

# EXECUTIVE SUMMARY

## *Our Missoula 2045 Land Use Plan, Staff Report and Referral*

- Report to:** Missoula Consolidated Planning Board (also referred to as Missoula Planning Commission)
- From:** Madson Matthias, Associate Planner; Marc Hendrickson, Associate Planner; Emily Gluckin, Senior Planner; Ben Brewer, Community Planning Supervisor; Laval Means, Community Planning Manager; Ashley Brittner Wells, Community Engagement Specialist; Eran Pehan, Director of Community Planning, Development, and Innovation; Ben Weiss, Bike/Ped Program Manager
- Report date:** November 14, 2024
- Agenda Item:** Adoption of the Our Missoula 2045 Land Use Plan and Place Type Map (Attachment 2 and Exhibit A) as the new governing land use plan for Missoula, thereby repealing the Our Missoula City Growth Policy 2035, including the Future Land Use Map and outdated Neighborhood Plans.

### Meeting Dates, Requirements, and Recommendations

- November 19, 2024.** Planning Board, Public Hearing  
**Action Required:** After review of the draft Land Use Plan and Place Type Map, consideration of the executive summary/staff report and consideration and response to public comment on the proposed land use plan and place type map, the Planning Board will make a final recommendation to the City Council regarding adoption, modification, or rejection of the proposed plan and map, and associated repeal actions.  
**Recommendation:**  
That the Planning Board resolves to recommend that the City Council **adopt** the *Our Missoula 2045 Land Use Plan* and Place Type Map (Attachment 2 and Exhibit A) as Missoula's new governing land use plan, based on the information and considerations in the staff report. Through this action, the City of Missoula is **repealing** the *Our Missoula City Growth Policy 2035*, the associated Future Land Use Map, **and repealing** all existing neighborhood plans developed prior to the adoption of the 2045 Land Use Plan, except the *2023 Missoula Midtown Master Plan*, the *2020 Sx<sup>w</sup>tpqyen Master Plan*, and the *2019 Missoula Downtown Master Plan*, which shall remain effective and controlling and adopted as Area Plans under the 2045 Land Use Plan.
- December 4, 2024.** Land Use and Planning Committee, Presentation #1  
**Recommendation:** Discussion only. Pre-Public Hearing.
- December 9, 2024.** City Council, Open Public Hearing  
**Recommendation:** NA
- December 11, 2024.** Land Use and Planning Committee, Presentation #2  
**Recommendation:** Discussion

5. **December 16, 2024.** Public Hearing and Final Consideration

**Action Required:** Consider Planning Board recommendations when determining whether to adopt a Resolution to adopt, modify, or reject the *Our Missoula 2045 Land Use Plan* and Place Type Map and associated repeal actions.

**Recommendation:**

That the City Council adopt a Resolution to Adopt the *Our Missoula 2045 Land Use Plan* and Place Type Map (Attachment 2 and Exhibit A) as Missoula's new governing land use plan, based on the information and considerations in the staff report. Through this action, the City of Missoula is repealing the *Our Missoula City Growth Policy 2035*, the associated Future Land Use Map, and repealing all existing neighborhood plans developed prior to the adoption of the 2045 Land Use Plan, except the *2023 Missoula Midtown Master Plan*, the *2020 Sx<sup>w</sup>tpqyen Master Plan*, and the *2019 Missoula Downtown Master Plan*, which shall remain effective and controlling and adopted as Area Plans under the 2045 Land Use Plan.

### Notification of Public Hearing

- A legal ad was run in the Missoulian on November 9, and November 16, 2024, announcing the adoption draft of the Land Use Plan and public hearing dates.
- Email:
  - Emails announcing the public hearings to adopt the *Our Missoula 2045 Land Use Plan* were sent to over 1,000 stakeholders from staff contact lists.
  - Newsletters were sent on November 8, 2024, to 5,124 contacts that announced the public hearings to adopt the Land Use Plan.
  - A memo was sent to Agency and Community Groups on October 15, 2024, requesting comment on the public draft of the Land Use Plan by October 31, 2024. This also announced the Planning Board public hearing date.
- Online Engagement:
  - The Planning Board and City Council public hearing dates were listed on the Engage Missoula website.
  - The adoption draft Land Use Plan and associated maps were posted on the Engage Missoula website for review and comment.
  - Press release on November 14, 2024, announcing the availability of the adoption draft Land Use Plan and upcoming public hearings.
  - Community Planning, Development, & Innovation Facebook page post on November 13, 2024, announcing the public hearings information.
- See Appendix F of the Land Use Plan for the full summary of community engagement for the Land Use Plan

### Project and Proposal Introduction

#### Proposal Summary: A New Land Use Plan

The City of Missoula requests that the Planning Board recommend to City Council that the City Council adopt a new Land Use Plan referred to as the *Our Missoula 2045 Land Use Plan* and Place Type Map, (Attachment 2) to replace its previous Growth Policy, *Our Missoula City Growth Policy 2035*, as well as the associated Future Land Use Map and outdated neighborhood plans. This updated policy document directs the city's future growth by addressing the current community vision, needs, and development challenges. Built with consistent input from the community, the Plan outlines a clear, actionable vision to support sustainable, equitable growth and public well-being.

## Land Use Plan Study Area

The Plan studies an area of 40,254 acres, with 56% of the study area as current city jurisdiction and the remaining 44% in Missoula County. The plan area 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 (Shown in Exhibit A)

## Purpose behind the *Our Missoula* Project

This Land Use Plan is a foundational document, guiding urban growth and development. It establishes guidelines for public and private land use and is crucial for aligning development regulations with community needs and priorities.

It is the first major deliverable in the comprehensive project referred to as *Our Missoula Growth Policy Update and Code Reform* that began in the fall of 2022. *Our Missoula* is an extensive project that works with the community to update Missoula's vision for future growth (through this Land Use Plan) and to modernize the development regulations, one of our key tools for achieving this vision.

Missoula has undergone significant change since adopting the Growth Policy in 2015. The City recognized the need to update its policies and priorities to be responsive to current challenges, when initiating the *Our Missoula* project. These challenges are things like housing affordability, equity, and climate change. With broad community involvement, *Our Missoula* will result in an inclusive vision for how Missoula will grow in the future. It will guide critical changes in the code that the City must take to carry out that vision.

## Bringing the *Montana Land Use Planning Act* into the *Our Missoula* Project

The *Our Missoula* project shifted direction following the adoption of the *Montana Land Use Planning Act* (the Act) in May 2023. The Act requires cities with populations over 5,000 update their land use plans by May 2026. It is the purpose of the Act to promote the health, safety, and welfare of the people of Montana through a system of comprehensive planning that balances private property rights and values, public services and infrastructure, the human environment, natural resources, and recreation, and a diversified and sustainable economy. Cities must include detailed data, impact assessments, and growth forecasts when developing a land use plan. Meeting these requirements now positions Missoula to fulfill these legal obligations and align local policies with new state standards for housing and services.

It is the legislature's intent that the comprehensive planning authorized in the Act provides the broadest and most comprehensive level of collecting data, identifying and analyzing existing conditions and future opportunities and constraints, acknowledging and addressing the impacts of development within the area, and providing for broad public participation. The Land Use Plan serves as the basis for implementing specific land use regulations that are in substantial compliance with the local land use plan. Proposed amendments to specific land use regulations are planned as the next phase of the *Our Missoula* project.

## Engagement Philosophy

As allowed by the statutory requirements of the Montana Land Use and Planning Act, the City of Missoula strives to create continuous, relationship-based engagement opportunities that connect residents to the issues that matter to them. Central to this effort is the belief that community engagement should be genuine, equitable, inclusive, innovative, intentional, informed, transparent, iterative, and user-friendly. The Community Planning, Development, and Innovation (CPDI) Department's approach to community engagement is built around three key areas: collaborative education,

sharing experiences, and building awareness of key issues.

In the context of land use planning, CPDI staff prioritize building meaningful relationships with community members based on trust and transparency. To facilitate this, staff leverage existing structures for outreach—such as Neighborhood Councils, boards, and commissions—while also employing innovative strategies to ensure diverse participation across various community groups. This comprehensive approach is critical for creating opportunities for the public to actively engage in the planning and adoption of land use plans and regulations. Such engagement is particularly important, as the decisions made during this process influence future development outcomes that will offer limited opportunities for comment.

## Overview of Land Use Plan

The *Our Missoula 2045 Land Use Plan* (the Plan) contains five chapters: an Introduction; Land Use Policy Themes chapter; a Land Use Strategy; a chapter on Land Use Plan Adoption and Amendments; and a Land Use Implementation Chapter. Appendix includes reports, analyses, and plans that were published before or during the *Our Missoula* project and have informed the chapters of the Land Use Plan. These appendices include: the *Community Profile* (Attachment 3A); *Our Missoula Equity in Land Use Report* (Attachment 3B); *Our Missoula Code Diagnostic* (Attachment 3C); *Our Missoula Community Form Analysis* (Attachment 3D); *Our Missoula Development Guide 2021-2022 Yearbook* (Attachment 3E); a *Community Engagement Summary* (Attachment 3F); and a *Public Participation Plan* (Attachment 3G).

The Land Use Policy themes chapter focuses on six overarching policy themes, containing a goal, policy objectives, and action steps. The six themes are:

1. **Focus Inward**

Goal: Focus development and infill within the urban area to minimize strain on infrastructure and prevent sprawl into sensitive and constrained lands.

2. **Housing Choice & Access**

Goal: Develop a diverse, equitable, and resilient housing system that meets current and future needs and limits displacement.

3. **Community & Quality of Life**

Goal: Enable community access to opportunity as well as social, cultural, recreational, and public amenities.

4. **Environmental Quality & Climate Resilience**

Goal: Balance urban development with environmental protection and resilience through sustainable practices and mitigation of impacts to sensitive lands

5. **Health & Safety**

Goal: Ensure access to services and infrastructure that support health and safety.

6. **Economic Health**

Goal: Promote balanced growth by supporting commercial services with improved infrastructure and connectivity while also considering climate, mobility, and community compatibility.

The *Community Profile* (Attachment 3A) was a primary source for informing key issues, assessing current conditions, and shaping policies for each Land Use Policy Theme. The Community Profile responded to the data-specific mandates from the Planning Act. These mandates require that land use plans address population projections, housing, local services and infrastructure, economic development, natural resources, environmental hazards, and regional land use. This data collection was supplemented by the largely quantitative information collected from the community through structured, continuous public engagement. Beginning in 2022, the *Our Missoula Growth Policy Update and Code Reform Project* raised public awareness, identified gaps in current codes, and emphasized the importance of equity and sustainability in city planning. The responses, comments, and answers provided by the Missoula community helped bolster findings around key issues and current conditions while directly shaping the direction and breadth of all policy objectives. The Community Engagement Summary (Attachment 3F) provides further detail on community engagement.

Following the chapter on Land Use Policy Themes, the Land Use Strategy chapter expands upon the foundational material found in the Appendices, the Land Use Policy Themes, policy objectives, ongoing public engagement, and additional city planning efforts. This chapter examines the interactions between land use, intensity, form, and mobility, all of which are deeply interconnected. These elements are explored in the Land Use Strategy through two main categories: Place Types and Street Types. Place Types refer to the various built environments within the community, while Street Types describe the transportation networks that serve them. The Place Types map identifies twelve distinct geographic areas, each characterized by unique combinations of land use elements. Similarly, the Street Types map defines eight types of streets, each with its own set of use and design features. By analyzing the distribution and interrelation between Place Types and Street Types, the City can effectively plan for accessible, walkable, and vibrant neighborhoods, while encouraging growth that provides diverse, attainable housing options throughout the community.

This approach is further solidified by the Place Types framework, which replaces the traditional Land Use Designations and Future Land Use Map found in the *Our Missoula City Growth Policy 2035*. Building upon the Land Use Policy Themes and extensive public engagement, the Place Types framework offers a more flexible and practical method for achieving the Plan's goals. Rather than relying solely on density-based land use designations, the framework focuses on specific combinations of land use, design, and mobility features. This method allows for more customized planning, taking into account critical factors such as site constraints, capacity, equity, and accessibility. It also draws from ongoing planning efforts. The use of Place Types allows the City to better understand how development interacts with key transportation infrastructure—such as commuter trails, sidewalks, and transit stops—ultimately helping to create vibrant, accessible communities that are well-connected and sustainable.

While the Place Types framework primarily applies within city limits, it recognizes the need for coordination between city and county jurisdictions. Generally, the Place Type designations for areas in Missoula County area consistent with recent County planning efforts. Planning for areas like the Wye will also require City policy input to ensure the City can continue to provide essential services as development progresses.

A significant update to the Land Use Plan's policy approach, introduced through the Place Types map, is the increase in residential intensity city-wide. The Plan now recommends two primary units on a typical parcel in all residential areas,

with up to four units allowed in limited urban residential areas, six units in urban residential low areas, and up to eight units in urban residential high areas. Furthermore, the Plan introduces small-scale commercial spaces within residential neighborhoods and removes residential intensity limits in the mixed-use and downtown place types, providing greater flexibility to address housing demand while ensuring a balance of residential and commercial development throughout the city.

To implement these changes, the Plan's Land Use Implementation chapter sets out over 150 action steps, organized into five focus areas: Code, Coordination, Infrastructure, Programs, and Funding. Each action directly supports the Land Use Policy Themes and the Land Use Strategy. This chapter also describes the City's approach to Community Improvement Planning (previously referred to as Capital Improvement Planning) and the approach to monitoring the plan

### **Plan Accomplishments**

The *Our Missoula 2045 Land Use Plan* sets a framework to support Missoula's projected population growth of 1.39% annually, adding approximately 37,000 new residents by 2045, while addressing pressing issues that have emerged since the last Growth Policy update in 2015. This Plan prioritizes expanding housing capacity, climate resilience, equity, and connectivity to guide Missoula's sustainable and inclusive growth. With housing affordability, social equity, and climate impacts in mind, the Plan establishes policies to address these challenges directly, ensuring that Missoula evolves in alignment with community priorities and values.

To meet the city's housing needs, the Plan encourages compact, mixed-use development within the urban area, reducing sprawl and preserving surrounding natural spaces. It promotes diverse housing options, which address affordability and prevent displacement, by enabling higher density in appropriate areas and distributing affordable housing throughout the city. Equity is central to the Plan's objectives, informed by a comprehensive *Equity in Land Use Report* that evaluates gaps in existing policies and recommends strategies to reduce barriers for historically disadvantaged populations. Six key equity principles emerged from this report, guiding inclusive development and ensuring all neighborhoods have fair access to housing, services, and opportunities.

The Plan's environmental goals align with Missoula's climate priorities by emphasizing carbon reduction, promoting walkable neighborhoods, ensuring air and water quality, protecting sensitive areas, and supporting sustainable practices like local food access and urban forestry. In transportation and infrastructure, the Plan supports enhancements that improve safety, mobility, and resilience, creating attractive, accessible streets that accommodate various modes of transportation.

Through robust community engagement and guided by core values of housing, equity, climate, and connectivity, the *Our Missoula 2045 Land Use Plan* provides a clear, adaptable framework for growth. This Plan represents a unified approach to building a vibrant, inclusive, and sustainable future for all Missoulians.

### **Public, Stakeholder, and Agency Participation**

The *Our Missoula 2045 Land Use Plan* featured a robust engagement process designed to involve a broad range of community members through various in-person and virtual opportunities. These engagement efforts included public events, stakeholder meetings, presentations, tabling, written comments, social media, and newsletters, all in all reaching over 3,000 residents. In total, 149 occurrences were recorded throughout the process, with 18 public events that

engaged 873 residents, and 63 newsletters sent out, which were opened more than 47,500 times. Additionally, 63 Facebook posts helped keep the community informed, and 20 presentations were made to boards, committees, and the City Council to ensure ongoing communication and feedback. A diverse Our Missoula Community Advisory Group, which met 17 times, played a key role in providing valuable input and guidance from early outreach through the development of the Land Use Plan and Place Type Map. The Planning Board and City Council were also regularly updated and invited to community meetings, ensuring their continued involvement in the process. All engagement activities adhered to the adopted Public Participation Plan, which will guide future updates and revisions to the Land Use Plan. A comprehensive overview of the public engagement process is available in the Community Engagement Summary (Attachment 3F).

The engagement strategy utilized by the Our Missoula team was continuous and relationship-based, emphasizing collaborative education, shared experiences, and increased awareness of key issues while focusing on building meaningful relationships based on trust and transparency. Initial engagement began with a Community Kick-Off Event in December 2022, organized in partnership with Common Good Missoula, which fostered a deeper understanding of the initiative's significance through a civic academy model that encouraged sharing information and personal experiences. Following this launch, the engagement process focused on identifying shortcomings in the City's codes and policies regarding equity and community needs from spring through winter 2023. This phase included the release of the *Equity in Land Use Report* that prompted public presentations, small group discussions, and workshops that gathered qualitative feedback on issues such as housing affordability, segregation, and gentrification. All of this informed potential land use changes.

From spring to summer 2024, the project shifted towards creating community-informed growth scenarios where participants expressed their preferences for various housing types. This helped to shape the scenarios that addressed housing affordability, equity, and climate issues. The third phase concluded with Future Growth Scenario Open Houses, where residents provided input on proposed growth scenarios. The final phase is the consideration of adoption of the Land Use Plan and Place Type Map and included community presentations and drop-in sessions to gather additional public feedback, ensuring a thorough and inclusive engagement process throughout the Land Use Plan update.

The public review draft of the Land Use Plan and Place Type Map was made available for comment on the website for three weeks, leading up to consideration of comments that could inform this adoption draft of the Land Use Plan and Place Type Map. Agency and community groups were notified of the comment period and encouraged to submit comments. This included contact to a wide range of groups with interest in special resources like housing, economics, development, construction, real estate, transportation, government agencies, climate, the natural environment, utilities, infrastructure, community services, community organizing, neighborhood councils and overlapping county community councils. Comments are continued to be encouraged up to the point of adoption. This phase concludes with the adoption of the *Our Missoula 2045 Land Use Plan and Place Type Map*.

The Our Missoula Team reviewed and analyzed nearly 1000 comments related to the Land Use Plan and Place Type Map. Each comment was recorded, reviewed and analyzed. Many comments resulted in typographical corrections or updates to maps or graphics to fix errors or improve clarity. Addressing these did not result in any changes to the content of the document. In many other instances, we determined that the comment was in alignment with an idea, concept, or detail of the plan, but this was not clear to the reader. To address these, we looked for ways to create more clarity in the text.

When comments recommended a substantive change to the plan that was in alignment with the project goals, as

developed in previous community-driven phases of the project, we brought those recommendations to our larger teams, including City Leadership and content area experts. In many instances, this resulted in partial or full changes in the Plan and/or Place Type Map. These conversations also considered recommendations that were in alignment with the broad project goals and values, but that require continued work, resource, and community conversation to adequately address. These recommendations resulted in additional actions in the implementation table of the Plan, to ensure we commit to doing this work in future phases of the project.

When comments made recommendations that were not in alignment with the project's goals or that were outside the scope of the project or the City of Missoula's Authority, no change to the Plan was made. Many of these comments contained recommendations for zoning code or broader development regulations, which are occurring in the next phase of the Our Missoula Project. These comments will be carried forward to that process, informing the process alongside other community engagement efforts.

The Community Engagement Summary (Attachment 3F) includes a summary of common themes of comments along with responses. Individual comments with associated response coding are included as part of the Public Review Draft Comments List and Analysis (Attachment 4).

## Summary of Updates

The following is a summary of update that have been incorporated into the Adoption Draft of the Land Use Plan and Place Type Map (Attachment 2):

- Copy Edits and Corrections to Typographic Errors, including some maps/figures
- Provide added clarity to language in the Plan, especially related to parks, trails and open space and climate resiliency.
- Strengthen connections between Plan narrative and policy, implementation actions, and community profile findings.
- Update and modify some policy language including:
  - Focus Inward Goal
  - Policy Objective 3 in the Environmental Quality & Climate Resilience Chapter
  - Policy Objective 5 in the Environmental Quality & Climate Resilience Chapter
  - Policy Objective 6 section in the Environmental Quality & Climate Resilience Chapter
- Add a more explicit connection between Place and Street Types into the Land Use Strategy Introduction, describing how the two designations inform, collaborate, and complement each other to better implement the policy language and guidance provided in the Land Use Plan.
- Modify introduction to Place Types section to provide added clarity in descriptions of key terms.
- Modify some place type descriptions.
  - Limited Urban Residential (Previously known as Suburban Residential) has language adjusted to clarify why this Place Type exists.
  - Downtown has language adjusting this Place Type to be more specific to the Missoula area.
  - Civic has adjusted language to incorporate ownership and land uses within the general description.
- Modify some Place Type names
  - Modify 'Suburban Residential' to 'Limited Urban Residential'
  - Modify 'Suburban Mixed-Use' to 'Limited Urban Mixed-Use'

- Modify 'Parks and Open Space' to 'Parks and Conservation Lands'
- Update photos in some place type descriptions to provide more clarity and highlight how the same building type may look in different Place Types. Also, to align with other planning efforts that are going on right now such as the LRTP and PROST planning efforts.
- Provide more clarity on what the Proposed Place Types to Existing Zoning map in the Implementation chapter means.
  - Areas that are categorized within the "Inconsistent" Header highlight where there are discrepancies between the Zoning Map and Place Types. This indicates a zoning change is necessary for the Zoning Map and District for it to be in substantial compliance with the Place Type map.
  - Areas that are categorized as "Consistent" indicate areas where the Zoning Map and Place Type Map are already in substantial compliance with each other.
  - Areas categorized as "Other" indicate areas where there may need to be a zoning change for the Zoning Map to be in substantial compliance with the Place Type Map. Or that it is outside of the City's jurisdiction so the City cannot legally impose zoning regulations on the property.
- Modify and expand some action statements.
- Make some Place Type mapping modifications, including:
  - West Broadway: Suburban Mixed Use to Urban Mixed Use H/L
  - Fort Missoula: remap some Parks and Open Space areas to Civic.
  - Orchard Homes: moved a portion of the Tower Street area to Limited Urban Residential based on updated Floodplain/Floodway mapping.
  - The Rocky Mountain Elk Foundation Property at the base of Grant Creek: move from Open and Resource to Limited Urban Mixed Use
  - Moved portions of the Rattlesnake Valley from Urban Residential Low to Limited Urban Residential
  - Adjusted portions of the Urban Mixed-Use Low Place Types of the Northside/Westside neighborhoods to Urban Residential High.
  - Expanded Urban Mixed-Use Low in the River Road Neighborhood to incorporate existing light commercial/industrial use areas.
- Further supplement the Community Profile with some additional information regarding environmental hazards, healthcare, and the public school system.
- Removed example cross sections from each Street Type and replaced with example photos of typical treatments recommended for each type.
- Clarified language on how to interpret Mode Emphasis, Function, and Design Objectives within Street Types framework
- Clarified differences between Street Types
  - Neighborhood Residential/Neighborhood Greenway/Neighborhood Mixed-Use
  - Community Residential/Community Mixed-Use
  - Regional Connector/Regional Mixed-Use

### **Land Use Plan and Place Type Map Adoption Criteria and Considerations**

Staff has reviewed the Our Missoula 2045 Land Use Plan and bases the recommendation of approval for the Land Use Plan adoption on the following information:

[Overview of The Montana Land Use Planning Act \(The Planning Act\), 76-25, MCA](#)

The City of Missoula is subject to the *Montana Land Use Planning Act*. The Planning Act contains five parts. Part 1 (General Provisions) and Part 2 (Land Use Plan) apply to this land use plan adoption process and staff report. Parts 3, 4, and 5 do not apply to this process and staff report as they cover development regulations and regulatory procedures. These are not addressed further in this report.

### Part 1 of the Planning Act

Part 1 of the Planning Act covers administrative rules, definitions, applicability, and requirements to establish a Planning Commission (76-25-104, MCA) and to adopt a Public Participation Plan (76-25-106, MCA).

### Part 1, Section 104: Planning Commission

1. The Planning Act requires a Planning Commission to review and provide recommendations to the City Council on establishing a compliant land use plan, maps, and zoning and subdivision regulations.
  - A. Prior to the adoption of the Planning Act, the Planning Board acted in accordance with Chapters 1-3 of Title 76, MCA. The Board functioned as a resource for development, review, and recommendations for City Growth Policy, subdivision regulations, and zoning regulations.
  - B. Under the Planning Act, the Planning Board must act in accordance with Chapter 25 of Title 76, MCA. The Board's duties include reviewing and making recommendations to the City Council regarding the development, adoption, review, and approval of the Land Use Plan and Place Type Map (Land Use Map).
  - C. On July 15, 2024, the Missoula City Council adopted Resolution 8789, establishing the current Consolidated Planning Board as the Planning Commission for the City of Missoula for the purpose of implementation of the Planning Act. The Board retained its name as the Planning Board.
  - D. Throughout the *Our Missoula* project, the Consolidated Planning Board has been continuously involved. They received several project updates, invited to attend all community events, consulted in the trajectory of current planning and zoning in Missoula, and one board member has been included as a part of the Community Advisory Group. The *Our Missoula* project updates were provided to the Planning Board on the following dates:
    - i. May 2, 2023,
    - ii. June 6, 2023,
    - iii. September 5, 2023,
    - iv. February 20, 2024,
    - v. March 5, 2024, and
    - vi. October 15, 2024
  - E. A Public Hearings is scheduled on November 19, 2024, for the Planning Board to review and provide recommendations on the Land Use Plan and Place Type Map to the City Council.
2. **A Planning Commission has been established to review and provide recommendations to the City Council on establishing a compliant land use plan, maps, and zoning and subdivision regulations.**
3. **This process is not related to the planning and adoption of land use regulations.**
4. **The Planning Commission is scheduled to review and provide recommendations on the adoption draft of the Plan.**

### Part 1, Section 106: Public Participation

5. The Planning Act requires continuous public involvement, guided by creation and adoption of a Public

Participation Plan, in the planning and adoption of land use policy objectives and regulations.

6. The *Our Missoula* project kicked-off in October 2022, seven months prior to the adoption of the Planning Act.
  - A. At the start of the *Our Missoula* project, a Community Advisory Group (comprised of diverse body of stakeholders) was formed to provide informed community perspective throughout the project.
  - B. Throughout the *Our Missoula* project, city staff have maintained consistent, relationship-based engagement with the community, focusing on collaborative education, experience-sharing, and raising awareness of key issues.
  - C. The *Our Missoula* public engagement structure for the Land Use Plan and map is comprised of four Phases: Phase 1 included a community kick-off event that introduced the project and engaged residents in storytelling to shape its foundation. In Phase 2, focused on defining the problems. Public feedback was gathered to define community concerns around equity in land use, culminating in workshops where residents shared what they value in their neighborhoods. Phase 3 introduced Scenarios for the Future, using workshops and open houses to explore housing diversity and growth preferences, informing a preferred scenario to address housing and equity needs. Finally, Phase 4 involves community presentations, stakeholder input, and final adjustments before public hearings and the adoption of the Land Use Plan.
7. The Montana Land Use Planning Act was adopted in May 2023 and shifted the focus of the *Our Missoula* public engagement process.
  - A. The *Our Missoula* project updated messaging to clarify that opportunities for public engagement surrounding land use and development are shifted to be during the planning and adoption of city land use plans and codes, rather than during site-specific developments. Throughout the numerous community meetings, presentations and posted on the website, emphasis was placed on public participation during the planning process as being critical to ensuring that community voices are heard during the development of the City's land use policies and regulations.
  - B. The Missoula City Council adopted a Public Participation Plan (Attachment 3G) on July 15, 2024, through Resolution 8788.
  - C. All public engagement prior to November 2024 contributed on the creation of the Land Use Plan. See the Community Engagement Summary (Attachment 3F) for summary information of intent and input related to each phase of the project and comments received related to the Public Review Draft.
  - D. Working documents related to plan refinement have been disseminated over the course of the planning process – especially related to various engagement cycles.
  - E. Electronic communications were sent to a growing contact list over 5,000 interested individuals.
  - F. Branding and online presence of the project was established on the Engage Missoula website: <https://www.engagemissoula.com/hub-page/our-missoula>
  - G. Public input was gathered and continuously iterated and integrated into subsequent project deliverables and recommendations. Common themes that emerged are included in the Introduction to the Land Use Plan.
  - H. Dissemination of a public review draft Land Use Plan document and Place Type Map occurred in October 2024.
  - I. Public meetings have been noticed using the Missoulian (a newspaper of general circulation), describing the nature of the land use plan and place type map, public hearing dates, ways to view the plan and map, and ways to provide comment.
  - J. An opportunity for written and verbal comment is encouraged through the legal ad, the agency and

interested parties' memo, newsletters, emails and website information.

- K. Public engagement for the adoption of the Land Use Plan started in November 2024. See the Notification efforts listed above for more immediate notification practices for seeking comment of the Public Review Draft and encouragement to provide comment to the Planning Board and City Council.
- 8. **The public has been involved throughout the creation and adoption of the Land Use Plan. The process provided continuous and extensive public notice, review, comment, and participation in the development of the land use plan.**
- 9. **This process is not related to the planning and adoption of land use regulations.**

## Part 2 of the Planning Act

Part 2 of the Planning Act covers the adoption and amendment of the Plan and Future Land Use Map in *Section 201*. *Section 202* relates to cyclical future updates of the Land Use Plan and is not further addressed in this report but is referred to in the Land Use Plan Adoption and Amendment chapter of the Land Use Plan. *Section 203* covers requirements for providing population projections. *Sections 204* and *205* are reserved. *Sections 206* through *209* detail requirements to inventory, describe, and analyze needs and constraints related to: housing; local services and facilities; economic development; and natural resources, environment, and hazards. *Sections 210* through *212* are reserved. *Section 213* covers the Future Land Use Map while *Sections 214* and *215* address Area and Issue Plans. Finally, *Section 216* outlines provisions related to Implementation.

## Part 2, Section 203: Population Projection

- 10. The Planning Act requires the Land Use Plan to include a projection of Missoula's population for 2045.
- 11. The population projection-related requirements are described in detail in the Community Profile, Population and Demographics chapter (Appendix 3A).
  - A. This chapter provides a demographic overview of the Land Use Plan area, highlighting current and projected population growth, density changes, and migration trends. It examines educational attainment, racial and ethnic diversity, disability rates, and age distribution, identifying key areas of demographic change such as the Sx<sup>w</sup>tpqyen area with significant population and density increases. This demographic analysis sets the foundation for planning decisions, helping to tailor future land use and resources to the community's evolving needs.
  - B. The population projection methodology was created and agreed upon by multiple departments within the City as well as County Planning Staff. It utilizes 2020 decennial census as a baseline and historical growth patterns of Missoula County, the Land Use Plan area, and the City of Missoula. It assumes a 1.39% Cumulative Annual Growth Rate for Missoula County with approximately 77% of all new residents moving into the Land Use Plan area for a total 2045 population of 128,345 people.
  - C. The population projection is used as a baseline reference for determining ability to provide new housing capacity, economic capacity, and plans for local service and facilities.
- 12. The projected population is addressed in the Land Use Plan's Introduction chapter and is a foundational element throughout the document.
- 13. **The Land Use Plan includes a projection of Missoula's population for 2045.**
- 14. **The City of Missoula can generally accommodate the projected population's housing needs, acknowledging environmental, economic, and infrastructural variables and constraints.**

## Part 2, Section 206: Housing

15. The Planning Act requires the Land Use Plan to address Housing in Missoula. This includes a required inventory of existing conditions, an analysis of community housing impacts and needs from now through 2045, and a description of how the City of Missoula will address these needs.
16. The *Community Profile's* Housing chapter (Attachment 3A) addresses current housing information and future housing needs, including an inventory of incomes and housing types.
  - A. This chapter outlines current housing trends, noting that the core city density averages 4-16 units per acre, with recent residential growth concentrated in the Sx<sup>w</sup>tpqyen area. Single-family homes dominate, though multi-dwelling units have grown significantly since 2011. Around 51% of households rent, with 35.6% experiencing cost burdens, especially renters. Most homes are in "average" condition, with a notable number built between 2000-2010. Additionally, as of January 2023, 311 households were identified as houseless.
  - B. Future housing needs are calculated utilizing an analysis of the underproduction of housing units based on vacancy rates, the Homeless Management Information System (HMIS), and the estimated need based on the population projection. This results in a total need between 22,000 and 27,500 housing units by 2045.
  - C. To align with projected population growth and achieve a healthy vacancy rate, the City must produce 886-1,157 new homes each year for a 5% vacancy rate and 1,080-1,451 new homes each year for an 8% vacancy rate
  - D. In order to account for under producing housing, housing production should accelerate to approximately 1,100 to 1,400 homes annually for the first decade, followed by a target of 900 to 1,000 homes each year for the subsequent 12 years.
17. The *Community Profile's* Housing Chapter (Attachment 3A) also provides the assessment of residential developable lands and the potential capacity of new housing available given the proposed Place Type Map.
  - A. The Place Type map allows for almost three times the units needed to house the projected population.
  - B. The Place Type map allows for an estimate of new housing capacity based on new land use policy provisions. While the former Growth Policy's land use designations allowed for an estimated housing capacity that was ~150% of housing need, the Place Type map allows for an estimated housing capacity (78,073 units) that is ~280% of the projected housing need (27,454 units).
  - C. The proposed expanded capacity allowed by the Land Use Plan also serves as a strategic safeguard against development challenges, enhancing the likelihood that the community will successfully meet its long-term housing goals despite potential unforeseen constraints.
18. The *Equity in Land Use Report* (Attachment 3B) analyzed past practices, current zoning and economic information to determine key inequities that should be addressed through the Plan area recommendations and associated place type changes.
  - A. This report identified six principles to guide the update and reform of the Land Use Plan and development regulations. The guidance points to creating inclusive, affordable housing by promoting higher density, providing zoning incentives for income-restricted units, and focusing on building form and accessibility, while avoiding concentration in vulnerable areas.
19. Additional assessment of challenges related to housing supply and development are assessed in the *Our Missoula Code Diagnostic* (Attachment 3C).
  - A. The Diagnostic examines Missoula's outdated development codes, which no longer align with the city's updated policies and the 2015 Growth Policy. The diagnostic process focused on three main

areas: alignment with adopted policies, code format and organization, and development permitting processes. The key issues identified include barriers to housing equity, supply, and affordability; incompatible infill development; lack of support for mobility and climate policies; and difficult navigation for applicants and staff.

- B. Limited affordable housing and incompatible infill development increase inequality, disrupt neighborhoods, and hinder new housing supply. Insufficient support for climate and mobility goals, along with complex application processes, further delays development and impedes sustainability efforts.
20. The *Our Missoula Development Guide 2021-2022 Yearbook* (Attachment 3E) provides recent data about residential development activity and its relationship to suitability for growth throughout the Plan area.
  21. The *Our Missoula* project's Phase 3 engagement, focused on expanding housing options in neighborhoods, gathered community input on increasing housing diversity and affordability while preserving neighborhood character. Participants provided feedback on different growth scenarios, which helped shape a preferred approach to addressing housing, equity, and climate challenges. The feedback from this activity confirmed that there is an overall desire for more housing diversity throughout the City's residential areas. The total scores and the themes captured from the conversations influenced the locations that levels of growth and density would be proposed in the different scenario options used in the Growth Scenarios phase.
  22. The Growth Scenarios' modeling identified that the majority of the community favored policies that focus on increasing affordable housing and improving access to essential services, with a preference for more significant changes to existing housing regulations. Key themes from the comments included support for more housing options in all neighborhoods and increasing housing supply; support for limits on building sizes to encourage smaller units; concerns about density related infrastructure and public facilities; concerns about impacts of density on community character; desire for sustainability, climate, trees, and green space; support for the concept of corner stores and concerns about the impact of corner stores on neighborhoods; support for incentives for affordable units; support for incentives/requirements for accessible units; support for reduced parking requirements; support for linking parking with transit, TDM, alternative parking strategies; and general concerns about reduced parking, opposition to parking reductions.
  23. As described in the Land Use Plan, the future growth preferred scenario is heavily influenced and informed by community input received during the open houses and other engagement activities. It leads to key concepts that are the underpinning of the approach to residential place types, support for mixed use centers and residential development in commercial areas, and neighborhood livability.
  24. Additional Housing-related requirements are addressed in the Land Use Plan.
    - A. The Plan's *Focus Inward Policy Theme* addresses the following elements: Infill development strategies; Growth constraints; Efficient use of services & infrastructure; Annexations & the Utility Service Area. The goal and priority of this theme is: "Focus development and infill within the urban area to minimize strain on infrastructure and prevent sprawl into sensitive and constrained lands."
    - B. The Plan's *Housing Choice and Access Policy Theme* addresses the following elements: Housing supply; Housing affordability; Housing choice; Building type diversity; Countering social inequity; and Disincentivizing displacement. Policy objectives are established to support increased housing supply, equitable distribution of variety of housing types, affordable housing types, avoid concentrated upzoning in vulnerable neighborhoods, preserve naturally occurring affordable housing, and promote equitable ownership opportunities, to mitigate displacement and address historical inequities related to housing development.

- C. The *Housing Choice and Access Policy Theme* includes a policy objective to: “Simplify zoning and land use regulations and the approval process to expedite the development of diverse and affordable housing projects.”
  - D. The Plan’s *Community and Quality of Life Policy Theme* addresses the following elements: Access to services, amenities, & green space; Incentives for affordable housing; Equitable development & economic opportunity; Historic context; Community Compatibility. The goal of this theme is to: “Enable community access to opportunity as well as social, cultural, recreational, and public amenities.”
  - E. The *Community and Quality of Life Policy Theme* includes a policy objective to: “Implement affordable housing initiatives and meaningful incentives for income-restricted affordable housing, to alleviate high housing costs and reduce financial strain on residents.”
  - F. The *Housing Choice and Access Policy Theme* includes a policy objective to: “Increase housing supply and provide more opportunities for affordable housing types throughout all neighborhoods, while addressing housing shortages with a variety of options that feature smaller dwelling units typically associated with missing-middle development. Building on this, the *Community and Quality of Life Policy Theme* includes a policy objective to: “Focus development regulations in residential neighborhoods on form, ensuring that size and scale is compatible with existing homes and buildings.”
  - G. Form enables neighborhoods to intensify while maintaining their overall character and layout, thereby increasing housing opportunities. A tool to implement this is through missing middle housing. Missing middle housing helps meet the demand for walkable urban living, addresses shifting household demographics, and provides more affordable housing options at various price points. By increasing the housing supply in areas with existing access to services, this approach not only boosts affordability but also helps resolve inequities in access, both of which are essential to improving quality of life.
  - H. The *Land Use Strategy* directly addresses Missoula’s housing needs, as required by the Planning Act, by focusing on increasing housing diversity and affordability through carefully planned density and equitable distribution.
  - I. The Planning Act specifically mentions a list of 14 specific regulatory reforms to accommodate increased housing capacity, of which a given jurisdiction must enact at least 5. The Plan’s Land Use Strategy is developed with consideration of this requirement and contains policy guidance that is supportive to meeting this requirement. The specific regulatory tools that will be selected will be determined as part of the code implementation process following adoption of the Plan.
25. The Housing-related implementation actions and monitoring recommendations are located in the *Land Use Implementation Chapter*.
- A. Incentives are in place to help spur residential development including work force housing and affordable housing. Those incentives include a city-run voluntary incentives program, tax increment financing. Other incentives will be explored, and the community will continue to explore grants and financing tools to help support development of additional safe, affordable, and permanent housing (Action #E1, Land Use Plan).
26. The Place Type Map accommodates new housing opportunities along with consideration of equity in land use through the balanced changes in land use designations throughout the plan area.
- A. Expanding opportunities for housing in residential areas (on a typical parcel): include
    - i. 2 units allowed in all residential Place Types as required by state mandate;
    - ii. 3-4 units allowed in the Limited Urban Residential Place Type;

- iii. 4-6 units allowed in Urban Residential-Low Place Type; and
  - iv. 6-8 units allowed in Urban Residential high Place Type.
- B. Expanding opportunities for housing in commercial areas – no density limits on residential uses in mixed use place types.

**27. The Land Use Plan addresses housing in Missoula and provides the required inventories, analyses, and descriptions.**

**Part 2, Section 207: Local Services and Facilities**

28. The Planning Act requires the Land Use Plan to address Local Services and Facilities in Missoula. This includes a required inventory of existing conditions, an analysis of community services and facilities’ impacts and needs from now through 2045, and a description of how the City of Missoula will address these needs.
29. The *Community Profile’s* Local Service and Facilities chapter (Attachment 3A) addresses current information and projected needs for key local services including transportation, municipal water, sewer and wastewater, stormwater, fire departments services, law enforcement, healthcare, and public schools.
- A. In this chapter, existing conditions of local services and facilities are assessed to identify where improvements are needed to accommodate projected population growth and proposed development intensities in the Land Use Plan area. An internal review of Place Type designations and potential sub-area growth was conducted by departments including Wastewater, Water, Transportation, Fire, Law Enforcement, and local School Districts. This review highlighted infrastructure constraints, which led to adjustments in Place Type designations. Identifying necessary infrastructure improvements to support projected population growth and housing units is managed through Facility Master Plans developed by the specific departments and agencies responsible for these infrastructure upgrades.
30. Community engagement feedback consistently highlighted the desire to improve walkability and connectivity across neighborhoods, with a strong focus on enhancing infrastructure for pedestrians, cyclists, and transit users. Many respondents expressed support for better sidewalks, street lighting, and bike paths, particularly in underserved areas, to create safer, more accessible routes. There was also a clear call for streets that are better connected and designed with traffic calming measures, protected bike lanes, and well-marked pedestrian crossings to foster a more walkable and bikeable environment. Additionally, residents voiced the need for improved traffic management to reduce congestion and for expanded public transportation options, including more frequent service and accessible stops, particularly in high-traffic areas. These priorities align with the broader vision of supporting walkable, multi-modal neighborhoods, with an emphasis on enhancing public transit and active transportation infrastructure to improve quality of life and reduce reliance on cars.
31. Additional Local Services and Facilities-related requirements are addressed in the Land Use Plan.
- A. The Plan’s *Focus Inward Policy Theme* addresses the following elements: Infill development strategies; Growth constraints; Efficient use of services & infrastructure; Annexations & the Utility Service Area. The goal of this theme is: “Focus development and infill within the urban area to minimize strain on infrastructure and prevent sprawl into sensitive and constrained lands.”
  - B. The *Focus Inward Policy Theme* prioritizes compact urban infill development in the urban core, emphasizing infrastructure upgrades overextending services into undeveloped areas. It focuses on managing growth with data-driven practices, aligning with annexation policies, and restricting development in hazard-prone or sensitive lands.
  - C. The Plan’s *Health & Safety Policy Theme* addresses the following elements: Local Service needs; Emergency Services; Transportation planning; Utility planning; and Transit planning.

- D. The *Land Use Strategy Chapter's* Place Types and Street Types approaches geographically implement these policies, focusing increased land use and transit intensity closer to the urban core. Place Types and Street Types offer a structured approach to planning Missoula's growth and infrastructure. Place Types define distinct areas of the city based on land use, design, and mobility needs, ensuring that future development aligns with community goals. Similarly, the classification of Street Types takes into account the relationship between streets, land use, and priority users, providing a framework for creating streets that serve both current and future needs. Together, these planning tools ensure that Missoula can accommodate growth while addressing existing conditions, analyzing future service and facility needs, and outlining strategies to meet these needs through 2045.
- E. The Street Type section introduces a new taxonomy of street classifications, reflecting community goals and sensitive to land use and priority users. Street Types describe what streets should look like and why.
- F. This Street Types section aims to accomplish the following objectives: provide a consistent and predictable framework for organizing transportation facility/element designs; define operational strategies for various user groups within the transportation system; integrate design with surrounding land use context and community goals; incorporate life cycle and long-term maintenance requirements and costs into the development process and ultimately the design of transportation facilities; and simplify transportation infrastructure policy and regulations for greater accessibility and adherence by staff and developers.
- G. The Local Services and Facilities-related implementation actions and monitoring recommendations are located in the *Land Use Implementation Chapter*.
- H. The primary strategy for acquisition, replacement, and maintenance of public infrastructure and other major assets for the City of Missoula is through its Community Investment Program (CIP – formerly referred to as Capital Improvement Program) which is guided by adopted City Plans such as the Land Use Plan and infrastructure plans including the Long Range Transportation Plan; the Parks, Recreation, Open Space and Trails Plan; and Utility Facility Plans.
- I. Planned Community Investment Program projects and service improvements are identified to help serve the projected population within the Implementation Chapter, or by reference to associated relevant local service or facility plans and policies.
- J. Local schools were contacted to gather information and share growth projections. In response, insights were received regarding enrollment trends and planned improvements. Schools undertake their own facility plans in accordance with growth pressures. Based on the feedback, an action is included in the plan to support public school facility planning, with a focus on the adaptive reuse of existing facilities and the development of school-owned lands to meet community needs.

**32. The Land Use Plan addresses Missoula's local services and facilities by evaluating current conditions, analyzing projected needs, and outlining strategies to meet future demands through 2045. The plan emphasizes proactive infrastructure upgrades, improved service delivery, and better connectivity, including walkability, bike lanes, and public transportation, aligning with community priorities for sustainable growth.**

**Part 2, Section 208: Economic Development**

33. The Planning Act requires the Land Use Plan to address Economic Development in Missoula. This includes a required inventory of existing conditions, an analysis of community economic impacts and needs from now

through 2045, and a description of how the City of Missoula will address these needs.

34. The Community Profile's Economic Trends & Development chapter (Attachment 3A) examines workforce and employer trends within the Land Use Plan area, highlighting its role as an economic hub for Missoula County and the surrounding region. It discusses key characteristics of the local workforce, such as education levels, wage disparities, and industry growth, particularly in healthcare, retail trade, and information sectors. The chapter also analyzes employer trends, focusing on business size, location, and commercial property usage, with a specific emphasis on how businesses are distributed across the Study Area, providing insight into the area's economic dynamics, workforce composition, and the evolving retail landscape.
  - A. Missoula serves as the economic hub for the County and surrounding regions, hosting 84% of all employment opportunities, with 92% of these jobs concentrated in the Land Use Plan area.
  - B. The city of Missoula functions as a regional employment hub, characterized by stable job trends in key sectors like healthcare and retail trade.
  - C. Employment is primarily concentrated in areas such as the central business district, major commercial corridors like N. Reserve Street, and around significant institutions like the University of Montana.
  - D. The Land Use Plan area will see an approximate increase to 85,000 employees by 2045, which is an additional 28,000 new employees added to the workforce during the Plan timeframe.
  - E. There is a capacity to accommodate 38,484 new employees based on current development trends.
  - F. Significant developable land remains in areas like Sxwtpqyen and North Reserve Scott Street, where approximately 3,250 acres are available for commercial development.
  - G. A critical aspect of maintaining economic health is Missoula's quality of life. The city's access to parks, trails, open spaces, and its natural surroundings significantly contribute to its attractiveness for businesses and workers.
35. Additional Economic Development-related requirements are addressed in the Land Use Plan.
  - A. The Plan's *Community and Quality of Life Policy Theme* addresses the following elements: Access to services, amenities, & green space; Incentives for affordable housing; Equitable development & economic opportunity; Historic context; Community Compatibility. The goal of this theme is to: "Enable community access to opportunity as well as social, cultural, recreational, and public amenities."
  - B. The *Community and Quality of Life Policy Theme* includes a policy objective to: "Implement affordable housing initiatives and meaningful incentives for income-restricted affordable housing, to alleviate high housing costs and reduce financial strain on residents."
  - C. Existing housing incentives are referenced in the Plan as a foundation for addressing this policy, these include the City of Missoula Voluntary Incentives Program (pending an update in 2025) and the Tax Increment Financing provided by the Missoula Redevelopment Agency.
  - D. The Plan's *Economic Health Policy Theme* addresses the following elements: Commercial development; Employment-related infrastructure; Residential development within commercial areas; Neighborhood services in primarily residential neighborhoods; and Guidance for private parking requirements. The goal of this theme is to: "Promote balanced growth by supporting commercial services with improved infrastructure and connectivity while also considering climate, mobility, and community compatibility."
  - E. The policy objectives within the *Economic Health Policy Theme* focus on creating efficient, resilient, and integrated commercial spaces that enhance economic activity, support housing, and improve overall connectivity. By prioritizing high-density housing in commercial zones, mixed-use flexibility,

and multi-modal transport near employment hubs, these goals aim to boost walkability, reduce commute times, and align with climate objectives. Parking regulations are seen as a lever for balancing housing affordability with neighborhood compatibility, while small-scale neighborhood commercial services within residential areas are encouraged to support walkable access to daily needs and foster community interaction, with development controls to mitigate potential impacts.

- F. Throughout the Our Missoula engagement process, interest and support for neighborhood small-scale commercial uses within residential areas to provide walkable access to daily needs and foster social connections between neighbors, while managing potential impacts through development regulations.
- G. Neighborhood small-scale commercial uses are supported in all residential place types.
- H. The Place Type Map accommodates economic opportunities primarily through the use of Downtown, Mixed Uses, and Industrial and Employment, and Civic Place Types.
- I. The Economic Development-related implementation actions and monitoring recommendations are located in the Land Use Implementation Chapter.

**36. Missoula has the economic capacity to support the projected population and workforce growth, with ample land for commercial development and a stable job market.**

**37. The Land Use Plan addresses Economic Development in Missoula and provides the required inventories, analyses, and descriptions.**

#### Part 2, Section 209: Natural Resources, Environment, and Hazards

- 38. The Planning Act requires the Land Use Plan to address Natural Resources, Environment, and Hazards in Missoula. This includes a required inventory of existing conditions, an analysis of the impacts to and needs for natural resources, environment, and hazards from now through 2045, and a description of how the City of Missoula will address these needs.
- 39. The *Community Profile's* Natural Resources, Environment, and Hazards chapter (Attachment 3A) outlines the historical and current economic transitions in the Land Use Plan area, from a resource-extraction economy focused on timber to a modern economy centered on healthcare, education, and retail. It highlights the shift toward recreational use of natural resources over the last 50 years, with a focus on conservation efforts and public land access, including significant trail systems and protected areas. The chapter also discusses the impact of agricultural and forestry lands on development, with a notable portion of new residential growth occurring on prime farmland. Additionally, it mentions the area's limited resource extraction activities, such as inactive mines and gravel pits, and notes the minimal role of the mining, oil, and gas industries in local employment growth.
- 40. Common themes expressed throughout the community engagement process for the Land Use Plan include a community desire to avoid growth in environmentally sensitive or at-risk areas and to preserve open space and agricultural lands.
- 41. Additional Natural Resources, Environment, and Hazards-related requirements are addressed in the *Land Use Plan*.
  - A. The Plan's *Focus Inward* Policy Theme addresses the following elements: Infill development strategies; Growth constraints; Efficient use of services & infrastructure; Annexations & the Utility Service Area. The goal of this section is to: "Focus development and infill within the urban area to minimize strain on infrastructure and prevent sprawl into sensitive and constrained lands" and an objective is to "restrict development in hazard-prone areas, mitigate development on sensitive lands, and focus growth towards safe, urbanized areas with existing infrastructure."

- B. The Plan’s *Environmental Quality and Climate Resilience* Policy Theme addresses the following elements: Natural Resources; Natural Environment; Environmental Hazards; Climate Change; Adaptation & Mitigation; and Green Infrastructure. The goal of this section is to: “Balance urban development with environmental protection and resilience through sustainable practices and mitigation of impacts to sensitive lands.”
- C. The Place Type in the Land Use Strategy chapter approach explicitly considers environmental constraints. The Place Type Map primarily uses Parks and Conservation Land (PCL) and Open and Resource (OR) designations for areas with significant natural resources or environmental constraints. The OR designation limits development in areas like river corridors, floodplains, steep slopes, and prime farmland, often serving as natural buffers between rural and urban spaces while recognizing some private ownership. PCL areas include public parks, larger common spaces, and conservation lands, contributing to ecological health and recreational opportunities; these lands are intended for long-term preservation, with conservation easements sometimes restricting public access.
- D. The Land Use Strategy integrates natural resources, environmental quality, and hazard considerations by guiding development to align with the Planning Act’s requirements for sustainable growth. The Plan carefully considers constrained and sensitive lands, prioritizing ecological preservation alongside sustainable growth. By designating areas like wetlands, floodplains, and wildlife habitats as protected spaces, the Plan minimizes development risks and preserve essential ecosystems.
- E. The Natural Resources, Environment, and Hazards implementation actions are outlined in the Land Use Implementation Chapter. Key actions include collaborating with stakeholders and the community on strategies to mitigate growth impacts on sensitive lands, promoting cluster development and lot coverage regulations to maintain flood water storage, delineating floodways to reduce flood risks and support groundwater infiltration, and acquiring and protecting river corridors and floodplains as open spaces where feasible.

**42. The Land Use Plan addresses Natural Resources in Missoula and provides the required inventories, analyses, and descriptions.**

**Part 2: Future Land Use Map**

- 43. The Planning Act requires the Land Use Plan to include a Future Land Use Map that reflects the anticipated and preferred pattern and intensities of development for the jurisdiction over the next 20 years. This must be accompanied by a written description of the proposed general distribution, location, and extent of various land uses.
  - A. The Land Use Plan’s Land Use Strategy chapter introduces Place Types (also known as a Land Use Map) that describe twelve types of geographic areas with shared, unique combinations of land use elements. These elements include: block patterns; building types; community form; land use; comparable city or county zoning; residential and commercial intensity; constraints; built form; and mobility.
  - B. The 12 Place Types listed in the Plan are: Urban Residential High; Urban Residential Low; Limited Urban Residential; Rural Residential; Downtown; Urban Mixed-Use High; Urban Mixed-Use Low; Limited Urban Mixed-Use; Industrial & Employment; Civic; Open & Resource; and Parks & Conservation Lands.
  - C. Each of the twelve Place Types is given two pages that describe each Place Type's role, compatibility, extent, and applicability and provide general descriptions of use types and densities of those uses.

- D. The Place Types Map reflects the anticipated and preferred layout of Place Types in the Study Area. This functions as the Future Land Use Map.
  - E. The Land Use Plan's Land Use Strategy chapter also includes a Street Types section that describes and maps the planned distribution, types, and priorities for streets.
  - F. The Place Type Map provides the geographic distribution of future land uses in the jurisdiction and provides adequate areas of place types to support the project population.
  - G. The Place types are described to align with areas where local services can be adequately provided.
  - H. The Place Type Map includes acknowledgement of its intent to convey the community's vision for growth and changes and a guide to implementation changes to City zoning map, zoning districts, subdivision regulation and other land use regulations, as well as acknowledgement that the Map is not intended to interfere with covenants or deed restrictions.
44. **The Land Use Plan includes a Future Land Use Map that reflects the anticipated and preferred pattern and intensities of development for the jurisdiction over the next 20 years.**
45. **The Land Use Plan includes a written description of the proposed general distribution, location, and extent of various land uses.**

#### Part 2: Consideration of Existing Neighborhood Plans

46. The Planning Act does allow the City to incorporate any existing Neighborhood Plans (referred to as Areas Plan in State law) that were already adopted, to the Land Use Plan. It also requires that they meet the requirements of the entire Planning Act.
47. Existing Neighborhood Plans need to align with analysis from the Land Use Plan Community Profile, including updated population projections, and conducting neighborhood-level analysis that relates to overall local services and facilities, economic development, housing, and natural resources, environment and hazards. Existing Neighborhood Plans also have to demonstrate continuous and responsive public participation in development of the Land Use Plan.
- A. Nineteen Neighborhood Plans are attached to the previous 2015 Missoula Growth Policy, some dating back to more than 40 years ago. They all vary in detail: some have primarily land use guidance; others provide extensive directions for quality of life and community improvements desired in particular neighborhoods.
  - B. A majority of Neighborhood Plans cannot demonstrate continuous and responsive public participation leading up to their adoption and cannot relate to the recent population projection and existing conditions along with community-wide projected trends described in this Land Use Plan.
  - C. The three most recently adopted Neighborhood Plans demonstrate continuous, documented and responsive public participation. They have been adopted within the last five years and each include localized analysis of housing, economic needs, local services and facilities, and natural resources, environment, and hazards that remain consistent with city land use planning analysis. The plans are Missoula Midtown Master Plan, Sx<sup>w</sup>tpqyen Master Plan, and the Missoula Downtown Master Plan. The intent is to continue to connect those three Neighborhood Plans to this Land Use Plan. More information about those neighborhood plans is included in the Land Use Plan Adoption and Amendments chapter of the Plan.
  - D. Any substantive land use recommendations from the repealed Neighborhood Plans had been considered in the adoption of the *2015 Our Missoula Growth Policy* and relevant concepts have been integrated into the in this Land Use Plan. Repealing these neighborhood plans means they will no

longer be a supplemental consideration for land use and other city planning considerations.

- E. Sixteen remaining neighborhood plans will be repealed upon adoption of this Plan. These include:
  - i. Grant Creek Area Plan (adopted in 1980),
  - ii. Section 18, T12N, R19W Comprehensive Plan Amendment (adopted in 1985),
  - iii. South Hills Comprehensive Plan Amendment (adopted in 1986),
  - iv. Historic Southside Neighborhood Plan (adopted in 1991),
  - v. Downtown Riverfront Plan (adopted in 1991),
  - vi. Fort Missoula Plan (adopted January 1994 and updated in 2008),
  - vii. Airport Development Park Master Plan (adopted in 1995),
  - viii. Rattlesnake Valley Comprehensive Plan Amendment (adopted December 1995),
  - ix. Reserve Street Area Plan Update (adopted July 1995),
  - x. Butler Creek Area Plan Amendment (adopted in 1996),
  - xi. Miller Creek Valley Plan (adopted August 1997),
  - xii. Southside/Riverfront Area Comprehensive Plan Amendment, adopted March 2000,
  - xiii. Northside / Westside neighborhood Plan (adopted in 2000 and updated in 2008),
  - xiv. River Road/Emma Dickinson Infrastructure Plan (adopted in August 2003),
  - xv. Wye/Mullan West Comprehensive Area Plan (adopted November 2005), and
  - xvi. Franklin to the Fort Infrastructure Plan (adopted August 2006).
- F. Going forward, any future Neighborhood Plans must comply with the existing Land Use Plan and provide more detailed analysis and guidance of land use.
- G. The Land Use Plan includes an implementation action to develop a Neighborhood Planning Strategic Plan. This strategic plan would establish a process for developing future Neighborhood Plans in coordination with Neighborhood Councils. This step will help establish the ways to prioritize neighborhood planning in the future to support community and neighborhood needs together.

## Part 2: Implementation

- 48. The Planning Act requires the Land Use Plan to include an implementation section. This must include identification of actions, programs, regulations, or guidance for implementing the Land Use Plan.
  - A. The Land Use Implementation Chapter within the Plan contains over 150 actions organized into and identified by five strategy approaches: Code; Coordination; Infrastructure; Programs; and Funding.
  - B. The actions within the Code-related strategy approach tie back to the six sections within the Land Use Policy Themes.
  - C. Monitoring is also proposed with the pivotal concept of organizing a Land Use Plan Implementation Committee that will track, facilitate, and monitor the implementation actions listed in this plan. The new Land Use Plan Implementation Committee will provide annual or bi-annual updates on the status of the Land Use Plan Implementation Strategy.
- 49. The Planning Act also requires an analysis of whether any inconsistencies exist between current zoning regulations and the land use plan and future land use map. If inconsistencies exist, then specific implementation actions are needed to amend the zoning regulations and zoning map to address the inconsistencies.
  - A. A map of the inconsistencies between zoning and the proposed place types is included in the Implementation Chapter.
  - B. Overall, the analysis between current zoning and updated community goals and policy objectives

expressed in this Plan, as well as an analysis of the current zoning map and the Place Type Map all lead to a determination that inconsistencies do exist. It is necessary to amend the zoning regulations and the zoning map to bring them into substantial compliance with the Land Use Plan and Place Type Map.

50. **The Land Use Plan includes an implementation section.**

51. **The Land Use Plan’s implementation section identifies actions, programs, regulations, or guidance for implementing the Land Use Plan.**

### *Our Missoula Project Considerations*

52. The *Our Missoula* project is guided by four values: housing, equity, climate, and connectivity.

- A. Housing is an explicit consideration addressed throughout the Plan. It is highlighted in the Housing Choice and Access Policy Theme, the Community Profile Housing chapter, in the development of Place Types, and in implementation actions.
- B. Equity is an explicit consideration addressed throughout the Plan. It is highlighted in the Equity in Land Use Report, in the Community Profile Livability chapter, the Community Engagement approach, the Housing Choice and Access Policy Theme, the Community and Quality of Life Policy Theme, in parts of the remaining Policy Themes, in the development of Place and Street Types, and in implementation actions.
- C. Climate is an explicit consideration addressed throughout the Plan. It is highlighted in the Focus Inward Policy Theme, the Environmental Quality and Climate Resilience Policy Theme, the Community Profile’s Natural Resources and Natural Hazards chapters, in the development of Place and Street Types, and in implementation actions.
- D. Connectivity is an explicit consideration addressed throughout the Plan. It is highlighted across all Policy Themes, in the Community Profile’s Local Services and Facilities chapter, in the development of Place and Street Types, and in implementation actions.

53. The *Our Missoula* project was guided by a robust, structured public engagement approach by the Community Planning, Development, & Innovation department’s and *Our Missoula* project’s Community Engagement Specialist and Senior Planner. The engagement approach for the *Our Missoula* project follows the framework adopted in the *Public Participation Plan* and is documented in the Community Engagement Summary. It reflects the Community Planning, Development, and Innovation Department’s vision for community engagement, which is focused on three key areas: collaborative education, sharing experiences, and building awareness of key issues.

- A. Collaborative education was attained through providing information about the project to residents while at the same time, aiming to garner their lived experiences. We strived to be responsive to questions and what foundational information residents might need throughout the project and responded phase-by-phase by integrating that information on an iterative basis.
- B. Sharing experiences pairs with collaborative education as our community engagement was not just meant to provide information to the community, but to receive feedback and comments along the way. We built in discussions with staff at each phase of the project. When we provided a presentation, it was paired with time for us to hear from the community.
- C. Building awareness of key issues meant including information in project engagement about the project’s impact to residents’ communities and lives. This was achieved by providing foundational project information at the community kick-off and throughout the project, while also explaining what the project could do and could not do. Achieving these goals meant building meaningful relationships

with community members and groups based on trust and transparency. We aimed to let residents know how their feedback would be used at each phase of the project.

54. The *Equity in Land Use Report* (Attachment 3B) identifies six guiding criteria:

- (1) Distribute opportunities for affordable housing types broadly throughout the city.
- (2) Enable density levels that open up the possibility for smaller units, which tend to be more affordable to moderate- and low-income households.
- (3) Avoid concentrated upzoning in vulnerable neighborhoods.
- (4) Provide zoning incentives for income-restricted affordable housing that are feasible and attractive for private developers to use.
- (5) Focus regulations more on the form of buildings, less on the number of units in the building.
- (6) Design reforms that increase opportunities for adding amenities and services within a walkable distance of all households.

- A. These six criteria played a key role in shaping the decision-making process throughout the development of the Land Use Plan. They influenced the scope and direction of policies, especially those related to Housing Choice and Access, Community and Quality of Life, and Economic Health, and ultimately helped define the final form and application of the Place Types.

## Attachments

1. Exhibit A. Our Missoula 2045 Land Use Plan Study Area Map.
2. Adoption Draft - Our Missoula 2045 Land Use Plan (November 2024)
3. Appendices to the Land Use Plan
  - A. Community Profile
  - B. Our Missoula Equity in Land Use Report
  - C. Our Missoula Code Diagnostic
  - D. Our Missoula Community Form Analysis
  - E. Our Missoula Development Guide 2021-2022 Yearbook
  - F. Community Engagement Summary
  - G. Public Participation Plan
  - H. Additional Resources
4. Public Review Draft Comments List and Analysis
5. Agency Memo

Exhibit A. Our Missoula 2045 Land Use Plan Study Area Map.

