

EXECUTIVE SUMMARY

**PUBLIC HEARING DATES** MCPB: November 18, 2025  
CC: December 15, 2025

**CASE PLANNER** Cassie Tripard, Supervisor, Permits and Land Use Division, CPDI

**REVIEWED AND APPROVED BY** Ben Brewer, Planning Supervisor, CPDI  
Laval Means, Planning Manager, CPDI

**AGENDA ITEM #F** B. City of Missoula Code Reform Project – Public Hearing  
1. Title 22 – City of Missoula Unified Development Code (UDC)  
2. City of Missoula Zoning Map

**APPLICANT** City Council initiated request

**LOCATION** Applies to City of Missoula limits

**LEGAL** The legal ad was published in the Missoulian on November 1 and 8, 2025.

**NOTIFICATION** Please reference Attachment D: Summary of Community Engagement and Outreach

**PROJECT DESCRIPTION** To establish Title 22 - City of Missoula Unified Development Code (UDC) and accompanying Zoning Map.

**MEETING DATES, BODIES, AND RECOMMENDATIONS**

**November 18, 2025.** Planning Commission, Public Hearing

**Action:** After review of the adoption draft of Title 22 – City of Missoula Unified Development Code (UDC) and its’ accompanying new Zoning Map, consideration of the executive summary/staff report and consideration and response to public comment on the proposed adoption draft of the UDC and new zoning map, the Planning Commission will make a final recommendation to the City Council regarding adoption, modification, or rejection of the proposed UDC, new zoning map, and associated repeal actions.

**Recommendations:**

**Agenda F.B.1: Motion:**

That the Planning Commission recommends the City Council adopt an ordinance establishing Title 22 - City of Missoula Unified Development Code (UDC) (Attachment A),

repealing in its entirety Title 16 – Manufactured Housing and Mobile Home Parks; Title 17 – Subdivisions; Title 20 - Missoula City Zoning Ordinance; Title 21 – Form Based Code (Sx<sup>w</sup>tpqyen); and any Planned Unit Development (PUD) or Special District (SD) found in Attachment C – Planned Unit Development (PUD) and Special Districts (SD) Repealed/Retained – as well as any PUD or SD not listed as Converted to Historic Resource Overlay; with all of the foregoing based on the findings of facts and conclusions outlined in the staff report.

**Agenda FB.2: Motion:**

That the Planning Commission recommends the City Council adopt an ordinance establishing a new City of Missoula Zoning Map (Attachment B), and repeal the existing Zoning map, to come into compliance with the Montana Land Use and Planning Act, MCA 76-25, based on the findings of facts and conclusions outlined in the staff report.

**November 20, 2025** PC meeting – tentative, if needed

**December 2, 2025** PC meeting – tentative, if needed

**December 3, 2025.** Land Use and Planning Committee

**Action:** Set a public hearing for December 15, 2025.

**Recommendation:** NA

**December 8, 2025.** City Council, Consent Agenda

**Action:** Set a public hearing and adopt first reading of Ordinances

**Recommendation:**

**Motion:** [First reading and preliminary adoption] Set a public hearing on December 15, 2025, and preliminarily adopt an ordinance establishing Title 22 – City of Missoula Unified Development Code (UDC) and City of Missoula Zoning Map.

**December 10, 2025.** Land Use and Planning Committee

**Action:** Discussion only. Pre-Public Hearing

**Recommendation:** NA

**December 15, 2025.** City Council, Public Hearing

**Action:** Consider Planning Commission recommendations when determining whether to adopt, modify, or reject Ordinances related to establishing Title 22 Unified Development Code and new zoning map.

**Recommendation:** NA

**December 17, 2025.** Land Use and Planning Committee

**Action:** Work session for further discussion, and amendments as needed

**Recommendation:** Advance to Final Consideration

**December 22, 2025.** City Council, Final Consideration

**Action:** After review of the adoption draft of Title 22 – City of Missoula Unified Development Code (UDC) and its’ accompanying new Zoning Map, and associated repeal actions; and consideration of the executive summary/staff report and response to public comment on the proposed adoption draft of the UDC and new zoning map, the City Council may adopt, adopt with revisions the City Council considers appropriate, or reject the zoning regulation, map, or amendment as proposed by the Planning Commission.

**Recommendations:**

**Motion 1:**

That the City Council adopt an ordinance establishing Title 22 – City of Missoula Unified Development Code (UDC) (Attachment A), repealing in its entirety Title 16 – Manufactured Housing and Mobile Home Parks; Title 17 – Subdivisions; Title 20 - Missoula City Zoning Ordinance; Title 21 – Form Based Code (Sx<sup>w</sup>tpqyen); and any Planned Unit Development (PUD) or Special District (SD) found on Attachment C – Planned Unit Development (PUD) and Special Districts (SD) Repealed/Retained – as well as any PUD or SD not listed as Converted to Historic Resource Overlay; with all of the foregoing based on the findings of facts and conclusions outlined in the staff report.

**Motion 2:**

That the City Council adopt an ordinance establishing a new City of Missoula Zoning Map (Attachment B), and repeal the existing Zoning map, to come into compliance with the Montana Land Use and Planning Act, MCA 76-25, based on the findings of facts and conclusions outlined in the staff report.

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**I. INTRODUCTION**

Missoula is growing and changing. Over the past decade, we have heard clearly from residents, businesses, and partners that our community needs more housing choices we can afford, safer and more connected ways to get around, resilient infrastructure, and development that reflects and protects what we value about Missoula. We also face external responses—state law updates, climate risks, infrastructure constraints, and market conditions—that demand a clearer, more predictable path from policy to project. In response, the City launched the Our Missoula 2045 Growth Policy and Code Reform initiative (Our Missoula Project) to refine our shared vision and make sure our development rules actually deliver on it.

**Our values and goals:**

- **Housing:** Expand the range and supply of homes—smaller, more attainable, and in locations that reduce household costs.
- **Equity:** Distribute opportunity across neighborhoods, reduce disparate impacts, and establish shared benefits of growth.
- **Climate & Resilience:** Focus growth inward, shorten trips, protect and expand tree canopy, reduce heat and emissions, and build in wildfire- and flood-ready design.
- **Connectivity:** Align land use with safe, multimodal streets so daily needs are closer to home and more people can walk, bike, roll, or ride transit.

These values show up as practical goals: enable “missing-middle” housing and context-sensitive multi-dwelling development; bring neighborhood-serving shops and services closer to where people live; modernize parking and site design to support multimodal travel and lower costs; protect health and safety through green infrastructure, wildland urban interface mitigation, and

flood storage; and make our code simpler, clearer, and fairer to navigate.

**The UDC: our key implementation tool:**

- **One code, clear pathways:** The UDC consolidates zoning, subdivision, and related development rules into a single, organized document with plain language, graphics, predictable submittal steps, and defined roles—reducing cost, time, and uncertainty.
- **Map aligned to Place Types:** The UDC and zoning map implement the Land Use Plan on the ground—focusing growth inward, distributing capacity across neighborhoods, and placing mixed-use and employment where infrastructure and access support them.
- **More housing types by right:** Calibrated building types and form (lot, frontage, height, coverage) open feasible pathways for duplexes, fourplexes, cottage courts, small apartments, and context-appropriate multi-dwelling development—advancing affordability while maintaining neighborhood scale.
- **Modern mobility & site standards:** Right-sized parking with predictable shared/reduced options; stronger bicycle parking and end-of-trip facilities; frontage and access tied to Street Types; and clear connections to transit—lowering household costs and supporting mode shift.
- **Infrastructure Improvements:** Coordinated, context-sensitive triggers for frontage, utility, and right-of-way improvements; tree planting and protection; wildland urban interface (WUI)-resilient site design; and green stormwater integration—advancing safety, climate, and livability.
- **Consistency with state law:** Clear, general coordination with the components of MLUPA and map-tied standards for special topics (e.g., cannabis), modernized home-occupation rules, and procedures that ensure “substantial compliance” with the adopted Land Use Plan help keep the City on solid legal footing and on schedule for MLUPA compliance.

**What this staff report provides:**

This report summarizes the UDC’s structure and major changes, shows how it implements the Land Use Plan, including the consideration of key elements of the Plan such as the Code Diagnostic and Equity Audit findings, and addresses adoption criteria in accordance with the Montana Land Use and Planning Act (MLUPA). In short, the UDC is the bridge between our shared vision and the projects built in Missoula—so that as we grow, we do so in ways that increase housing choice, advance equity, strengthen climate resilience, and create complete, connected neighborhoods.

**II. PROJECT SUMMARY**

The City of Missoula requests that the Planning Commission recommend to City Council that the City Council adopt ordinances establishing the adoption draft of Title 22 – City of Missoula Unified Development Code (UDC) and its’ accompanying new Zoning Map, and associated repeal actions.

Title 22 is a new, modernized, and consolidated set of development regulations, referred to as the City of Missoula Unified Development Code (UDC), in compliance with the MLUPA. The UDC addresses zoning and subdivision regulations, infrastructure improvement requirements, and a cohesive set of land use development definitions. Improvements to the regulations for user convenience such as increased graphics, simplified language, and information reorganization are also included. The regulations in the UDC replace, either in their entirety or partially, regulations in many existing city titles. This project also includes a new Zoning Map and repeals the existing City zoning map in its entirety.

The UDC and associated new Zoning Map implement the city's adopted Land Use Plan and other guiding plans including the Missoula Parks, Recreation, Open Space, and Trails 2040 Master Plan, the Missoula Long Range Transportation Plan Update, the Missoula Midtown Master Plan, the Sxwtpqyen Master Plan, and the Missoula Downtown Master Plan,

Full details on the project are available at the project website, <https://www.engagemissoula.com/hub-page/our-missoula> and are described in more details in following sections of this staff report. Additional links to the [Our Missoula 2045 Land Use Plan](#), the new [Montana Land Use Planning Act](#) (MCA 76-25), and existing [City Development Rules](#) are available here and listed in the Attachments to this report.

Public notice for the Planning Commission and City Council public hearings has been placed as listed above under 'legal ad'. Continual public participation has been sought throughout the extent of the Our Missoula project, in accordance with the Missoula Land Use [Public Participation Plan](#). The extent of engagement and outputs are described in the attached Summary of Community Engagement and Outreach Report (Attachment D). Prior to starting the final phase of the Our Missoula project, the City Council adopted Resolution #8900, initiating the adoption of zoning regulations, zoning map, and subdivision regulations, in accordance with requirements from MLUPA (76-25-304(1)(b)(i) and 76-25-403(1)(b)(i).

### **III. BACKGROUND**

#### **Our Missoula Project Overview:**

Guided by the Mayor and the City Council, the Community Planning Development and Innovation (CPDI) Department, in conjunction with the project consultant team, established the multi-phase Our Missoula Growth Policy and Code Reform initiative in 2022, referred to as the Our Missoula Project.



The Our Missoula project included six phases. It began with the community launch that included gaining community insights on the needs of the city and awareness of the Project. It also included extensive research in order to understand inequities in our land use practices over time and development patterns. A key deliverable of the first phase is the Equity in Land Use Report.

The Equity in Land Use Report evaluates Missoula’s land use policy and zoning regulations based on how well they support social equity goals. The Report identifies where legacy rules created uneven access to housing, services, safety, and opportunity and guides reforms that distribute benefits, reduces burdens, and makes outcomes more predictable and fair. Ultimately, the Report emphasizes the need to distribute opportunities for affordable housing types broadly throughout the city. In depth details can be found in the [Our Missoula Equity in Land Use Report](#) (Appendix B of the Missoula 2045 Land Use Plan on Engage Missoula)

The second phase focused on defining the problem. A Code Diagnostic was developed that enabled the city to identify how our codes and policies fall short of city values and community needs. The Missoula Code Diagnostic was created as a step in understanding what changes are needed to align our development regulations with our community’s vision for the future. In depth details and list of codes, plans, and policies reviewed can be found in the [Our Missoula Code Diagnostic](#) (Appendix C of the Our Missoula Land Use Plan).

Findings and recommendations from the Code Diagnostic were evaluated, presented, and discussed with community leaders and advisory groups. A resulting set of Guiding Principles for Code Reform were developed. On June 10, 2024, City Council adopted Resolution #8780 to establish the guiding principles as a framework for the code reform project.

The third phase focused on developing scenarios for the future through two key workshops with the community. In the Expanding Housing Options in Neighborhoods Workshop, community participants were asked to weigh in on their preferences for increasing residential development patterns. The second workshop invited community members to respond to three

growth scenarios as well as the benefits and challenges of particular aspects of community growth – like parking needs and the neighborhood commercial services that were represented in the growth scenarios. As a result of this phase, a preferred growth scenario was developed with guiding statements that have been incorporated in the Land Use Strategy (Chapter 3 of the Land Use Plan).

The Equity in Land Use Report, key recommendations from the Code Diagnostic, the Preferred Scenario, and the Guiding Principles were incorporated into the process and considerations of the fourth phase – development of the City’s Land Use Plan.

In May, 2023 the State legislature adopted MCA Title 76 Chapter 25, the Montana Land Use Planning Act (MLUPA). It requires certain cities (including Missoula) to update their land use plans and zoning and subdivision rules with the goal to make planning clearer, more consistent, and easier to understand. The City integrated the requirements of MLUPA into the Our Missoula Project. The MLUPA removes the application of MCA Title 76 Ch 1, 2, 3, and 8, and serves as the basis for implementing specific land use regulations that are in substantial compliance with the recently adopted Land Use Plan.

An extensive Community Profile was developed to inform land use planning analysis. It is 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 MLUPA. These mandates require that land use plans address population projections, housing, local services and infrastructure, economic development, natural resources, environment and natural hazards. In depth detail within the document provides essential information and context for residents, policymakers, and advisors regarding the challenges and opportunities within the Land Use Plan area. (Appendix A of the Our Missoula Land Use Plan).

This data collection was supplemented by the largely quantitative information collected from the community through structured, continuous public engagement. After thousands of hours of staff engaging with residents, the City Council adopted the new Our Missoula 2045 Land Use Plan and Place Type Map in December, 2024. With broad and extensive community involvement, the Land Use Plan resulted in an inclusive vision that guides critical changes in the land use regulations that are in this UDC. In depth details about this part of the project can be found on Engage Missoula (Missoula 2045 Land Use Plan)

In accordance with the adopted Land Use Plan and Place Type Map, MLUPA requirements, and community input and feedback, the City of Missoula Unified Development Code (UDC) is now being presented for governing body consideration.

### **Implementation of the Land Use Plan through the Unified Development Code**

It is the legislature’s intent (according to MCA, 76-25-102(3)) that the comprehensive planning authorized in MLUPA 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 specific land use regulations are indicated in the UDC and associated Zoning Map.

The Land Use Plan sets a framework to support Missoula's projected population growth. 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 Land Use 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 Land Use 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 Land Use Plan's objectives, informed by the Equity in Land Use Report that evaluates gaps in existing policies and recommends strategies to reduce barriers for historically disadvantaged populations.

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.

Chapter 3 of the Land Use Plan is dedicated to laying out the City's Land Use Strategy. It expands upon the foundational material found in the Appendices, the Land Use Policy Themes, policy objectives, ongoing public engagement, and additional city planning efforts. The Land

Use Strategy Chapter examines the interactions between land use, intensity, form, mobility, and constraints, all of which are deeply interconnected. These elements are explored 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.

Other factors that informed the land use strategy came from the Equity in Land Use Report, the Housing Capacity analysis, and the future growth preferred scenario.

Six key equity principles emerged from the Equity in Land Use Report, guiding inclusive development and ensuring all neighborhoods have fair access to housing, services, and opportunities. Those principles are:

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

Additionally, the Land Use Strategy takes the estimated needed housing capacity into consideration as it relates to accommodating the population and residential units projected by 2045. According to the housing capacity analysis of current zoning, there would be capacity for approximately 42,000 housing units in the plan area. This exceeds the projected need, but only by about 14,000 housing units and indicates a capacity-to-need ratio of about 1.5. Under the Land Use Plan and associated zoning changes, this analysis finds there is a capacity for approximately 78,000 housing units in the plan area. This exceeds the projected need by about 50,000 housing units and represents a capacity-to-need ratio of about 2.8. The proposed policy and code changes are anticipated to increase housing capacity by about 85% over the baseline. This is a significant increase in housing capacity.

The preferred growth scenario laid out key points that were factored into the place type considerations and identified as factors for zoning tools. Those key points are:

- Unlock the growth potential for mixed-use centers and corridors in order to allow more people to live within walking distance of their daily needs, create opportunities for more affordable housing types, and allow more people to live closer to transit services. This strategy applies especially to the Downtown and Midtown areas, and along various mixed-use and commercial corridors throughout the city.
- All neighborhoods should take on their fair share to increase opportunities for housing supply and provide more opportunities for affordable housing types, especially smaller homes, with the most emphasis on increased supply and opportunities in areas that have good access to services and amenities by walking, biking and transit.
- Increase housing options throughout Missoula’s residential neighborhoods, accompanied by consideration for maintaining the size and scale of buildings to be compatible with existing homes and structures, and to encourage smaller units when development is proposed at higher intensities.
- Allow certain small-scale neighborhood commercial services in most or all residential neighborhoods in order to provide walkable access to daily needs, enhance neighborhood livability, and foster social connections between neighbors.
- Manage parking in a manner in which we strive to meet housing production, affordability, transportation, and climate goals recognizing that parking is a critical policy choice that affects many other policy goals.

Finally, and conclusively, an adopted set of Guiding Principles for Code Reform provide overarching direction for developing the UDC. These principles are divided into the following organizational and substantive elements:

**Organizational:**

- Organize the codes with a clear and consistent structure that provides user-friendly navigation.
- Use plain language and clear graphics to make the codes accessible and understandable.
- Clarify and consolidate development permit review decision authority to increase predictability. Increase overall housing capacity throughout Missoula and especially near key transit corridors.

**Substantive:**

- Increase overall housing capacity throughout Missoula and especially near key transit corridors.
- Provide market-feasible code incentives for Affordable Housing.
- Allow for more diverse housing choices and neighborhood serving uses throughout Missoula that support the updated Future Land Use Map.
- Promote adaptive reuse of existing buildings and prioritize growth that utilizes existing infrastructure.

- Promote the preservation and protection of the natural environment.
- Map zoning districts in ways that support equity; sustainability and resilience; a vibrant public realm; and a walkable and healthy community.

These organizational principles are broad themes that carry throughout the UDC. The substantive principles speak to Missoula's values. The zoning regulations and map manifests those values and needs while also aligning with the place types descriptions.

The Land Use Plan balances the research, insights, and directives together in an extensive set of implementation actions. Those that were considered immediate were considered in the creation of the UDC.

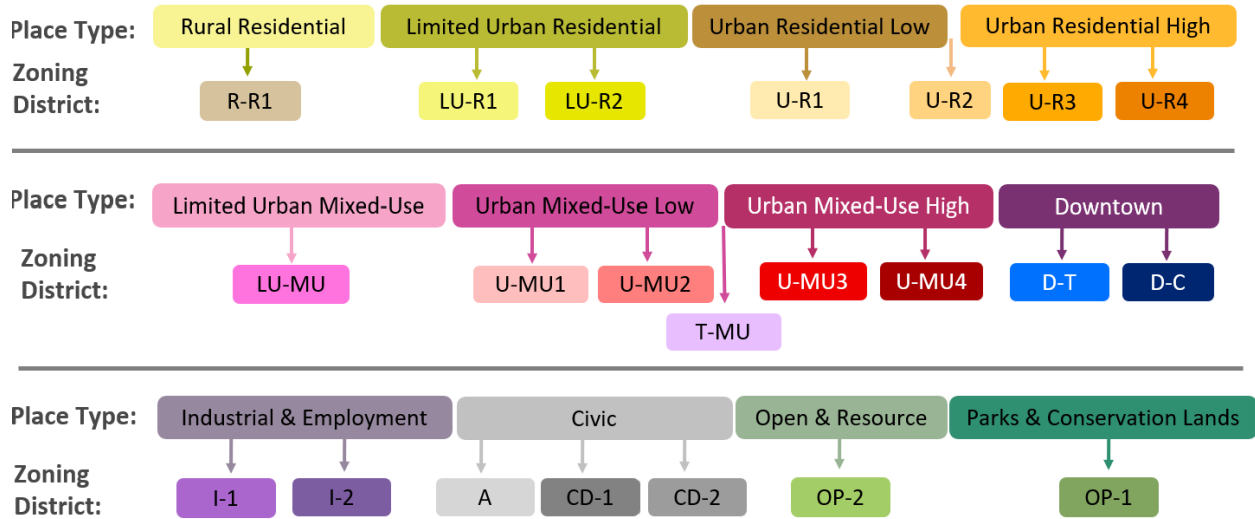
### **Implementing the Place Type Map with the Zoning Map**

The Place Type Map is the primary tool for implementing the goals and objectives of the Land Use Plan. It represents the housing capacity needed to accommodate projected population growth within the study area. It aligns street type, compatible form and potential future intensity of uses together in three primary Place Type categories: residential, mixed use, and special use. The twelve place type areas and descriptions were considered when generating the proposed zoning districts and geographic distribution through the zoning map. Other factors that informed the zoning map include street types, proximity to local services and facilities like transit routes, public schools, developed parks, commuter trails, local food options, grocery stores that accept WIC, as well as considerations from the Equity in Land Use Report.

There is typically more than one zoning district that can align with each place type description. This enables consideration of context, constraints, and other Plan goals to be an additional factor when determining the appropriate zoning district. Overlays to base zoning are also included with the zoning text and map, in order to address unique conditions that may transcend several zones. The historic resource overlay is intended to implement places that had previously been regulated through unique historic preservation development criteria. An airport hazards overlay is also established given its unique condition that overlaps with a variety of different underlying development conditions. The Airport Hazard Overlay helps to address potential safety and noise concerns and elevates the need to coordinate with the Missoula Montana Airport for future development in the overlay area.

The following shows the correlation between the place types identified in the Land Use Plan and the new zoning districts.

## Place Types to Zoning Districts



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State law requires that the Land Use Plan include comparable zoning for the various districts. This diagram indicates what is considered comparable in the UDC.

### IV. COMMUNITY ENGAGEMENT

Documents related to the UDC specifically (development codes) were released in two phases, first the Zoning Framework and then UDC and guiding Manual. The Zoning Framework was released for public review October 1st with a public workshop on October 9th and was the first set of draft information available for public review as part of the Code Reform process. It included the draft zoning map and the draft standards for the proposed zoning districts. It was released with the Zoning Framework Story Map which describes the types of places described in the *Our Missoula 2045 Land Use Plan* and how the proposed zoning districts relate to them. The draft zoning district standards were also part of the first roll out and provided information about the type of development that would be allowed in each district.

The full draft Unified Development Code and City of Missoula Standards and Specifications Manual (the Manual) were released for public review October 29th with a public workshop on November 5th and was the second set of draft information available for public review as part of the Code Reform process.

Attachment G: Summary of Code Updates is attached to this staff report and details the updates made to the adoption drafts of the UDC and zoning map. Comments will continue to be received and forwarded to the Planning Commission and then the City Council for their consideration. See Attachment D: Summary of Community Engagement and Outreach for more details on engagement and outreach efforts, a summary of issues raised during the comment period, and a list of comments received.

## V. OVERVIEW OF UPDATES TO THE PUBLIC REVIEW DRAFT

A series of updates have been made to the materials that were shared for public review and comment during the public review period. These updates come as an outcome of the comment received during the public review phase and have been incorporated into the adoption draft of the new Unified Development Code and Zoning Map.

The updates to the Unified Development Code are primarily located in the sections of the code that have been referred to as the Zoning Framework, and which were shared out at the beginning of the public review period. The Zoning Framework includes the Zoning Map, the Zoning District Articles, the Building Standards Article, and elements of the Use Article. Additional updates to the code outside of these sections are minimal. All of the updates to the public review draft are detailed in Attachment G1: Summary of Code Updates.

Updates are made to the Zoning Map for several reasons and in response to public comment. Several updates are made to align the zoning map with the recently adopted PROST Plan. Many of the updates are related to updating the proposed zoning on city-owned neighborhood parks and natural areas to the OP1: Open Space zoning district. A few updates are made to specific privately owned parcels, and similarly to a few parcels under public ownership not by the City. And there are several more miscellaneous targeted changes. All of the updates to the public review draft of the Zoning Map are detailed in Attachment G2: Summary of Zoning Map Updates.

## VI. OVERVIEW OF THE PROPOSED PROJECT

The Unified Development Code will become the City of Missoula's Municipal Title 22. The new Unified Development Code will contain the following chapters:

- 1 Introductory Provisions
- 2 Administration and Procedures
- 3 (Reserved)
- 4 Zoning
- 5 Subdivision
- 6 Infrastructure Improvements
- 7 (Reserved for Buildings and Construction)
- 8 Definitions

For more details on the contents of the new code, including general overviews of individual Chapters, key shifts from current rules, and key takeaways, please refer to Attachment F: UDC Content Summary.

The existing set of the City's [Municipal Laws are available here](#) and through the list of Related Links in the list of Attachments. This new Title 22: Unified Development Code is produced by combining elements of nine existing City Municipal Titles, including:

- Title 5 – Business Licenses and Regulations
- Title 12 – Streets Sidewalks and Public Places
- Title 13 – Public Services
- Title 15 – Buildings and Construction
- Title 16 – Manufactured Housing and Mobile Home Parks
- Title 17 – Subdivision (currently adopted by resolution as existing Subdivision Regulations)
- Title 19 – Zoning (previously repealed, still referenced in existing Special Districts and Planned Unit Developments/PUD's)
- Title 20 – Zoning
- Title 21 - Sx<sup>w</sup>tpqyen Form Based Code

Many of these existing titles will be repealed as part of the transition into the new code. The City's existing Municipal Titles that will be repealed include:

- Title 16 - Manufactured Housing and Mobile Home Parks  
Note: Some necessary regulations are carried over into various sections of the UDC.
- Title 17 – Subdivision.  
Note: Updated regulations are included in the UDC in Chapter 5: Subdivision.
- Title 19 – Special Districts (SD's) and Planned Unit Developments (PUD's)  
Note: Parcels currently subject to a PUD or SD zone will now be subject to the UDC.
- Title 20 – Zoning  
Note: Updated regulations will be included in the UDC in Chapter 4: Zoning.
- Title 21 – Form Based Code (Sx<sup>w</sup>tpqyen)  
Note: Some necessary regulations will be included in various places within the UDC.

Some existing City Titles will remain, including:

- Title 12 – Streets, Sidewalks, and Public Places  
Note: Portions of the Streets, Sidewalks, and Public Places regulations have been included in the UDC and can be found in Chapter 6: Infrastructure Improvements, while others will remain in Title12, which will be updated through a separate process.
- Title 13 – Public Services  
  
Note: Portions of the Public Services regulations have been included in the UDC and can be found in Chapter 6: Infrastructure Improvements, while others will remain in Title13, which will be updated separately.

For more details on changes related to individual Titles please refer to Attachment H: Summary of Changes to Existing Titles.

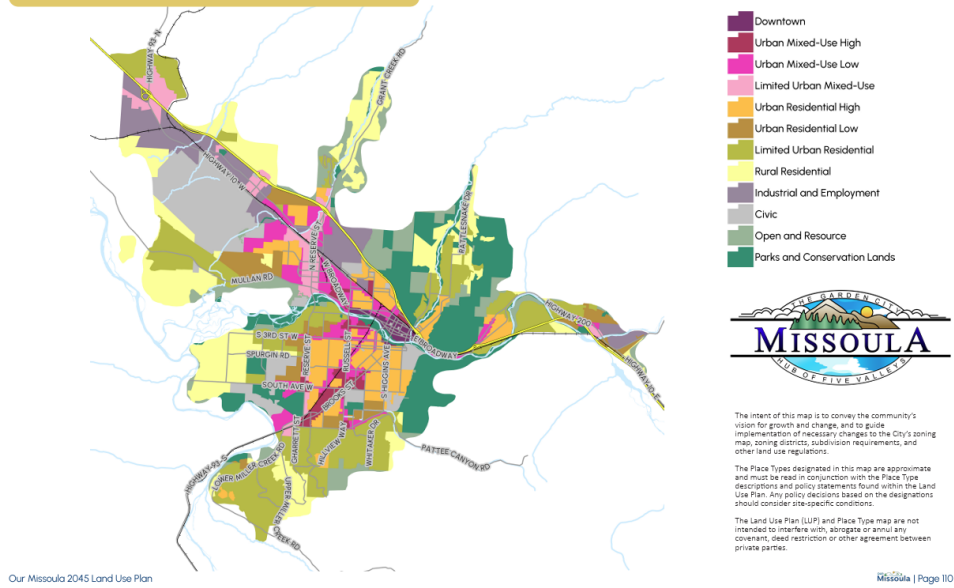
For more details on Special Districts and Planned Unit Developments please refer to

Attachment C: List of Planned Unit Development (PUD) and Special Districts (SD) to be repealed/retained.

## VII. MAP SERIES

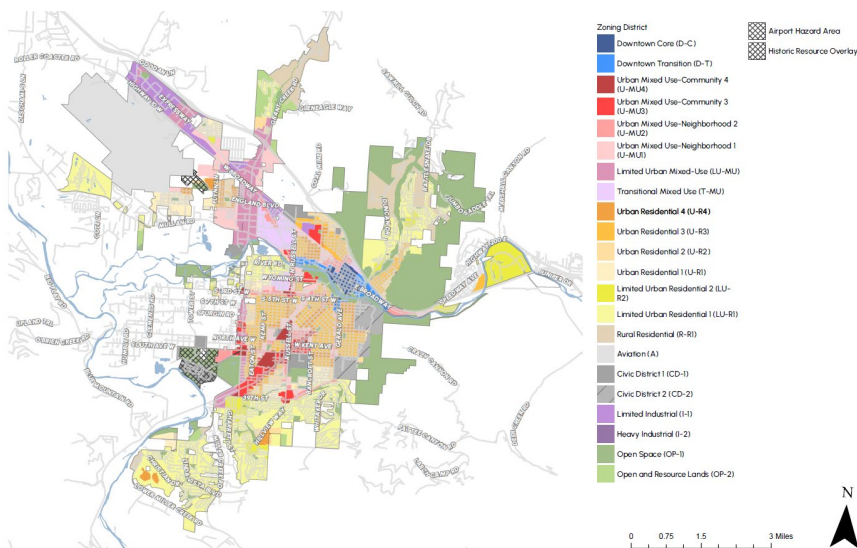
### Adopted Place Type Map

Figure 30. Place Types Map



The adopted Place Type Map provides the future land use information associated with the Our Missoula 2045 Land Use Plan. The Map can be viewed in greater detail through the [webmapviewer](#).

### Proposed new City of Missoula Zoning Map



The proposed Adoption Draft City of Missoula new Zoning Map [may be viewed online](#), or in Attachment B: City of Missoula Zoning Map. The online map may be zoomed into individual areas and seen in greater detail.

## VIII. MLUPA ADOPTION CRITERIA

The City of Missoula is subject to the Montana Land Use Planning Act (MLUPA) for comprehensive planning and the development and implementation of specific land use regulations. MLUPA contains five parts. Adoption of the Unified Development Code is subject to criteria found in Parts 3 and 4, with cross-references to Part 2.

The Montana Land Use Planning Act (MLUPA), [Title 76 Chapter 25 MCA](#), entirely replaces the criteria for adopting or amendment zoning and subdivision regulations. Some elements such as compliance with planning documents (land use and issue plans) continue. Most previous criteria for approval of zoning or subdivision regulations are entirely deleted. This repeal and replacement of Title 20 (zoning), Title 19 (Subdivision), the associated Zoning Map, and other titles mentioned above, is a transition from the standards and criteria of Title 76 Chapters 3, 4, and 8, MCA, to the new standards of MLUPA (MCA, Title 76, Chapter 25). Applicable criteria are established in 76-25-304(2)(c)&(d) for zoning elements, and 76-25-403(2)(c) and (d) for subdivision elements. The City's choice of zoning standards is constrained by the prohibitions of 76-25-303.

In considering map or text amendments for approval under this MLUPA, the Planning Commission and City Council consider the following criteria listed below and grouped by zoning criteria and subdivision criteria. In determining whether the criteria are met, staff consider the entire body of plans and regulations for land development. Standards which prevent or mitigate negative impacts for site-specific development are incorporated throughout the entire municipal code but are principally in Title 22, the Unified Development Code, and the Manual (under separate cover).

Montana Land Use Planning Act staff findings of fact and conclusions regarding state adoption criteria for zoning and subdivision regulations are addressed below:

### ***Zoning Criteria – MCA, 76-25-304(2)***

**(c):** The zoning regulations (consisting primarily of Chapter 4 of the Unified Development Code, and relating to parts of Chapter 1, 2, and 8) and new zoning map as proposed or as amended would be in substantial compliance with the land use plan.

Text and Map Findings of Fact:

1. According to MCA, 76-25-106(4)(c), “the final adopted land use plan, including amendments or updates to the final adopted land use plan, comprises the basis for implementing land use regulations in substantial compliance with the land use plan.”

2. The Our Missoula 2045 Land Use Plan was adopted in December, 2024 in accordance with MLUPA, and after the required public process and participation. The land use plan includes and incorporates by reference many other adopted documents addressing elements required with a land use plan.
3. Resolution #8780, a resolution to adopt guiding principles to support the creation of a Unified Development Code as part of the Our Missoula Growth Policy Update and Code Reform project, was adopted by City Council on 06/10/2024.
4. The 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. While the land use plan is not regulatory, it is the required basis for zoning and subdivision processes and standards which are regulatory and have force of law.
5. The Community Profile (Appendix A of the Land Use Plan) provides the in-depth analysis of current and projected needs related to population projections, housing, local facilities and services, economic planning, natural and cultural resources, natural hazards and environmental considerations. Appendices as well as the main body of the Land Use Plan address state required elements.
6. The Land Use Policy Themes (Chapter 2 of the Land Use Plan) describes six primary land use goals, each of which are further defined by more directive objectives. The goals identified in the Plan address Focus Inward, Housing Choice & Access, Community & Quality of Life, Environmental Quality & Climate Resilience, Health & Safety, and Economic Health. A review of the Land Use Plan shows multiple goals and objectives relating to many different topics. Not all are best addressed by regulatory means, but many have a regulatory component.
7. The Land Use Strategy (Chapter 3 of the Land Use Plan) describes four key strategy components, including equity in land use principles, analysis of planned housing capacity by housing types, five Future Growth Preferred Scenario elements, and the comprehensive approach that coordinates Place Type (future land use) planning with consideration of Street Types.
8. The Place Type Map is an essential element of land use planning by identifying an intended geographical distribution for uses that complement the policies established in the text. Zoning districts are created to implement the Place Type Map, and associated descriptions of the uses expected in each Place Type designation are included. Most designations can be implemented by more than one zoning district.
9. The Implementation Strategy (Chapter 5 of the Land Use Plan) identifies that a key category of implementation is to create a well-organized and efficient Unified Development Code (UDC) that co-locates updated City Zoning Regulations, Subdivision Regulations, and other land development regulations into one place. This strategy

recognizes that included as a component of Code is an expectation that the Zoning Map will be updated, as that is the most effective tool to implement the Place Type Map and as a requirement of MLUPA.

10. The Implementation Strategy (Chapter 5 of the Land Use Plan) identifies a suite of immediate code implementation actions. These are designed to account for implementing priority aspects of the Policy Themes, Land Use Strategy, Guiding Principles, and State Law requirements as they relate to developing the Code.
11. Implementation actions in the Land Use Plan directly call for a well-organized and efficient Unified Development Code (UDC).
  - a. The new proposed Title 22 City of Missoula Unified Development Code (UDC) consolidates land development codes to avoid overlapping content and is created through multi-departmental coordination.
  - b. The new code results in the creation of 22 new zoning districts, which replace all existing zoning districts and most special districts and PUDs, in order to better match land use context and identified Place Types.
12. The Land Use Plan and adopted guiding principles direct the city to simplify and streamline standards for easier compliance.
  - a. At the highest level, the updated Zoning located in Chapter 4 of the new code replaces existing zoning that is spread out amongst multiple Titles, and complicated further by a variety of overlays, special districts and PUDs. Overall, it is estimated that approximately 350 unique combinations of zoning apply throughout the city, each with a different combination of standards. Reducing and combining all zoning into one set of limited zoning districts represents a substantial simplification of the zoning code.
  - b. Within the new Zoning Framework of the UDC, the various standards are consolidated, clarified, and updated, including the various standards tables in the Development Standards sections of the new zoning district Articles, 4.2: Residential Districts, 4.3: Mixed-Use Districts, and 4.4: Special Purpose Districts, as well as the updated Use Tables in Article 4.8: Uses, which now incorporate car and bike parking requirements.
  - c. Article 4.7: Building Standards separates building standards from use standards for clarity and lists building type definitions and standards.
  - d. Article 4.9: Site Development Standards consolidates landscaping with parking and access. Standards related to site development are currently spread across multiple articles, making it easy to overlook, but are now contained in one, new Site Development article.

13. The Land Use Plan and adopted guiding principles direct the City to clarify, resolve conflicts, and consolidate development permit review decision-making authority to increase predictability.
  - a. Article 2.1 of the new Unified Development Code addresses the responsibilities of the City Engineer, Planning Administrator, Historic Preservation Officer, Urban Forester, Parks Administrator, Planning Commission, and Historic Preservation Commission all in one consolidated location,
  - b. Article 2.2 includes a Process Crosswalk for locating all processes in code and lists who the decision-making authority is for each type of permit or process.
  - c. Zoning procedures and processes are listed in Article 4.15 and reflect recent state law changes that are also aimed at increasing predictability.
14. The Land Use Plan and adopted guiding principles direct the city to organize the codes with a clear and consistent structure that provides user-friendly navigation and uses plain language and clear graphics to make the codes accessible and understandable.
  - a. The new code is defined by being unified, located in one place and with a consistent structure and format.
  - b. The Zoning Framework brings in a graphically rich segment of the code to help simplify things and represent standards in an accessible, visual way.
15. The Land Use Plan implementation strategy points to other key organizational implementations in the new code.
  - a. Existing Municipal Title 21 is integrated into the new code.
  - b. Certain standards from the Design Excellence Overlay are integrated into the Development Standards section of Article 4.3: Mixed-Use Districts.
16. The Land Use Plan and related equity principles developed during earlier phases of this project point towards balancing the encouragement of new housing development in neighborhoods that have historically not hosted their “fair share” with focusing regulations more on form compatibility rather than just density and use.
  - a. Existing zoning limits development of three or more units to no more than 18% of residential zoning districts in the City.
  - b. Article 4.2.03-B identifies what buildings are allowed in individual residential zoning districts.
  - c. Article 4.2.03-C controls for a maximum number of units in a building in individual residential zoning districts.
  - d. Article 4.2.03-D requires Floor Area Ratio (FAR) and Density standards.
  - e. By implementing these three sets of standards in the new zoning, three or more units are permitted in 89% of residentially zoned area in the City. The FAR standard, as well as standards related to lot width, building width, setbacks, and height that are listed in Article 4.2.03, balance the increased housing opportunity

and diversity with consideration of compatibility with the contexts identified in the Land Use Plan.

17. The Land Use Strategy includes a Future Growth Preferred Scenario component, to allow certain small-scale neighborhood commercial developments to be allowed in residential zones, that is captured in an implementation action and, subsequently, the UDC.
  - a. Article 4.7.02-G describes the Neighborhood Commercial building type that is permitted for commercial uses, as described in the Use Table in Article 4.9, in all residential districts. Associated standards are listed in Tables 4.7.2-11 and 4.7.2-12.
18. The Land Use Plan and adopted guiding principles direct the City to develop effective incentives for income restricted Affordable housing. The City determined to forgo affordable housing incentives during the project to prioritize flexibility and housing production overall and not limit the base entitlement for market-based incentives. Incentives can be incorporated into future updates if this direction is reversed.
19. The Land Use Plan and adopted guiding principles direct the City to map zoning districts in ways that support equity, sustainability and resilience; a vibrant public realm; and a walkable and healthy community, and to increase housing capacity throughout Missoula and especially near key transit corridors.
  - a. The new Zoning Map aligns with the Place Type Map, which is part of the adopted Land Use Plan.
  - b. Urban residential districts are mapped based on access to transit, amenities, and street connectivity. Higher intensity districts were applied to parcels that scored high in these areas.
20. The Land Use Plan includes policy to focus inward, and the land use strategy directs the City to unlock the growth potential for mixed-use centers and corridors in order to allow more people to live within walking distance of their daily needs, create opportunities for more affordable housing types, and allow more people to live closer to transit services.
  - a. The zoning map implements the Land Use Plan and associated Place Type map.
  - b. Urban mixed-use and downtown zoning districts focus growth inward where infrastructure and access support them.
  - c. Urban residential zoning districts distribute capacity across neighborhoods, and focus residential intensity towards areas that are more highly approximate to supporting infrastructure, services, and amenities.
21. The Land Use Plan implementation strategy includes guidance to, where possible, collapse overlays into equivalent base zones or develop unique base zones to capture the intent.
  - a. The Design Excellence Overlay, Title 20.25.080, is partially integrated into Article 4.3 of the new code and otherwise removed.

- b. All Neighborhood Character (NC) Overlays from chapter 20.25 in current zoning are repealed, except for the Historic Fort Missoula overlay, which is included in Article 4.6: Historic Preservation and Overlays, along with three other single-property Historic Overlays that are currently Special Districts and PUD's.
- c. The intent of the Adaptive Reuse overlay process (20.25.35) is brought forward into Article 4.6.
- d. Title 20 Planned Unit Development (PUD) overlays are removed from the new code and are no longer an available process. PUD's that date back to Title 19 are repealed. See List of Planned Unit Development (PUD) and Special Districts (SD) to be repealed/retained for details.
- e. Title 20 Special Districts (SD's), as well as SD's that date back to Title 19, are repealed. See List of Planned Unit Development (PUD) and Special Districts (SD) to be repealed/retained or converted for details.

**Overall: Criterion is met**

*The proposed City of Missoula Unified Development Code (UDC) and associated new zoning map have taken into consideration the land use plan goals, land use strategy, guiding principles, and appropriate implementation actions and substantially comply with the adopted land use plan (including place type map).*

*The UDC consolidates the City's zoning rules into a single, organized document with plain language, graphics, predictable submittal steps, and defined roles.*

*The UDC and zoning map implement the Land Use Plan and associated Place Type map on the ground—focusing growth inward, distributing capacity across neighborhoods, and placing mixed-use and employment where infrastructure and access support them.*

*The UDC is consistent with the Land Use and Planning Act. It provides clear, general coordination with the components of MLUPA and map-tied standards for special topics, modernized rules, and procedures that ensure “substantial compliance” with the adopted Land Use Plan help keep the City on solid legal footing and on schedule for MLUPA compliance.*

*Additional key tools are referred to later in this staff report and summarized in Attachment F: UDC Content Summary.*

(c)(i): Accommodates the projected needed housing types identified in the Land Use Plan

**Text and Map Findings of Fact:**

1. The Montana Land Use and Planning Act (MLUPA) requires the Land Use Plan to include a projection of Missoula's population for 2045.

2. The population projection-related requirements are described in detail in the Community Profile, Population and Demographics chapter (Appendix 3 of the Our Missoula Land Use Plan) and summarized in the Land Use Plan.
3. The population projection was used as a baseline reference for determining ability to provide new housing capacity, economic capacity, and plans for local service and facilities.
4. The Land Use Plan includes a population projection of 128,345 for the entire study area, and 115,950 for the city by 2045.
5. The Land Use Plan population projections indicate that the City of Missoula will need to build between 22,000 and 27,500 housing units by 2045.
6. Under the Land Use Plan and associated zoning changes, this analysis finds there is a capacity for approximately 78,000 housing units in the plan area. This exceeds the projected need by about 50,000 housing units and represents a capacity-to-need ratio of about 2.8. The code changes are anticipated to increase housing capacity by about 85% over the capacity that could be achieved with existing zoning.
7. Figure 27 of the Land Use Plan breaks down capacity of housing units into three key housing types: single dwelling, missing middle (addressing two to six unit development) and multi-dwelling units. Missoula City is projected to need 11,356 single dwellings and the estimated capacity with associated zoning changes is 13,824, representing a capacity to need ratio of 1.22. We are projecting needing 6,753 missing middle housing types and the estimated capacity with associated zoning changes is 9,753, representing a capacity to need ratio of 1.44. housing types. We are projected to need 9,345 multi-dwelling units and the estimated capacity with associated zoning changes is 54,496 units, representing a capacity to need ratio of 5.83. The UDC provides the greatest 'capacity to need' for multi-dwelling development. See the table below for information (excerpt from the Land Use Plan).

Housing Type	Projected Need*	PLANNED CAPACITY		
		Estimated Capacity	Surplus (Deficit)	Capacity to Need Ratio
Single Dwelling	11,356	13,824	2,468	1.22
"Missing Middle"	6,753	9,753	3,001	1.44
Multi Dwelling	9,345	54,496	45,151	5.83
<b>TOTAL</b>	<b>27,454</b>	<b>78,073</b>	<b>50,621</b>	<b>2.84</b>

8. The MLUPA defines a range of housing types spanning from single dwellings to multi-unit buildings. These definitions have been incorporated into Title 22, Article 4 in the form of addressing allowed building types per zoning district and number of units permitted per building (see Table 4.2.03-1, Table 4.2.03-2, for Residential District regulations; Table 4.3.03-1, Table 4.3.03-2, for Mixed-Use District regulations, and Table 4.4.03-1, and Table 4.4.03-2 for Special Use District regulations). This building type distribution aligns with the Land Use Plan housing capacity.
9. The potential distribution of needed housing types represented through the UDC and new zoning map aligns with the focus on housing types that the city is in most need of and is generally considered the most affordable – multi-dwelling.
10. The proposed zoning map provides locations for all zoning districts. The distribution of zoning districts aligns with the distribution of place types assigned through the Place Type Map of the Land Use Plan.
11. Additionally, other forms of housing types are defined and permitted through the various zoning districts, including rowhouse, cottage court, manufactured housing, tiny homes and single-resident occupancy according to Article 4.7 Building Standards, Sections 4.7.02-B – F.
12. This variety of housing types available in most zoning districts has increased significantly from Title 20. This increase in housing types is in support of the Land Use Plan directive to increase housing variety as well as the implementation action to distribute opportunities for affordable housing types broadly throughout the city.
13. The Land Use Plan includes as action to allow, as a permitted use, for at least a duplex where a single dwelling unit is permitted in compliance with legislative mandate.
14. The UDC, Chapter 4.2 for Residential Districts, acknowledges the allowance for at least a duplex on all lots (Table 4.2.03-4).
15. The Land Use Plan includes an action to expand housing types including “missing middle” housing types and ADUs to be allowed in residential zoning districts.
16. The UDC, Chapter 4.2 for Residential Districts, Table 4.2.03-1 indicates allowed building types in all residential districts showing that “missing middle” housing including one-unit house, duplex, and rowhouses are permitted in all districts and cottage courts and apartment buildings depending on size are permitted in all districts except rural residential.
17. The UDC, Chapter 4.2 for Residential Districts, Table 4.2.03-2 indicates the number of units permitted in the various building types, with a range of units spanning from one to 4 as the minimum number of units for all residential zones except rural residential. This permissive technique for supporting a minimum of one unit through four units in all zones other than rural residential is consistent with the concept of missing middle.

18. Other Implementation actions from the Land Use Plan in support of housing projected needs that are also addressed in the UDC include:
  - a. Update zoning districts to better match land use context and identified Place Types.
  - b. Revise zoning requirements for parking, density standards, setbacks, and landscaping/ activity area in each zoning district in order to improve opportunities for infill and housing production.
  - c. Provide for zoning that specifically allows or encourages the development of tiny houses.
  - d. Allow for single-room occupancy developments.
19. Zoning districts are established to align with correlating place type.
20. The City’s approach to density standards is shifted so that density remains a constraining factor for the lower density districts (Rural Residential and Limited Urban Residential), while Floor Area Ratio is the guiding factor for determining number of potential units that can occur on a parcel. The approach of FAR encourages increasing housing capacity.
21. Tiny houses and single-room occupancy development is addressed as a form of single-unit house (see Section 4.7.02-B.2), while the single-room occupancy development also described within the Use chapter (Chapter 4.8).

Conclusion: Criterion is met.

*The City of Missoula Unified Development Code (UDC) and associated new Zoning Map accommodate the projected needed housing types.*

*This approach addresses a key tool identified in this process related to allowing more housing types by right, by incorporating calibrated building types and form (lot, frontage, height, coverage); open feasible pathways for duplexes, fourplexes, cottage courts, small apartments; and context-appropriate multi-dwelling development—advancing affordability while maintaining neighborhood scale into the UDC.*

**(c)(ii):** Contains five or more specific strategies from 76-25-302 to encourage the development of housing within the jurisdiction.

Text and Map Findings of Fact:

1. The Land Use Plan and Place Type Map represent the City’s value for housing to expand the range and supply of homes—smaller, more attainable, and in locations that reduce household costs.
2. Through data gathered in the Community Profile and summarized in Chapter 3: Land Use Strategy of the Land Use Plan, more housing capacity is needed and the Land Use Strategy directs the approach to accommodate needed housing capacity

3. The Our Missoula Project focused on developing a local response to accomplish new housing capacity that is described in the Housing Choice & Access Theme of the Land Use Plan and summarized with the goal to “develop a diverse, equitable, and resilient housing system that meets current and future needs and limits displacement.” This theme is accompanied by supporting information and objectives to guide the City of Missoula approach.
4. Key objectives from the Land Use Plan inform the City’s approach to selecting appropriate housing strategies include:
  - 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.
  - Meet the needs of a growing and diverse population by equitably distributing a variety of housing types throughout all neighborhoods in the city.
  - Build new housing near key transit and commuter corridors, to enhance accessibility and support transit-oriented development.
5. Housing-related implementation actions from the Land Use Plan that help to inform the following specific strategies are listed below:
  - Revise zoning requirements for parking, density standards, setbacks, and landscaping/ activity area in each zoning district in order to improve opportunities for infill and housing production.
  - Zone for higher density housing near transit stations, places of employment, higher education facilities, and other appropriate population centers.
  - Expand housing types including “missing middle” housing types and ADUs to be allowed in residential zoning districts.
  - Calibrate code to allow greater affordability and housing types while fitting in with the existing form and character. Refine standards based on existing context and historic patterns.
  - Adopt zoning that allows higher density housing, consistent with the Place Types, and standards that promote smaller more affordable homes.
  - Reduce barriers to new housing supply through land use incentives and improvements to general land use code. Consider zoning tools such as reduced minimum lot size, density minimums, height and density bonuses for affordable units, mobile homes, neighborhood PUDs, mixed-use developments, and cottage court, and recognize manufactured housing as a viable option
  - Establish supportive Place Types and regulations for mixed-use development within walking distance to grocery stores and other basic necessities, as well as

close to existing infrastructure for use of non-motorized and public transportation.

- Provide for zoning that specifically allows or encourages the development of tiny houses.
6. The proposed City of Missoula Unified Development Code (UDC) incorporates eight of the housing strategies listed in MCA, 76-25-302 that would be applicable to the majority of the area, where residential development is permitted, to encourage the development of housing within the jurisdiction. Those strategies are referenced below along with additional description of how they integrate into the new UDC:
- a. Strategy #1: Allow, as a permitted use, for at least a duplex where a single-unit dwelling is permitted.
    - i. As indicated in Article 4.2, Residential Districts, Tables 4.2.03-1 Allowed Building Types, Table 4.2.03-2 Number of Units per Building, and the density footnote included with Table 4.2.03-3 FAR and Density, all indicate residential zoning districts permit duplex as a residential building type.
  - b. Strategy #2: Zone for higher density housing near transit stations, places of employment, higher education facilities, and other appropriate population centers, as determined by the local government.
    - i. The Urban Residential High Place Type identified in the Land Use Plan and associated Place Type Map generally correlates to areas near transit stations, employment centers, and higher education facilities and other appropriate population centers.
    - ii. Zoning district mapping took the Place Type designation, street type designation, and proximity to local services and facilities like transit routes, public schools, developed parks, commuter trails, local food options, grocery stores that accept WIC, as into consideration when proposing the zoning districts as shown in the adoption draft of the Zoning District Map.
    - iii. The UR3 and UR4 Residential Zoning districts are associated with proximity services described in this strategy and align with the Urban Residential High place type.
  - c. Strategy #3: Eliminate or reduce off-street parking requirements to require no more than one parking space per dwelling unit.
    - i. A key point from the Preferred Growth Scenario is to “manage parking in a manner in which we strive to meet housing production, affordability,

transportation, and climate goals recognizing that parking is a critical policy choice that affects many other policy goals.”

- ii. House Bill HB 492 passed in 2025, amended section 76-25-303 to include limitations on requirements for off-street parking for residential uses. No more than one parking space for each residential unit is allowed or any minimum parking requirement for residential units under 1,200 square feet, deed-restricted affordable housing or assisted living facilities.
  - iii. As a result, the city is proposing to no longer require parking for residential. Requiring one space for large units likely would not do much in terms of preserving on street parking. Though the city won't be requiring parking for residential, the regulations don't prohibit parking. Developers will still have the option to provide parking to their developments and will likely provide parking in order to secure financing and to be able to market their product.
  - iv. Required off-street parking per dwelling unit is eliminated as shown in the Allowed Use Table in Article 4.8.
- d. Strategy #4: Allow for single-room occupancy developments.
- i. Article 4.7, Building Standards includes a reference to single room occupancy (SRO) in the description of a one-unit house.
  - ii. Single-Room Occupancy Developments is permitted in Residential and Mixed-Use zoning districts as indicated in Article 4.8, Allowed Use Table and use descriptions.
- e. Strategy #5: Eliminate minimum lot sizes or reduce the existing minimum lot size required by at least 25%.
- i. Of the 22 new base zoning districts, only two are proposed to retain a minimum lot area requirement (I-1, and I-2). These are districts grouped under the Special District – Industrial section. This equates to a reduction of much more the 25% of the districts using minimum lot size, than previous.
- f. Strategy #6: Provide for zoning that specifically allows or encourages the development of tiny houses, as defined in Appendix Q of the International Residential Code as it was printed on January 1, 2023.
- i. Article 4.7, Building Standards includes a reference to tiny houses in the description of a one-unit house.
- g. Strategy #7: Eliminate setback requirements or reduce existing setback requirements by at least 25%.
- i. Article 4.2 Residential Districts, shows new setbacks in Table 4.2.03-5 for residential district building placement standards. Previous zoning

- typically required 20' front and rear setbacks, 10' side street setbacks, and interior side setbacks ranging from 25' to 5'.
- ii. Article 4.3 Mixed Use Districts, show new setbacks in Table 4.3.03-3 for mixed use districts. The setbacks typically start at 0 or 5' and include a maximum ranging from 5 to 15'. This creates a build to width that supports building locations that have a strong relationship to the street frontage and pedestrian connectivity/walkability. Zones with min.5' setbacks are typically a change for areas that were previously zoned for residential development, expecting larger setbacks, or for areas that currently have a similar setback with the exiting design excellence overlay.
  - iii. Setbacks for the majority of areas where residential areas are permitted have been reduced cumulatively by at least 25%.
- h. Strategy #8: Allow multi-unit dwellings or mixed-use development as a permitted use on all lots where office, retail, or commercial are primary permitted uses.
- i. As shown in Article 4.3 Mixed Use Districts, apartment and mixed-use building types are allowed in all Mixed Use Districts where office, retail or commercial are primary permitted uses.
  - ii. Additionally, as shown in Article 4.4 Special Use Districts, apartment and mixed-use building types are allowed in the Transition Mixed Use District and Civic District 2.

Conclusion: Criterion is met

*Implementation of eight strategies from MCA, 76-25-302 advances the goals, objectives and actions of the Land Use Plan through UDC text and application of the Zoning Map.*

(c)(iii): Reflects allowable uses and densities in areas that may be adequately served by public safety, emergency, utility, transportation, education, and any other local facilities or services identified by the local government in 76-25-207.

Text and Map: Findings of Fact:

1. MLUPA 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.
2. The city conducts extensive planning for municipal transportation, water, sewer, parks, and other facilities and services provided by the City. The planning area for most

services is similar or larger than the planning area for the Land Use Plan and includes the existing city limits and areas that may be annexed in the future.

3. The Community Profile's Local Service and Facilities chapter (Appendix A of the Land Use Plan) 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, drawing upon local facility planning information when available.
4. In the Local Service and Facilities chapter of the Community Profile document, 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.
5. 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. 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 sensitivity to land use and priority users. Street Types describe what streets should look like and why.
  - f. The Local Services and Facilities-related implementation actions and monitoring recommendations are located in the Land Use Implementation Chapter and are used to inform UDC text and the new Zoning Map.
  - g. 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.
  - h. The infrastructure plans guide the City’s investments so that the city prioritizes the most critical projects needed to facilitate growth and maintain our infrastructure assets.
  - 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. The list of Planned CIP projects is updated on an annual basis as new needs become known and priorities change.
  - k. Local schools were contacted to gather information and share growth projections while developing the Land Use Plan. In response, insights were received regarding enrollment trends and planned improvements. Schools undertake their own facility plans in accordance with growth pressures.
6. The City has a Utility Services Area Boundary that extends beyond the City limits boundary and encompasses land that may be annexed or receive public water and/or sewer via a contract for services with the City. Expansion of the Utility Services Area Boundary requires approval by City Council and bears careful consideration of the costs to extend sewer and water facilities and maintain the infrastructure, in addition to the land use impacts, such extensions can have on encouraging sprawl well beyond the City limits boundaries.
  7. The City has an Annexation Policy that guides orderly development and efficient delivery of municipal services to developed and developing areas, and the regulatory authority to protect public health, safety and general welfare. The Annexation Policy

includes a map that divides areas within the Utility Services Area Boundary into Areas A and B. Area A are lands that largely meet the annexation policy guidelines and Area B are lands that largely do not meet the guidelines. The City Annexation Policy recommends prioritization of annexation of areas that meet the annexation evaluation criteria which includes:

- a. Areas located within the Utility Services Area Boundary;
  - b. Areas located within Area A of the Annexation Policy Map;
  - c. Areas that contribute to the logical growth pattern of the City by creating orderly and contiguous municipal boundaries;
  - d. Properties that would fill in gaps left by previous annexations that created islands, and other types of non-contiguous boundaries;
  - e. Areas where infrastructure exists or will be provided with a proposed subdivision that meets current city standards, including but not limited to water, sewer and transportation infrastructure; and
  - f. Areas without utility and service extension obstacles or other physical constraints.
8. The City's Annexation Policy also requires that areas annexed equitably provide the same levels of service and infrastructure as other parts of the municipality with similar topography, land use and population density. Zoning is applied at annexation and must substantially comply with the Land Use Plan. Subdivision is often required at time of annexation in order to equitably provide the same levels of service and infrastructure as other parts of the City similarly zoned.
  9. The adopted Land Use Plan provides guidance for appropriate comparable zoning and action items for next steps related to the City's annexation policy.
  10. At time of future subdivision or site plan review the need for individual services can be more precisely determined due to the greater level of available detail in the development application. No subdivision or site plan is approved without demonstration of adequate capacity.
  11. The proposed zoning map only encompasses the City limits. The City does not zone, although it does do planning, outside of its legal boundaries.
  12. The new Zoning Map is a translation of recommendations from the adopted Place Type Map (a component of the adopted Land Use Plan), taking a more detailed look at proximity to local facilities and services, emergency management, transportation and education elements as well as Implementation actions from the Land Use Plan into consideration.
  13. Densities and/or floor area ratios are established for zoning districts that include ability to provide residential development. The density and/or floor area ratios are within the stated ranges of the aligning Place types,

14. Uses align with the Place Type descriptions in the Land Use Plan and are assigned to individual zoning districts and overlays in Title 22, Article 4.8. The uses are correlated with the ability to provide adequate service from public safety, emergency, utility, transportation, education, and other local facilities and services.
15. Each zoning district provides a wide range of possible uses and intensities.
16. The Place Type map is organized to take the comprehensive focus inward principles and street type approach into consideration.
17. Within City limits, all the allowed uses can be constructed and at the time of building permit may require infrastructure improvements adjacent, or a Transportation Impact Study may also recommend off-site improvements. As projects develop and install infrastructure, potential CIP and TIF projects may fill in the gaps in infrastructure between areas improved by projects.
18. Adequate service is also supported by related Local facility plan including the Parks Master Plan and the Long Range Transportation Plan. Those services support health and welfare by access to parks, trails, and on-site open space for exercise, socialization, recreation and other human needs. The City has maintained standards for provision of these features continue forward in the Article 4.9: Site Development Standards as well as Chapter 6, Infrastructure Improvement, in the UDC.
19. Adequate infrastructure improvements protect public health and safety by avoiding conflict between motor vehicles and other travel modes. Furthermore, accommodating and encouraging active modes of transportation such as walking and biking in design of streets and sidewalks further advance public health and welfare. Transportation improvements are subject to standards in Chapter 5: Subdivision Regulations, Chapter 6, Infrastructure Improvements, as well as the Manual (under separate cover).
20. All new developments are required to provide right-of-way infrastructure requirements, including sidewalks and other transportation facilities, following the conditions outlined in UDC Chapter 6.2.01 and subject to required connectivity of existing infrastructure per UDC Chapter 6.2.01-B.
21. The City has a “Complete Street” resolution and development standards as part of its Manual (under separate cover), to state policies and standards to ensure adequate infrastructure to support new growth and development.
22. The proposed Street Types classification is intended to better match infrastructure standards to the surrounding land use/development pattern and transportation priority needs.
23. Implementation actions from the land use plan that support the need to align use and density with the provision of local services and facilities are:

- a. Incorporate the recommendations related to Street Types into the Unified Development Code and the Public Works Manual to address standards related to right-of-way, including boulevard, thoroughfares, street trees, site triangles, fire, on-street parking and expanding the tree canopy.
  - b. Develop street standards that prioritize safety, multi-modal level of service, and enhance placemaking.
  - c. Ensure equitable access to outdoor space in multi-dwelling developments through activity areas or proximity to parks. Retain but revise and simplify requirements for activity areas while adding flexibility for infill developments to help refine expectations and exceptions.
  - d. Through the Place Type Map and Zoning Map Update, increase housing opportunities in residential areas that have good access to services and amenities by walking, biking, and transit.
24. The new zoning districts and their geographic distribution within the zoning map align with the Place Type descriptions and Map and would therefore contribute to furthering the overall principles of focus inward which include consideration of provision of adequate services.

Conclusion: Criterion is met.

*The Land Use Plan and Place Type map has been organized to take the comprehensive focus inward principles and street type approach into consideration to establish appropriate zoning districts and zoning map that can also be served by public safety, emergency, utility, transportation, education, and any other local facilities.*

*This approach addresses a key tool identified in this process related to “modern mobility & site standards” by providing a UDC that includes Right-sized parking with predictable shared/reduced options; stronger bicycle parking and end-of-trip facilities; frontage and access tied to Street Types; and clear connections to transit—lowering household costs and supporting mode shift.*

(c)(iv): allows sufficient area for existing, new, or expanding commercial, industrial, and institutional enterprises the local government has identified in 76-25-208 for targeted economic growth in the jurisdiction.

Text and Map Findings of Fact:

1. 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.

2. The Community Profile’s Economic Trends & Development chapter (Attachment A of the Land Use Plan) 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. 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.
  - c. 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.
  - d. There is a capacity to accommodate 38,484 new employees based on current development trends.
  - e. Significant developable land remains in areas like Sxwtpqyen and North Reserve Scott Street, where approximately 3,250 acres are available for commercial development.
  - f. 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.
3. Additional Economic Development-related requirements are addressed in the Land Use Plan.
4. The Land Use 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.”
5. 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.

6. 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.
7. Neighborhood small-scale commercial uses are supported in all residential place types and zoning districts.
8. The Place Type Map accommodates economic opportunities primarily through the use of Downtown, Mixed Uses, Industrial and Employment, and Civic Place Types.
9. The Economic Development-related implementation actions are located in the Land Use Implementation Chapter, and key actions are listed below:
  - a. Foster a mix of uses throughout commercial districts.
  - b. Establish transitions between higher intensity development in commercial zones and adjacent residential neighborhoods.
  - c. Establish supportive Place Types and regulations for mixed-use development within walking distance to grocery stores and other basic necessities, as well as close to existing infrastructure for use of non-motorized and public transportation.
  - d. Where Neighborhood Plans establish a desire for active uses (non-residential uses) on ground floors along certain street frontages, code regulations may implement a requirement for active use on ground floors. However, this should be the exception to the general standard for single-use, high-density residential buildings in commercial zones.
  - e. Allow certain small-scale neighborhood commercial developments to be allowed in more or all residential zones. Put limitations on these uses into code related to location, uses, and intensity. Other mitigating regulations could address operating hours, noise, lighting, buffers, and similar issues.
10. New zoning districts and their geographic locations align with the intent and location of the Downtown, Mixed Use, Industrial and Employment, Civic place types.
11. Neighborhood Commercial uses are permitted with certain constraints within all residential districts. This is an added use type and building type for residential districts compared to the previous approach to zoning.

12. The Place Type Map and zoning are coordinated so that future annexation and zoning of these areas will facilitate construction of needed elements of this criterion.

Conclusion: Criterion is met

*Sufficient area for existing, new, or expanding commercial, industrial, and institutional enterprises are identified within the zoning district descriptions of the UDC and new zoning map.*

(c)(v)(vi)(vii): protects and maximizes the potential use of natural resources within the area, minimizes or avoids impacts to the natural environment within the area; and avoids or minimizes dangers associated with natural hazards in the area, as identified in 76-25-209.

Text and Map Findings of Fact:

1. The MLUPA 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.
2. The *Community Profile's* Natural Resources, Environment, and Hazards chapter (Attachment A of the Land Use Plan) 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.
3. 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.
4. 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. Key objectives that help to inform the direction of the zoning chapter and zoning map include: encourage the preservation of agricultural areas to support local food production by incentivizing clustered development to support small local producers; and limit or prohibit development in areas of high risk due to environmental hazards such as flooding and fire; and Implement the most effective urban planning practices for mitigating climate change by protecting and strengthening the urban forest, using green infrastructure to reduce stormwater and prevent pollution from runoff, and promoting walking and biking to reduce vehicle trips that cause greenhouse gas emissions.
  - d. 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.
  - e. The Land Use Strategy integrates natural resources, environmental quality, and hazard considerations by guiding development to align with MLUPA 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.
5. 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; accommodate development with consideration of environmental constraints where they exist and restrict development where environmental hazards are present; promoting cluster development and lot coverage regulations to maintain flood water storage; delineate floodway (mapped as Parks and Conservation Lands) and floodplains to reduce peak flood flows, decrease risks to life/property and encourage groundwater infiltration to help sustain late summer flows; and acquiring and protecting river corridors and floodplains as open spaces where feasible.

6. The Place Type descriptions include recognition of potential constraints to development including environmental constraints and environmental impacts
7. Environmental constraints are generally described as having little to potentially high environmental constraints due to such considerations as floodway, floodplain, steep slopes, high wildfire probability, or open space reserve areas.
8. An implementation action from the Land Use Plan recommends accommodating development with consideration of environmental constraints where they exist and restrict development where environmental hazards are present.
9. Environmental Impacts equate to potential for impacts to the quality of an environment, and include such considerations as stormwater management, riparian area buffers, and/or historical or culturally significant sites.
10. These factors were taken into consideration when establishing and geographically locating place types.
11. Zoning districts are established to align with the Place types.
12. Zoning districts regulations and allowed uses help to guide the appropriate level of intensity of development in areas of natural resource, natural environment, and natural hazard areas.
13. The opportunities for use of natural resource extraction are limited as there are no mines, forests, fisheries, or similar commercial natural resources inside the city and minimal gravel extraction.
14. The Land Use Plan includes an objective to Encourage the preservation of agricultural areas to support local food production by incentivizing clustered development to support small local producers.
15. Agriculture is recognized as a use in the Rural Residential and Open and Resource place type descriptions and mapping.
16. Small-scale agriculture is recognized as a use in the Rural Residential and Limited Urban Residential place type descriptions and mapping.
17. Zoning districts that align with these place types also support agriculture including small-scale agriculture.

18. Agriculture is addressed as the allowance for agriculture: crop and community gardens in all zoning districts. Additional guidance for accessory structures and uses is included in the UDC.
19. Storm water requirements and consideration for mitigating high ground water are addressed in Chapter 6 of the UDC. Additionally, the Manual (under separate cover) carries forward existing robust storm water regulations.
20. In response to the implementation action to “strengthen riparian resource protection regulations,” riparian areas are clarified and enforced through development review, addressed in Article 4.11 of the UDC. The UDC, clarifies applicability for consistent implementation and codifies riparian buffer widths for transparency. The riparian buffers widths align with buffers recommended by the Conservation District. The buffer widths have not changed from the current code.
21. A special Grant Creek Buffer is included that carries forward regulations that were established in Title 22.
22. Sensitive lands are described as “wildlife habitats, wildlife migration corridors, open spaces, conservation lands, agricultural lands, wetlands, water bodies, and riparian areas” in the Land Use Plan. While additional planning needs to occur to comprehensive guide the development of strategies for additional mitigation of impacts in those areas, clarifications have been addressed in the UDC.
23. The Open and Resource place type areas are designed to protect important resource lands and areas with natural hazards, while recognizing that these lands may be privately owned and used. while recognizing that these lands may be privately owned and used. The Open and Resource designation aims to limit development in areas with significant natural resources, The Open and Resource designation aims to limit development in areas with significant natural resources, such as river corridors, drainages, riparian and wetland areas, wildlife corridors, floodplains, steep hillsides, such as river corridors, drainages, riparian and wetland areas, wildlife corridors, floodplains, steep hillsides, and prime farmland, where residential development is considered a secondary use. and prime farmland, where residential development is considered a secondary use. These fringe areas, often part of the wildland-urban interface (WUI), serve as buffers between rural residential development and areas preserved for their environmental constraints and recreational opportunities. development and areas preserved for their environmental constraints and recreational opportunities.
24. The Open Resource place types align with two Open Space zoning districts, Open Lands and Open and Resource. The Open Land district is intended to preserve in perpetuity lands that are either held by public institutions for either environmentally sensitive lands, historic resources, or for recreation purposes. The Open and Resource

Lands is primarily intended to preserve open space and sensitive natural resource areas, while also allowing very low-density residential use on private land, ideally in the form of cluster development.

25. Where sensitive lands exist, an implementation action is provided to encourage incentivizing cluster development that preserves these areas.
26. To help with the preservation of the Urban Forest and support climate goals, the Land Use Plan includes the following implementation actions: Develop standards for tree planting requirements and design standards to optimize tree health in urban areas; and develop standards for tree protection, especially during construction activities, and maintenance of a healthy urban forest.
27. Article 4.9 Site Development Standards address site-specific landscape requirements including a section addressing tree conservation (Section 4.0.02-C), and additional information related to boulevard requirements located in the Manual (under separate cover).
28. The UDC incorporates requirements that relate to landscaping and support sustainability. Interior parking lot landscaping prevents urban heat desert effect by shading pavement. The code incentivizes pollinator gardens and native prairies to provide micro habitat for insects. Perennials have been added as an option for meeting landscaping requirements, increasing options for planting and biodiversity.
29. The City participates in the development and application of the Missoula County Community Wildfire Protection Plan.
30. FEMA and the Department of Natural Resources and Conservation in coordination with Missoula City and County are producing new Flood Insurance Rate Maps for the Clark Fork and Bitterroot rivers in Missoula. The maps will include the latest, most accurate flood risk data.
31. Floodplain regulations (Title 18, not a part of the UDC) represent best practices in conjunction with state and federal agencies.
32. Due to the precision of floodplain information, more detailed mapping is required to be provided with development so that the established standards may be properly applied. The standards require protection or enhancement of natural features, habitat, plant communities, and other related elements.
33. Other agencies such as the Missoula County Conservation District have legal responsibility to review permitting outside of zoning for impact to water features.
34. Generally, the approach to land use is to apply lower densities represented in the zoning district for floodplain areas.
35. The zoning map implements the action to “delineate floodway (mapped as Parks and Conservation Lands) and floodplains to reduce peak flood flows, decrease risks to

live/property and encourage groundwater infiltration to help sustain late summer flows” by mapping floodway as OP1: Parks and Conservation.

36. The City’s Manual (under separate cover) provides greater detail related to the water system, sanitary sewer system, stormwater systems, erosion control and park system.
37. The zoning standards protecting the natural environment apply in all zoning districts. Therefore, this criterion is not applicable to the map.
38. The level of detail where physical hazards may be identified is usually much finer than suited for a zoning map.

Conclusion: Criterion is met

*The UDC, through the comprehensive approach to the code, along with access to baseline data indicated in the Community Profile, and coordination with other agencies, and resources, the criteria to protect and maximize the potential use of natural resources within the area, minimizes or avoid impacts to the natural environment within the area; and avoid or minimizes danger associated with natural hazards in the area is met.*

*This approach addresses a key tool identified in this process related to Infrastructure Improvements by establishing coordinated, context-sensitive triggers for frontage, utility, and right-of-way improvements; tree planting and protection; wildland urban interface (WUI)-resilient site design; and green stormwater integration—advancing safety, climate, and livability.*

**(d)** Determine whether the proposed zoning regulation, map, or amendment results in new or increased impacts to or from local facilities, services, natural resources, natural environment, or natural hazards from those previously described and analyzed in the assessment conducted for the land use plan.

Text and Map Findings of Fact:

- 1) *Local Facilities and Services.* The various resource plans for local facilities and services along with the Land Use Plan and Place Type Map set the foundation (through this UDC and zoning map) for the need to accommodate projected growth with adequate provision of local facilities and services.
- 2) *Natural Resource, Natural Environment, and Natural Hazards* have been evaluated in the Community Profile (Appendix A of the Land Use Plan), integrated and considered in the Land Use Plan, and represented in the Place Type descriptions and Place Type Map. Through continued evaluation of the natural resource, environment, and hazards, the City addresses the needs and the potential mitigations toward these elements.

- 3) The UDC and associated new zoning map align with the Land Use Plan and Place Type Map, to address necessary regulations and standards as well as procedures, while also linking to additional resources and agency reviews as needed.
- 4) The comprehensive approach to developing the UDC enables a unified direction for development review that takes local facilities and services as well as natural resources, natural environment, and natural hazards into consideration. Chapter 6, Infrastructure Improvements along with the approach to considering street types, and the enhancement of the Manual enables a complete and clear pathway for project development to proceed through consideration.

Conclusion: Criterion is met.

*The proposed Unified Development Code includes regulations to help mitigate the effects and impacts of development on local services and facilities as well as the natural resources, natural environment, and natural hazards. The new Zoning Map is responsive to the requirements of the UDC and the underlying Place Type map.*

**Overall Conclusion:**

*The zoning regulations (consisting primarily of Chapter 4 of the Unified Development Code, and relating to parts of Chapter 1, 2, 6, and 8) and new Zoning Map, as proposed, are in substantial compliance with the land use plan and place type map and with State Law (MCA 76-25-304).*

*The proposed zoning regulations included in the proposed City of Missoula Unified Development Code (UDC) and the new zoning map were made available through the public process to adopt it. All comments have been fully considered by the governing body.*

**Subdivision Criteria – MCA, 76-25-403**

(c): Whether the subdivision regulation or amendment to a subdivision regulation is in substantial compliance with the land use plan and zoning regulations.

Findings of Fact:

1. The subdivision regulations Division 5.1.01 require all proposed subdivisions to substantially comply with the Our Missoula 2045 Land Use Plan adopted in December of 2024.
2. Chapter 4 Zoning of the Unified Development Code as proposed is in substantial compliance with the adopted Land Use Plan.
3. The subdivision regulations in Division 5.2.01 and Article 5.4 require compliance with the zoning regulations in Chapter 4 of the Unified Development Code.

Conclusion:

*Criterion met. The subdivision regulations require substantial compliance with the zoning regulations and the zoning regulations are in substantial compliance with the Our Missoula 2045 Land Use Plan.*

(c)(i): Whether the subdivision regulations or amendments enables the development of projected needed housing types identified in the land use plan and zoning regulations.

Findings of Fact:

1. The zoning regulations provide for a diversity of housing types and sizes that are permitted in all residential and commercial zoning districts, and one industrial, civic and open space district.
2. The subdivision regulations Division 5.2.01 and Article 5.4 require substantial compliance with the zoning regulations and facilitate the creation of lots that provide for a diversity of housing sizes and types accommodating a variety of age and income groups.
3. The subdivision regulations in Article 5.2 establish standards for the creation of lots and blocks and facilitate connectivity providing access to other neighborhoods, parks, common areas, open space, schools, transportation, bus stops, shopping and community facilities.
4. The subdivision regulations in Article 5.2 along with Chapter 6 address layouts for streets, easements for utilities, parks, adequate water, sewer, drainage, sanitary facilities and other infrastructure needed to support orderly development and provision of emergency services.
5. The standards in the subdivision regulations make it possible to develop a diversity of housing types and additional housing identified in the land use plan and zoning regulations.

Conclusion:

*Criterion met. The subdivision regulations enable the development of housing identified in the land use plan by promoting public health, safety and general welfare through the provision of infrastructure in support of the land use plan and zoning regulations.*

**(c)(ii)** Whether the subdivision regulations or amendments reflect applicable strategies from the land use plan and zoning regulations to encourage the development of housing within the jurisdiction.

Findings of Fact:

1. The subdivision regulations implement the Land Use Plan theme of Focus Inward which focuses development and infill within the Plan area to minimize strain on infrastructure and prevent sprawl into sensitive and constrained lands.

2. The subdivision regulations in Article 5.2 along with Chapter 6 establish standards for the creation of lots and blocks and facilitate connectivity providing access to other neighborhoods, parks, common areas, open space, schools, transportation, bus stops, shopping and community facilities.
3. The subdivision regulations in Article 5.2 and Article 5.3 identify development constraints or hazards and provide standards to avoid the hazard or require engineering design sufficient to alleviate or adequately mitigate the development constraint or hazard.
4. The subdivision regulations implement the Land Use Plan theme of Health and Safety to ensure access to services and infrastructure that support health and safety.
5. The subdivision regulations in Article 5.2 along with Chapter 6 address layouts for streets, easements for utilities, parks, adequate water, sewer, drainage, sanitary facilities and other infrastructure needed to support orderly development and provision of emergency services.

Conclusion:

*Criterion met. The subdivision regulations implement the Focus Inward and Health and Safety strategies from the land use plan to encourage the development of housing through the provision of infrastructure in support of the land use plan and zoning regulations.*

**(c)(iii)** Whether the subdivision regulations or amendments facilitate the adequate provision of public safety, emergency, utility, transportation, education, and any other local facilities or services for proposed development, as identified in the land use plan and zoning regulations.

Findings of Fact:

1. The subdivision regulations provide the minimum development standards to safeguard life, health and public safety.
2. The subdivision regulations in Article 5.2 along with Chapter 6 provide the minimum standards to promote safe, efficient and convenient multi-modal transportation systems and fire access within the subdivision.
3. The subdivision regulations in Article 5.2 establish standards for the creation of lots and blocks and facilitate connectivity providing access to other neighborhoods, parks, common areas, open space, schools, transportation, bus stops, shopping and community facilities.
4. The subdivision regulations in Article 5.2 along with Chapter 6 address layouts for streets, easements for utilities, parks, adequate water, sewer, drainage, sanitary facilities and other infrastructure needed to support orderly development and provision of emergency services.

Conclusion:

*Criterion met. The subdivision regulations facilitate the adequate provision of public safety,*

*emergency, utility, transportation, parks and community facilities by providing the minimum standards for the creation of lots and blocks, facilitate connectivity, and the necessary infrastructure needed to support orderly development and provision of emergency services.*

**(c)(iv)** Whether the subdivision regulations or amendments reflect standards that provide for existing, new, or expanding commercial, industrial, and institutional enterprises identified in the land use plan and zoning regulations for economic growth.

Findings of Fact:

1. The subdivision regulations in Article 5.2 along with Chapter 6 provide standards that address layouts for streets, easements for utilities, parks, adequate water, sewer, drainage, sanitary facilities and other infrastructure needed to support orderly development and provision of emergency services.
2. The subdivision regulations in Article 5.3 require demonstration of compliance with adopted standards in order to support existing, new, or expanding commercial, industrial and institutional enterprises which promotes balanced growth, improved infrastructure and connectivity.
3. The subdivision regulations Division 5.2.01 and Article 5.4 require substantial compliance with the zoning regulations which prioritizes high-intensity housing in commercial zones to boost economic development, transit ridership, walkability and housing production.

Conclusion:

*Criterion met. The subdivision regulations reflect standards for existing, new, or expanding commercial industrial and institutional enterprises and requiring demonstration of compliance with adopted standards in order to ensure infrastructure supports economic development.*

**(c)(v)** Whether the subdivision regulations or amendments protect and maximizes the potential use of natural resources within the area, as identified in the land use plan and zoning regulations.

Findings of Fact:

1. The subdivision regulations implement the Land Use Plan theme of Focus Inward which focuses development and infill within the Plan area to minimize strain on infrastructure and prevent sprawl into sensitive and constrained lands.
2. The subdivision regulations in Division 5.2.01 and Article 5.4 require substantial compliance with the zoning regulations and zoning map which implements the Land Use Plan through identification of constrained lands in the Place Type descriptions and the Place Type map.

3. The zoning regulations encourage denser development in urban locations where infrastructure and services are present, protecting industrial land for the use of natural resources. Agricultural crop use is permitted in all zoning districts and agricultural animal use is permitted in Rural Residential, Open Space and Aviation districts. A landowner could use natural resources on their land without subdivision in compliance with zoning or pursue subdivision.
4. The subdivision regulations include standards for coordination with agricultural water user facility owners and users in Division 5.2.06 to provide irrigation easements when required by state law to convey water through the subdivision to lands adjacent to or beyond the subdivision boundaries in quantities and in a manner that are consistent with historic and legal rights.
5. The standards for natural resource extraction uses are part of the zoning. Mining and quarrying are permitted in the limited industrial and heavy industrial zoning districts. A landowner could use natural resources on their land without subdivision in compliance with zoning or pursue subdivision.

**Conclusion:**

*Criterion met. The subdivision regulations require a demonstration of compliance with adopted standards that require substantial compliance with the zoning regulations and zoning map. The zoning regulations permit natural resource extraction uses in limited industrial and heavy industrial zones. Agricultural uses are permitted in all zoning districts.*

**(c)(vi)** Whether the subdivision regulations or amendments contain standards that minimize or avoid impacts to the natural environment within the area, as identified in the land use plan and zoning regulations.

**Findings of Fact:**

1. The subdivision regulations include riparian resource protection regulations in Division 5.2.11 that protect and preserve connectivity corridors for wildlife, promote floodplain and channel stability, filter sediment to preserve and maintain water quality, and promote public health, safety and welfare of residents.
2. The subdivision regulations include hillside protection standards in Division 5.2.12 that protect the public from natural hazards such as stormwater runoff, soil erosion, and sheet flooding on frozen surfaces by requiring development on hillsides to follow recommendations of a geotechnical report to avoid physical damage of public and private property and adjacent lands.
3. The subdivision regulations require demonstration of compliance with adopted standards by identifying and addressing hazards and development constraints identified in Division 5.4.02 at the time of subdivision application.

4. The subdivision regulations provide for clustering of development in order to preserve a meadow, significant wildlife habitat and wildlife corridor, or riparian resource area by dedicating those areas as open space, common area or parkland to meet the parkland dedication requirements in Division 5.2.08 Parkland Standards.

Conclusion:

*Criterion met. The subdivision regulations contain standards throughout that minimize or avoid impacts to the natural environment, promote public health, safety and welfare of residents, and protect sensitive lands by requiring development to take special care and incorporate creative design solutions for a healthy natural environment.*

**(c)(vii)** Whether the subdivision regulations or amendments contain standards that avoid or minimize dangers associated with natural hazards in the jurisdiction, as identified in the land use plan and zoning regulations.

Findings of Fact:

1. The subdivision regulations implement the Land Use Plan theme of Focus Inward which focuses development and infill within the Plan area to minimize strain on infrastructure and prevent sprawl into sensitive and constrained lands.
2. The subdivision regulations in Division 5.2.01 identify development constraints or hazards and provide standards to avoid the hazard or require engineering design sufficient to alleviate or adequately mitigate the development constraint or hazard.
3. The subdivision regulations include hillside protection standards in Division 5.2.12 that protect the public from natural hazards such as stormwater runoff, soil erosion, and sheet flooding on frozen surfaces by requiring development on hillsides to follow recommendations of a geotechnical report to avoid physical damage of public and private property and adjacent lands.
4. The subdivision regulations in Article 5.2 and Article 5.3 require demonstration of compliance with adopted standards by identifying and addressing hazards and development constraints identified in Division 5.4.02 at the time of subdivision application.

Conclusion:

*Criterion met. The subdivision regulations limit or prohibit development in areas of high risk due to hazards such as floodway and fire, while allowing for development in constrained lands when an engineering design sufficient to alleviate or adequately mitigate the development constraint or hazard is provided.*

**(d)** Whether the proposed subdivision regulation or amendment to a subdivision regulation results in new or increased potential impacts to or from local facilities, services, natural

resources, natural environment, or natural hazards from those previously described and analyzed in the assessments conducted for the land use plan and zoning regulations.

Findings of Fact:

1. The subdivision regulations implement the Land Use Plan theme of Focus Inward which focuses development and infill within the Plan area to minimize strain on infrastructure and prevent sprawl into sensitive and constrained lands.
2. The subdivision regulations in Division 5.2.01 and Article 5.4 require substantial compliance with the zoning regulations and zoning map which implements the Land Use Plan through identification of constrained lands in the Place Type descriptions and the Place Type map.
3. The zoning regulations encourage denser development in urban locations where infrastructure and services are present, protecting industrial land for the use of natural resources. Agricultural crop use is permitted in all zoning districts and agricultural animal use is permitted in Rural Residential, Open Space and Aviation districts. A landowner could use natural resources on their land without subdivision in compliance with zoning or pursue subdivision.
4. The subdivision regulations in Article 5.2 along with Chapter 6 provide the minimum standards to promote safe, efficient and convenient multi-modal transportation systems water, sewer and sanitation infrastructure and fire access within the subdivision.
5. The subdivision regulations contain standards throughout that minimize or avoid impacts to the natural environment, promote public health, safety and welfare of residents, and protect sensitive lands by requiring development to take special care and incorporate creative design solutions for a healthy natural environment.

Conclusion:

*Criterion met. The subdivision regulations implement the land use plan, zoning regulations and zoning map. The subdivision regulations will not result in new or increased potential impacts from those previously described and analyzed in the assessments conducted for the land use plan and zoning regulations.*

Overview Conclusion:

*The proposed subdivision regulations have been included in the proposed City of Missoula Unified Development Code (UDC) and were made available through the public process to adopt it. All comments have been fully considered by the governing body. Proposed amendments to the City Subdivision Regulations are in compliance with MCA 76-25-403.*

## IX. ATTACHMENTS

- A) Ordinance: UDC (Adoption Draft)
- B) Ordinance: Zoning Map (Adoption Draft) (Online map available [here](#))
- C) List of Planned Unit Development (PUD) and Special Districts (SD) to be Repealed/Retained
- D) Summary of Community Engagement and Outreach
- E) List of Public Review Comments (Oct 1-Nov 12)
- F) UDC Content Summary
- G) Summary of Adoption Draft Updates
  - 1) Summary of Code Updates
  - 2) Summary of Zoning Map Updates
- H) Summary of Changes to Existing Titles
- I) Related Links for additional information
  - 1) [Our Missoula Project Website](#)
  - 2) [Land Use Plan](#)
  - 3) [MCA Title 76 Ch 25](#)
  - 4) [City Laws](#)