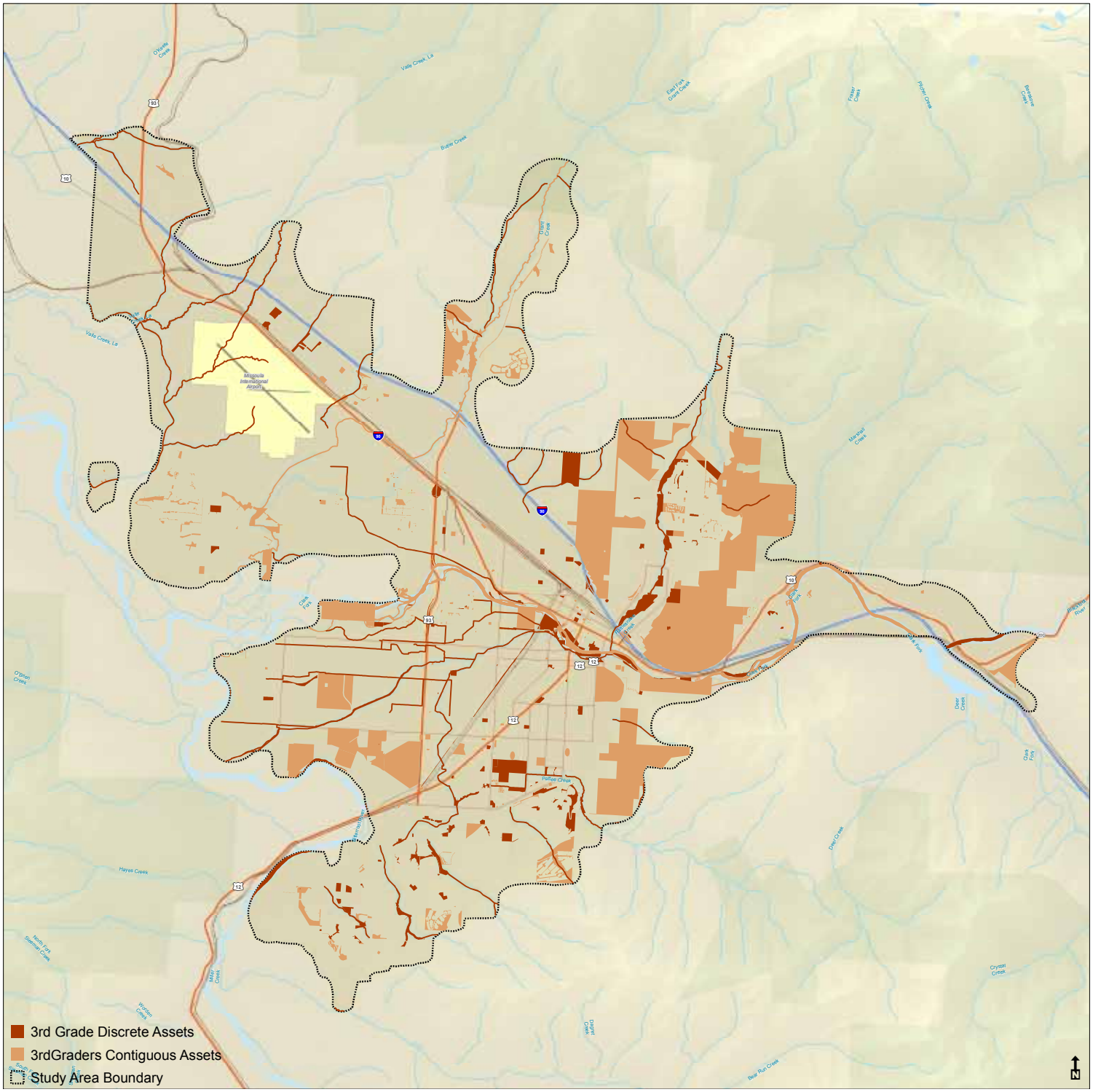
# Neighborhoods, Culture & History Theme

**Missoula has a rich** and storied history, and that history is clearly valued by residents for the mark it has left on the shape and character of their city. This is evident through the appreciation participants expressed for the city's historic development patterns – the slant neighborhoods, bungalow and craftsman style residential architecture, architecturally diverse buildings in downtown – and for how arts and cultural institutions are weaved into those patterns. This map depicts chiefly the locations of historic neighborhoods and elements that define the city's heritage such as older buildings, the river and parks.



# Elementary Assets Map

**65 third-graders** from Missoula public schools participated in this project by completing an online survey, which asked them about the places and spaces they like, and don't like, within Missoula. It's not often that we get to truly view our environment through the eyes of young people, and in that regard their input is very revealing. By and large their worldview is framed by recreation. Where are the places one can play, ride a bike, and get wet? These take prominence on the map. For the full unabridged comment**s,** see Appendix C (under separate cover).



# Challenges Map

**Communities identify** and address their challenges to become more prosperous and livable places. Missoulians recognize that the city faces a range of challenges, and understand that addressing them relies on a mix of time, resources and leadership. When presented with the opportunity to describe the city's challenges, participants input runs the gamut from the economy, transportation, environment, leadership and more.

From a substantive point of view, the nature of the input provided could, like the maps for community assets, be grouped together into themes. However, many of the issues people communicated to the Project Team simply cannot not be mapped, for a few different reasons.

One is due to an *absence*. For example, participants stated the absence of a dedicated trail connection between Reserve Street and the YMCA challenges their ability to safely ride bikes between the two. There are likely several routes between the two that could be developed to serve this purpose, but depicting them on a map is speculative and beyond the scope of this project.

Another is due to *desire*. Working from the example presented above, participants simply desire more bike and pedestrian friendly infrastructure in the city. There are many locations throughout the city where new bicycle infrastructure could be built, but without a specific accounting of these locations any depiction on these maps would be speculative. Challenges that represent a desire for more assets in the absence of specific examples were not mapped.

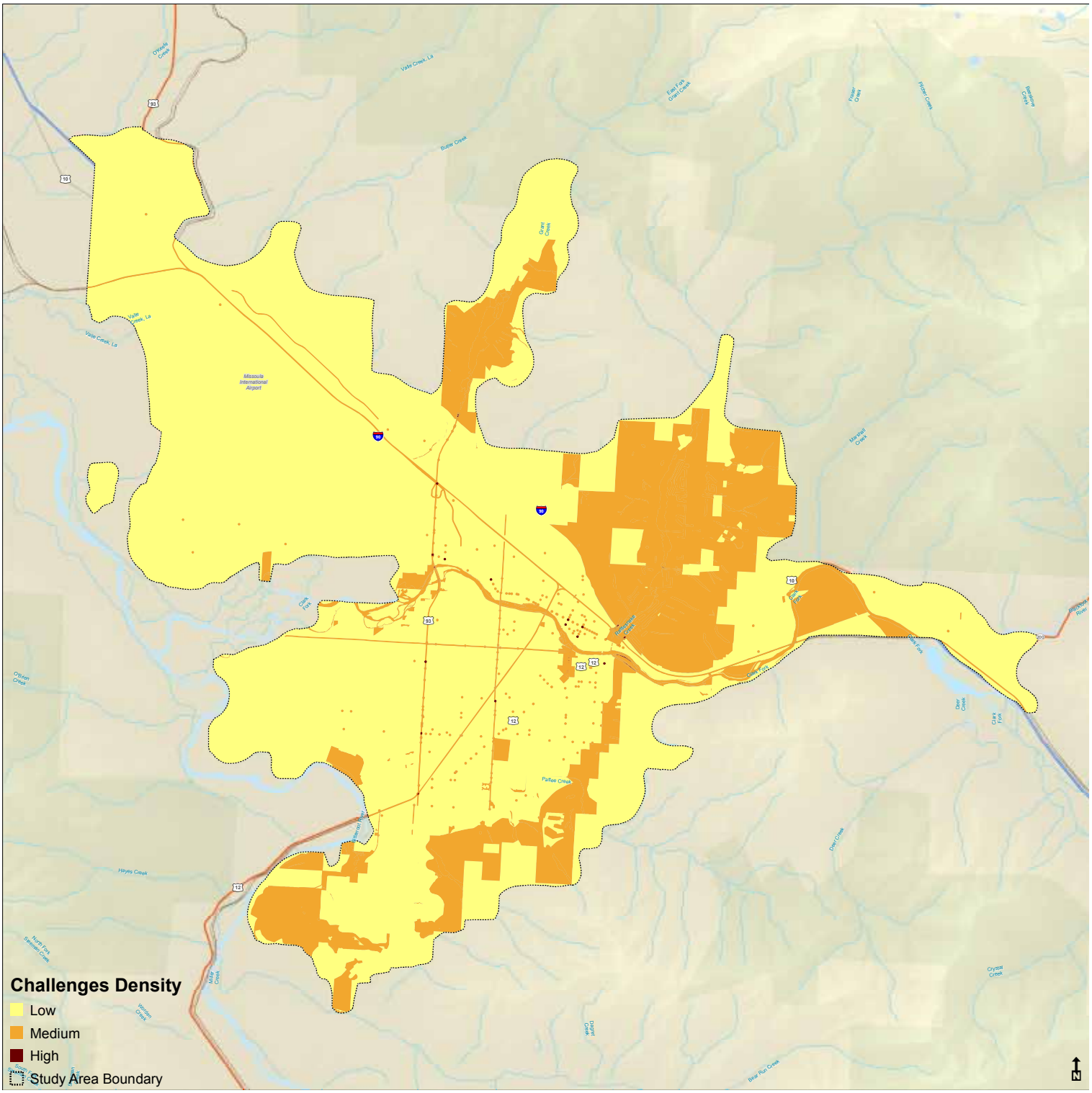
Another is due to a *threat*. For example, participants stating that new growth encroaching into undeveloped areas threatens the intrinsic value of the open space. Mapping perceived threats – like new growth – in the absence of location specific examples is an inelegant and inexact approach to this issue, and thus was not performed.

The last is due to *policy*. Here, participants pointed to particular policy or process issues they felt were unfair or unwise. This covers a wide variety of topics, and the most detailed presentation of this material can be found in Appendix C (under separate cover). However, in summary, several policy issues stand out.

- Participants taking exception with the city's management of financial policy, particularly as it relates to public expenditures like road construction, purchase of city vehicles, and the bid to acquire Mountain Water.
- New development and growth, both from the perspective of approving development in places citizens believe it should not go, and from the perspective that the process to get approval is expensive and time consuming.
- Housing affordability for existing residents. There is a feeling that those looking to purchase a home in the city must come with a degree of independent wealth, and new product is not being developed at an attainable price-point for others.

The great majority of items that could be mapped relate to transportation challenges – infrastructure deficiencies, poor intersections, challenging roadways for pedestrians to cross, etc. Therefore, the map represents mainly challenges along corridors within the city.

# Challenges Map



# Observations

This section contains the findings and observations of the Project Team as they relate both to the contents of the asset maps as well as the input that could not be mapped. Each of the individual maps reveal something unique about the city of Missoula. Moreover, the context and substance of what people relayed to the project team beyond the realm of what can be mapped plays a central role in the observations and recommendations contained in this report.

Observations are roughly categorized around topical areas.

## Transportation

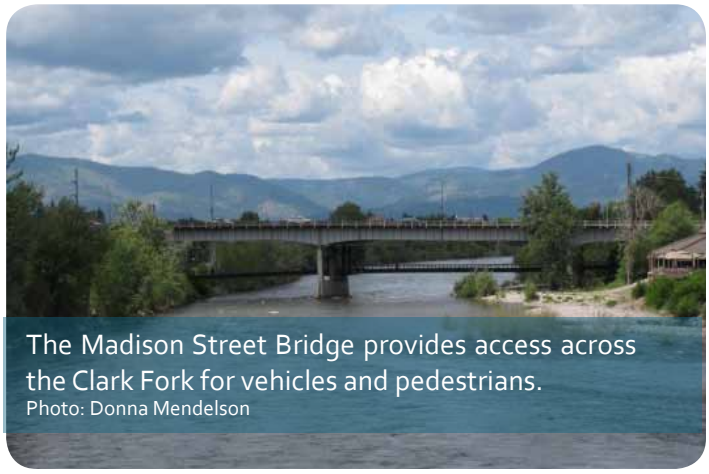
- Freedom of movement via multiple modes of transportation is important to Missoulians. Participants clearly voiced a preference for a well-connected street grid with well-maintained roads that provide efficient circulation. These roads are most valued when they provide non-motorized infrastructure, especially sidewalks and bike lanes. Infrastructure dedicated specifically for pedestrians – like the Milwaukee and Kim Williams trail – are especially treasured.

- Connections in the transportation system optimize the experience of users. From a pedestrian's perspective, there are many broken links in the system like disconnected sidewalks and intermittent trails. This is especially evident in Missoula's south hills and the newer neighborhoods out Mullan Road. Neighborhoods east of Reserve Street in the Franklin to the Fort and north of the MRL line also exhibit discontinuous connections.

- Corridors that privilege the automobile, like Reserve, Brooks and Russell, tend to be associated with the greatest number of challenges, from both the pedestrian and drivers perspective. Participants expressed frustration about the amount of traffic on these roads and reservations about their safety as they experience it in a car and as a pedestrian.

- Public transit is appreciated, as evidenced by the many individual points representing bus stops, and participants articulated a desire for more routes and frequency – particularly noticeable in the central-west portion of the city.

Multi-modal transportation facilities are valued for mobility as well as recreation.
Photo: John Wolverton



The Madison Street Bridge provides access across the Clark Fork for vehicles and pedestrians.
Photo: Donna Mendelson

# Recreation

- Parks and open spaces help to define Missoula's recreation experience. The city has provided areas for many different recreational interests: skateboarding, ball fields, natural spaces, bicycling, water sports, and multi-use fields.

- Recreation is closely tied to transportation. Sidewalks, shared-use paths and bike/ped facilities are valued not only for their ability to transport people, but for the enjoyment people experience as a product of that transportation.

- Connections, again, are important. Currently, it appears several park and open space areas, such as Fort Missoula, are not provided pedestrian access.

- Access to inter-city and wilderness trail systems are highly valued sources of recreation. There appears to be minor concern with potential access closures. Instead, participants seek system expansion in essentially all areas of town. The Milwaukee, Bitterroot and Kim Williams trails are vital links in the trail system, and participants clearly value these facilities and would like to see similar trails built serving other areas of town, particularly the south and growing areas in the west.

- The Clark Fork River is a central feature in Missoula's recreation system. The ability to float, flyfish, play, kayak, or simply access its waters to cool off is of significant worth to residents. Concern about access as river-front properties are developed is evident, though the Old Sawmill is cited as a positive example to accommodate both growth and expanded river access.

# Natural Resources

- Rivers and natural open spaces (like protected lands, the urban forest and viewsheds) characterize much of what Missoulians' value about the city's natural resources.

- The location of natural resources within and around Missoula give this map something of a "donut hole" resemblance. The city is surrounded by forests and mountains, containing important winter wildlife habitat, especially for elk, much of which are connected into the city by the growth of the urban forest. While there are clearly pockets within the city that have few natural assets, all of Missoula has access to mountain viewsheds.

- Missoulians value the potential of their agricultural soils for the growth of local food, and an emerging local food system is building a strong support infrastructure.

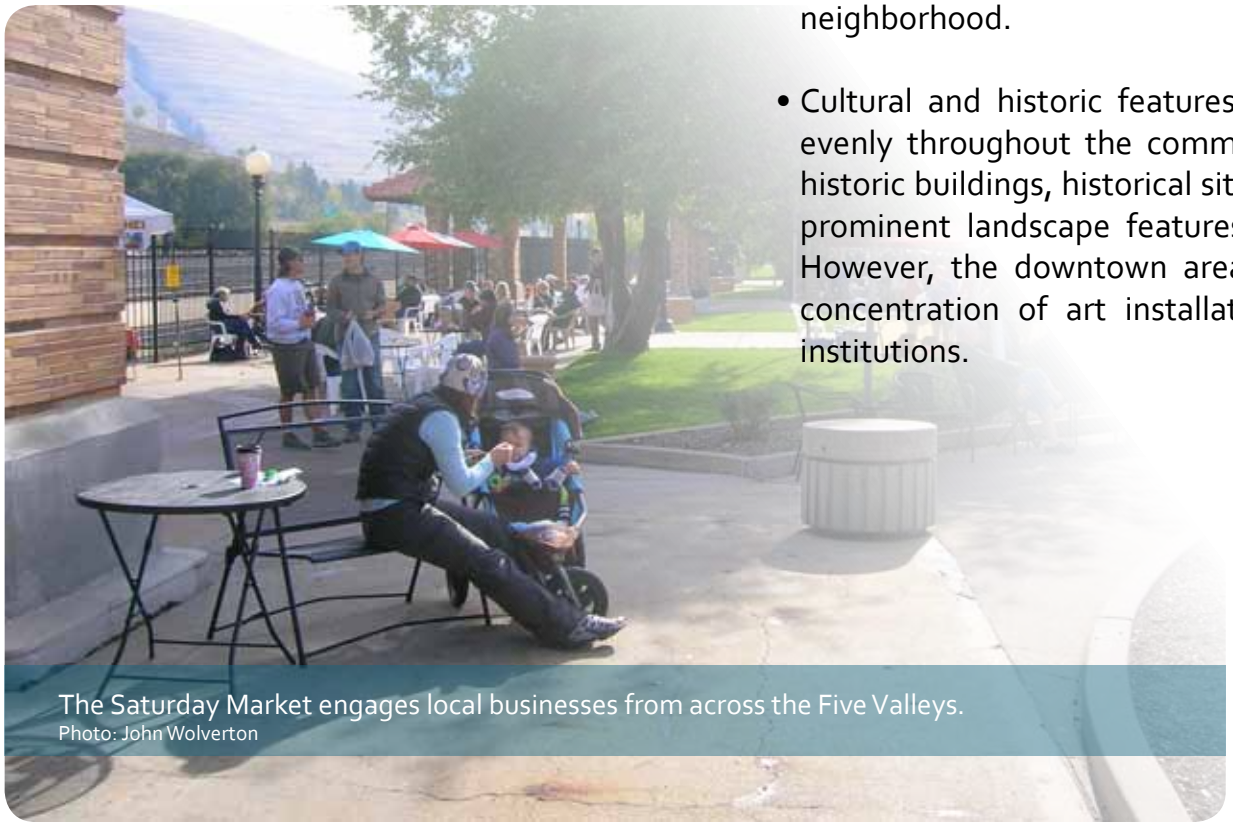
An elk herd near the North Hills
Photo: Bert Lindler

# Economic Health

- By and large, participants focused on the downtown area as the most visible sign of the city's economic health. The downtown serves as the city's hub of commerce, and features a concentration of locally owned and operated businesses, which participants clearly appreciate. Outside of the downtown, participants feel that the main economic generators are centered on arterial roadways like Brooks and Reserve.

- The University is a major economic driver for Missoula. The interaction between campus and community effect employment, brings population into Missoula, elevates the community through association with University notoriety, and is a source of cultural and recreational activities that bring visitors and residents together.

- Like the transportation system, connections are important for propagating resiliency in the economy.



The Saturday Market engages local businesses from across the Five Valleys.
Photo: John Wolverton

# Neighborhoods, Culture & History

- Neighborhoods are valued for their authenticity, serenity and charm. From the feedback provided by participants, these neighborhoods tend to be older, long-established areas that have created their own sense of boundary and place. They are walkable, include healthy and mature street trees and provide multiple modes of transportation for residents.

- Housing within the city needs to include options for all income levels. Generally, participants said that housing is safe and there are programs to help low-income residents find housing. There is a bit of a fear that as the community becomes more popular, low-income residents will not be able to afford housing in town. Missoulians support a variety of housing options including multi-family developments and accessory dwelling units. However, most want "appropriate density" – which we take to mean essentially fitting with the existing neighborhood.

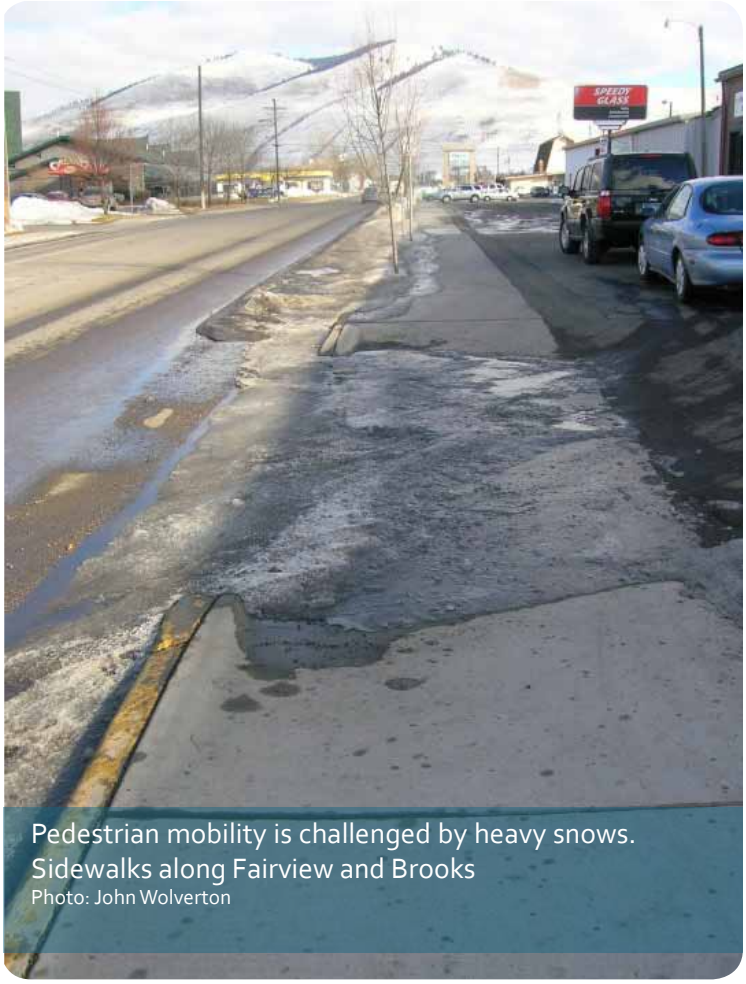
- Cultural and historic features are dotted fairly evenly throughout the community and include historic buildings, historical sites and landmarks, prominent landscape features and public arts. However, the downtown area has the highest concentration of art installations and cultural institutions.

# Challenges

As stated earlier, many of the challenges people reported cannot be mapped. Considering that many other activities associated with the Our Missoula initiative take a more focused look at the challenges and issues facing the city, and that the input received through this values mapping project will be the considered along with those other activities, the observations in this report will center around what can be learned from the challenges map.

Transportation constitutes the most perceptible challenge. Participants voiced concerns over what they felt to be dangerous intersections, and annoyances with travelling particular corridors. Reserve Street, followed by Russell Street, were far and away the focus of most people's concerns, citing issues with travel times, congestion, crossing the intersection by bike or foot, and alternatives when traffic was backed up.

Another way to think about the challenges present in Missoula is through the lens of the composite assets map. That is, to consider those areas of the city where assets are scarce. Participants stated that many of the things they felt challenged portions of the city were due to an absence or paucity of elements that make the city nice. This most often came down to transportation and neighborhood character objections. For example, that sidewalks are lacking or an area lacks distinctive character.




Pedestrian mobility is challenged by heavy snows. Sidewalks along Fairview and Brooks
Photo: John Wolverton

Open spaces are valued, though some are more functional than others.
Photo: John Wolverton

# Recommendations

**This section** presents recommendations as they relate to the information and maps produced in this project. The recommendations are organized roughly around the thematic topics of each map.

## Neighborhoods

- Consider context appropriate design for new neighborhoods to respect existing design characteristics. Missoulians love their neighborhoods for their authenticity, character and charm and want to see new developments mirror that distinctiveness. Changes to housing densities in primarily residential neighborhoods must be approached very carefully. While there is clearly the desire on the one hand to encourage town-centered growth and provide urban densities in more areas of the city limits, there is also the desire to retain the character and fabric of existing neighborhoods on the other.

- Encourage citizen-led placemaking activities, and conduct city-sponsored placemaking activities for neighborhood or sub-neighborhood areas. Placemaking activities can help add distinctiveness and attractiveness to neighborhoods through a variety of means, many of which can be quite affordable. There are a host of online resources available for placemaking. Observe what existing neighborhoods are doing to create a sense of place (i.e garden roundabouts, pocket parks, local arts, etc) and apply those lessons in neighborhoods where citizens are interested – not to replicate or copy, but for ideas to leverage existing neighborhood features.

- Neighborhoods include homes, and people of all incomes and age need a home. Consider context appropriate enhancements, such as close access to transit, visitability standards, and a diversity of housing types when designing or revitalizing neighborhoods.

## Economic Health

- Promote the city's assets. From the exceptional recreational and outdoor amenities, to its storied history and burgeoning arts and culture scene, Missoula is an attractive, fun and desirable place to be. Together, they create a unique brand and sense of place that defines Missoula, one that from a marketing perspective results in competitive advantage over places that are not intrinsically endowed with similar assets.

- Transportation policy is economic policy. Do what can be done to maintain and enhance the city's transportation system for all modes – pedestrians, automobiles, and freight. To the extent feasible, tie pedestrian systems more closely to economic outcomes; as the adage goes: *a wallet on the street is better than a hundred in a car*.

- To the extent resources support it, make deliberate connections between the city's history, arts and cultural sectors with recreational amenities, tourism and manufacturing, which can create an economic multiplier effect. People may be drawn to one of these elements and discover another.

# Transportation

- Transportation and recreation are closely tied. Future transportation decisions should take into account system performance not only from an efficiency perspective, but from a social perspective. Incorporation of sidewalks, shared use paths and bike lanes into new vehicular corridors both creates new connections and expands recreation options.

- Support transit. Both the ASUM and Mountain Line transit systems are highly regarded by citizens, who are eager to see expansion in service geography and scheduling.

- Conduct civic street audits with citizens and officials. Streets can serve their purpose of efficiently moving vehicles at the same time as they synergize surrounding activity. In conducting street audits, participants are asked to observe and relate their observations about the quality and character of the street under consideration. These observations can form the basis of treatments (not all of which must be expensive infrastructure upgrades) to soften the experience of pedestrians and bicyclists and create more of an inviting place for people to be.

- Encourage consideration of a light timing study. Many participants expressed frustration over the time they felt was spent waiting at lights. A timing study could help alleviate this.

# Natural Resources

- Promote and protect the city's parks and open spaces. From the inside looking out, the surrounding geography defines the city's sense of space, and citizens highly regard that viewshed. From within, the city's urban forest, street trees and natural spaces are important habitats for urban wildlife at the same time they provide enjoyment, shade and a softening of the landscape for residents.

- Expand the urban forest (such as additional boulevard trees) to areas of the city where these features are scarce, particularly in the south and the west.

- Protect the rivers. The Clark Fork, Bitterroot and Blackfoot rivers are crucial to citizens' enjoyment of the city and provide a natural relief from the urban bustle of the city.

# Recreation

- Foster connectivity between transportation networks in and of themselves, and also between transportation networks and parks/open spaces. Particular areas of focus are east-west connections over busy arterials to the south (Brooks St area and into south hills) and to the west (generally Franklin to Fort area). A "Milwaukee-like" trail from downtown to growing western neighborhoods in the Mullan area could be especially valuable.

- Protect the rivers. The Clark Fork, Bitterroot and Blackfoot rivers are crucial to citizens' enjoyment of the city and provide a natural relief from the urban bustle of the city.

- Access to parks, open spaces, and recreational fields - and creation of new facilities for these varied interests - should be kept in mind as the city continues to grow and expand.

- Considering that Missoulians value their transportation system as a recreational amenity and that they value parks and open space, the degree to which the latter can be connected to the former via safe bike/ped infrastructure, the better both systems will be served.

# Appendix A

## Existing Planning & Policy Document Review

**An essential step** in creating the assets map is to compile the assets that Missoula has already identified and that are described in existing planning documents. The Project Team reviewed existing documents and identified assets and challenges stated in each. This section includes a summary of these assets and challenges.

The reviewed documents include:

- Missoula County Growth Policy Update (2010)
- Missoula Urban Comprehensive Plan (1998)
- Missoula Greater Downtown Master Plan (2009)
- 2006 Open Space Plan
- Master Parks and Recreation Plan for the Greater Missoula Area (2004)
- Mountain Line Long Range Transit Plan (2012)
- Missoula Downtown Riverfront Plan (1990)
- Joint Northside/Westside Neighborhood Plan (2000) and Limited Scope Update (2006)
- Wye-Mullan Plan (2005)
- Farviews Pattee Canyon Parks Study (2008)
- Fort Missoula Regional Park Master Plan (2008)
- Miller Creek Area Comprehensive Plan
- Historic Southside Neighborhood Plan (1991)
- South Hills Comprehensive Plan (1986)
- Grant Creek Area Plan (1980)
- Rattlesnake Valley Comprehensive Plan Amendment (1995)
- Reserve Street Plan (1990)
- Listening Sessions hosted via the Growth Plan update process (2014)

The documents were reviewed for high-level value statements and assets that are physical spatial-specific places. The project team also pulled out high-level challenges facing the city of Missoula. Some documents included specific assets associated with high-level values. These are included in the appendix.

The findings in this section provided the Project Team with two things: (1) some background information to be able to better assist the community through the Assets Mapping project, and (2) a starting point for collecting data for mappable assets and challenges. As discussed in the body of the report, some values, assets, and particularly challenges, will be difficult to map. Those values, assets and challenges will contribute to the Growth Policy update process even if they cannot be placed on a map.

# Assets

**Generally,** in Missoula's existing documents, several overarching areas of emphasis emerged.

*Natural Resources:* Missoulians love the surrounding natural resources and want to protect them. These assets include air, water, scenic views, open space, wildlife and the habitat that supports wildlife. The rivers were called out repeatedly as an asset that provides riparian habitat in addition to being of value in and of themselves for their water value. The urban forest is highly valued in Missoula. Floodplains which serve a function for riparian habitat as well as safety are also highly valued.

*Cultural and Historic Resources:* Many neighborhoods in Missoula were founded in the railroad days and have since grown and expanded with the organic feel of a small community. Missoulians want to keep these cultural values and also protect historic structures and design elements within the community. The community members say they like the diversity in Missoula and the small-town feel. They like the community events and the kid-friendly environment.

*Neighborhood Character*: Missoulians are welcoming. They welcome diversity, arts, vibrancy, taking care of each other, and friendly people. In-town development seemed to be encouraged over new, greenfield developments and residents like architectural design that matches the existing neighborhood. Citizens value the character of existing neighborhoods and want to see new growth and development respect the character of existing neighborhoods. It will be important to find a sensible, context-appropriate solution when new development occurs. Most Missoulians value their neighborhoods and want to maintain the established character therein. Missoulians generally feel safe in their neighborhoods and like to walk and interact with their neighbors. They feel connected to their neighborhoods and feel a sense of place.

*Infrastructure:* Missoula has a robust city infrastructure system. Residents want to make sure that new development occurs where the infrastructure already exists. Missoulians also see community water and sewer systems as a way to protect ground water and support municipal systems.

*Transportation/Mobility*: Missoula has a great trail and pathways system, a good transportation grid and a transit carrier providing services for those not in automobiles. Multiple mobility choices (bicycle, walking, bus and car) were valued. Several plans mentioned street systems that allowed multiple access points and continuous flow instead of cul de sacs. Complete streets that allow many modes of transportation are valued.

*Recreation*: Outdoor recreation options in Missoula abound. Missoulians love them, use them, and want to keep them or create more. This includes trails, parks, open space, conservation land, rivers and access to public lands. Many people passively enjoy parks, but they also hike, walk, picnic, bird watch, float, bike and enjoy winter activities.

*Economic Vitality*: Missoulians appreciate a healthy, diverse economy. They are looking for jobs that pay well and provide security and allow a healthy lifestyle. They are looking for a variety of jobs for all levels of Missoula residents from the recently graduated college student to the experienced executive. Missoulians admire, and support, local businesses. They respect those who earn their living in the agriculture business, but also understand that the economy is shifting from an extractive economy to one based on Missoula's outstanding natural amenities.

They see downtown as the hub of the Missoula economy, spilling into commercial strips such as Higgins and Reserve.

*Wellness/Healthy Lifestyle*: Missoulians are active. They like the recreation options available to them. They like the options for local food sources including the Farmers Market. They like access to a good health care system and education system. They enjoy a healthy environment and meaningful interactions with their neighbors. Missoulians understand that, generally, their neighborhoods are safe and are supported by quality emergency response and public care professionals.

# Challenges

**Challenges provide opportunity.** Challenges identify areas where things are difficult and there are barriers to achieving a given value. But overcoming the challenge can lead to increasing value and increasing assets. Identifying challenges is the first step to overcoming them. Focusing on where they are located within the City of Missoula can help break them up into pieces that are easier to address and overcome.
Challenges are often less location-specific than assets and present more mapping difficulties. Sometimes, challenges are represented as a lack of assets in a certain area (for example, a desire for bike lanes). Some challenges were stated as a desire for more of an asset (for example, a desire for 24/7 transit instead of the current level of service). Often challenges are a threat to an asset (development encroaching on open space). Sometimes the challenges are associated with process, such as governmental regulations, rather than specific places and physical attributes.

One of the main challenges in Missoula is its growth potential and management. Missoula has been growing quickly. The challenges of growth include accommodating new people while maintaining the neighborliness and natural amenities that draw people to the area to begin with. More people bring more stress on environmental and social resources. Most documents described desired actions that would minimize the impacts to existing values and assets. For example, the Rattlesnake Valley Master Plan advocated community water and sewer systems in new developments to protect valued groundwater. The Mountain Line Transit Plan advocated increasing the comfort of bus shelters to increase the ridership on existing transit lines.

A few standout challenges include:

*Growth Management:* Protect Missoula's natural resources while accommodating growth and development in the community. This includes threats to ground and surface water, air quality, especially during fire season, and wildfire risk as more homes are built near forests. Agricultural land consumption as a result of sprawl-like development is a challenge Missoula faces. Missoulians state a need for open space protection. As land is developed for residential uses, open space and the views, recreation opportunities and natural resources afforded by open spaces are diminished. Growth also affects recreation through over-use of resources and crowding of otherwise quiet trails and areas.

*Housing:* Missoula has a high proportion of renters. In some areas, housing prices are too high for the median income. The quality of housing in low income brackets is lacking. Missoula has services for the homeless population, but they are overburdened and the homeless population continues to struggle. Developers need a regulatory environment that allows multi-family housing and other low-income,

market rate options. Developers stated the regulatory environment makes infill and/or small-lot development difficult. Financing options to complete mixed use projects is difficult. Transit-oriented development patterns would also contribute to affordability if residents could spend less money on transportation.

*Social Capacity:* Missoulians want the city to continue to be welcoming and accessible for all income, socio-economic, age and ethnic communities. High population turn-over was identified as a challenge to neighborhood stability. An aging population was also identified as a challenge. Programs can be put in place to assist these populations' ability to succeed in Missoula. As the community grows, it will need to be aware of its disadvantaged populations and continue to provide support for them. Law enforcement personnel and facilities will also be taxed as the population grows and they will be less available to help with non-emergency situations. A need for more public-private partnerships to address some of these issues was identified.

*Transportation:* Missoulians would like to see more options for transportation into and between neighborhoods and downtown. Most notably, they would like the community to be more bike-friendly and provide more and safer routes for bicyclists. Transit improvements, such as improving shelters, scheduling and routes will help increase ridership on the Mountain Line.

*Infrastructure:* The community wants next-generation broadband. They also want new development close to existing infrastructure to avoid the costs of new infrastructure and maintenance. Snow removal is difficult during big storms, especially on the side streets.

Acronym key for reviewed planning and policy documents:

- ML = Mountain Line Long Range Plan- 2012
- MCGP = Missoula County Growth Policy- 2010
- LS = Listening Sessions- 2014
- MUCP = Missoula Urban Comprehensive Plan- 1998
- JNWNP = Joint Northside/Westside Neighborhood Plan and 2006 Amendment
- SRACP = Southside Riverfront Area Comprehensive Plan Amendment- 2000
- WMW = Wye Mullan West Comprehensive Area Plan- 2005
- MOSP = Missoula Urban Area Open Space Plan- 2006
- MPR = Master Parks and Recreation Plan for the Greater Missoula Area- 2004
- DRP = Missoula Downtown Riverfront Plan- 1990
- FPC = Farviews Pattee Canyon Parks Study- 2008
- FMRP = Fort Missoula Regional Park Master Plan Refinement/Design Development- 2008
- MC = Miller Creek Area Comprehensive Plan-
- HSNP = Historic Southside Neighborhood Plan- 1991
- DMP = Missoula Greater Downtown Master Plan- 2009
- SHCP = South Hills Comprehensive Plan- 1986
- GC = Grant Creek Area Plan-1980
- RV = Rattlesnake Valley Comprehensive Plan Amendment- 1995

Results of review of existing planning and policy documents, separated by unmappable values and mappable assets.

| EMPHASIS AREA | ***Value - Depicted in Bold italic; high-level that may not be mappable***<br><br>Asset - Depicted in plain text, mappable location | Reference Document |
|---|---|---|
| Natural Resources | Open space | MCGP; LS; MUCP; MOSP; MPR; MC; DMP; GC; RV |
| | ***Air quality*** | MCGP; LS; MUCP; WMW; MOSP; MPR; MC; GC; RV: ML |
| | Surface and subsurface water | MCGP: LS; MUCP; WMW; MOSP; DRP; MC; GC; RV |
| | Floodplains | MCGP: MUCP: WMW; MOSP; GC |
| | ***Natural stream function*** | MCGP: MUCP; WMW |
| | Riparian corridors | MCGP: MUCP; WMW; MOSP; MPR; MC; RV HSNP |
| | Wetlands | MCGP: MUCP; WMW; MOSP |
| | ***Wildlife*** | MCGP: MUCP; WMW; MOSP; DRP; MC; GC |
| | Wildlife habitat | MCGP: MUCP; WMW; MOSP; MPR; MC; GC; RV |
| | ***Plant communities*** | MCGP: MUCP; WMW; MOSP; MPR |
| | ***Urban forests*** | MCGP: LS; MPR; RV |
| | ***Scenic views*** | MCGP; MUCP; MOPS; MPR; GC; RV |
| | Clay Hills | WMW |
| | Upper Clark Fork Terrace | WMW |
| | Lower Clark Fork Terrace | WMW |
| | Grass Valley | WMW |
| | Clark Fork River | WMW; MOSP; MPR; DRP; HSNP; DMP |
| | Grant Creek | GC; WMW |
| | Tower Street Conservation Area | MOSP |
| | Agricultural Soils | MC; GC |
| | Waterworks Hill | RV |
| | ***Fire protection*** | RV |

| EMPHASIS AREA | ***Value - Depicted in Bold italic; high-level that may not be mappable***<br><br>*Asset - Depicted in italics, mappable location* | Reference Document |
|---|---|---|
| Cultural and Historic Resources | Agriculture | MCGP; MUCP; WMW; MOSP; MC; GC; RV |
| | Historic buildings | MCGP; MUCP; JNWNP; LS; DMP; HSNP |
| | ***Landscapes and cultural sites*** | MCGP: MUCP |
| | Archeological resources | MCGP: MUCP |
| | Downtown | DMP; |
| | LS | |
| | University | LS |
| | ***History and traditions*** | LS |
| | Northside Missoula Railroad Historic District | JNWNP; HSNP |
| | Historic architecture | JNWNP; DMP; HSNP |
| | Ceretana Feeds Stensrud Building adaptive re-use | JNWNP |
| | Flynn Farm House- Nat'l Register of Historic Place | WMW |
| | DeSmet School House- Nat'l Register of Historic Place | WMW |
| | Hell Gate Village site | WMW |
| | Grass Valley French Ditch | WMW |
| | Old Milwaukee Railroad | WMW |
| | Bitterroot North to Jocko Valley Trail | WMW |
| | Mullan Road- Historic Engineering Landmark | WMW |
| | Parks and open space | MPR; DRP |
| | Fort Missoula | FMRP |
| | Historic Southside Neighborhood District | HSNP |
| | Milwaukee Railroad Depot | HSNP; JNWNP |
| | Orange Street Underpass | JNWNP; HSNP |
| | Arts District in downtown | DMP |
| | Depot Square and Roundhouse Park | DMP |

| EMPHASIS AREA | ***Value - Depicted in Bold italic; high-level that may not be mappable***<br><br>*Asset - Depicted in italics, mappable location* | Reference Document |
|---|---|---|
| Neighborhood Character | ***Neighborhoods*** | MCGP: MUCP |
| | ***Diversity of ages*** | LS |
| | ***Services for elderly*** | LS |
| | ***Community events*** | LS; DMP |
| | ***Appropriate density*** | LS; JNWNP; MC; DMP; GC; RV; MGCP; MUCP; WMW |
| | ***Safety and security*** | LS; JNWNP |
| | ***Diverse local economy*** | JNWMP; MUCP; LS |
| | ***Diverse population*** | LS |
| | ***Sense of place*** | LS; MCGP; MUCP; |
| | Farmers Market | LS |
| | ***Small town feel*** | LS |
| | ***Vibrant downtown*** | LS; DMP; MCGP |
| | ***Cooperation*** | LS; JNWNP |
| | ***Activity Centers*** | JNWNP; WMW |
| | North Missoula Tool Library | JNWNP |
| | Murals at Whittier School, Lowell School and BFI Recycling Facility | JNWNP |
| | Moon-Randolph Homestead | JNWNP |
| | Southside Riverfront Area | SRACP |
| | ***Cluster neighborhood commercial*** | WMW |
| | ***Walkability*** | WMW; DMP; ML |
| | Parks and open space | MPR; MC |
| | ***In town development*** | JNWNP; MC; DMP |
| | Higgins-Third-Myrtle business area | HSNP |
| | Orange Street business area | HSNP |
| | Sawmill District | DMP |
| | Riverfront Triangle | DMP |
| | Higgins Hip Strip | DMP |

| EMPHASIS AREA | ***Value - Depicted in Bold italic; high-level that may not be mappable***<br><br>*Asset - Depicted in italics, mappable location* | Reference Document |
|---|---|---|
| Housing | ***Housing for all incomes*** | MCGP; WMW MUCP; MC; HSNP |
| | ***Home ownership*** | MCGP: MUCP; JNWNP |
| | ***Affordable housing options*** | MCGP: MUCP; MC; DMP; JNWNP |
| | Gold Dust housing development | JNWNP |
| | ***North Missoula Housing Partnership*** | JNWNP |
| | ***Multi-unit housing*** | WMW; MC; MUCP; MCGP JNWNP; HSNP |
| | ***Accessory units*** | WMW; MC; JNWNP |
| | ***Downtown housing*** | DMP; MCGP; UFDA |
| | Community Land Trust | JNWNP |

| EMPHASIS AREA | ***Value - Depicted in Bold italic; high-level that may not be mappable***<br><br>*Asset - Depicted in italics, mappable location* | Reference Document |
|---|---|---|
| Infrastructure | Road and street system | MCGP |
| | ***Coordinated planning for infrastructure*** | MCGP; WMW |
| | ***Building close to existing infrastructure network*** | MUCP; MCGP |
| | Shady Grove River Trail | JNWNP |
| | Connected street grid plan | WMW |
| | Airport | WMW |

| EMPHASIS AREA | ***Value - Depicted in Bold italic; high-level that may not be mappable***<br><br>*Asset - Depicted in italics, mappable location* | Reference Document |
|---|---|---|
| Transportation / Mobility | ***Activity centers*** | MCGP; DMP; JNWNP |
| | ***Sustainable modes of transportation*** | MCGP; DMP; ML |
| | Bike/transit system | LS; MC; ML; DMP; RV |
| | Corridor connectivity via Mountain line | MLLRP; JNWNP; WMW |
| | Northside Bicycle/Pedestrian Bridge | JNWNP |
| | ***Public Safety*** | JNWNP; DMP; RV; ML |
| | North First and Railroad Streets (as pedestrian corridors) | JNWNP |
| | ***Grid network with alleys*** | JNWNP; WMW; MC |
| | Connected neighborhoods via trails and sidewalks | JNWNP |
| | Kim Williams Trail, Bitterroot Railroad Spur Line Trail, Russell to Hickory St Trail | JNWNP |
| | Northside Greenway System | JNWNP |
| | ***Ride-share/alternative transportation*** | JNWNP; ML |
| | California Street Pedestrian Bridge | JNWNP |
| | ***Efficient parking*** | DMP |
| | ***Complete streets*** | DMP; ML |
| | Protected bike lanes/biking facilities | DMP |
| | Pedestrian loops: Clark Fork Riverfront, Retail/commercial, Arts/culture, neighborhood connectors | DMP |
| | ***Bicycle and pedestrian mobility*** | RV; DMP; ML |
| | ***Mobility options*** | ML |
| | ***Accessible mobility options*** | ML |
| | ***Transit-oriented development*** | ML |
| | ***Priority Transit Network*** | ML |
| | ***Connectivity- trail to North Hills*** | JNWNP |
| | Rattlesnake trail system | RV |
| | ***Connectivity between parks*** | JNWNP |

| EMPHASIS AREA | ***Value - Depicted in Bold italic; high-level that may not be mappable***<br><br>*Asset - Depicted in italics, mappable location* | Reference Document |
|---|---|---|
| Recreation | Rivers | MCGP; LS; MUCP; WMW; JNWNP |
| | Neighborhood recreation spaces | MCGP; LS; WMW; MSOP |
| | Community centers | MCGP; JNWNP; LS |
| | Trails | LS; MOSP; WMW; DRP; FPC; RV |
| | ***Access to recreation*** | LS; MPR; DRP; WMW; FPC; RV |
| | ***Outdoor recreation*** | LS: MPR; DRP |
| | Westside Park | JNWNP |
| | McCormick Park | JNWNP |
| | Playing fields | MPR; JNWNP |
| | Pocket parks | JNWNP |
| | North Hills | MOSP; JNWNP |
| | Milwaukee Trail | WMW; MOSP; MPR |
| | Mullan Road Bicycle/Pedestrian System | WMW; MOSP; MPR |
| | Grant Creek Trail | GC; WMW |
| | Grass Valley Area Trail | WMW |
| | Riverfront Trail | MPR; WMW |
| | Park lands | MOSP; MPR: FPC; MC; DMP; RV |
| | Mount Jumbo, Mount Sentinel, Waterworks Hill, Moon-Randolph Homestead | MOSP; MPR; RV |
| | Council Grove and Kelly Island | MOSP |
| | Rattlesnake, Pattee Canyon and Blue Mountain Recreation Areas | MOSP; MPR |
| | Rattlesnake Greenway | MOSP; MPR |
| | Community Parks: Playfair, McCormick, Big Sky and Fort Missoula | MOSP; MPR; FMRP |
| | Memorial Rose Garden and Sacajawea Park | MOSP |
| | Caras Park | MPR; DMP |
| | Bonner, Greenough Parks | MPR; RV |
| | ***Youth sports programs*** | MPR |

| EMPHASIS AREA | ***Value - Depicted in Bold italic; high-level that may not be mappable***<br><br>*Asset - Depicted in italics, mappable location* | Reference Document |
|---|---|---|
| Recreation (cont'd) | Hemayagen, Takima Kokaski, Highland, Northview, High, Woodbine and Whitaker Parks | FPC |
| | Marilyn, Rainbow, Meadow Hills, Cold Springs School and Peery Parks | MC |
| | Clark Fork Greenway | DMP |
| | Pine Street Parkway | DMP |
| | Kiwanis Park | DMP |

| EMPHASIS AREA | ***Value - Depicted in Bold italic; high-level that may not be mappable***<br><br>*Asset - Depicted in italics, mappable location* | Reference Document |
|---|---|---|
| Wellness / Lifestyle | ***Easy access to food*** | LS |
| | Outdoor recreation | LS; MOSP; MPR; GC; RV |
| | ***Lifestyle*** | LS; MCGP; MUCP; JNWNP; WMW; MOSP; ML |
| | ***Access to education*** | LS; MUCP; JNWNP |
| | Health care facilities | MUCP; MCGP; JNWNP; LS |
| | Farmers Markets | LS |
| | ***Social services*** | JNWNP; LS |
| | Anchor institutions: schools, hospitals, churches, non-profits | JNWNP |
| | Missoula Food Bank | JNWNP |
| | Lowell School | JNWNP |
| | ***Clean environmental conditions*** | JNWNP |
| | ***Safety*** | JNWNP |
| | ***Opportunity for meaningful social interaction*** | JNWNP |
| | Schools | RV |
| | **Walkable as health benefit** | ML |
| | **Affordable city** | MUCP; MCPG; ML |

# Appendix B

## Data Sources Used to Create Maps

| Missoula Shapefiles | Asset | Challenges | Source |
|---|---|---|---|
| AffordableRussellHsg | Yes | | Generated from CAMA Ownership |
| AgSoilUndeveloped | Yes | | NRCS new Development extracted |
| Airport | Yes | | Development Services |
| AthleticFields | Yes | | City GIS |
| BaseballDiamonds | Yes | | City GIS |
| Bearbufferzone | | Yes | Development Services-Ordinance |
| BIDZone1 | Yes | | City GIS |
| BIDZone2 | Yes | | City GIS |
| Big_Flat_irr | Yes | | City-County WQD |
| BigGameWinterRange | Yes | | MT FWP |
| bike routes | Yes | | City GIS |
| BreweriesDistill | Yes | | Digitized |
| Bridges | Yes | Yes | City GIS |
| BusRoutes | Yes | | Transportation |
| Churches | Yes | | Digitized |
| CityProposedURD | Yes | | Missoula Redevelopment Agency |
| CityTrailsSDE | Yes | Yes | City GIS |
| CoffeeShops | Yes | | Digitized |
| CommunityCenter | Yes | | Digitized |
| ConservationEasementsSDE | Yes | | City GIS |
| Courts | Yes | | City GIS |
| CRASHES.GIS.PEDESTRIAN_ RELATED | Yes | Yes | |
| CulturePoints | Yes | | Digitized |
| Dougherty_Flynn_irr | Yes | | City-County WQD |
| DownTownBikeRacks | Yes | | Transportation |
| GCH_Gardens | Yes | | Development Services |
| GrassValley_irr | Yes | | City-County WQD |
| GroceryStores | Yes | | Development Services |
| HipStrip | Yes | Yes | Development Services |
| HistoricDistricts | Yes | | Development Services |

| | | | |
|---|---|---|---|
| HistoricResources | Yes | | Development Services |
| Hospitals | Yes | | Digitized |
| IndoorParks | Yes | | Digitized |
| Intermittent Streams | Yes | | City GIS |
| Intersections | Yes | Yes | Transportation |
| LargerMotels | Yes | | Digitized |
| Listed | Yes | Yes | Development Services |
| LocalBanks | Yes | | Digitized |
| LocalBizandVenues | Yes | | Digitized |
| LongEstNeighborhoods | Yes | | City GIS and digitized addtions |
| MCL_Trailheads | Yes | | City Parks and Rec |
| Missoula_irr | Yes | | City-County WQD |
| Missoula_polygon_assets | Yes | | Digitized |
| NeighborhoodCouncilDistricts | Yes | | City GIS |
| NewSidewalks | Yes | Yes | City GIS |
| NewSubAirport | | Yes | Development Services |
| NRCS_ImportantAgSoils | Yes | | NRCS |
| OH_irr | Yes | | City-County WQD |
| PandR_BikePedConnectionIssues | | Yes | City Parks and Rec |
| PandR_NeededTrailConnections | | Yes | City Parks and Rec |
| PaintedSignalBoxes | Yes | | Digitized |
| Parks | Yes | Yes | City GIS |
| PHASE1_STOPS_032813t | Yes | Yes | Transportation |
| PlaygroundSDE | Yes | | City GIS |
| RandomBldgFtprt | Yes | Yes | Development Services |
| RiparianResourceDistrictCity | Yes | Yes | Development Services |
| Roads | Yes | | City GIS |
| Schools | Yes | Yes | Development Services |
| SchoolProperties | Yes | | Development Services |
| SDEFeatures.GIS.Alleys | Yes | | City GIS |
| SDEFeatures.GIS.Msla_FEMA_ Flood_Plain_DFIRM_091812 | Yes | | City GIS |
| SDEFeatures.GIS.MSLA_Golf | Yes | | City GIS |
| SDEFeatures.GIS.Msla_Riparian | Yes | | City GIS |
| SDEFeatures.GIS.MSLA_Rivers | Yes | Yes | City GIS |
| SDEFeatures.GIS.MSLA_Streams | Yes | Yes | City GIS |
| SDEFeatures.GIS.OpsFacility | Yes | | City GIS |
| SDEFeatures.GIS.Railroad | | Yes | City GIS |
| sdeOpsFacilities | Yes | | City GIS |

| | | | |
|---|---|---|---|
| SidewalkInventory | Yes | Yes | City GIS |
| symbol_river_access | Yes | | City Parks and Rec |
| CountyTIFFandTED | Yes | | County Planning |
| trafficCalmingSDE | Yes | Yes | Transportation |
| URD_all | Yes | | Missoula Redevelopment Agency |
| Wetlands South | Yes | | Montana Natural Heritage Program |
| WetlandsNorth | Yes | | Montana Natural Heritage Program |

# Appendix C

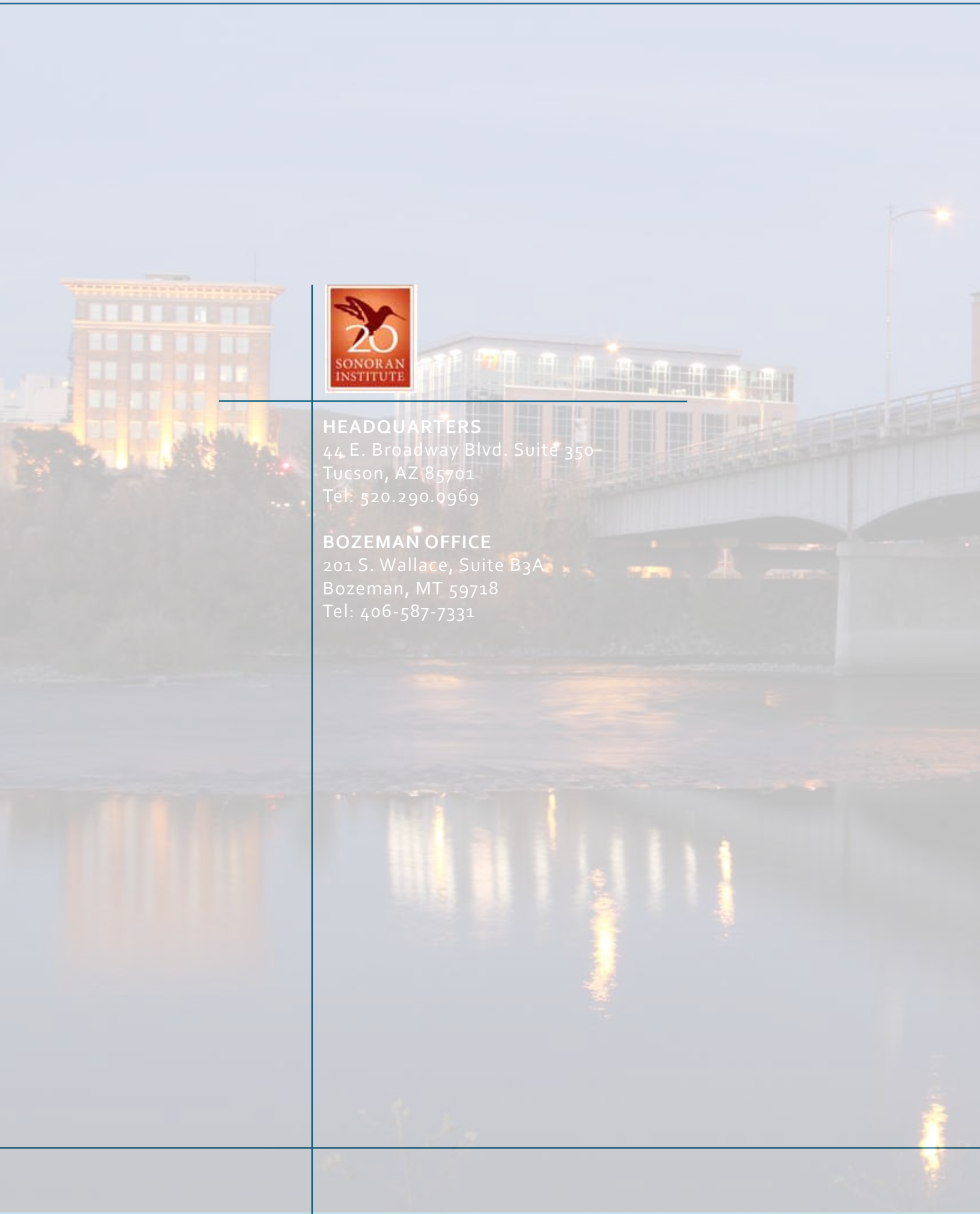
## Unfiltered Survey Responses

Please see related file with same name.

# Appendix D

## Photo Voice Entries

Please see related file with same name.

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# Appendix E: Public Participation Efforts

Development of the Growth Policy is the result of hundreds of hours of community participation, collection of comments, and thoughtful discussion and data gathering. The following description outlines the process and techniques used for gaining public participation.

## Pre Kick off of public process and notice (Spring, 2014):

- Land Use and Planning agenda item to discuss process and consider resolutions to start the process; 3/26/2014
- City Council agenda item to approve resolutions (7867 & 7868); 4/7/2014
- Planning Board agenda item to present process; 3/18/2014
- Community Forum agenda item to describe process; 4/24/2014
- Planning Division e-newsletter distributed to Planning Division email contact list (about 450 people) letting people know the project was starting and to watch for more information to come; February, 2014

## Leading up to Project Kick-off Community Meeting (June, 2014):

- Display Ad in the Missoulian
- Display ad in the Independent
- City Website posting and News flash
- Press Release with coverage from Radio and Newspaper
- E-Newsletter to the Planning Division email list based on past interest in planning projects
- Short news story for the Missoula Downtown Partnership newsletter
- Office of Neighborhoods Weekly digests (at least three times)
- MCAT community events
- Sunday Streets booth
- Missoula Events.net
- Spread the word through various listservs
- "Notify me" section created on City web site
- Posters distributed to various businesses and organizations around Missoula

## During and after the Kick-off Community Meeting: *100+ attended Kick-off*

- Television at the meeting
- MCAT recording of the meeting
- Missoulian article
- Website updates
- Newsletter update

- Staff attended various events, markets, festivals, neighborhood meetings, and organization presentations to describe the project, gather comment and encourage volunteer participation, especially regarding Focus Groups.
- Community Forum agenda item encouraging participation – presented by Jane Kelly and Michelle Cares
- Stickers, business cards, and brochures (approx. 1,950) distributed at each event attended
- Sidewalk sign advertising the next event
- Special Guest Speaker – Ed McMahon, Senior Resident Fellow with the Urban Land Institute presented "Secrets of Successful Communities"

## Listening Session Outreach (Fall, 2014): *28 sessions with 380 participants*

- Listening Session invitations sent via letter (600 letters) and follow-up email (as available) to related agencies, organizations, boards, interested citizens, etc. Additional outreach through the Missoula Organization of Realtors for the Realtors listening sessions; University Administration invitations through Office of the President for UofM listening session; UofM student invitations through the ASUM Senate presentation, advertising on campus and certain classes for Students listening session; and MBIA request to spread the word for Builders listening session.
- Our Missoula Facebook announcement
- July e-newsletter (Kicking off listening sessions and encouraging volunteer interest)
- Display Ad for the four neighborhood-focused listening sessions
- Community Forum update and invitation to attend any and all listening sessions and especially the neighborhood-focused ones; 8/28/2014 and 9/25/14
- Office of Neighborhoods Weekly digests
- Coordinated outreach with Missoula Aging Services and Senior Center (Senior Center newsletter, email addresses, posters and website) for Older Adults Listening Session
- Two newspaper articles during the listening session process
- Planning Board agenda item; 8/19/2014
- Land Use and Planning Agenda item; 9/17/2014
- Listening sessions included:
    - Older adults
    - Aging Services
    - University Administration
    - University Students
    - Economic Development (2 meetings)
    - Neighborhoods (4 meetings)
    - Transportation
    - Realtors
    - Utilities
    - City Agencies
    - Culture, Art, and History
    - Social Services

- Education
- Downtown
- Planners/Surveyors/Engineers
- Planning Board
- Parks & Open Space
- Natural Resources & Environmental Considerations
- Housing
- Emergency Services
- Architects & Landscape Architects
- Sustainability
- Community Wellness
- Building & Construction

## Out-and-About (Around Town Activities): *30 events with about 900 participants*

- June 2014:
  - Sunday Streets
  - Franklin to Fort Neighborhood BBQ
  - Silver Park Grand Opening
  - Downtown Tonight
  - Clark Fork Market
  - River Road Neighborhood BBQ
- July 2014:
  - Chamber of Commerce/Sub Committee
  - Clark Fork Market
  - Kidfest
- August 2014:
  - Chamber of Commerce/Board of Directors
  - Missoula County Fair - History Building
  - River City Roots Fest
  - Community Forum
- September 2014:
  - University Center - table
  - ASUM Senate
  - Sunrise Rotary
  - River Front Neighborhood General Meeting
  - Heart of Missoula Neighborhood General Meeting
- October 2014:
  - Uof M Community & Environment Class
  - South 39th Street Neighborhood General Meeting
  - University Neighborhood General Meeting
- November 2014:
  - Business Breakfast Club
  - Grant Creek Neighborhood General Meeting

    - Captain John Mullan Neighborhood General Meeting
- December 2014 - Job Service
- January 2015:
    - Leadership Missoula
    - River Road Neighborhood General Meeting
    - Lower Rattlesnake Neighborhood General Meeting
- February 2015 - Chamber of Commerce/State of Missoula
- July 2015 – Upper and Lower Rattlesnake Neighborhood Leadership Team Meeting
- Sidewalk sign at most events advertising the next event

**Focus Groups:** *7 monthly meetings for 6 focus elements (42 meetings) with about 85 participants*
The Community-member Focus Groups met regularly for 7 months. A comprehensive meeting plan with meeting locations, and times was placed on the website. Meeting agendas, resource material and meetings notes were posted online as well.

- Mention of volunteer opportunities for Focus Groups at kick-off; sign-up forms available
- Sign-up forms available at every event we attended up until about September
- At each listening session, there were opportunities to sign up to be a part of the Focus Groups
- Website update for start of the Focus Groups
- Email to all people who expressed interested in being on a Focus Group (about 120 people)
- Plenary Session, initiating the Focus Group process was held in October, 2014 with 61 people attending
- Applied Communications along with Development Services utilized the services of 5 grad students from the Environmental Studies program of the UofM that were gaining experience in meeting facilitation for the Natural Resource Conflict Resolution, Graduate Certificate Program. The students helped with recording information and establishing meeting agendas.

**Missoula Asset Mapping (Winter, 2014):** *8 events with over 400 participants*
Asset Mapping was developed in three steps. First, efforts were made to engage the community in conversation about Missoula's assets and challenges. Second, existing data was collected to identify the various assets and challenges. Third, maps were developed and layered together to develop a composite map showing the range of assets from higher valued to lesser valued. The process of gathering information, providing feedback and developing the report is listed below. Additional information is found in Appendix D.

- Leading up to the "community conversation" phase the following outreach occurred:
    - The project description, upcoming meetings and ways to participate were described on OurMissoula.org and Sonoran Institute websites, as well as our Facebook page
    - Two display ads were placed in the Missoulian and Independent
    - Electronic ad for missoulian.com
    - Press Release
    - Spread the word through various listservs, organizational newsletters/e-newsletters, and word of mouth

    - Sidewalk sign advertisement at various functions announcing the project
    - Posters distributed to various businesses and organizations around Missoula
    - Various TV and radio interviews of staff
    - MCAT recording
- 2 evening meetings, 3 drop-in format open houses, discussion with Lewis & Clark School 3rd grade classes, and a booth at the Clark Fork Market were used to gather Information (October 1 – 24, 2014)
    - Venues included meetings at the Governors Room of the Florence Hotel and the Double Tree Hotel conference Room
    - Two of the Open Houses were during the day at the Rocky Mountain School of Photography lobby on Higgins
    - One Open House was on the main floor of the Florence Hotel during a First Friday event
    - Presentation and discussion with Lewis and Clark School 3rd grade class
    - In total 260 people personally participated in sharing ideas
- Online survey was available (172 participants including 65 elementary school students)
- Online requests for participation in "photo voice" to inform the Growth Policy of the public's opinion on Missoula assets
- An Open House was held on November 12, 2014. About 50 people attended. The following outreach occurred to bring people to the open house:
    - Website and email updates
    - Press Release
    - Television coverage
    - Newspaper article – "Our Missoula Maps show places locals love, but also the challenges"
- Final viewing of the report was incorporated into the Community Open House; 4/30/2015
- In total, over 2000 points of data were collected to help develop the Asset Mapping features

## Steering Committee Meetings (Winter, Spring 2015):

- 16 participants met regularly for 7 months
- Meeting agendas and meeting notes were posted online

## Planning Principles and Processes Class, Dept. of Geography, U of M (Fall Semester): *about 40 students*

- Part of the Curriculum for Professor David Shively's Geography class was aimed at conducting assessment of 15 existing Neighborhood and Infrastructure Plans
- Provided overview and background presentation to Class regarding planning in the City of Missoula – beginning of semester
- Attended presentation of class projects – end of semester

## Hellgate High School English Class (2014-2015 School Year): *about 40 students*

- Part of Curriculum for Karen Swanson's English classes

- A steering committee member worked with students in Karen Swanson's Hellgate High School English classes throughout the academic year. Students followed the work of the Focus Groups and developed their own concepts for the new 20 year growth plan in each of the Focus Group areas.
- Students set up display boards for proposed projects and answered questions at the April, 2015 Open House

## Open House (April, 2015): *100+ attended*

- Display ad in the Missoulian
- City Website posting and News flash
- Press Release with coverage from Radio and Newspaper
- E-Newsletter to the Planning Division email list based on past interest in planning projects
- Office of Neighborhoods Weekly digests (at least three times)
- MCAT community events
- Missoula Events.net
- Spread the word through various listservs
- "Notify me" section created on City web site
- Stations set up for each Focus Element and staffed by community volunteer Focus Group members. Additional stations set up for process, land use scenarios, and the Missoula Asset Mapping project.
- Hellgate High School projects also displayed
- Comments collected at each station
- Dots distributed to attendees for ranking top objectives
- Virtual Open House uploaded to web after In-Person Open House

## Reviewing Bodies Meetings and Public Hearings:

- Planning Board (September 15 and October 6, 2015)
- Land Use and Planning (Fall 2015, Pending)
- City Council (Fall 2015, Pending)

# Appendix F: Neighborhood Plan Template

Neighborhood plans provide neighborhood residents with an organized, focused way to plan for their future. Neighborhoods work with City staff to identify conditions – both positive and negative – that affect the appearance, value, safety, livability or desirability of their neighborhood.

Consider these *Essential Ingredients of a Great Neighborhood* –

- Has a variety of functional attributes that contribute to day-to-day-living (mixed-use, access to services, *etc*.)
- Accommodates multi-modal transportation.
- Fosters social activities
- Has character
- Provides a safe environment
- Is sustainable

## Template:

**Introduction**

Example: This document is a result of many neighborhood "visioning" brainstorming meetings, written surveys at the North Side Old Time Fair, Email Surveys (120), and additional input from community members. Survey results validated the final version of the vision with resounding support."

**Establish a Vision**

The vision helps guide area residents in identifying and prioritizing the issues that are important to the neighborhood.

Example: "We are a safe neighborhood with a strong sense of community and connectivity. The most unique aspect of the North Side is our ability to retain a small-town feel with a designated historic district, while maintaining connection with surrounding neighborhoods."

**Identify Assets, Issues and Opportunities**

Ideas for maintaining and improving their neighborhood.

- Identify issues on a map – workshop meeting
- Prioritize issues - workshop meeting

**Priority Issues and Recommendations**

Describe issues and implementation actions.

Example: "The top priority is improving bike and pedestrian safety along Mammoth Drive. Specific recommendations include:

1. Restore the brick surface of Mammoth Drive between Glacier Avenue and Cairn Street to calm traffic and improve aesthetics.
2. Use streetscaping techniques such as bulb-outs, pinch points, street trees, on-street parking and a variety of landscape and hardscape improvements to enhance the visual appearance.
3. Providing on-street parking on Camelops Street for employees/patrons of local businesses could also reduce parking problems on neighborhood streets."

**Acknowledgements**

# Appendix G: Sate Growth Policy Law

## MCA 76-1 Part 6 Growth Policy

**76-1-601. Growth policy -- contents.** (1) A growth policy may cover all or part of the jurisdictional area.

(2) The extent to which a growth policy addresses the elements listed in subsection (3) is at the full discretion of the governing body.

(3) A growth policy must include:

(a) community goals and objectives;

(b) maps and text describing an inventory of the existing characteristics and features of the jurisdictional area, including:

(i) land uses;

(ii) population;

(iii) housing needs;

(iv) economic conditions;

(v) local services;

(vi) public facilities;

(vii) natural resources;

(viii) sand and gravel resources; and

(ix) other characteristics and features proposed by the planning board and adopted by the governing bodies;

(c) projected trends for the life of the growth policy for each of the following elements:

(i) land use;

(ii) population;

(iii) housing needs;

(iv) economic conditions;

(v) local services;

(vi) natural resources; and

(vii) other elements proposed by the planning board and adopted by the governing bodies;

(d) a description of policies, regulations, and other measures to be implemented in order to achieve the goals and objectives established pursuant to subsection (3)(a);

(e) a strategy for development, maintenance, and replacement of public infrastructure, including drinking water systems, wastewater treatment facilities, sewer systems, solid waste facilities, fire protection facilities, roads, and bridges;

(f) an implementation strategy that includes:

(i) a timetable for implementing the growth policy;

(ii) a list of conditions that will lead to a revision of the growth policy; and

(iii) a timetable for reviewing the growth policy at least once every 5 years and revising the policy if necessary;

(g) a statement of how the governing bodies will coordinate and cooperate with other jurisdictions that explains:

(i) if a governing body is a city or town, how the governing body will coordinate and cooperate with the county in which the city or town is located on matters related to the growth policy;

(ii) if a governing body is a county, how the governing body will coordinate and cooperate with cities and towns located within the county's boundaries on matters related to the growth policy;

(h) a statement explaining how the governing bodies will:

(i) define the criteria in 76-3-608(3)(a); and

(ii) evaluate and make decisions regarding proposed subdivisions with respect to the criteria in 76-3-608(3)(a);

(i) a statement explaining how public hearings regarding proposed subdivisions will be conducted; and

(j) an evaluation of the potential for fire and wildland fire in the jurisdictional area, including whether or not there is a need to:

(i) delineate the wildland-urban interface; and

(ii) adopt regulations requiring:

(A) defensible space around structures;

(B) adequate ingress and egress to and from structures and developments to facilitate fire suppression activities; and

(C) adequate water supply for fire protection.

(4) A growth policy may:

(a) include one or more neighborhood plans. A neighborhood plan must be consistent with the growth policy.

(b) establish minimum criteria defining the jurisdictional area for a neighborhood plan;

(c) establish an infrastructure plan that, at a minimum, includes:

(i) projections, in maps and text, of the jurisdiction's growth in population and number of residential, commercial, and industrial units over the next 20 years;

(ii) for a city, a determination regarding if and how much of the city's growth is likely to take place outside of the city's existing jurisdictional area over the next 20 years and a plan of how the city will coordinate infrastructure planning with the county or counties where growth is likely to take place;

(iii) for a county, a plan of how the county will coordinate infrastructure planning with each of the cities that project growth outside of city boundaries and into the county's jurisdictional area over the next 20 years;

(iv) for cities, a land use map showing where projected growth will be guided and at what densities within city boundaries;

(v) for cities and counties, a land use map that designates infrastructure planning areas adjacent to cities showing where projected growth will be guided and at what densities;

(vi) using maps and text, a description of existing and future public facilities necessary to efficiently serve projected development and densities within infrastructure planning areas, including, whenever feasible, extending interconnected municipal street networks, sidewalks, trail systems, public transit facilities, and other municipal public facilities throughout the infrastructure planning area. For the

purposes of this subsection (4)(c)(vi), public facilities include but are not limited to drinking water treatment and distribution facilities, sewer systems, wastewater treatment facilities, solid waste disposal facilities, parks and open space, schools, public access areas, roads, highways, bridges, and facilities for fire protection, law enforcement, and emergency services;

(vii) a description of proposed land use management techniques and incentives that will be adopted to promote development within cities and in an infrastructure planning area, including land use management techniques and incentives that address issues of housing affordability;

(viii) a description of how and where projected development inside municipal boundaries for cities and inside designated joint infrastructure planning areas for cities and counties could adversely impact:

(A) threatened or endangered wildlife and critical wildlife habitat and corridors;

(B) water available to agricultural water users and facilities;

(C) the ability of public facilities, including schools, to safely and efficiently service current residents and future growth;

(D) a local government's ability to provide adequate local services, including but not limited to emergency, fire, and police protection;

(E) the safety of people and property due to threats to public health and safety, including but not limited to wildfire, flooding, erosion, water pollution, hazardous wildlife interactions, and traffic hazards;

(F) natural resources, including but not limited to forest lands, mineral resources, sand and gravel resources, streams, rivers, lakes, wetlands, and ground water; and

(G) agricultural lands and agricultural production; and

(ix) a description of measures, including land use management techniques and incentives, that will be adopted to avoid, significantly reduce, or mitigate the adverse impacts identified under subsection (4)(c)(viii).

(d) include any elements required by a federal land management agency in order for the governing body to establish coordination or cooperating agency status as provided in 76-1-607.

(5) The planning board may propose and the governing bodies may adopt additional elements of a growth policy in order to fulfill the purpose of this chapter.

**76-1-602. Public hearing on proposed growth policy.** (1) Prior to the submission of the proposed growth policy to the governing bodies, the board shall give notice and hold a public hearing on the growth policy.

(2) At least 10 days prior to the date set for hearing, the board shall publish in a newspaper of general circulation in the jurisdictional area a notice of the time and place of the hearing.

**76-1-603. Adoption of growth policy by planning board.** After consideration of the recommendations and suggestions elicited at the public hearing, the planning board shall by resolution:

(1) recommend the proposed growth policy and any proposed ordinances and resolutions for its implementation to the governing bodies of the governmental units represented on the planning board;

(2) recommend that a growth policy not be adopted; or

(3) recommend that the governing body take some other action related to preparation of a growth policy.

**76-1-604. Adoption, revision, or rejection of growth policy.** (1) The governing body shall adopt a resolution of intention to adopt, adopt with revisions, or reject the proposed growth policy.

(2) If the governing body adopts a resolution of intention to adopt a growth policy, the governing body may submit to the qualified electors of the area covered by the growth policy proposed by the governing body at the next primary or general election or at a special election the referendum question of whether or not the growth policy should be adopted. A special election must be held in conjunction with a regular or primary election.

(3) A governing body may:

(a) revise an adopted growth policy following the procedures in this chapter for adoption of a proposed growth policy; or

(b) repeal a growth policy by resolution.

(4) The qualified electors of the area covered by the growth policy may by initiative or referendum adopt, revise, or repeal a growth policy under this section. A petition for initiative or referendum must contain the signatures of 15% of the qualified electors of the area covered by the growth policy.

(5) A master plan adopted pursuant to this chapter before October 1, 1999, may be repealed following the procedures in this section for repeal of a growth policy.

(6) Until October 1, 2006, a master plan that was adopted pursuant to this chapter before October 1, 1999, may be revised following the procedures in this chapter for revision of a growth policy.

(7) Except as otherwise provided in this section, the provisions of Title 7, chapter 5, part 1, apply to an initiative or referendum under this section.

**76-1-605. Use of adopted growth policy.** (1) Subject to subsection (2), after adoption of a growth policy, the governing body within the area covered by the growth policy pursuant to 76-1-601 must be guided by and give consideration to the general policy and pattern of development set out in the growth policy in the:

(a) authorization, construction, alteration, or abandonment of public ways, public places, public structures, or public utilities;

(b) authorization, acceptance, or construction of water mains, sewers, connections, facilities, or utilities; and

(c) adoption of zoning ordinances or resolutions.

(2) (a) A growth policy is not a regulatory document and does not confer any authority to regulate that is not otherwise specifically authorized by law or regulations adopted pursuant to the law.

(b) A governing body may not withhold, deny, or impose conditions on any land use approval or other authority to act based solely on compliance with a growth policy adopted pursuant to this chapter.

**76-1-606. Effect of growth policy on subdivision regulations.** When a growth policy has been approved, the subdivision regulations adopted pursuant to chapter 3 of this title must be made in accordance with the growth policy.

**76-1-607. Growth policy -- use and amendment for coordination and cooperation with federal agencies.** (1) A local governing body may use a growth policy as a resource management plan for the purposes of establishing coordination or cooperating agency status with a federal land management agency.

(2) The governing body may amend the growth policy to include any elements required by a federal land management agency to establish coordination or cooperating agency status.