MISSOULA GROWTH POLICY UPDATE
SCOPE OF WORK

PROJECT: Update the Our Missoula Growth Policy: 2035 to reflect emergent trends and conditions since its adoption, and coordinate with comprehensive code reform which will be progressing simultaneously. The need for an update was identified through the recent 5-year review of the growth policy, which identified various aspects of the policy that warrant re-evaluation. The intent is to ensure that the growth policy continues to function as the basis for a quality urbanizing community that is livable and sustainable, while continuing to reflect the needs and values of our residents as voiced in the original Our Missoula Growth Policy. The focus inward directive that is the foundation to the current growth policy will guide us in consolidating and prioritizing current policies, along with potentially refining the Future Land Use Map. All of this will be conducted with an eye for improved useability and the potential for implementation. Additionally, the city has already embarked on a comprehensive code reform project, and tasks related to this growth policy update were included in that project's scope. This scope provides greater clarity on work anticipated for the growth policy update specifically.

PRODUCT:
The update of the Our Missoula Growth Policy will consist of:
- o   A new Community Profile
- o   Up to date Our Missoula Development Guide materials
- o   Streamlined and Updated Policy language
- o   A new Document and/or alternative format
- o   A new or modified Future Land Use Map
- o   Updated Implementation Strategies and Timelines

GROWTH POLICY UPDATE: MAIN COMPONENTS
- Background and Foundational Material
  - o   Produce an up-to-date community profile and Our Missoula Development Guide.
    - ➤ Update key indicators to bring our understanding of the community's current conditions up to date
    - ➤ Reevaluate and modify key trends and projections as applicable. Determine a shared, agreed upon projection
    - ➤ Tell the story of what issues and challenges are emergent in the community since the policy's adoption.
  - o   Consolidate and prioritize existing policy language to a level that is clear and easy to understand
  - o   Use the above two materials, along with additional materials generated through the Code Reform project, to provide a basis for engaging publicly on a vision/values check-in with the community.
- Policy Updates
  - o   Clarify, confirm, and modify where appropriate the "Focus Inward" concept of supporting development in areas of the City where infrastructure (capital facilities, human services), transportation, and developable land exist. Specifically consider for addressing equity.
  - o   Identify emergent issues (especially related to equity, housing affordability, and impacts due to climate change) and develop strategies for how to address them.
  - o   Re-evaluate Land Use Designations, specifically regarding flexibility; concurrency; height; correlation to related zoning districts; and clearly linking land use designations to existing policy.
  - o   Clearly identify and clarify the relationship of issue plans to the Growth Policy.
  - o   Evaluate the relevance of existing neighborhood plan.
- Future Land Use Map (FLUM) Updates

- o Evaluate the land use map, in coordination with the Code Reform project, for the following aspects:.
  - ➢ Identify differences within the Urban Fringe Area between the City and County Land Use maps, and with regard to the City's annexation policy.
  - ➢ Analyze relationship of existing land use designations to existing zoning districts.
  - ➢ Account for recent utility planning efforts and reevaluate the relationship between the growth policy boundary and the utility service area, as well lands adjacent.
  - ➢ Evaluate alignment between land use designations, especially prescribed densities, and transportation planning goals related to mobility, connectivity, and accessibility.
  - ➢ Explore opportunities for existing Historic Districts to be better reflected in application of land use designations.
  - ➢ Reevaluate the use, role, and location of existing overlays and nodes.
  - ➢ Update and incorporate the Suitability layer from Our Missoula Development Guide into the FLUM.
  - ➢ Re-Identify key characteristics, resources, and assets in the community and develop new implementation strategies.

  - o Develop and adopt a new/modified Future Land Use Map, based on the analysis and considerations above, and in coordination with mapping analysis included in Code Reform (specifically the Community Form Analysis, Land Use Equity Audit, and Scenario Analysis work related to the Framework for Next Steps Memo).
- Document Update
  - o The Growth Policy document itself will need to be updated to reflect technical and administrative changes, including the section guiding evaluation of subdivision; the neighborhood planning template; adding to the section that itemizes related Issue Plans; and generally correcting and updating terms, names, acronyms, etc.
  - o The document organization will be streamlined in a way that refines and simplifies the list of related actions; and simplifies the general organization of the document, especially related to the relationship between Goals/Objectives/Actions relationships, and in a way that organizes things more clearly around the six elements.
  - o Develop a more user-friendly document format with clear implementation processes that address the goals and expectations of the community.
- Remain in compliance with growth policy provisions in State law (MCA 76-1-6)

BACKGROUND:

Focus Inward:
The essential concept that informs the Growth Policy is the 'focus inward' strategy, which is a land use principle that encourages new growth in the direction of existing infrastructure, neighborhoods, and public services. The focus inward approach encourages preservation of neighborhoods and community assets while making more efficient use of underutilized or undeveloped spaces, and promotes sustainable urban development and re-use rather than consumption and expansion into open space, and natural and agricultural areas. Updating the growth policy presents an opportunity to refine and clarify how the various policy components contained within it align with the overarching focus inward concept, with special consideration for incorporating considerations of equity. An important task related to this will be a reevaluation of the Future Land Use Map.

Policy Elements:
The focus of policy developed in the current Growth policy is based on the following six themes, each of which contains various sub-themes (some of which overlap between elements).

- **Livability** (Culture, Arts & Historic Preservation; Growth Pressures and Land use; Community Character; Local Services; Parks and Recreation; Downtown)
- **Safety and Wellness** (Active Transportation System; Parks and Recreation; Health Care Quality; Environment; Health and Wellness Promotion; Built Environment; Social Services and Poverty; Emergency Disaster Services and Crime Prevention; Homelessness)
- **Economic Health** (Infrastructure; Labor Pool; Business Development; Local Business; Downtown; University of Montana; Transportation/Transit/Multi-Modal)
- **Housing** (Affordable & Fair Housing; Housing & Transportation Linkage; Land Use, Zoning, and Neighborhood Design; Housing-Economic Development Relationship; Homelessness; Downtown Housing)
- **Community Design** (Community Character & Sense of Place; Land Use; Natural Areas and Outdoor Recreation; Infrastructure; Sustainable Development; Affordable Housing Opportunities; Transportation)
- **Environmental Quality** (Climate Change; Energy; Transportation, Growth Pressures and Sprawl; Waste Stream; Air, Soil and Water Quality; The River; Natural Resources; Natural Areas and Outdoor Recreation; Local Food)

Emergent Issues:
The Growth Policy has been in place for 7 years, and Missoula has experienced significant challenges within that amount of time. The city has seen a steady and continued rise in development that has been accompanied by a similar increase in housing costs. Development in the city has in turn become increasingly contentious. Climate change continues to drive extreme weather and fire events in the region, posing serious implications for community health and safety. Additionally, and significantly, a once-in-a-century pandemic has exposed community vulnerabilities in equity, inclusion, resiliency and racial disparity.

These are issues that are addressed to varying degrees in the current policy, but will need to be accounted for more fully as part of this update. Additionally, several new important city policies have been adopted that relate to the growth policy, including new policy for housing, climate resiliency, and an update to the Long Range Transportation Plan, as well as long-range utility planning related to the water utility recently being transferred to public ownership.

ROLES:

Project Team: The project Lead for this project is the Long-Range Planning Team within Community Planning Division of CPDI, with agency, community, and consultant support. The Project Team includes and works closely with CPDI's Community Engagement Specialist.

Public/Community: Public engagement for this project is closely intertwined with engagement around the Code Reform Initiative, and the same consultant team will be used to assist with ensuring robust engagement, especially early on in the project. Public engagement will include innovative processes for gathering community insights on the project, and will make a point of directly approaching groups who are left out of traditional public processes. Project outreach will be based on a comprehensive strategy to engage public and private businesses, residents, and stakeholders, emphasizing historically marginalized populations.

Public Boards and Decision-Making Bodies: City Council members will be provided regular updates and encouraged to participate throughout the process. The Missoula Consolidated Planning Board members will

be regularly informed of the process and progress.   City Boards like Historic Preservation Committee, Design Review Board, and Board of Adjustment may be approached at various stages of the process.

City Internal Groups: City and County agencies will be directly involved. The City has already established several internal working group related to the Code Reform Initiative that will help to guide the overall approach and provide technical guidance. (These are more fully described in the Code Reform RFP). Specifically the Innovation Working Group will be consulted for input and guidance on a regular basis, with check-ins with the Core Team as various points throughout the project life as well. Additionally, an Engagement and Communications Team, already formed as well, will play an advisory role on related matters.

Advisory Group: The make-up of the advisory group will be the same as the advisory group formed for the Code Reform project to provide consistency and familiarity. The advisory group will be a sounding board for balancing policy development and implementation ideas from the Code Reform project and Growth Policy update, as well as provide comment on the land use mapping components.

Focus Groups: These groups will be established as needed and will help to provide unique perspectives and input on various subject matter related to land use regulation and city policy.

APPROACH
The project is organized into six phases with tasks and products described as follows:

The following notations indicate the type and level of involvement by City staff and the Code Reform Consultant Team. Unless otherwise noted as Add Service (AS), tasks noted as Consultant Led (CL) or Guidance/advisory (G/A) are already included in the Code Reform project scope.

SL: Staff Led
CL: Consultant Led
G/A: Consultant provides guidance/advisory role
AS: Consultant Additional Service
E: Engagement tie-in

Phase 1: Start Up

Task

Secure related professional services	SL; G/A

Product

Scope of work	SL; G/A
Contract Materials (Contract addendum, referral, Scope Addendum, etc)	SL
Public Engagement Plan	CL; (AS); E
Informational update/overview to Council and Planning Board	SL

Phase 2: Research and Background

Tasks

Establish Advisory Group	SL; G/A; E
Data Collection	SL
Policy Consolidation and Confirmation	CL; (AS)
Establish Web presence	CL; (AS); E
Refine Timeline	SL; G/A

Product

Community Profile	SL
Updated OMDG	SL
Policy Diagnostic	CL; (AS)
Community Form Analysis	CL
Equity Audit	CL
Dedicated Webpage with enhanced engagement	CL; (AS); E

Phase 3: Public Engagement Rollout: Vision/ Values Check-in

Task

Policy Update Conversation	CL; (AS); E

Product

Engagement through Code Reform Engagement Cycles	CL; (AS); E
Engagement specific to Growth Policy Update work	SL; G/A; E

Phase 4: Scenario Analysis and Strategy Development

Tasks

Engagement around Scenario Analysis	CL; E
Engagement around Framework for Next Steps	CL; E
Engagement around Draft FLUM	SL; G/A; E

Product

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Scenario Analyses	CL
Framework for Next Steps Memo	CL
Draft FLUM, based on strategies identified in Framework for Next Steps	SL; G/A
Draft Policy Language	SL; G/A

Phase 5: Document/FLUM Update and Adoption

Tasks

Plan development – bringing it all together	SL; G/A
Engagement	SL; E
Planning Board Recommendation	SL
City Council Recommendation	SL

Product

Updated Document: Draft and Final Versions	SL; G/A
Revised Land use map: Final Draft	SL; G/A

TIMELINE:
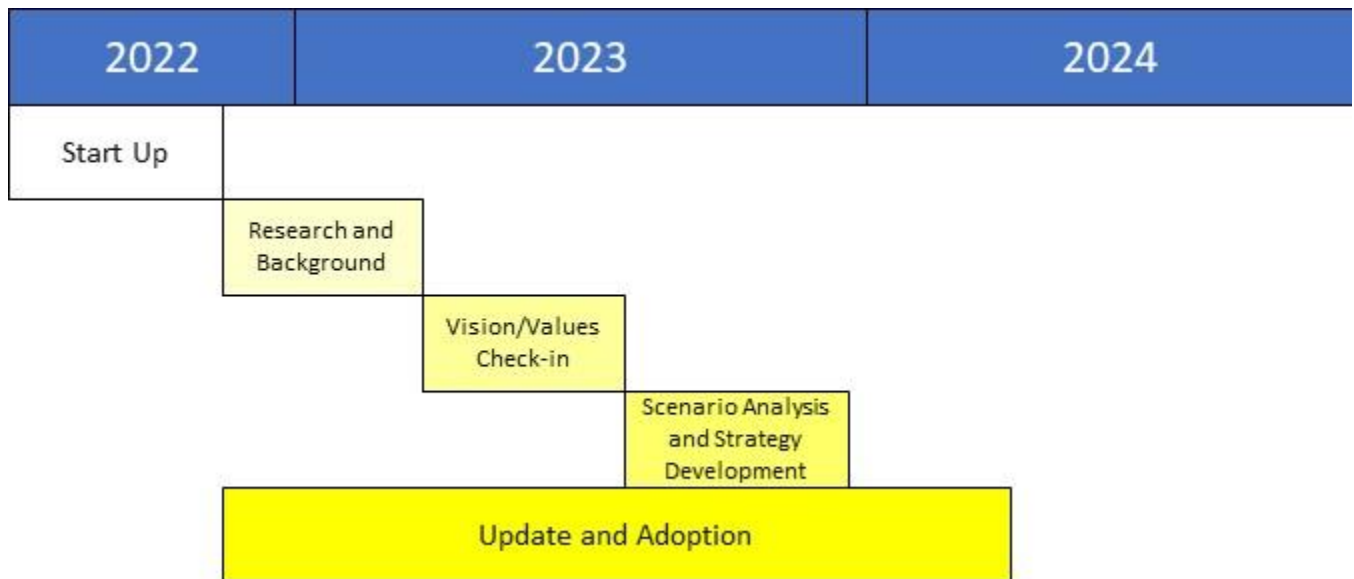
COORDINATION WITH COMPREHENSIVE CODE REFORM INITIATIVE:

This project coincides with the need for a larger, more comprehensive approach to land use regulation that will address emergent issues, align regulations with policy and community values, consider equity in land use, and produce code reform. This Growth Policy update is foundational to, and interfaces with, the comprehensive code reform project (since work on land use regulations must be in accordance with the Growth Policy). Information and recommendations from the proposed audit that will be part of the code reform project will factor into a growth policy update. The auditing processes will include an evaluation of equity related to land uses in our community. This will be another key lens to inform potential updates to the Growth Policy, and will build off of the needed updates identified through the recent 5-Year review of the Growth Policy.

CONSULTANT SERVICES:

Conducting the growth policy update had already contemplated use of Community Planning professional service funds to provide distinct consultant services to accomplish the update. Current Task coordination with the code reform project team has further cemented the areas of focus for the

Growth Policy update consultant service needs. There are two areas where distinct consultant services will be beneficial relate the Growth Policy update process:

Growth Policy Consolidation and Prioritization

This task is to synthesize the 83 Goals and 302 Objectives contained in the current Growth Policy into consolidated, concise goal statements that are easily understood and framed in the Growth Policy Update process with the community. Establishing this distilled list of current growth policy statements would be the foundation and stepping off point for dialogue with the community to help identify what aspects should be considered for updating in the Growth Policy Update and policy priorities and guiding principles that will direct the Comprehensive Code Reform Project.

Public Engagement related to the Growth Policy Update Included in Engagement Cycles #1 & #3.

This task will create an early and enhanced relationship between the growth policy update process and the comprehensive code reform project. It is beneficial to the community overall to link the engagement cycles for policy overviews and visioning discussions to other engagement cycles related to the community innovation framework, refinement of the growth policy documents and future land use map and, ultimately, input on new innovative approaches to land use regulations.

RELATED POLICY WORK:

The following plans and documents relate to this project. They are listed chronologically by year of adoption.

- Our Missoula Growth Policy: 2035 (***Link***)   2015
- City of Missoula Zero Waste Plan (***Link***)   2018
- Parks, Recreation, Open Space, and Trails Plan (***Link***)   2019
- A Place to Call Home: Meeting Missoula's Housing Needs (***Link***)   2019
- City Annexation Policy (***Link***)   2019
- 2019 Missoula Downtown Master Plan (***Link***)   2019
- City of Missoula Strategic Plan: 2020-2023 (***Link***)   2020
- Sxʷtpqyen (S-wh-tip-KAYN) Neighborhoods Master Plan (***Link***)   2020
- Missoula Subdivision and TED Regulations Report (***Link***)   2020
- Climate Ready Missoula Plan* (***Link***)   2020
- Justice, Equity, Diversity, and Inclusion (JEDI) Resolution (***Link***)   2021
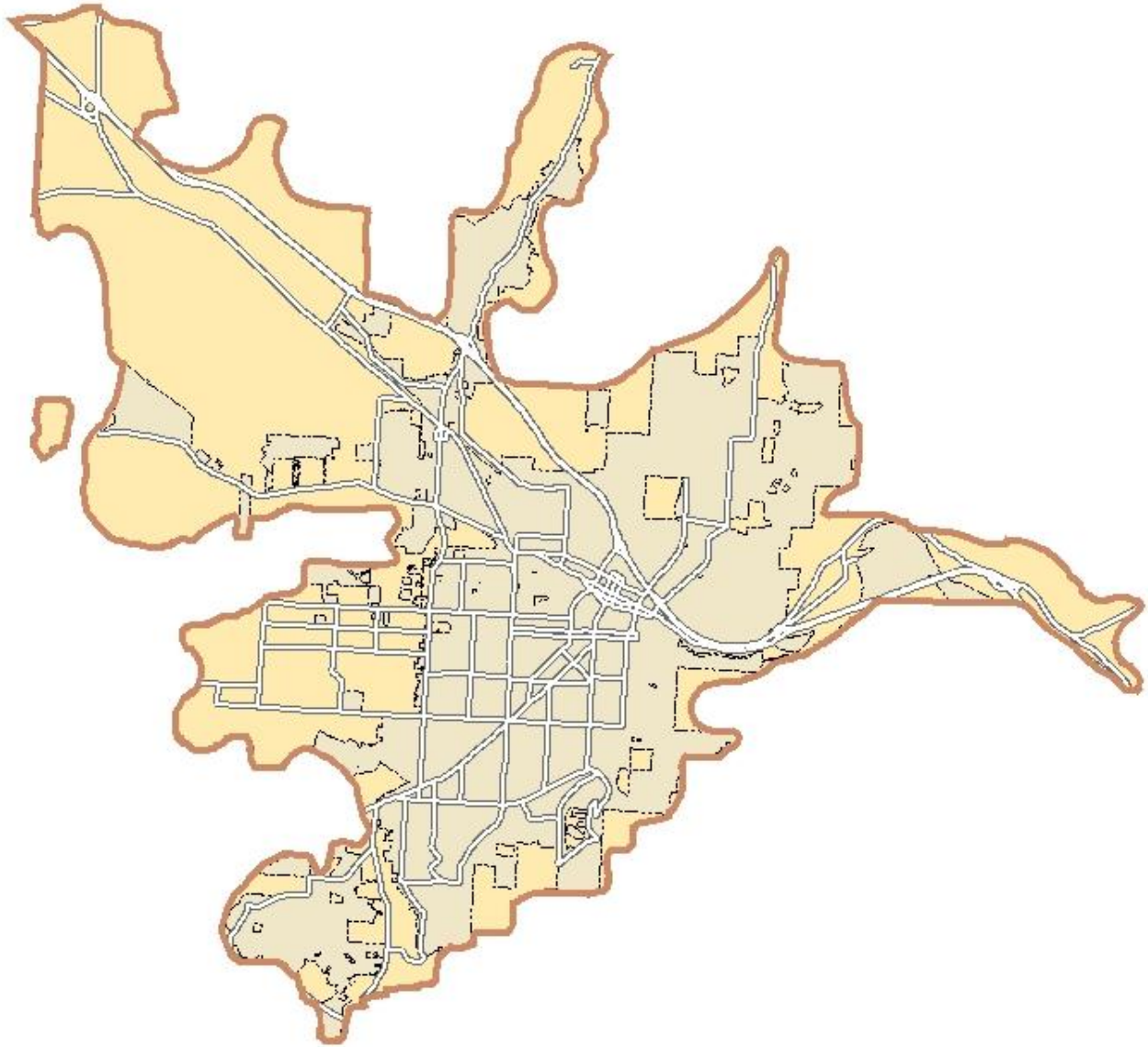- Missoula Connect: 2050 Missoula Long Range Transportation Plan (***Link***)   2021

APPENDICES:
Appendix A: Project Area Boundary
Appendix B: Materials Related to the Five-year Growth Policy Review
Appendix C: Code Reform Scope of Work

<u>**PROJECT AREA BOUNDARY:**</u> City limits along with Urban Service Area/Growth Policy Boundary

<u>**MATERIALS RELATED TO FIVE-YEAR GROWTH POLICY REVIEW:**</u>
https://www.engagemissoula.com/growth-policy-5-year-review

<u>**APPENDIX C: CODE REFORM SCOPE OF WORK**</u>