



Missoula Consolidated Planning Board Minutes

July 16, 2019, 7:00 PM
City Council Chambers
140 W. Pine Street, Missoula , MT

Voting members present: John Newman (Mayor appointee), Helen Pent Jenkins (CC appointee), Neva Hassanein (Mayor appointee), Andy Mefford (BCC appointee), Michael Houlihan (BCC appointee), Peter Bensen (Co. Alt.)

Regular member(s) absent: Dudley Improta (CC appointee), Jason Rice (BCC appointee), Stephanie Potts (BCC appointee), Jamie Hoffman (PB appointee), Vince Caristo (City Alt)

1. Call to Order

Mr. Newman called the meeting to order at 7:00 p.m.

2. Roll Call

Ms. McCammon called the roll.

3. Approval of Minutes

A motion was made by Mr. Houlihan, seconded by Mr. Mefford, to approve the July 2, 2019 meeting minutes as presented. With a voice vote of all 'ayes' the minutes were approved.

4. Public Comment

There were no public comments.

5. Staff Comments

There were no staff comments.

6. Public Hearings

There were no public hearings.

7. Communications and Special Presentations

7.1 County Growth Policy Update; Christine Dascenzo, County

Ms. Dascenzo, a planner with Missoula County Community Planning Services (CAPS), presented a progress update on the 2016 Growth Policy. An annual review was established for the 2016 Growth Policy Report and was last presented in 2017. Unfortunately, the 2018 report was missed; and 2021 will be the 5-year review. The 2019 report is more visual than the previous report, data is provided in a report card style format with icons identifying project start dates, ongoing project work, project completion, as well as "review" and "potential". Not all the action items apply to each project.

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Page One of the report was for Planning and Permitting with the subcategory of Zoning Regulations. The text of the zoning code is being updated. Phase 1 has been completed, which was housekeeping and capital changes. After the code is updated the map will be updated, where currently zoned areas could possibly be changed. There will be an update to the rural area code, which may not be zoned currently. Those touch on some of the actions from the Growth Policy: updating the zoning, using priority resource areas, working with businesses to improve permitting and streamlining development, modernizing zoning uses, encouraging clean technology, updating for modern development, exploring zoning regulations to guide growth in appropriate areas outside hazard areas, and maximizing outreach and public engagement, among other growth policy actions.

Page Two of the report was on subdivision regulations and hazardous areas. Ms. Dascenzo referred to the recent updates regarding off-site roads and fire standards in the subdivision regulations. CAPS is working on implementation of the Missoula Area Mapping Project, updating subdivision regulations to better align road standards and infrastructure standards with land use designations. The Community Wildfire Protection Plan (CWPP) has been updated. It was first adopted in 2005 and the updates implemented in 2018. That also updated the Wildland Urban Interface (WUI) map for relevancy. Ms. Jenkins asked about the CWPP, and if the document interfaced with Wildfire Adaptive Missoula regarding comprehensive wildfire adaptation. Ms. Dascenzo stated she would check with Diana Maneta, in the CAPS office, for confirmation.

Long Range Planning was on Page Three of the report. The Missoula Area Mapping Project was completed and adopted in June 2019. The MAMP BUILD grant was submitted yesterday for infrastructure in the Mullan/West Broadway area. Concurrently, master planning of that area has begun with a joint City-County effort. Ms. Hassanein asked for further details on the master planning process and the BUILD grant; and to what extent it matches what the planning board and commissioners envisioned in the mapping project. Is it a consistent alignment and how can people get involved with the master planning process on the west side of town? Ms. Dascenzo stated that those efforts were just getting off the ground. The staff is similar to those who worked on the mapping project, which provides consistency, and the Grass Valley area was not included. There are coordinated efforts between the Missoula Organization of Realtors (MOR) and CFAC; a letter of support of the BUILD grant had been sent. She stated that there is an opportunity to restore Grant Creek in addition to some agricultural projects. Although she didn't have specific details for the meeting, Ms. Dascenzo stated that there would be opportunity for public comment. She stated that, continuing with the long-range planning theme on page 3, a rural area mapping project is being outlined. This is for those areas which have not had any mapping done or have some of the oldest maps.

Parks, Trails, and Open Lands (PTOL) program and the Bond Programs are on Page Four of the report. Some of the program work at PTOL included:

- Vegetation management of conservation lands with the University of Montana's (UM) restoration program which has been on-going since FY16.
- An update of the open space chapter of the Parks, Recreation and Open Space and Trails (PROST) plan for this fiscal year. Ms. Dascenzo stated that this a shared City-County PROST plan. Ms. Hassanein asked how this partnership was

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developed. Ms. Dascenzo stated that both open lands and open space are involved; City parks staff as well as County parks staff.

- Management of the 2014 Parks and Trails Bond which includes the Fort Missoula Regional Park. Phases 1 and 2 have been completed; the dog park has also been completed.
- The trails bond was awarded approximately 4 projects, but no funds have been expended to date.
- Administration of the open space bond (a new bond), which was re-invigorated in 2019.

Grants and Community Programs, within the CAPS group, (see Page Five of the report) joined in FY17. This group manages grants for the County and City; economic development loans, and mental health and criminal justice grants. They recently received grant funding to change out the lagoon system at the Buena Vista mobile home park to a sewer system and were awarded a MacArthur Foundation grant to seek ways in reducing the jail population. A housing affordability initiative may be moving forward in FY20, depending on staffing.

Page Six highlights sustainability and community resiliency. An inventory of the greenhouse gas emissions in FY18 had been completed and is being followed by the development of a climate action plan. Those are all inward facing on county facilities. They have partnered with the CAPS planning staff on cryptocurrency zoning. The county passed a resolution for carbon neutrality by 2035, another inward facility goal. The urban area goal, partnering with the City of Missoula, is an initiative to get to 100% clean electricity by 2030.

Additional county-wide efforts, as listed on page 7 of her report, included:

- Increase of transparency and communications by the Commissioners' office
- County fairgrounds redevelopment and growth policy actions
- Development of more maps and story maps as an outreach effort
- The Sophie Moiese Public Meeting Room was dedicated
- The MissoulaCounty.Build website has been making the permitting system more accessible.

Mr. Houlihan asked if Ms. Dascenzo had heard anything about the county fairgrounds not allowing campers during fair week. Ms. Dascenzo will check.

Mr. Bensen asked about the cryptocurrency issue. Ms. Dascenzo stated that cryptocurrency operations consume large amounts of energy; more than a third of what is used by housing in Missoula County. The zoning that went into effect requires that any new cryptocurrency operations or expansions buy into new renewable energy. There are five criteria that must be met, but the main purpose is to find new renewable energy.

Mr. Newman asked when more information would be coming forward on the BUILD grant. Ms. Dascenzo stated that they have been advised that it would be January 2020.

Mr. Bensen asked how the growth in East Missoula would integrate within this schedule. An advocate from East Missoula has voiced enthusiasm about annexation and the positive changes that would accompany that. Mr. Bensen asked for a general overview on how this would look. Ms. Dascenzo stated she was aware of the efforts going on in East Missoula. She stated that her report does not capture everything going on at CAPS nor the County in general. Mr. Hagemeyer, at CAPS, covers the community council of East Missoula. She is aware of the energy of the East Missoula community and their corridor plan for the highway. Mr. Houlihan has gotten the same messages regarding East Missoula; properties are selling quickly, and residents feel an urgent need for annexation.

Ms. Jenkins recalled that when John DiBari was on the Planning Board one of the pieces of feedback at that time was "is the policy actionable?". Ms. Jenkins appreciated Ms. Dascenzo sharing some of the benchmark projects with the board; however, she still has questions about non-highlighted items. She asked where she can go for specific details of actionable items. Ms. Dascenzo stated that it is being developed and not currently available.

7.2 Our Missoula Development Guide (replacing the UFDA Report); Garin Wally and Tom Zavitz, City

Mr. Tom Zavitz, City of Missoula / Development Services, introduced Garin Wally, a long-range planner in the department. He stated that "Our Missoula Development Guide" is a 10-year project that tracks development outside and inside the City of Missoula. The name has been changed from UFDA to "Our Missoula Development Guide". This is an effort to try and guide development to areas where the growth policy has indicated it wants to see development. Mr. Zavitz endeavored to take the text from the Growth Policy and superimpose it on a map. Mr. Wally possesses the appropriate GIS skills needed to realize this goal. Mr. Zavitz stated that they are at about 1.5 to 2 years into the project. He stated that Mr. Wally did a great job in converting words in the growth policy to mapping. He hopes the mapping is useful to persons looking for places to develop per the growth policy.

Mr. Wally presented the details of "Our Missoula Development Guide". He stated that this document took over where UFDA left off. UFDA looked at the past 10 years, and this report looks into the future, at the next 10 years. He stated that this document is guided by the Missoula growth policy and is an attachment to that document. The 10-year review estimated that there will be 6,5000 new dwelling units. This project looks at where those units could and should go. Mr. Wally said that this guide would improve the usefulness of the Residential Allocation Map to 1) better locate development potential in sub-areas of the UFDA regions and 2) inform other planning efforts.

Mr. Wally displayed the Residential Allocation Map and explained the text and codes of that map. One of the first objectives of his group was to do away with the allocation concept, which was an estimate based on 2007 growth metrics. The goal of the new map, or series of maps, is to depict capability, capacity and suitability. Goals were tied to the growth policy. He displayed maps depicting 1) Capability: where development can or cannot occur; 2) Capacity: how much development can occur; 3) Suitability: where development should occur; and 4) Opportunity: where development can and should occur.

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Mr. Bensen asked about legal restrictions for building in floodplains, wetlands and slopes. Mr. Zavitz stated that when floodplains, wetlands and slopes come up there are specific controls in the review process.

Mr. Newman asked about the source of the data used in the maps; was it cadastral and tax records? Mr. Wally stated that those were the sources; and an ILR ratio as used in some cases. Mr. Zavitz stated that they also used a common planning formula which originated at the University of Oregon. Mr. Wally replied that it is also used in combination with the development ratio, which is how much the zoning or land use allows vs. how much is upon it.

Mr. Wally explained the suitability suite. The composite suitability map showed tiers of suitability; this is the implementation of the actions and outcomes from the growth policy objectives and goals. This map showed where infrastructure could support growth. Using GIS, connectable sewer and water were mapped where it is municipally owned with 500' buffer zones, which they deemed connectable, and within that they tessellated hexagons. Tier 1 had the minimum requirements for suitability. Tier 4 properties had all the features for suitability.

Ms. Hassanein asked about the selection of growth policy actions and outcomes and the decision process that was used. Mr. Wally replied that not all variables can be mapped; things like cultural character could not be mapped with a reasonable objective sense. Ms. Hassanein asked about the mapping of agricultural lands, prime soils, and soils of statewide importance. She stated that the larger point is not agriculture lands, but that this is an example of the limitations of attempting to convey growth policy values on a map. Mr. Wally stated that agricultural data was listed in the data sets and internal discussions resulted in removing them from the map. Mr. Zavitz replied that they tried to address the agricultural lands through the focus inward lens overall. They were not sure how agricultural lands would relate to where someone would live; however, they did look at community gardens. It was unknown what agricultural land would mean in terms of dwelling units, so it was set aside in this report. Mr. Bensen stated that when the board looked at the zoning policy, the preservation of agricultural lands was significant. Mr. Zavitz stated he understood the concerns; however, there was also the need to keep it simple, as too many layers can make a map useless. He acknowledged that the map does miss the less tangible parts of the growth policy. The primary purpose of the map is to try and answer the questions on where the housing units could be located for the least expense and allow people to drive less.

Ms. Jenkins appreciated the GIS effort. She asked if this conflicted with the County's desired development areas. She cited how properties at the Wye are affordable, close to existing infrastructure and the County had communicated that they are very developable; however, there are no suitability hexagons on that area of the map. Mr. Zavitz stated that the City has the focus inward policy, which has been used for 15 years. He cited the Mullan area master plan; there will be many units built there, but is it focusing inward? However, by doing some master planning it will yield the kind of development with a combination of commercial, open space, gardens, agriculture; so that the community will not be "suburban", but a focus inward, getting people away and out of their cars. The City has the intention to join with the County to master plan that area and create a new kind of development considering the focus inward principle, without being a standard suburban development.

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Mr. Houlihan asked about commuting and transportation. Mr. Zavitz stated he has been working with transportation specialists and engineers. This will need to be a group effort between the City and the County.

Mr. Wally presented a map on "opportunity", showing where development should occur. The total calculation comes to 33,000 more residential units; however, not every parcel would meet the maximum land use potential. These parcels are not available and ready for development. Vacant lands account for over 6,000 units of the 33,000; which means that 70% of the 33,000 will be redeveloped properties. Ms. Hassanein asked about capacity vs. need over the next 10 years, and 20 years. Mr. Wally stated that, by the numbers, there are 15-20 years' worth of development. He stated that 70% of that opportunity is already built on; for example, a duplex might currently exist where 12 units are allowed by zoning; not all the land is vacant. Mr. Zavitz stated that commercially zoned land can take residential development. This helps to get the numbers up, but does the owner want to sell? He stated that there is much unpredictability. There is capacity, but how can it be accessed and developed.

Mr. Wally spoke about entitled lots and how they have changed. He said the first type of entitled lots are platted vacant subdivision lots for sale. The other type is in future phases; these are un-filed subdivision phases; the land has not been platted and they are not currently available for sale. He presented these in a table format showing the numbers of phases and lots as well as the timeline he anticipates they will become available. Mr. Zavitz stated that although there are over 3,000 entitled lots, the owners have their own strategies on when and how these might be developed.

Mr. Wally provided the 2018 development report by development type and if it was City or County. The strategies map showed vacant land and parcels that do not currently match the land use, so there are up-zoning opportunities. He finished with the key takeaways:

- A framework to measure "focus inward" through the concept of "suitability";
- Identified locations where suitable capacity exists (the Opportunity map); and
- Estimated that 6,500 new residential units will be built in the next ten years. Zoning and land use currently support an urban level of development, with capacity for 33,000 new units.

Ms. Jenkins asked about incentives and the underutilized land map. Mr. Zavitz stated that they have no answers at this time. Ms. Jenkins asked if LUP was considering what to do next. Mr. Zavitz stated LUP has not made any requests to his office.

Mr. Mefford asked if the statistics reflect where people are going. The City may feel one way, but the people may be going elsewhere. He asked if the board should continue to recognize that although the ideology and metrics are great, they may not generate the anticipated outcomes. Mr. Zavitz stated that the numbers are just a measurement of what is out there; they do not measure what the market wants, nor the cost of the land. This is a report of facts. Mr. Zavitz stated that a lot of people have use the information in UFDA, especially the transportation department in long range planning.

Mr. Bensen asked about how much of the map is unzoned. Mr. Wally stated that the percent of unzoned areas in the City amount to single digits. The land use capacities were used when those were encountered.

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Mr. Houlihan asked if any study was done on the demographics of who would be moving to the Missoula City-County area. Where are they coming from, what age groups, incomes, what do they want for housing? Mr. Zavitz that that the MOR report has much of that information. Mr. Houlihan asked if that information was used for this report. Mr. Zavitz stated that the information was not used for this report.

Mr. Bensen asked about incentive tools for low income housing. Mr. Zavitz answered that incentives would help. Although there is capacity, it will probably stay at the same slow rate of coming on to the market unless something is done to push it. Ms. Jenkins asked about tax increment financing and the possibility of having someone from MRA come in in the future and explain tax structures to the board, specifically for residential neighborhoods. She would like to see a list of recommendations to give to LUP and the County Commissioners which could incentivize development on vacant lots. Mr. Bensen stated that the City has multiple small pieces of land that have the potential to be used in trade to incentivize something else.

8. Committee Reports

Mr. Houlihan attended a transportation committee earlier today. They reviewed the draft of the FFY 2020 planning work program; \$1.6M available funding and where to best use the funds. Mullan/Broadway/and Reserve Streets were discussed as good options. They reviewed the draft of the 2020-2024 transportation improvement program. There is about \$4M to spend in that program. There was a presentation review of the transportation market and research survey. The overall outcome was that one third of the area residents rated the quality of the area transportation system as excellent or very good; one third rated it is a good; and one third rated it as fair or poor. There was a presentation of the East Missoula corridor Hwy 200 study.

9. Old Business and Referrals

There was no old business nor referrals.

10. New Business and Referrals

Ms. Jenkins expressed the need to continue the conversation on incentivizing the development of vacant land/land suitable, especially for low income housing. She proposed:

1. Forming a subcommittee to keep the conversation moving; and
2. Having representatives from MOR, MRA (if appropriate) and Eran Pehan from Housing and Community Development, give reports, perspectives and recommendations at a future Planning Board meeting.

Mr. Bensen was especially interested in incentivizing low income housing while preserving agricultural land.

A subcommittee name and acronym will be developed. Ms. Jenkins will email Planning Board members a summary and general vision of the subcommittee.

Initial subcommittee members:

1. Helen Jenkins
2. Peter Bensen

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3. Michael Houlihan

Absent Planning Board members will be given an opportunity to join the subcommittee.

Ms. Dascenzo will assist in scheduling representatives from the agencies/offices listed above to give presentations at a future planning board meeting.

11. **Comments from MCPB Members**

There were no comments from MCPB members.

12. **Adjournment**

Mr. Newman adjourned the meeting at 8:50 p.m.