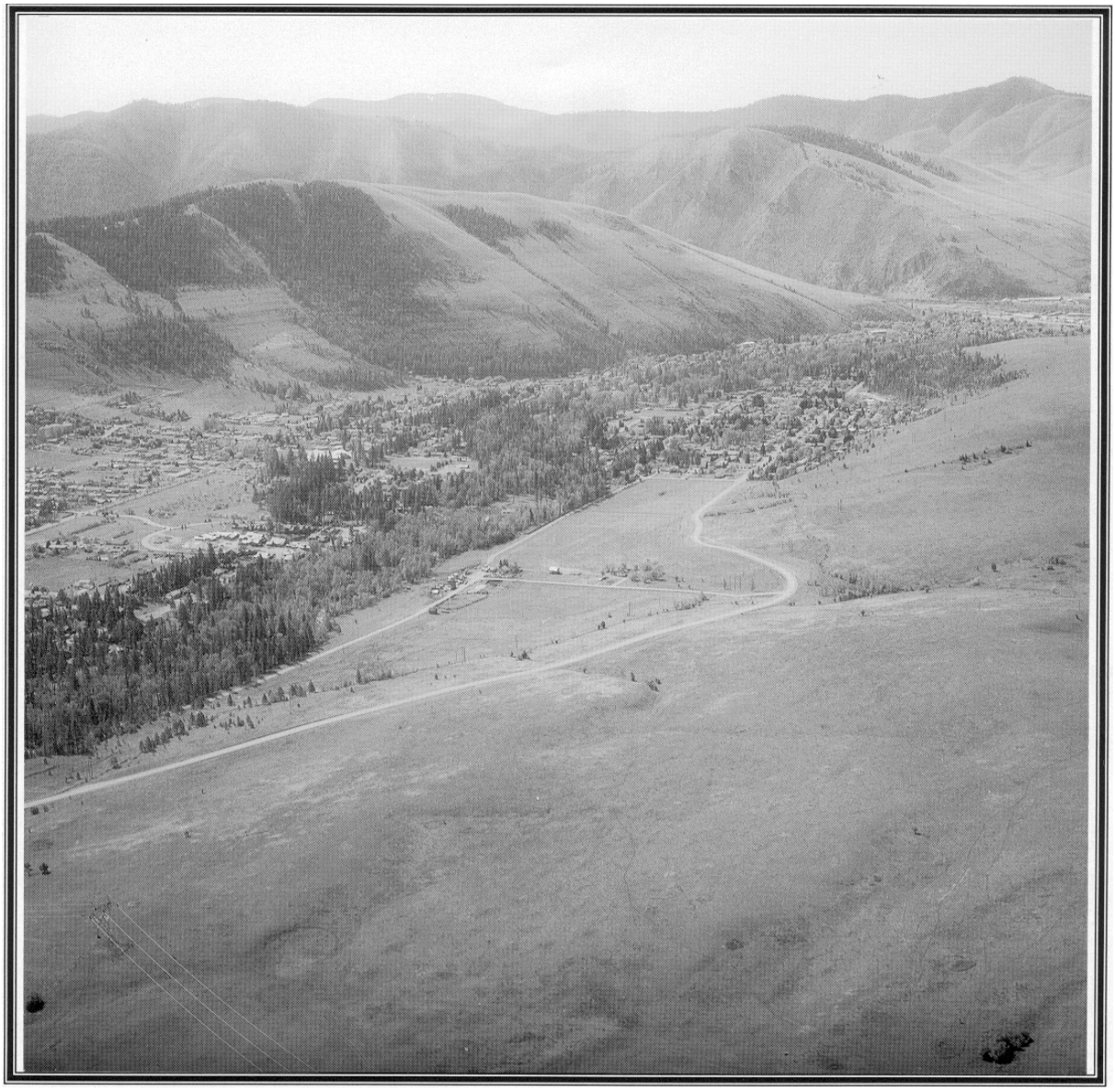
$12.00

MISSOULA URBAN COMPREHENSIVE PLAN



1998 UPDATE

APPROVED BY MISSOULA CITY COUNCIL JUNE 1, 1998
APPROVED BY BOARD OF COUNTY COMMISSIONERS JUNE 10, 1998

RESOLUTION NUMBER 98-052

A RESOLUTION TO ADOPT THE 1998 UPDATE OF THE MISSOULA URBAN COMPREHENSIVE PLAN:

WHEREAS, 76-1-604 M.C.A. authorizes the Board of County Commissioners to adopt and amend comprehensive plans; and

WHEREAS, the Board of County Commissioners did adopt a comprehensive plan for the urban area in 1961; and

WHEREAS, the Board of County Commissioners has updated this comprehensive plan and has amended parts of it by adopting facility and special resource plans, subarea and neighborhood plans in 1968, 1975, and 1990, 1992, 1993, 1994, 1995, 1996, and 1997; and

WHEREAS, the 1998 UPDATE was drafted through a public planning process; and

WHEREAS, the 1998 UPDATE incorporates new data into the MISSOULA URBAN COMPREHENSIVE PLAN; and

WHEREAS, the 1998 UPDATE incorporates into the MISSOULA URBAN COMPREHENSIVE PLAN policies based on the "Planning For Growth in Missoula County, 'Themes Document'" developed by the Growth Management Task Force; and

WHEREAS, the 1998 UPDATE was reviewed by the Missoula the Consolidated Planning Board at three public hearings, dated 10/21/97, 11/18/97 and 2/24/98; and

WHEREAS, the Consolidated Planning Board deliberated and recommended revisions to the 1998 UPDATE during six meetings, dated, 11/4/96, 12/16/97, 1/6/98, 1/20/98, 2/24/98, and 3/10/98; and

WHEREAS, the Missoula Consolidated Planning Board has unanimously recommended adoption of the 1998 UPDATE with revisions; and

WHEREAS, the 1998 UPDATE was reviewed by the Missoula City Council and the Missoula Board of County Commissioners at three public hearings, dated 4/13/98 4/15/98 and 6/1/98; and

WHEREAS, the Missoula City Council and the Missoula Board of County Commissioners deliberated and proposed revisions to the 1998 UPDATE during six meetings, dated 4/9/98, 4/22/98, 4/29/98, 5/6/98, 5/20/98 and 5/27/98; and

WHEREAS such revisions have been incorporated into the final draft form of the 1998 UPDATE;

NOW, THEREFORE, BE IT RESOLVED that the Missoula Board of County Commissioners adopts the 1998 UPDATE OF THE MISSOULA URBAN COMPREHENSIVE PLAN in its final draft form, a copy of which is available at the Missoula Office of Planning and Grants, The Missoula Board of County Commissioners, and the Missoula County Clerk and Recorder.

BE IT FURTHER RESOLVED that:

This 1998 Update is an amendment to the Missoula Urban Comprehensive Plan. It is a policy document intended to provide the County and other agencies and districts with a coordinated guide for change over a long period of time. When making decisions based on the Plan, not all of the goals and implementation proposals can be met to the same degree in every instance. Use of the Plan requires a balancing of its various components on a case-by-case basis, as well as a selection of those goals and implementation proposals most pertinent to the issue at hand.

The Comprehensive Plan puts forward implementation proposals suitable for problem-solving and goal realization. Other valid approaches may exist and may at any time be used. Adoption of the Plan does not necessarily commit the County to immediately carry out each policy to the letter, but does put the County on record as having recognized the desirability of the goals and implementation proposals and the decisions or actions they imply. The County can then begin to carry out the goals and implementation proposals to the best of its ability, given sufficient time and resources.

PASSED AND ADOPTED this 10th day of *June* ,1998

ATTEST:

Vickie M. Zeier
Vicki Zeier
Clerk and Recorder

BOARD OF COUNTY COMMISSIONERS
Missoula County, Montana

Abstained
Barbara Evans, Chairman

Fern Hart
Fern Hart, Commissioner

Michael Kennedy
Michael Kennedy, Commissioner

Signed this 29th day of June 1998

APPROVED AS TO FORM AND CONTENT
Deputy County Attorney

RESOLUTION NUMBER 6134

A RESOLUTION TO ADOPT THE 1998 UPDATE OF THE MISSOULA URBAN COMPREHENSIVE PLAN:

WHEREAS, 76-1-604 M.C.A. authorizes the City Council to adopt and amend comprehensive plans; and

WHEREAS, the City Council did adopt a comprehensive plan for the urban area in 1961; and

WHEREAS, the City Council has updated this comprehensive plan in 1968, 1975, and 1990, 1992, 1993, 1994, 1995, 1996, and 1997 and has amended parts of it by adopting facility and special resource plans, subarea and neighborhood plans; and

WHEREAS, the1998 UPDATE was drafted through a public planning process; and

WHEREAS, the 1998 UPDATE incorporates new data into the Missoula Urban Comprehensive Plan; and

WHEREAS, the 1998 UPDATE incorporates into the Missoula Urban Comprehensive Plan policies based on the "Planning For Growth in Missoula County, 'Themes Document' " developed by the Growth Management Task Force; and

WHEREAS, the 1998 UPDATE was reviewed by the Missoula Consolidated Planning Board at three public hearings, dated 10 /21/97, 11/18/97, and 2/24/98; and

WHEREAS, the Missoula Consolidated Planning Board deliberated and recommended revisions to the 1998 UPDATE during six meetings, dated, 11/4/96, 12/16/97, 1/6/98, 1/20/98, 2/24/98, and 3/10/98; and

WHEREAS, the Missoula Consolidated Planning Board has unanimously recommended adoption of the 1998 UPDATE with revisions; and

WHEREAS, the 1998 UPDATE was reviewed by the Missoula City Council and the Missoula Board of County Commissioners at three public hearings, dated 4/13/98 4/15/98 and 6/1/98; and

WHEREAS, the Missoula City Council and the Missoula Board of County Commissioners deliberated and proposed revisions to the 1998 Update during five meetings, dated 4/9/98, 4/22/98, 5/6/98, 5/21/91 and 5/27/98

WHEREAS, such revisions have been incorporated into the final draft form of the 1998 UPDATE;

NOW, THEREFORE, BE IT RESOLVED that the Missoula City Council adopts the 1998 UPDATE of the Missoula Urban Comprehensive Plan in its final draft form, a copy of which is available at the Missoula Office of Planning and Grants, and the City of Missoula.

BE IT FURTHER RESOLVED that:

This 1998 UPDATE is an amendment to the Missoula Urban Comprehensive Plan. It is a policy document intended to provide the City and other agencies and districts with a coordinated guide for change over a long period of time. When making decisions based on the Plan, not all of the goals and implementation proposals can be met in equal degree in every instance. Use of the Plan requires a balancing of its various components on a case-by-case basis, as well as a selection of those goals and implementation proposals most pertinent to the issue at hand.

The Comprehensive Plan puts forward implementation proposals suitable for problem-solving and goal realization. Other valid approaches may exist and may at any time be used. Adoption of the Plan does not necessarily commit the City to immediately carry out each policy to the letter, but does put the City on record as having recognized the desirability of the goals and implementation proposals and the decisions or actions they imply. The City can then begin to carry out the goals and implementation proposals to the best of its ability, given sufficient time and resources.

PASSED AND ADOPTED this 1st day of June, 1998

ATTEST: APPROVED:

/s/ Martha L. Rehbein
Martha L. Rehbein
City Clerk

/s/ Mike Kadas
Mike Kadas
Mayor

(SEAL)

ACKNOWLEDGEMENTS

1990 ACKNOWLEDGMENTS

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Zoe Mohesky	Planner 2
Sam Islam	Planner 1
Allan Mathews	Historic Preservation Officer
Kathi Olson	Graphics Artist 2

Missoula Redevelopment Agency

FREEHAND SKETCH

Sam Islam	Planner 1

MAYOR

Daniel Kemmis

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Barbara Martens	Planner 2
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Lettie Aho	Assistant Planner
Pat Keiley	Assistant Planner
Kathi Olson	Graphics Artist 2
Candi Helms	Historic Preservation Officer
Linda Jordan	Secretary
Susan Traylor	Planning Intern

1998 ACKNOWLEDGMENTS

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Fern Hart
Michael Kennedy

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Ginny Cass	Planning Board
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Michael Kennedy	County Commissioner
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Margaret Langel	Chamber of Commerce
Scott Morgan	City Council Alternate
Andy Sponseller	City Council

PREVIOUS MEMBERS OF THE GROWTH MANAGEMENT TASK FORCE
Ann Mary Dussualt, Former County Commissioner
Daniel Kemmis, Former Mayor
Doug Harrison, Former City Council
Craig Sweet, Former City Council
Linda Tracy, Former City Council Alternate
Michael Jaworsky, Chamber of Commerce

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LEGAL COUNSEL

Colleen Dowdall	County Attorney
Jim Nugent	City Attorney

MAYOR
Mike Kadas

OTHER CITY AND COUNTY OFFICES
Office of Planning and Grants
City Public Works
County Surveyor
City/County Health Department
Missoula Rural Fire Department
Missoula City Fire Department

VISION STATEMENT

VISION STATEMENT

PLANNING FOR GROWTH IN MISSOULA COUNTY

The City and County of Missoula recognize the need to plan ahead in order to assure the health and well-being of our children and future generations. Currently Missoula is experiencing rapid growth and development, and we anticipate some measure of continued growth and change in the foreseeable future.

Throughout the process of growth and change, we must preserve the valued characteristics of our communities. To be a truly healthy community, we must achieve two equally important goals:

(1) Protect our critical lands and natural resources, such as wildlife habitat; riparian resources; hillsides; air and water quality; and open spaces;

(2) Enhance human resources, such as health and safety; social, educational, recreational and cultural services; employment; and housing.

We pledge our commitment to address the challenges of growth and change with these goals always in mind. We pledge also to always work in full cooperation with our fellow Missoula City and County citizens.

Together we face a significant challenge to effectively encourage and direct development in accordance with our mission to enhance human and natural resources. A strategy for successfully managing growth in Missoula City and County depends upon our ability to guide three key forms of future development without exceeding the County's carrying capacity:

(1) Housing projects that will produce an adequate supply and variety;

(2) Business activity that will provide good jobs, a reliable tax base, and the basic goods and services required by the community; and,

(3) Infrastructure, including public works, human and educational services, and public uses of land, such as parks and recreation.

By meeting development objectives in these three areas, a county-wide pattern of community-building, land use, and conservation that reflects the environmental, economic, aesthetic, health and social values of Missoula County residents can be achieved.

The effectiveness of a growth management strategy will depend largely upon the collective ability to address pertinent issues in an integrated, coordinated and on-going manner, and upon the ability to respond flexibly and intelligently to events that are unforeseen or beyond our control. Success will also depend upon the effective design and implementation of appropriate tools both regulatory and non-regulatory which can provide the means to manage and direct growth.

These statements summarize the intent of the policies embodied in this 1998 Update and articulate a vision for the Missoula urban area as it evolves into the next century. This Plan contains goals, objectives, and actions which, together, provide the framework within which sustainable development and planning for the future should occur. Implementation tools needed to achieve these goals, objectives, and actions are discussed in the following paragraphs.

GROWTH MANAGEMENT TOOLS

It is recognized that the City, the County, other governmental bodies, and citizen groups have the ability to manage growth and change through the effective implementation of a variety of incentives, regulations, and other means. Desired positive effects of well-managed growth can only be achieved if effective tools are in place to implement plans and strategies. While developing these tools the following Guiding Principles and Considerations should be addressed:

Guiding Principles:

1. Planning and development of infrastructure are among the most important tools for well-managed growth.
2. Respect for private property rights is fundamentally important.
3. Tools used by the City, County, and other governing bodies should reflect the values of the citizens they serve and effectively accomplish the goals to (a) protect critical lands and natural resources, and (b) enhance human resources and the valued characteristics of our communities.
4. Efforts by citizen groups to achieve community goals are as vital to effective growth management as government actions.
5. The right to a clean and healthy environment is fundamentally important.

Considerations:

1. Find the statutory authority, resources, and tools that are available to help us manage growth.
2. Recognize that growth management responsibilities are shared by different governing bodies and citizen groups in various areas and situations.
3. Recognize that growth management tools and policies employed by different local jurisdictions can complement one another and work towards common goals.
4. Carefully examine tools used successfully elsewhere, such as development standards, impact fees, permit limitations, and transfer of development rights.
5. Identify what additional growth management tools are needed and decide how they will be acquired.
6. Consider how growth on lands already divided through Certificates of Survey can be managed effectively.
7. Analyze and consider carefully the benefits and costs of development.
8. Proceed in a manner that will increase the public's confidence in government's ability to make good and fair decisions.

The potential list of planning and regulatory tools includes both specific mechanisms and general concepts that are designed to accomplish stated goals and objectives, contain growth-related costs, and ensure that consistent, complementary practices exist in the City and County. These growth management tools involve the use of:

- resource inventories,
- educational and informational programs (e.g., surveys, charrettes, neighborhood focus groups),
- benchmarking and monitoring mechanisms,
- comprehensive regional and neighborhood planning,

- public facility and concurrency requirements,
- sensitive lands overlays and regulations,
- quality development standards,
- regulatory incentives and density bonuses,
- urban growth areas and designated development areas, and
- public dedications and impact fees.

The tools enable the City and County to continually affirm the positive intentions and effects of planned and on-going activities that they undertake and in which other public and private partners participate.

Each chapter to follow sets forth background information, goals, policies and proposals for action for each of the Plan elements. The Plan's goals and policies form the foundation for the map and should be carefully considered in interpreting the recommended land use allocations.

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CHAPTER 1
THE URBAN AREA POPULATION

CHAPTER 1: THE URBAN AREA POPULATION

The information in this chapter is based primarily upon 1990 Census data and Bureau of Consensus estimates through 1995. Although the statistics are outdated or estimated, they are useful for examining trends. The data is gathered by census tracts as indicated in the table below.

From 1970 to 1980, the Missoula urban area population grew by 19.3%, from 50,669 to 60,468. The growth occurred predominantly in the urban fringe areas (see figure below). From 1970 to 1980 a decline in population was experienced in the Downtown, University, and Southside areas.

Between 1980 and 1990, the Missoula urban area population grew at a rate of less than 1%, from 60,468 to 60,944. Again, the growth was concentrated in the urban fringes while decline centered in the urban core.

CENSUS TRACTS NEIGHBORHOODS		CHANGE IN POPULATION			
		70-80 CHG	1980	80-90 CHG	1990
Tract 1	Rattlesnake/North Hills	+	4,904	+	4,965
Tract 2.01	Northside/Westside/ Grant Creek	+	4,752	+	4,812
Tract 2.02	Airport/Wye/Mullan Road	+	3,563	+	4,040
Tract 3	City Center	-	2,094	+	2,238
Tract 4	East Missoula/ Mount Sentinel	+	1,755	+	1,861
Tract 5	University of Montana	-	1,853	-	1,478
Tract 6	University District	-	4,899	-	4,685
Tract 7	Southside	-	2,415	+	2,426
Tract 8	N. Russell to N. Reserve		4,440	+	4,505
Tract 9	Target Range/ Orchard Homes	+	5,817	-	5,673
Tract 10	S. Russell to S. Reserve		4,340	-	4,248
Tract 11	Slant Street	-	3,040	-	2,905
Tract 12	Mount to SW Higgins	-	4,496	-	4,451
Tract 13.01 Tract 13.02	Carline/Wapikiya/Linda Vista/Lower Miller Creek/South Hills/ Mt. Dean Stone	+	12,100	+	12,657
"URBAN AREA" SUB-TOTAL		19.3%	60,468	.8%	60,944
Tract 14	Bonner/Milltown/ West Riverside		5,008	+	5,040
Tract 15	Lolo		4,871	+	5,794
Tract 16	Ninemile/Frenchtown		3,665	+	4,375
Tract 17	Potomac/Seeley		2,004	+	2,534
"RURAL AREA" SUB-TOTAL			15,548	14%	17,743
COUNTY TOTAL			76,016	3.5%	78,687

Recent population estimates for the City of Missoula were 50,200 in 1996, compared with 42,918 in 1990, a 17% increase. Between 1990 and 1995, Missoula County grew by 12.5% from 78,687 to 88,523. During that period the City annexed land between Russell Street and Reserve Street, and in the Rattlesnake.

Disparities between age groups continue to emerge in the community. The 1980 Census data revealed that pre-school and school age children were concentrated in Target Range and the South Hills, with a more uniform distribution of high-school age students across the urban area. This trend continued throughout the 1980s. Pre-school and school age children remained concentrated in Target Range and South Hills, but also concentrated in Grant Creek, Wye-Mullan Road, and northside/westside neighborhoods. High school children remained more evenly distributed, with some higher concentrations in Target Range and in the Miller Creek and Wapikiya area. The 1980 and 1990 Census data show that "working age" adults are also evenly distributed throughout the tracts, although slight variations begin to appear during the 1990s within the 55-64 age group, specifically in Rattlesnake/North Hills, Target Range, and Miller Creek and Wapikiya area. Between 1980 and 1990, the elderly population in Missoula grew by 26% and almost doubled in size in Target Range and the area near and in Miller Creek, with considerable increase in the Rattlesnake, City Center, and Mount to Southwest Higgins areas. Population estimates for 1996 for the elderly are 9,313, or 10.5% of the estimated population.

An examination of median incomes throughout the community in 1980 and 1990 Census data reveals that the urban fringe areas and the university area attract wealthier residents. Conversely, residents with lower incomes, including families below poverty, are primarily concentrated in the urban core.

The 1980 Census data indicated an increasing number of families headed by a single parent. The number of families headed by a single parent continued to rise between 1980 and 1990. Throughout the urban area, a high percentage of women with children under the age of six are in the work force and from 1980 to 1990 that number grew by almost 10%, from 50% to almost 60%.

Selected Population Characteristics, Missoula County

CHARACTERISTIC	1980	1990	CHG	%CHG
TOTAL PERSONS	76,016	78,687	2,671	3.5%
TOTAL 18 & OVER	55,774	56,485	711	1.3%
% OF TOTAL POPULATION	73.4%	71.8%	-1.6%	
TOTAL UNDER 18	20,242	20,213	-29	-0.1%
% OF TOTAL POPULATION	26.6%	25.7%	-0.9%	
65 & OVER	6,134	7,988	1,854	30.2%
% OF TOTAL POPULATION	8.1%	10.2%	2.1%	
MEDIAN AGE	27.5	31.6	4.1	
TOTAL UNDER 18, FEMALE HOUSEHOLDER, NO HUSBAND PRESENT	2,490	3,413	923	37.1%
% OF UNDER 18	12.3%	16.9%	4.6%	
PERSONS/HOUSEHOLD	2.62	2.47	-0.15	
PERSONS/FAMILY	3.15	3.05	-0.10	

The following goals are proposed based upon the information contained in this section:

- Assist individuals, public agencies and community organizations in obtaining and using the information provided in this plan.
- Expand the information base and inventory of population and demographics for Missoula. Make this information available in accessible forms (maps, charts, summaries, etc.).
- Schedule regular updates of population and demographic information for neighborhood plans.
- Determine if there are population benchmarks, and define their role in land use policy.

CHAPTER 2

HOUSING THE URBAN AREA POPULATION

CHAPTER 2: HOUSING THE URBAN AREA POPULATION

This plan recognizes the role of housing in supporting a combination of low, moderate, and high-income households in Missoula County. A primary objective of managing growth is to achieve the overall mix and placement of housing needed to support a community rich in social, cultural, age and economic diversity, and an environment rich with natural resources. Healthy communities sustain diverse households and a combination of housing alternatives across all economic strata.

Like Chapter 1, Chapter 2 is based primarily upon the most current census data. This chapter should be updated when additional information is available.

Growth in the urban area can be defined in part by the increase in the total number of housing units located in the urban area of Missoula. The table below illustrates the total number of housing units and the rate of growth from 1970 to 1990. From 1990 to 1996, the Missoula urban area grew by approximately 14%. The housing market reached capacity in the summer of 1992, which lead to high rates of new construction of single family units in 1993 and 1994. It has continued to increase by approximately 2.1% since that time. Duplex and multi-family units have grown in the urban area, from .7% growth in 1991 to 3.6% growth in 1996

Urban Area Housing Units			
	1970s	**1980s**	**1990s**
Number	16,432	25,876	27,894
% Growth	57.5%	8%	thru 1996 14%

The overall average of home ownership within the city limits in 1970 was 54%; renter-occupied units averaged 46%. However, in 1980 homes with resident owners decreased to 48% and renter-occupied dwellings increased to 52%. The 1990 Census data reveals a 1% increase in home ownership and a decrease in renter-occupied units from 52% to 51%. Home ownership tends to be greater in the fringe areas. Renter-occupied units were more prevalent in the urban core in 1980. According to census data, this trend has continued in the 1990s.

Significantly, the median value of owner-occupied units increased roughly twice as fast as median family income from 1970 to 1980. The median value rose from $17,900 to $58,100, while median income rose from $9,066 to $19,903. Between 1980 and 1990, however, the growth in value of owner-occupied units increased only 9% to $65,000. Median rent increased from 1970 to 1980 at a rate nearly identical to median income, and by 1990, the median rent had a 42% increase.

Cost Of Housing Units Compared With Income			
	1970	**1980**	**1990**
Median Value	$17,900	$58,100	$65,000
Median Monthly Rent	$85	$228	$324
Median Income	$9,066	$19,903	approx. $23,000

As stated above, much has occurred in the housing market since 1990. Data from the Missoula County Association of Realtors Multiple Listings (which includes only those homes listed for sale by a member realtor) reports that the median sale price of all homes rose from $79,500 in 1992 to $103,500 in 1996. Studies conducted by the Missoula Housing Task Force show that median family income was $23,500 in 1992. Median rent experienced a peak toward the end of 1992. Rent trend information indicated that rents increased an additional 50% from the spring of 1991 to the end of 1992, and have stayed fairly stable since that time.

Rental vacancy rates have been difficult to assess because of wide seasonal and annual swings, generated in part by the University. In the fall of 1991, University enrollment, which had been experiencing record levels, showed an increase of more than 1100 students over 1989 levels. It was reported by the Affordable Housing Task Force that at this time-University students slept in tents on the oval, and that hundreds of people slept in their cars on the street. By the summer of 1992, vacancy rates were nearly 0%. The University responded with a residential building campaign, which added 213 dorm spaces in Pantzer Hall and 184 studio and apartment units on campus. Also in 1992, the City of Missoula, Missoula County and the University of Montana joined together to address housing needs and convened the Housing Task Force. This entity was formed to assess Missoula's housing supply and demand and make recommendations to address the shortage of affordable housing that had reached severe proportions in 1992. According to the Missoula Housing Task Force, the 1996 vacancy rate was between 2-4% for most types of units. This figure is still below the property management market standard of 5-6%. As predicted in the *Missoula Urban Comprehensive Plan 1990 Update*, this tightening of the rental market stimulated a surge in rental property construction, renovation, and rent prices.

Housing needs change historically across economic strata; they are different now than in years past. New development should recognize and accommodate economic and social change. For example, through the process of assessing how to manage growth, the community recognizes that urban and suburban residential development should be located in proximity to physical, technological, social, and economic infrastructure.

In determining how best to meet the goals and needs of housing the, following changes in Missoula should be considered:

- In today's technological world, many people work at home.
- Extended and inter-generational family groupings are emerging.
- Open space (parks, rivers, riverfront, wildlands) is valued more highly now than in the past.
- This is an increasing incidence of violence, conflict, and other stresses.

Proposal for Action:

- Examine the feasibility and implications of property tax incentives to encourage housing rehabilitation.
- Establish a central clearinghouse for all information relating to housing programs funded by state, local, and federal agencies. Coordinate the activities of private, governmental, and not-for-profit entities to ensure adequate housing for all types of households.
- Establish a Housing Assistance Office utilizing volunteer and existing city or county personnel to provide legal, architectural, and financial information to low and moderate income households.

- Adopt regulations and programs encouraging residential development to promote different types of housing that provide for a mixture of households of varied ages, incomes, and backgrounds, including those with special needs.
- Develop and adopt a comprehensive housing plan that (a) includes an inventory and analysis of existing and projected housing needs; (b) includes goals, policies, objectives and benchmarks for the preservation, improvement and development of housing; (c) identifies sufficient land for the diverse forms of housing that Missoula requires; and (d) makes adequate provisions for the needs of all economic segments of the community.
- Develop tools to encourage medium and high-density residential development (6-16 per acre) in selected areas of the community in order to maximize the availability of community resources and provision of services while still meeting emerging housing needs.
- Adopt regulations which encourage the design and placement of homes to minimize impacts on natural resources and the physical environment and to maximize constructive neighborhood involvement.
- Include a housing section in each neighborhood plan and area plan that considers the diversity of housing needs and updates this Plan.
- Research requiring the licensing of rental agencies and rental units.

CHAPTER 3
THE URBAN AREA ECONOMY

CHAPTER 3: THE URBAN AREA ECONOMY

SUSTAINABLE ECONOMIC DEVELOPMENT

The City and County of Missoula recognize the role of a strong, diverse and sustainable economy in maintaining the overall wellbeing and quality of life for Missoula County residents. The local economy should enhance and support a diverse population, a strong community, and a healthy environment. Policies for economic development should consider that the economic health of Missoula County is mutually dependent upon the economic health of surrounding counties. Both large and small businesses are necessary to the economic health of our community, and a strong economy is vital to the local tax base, which supports the provision of public services.

Business recruitment efforts should be balanced with the strong support of existing businesses. Measures of economic growth include continued diversity, as well as improved job opportunities and business expansions. Economic development should occur in ways that conserve and enhance our natural and human resources. Investments in education and training of the Missoula work force to fill these available positions benefit all sectors of the economy. There is a direct relationship between the level of income of Missoula County residents and the affordability of adequate, quality housing.

Sustainable economic development recognizes the interconnections between the economy, the physical and natural environment, and the social system embedded in community life. These are all facets of community life and one is not subordinate to another. At the same time, economic prosperity is significantly enhanced by having and maintaining a quality environment and by steadily improving the quality of the area work force through training and education. Economy, environment, and equability are mutually reinforcing and sustaining.

Sustainable economic development should be profitable for area businesses and create an environment for improving profitability in the future. If profit potential is declining, this is not sustainable. It should be fiscally manageable for local governments supplying area services and infrastructure linked to that development. If infrastructure and public services necessary for certain types and levels of development cannot be maintained and financed, this is not sustainable.

Finally, sustainable economic development should at least be environmentally benign and enhance the community's "built environment." Future economic activity should, in an overall way, maintain or improve the 1995 levels of air quality. Improvements in air quality are desirable. This is congruent with worldwide efforts to control global warming through pollution emission budgeting. Development should be visually attractive, because maintaining an attractive community environment is central to future economic prosperity.

It is not the intention of this Plan to chart a path for economic development. While that is an important task, it is outside the scope of this process. Rather, this chapter will examine how past and future economic conditions and goals influence land use policy in the urban area.

ECONOMIC TRENDS FROM 1970'S-1990'S

The 1975 Plan was completed at a time in which local unemployment rates were higher than the national average and a general climate of uncertainty prevailed. The Plan reported that past economic growth in the urban area had been fueled by expansion in the wood products industry and University of Montana enrollment. Those growth trends could not be expected to continue.

Most of the economic activity within Missoula County takes place within the urban area. According to the Bureau of Business and Economic Research at the University of Montana, the figures in this chapter apply to the Plan area. All income figures have been calculated to 1996 inflation-adjusted dollars. The Center for the Rocky Mountain West at the University of Montana charts local economic activity for Missoula County and the Five Valleys Region, which includes Ravalli, Lake, Sanders, Mineral, and Granite Counties. As Missoula County has emerged as a regional center within the Five Valleys, this holistic approach to tracking and comparing data from the surrounding area has provided the Center with a reliable depiction of Missoula's economy.

Three periods of economic activity correspond to economic trends throughout the past 21 years. The first period, 1975-1982, reflects an economy that relied heavily upon natural resource extraction and culminated in a recession. The second period, 1982-1988, was a time of slow growth and some decline in the economy of Missoula and the surrounding counties. The last period, 1988 to the present, represents a period of continual growth, particularly in the service sector, and a shift in the various sectors of the economy.

Total Personal Income measures three sources of income: wages and salaries; dividends, interest and rent receipts (DIR); and transfer payments (TP) such as Social Security and medical payments by the government.

In 1975, labor income represented 72.1% of total personal income. Although labor income has remained the dominant source of income, earnings and payments from DIR and TP have been gradually increasing. A significant increase in payments by the government reflects the growing elderly and retiree population in Missoula County. The Five Valley region also showed growth in TP. Total personal income has grown by over $754 million with over 40% of the gain from growth in DIR and TP. This increase in income from non-labor sources offers income stability for the economy as a whole.

% Increase In Income Sources 1988-1994			
	Labor	**DIR**	**Transfer Payments**
Missoula	22.9	11.8	26.8
5 Valleys			31.8

Labor Income

A good indicator of overall economic condition of the urban area is labor income, which represents all income received by individuals who earn wages and salaries in Missoula County. Labor income has increased by 73% since 1975, however the growth was not constant over the past 20 years. Labor income grew rapidly between 1975-1979 and then fell between 1979 and 1982 as Missoula began to enter the national recession. During the second period, labor income

fluctuated between rapid and slow growth. As Missoula County entered the 1990s, the economy experienced strong growth, with an increase in labor income of almost $309 million from 1988 to 1994. The surrounding counties followed a similar pattern throughout these years, but not as dramatically. Between 1988 and 1994, labor income increased by 29.8% amounting to $250 million more in total personal income.

Growth In Labor Income In Missoula County			
1975-1979	**1979-1982**	**1984-1988**	**1988-1994**
37%	-6.6%	16.8%	22.9%

The gain experienced by the local economy has not been evenly distributed among the various economic sectors. Labor income in the service industry and the Finance, Insurance and Real Estate (FIRE) sector grew at a greater rate than that of the average. In addition, the retail trade and construction sectors have had significantly high growth rates. Adjusted labor income in the manufacturing industry showed slow growth and some decline since the early 1980s. The mining industry is the only sector with a decline in growth.

Labor Income by Economic Sector			
Percentage Increase (1975 to 1994)		**Share of Economy (1988 to 1994)**	
Services	200%	Service	29.2%
FIRE	109%	Government	19.1%
Retail Trade	75%	Retail Trade	14.2%

Relative Share of Labor Income Throughout Economic Sectors

Among the various sectors of the economy, there has been some shift in relative share of labor income. In 1975, labor income from the public sector accounted for the greatest share, the service industry was second, and manufacturing and retail trade were both third. In the late 1970's labor income from manufacturing increased by 107%, construction by 95% and services by 43.5%. By 1988, the economy had begun its recovery, and the service industry emerged as the largest supplier of labor income. Government dropped to second. Retail trade was fourth, followed by transportation and public utilities (TPU), construction, wholesale trade, and FIRE.

Labor income by place of work grew by nearly $257 million between 1988 and 1994, and almost $112 million of this increase was from the service sector. Health services grew by 35%, reflecting a $42 million increase in labor income. Government was third and manufacturing dropped to fourth. Retail trade moved to third place with significant growth in eating and drinking establishments and general merchandise stores. TPU remained fifth.

The five surrounding counties showed similar trends. From 1988 to 1994, the service industry was the dominant sector supplying 25% of labor income, followed by government at 20%, manufacturing, retail trade, and construction. From 1975-1994, the Five Valleys region experienced overall growth in the service industry, FIRE, and retail trade. The service and retail trade sectors in Missoula County held a constant share within the six counties during this period, which suggests that growth in Missoula County did not occur at the expense of the surrounding counties.

Percentage of Labor Income			
Economic Sectors	**1975**	**1988**	**1994**
Service	17%	25%*****	29.2%*****
Government	24%*	20%	19%
Manufacturing	14%	15%	11%
Retail Trade	14%	%	%
TPU	%	%	10.3%
Health Services	%	%	%
FIRE	%	%	%

*** Denotes greatest share of labor income for the period**

Total Employment Figures

Employment figures shed further light on the local economy since 1975. Total full and part-time employment has grown by 78% since 1975. Sectors where employment rose more than the average are services, retail trade, and transportation and public utilities (TPU). Government, which had employed the greatest share of all workers in 1975, fell to the number three employer in 1994. The service sector moved to first place and retail rose to second.

Again, growth in overall employment was not steady over the years. Total full and part-time employment experienced declines each year in 1980, 1981 and 1982. More recent growth rates in employment do not match those which occurred through 1978. Likewise, several individual sectors have not regained pre-1980 employment levels. The federal government, manufacturing and construction all hit a peak between 1978 and 1979. The three sectors that employ the largest percentage of individuals in Missoula County and the five surrounding counties in 1994 were service, retail trade, and government.

Employment			
Percentage Increase (1975 to 1994)		**Share of Economy (1988 to 1994)**	
Services	152%	Service	30.6%
Retail Trade	129%	Retail Trade	21.5%
TPU	50%	Government	17.3%

Unemployment in Missoula County was at its highest in 1981 and 1982, when it rose to 9.2%. Recently, unemployment rates have been fairly low in Missoula County, consistent with state and national trends.

Unemployment Rates			
Years	**Missoula**	**Montana**	**Nation**
1981-1982	9.2%		
1995	5.2%	5.4%	5.2%
1996	4.4%	4.4%	4.9%

Labor Income Earnings Per Job

Figures for labor earnings per job combines labor income with employment figures to measure the relative strength of the individual sectors of the economy. When reviewing the changes in average annual wage, keep in mind that the figures have been calculated to 1996 inflation adjusted dollars. From 1975 to 1994, the annual average employee's wage income for "all workers" (which includes the self-employed, public and private sector employees and full and part-time employees) fell by 2.7% in Missoula County and 2.8% in the five surrounding counties. In 1975, the average annual wage in Missoula County was $23,256. The highest average wages in 1975 were in the federal government, TPU, and construction.

Between 1975 and 1980, earnings per job in the manufacturing sector grew the most (25%), peaking at $39,171, the second highest earnings per sector. Government was still first in earnings and construction was third. All sectors experienced decline until 1990 as a result of the nationwide recession and slow growth. The federal government experienced the highest growth and highest average wages, reflecting Missoula's status as a regional headquarters for the US Forest Service. FIRE was second in growth, followed by services and TPU. Overall, FIRE, services, and government sectors experienced the most growth in Missoula County since 1975, and the federal government has consistently provided the best average wage.

In the surrounding five counties, FIRE, government and the service sector had the highest growth rates. The drop in the service sector from second to third in the surrounding counties again reflects Missoula's role as a regional center for many types of services.

Increase in Average Annual Per Worker Earnings Per Sector			
Percentage Increase (1975 to 1994)		**Percentage Increase (1988 to 1994)**	
FIRE	41%	Government	17.5%
Services	18.6%	FIRE	17%
State/local govern't	14.2%	Services	10.6%

Highest Earnings Per Job		
Sector	**1975**	**1994**
Overall	$23,256	$22,636
Federal Gov't	$42,848	$45,991
TPU	$37,162	36,601
Construction	31,249	
Manufacturing		39,171

Per Capita Income

Per capita income is used as a measure of how well individual workers have fared economically through the years. In Missoula County and the surrounding counties, it has grown since 1975. Like labor income, it declined in 1980 through 1982 but has improved each year since then. In 1994, per capita income in Missoula County was 30% above the average per capita income for the five surrounding counties, the largest difference reported since 1975. This is 4% above the statewide per capita income but almost 17% below the national average.

Per Capita Income			
Growth 1975 1994		**Missoula Per Capita Income**	
Missoula County	44%	1979	$10,733
5 Valley Region	27.4%	1994	$19,315.20*****

***1996 Inflation adjusted dollars**

Summary of Economic Trends

In summary, Missoula County has seen its greatest economic growth in the service sector both in terms of the highest percentage of growth in labor income and in employment. The service sector was second in growth for earnings per job. FIRE, retail trade, TPU, government, and construction were also consistently high in all three areas of measurement.

An analysis of the business categories to experience growth in labor income between 1988 and 1994 found that three were in the service sector; two each were in FIRE and TPU; one in manufacturing; and one in agriculture/forestry/fishery services. When looking at the dollar value of growth in the individual categories, the top-ten list changes. Four categories were in the service sector; two were in construction; and TPU and retail trade each had one. Businesses that declined reflect the changing economy as well. Five of the top nine declining businesses were in the manufacturing sector. Construction, retail trade, FIRE and mining sectors each had one.

Fastest Growing Sectors in Percent of Growth of Labor Income		
Second Tier Sectors	**Sector**	**Percent**
Insurance carriers	FIRE	259.0%
Machinery and computer equipment	Manufacturing	180.3%
Fabricated metal products manufacturing	Manufacturing	156.8%
Engineering and management services	Services	131.9%
Amusement and recreation services	Services	129.1%
Transportation services	TPU	105.1%
Forestry services	Ag./Forestry/Fishery	91.4%
Business services	Services	81.8%
Real Estate	FIRE	79.4%
Communications	TPU	75.9%

It is easy to see that Missoula's economy has changed significantly since 1975, declining in 1980 through 1982 but showing strength during the period from 1988 to 1994. It appears that a new economy is emerging in the 1990s. Growth is expected to slow during the last half of the 1990s, but the economy is more technologically sophisticated and service-oriented, and provides flexibility for highly educated workers. It is conducive to small, hi-tech businesses able to locate in any area of the country.

OPPORTUNITIES FOR THE FUTURE

In recent years the Missoula economy has seen considerable expansion in employment and in residential and commercial development. The population of the valley and the surrounding region is growing. There is a variety of opportunities in the area for a sustainable economy that does not impact the physical and natural environment and offers higher income opportunities.

Wood Products Industry

The wood products industry experienced strong growth during 1996. In 1997, both employment and lumber production were down. It is expected that the wood products industry cannot continue to fuel economic growth as it had in the past. The outlook is uncertain and dependent upon the levels of timber harvest on national forest lands. The future management of these lands offers risks and opportunities for Missoula and the regional economy. There could be a further decline in the forest products industry and related employment, including employment with the Forest Service.

The three primary entities in Missoula involved in the wood and paper sectors are Stimson Mills, Louisiana Pacific and Stone Container. They have all remained fairly stable during the first half of the 1990s.

In the government sector, the US Forest Service plays a major role. Its Region One office is located in Missoula and has over 400 permanent employees. This number reflects a decline in employment which occurred in the early 1990s and which could continue. Forest Service policies also influence the local economy. Agency representatives expect increased competition for timber on Forest Service lands as the available supply from private lands is reduced. Actions taken by the federal government regarding timber availability will have an effect on the wood and paper industries in Missoula.

Another Forest Service policy that effects the local economy is a program to promote recreational opportunities in the national forests. If growth in Forest Service employment has any potential, it is likely to come from this area. The benefit to be derived from restoration of forest lands is a more natural and sustainable forest ecosystem, especially in the low elevation forests in the Five Valleys region. The improved forest conditions would be more aesthetically pleasing as a recreational resource and less susceptible to catastrophic fire than the dense stand of smaller trees found in the Wildland/Urban Interface. However, implementation of this policy would require that additional Forest Service employees and resources be provided for this type of management.

Other Industries

There are other opportunities for Missoula in the manufacturing sector. The urban area could become a location for hi-tech and light manufacturers and research and development parks. For example, the *Missoula Development Park Plan* includes a study of target industries and businesses that have potential for local investment and reflect competitive advantages for the Missoula market area. Some of the categories included in the park study are illustrated in the chart below.

Potential Target Industries	
Category	**Products**
Tools of Technology	Electronic Components & Accessories, Medical Instruments. & Supplies
Value-Added Fabrics	Canvas & Related Products, Textile Bags
Business Support	Research, Development & Testing Services, Job Training & Vocational Rehabilitation

Missoula has the opportunity to emerge as a center for bio-science and bio-medical research and development, or as a niche location for small firms engaged in other types of technology, research and product development. Missoula has the opportunity to become a regional center for education and training in order to provide a work force for hi-tech industry. Developments that focus on lifelong education and training should be encouraged to locate here. Heavy manufacturing in large facilities is no longer the model for economic development in Missoula because the valley and its air and watersheds cannot sustain these uses.

Regional Center for Business, Professional and Medical Services

Missoula continues to emerge as a regional center for services and has the opportunity to grow in the business, legal and financial service fields. Rather than just a vendor of products or services offered by large firms in the region, Missoula has potential to be the regional location for administrative offices of large, national firms and headquarters for large regional firms who want a presence in the West.

Missoula continues as a regional center for the hospital and health care services. Missoula County is one of the three major medical centers in the state and is experiencing solid growth. St. Patrick Hospital, Community Medical Center and Missoula Developmental Services Corporation are the three main health care facilities in Missoula. Employment in the Missoula County health care industry increased by 33% from 1988 to 1994.

Both St. Patrick Hospital and Community Medical Center anticipate growth in the upcoming decade, a prediction which locally is largely attributed to changes within the health care industry and the society which it serves.

The aging of the population will increase the demand for health care. St. Patrick Hospital reports that the population over age 65 comprises over 12% of the population but accounts for nearly one-third of all health care expenditures. It is expected that cost for health care to the elderly may grow to 50% of total expenditures by the year 2000. In addition, the western Montana counties served by the two Missoula hospitals are experiencing the majority of the state's population growth and have high percentages of people over the age of 65. The Missoula Valley has developed as a home for retirees who are seeking an attractive community with entertainment and recreation amenities and quality health care. These residents often have good, steady incomes that add stability to the economy.

As Missoula becomes a regional medical center, it continues to attract highly qualified medical specialists. Cardiac surgeons at the International Heart Institute at St. Patrick Hospital attract heart valve disease patients from across the country and world.

The scope of care has expanded beyond the traditional emphasis on acute care, creating new industry services focused on home care and recovery. This has contributed to the expansion in outpatient care, as new ways are developed to keep people out of institutions. The growth in the Rehabilitation Center at Community Medical Center since 1980 demonstrates this demand for services. Similarly, addiction treatment and mental health care at St. Patrick Hospital are expected to expand.

In 1990, 52 severely developmentally disabled adults were moved from the state facility in Boulder to seven group homes throughout the Missoula urban area. The contract for the homes was awarded to the Missoula Developmental Services Corporation (MDSC), a not-for-profit corporation. Currently, MDSC serves residents in those group homes in integrated neighborhoods. Soon it will serve 54 adults in the day service program. MDSC provides medical care by on-site registered and licensed practical nurses and seeks appropriate, supported employment for clients in the community. Over $3 million dollars per year has been allocated for this program, which has generated approximately 160 jobs and a $2.5 million dollar annual payroll.

Home health and personal care are increasingly important and rapidly growing as an alternative to hospital care. Missoula has kept pace with acute care advances and new technology, bringing new services to the area. This further strengthens the community's role as a regional health care provider, allowing it to capture a greater share of the market previously served by larger urban areas. St. Patrick Hospital and Community Medical Center are two of the largest employers in the urban area.

The rising cost of medical care will continue to bring change to the industry. A growing cost - consciousness has resulted in new programs and greater emphasis on out-patient care. Financial considerations also will impact the industry in other ways. Limited third party reimbursements have forced health care services to absorb a greater share of the cost of providing services. These financial factors are expected to have the greatest impact on outlying rural health care facilities. Those serving a larger population base such as the Missoula area are better situated to withstand these growing financial pressures and fill the niche left by smaller facilities.

University of Montana

The University of Montana will continue to influence the local economy, as the 1975 Plan predicted. University enrollment since 1975 has continued to rise. In the fall semester of 1996, total enrollment reached 11,886 students, compared to 9679 enrolled in the fall of 1989 and 7733 in the fall of 1970. In the fall of 1994, the Missoula County High School Vocational Technical Center became a college within the University. The University of Montana-Missoula College of Technology has an enrollment of approximately 750 students. To accommodate projected growth at the College of Technology, the University will plan for additional facilities within the next six to eight years and will likely consider consolidating the East and West campuses of the College to a single location.

In 1994, Western Montana College in Dillon, Montana Tech in Butte, and the Helena College of Technology became campuses of the University of Montana. This change in the structure of the University System will not substantially influence the size of the student population and the University anticipates no major change in employment.

The research field is growing and expanding in the University system and is expected to continue throughout the next decade. The presence of the University enhances Missoula's appeal to firms in the fields of medical and bio-technical research and technology because of the opportunity for research facilities with the University and the quality of life associated with life in a University town.

Transportation Industry

Missoula's role as a transportation center is expected to continue. The Missoula Airport Authority anticipates increased commercial and general aviation activity and is planning accordingly for its facility at Johnson-Bell Field. Montana Rail Link will provide a vital connection to West Coast and Pacific Rim markets for Missoula area industry. Western Montana has a north-south railroad from Darby to Polson that connects three counties. This rail route could provide possible commuter links, NAFTA trade connections, and year-round destination tourism opportunities. The trucking industry has diversified its focus to national markets as growth in the wood products industry has slackened. The demand for qualified drivers is expected to be constant locally and nationally. The industry remains a significant sector of the Missoula economy, generating about $55 million in labor income in 1994.

Retail Trade

Retail trade in Missoula is continuing to evolve, diversify, and maintain a vital role in the urban area. For example, the downtown retail core consists of growing niche and specialty markets. There is an opportunity to identify desired land uses and impose design standards that would aid in the expansion of the downtown retail core along Brooks Street or West Broadway. As turnover occurs, there are opportunities to redevelop and enhance these retail “strips.” Developing businesses into clusters allows them to locate in a new area where they are able to compete with large retail outlets.

The success of Missoula as a regional retail center is dependent upon increasing the regional market reach. Expansion of large retail outlets illustrates Missoula’s future in this area. The retail sector is also important economically as an employer, as evidenced by the growth in retail employment over the last decade.

Tourism

Tourism is becoming increasingly important to the Montana economy. In 1987, the Montana Legislature authorized a tax on hotel, motel and campground accommodations and designated a research institute at the University of Montana to provide specific information about the economic contribution of tourism. A portion of the revenue generated by the accommodations tax funds the Institute for Tourism and Recreation Research and various tourism promotion efforts. Between the spring of 1988 and the winter of 1989, the total economic impact of tourism and recreation in Missoula County was estimated by the Institute for Tourism and Recreation Research at over $150 million. During the same period, tourism accounted for more than 2350 jobs with $38 million in earnings. Nearly $525,000 was generated by the accommodation tax for Missoula County, compared with $467,000 in 1988.

The economic impact of out-of-state visitors in Missoula County in 1995 was $278 million. Tourism indirectly accounted for more than 6300 jobs with $80 million in earnings. Nearly $942,271 was generated by the accommodation tax for Missoula County.

The Missoula City Council allocated part of Missoula County's share of the accommodations tax receipts to the Chamber of Commerce's Convention and Visitor's Bureau for use in developing short and long range promotion strategies. In 1996, the Convention and Visitor's Bureau received $101,000 from the lodging tax revenue. The funds allotted to the Convention and Visitor's Bureau have been used to market the local and regional area to tourists, conventions, meetings, group tours, the stop-over market, tournaments, and special events. This has improved visitation levels year round. To advance its goal of developing Missoula's name recognition in the regional markets, the Bureau has advertised in regional publications, regional outdoor advertising mediums, radio and TV and travel/recreation shows. There is also opportunity to expand into high-end tourism and recreation experiences, such as destination resorts and larger and better theater facilities.

Summary of Future Opportunities

Missoula should continue to grow in the service economy, in the engineering and technical fields, in the business sector, and as a distribution center. The urban area is expected to become a regional center for employment and commerce, a subregional business center, and an emerging technology center. The upcoming decade is predicted to be one of continual growth. Although it will not experience the same high levels of growth that it did during the late 1980s and early 1990s, the economy should remain strong.

The Implications for Land Use Policy

As an attractive and diverse community in a scenic setting in the Northern Rockies, Missoula will continue to experience population, growth, and development pressures in the future. Focusing on the opportunities for the urban area within the larger regional and national economies guides a land use strategy that mixes design with resource conservation. The appeal of the urban area should result in economic development that is sustainable.

Land use policy is important to economic development. The community should assess how well the current land use policies provide necessary elements for a healthy economy, such as adequate land designated for commercial and industrial activity located appropriately, and the availability of essential support services and infrastructure. These are vital elements of a growth economy.

The availability and location of commercial and industrial land, as well as the current pattern of essential services and capital facilities are examined in the Land Use and Community Facilities portions of this Plan.

One change which has occurred since the 1975 Plan was adopted is local government's ability to finance the services needed and desired by the community to maintain a healthy economy and support its further development. Land use policy has a part to play in helping local government function at maximum efficiency. Through directing growth into areas where services are already available or most easily extended, the local government is able to expend funds most efficiently.

Difficult economic times can shorten a community's perspective, emphasizing immediate results. When this occurs at the expense of long-term goals, it begins to unravel adopted land use policy. The community should balance short term needs with long-range objectives through the planning process.

In determining how to approach economic development opportunities and issues, we should consider the following:

- Recent technological advances enhance Missoula's status as a place to do business.
- There is substantial economic value in Missoula County's quality of life (natural open spaces, cultural activities, educational offerings, strong downtown area, good community infrastructure, and relatively low crime rates).
- Well-designed neighborhood commercial services are important to residential areas.
- There are opportunities for greater connections among the business communities of western Montana.
- Sustainable economic development depends upon maintaining and enhancing the quality of life for Missoula County residents.

Foster a healthy local economy functioning in harmony with quality of life goals through the land use process.

Specifically, the following are proposed as policies for promoting a sustainable economy:

- Allocate land for commercial and industrial uses which meets their specific needs and adheres to adopted land use policy.
- Provide the necessary public services to those areas efficiently and economically.
- Maintain an ongoing and open discussion of land use issues and concerns with the business community.
- Consider the economic significance of recreation facilities and open space, in terms of their attractiveness to both residents and visitors.
- Protect and further develop the County's economic base.
- Assure the economic health of the Missoula urban core, smaller communities, and rural areas.
- Allow for diverse business and employment opportunities and a competitive business climate.
- Support local sustainable agriculture.

Proposals for Action:

- Design and implement an efficient regulatory system that is trustworthy, effective, and offers predictability.
- Attain consensus on commercial and industrial land use policies. Adhere to and implement these policies through the ongoing zoning process, and review and revise as necessary when problems emerge.
- Encourage ongoing communication among the business, labor, and economic development communities and others.
- Inventory and monitor the supply and location of adequate land and concurrency of infrastructure for commercial and economic uses, and then establish indicator benchmarks.
- Develop an economic development plan with standards to measure the sustainability of economic sectors and forces within Missoula.

- Recognize and evaluate Missoula's role in the regional economic system.
- Initiate a regional economic strategy in at least four western Montana counties.
- Continue to monitor housing costs as a percentage of income.

CHAPTER 4
THE URBAN AREA ENVIRONMENT

CHAPTER 4: THE URBAN AREA ENVIRONMENT

NATURAL RESOURCES — THE ENVIRONMENT

The land within the study area is varied. It contains resources that are valued as amenities, providing a magnificent backdrop for urban life. These resources also play a part in maintaining a healthy and safe environment in which to live and work. This plan recognizes the close connection between our development pattern and our environmental health, and the importance of a healthy environment to our sense of social, economic, and physical well-being. Preserving or enhancing the condition of our environment is one of the most important goals for well-managed growth. It is the goal of the plan to pursue urbanization in a manner which protects and enhances our natural resources and ensures public health, safety and welfare.

The topography of the County frames historic and cultural development patterns shown in Figure 4-1. The development patterns of rural, small town and urban areas are found within the mountains and hills, on the valley floors and in the areas with streams and rivers. The physical environment forms a continuum from natural wilderness to densely populated urban landscape. There needs to be a sustainable relationship between human activities and natural systems. Finally, development should respect the different elements of these patterns and integrate them to form a functional, aesthetically pleasing, living environment.

GENERAL CONSIDERATIONS FOR LAND USE DESIGNATIONS

The following chapter considers the physical design of our communities, urban services and infrastructure, commercial and industrial, and residential land uses.

To approach the integration of patterns of development with the preservation or enhancement of the environment, we should consider the following:

1. Identify critical lands (e.g., riparian resources, wildlife habitat, scenic land) so that growth or development can be guided for their protection.
2. Locate recreational open spaces (parks, ball fields, golf courses, etc.) near areas where development already exists or where it is desired, and where the need for recreational space is established.
3. Accommodate growth, retain historical resources, and provide appropriate open spaces in the design of development so that areas of greater density remain healthy, safe, and livable.
4. Make decisions about infrastructure recognizing that they affect, deter or promote integration of development and environmental values.
5. Recognize the fragile status of air and water quality and the carrying capacity of the urban area.
6. Consider the actual, measured, and desired levels of public and environmental health.
7. Review the current status of regulations governing environmental and health standards to determine their effectiveness in managing growth.
8. Consider re-development opportunities for both developed and undeveloped areas, which allow beneficial master-planning of larger parcels.

Proposals For Action:

- Identify areas for development and provide for the integration of developed lands and open spaces.
- Identify the types and levels of development suitable for different areas. Identify areas not suitable for development because of environmental concerns or open space values, while respecting the rights of private property owners. Implement tools to mitigate environmental degradation and protect hillsides, riparian areas, wildlife habitat, and air and water quality.
- Establish indicator benchmarks and monitor the identified critical natural and cultural resources. Use this information for the formation of neighborhood plans and land use regulations and to provide education and information programs.
- Develop a natural resource conservation plan with standards to measure the sustainability of natural systems, and recognize and evaluate the role of these resources in the regional system.
- Include sensitive lands overlays for hillsides, riparian areas, sensitive lands and other resource protection standards in the zoning, subdivision and floodplain regulations.
- Adopt quality development standards that conserve identified resources in locations where development takes place.
- Provide regulatory incentives and density bonuses for land conservation, historic preservation and clustering.
- Encourage and promote urban design and development standards for landscape and urban forest management that improve air quality and enhance wildlife habitat.
- Establish a designated Urban Growth Area for lands to be developed that are not critical natural resource lands.

SOILS

Sound land development requires a careful analysis of soil characteristics. The US Natural Resource Conservation Service (NRCS) has mapped soil types in the urban area and provides detailed information on soil capability. Some general observations are made here about the suitability of area soils for urban-type development such as structures, septic systems and roads. The argiborolls and haploboralls soil complexes are present on the hillsides bordering the valley bottoms. They are variable, thus careful on-site investigation is necessary to determine the actual characteristics at given locations. When clays are present, structures and other improvements should be designed to accommodate the shrink-swell movement of the soils. Another soil type with implications for urban development is the coarse, rapidly drained soils found near rivers, which may not adequately treat sewage effluent or urban runoff through traditional disposal methods.

Agriculture is not a predominant land use in the urban area. Figure 4-2 depicts land that is mapped as prime farmland if irrigated; farmland of statewide importance; and locally important agricultural land, including lands where urbanization has taken place. Agricultural land located close to the urban area increases in value for non-agricultural purposes, making it vulnerable to development.

The experience of the past twenty years and applied research illustrates that land development should occur in a manner consistent with recognized soil conservation practices and the suitability of the soils for various uses.

Specifically, the following policies should be considered when evaluating development in areas of agricultural resource:

- Encourage continued agricultural activity within the urban area by assisting landowners with voluntary conservation techniques, clustering new development adjacent to existing neighborhoods, and designing new developments that reduce conflict between urban and agricultural uses. Further, government should explore incentives for agricultural operators to enable them to maintain that land use.
- Adapt proposed new development to the particular characteristics of soils found on site.
- Distinguish between urban and rural land use patterns in land use decisions.

TOPOGRAPHY

Missoula is surrounded by hillsides, which have experienced considerable development. This development has occurred with some problems, such as drainage, access and air quality degradation.

Slope raises two issues for land development. One is the concern for the aesthetic impact of hillside development addressed in policies for community aesthetics. The second issue raised by hillside development is the impact to the natural environment, including increased potential for winter air pollution downslope as particulate matter settles; the increased particulate from winter sanding of steeper roadways; storm drainage; access; and increased fire hazard in timbered areas. Some of these problems can be mitigated through proper design. Figure 4-3 is a generalized slope map of the study area. Because of the large area it encompasses, it is important to note that the slope of individual parcels may be more or less than that depicted on the map. Where slope is a critical factor in development, site specific information should be presented for evaluation. Proposed hillside development should be designed to accommodate the limitations and special problems posed by topography.

Proposal for Action:

- Revise zoning and subdivision regulations to include additional design standards for hillside development.

WATER RESOURCES

Water-related issues have been the focus of considerable research and public interest since the adoption of the 1975 Plan. How land use changes impact our rivers, floodplains and groundwater is a critical factor in the future of the Missoula urban area.

Surface Water in the Urban Area

Since 1975, many changes have taken place in the 100 year floodplain delineated by the Federal Emergency Management Agency (FEMA). Though all streams have a functional floodplain, not all have a FEMA-designated floodplain. Figure 4-4 depicts the regulatory floodplain effective August 16, 1988. The City and County have adopted Floodplain Regulations, which restrict land use within these mapped areas.

Recognizing the complex role of floodplains, the *Inventory of Conservation Resources* identified all areas bordering waterways as having non-scenic open space wildlife habitat value for filtering pollutants from runoff and preventing erosion. In addition, several state and federal laws have been enacted to protect these vital areas from degradation.

Surface water quality is critical for maintaining fisheries and wildlife, for recreation and for protecting groundwater quality. The most serious degradation of surface water in the Clark Fork drainage basin resulted from early mining activity upstream. Pollution continues from tailings and other remnants of earlier activity. The upper reach of the Clark Fork (above the Milltown Dam) is now a designated Environmental Protection Agency Superfund site.

A major pollution problem of the Clark Fork drainage from Warm Springs to the confluence of the Flathead River is elevated levels of phosphorous and nitrogen. This results from discharge by the Missoula municipal wastewater treatment plant (WWTP), the City of Deer Lodge wastewater lagoon, Butte Metro municipal wastewater treatment plant, Stone Container and septic tanks in the Clark Fork and Bitterroot drainages. The total load of these sources during the most critical summer months has been the focus of a Voluntary Nutrient Reduction Program (VNRP). This agreement was negotiated between the Montana Department of Environmental Quality (DEQ), the City of Missoula, City of Deer Lodge, the City/County of Butte, Butte-Silver Bow, and Stone Container, under Section 525 of the Clean Water Act.

A great deal of progress has been made in reducing point sources of pollution. Ordinances banning detergents containing phosphates were enacted in Missoula and other communities, which resulted in major reductions in the amount of phosphorous discharged. Currently, the City of Deer Lodge is proposing to end discharges to the Clark Fork River through land application of treated wastewater. The City of Missoula, through an update of the *Wastewater Facilities Plan*, is also planning facility improvements to handle additional capacity as well as to improve the quality of the water discharged to the Clark Fork River. Nutrient discharges from Stone Container have also been reduced since 1986, when Stone and DEQ negotiated a revised discharge permit that placed restrictions on nutrient discharges.

Equally important, but more difficult to identify and correct, is pollution from non-point sources caused by diffuse sources such as agricultural, silvicultural and urban activity. Such on-point source pollution results in the chemical, physical, biological or radiological alteration of water. It reaches the surface water through overland runoff, precipitation, atmospheric deposition, and percolation. In response to 1987 amendments to the Federal Clean Water Act, the DEQ completed an assessment of non-point source pollution in Montana. The August 1988 report identified problems and sources on several streams within the study area, such as sedimentation from silviculture and stream bank erosion, bacteria from land disposal of sewage, elevated water temperature from industrial and municipal waste-water, and nutrients from irrigation and agricultural practices

The management strategy proposed by DEQ to deal with these problems relies heavily upon prevention of non-point source pollution through implementation of "Best Management Practices" (BMPs), coordination of existing programs, and education. DEQ determined that the five primary non-point sources of degradation of Montana's rivers are agriculture, silviculture, resource extraction, alteration of the stream bed or bank and disposal of wastes (landfills and subsurface sewage treatment). Other sources such as urban runoff and construction, were not included in the state management plan because of their relative insignificance statewide.

However, these sources are much more significant within the urban study area because of the concentration of population.

Conservation Districts have been designated as a lead agency in non-point source pollution control on non-federal lands. In 1981, the Missoula Conservation District developed BMPs for controlling non-point source pollution as part of a previous water quality management project. They include recommendations for a wide variety of activities ranging from agricultural practices to subdivision development. Proper design remains the best source of control of non-point source pollution from urban development.

Maintaining surface water quality is vital to maintaining an adequate supply of domestic water in the urban area. Though neither of the major rivers in the urban area serves as a municipal water source, the first three miles of the Clark Fork within the Missoula Valley is responsible for up to 90% of the total recharge to the Missoula aquifer, the source of drinking water for most urban area residents.

An adequate supply of surface water is equally crucial for agriculture, recreation, fisheries and wildlife, residential and other land uses. Water requirements for these competing uses are often in conflict with one another.

In 1994 the City and County of Missoula revised the subdivision regulations regarding development of areas of riparian resource. These areas are defined as those supporting riparian vegetation and the regulations require a management plan for any area of riparian resource within a subdivision.

Groundwater Quality

Groundwater quality in the urban area has emerged as a major issue since adoption of the 1975 Plan. Most of the urban area population relies upon the Missoula aquifer for water. It was designated a Sole Source Aquifer by the Environmental Protection Agency in 1988 as the first step in initiating a groundwater management program. This designation under the Federal Clean Water Act protects aquifers used extensively for drinking water. Additionally, the Missoula Valley Water Quality District was formed by joint resolution of the Board of County Commissioners and City Council in 1993. In 1994 the City Council also adopted, with the Board of County Commissioners concurrence, an Aquifer Protection Ordinance (Ch. 13.26 Municipal Code) administered by the Water Quality District. The aquifer and recharge area is shown in relationship to the study area in Figure 4-5. Other water sources within the study area are primarily lower yield tertiary sediments.

Groundwater quality studies have largely revealed good quality water, though some cases of contamination have resulted from localized problems. Sources of groundwater contamination include upstream mining wastes, commercial and industrial facilities using hazardous materials, underground fuel storage tanks, storm water sumps, household waste disposed of in small quantities, pesticide and herbicide use, and septic tank use. A comprehensive management strategy to protect Missoula's sole source aquifer would address all potential pollution sources.

Impacts on ground water from subsurface sewage disposal (septic systems) were evaluated and quantified in the Carrying Capacity Study, the Missoula Water Quality District's Unsewered Areas Report and in analyses conducted for the *Missoula Wastewater Facilities Plan Update*.

Within the Missoula Water Quality District, 39% of residential and commercial units are not connected to community sewer; a total of almost 7,500 units are on septic systems within the urban area. Septic systems discharging to groundwater has resulted in elevated levels of nitrate-N in groundwater and subsequent loading of this nutrient to the Bitterroot and Clark Fork Rivers. In areas of coarse soils and shallow groundwater, subsurface sewage disposal also presents the risk of contamination of water supplies with pathogens that may be present in sewage.

Application of the Environmental Protection Agency's DRASTIC [1] model to the aquifer demonstrated the vulnerability of the aquifer to contamination. This research identified the pollution potential of areas of the aquifer, applying seven characteristics of the aquifer and the hydrogeologic setting. This resulted in the identification of five zones, depicted in Figure 4-6 (only that portion of the aquifer within the study area is shown).

Zone 1, encompassing the mountain sides and portions of the clay hills region near El Mar Estates, has the least potential for groundwater contamination, making it appropriate for uses with the most pollution potential, such as solid waste disposal and industries dealing in hazardous materials. The soils which protect the aquifer in this region may make it difficult to treat sewage through traditional drainfields.

Zones 2 and 3 have progressively greater potential for contamination, with pollution control technology recommended for any industry involved in hazardous chemicals in Zone 3.

Zone 4 is the largest of the five regions identified. It contains a substantial portion of the urban area. Its higher pollution potential is particularly important because it includes the greatest aquifer recharge areas as well as several wells operated by Mountain Water, the major domestic water supplier to the urban area population.

Because of these factors, the study recommended against traditional drainfield use in Zone 4 and against the use and storage of chemicals and petroleum. The study also recommended designation by the Board of Natural Resources of a controlled groundwater area, which could be the basis for more stringent well construction standards or other management actions. In addition, a well head protection program was recommended.

Zone 5 has the greatest potential for aquifer contamination. This zone follows the major rivers through the Target Range and Orchard Homes neighborhoods. As a result, the DRASTIC study recommended that land use restrictions should be the most stringent within this region.

Quantity of water becomes a concern only in light of the potential for contamination. Mountain Water's major production wells are located near the Clark Fork River and contamination in this vicinity could substantially impact the availability of water to a large portion of the urban area population. The other public water systems within the Urban Area have the potential to be similarly impacted by aquifer contamination.

With a goal broad enough to encompass an expanded water management planning process, but including specific recommendations limited to the land use aspects of the larger issue, the following actions should be considered:

[1] Depth, Recharge, Aquifer, Soil, Topography, Impact and Conductivity analysis

Specifically,

- Minimize the impact of land development on surface and subsurface water through land use allocation, performance standards and education.

Proposals for Action:

- Continue the Riverfront planning process initiated by the Missoula Redevelopment Agency.
- Amend Zoning Regulations to include performance standards for wellhead protection and for those uses which involve materials identified by health authorities as having pollution potential.
- Limit residential densities in areas which do not have access to community sewage disposal to levels which conform to the Health Department regulations for sewage disposal.
- Amend Subdivision Regulations to include design standards to protect water resources (e.g. storm drainage design, NRCS Best Management Practices to limit non-point source pollution, sediment traps).
- Review standards for subsurface sewage disposal and propose amendments as necessary to ensure groundwater quality.
- Encourage continued cooperation between all governmental agencies and private organizations involved in water resource management.
- Initiate a long range water quality management planning process which integrates all agencies involved in water quality issues as a specific element of the Comprehensive Plan (similar to the Transportation Plan).
- Initiate an education program which emphasizes voluntary compliance and individual action to prevent contamination of water resources.
- Expand existing data base through an ongoing ambient water quality monitoring network.
- Design road rights-of-way to establish and maintain sustainable and beneficial vegetation. Use integrated weed management methods to achieve this goal.
- Limit the use of herbicides for residential uses, golf courses and other recreational uses.

WILDLIFE AND WILDLIFE HABITAT

The Missoula urban area is home to a great deal of wildlife. The *Inventory of Conservation Resources* describes the variety of wildlife which lives in and around Missoula rivers, valleys and forests. More detailed information is available from state and federal wildlife agencies.

Of particular interest are those species of limited distribution which have received special attention, either nationally or statewide. Bald eagles, a nationally endangered species, winter on the Clark Fork River, the Bitterroot River and Lolo Creek. The *Montana Bald Eagle Management Plan*, prepared in June 1986 by the Montana Bald Eagle Working Group, sets forth management objectives and guidelines for existing and potential nesting habitat, as well as wintering areas. Peregrine falcon, another nationally endangered species, migrates through the area. Grizzly bears, another nationally threatened species, migrate through and live in the Rattlesnake Wilderness Area. Other species of special concern in the Missoula Valley include the prairie falcon, bobolink and golden eagle.

Also important are the many non-threatened species which live in the urban area. Rural areas contain critical big game winter and spring range. Figure 4-7 depicts big game winter range as identified by the Department of Fish, Wildlife and Parks in February, 1997. These lower elevation areas, south facing slopes and open areas provide both forage and thermal cover during the winter months.

Rivers and adjacent riparian areas are home to fisheries and wildlife. The Bitterroot and Clark Fork Rivers have been identified as Class II fisheries, which indicate their high priority as a fishery resource, primarily for sport fish. Two native fish in the trout family, bull trout and cutthroat trout, inhabit these rivers in low numbers. Rainbow and brown trout provide the bulk of recreational fisheries. Other tributaries have also been classified as substantial (Class III) or moderate (Class IV) fisheries, but are also particularly important as spawning streams for the fish which make the Bitterroot and Clark Fork high priority streams. Fish in the trout family that inhabit the urban area are tributary spawns. All tributaries in the area support impaired fisheries due to fish passage and habitat alterations, including reduced flows and riparian land use impacts.

Human activity impacts the ability of wildlife to survive in several ways. For example, increased sedimentation in rivers and streams from disturbed banks and riparian vegetation can reduce the fishery population. Habitat can be lost entirely through urbanization, as increased human presence leads to conflicts with wildlife. Habitat areas are attractive home sites.

Human and wildlife needs are not always exclusive. Subdivision common areas can be designed to protect habitat and resource land, sometimes with better success than public ownership. Protecting wildlife habitat often furthers other goals: keeping residential development out of winter range may provide wild fire protection; clustering homes can reduce construction and service costs; and keeping structures out of the floodplain reduces the potential for flood damage and preserves riparian areas. Human activity may be tailored to protect wildlife needs. However, particularly sensitive wildlife resource areas may require greater limits on human activity.

The goal of maintaining wildlife at viable levels in the urban area is important not only for survival of the species, but also to maintain a quality of life for the human species. The following should be considered in making land use decisions that protect wildlife habitat:

Specifically, the following policies are proposed:

- Manage development of those areas identified by wildlife experts as critical to wildlife survival through adoption of sensitive lands and standards in zoning and in the subdivision regulations similar to those adopted to protect riparian areas.
- Minimize the impact of land development in and adjacent to less critical areas through appropriate design.
- Educate landowners and residents on how to coexist with wildlife.

Proposals for Action:

- Continue to work with wildlife experts to refine maps of critical wildlife habitat areas.
- Encourage preservation of wildlife habitat through voluntary conservation techniques and appropriate design.
- Adopt sensitive lands overlays in zoning for application to areas of habitat for species of

special concern.

AIR QUALITY

Considerable progress has been made toward improved air quality since the 1975 Plan was written and the 1990 Update was adopted. However, topography and weather patterns will continue to make the urban area prone to pollution. Under inversion conditions, drainage winds entering the valley from the east flow from the Hellgate Canyon along the Clark Fork River then circle to the south. Surrounding hillsides confine the flow of air and add to the pool of pollutants below as cooler air flows down the hillsides. The problem is most severe in areas where dispersion of pollutants is poor as a result of wind patterns and topography, concurrent with high emission densities. In the Missoula Urban Area these combined elements exist south of the river to the base of the South Hills and in smaller valleys such as Pattee Canyon, the Rattlesnake Valley and O'Brien Creek.

These same weather patterns help to cleanse air in other portions of the valley. The area north of the river experiences less pollution because Hellgate winds improve dispersion, despite the intensity of development. The area along the Bitterroot River benefits from drainage winds out of the Bitterroot Valley.

The Missoula urban area has problems meeting federal standards for two pollutants: particulate and carbon monoxide. The current standard used to measure particulate, known as PM-10 (particulate matter smaller than ten microns), measures matter that can be respired and is a health concern. Non-attainment of the standard for carbon monoxide occurs at areas of high traffic concentration, such as the intersection of Brooks, South, and Russell. A new PM-2.5 particulate standard will be adopted in the future which primarily concerns combustion sources.

As a part of the effort to manage growth, the Health Department has engaged in a project to determine the leading indicators of environmental health in Missoula County. A draft report on air pollution concludes that "recent data from monitoring sites shows marked improvement in air quality in Missoula. The most recent violation of PM-10 occurred in February of 1989, and the most recent carbon monoxide violation occurred in November 1991. There were no air quality alert days during the 1996-97 winter season." (*Missoula Measures Environment*, Final Draft for Comment - June 1997, page 33.) The report goes on to say that "this represents the first time since the 1970s that we have had an "alert free" season. Though the Health Department is pleased to report the good news, this improvement does not lessen potential problems, such as increases in population and vehicle miles traveled, which could overcome advancements in technology and pollution control." (*Missoula Measures*, page 35.) However, the modeling for the Transportation Plan indicated that given current growth rates, development patterns, and driving habits, the air shed will meet or exceed the PM-10 standards by the year 2015.

Improvements in air quality can be achieved primarily by altering the human activity which creates the emissions. Air quality has improved considerably through regulation of industrial point sources of pollution and, more recently, through the prohibition on the installation of non-complying solid fuel burning devices, the removal of devices upon sale of a home and the use of liquid deicer chemicals in place of street sanding materials. Other local actions taken to improve air quality include improving traffic flow on high volume streets through signal timing and road improvements, using oxygenated fuels during the winter months, requiring roads and parking areas to be paved, and requiring curbs and sidewalks.

The following goal is proposed related to air quality:

- Maintain and improve air quality in the urban area.

Specifically, the following policies are proposed to provide guidance for decisions regarding transportation:

- Increase the efficiency of the transportation system.
- Encourage use of alternative transportation (bus system, bicycle and pedestrian) through subdivision design and the land use pattern.
- Specify design standards for new development which provide non-motorized transportation networks, accommodate public transportation and limit air pollution.
- Continue public education regarding individual action to improve air quality, such as the use of alternative forms of transportation and reduction of vehicle miles traveled.

Proposals for Action:

- Address air quality impacts of subdivisions and zoning.
- Include standards in City and County zoning and subdivision regulations to limit particulate emissions, require street sweeping, and reduce trips and miles traveled by motorized vehicles. Include design standards to reduce the incidence of idling vehicles.
- Review performance standards and location for pollution producing facilities.
- Continue efforts to reduce the use of solid fuel burning devices.

VEGETATION

The *Inventory of Conservation Resources* identified types of vegetation as having significant ecological value. Figure 4-8 locates some of the vegetation from the inventory which is found within the study area. Some have values as species of limited distribution and some have value because they are part of a given ecosystem, such as riparian or other wetland environments. An issue of growing national attention is the problem of development in the wildland/residential interface where residences are threatened by wildfire. The City and County have adopted fire standards for residential subdivisions in these areas.

The staff of the Intermountain Fire Laboratory has mapped much of the privately owned land in Missoula County according to vegetation types and their relative fire hazard.

Five fire hazard classes have been identified ranging from Class 0 (consisting of open water, bare rock, cultivated fields and other areas where fire hazard is practically nonexistent) to Class 4, (including dense conifer stands having greater than 55% crown coverage and moderately dense stands with dense understories of flammable shrubs). Fire danger in Class 4 areas is extreme.

Figure 4-9 depicts the general location of these vegetative classes within the study area.

A second issue related to vegetation is noxious weeds. Weed control is an important but often ignored aspect of land management. Noxious weeds are more than just nuisances. They limit agricultural productivity and thus economic return, contribute to erosion on slopes by leaving the

soil surface unprotected, inhibit aquifer recharge by reducing infiltration of water into the ground, alter wildlife habitat by replacing native vegetation and, in extreme cases, undermine structures and improvements such as curbs and sumps.

The Montana Department of Agriculture has designated fifteen exotic plant species as noxious weeds, eleven of which grow in the urban area: Canada thistle, field bindweed, whitetop, leafy spurge, Russian knapweed, spotted knapweed, dalmatian toadflax, dyer's woad, sulfur cinquefoil, St. Johnswort (aka goatweed) and purple loosestrife. Of the remaining four designated noxious weeds, diffuse knapweed is found outside the urban area while yellow star thistle, common crupina, and rush skeleton weed have not been observed in Missoula County.

State law requires counties to establish a noxious weed management plan to guide weed control activities. The Missoula County Weed Board adopted the *Missoula County Noxious Weed Plan* in April 1993. The Plan identifies four groups of noxious weeds for management purposes.

Weeds targeted for early detection and eradication have the highest priority for management efforts because the greatest results can be achieved. Management of other weeds will emphasize containment. The proliferation of Group 1 weeds such as spotted knapweed, leafy spurge, and Canada thistle makes the primary goal controlling spreading into remaining uninfested areas.

The Missoula County Weed Board is in the process of revising its weed control strategy. The proposed plan outlines several Integrated Pest Management (IPM) strategies: awareness and education; mechanical controls such as grazing, hand pulling and cultivation; biological controls, such as using insects and plant pathogens; and chemical control. The strategy will vary depending upon the type of weed problem and its location.

The urban area poses some special problems for weed control. As land is taken out of agricultural production through subdivision, weeds develop on lots and spread to adjacent agricultural land. The use of pesticides is difficult in residential uses. As a source of non-point source pollution, its use must be carefully controlled as well. Weed management does not end with eradication of the weed — it must be replaced by a native species or appropriate landscaping materials, and the infested area monitored to guard against its return.

The Missoula County Weed Board encourages each landowner or land manager in the district to develop an integrated vegetation management plan that provides for noxious weed control. The Weed District assists landowners or land managers in developing a plan.

The third issue identified is the "urban forest," or the trees within parks, within residential areas and along streets and roads. Trees are important in the urban setting for their aesthetic value, as a source of shade and comfort from the heat, as habitat for birds and animals, and in continuing the tradition of Missoula as the "Garden City." Early in Missoula’s history, Special Improvement Districts were created to establish boulevards which provide attractive streetscapes and create a sense of neighborhood. Tree planting and maintenance continues to be encouraged through the efforts of citizen groups such as the Council on Urban Forestry and through governmental agencies.

It is a goal to maintain and enhance desirable vegetation within existing and newly developed areas.

Specifically, the following policies are proposed to minimize the spread of noxious weeds:

- Preserve and enhance the urban forest.
- Include plans for noxious weed control in new subdivisions.
- Preserve critical plant communities, such as species of limited distribution and riparian vegetation.

Proposals for Action:

- Amend the Subdivision Regulations to require analysis of noxious weed conditions and plans for their control.
- Continue the tree inventory program initiated by the Missoula City Parks Department; develop maintenance/reforestation plans and encourage tree planting within new and existing areas.
- Adopt subdivision standards for boulevard areas and adopt a street tree plan for the urban area.

Open Space Policy

The environmental issues discussed in this chapter and the resulting policies provide the basis for an open space policy in the Missoula urban area. The value of open space as a scenic resource is addressed in the chapter on "Community Aesthetics."

The 1975 Plan identified two categories of land use related to open space. The "parks and open space category" included lands which either were public recreation areas or those which should not be developed for environmental or public safety reasons. The "open and resource" category consisted of land which is not suitable for development at this time because of either physical limitations or resource values, or where the land is not yet needed for urban use within the current planning time frame. Low density housing was recommended where the carrying capacity of the land could sustain it.

In 1985, a study was conducted to identify valuable open space resources throughout the county. This study, the *Inventory of Conservation Resources*, was developed as part of a non-regulatory approach to resource conservation on private lands. The focus of this document is identifying areas containing public resources which contribute to the quality of life enjoyed by Missoula County residents. Some of the resources identified by the inventory are also important as recreational resources. The importance of open space to Missoulians is evidenced by the support for the conservation bond which enabled the City to acquire land for both active recreation and open space preservation. The inventory was updated in 1992.

In August 1995, the *Missoula Urban Area Open Space Plan* was adopted to establish general open space policies for the urban area. The Plan focuses on six types of open spaces: conservation and park lands which are central elements of the open space system; urban forest and agriculture lands which are complementary elements; and trails, views and vistas which are links within the system. The Open Space Plan identifies cornerstones as lands with significant open space values that help to shape the open space system. In order to have a functional system, the Plan recommends using a variety of tools: voluntary land conservation techniques, existing land development regulations, special improvement districts, open space bonds, urban forestry

grants, federal transportation money and infrastructure financing programs.

In January 1997 the *Missoula County Parks and Conservation Lands Plan* was adopted by the County to replace the *1976 Parks, Recreation and Open Space Plan*. The new plan provides county-wide policies for park and conservation land acquisition, development and maintenance outside the jurisdiction of the City. It supplemented the *Urban Open Space Plan* by providing greater detail about policies and specific improvements needed. The guiding philosophies of the *Parks and Conservation Lands Plan* is twofold: first, build partnerships between the County Park Board and local organizations which will maintain parks with planning and assistance from the County; and second, provide County support for the protection of critical conservation lands on which recreational use is discouraged. The County does not have the resources to purchase and manage large tracts of conservation lands but will support their protection through conservation easements, cooperative agreements and other tools. The planning process recommended the establishment of a "Stewardship Committee" which includes members of the public to manage lands acquired by local government. Stewardship is an important element of the acquisition of open space.

GUIDELINES FOR INTERPRETING THE LAND USE MAP

Parks and Open Space Designations

This designation is used for large, publicly-owned recreation areas such as Blue Mountain, the Pattee Canyon Recreation Area and the Rattlesnake Recreation Area, and areas where environmental constraints (such as slope, floodplain, wildlife habitat, etc.), or public values (such as open space, utility corridors, etc.), make development inadvisable. Private lands encumbered by conservation easements are also included in this district.

The Parks and Open Space Designation recommends limiting development. Development of these areas should only be undertaken when the goals and policies of this Plan can still be achieved.

CHAPTER 5

URBAN AREA COMMUNITY SERVICES AND FACILITIES

CHAPTER 5: URBAN AREA COMMUNITY SERVICES AND FACILITIES

Urban growth is enhanced by the ability of local government and private industry to extend services to new residential, industrial and commercial areas. This chapter recognizes the role infrastructure plays in growth management by supporting existing development, indicating lands suitable for new development, and protecting the environment. A primary objective of managing growth is to ensure the availability and affordability of infrastructure such as sewer, water, transportation, public safety, health and social services, public lands, parks and other open spaces, cultural resources, and education. Adequate infrastructure is essential to a healthy natural, economic, and social environment in Missoula County.

Infrastructure is more than sewer service, transportation systems, water, and telecommunications. A cultural infrastructure includes libraries, museums, historical landmarks, government buildings, public and private parks and open space, and schools. A social infrastructure provides for the public welfare by protecting the public health, safety, educational and social services.

Infrastructure should be developed to accommodate present development and planned to meet the needs of anticipated growth. Infrastructure plans and needs should be addressed prior to approval of new development and the infrastructure should be provided concurrently. Changes in population and technology will require that infrastructure planning be coordinated among governments at all levels, with private enterprise and with the public.

Land use policy should encourage development of areas with existing services so that resources can be committed in an orderly and timely way, with the necessary extension of infrastructure and services. The result is the most efficient use of public funds; logical, planned growth; and development that generally grows out from the center of the community as the infrastructure also extends from the center in a continuous pattern.

Only those services directly related to land use are discussed here.

Specifically, the following policies are proposed to guide land use and the extension of local services:

- Encourage and support new land development within or immediately adjacent to areas where public services are currently available to both maximize local government efficiency and to promote a logical growth pattern.
- Solicit and consider the values and goals of the community when determining the types and location of infrastructure.
- Determine the location of current infrastructure, and provide information about funding mechanisms through the planning process to expand and maintain existing systems.
- Develop an urban area infrastructure plan which is responsive to the area being served and the agencies providing their service, which balances expected demand and community goals, and which considers availability of resources and funding. Utilize existing plans such as the 1990 Fire Station location study.
- Consider development design and site planning as elements of each infrastructure decision.

Proposals For Action:

- Identify those developed and developing areas that are served by inadequate infrastructure.
- Identify the most critical infrastructure needs.
- Implement strategies to encourage new development to locate in areas close to existing service systems and to discourage development which does not have the infrastructure necessary to support it.
- Employ cost reduction strategies, including affordable financing programs for extension of maintenance and infrastructure, which meet the goals of this plan.
- Adopt regulatory tools such as adequate public facility and concurrency requirements; urban growth areas and designated development areas; and public dedications and impact fees.

TRANSPORTATION

Land use patterns and the transportation network are closely interrelated. The existing street network, pedestrian and bicycle facilities, off-street parking, public transportation and major transportation facilities influence land development patterns. The land use pattern in turn influences the need for and distribution of transportation services.

The *Missoula Transportation Plan* was updated and adopted October 25, 1996 and subsequently amended as part of this Comprehensive Plan. The Transportation Plan should be consulted with any development proposal.

The Transportation Plan also meets all current air quality requirements of the US Environmental Protection Agency. Missoula is currently designated as a non-attainment area for two pollutants, carbon monoxide (CO) and particulate matter (PM-10). As required by the EPA, the Transportation Plan demonstrates that the future CO emissions resulting from the implementation of the recommended improvements will be lower than the CO emissions that occurred in 1990. The EPA also requires the Plan to demonstrate that future PM-10 emissions do not exceed a budget of 16,119 pounds/day. In 1997, the EPA adopted new standards for particulate matter which focus on the smaller particles (PM 2.5) typically created by combustion. Missoula will begin monitoring for the new, more stringent standard in 1998. If Missoula does not meet the standard after three years of monitoring, more regulations or other measures will be necessary to reduce the area's pollution levels.

The Urban Area Street Network

Figure 5-1 depicts the urban area street network by functional classification: major and minor arterials and principal collectors. Roads are classified according to their purpose: arterials primarily move traffic with local access a secondary function; collectors have the equally important functions of conveying traffic and providing access. The remaining local streets primarily provide access to adjacent property. Not all of the streets classified as arterials and collectors are up to standard. Some of the collectors in fringe areas may not be constructed to an urban standard and may require other improvements.

Planning for the major street network, those primary streets which are part of the federal aid system, is accomplished through the *1996 Update of the Missoula Urban Transportation Plan*. The 1996 Update includes a comprehensive look at all traveling modes, neighborhood planning,

Transportation Demand Management (TDM) and improvement of air quality. Specific recommendations include removal of pedestrian and bicycle barriers and planning for connections between roads. In addition, it analyzes how effectively the existing streets and roads function, identifies problems and future needs and makes specific recommendations for improvements.

Following an analysis of Missoula's primary streets and roads, the 1996 Transportation Plan Update concludes that overall they function effectively, however, projections indicate that some facilities will be at or above capacity in the coming years and will require mitigation. Despite this general conclusion, the evaluation of crash data, intersection and corridor capacity, and level of service revealed several locations which either experienced problems in the past or were expected to experience problems in the future. Other operational deficiencies of a more minor nature were also noted.

The analysis resulted in many recommended improvements to the transportation network. These are of three types:

- Transportation System Management improvements (TSMs) which are minor measures typically included in annual maintenance budgets.
- Major network improvements which involve substantial modifications at greater costs.
- Transportation Demand Management (TDM) which reduces the number of trips and vehicle miles traveled (VMT) per day.

Of the major network improvements and TSMs proposed, several have funds already committed and some have been completed or are under construction. Addressing TDM, the Transportation Policy Coordinating Committee committed to VMT reduction of 5% from the level projected in five years and 10% in ten years.

Planning for the local street network should be accomplished through City and County Capital Improvements Programs, which is particularly important in developing a plan for extension of public facilities within an urban growth area or the provision of infrastructure concurrent with development.

Street improvements can have substantial impacts on adjacent land which eventually precipitates land use changes. A plan to widen a street to convey greater traffic volumes can change the nature of the adjacent residential area and lead to more intense use. On a lesser scale, it may also change the character of the neighborhood. Street improvements are also a concern to historic preservationists because of the impacts they can have on historic neighborhoods or structures, such as the historic character of Railroad Street which retains its original 1913 bricks. Other street improvements such as boulevards may slow traffic, creating a safer neighborhood.

Public Transportation and Special Populations

One of the goals of the 1975 urban area plan was to develop a mass transit system. In 1976, Missoulians voted to establish the Missoula Urban Transportation District (MUTD) to provide public transportation, conserve energy and improve air quality. The Mountain Line began operation in December 1977 and has since expanded. In 1996, the system operated a total fleet of 27 vehicles. Fourteen fixed-route buses, two paratransit vehicles, and one Senior Van operate during weekday peak hours. Seven buses accommodate riders during weekday midday periods,

and eight buses are in operation for Saturday service (see Figure 5-2). In addition, the Emerald Line is a trolley which serves the downtown area free of charge. It began operating on December 19, 1996. These services are funded primarily through local property taxes within the Urban Transit District, federal grants and fares. Ridership averages over 550,000 annually, with most use occurring in the winter months.

The routes most utilized by urban area residents are those serving the University area (Route 1) and Orange Street and Brooks to Southgate and K-Mart areas (Route 7). Reliance upon the property tax as a revenue source severely limits the possibility of expanding service. New legislation may make annexation into the district less cumbersome, expanding the ability to serve other areas. Were funding available, areas where service might be extended include the South Hills above 55th Street, Linda Vista, Lolo and Grant Creek. Decisions to extend service are based upon demand and funding. Construction of an off-street transit center in the downtown area remains in the planning stage while a location is identified.

The elderly and handicapped are two sectors of the population who have special transportation needs. Senior citizens can ride Mountain Line buses for discounted fares. Special transit services (STS) were implemented by Mountain Line in 1988. These operations consist of three paratransit buses for ADA eligible passengers, and a Senior Van service for passengers over sixty. Annual ridership averages over 17,000. Trips on these two services must be scheduled in advance and cost $1. The demand for this service far exceeds available resources, making it a priority for expansion should funding become available. *The Missoula Urban Transportation Plan 1996 Update*, Chapter 5, addresses this issue in detail.

Pedestrian and Bicycle Facilities

Providing for pedestrian and bicycle transportation encourages reduced dependence on the automobile, enhances safety, reduces impacts on air quality and also provides for a form of recreational activity. The 1990 Census reported that 5.5% of the work force in Missoula walks to work, as compared to the national average of 3.7%. This figure does not reflect the number of students who walk to school or the people who walk to stores and community events. In addition to walking, Missoulians also participate in recreational activities such as hiking and jogging, which take~~s~~ place in a variety of settings other than public walkways.

Sidewalks or pedestrian walkways are required in new development for all subdivisions. For those areas that are not connected to a pedestrian system, the *Capital Improvement Plan* should be consulted to determine when the area is planned to be improved**.**

Higher than national rates for bicycle use have been documented in Missoula. The 1980 census reported that 6.8% of Missoula's work force bicycle to work, nearly fourteen times the national average. This does not include the additional bicycle traffic generated by University students commuting to classes on campus. The 1990 Census data revealed that the percentage of the work force commuting by bicycle has decreased to 4%. This is still higher than the national average of 0.4%. In 1988 and 1996, Missoula was ranked second of the top ten cycling cities in the country by “Bicycling” magazine.

The Missoula Bicycle/Pedestrian Program was established in 1979. The 1997 Mission Statement for this program focuses on the reduction of single-occupant motorized vehicle use and enhancement of access and mobility by providing a comprehensive program of alternative

transportation options. The program seeks to increase the responsible and safe use of non-motorized transportation in Missoula through outreach programs, special promotions, safety education and the enforcement of cycling laws. Another important goal of the Program is to support adequate facilities for bicycling and walking. Results of this program's activities include a 50% reduction in reported car/bike accidents and bike thefts during the first ten years. During the adoption of the *Missoula Urban Transportation Plan 1996 Update* the community showed significant support for non-motorized modes and public transit. The Plan allocated 23% of the estimated cost of all transportation improvements for development of bicycle and pedestrian facilities such as bicycle lanes, bicycle racks, sidewalks, networked commuter routes and trails. Planning continues with public meetings soliciting input on striping of bike lanes and location of commuter trails.

Off-Street Parking

An essential part of an effective transportation network includes providing for parking at a destination for both motorized and non-motorized vehicles. For automobiles, this is accomplished through requiring off-street parking for new construction, appropriate for the proposed use, through city and county zoning regulations. This not only serves the public interest in limiting congestion in the streets but is also a practical ingredient for successful business operation. The goal is to strike a balance between adequate parking that keeps the streets free of congestion while not wasting valuable land for parking spaces that are not needed.

The Missoula Parking Commission was established in 1971 with a primary goal of providing and managing parking in the downtown area. In two areas, the central business district and the residential area around the University of Montana, public solutions have been sought. Additional downtown parking spaces were constructed initially through a revenue bond and then through a special improvement district created in 1976. As the central business district has experienced growth, demand for long-term employee parking and short-term parking for shoppers has increased. In 1990, with the assistance of the Missoula Redevelopment Agency, an additional 300 spaces were created when the new parking structure was completed.

Demand for parking on the University of Montana campus has created a parking problem in the residential area adjacent to the campus, where students and employees park on neighborhood streets. Also contributing to the problem is multi-family housing without adequate off-street parking. In 1986, University area residents responded to the problem by creating a parking permit system within a defined area administered by the Parking Commission. Permits required to park on the street during the day are available only to area residents or their guests. This experience demonstrates the importance of requiring parking management plans for new land uses and new development. Most recently the University has expanded its parking facilities by adding another level to a parking deck and a new lot adjacent to the Gallagher School of Business. These improvements created approximately 160 new spaces on the University campus.

Missoula International Airport

The Missoula Airport Authority initiated a planning process and noise study in 1983. The result of this effort was a revised Airport Master Plan and Noise Compatibility Program completed in 1986 and updated again in 1996. The *Missoula International Airport Master Plan Update* made specific land use recommendations intended to mitigate conflicts between the airport and adjacent land uses as airport activity increases and as the surrounding area becomes increasingly

urbanized. The Master Plan also made various recommendations regarding airport management and development which are unrelated to community-wide land use.

A major thrust of the plan to mitigate anticipated noise impacts was to identify areas where the uses anticipated by either planning or zoning would be incompatible with airport activity. To determine where these conflicts may occur, it was necessary to first project future noise levels around the airport. This was done based upon assumptions about growth of the population and economy, air traffic and the type of aircraft using the airport and probable improvements in their construction. Noise levels around the airport were also monitored. The Noise Compatibility Study translated this information into noise contours, showing areas subjected to given noise levels under then current conditions in 1983 and in 1995 and 2015.

The noise contours for 1995 and 2015 are depicted in Figure 5-3. The projections for 1995 are significantly larger than those for 2015 due to the FAA requiring quieter aircraft. While Missoula International is not enforcing these new standards, Missoula benefits from regional hubs served by these same airlines. They are stated in terms of "Dnl" levels, or an average noise level over a 24 hour period. Residential development and certain public uses such as schools are generally not considered compatible in areas of Dnl 65 and greater. Uses generally considered compatible in these areas include most agricultural activities (excluding livestock at higher noise levels), manufacturing, wholesale and retail sales of such goods as building materials, hardware and farm equipment, and retail and office uses below Dnl 80, if buildings include adequate noise proofing. Figures 5-4 and 5-5 superimpose those same contours over existing zoning and the land use recommended by the 1975 Plan.

The Noise Compatibility Study noted these potential conflicts and recommended that they be considered in the ongoing land use planning process. In addition, issues raised during the development of this update indicate that the airport area is of particular significance for Missoula's continued economic vitality with the potential to contribute to the development of Missoula as a regional trade center in a way that cannot be duplicated in any other location in the urban area.

The area contains the heart of Missoula's major air, rail, and highway transportation network and is critical to continued airport development. The airport interchange providing direct access on to I-90 is scheduled to be completed in 1998. The parcel is adjacent to the Forest Service's existing Smokejumper Center, planned Missoula Fire Technology Center, and planned National Forest Service Museum.

The *Missoula Development Park Master Plan* was adopted in January 1995 for a 440 acre parcel of land owned by Missoula County. A plan for the Airport region is being prepared as part of the *Wye/Mullan Road West Comprehensive Plan Amendment* scheduled for completion in 1998. The Plan Amendment will reflect and anticipate the desires and concerns for this area. Until such time as the *Wye/Mullan Road West Plan Amendment* is developed and adopted, the land use designations adopted in the 1975 Urban Area Plan apply to this area.

Transportation Policies

As an essential element in urban growth, the following goal is proposed for transportation services:

- Encourage a land use pattern which facilitates all modes of transportation (motorized and non-motorized vehicles, pedestrian and mass transit) for safe, healthy, affordable, efficient and convenient access for residential, commercial and industrial uses and emergency response.

Specifically, the following goals are proposed:

- Integrate street improvement plans with land use plans and goals; allow for input from those affected by planned improvements and mitigate negative impacts.
- Strive to keep urban area streets functioning at level of service "C" or better and review impact of new development on existing street capacity.
- Review existing sidewalk networks and plan sidewalks where warranted for public safety or for pedestrian circulation.
- Revise off-street parking requirements for new uses and explore the use of minimum and maximum parking standards.
- Reduce projected vehicle miles traveled (VMT) by 5% within the next five years and by 10% within the next ten years through Transportation Demand Management (TDM) per the 1996 *Missoula Urban Transportation Plan Update* and the City of Missoula Transportation Policy resolution.
- Improve existing and provide for new bicycle and pedestrian facilities recommended in the 1996 *Missoula Urban Transportation Plan Update* and the City of Missoula Transportation Policy Resolution.
- Plan for and provide transportation facilities that implement air quality objectives in the 1996 *Missoula Urban Transportation Plan Update* and the City of Missoula Transportation Policy Resolution.
- Plan for and provide transportation facilities that implement safety objectives in the 1996 *Missoula Urban Transportation Plan Update* and the City of Missoula Transportation Policy Resolution.
- When reviewing all development proposals, consider the public transportation a goal of increased ridership and expanded overall service. Consider frequency of stops and hours of service; expanded routes and boundaries of service; establishing a transfer center in a permanent downtown location; upgrading and maintaining the fleet, including transit vehicles; and serving special populations.
- Consider all feasible sources of funding for transportation facilities and services including impact fees.
- Analyze the subsidies and public benefits of transportation systems.

Proposals for Action:

- Implement a bicycle parking requirement for certain uses with the assistance of the Missoula Bicycle/Pedestrian Coordinator.
- Adopt standards for roadways which allow flexibility in width and which encourage boulevard and street trees.
- Improve coordination of engineering and planning functions through the Transportation Technical Advisory Committee (TTAC) and the Transportation Policy Coordinating Committee (TPCC) for transportation planning.
- Review land use designations and zoning classifications in areas noted in the Airport Master Plan with anticipated noise levels of DNL 65 or greater and propose compatible

uses.
- Plan for and provide transit facilities and services that implement transit goals and objectives in the *1996 Missoula Urban Transportation Plan Update* and the City of Missoula Transportation Policy Resolution.
- Accommodate and encourage development of a variety of transportation alternatives in consultation with the Transportation Plan.

EMERGENCY SERVICES

Fire Protection

Fire protection within the study area is provided by six agencies: the City of Missoula, three rural fire districts (Missoula Rural, East Missoula and Frenchtown), the Missoula Unit within the Natural Resources and Conservation Department and the Missoula Ranger District within the Lolo National Forest. Figure 5-6 approximates the different jurisdictions and shows the location of fire stations. Most of the urban area is served by the City Fire Department and the Missoula Rural Fire District, which also provides emergency medical service. There are also areas without fire protection service that are protected by the Sheriff's Department. However, the agency closest to the fire does respond at the request of the Sheriff. The multitude of jurisdictions is one of several land use related issues concerning fire protection.

The *Fire Master Plan* was adopted by the Missoula Rural Fire District and the County Commissioners, setting a goal of unification by 2003. The City Council adopted sections of the plan, but supported resolving jurisdictional issues through continued mutual aid, annexation and negotiations with other fire suppression agencies. City officials concluded that unification had not been adequately explored in the master planning process, most notably the issue of different levels of service within the jurisdictions and different operating procedures.

In early 1990, an interlocal cooperative agreement between the Missoula City Fire Department and the Missoula Rural Fire District was finalized. The agreement is designed to facilitate long term cooperation between the fire protection jurisdictions and to enhance public safety. It has resulted in the creation of a Policy Committee which will oversee the participation and interaction of the departments. The cooperative agreement will be in effect until it is terminated by one of the districts.

The Missoula County Fire Protection Association (MCFPA) is the recognized organization for coordinating fire and emergency medical responses, prevention and other needs in Missoula County. The Association membership includes all fire organizations in the County: Clinton Rural Fire District, East Missoula Rural Fire District, Florence Rural Fire District, Frenchtown Rural Fire District, Missoula Rural Fire District, Missoula City Fire Department, Potomac Fire Service Area, Seeley Lake Rural Fire District, Lolo National Forest and Montana Department of Natural Resources and Conservation.

MCFPA manages a Master Mutual Aid Agreement between all the emergency service agencies. This allows any agency to ask for and receive assistance at emergency incidents when the incident has or might exceed their scope of control. In addition, Missoula Rural Fire District has Automatic Aid Agreements with Clinton Rural Fire District, East Missoula Rural Fire District, Florence Rural Fire District, Frenchtown Rural Fire District, Potomac Fire Service Area and a

Nearest Station Response Agreement with Missoula City Fire Department for some target areas in the urban area.

Missoula Rural Fire District Regional Hazardous Materials Team, which includes technicians from Missoula City Fire Department and Frenchtown Rural Fire District, is available for response anywhere in the county.

Subdivision and structural standards for development become particularly important as fire danger increases. Of greatest concern is construction within the urban/wildland interface, where residential use takes place in areas where the vegetative cover makes fire danger high. Pattee Canyon, O'Brien Creek, upper Grant Creek, the Rattlesnake, and Upper Miller Creek are just a few examples within the urban area. Fire danger increases in these areas not only because of the vegetative cover, but through the combination of several other elements: slope, lack of water supply, access, density and structural type. All these factors combine to make fire suppression difficult, if not impossible.

In 1994 the City and County adopted subdivision design standards for fire protection in areas of Wildland/Residential Interface. These standards address alternative sources of water, alternative emergency ingress and egress, and covenants which require that vegetation be cleared, driveways be adequate, and that the choices of building materials and landscaping minimize the danger from wildfire.

Police Protection

Law enforcement services are provided in the urban area by the City Police Department and the County Sheriff's Office. Good land use planning for the urban area can facilitate the provision of law enforcement in several ways: subdivision design, logical growth patterns, appropriate location of uses which generate the most demand for service, and planning the location of public facilities.

Elements of subdivision design which affect public safety include street design, pedestrian facilities and street lighting. By limiting access onto collectors and carefully locating and designing public facilities such as parks, provision of public safety services may be enhanced.

Scattered and remote subdivisions are more difficult to serve, while new subdivisions adjacent to existing neighborhoods are easily added to patrol routes and have shorter response times in an emergency.

Emergency Services — Proposed Policy

The following policy is proposed for the provision of emergency services:

- Create a safe environment in which residents live and work reflecting the values of the area.

Specifically, the following goals should be considered in making decisions:

- Continue interjurisdictional cooperation between public safety agencies.

- Encourage a land use pattern which facilitates provision of emergency services.
- Encourage an urban level of development in those areas which are or can be adequately served by emergency services as determined by the emergency service agencies and local governing body with jurisdiction.
- Encourage unification of public safety agencies where practical.
- Research the possibility of co-location and sharing of resources among public safety agencies.

Proposals for Action:

- Amend the Subdivision Regulations to include standards for street lighting.
- Continue discussions between the various fire suppression agencies to evaluate the goals recommended by the *Fire Master Plan*, and update the plan to serve the long range needs of emergency service agencies the goals recommended by the Fire Master Plan.
- Concentrate the location of high density, urban residential development and commercial uses to facilitate provision of fire and police protection at an urban level of service as determined by the emergency services agencies and local governing bodies jurisdiction.
- Require the provision of public improvements for public safety in newly developed areas.
- Encourage the use of fire protection equipment in residential and commercial areas that are not adequately served or are considered high risk because of delayed initial fire service response, as determined by the fire agency with jurisdiction.

SCHOOLS

Public education is provided by several school districts within the urban study area, each having its own governing board. However, the individual school districts are impacted by the land use decisions made by city and county elected officials. Following is a brief assessment of each district's current situation.

Elementary Schools

There are a total of eight school districts substantially within the boundaries of the urban study area. The Frenchtown district which also provides secondary education is located partly within the study area but has schools located outside of the study area. District boundaries and school locations are shown in Figure 5-7.

When the 1975 Plan was written, enrollment within District #1 had decreased annually since 1969, while that of the urban fringe districts had increased. A similar pattern of decline in central areas and increases at the fringe was also evident within District #1. Currently, the only districts experiencing growth are Districts #4 (Hellgate), #40 (Frenchtown), and #20 (DeSmet).

District #1 -- Missoula County Public Schools

In July 1994, the Elementary District unified with the High School District forming a K-12 District called Missoula County Public Schools. It has the largest student population of the urban area districts. In 1997 there were 3886 students enrolled in K-5 schools and 1945 in middle schools (6-8).

Three schools are currently being used for special educational programs. The Jefferson School

houses the gifted and talented offices, bilingual tutoring and offices, student and fine arts programs and a classroom to serve emotionally disturbed students. The Adult Education program is located in the Willard School, and Head Start, Inc. is leasing the Whittier School.

The District has undergone many changes during the 1990's. Two new schools were constructed: Chief Charlo Elementary School was built in 1995 to serve the South Hills area, and the Paxson School was rebuilt in 1992 for the University area. Other schools that have been significantly altered are Meadow Hill, Rattlesnake, Washington, CS Porter, Cold Springs and Russell Schools. Increasing numbers of elementary school students led the District to convert the Roosevelt School from a middle school to a K-5 school.

After unification of the elementary and high school districts, Missoula County Public Schools is now in a better position to accommodate future building and land needs. Two Building Reserve Maintenance bonds have passed for elementary and secondary schools for the years between 1996 and 2001. The high school district bond is for $2.62 million and the elementary is for $1.48 million.

District #4 — Hellgate

When the 1975 Plan was written, Hellgate Elementary School was conducting two shifts pending construction of an additional school. With that project completed as well as the addition of six classrooms, the two schools had a combined capacity of approximately 1000 students. In 1990 school enrollment was 865. In 1991 a school bond was approved by the District #4 community for the construction of a middle school building and it opened to students in Fall 1993. Current enrollment is 1226 students. The existing facilities have an estimated capacity of 1300 to 1450 students and school officials anticipate reaching that capacity in less than five years. As the current campus does not allow for further expansion and it is considered unlikely that the campus will be able to expand through acquisition of adjacent property, the District has begun to discuss the need for another school site. Its location will be influenced by development patterns, program needs, and age distribution among the school population.

Other issues of concern to school officials include encouraging quality industrial and commercial development where existing zoning allows and subdivision design which accommodates school needs, such as roads built to county standards and dedicated with facilities for bus service.

District #20 -- DeSmet

DeSmet School has a current enrollment of 125 students. After an addition in 1992 that added four classrooms to the school, the District #20 residents do not have or anticipate a capacity problem. However, several developments that are being planned in Butler Creek may increase student enrollment to a level that existing facilities cannot accommodate.

District #23 -- Target Range

In 1990 the Target Range School had an enrollment of 497 students at its South Avenue facilities. District residents approved a school bond in 1992 to construct eight new classrooms, which was completed in the Fall of 1993. The enrollment of Target Range School is 490 students and has estimated capacity of 600 students. Current school concerns are decreasing enrollment in the district, transportation to the schools if the Maclay Bridge closes, and increased traffic on

Reserve Street.

District #14 — Bonner

In 1990, the Bonner School had an enrollment of 420 students and reported that it was at capacity**.** Its Board began to consider funding sources for expansion and in June, 1990 a school bond was approved by district voters. By the Summer of 1992, an addition to the junior high school was completed which provided eleven new classrooms and a community room for the Bonner School. Current enrollment is 378 students. Although the school does not have a capacity problem at this time, adjacent property for playground use is being donated by Stimson Lumber Company.

District # 7 — Lolo

District #7's current enrollment at its Lolo schools totals 624 students. When the 1990 Plan Update was written, Lolo schools had an enrollment of 600 students and district voters had approved funds for additional construction. Ten classrooms and a multi-purpose room were completed by the Fall of 1994 in order to relieve capacity problems. At this time, district residents are most concerned about children crossing Highway 93 as they walk to and from school.

Secondary Schools

Secondary education within the study area is provided through two districts, Missoula County Public Schools and District #40 serving Frenchtown. Missoula County Public Schools operates three secondary institutions within the study area with an enrollment of 3706.

The 1975 Plan envisioned significant enrollment increases within the study area between 1985 and 1995 requiring construction of another high school in addition to what is now Big Sky. Current enrollment predictions by district officials now anticipate only slow growth which can be served by existing facilities. Their only concern related to land use is that future roads be designed to accommodate bus service.

Conclusion

No land use policies or recommendations are made at this time because of the cyclical nature of school enrollment, reflected in this brief history. Further, schools are governed by separately elected boards. However, when land use decisions are made, the following should be considered:

- Approval of school sites in subdivisions in the outer area of the Urban Growth Area but within the Missoula County School District should not require the dedication of school sites unless it is established that the District as a whole can not absorb the students in existing buildings.
- The governing bodies should cooperate with the School District in its decision to dispose of school sites within the District which are located in areas further from the urban area so that the lands may be utilized for their best use.

PARKS AND RECREATIONAL SERVICES

The Missoula urban area has much to offer in developed and undeveloped open space and recreational opportunities. Indeed, accessibility to outdoor recreational opportunities is part of Missoula's appeal to many residents and visitors. Other recreational activities also contribute to the overall quality of life in the urban area. Figure 5-8 depicts major recreation sites in the urban area.

The 1975 Policy Guide for Urban Growth did not include a specific discussion of open space and recreational services. Policies regarding park and open space development were discussed in relationship to other land use issues: protecting areas which are environmentally sensitive or of historic or cultural importance; providing an aesthetically pleasing urban environment; and ensuring accessibility to open areas and recreational activity throughout the community and for various population groups. The 1975 Plan also recommended that a detailed open space plan be generated, which was subsequently completed in 1976 with the *Missoula County Parks, Recreation and Open Space Plan*.

Parks and recreational opportunities add to the quality of urban life. Availability of high quality recreation, wildlife viewing, and hunting and fishing opportunities, along with scenic views from the urban area, are important tourist attractions. Recreation related expenditures by local residents also contribute to the economy.

The community has invested in planning for open space through development of an *Urban Area Open Space Plan* which is being implemented successfully through passage of a City Open Space Bond. In addition, the County adopted a *Missoula County Parks, Recreation and Conservation Plan*. Each of these plans should be consulted when it is necessary to determine the land use needs and plans for open space.

Specifically,

- Use the park and open space requirement in the subdivision process judiciously and creatively, to provide usable land for active recreation and to preserve land with other open space values.
- Preserve as open space land containing valuable resources or having environmental constraints for urban users.
- Through a comprehensive approach to recreation planning and development, consider the relationship between recreational and open space opportunities within and outside the urban area boundaries.

Proposal for Action:

- Encourage continued and expanded cooperation between the School Districts and the City and County or other entities to increase the opportunity for economical indoor recreational activity.

GUIDELINES FOR INTERPRETING THE LAND USE MAP

Parks and Open Space Designations

This designation is used for large, publicly-owned recreation areas such as Blue Mountain, the Pattee Canyon Recreation Area and the Rattlesnake Recreation Area, and areas where environmental constraints (such as slope, floodplain, wildlife habitat, etc.), or public values (such as open space, utility corridors, etc.), make development inadvisable. Private land encumbered by conservation easements are also included in this district.

The Parks and Open Space Designation recommends limiting development. Development of these areas should only be undertaken when the goals and policies of this Plan can still be achieved.

UTILITIES

Urban expansion necessitates the timely extension of utilities to serve newly developed areas. Within the Missoula urban area, some utilities are only available in certain geographic areas. This section summarizes the services available and describes any limitations on those services.

Electricity and Natural Gas

There are two electric providers in the urban area: the Montana Power Company (MPC) and the Missoula Electric Cooperative (MEC). While they have overlapping service in certain areas, MEC's service area can be generally described as the western area, from the airport out to the Wye and Evaro, and the area around Lolo. Montana Power serves portions of these areas and the urban core. Extension of service is governed by the Territorial Integrity Act. This Act determines which utility company shall provide service in each particular area. The Public Service Commission establishes rates and operating procedures. Where overlapping jurisdictions exist, service is usually provided by the closest utility company.

Natural gas service is provided only by Montana Power and is generally less available in the suburban area. The primary limitation on extension of either gas or electricity is that of cost to the developer and eventually the consumer. Ability to obtain the necessary easements is also a consideration.

Proposal for Action:

- Explore the implications of deregulation for the provision of natural gas and electricity.

Telephone Service

US West is the primary provider of telephone service in the urban area. Long distance service is available from a variety of sources. US West must provide service within its defined exchange boundaries at tariff rates set by the Public Service Commission.

Cable Television

Cable television service is available from three companies in the urban area: TCI Cablevision, Charter Communications and Fibervision. TCI is the major provider in the urban area, Charter Communications serves Grant Creek, East Missoula and Big Flat and Fibervision serves the Rattlesnake. The City negotiated a franchise agreement with TCI effective in 1988 obligating the company to provide service to new and existing developments under the conditions specified in the agreement and requiring underground installation of lines. The City also established similar agreements with Charter Communications and Fibervision, which has an annual contract. Pursuant to the cable television franchise agreements, Missoula Community Access Television, a cable channel which provides public access for the community, has a contract with the City.

Sewer Service

Where no community system exists, current Health Department Regulations limit subsurface disposal to 600 gallons of effluent per acre per day, or one single family dwelling. State subdivision rules provide for a maximum of one dwelling per acre if individual septic systems and wells are used. Increased density (up to two dwellings per acre) is possible with the provision of community water and/or sewer service. The City of Missoula is the primary provider of sewer service within the urban area. However, some private and county systems do exist, such as the El Mar Estates system, which is County-owned and operated. In the past ten years, several community systems were connected to the City's system, such as the Rattlesnake, serving Lincoln Hills and Brookside. Cold Springs, Bellevue, and Wapikiya areas also were connected to the City system between 1991 and 1993. Most recently, Linda Vista was connected to the municipal sewer service area in 1994. The area depicted in Figure 5-9 has been identified in the *Wastewater Facilities Plan***,** which was adopted in 1984, as the service area for the existing sewage treatment plant. That plan set forth a number of recommended improvements to the treatment facility itself to enable it to serve that area, all of which have been completed. Currently, city officials are working to update the *1984 Wastewater Facilities Plan*. This updated plan is expected to be completed in 1998.

The collection system needed to serve the service area has not yet been fully constructed. This has left several densely developed portions of the urban area without public sewer service including portions of the Rattlesnake Valley, and the area between Russell and Reserve, creating potential for groundwater pollution resulting from ineffective treatment by existing individual subsurface systems. The area between Russell and Reserve has been placed in a priority position for sewer funding and project construction is proposed to begin in 1998. The City is exploring other methods of facilitating sewer service in other areas within the treatment plant's service area.

Proposals for Action to implement the policies of providing sewer service to unsewered areas are:

- Adopt guidelines for the planned provision of service in the urban area.
- Make decisions for the extension of municipal sewer in conformance with the designated urban growth areas.
- Update the Wastewater Treatment Facility Service Area and the maps reflecting this area.

Water Supply

As noted above, community water systems also make it possible to increase residential density under Health Department regulations. The primary suppliers of domestic water in the urban area are Mountain Water Company and Valley West Water Company. Other smaller community systems exist as well. Approximate service area boundaries for the major providers are depicted in Figure 5-10.

Mountain Water and the smaller water companies have the capacity to serve additional areas. As in the case of other utilities, the decision to extend service is governed by economics, as greater density makes extension more cost effective for the utility and the customer.

Proposal for Action to implement the policies for the extension of water service is:

- Plan for extension of infrastructure by public and private entities should be coordinated to provide urban level of service within an area designated for urban development.

Solid Waste

The landfill operated by Browning Ferris Industries (BFI) has sufficient capacity for at least another 20 years at present volumes. With federal regulations geared toward large regional disposal sites, smaller landfills have ceased operation in the area. Missoula continues to receive solid waste from cities and communities in western Montana and eastern Idaho. The capacity for solid waste disposal has decreased substantially since adoption of the 1990 Plan. Recycling in Missoula has increased substantially since 1990, however with a growing population and decreasing landfill space, Missoula should actively consider development cost effective strategies to reduce the volume of garbage disposed.

BFI provides service throughout the study area and does not anticipate problems extending service to new development provided there is adequate access.

Proposals for Action to implement the policies for the provisions of solid waste disposal services are:

- Develop a comprehensive recycling plan and funding mechanism which will reduce the demand for waste disposal and increase the recycling of our resources.
- Formulate a solid waste management plan that includes source reduction options and consideration of a regional approach.
- Review the capacity of the current land-fill to accommodate solid waste beyond 2015.

CHAPTER 6
SHAPING URBAN GROWTH

CHAPTER 6: SHAPING URBAN GROWTH

Introduction

For most of its history, Missoula's growth occurred in compact patterns of development close to social, educational, and commercial services, in a patchwork of inter-connected workplaces, neighborhoods and transportation systems. In recent decades, Missoula has experienced a different pattern of growth characterized by development that is less dense and more widely dispersed over a large geographic area.

As population in the valley continues to grow, this pattern of development, if it prevails, will become increasingly expensive. The pattern consumes large amounts of land, requires broad, less efficient coverage for fire and police protection, and relies on longer stretches of roads and other capital infrastructure which are expensive to build and maintain. Environmental costs also are incurred. The 1994 Cumulative Effects/Carrying Capacity Study and *1997 Missoula Wastewater Treatment Facility Plan* indicate that untreated wastewater from septic systems constitutes a major source of pollution to the Clark Fork and Bitterroot Rivers and pose a threat to the aquifer. Research done in conjunction with preparation of the Transportation Plan of 1996 indicate that increases in vehicle miles traveled over longer distances to get to work, go to school, shop or recreate contribute to a degradation of air quality and increased congestion. Other significant social and financial costs are incurred when low density, poorly planned areas become more urbanized and require expensive, disruptive retrofitting of capital facilities such as sidewalks, improved streets, and sanitary sewer systems.

Three principles of urban development that apply to the urban growth area are:

1. To encourage development to locate in areas where facilities are available and where the public costs of providing needed facilities and public services are lowest.
2. To encourage development to fully address the impacts associated with the development.
3. To ensure that the impacts associated with development are fully addressed and that the costs of mitigating those impacts are fairly distributed.

Urban Growth Area

To accomplish the first goal, a planning tool is necessary which identifies areas that are appropriate for the location of urban types of development. Appropriate areas include lands adjacent to urban development where urban services are already available and where the least public cost for public services is incurred. Appropriate areas also include lands which accommodate infill development, such as scattered vacant lots, sites needing redevelopment, or sites in already developed areas which would benefit from new land divisions.

Identification of an urban growth area is useful for planning purposes. It helps guide community decision making about how to best prepare for the future through planned maintenance and extension of capital infrastructure, including sanitary sewer, streets, and fire stations. It also encourages development closer to services thereby reducing infrastructure and service costs, encouraging efficient uses of land resources, and improving air and water quality. Identification of an urban growth area is a positive response to extensive community input received through a

number of community planning processes, including Vision 2020, Citizen Stakeholders' Scenarios Planning, the Growth Management Task Force, and recent adoption of neighborhood plans.

Some of the principles or objectives put forward in these processes which are advanced by the identification of urban growth areas include:

1. The desire to maintain the character of each neighborhood as development occurs.
2. Acknowledgment that major natural or geographic features influence development patterns and define edges to the urban community, such as steep hillsides, rivers, and dedicated open spaces.
3. The expectation that urban communities should be provided cost effective urban services such as sewer, police and fire protection, libraries, cultural activities, active recreation and schools.
4. The priority of publicly and privately financed capital improvements to facilitate the extension of urban services to urban areas not currently served.
5. The desire to manage growth in a proactive, rather than reactive, way.

Generally, areas appropriate for urban growth are defined by the availability or planned extension of urban services including public safety, cultural, social, health, and transportation services. Some community services are provided by private enterprise. Domestic water is provided primarily by Mountain Water Company and solid waste disposal services are provided by Browning Ferris, Inc. School Districts are treated as separate governmental entities. The location and availability of these services are important factors in determining areas appropriate for urban growth.

Two of the most important basic services upon which urban development—as distinct from rural development—depends include public wastewater treatment facilities and public transit. In the Lolo region, the RSID 901 Sewer and Water District enables urban levels of development and defines an urban growth area. The boundary of the Missoula Urban Transportation District defines the availability of public transportation, though core areas receive greater service than outlying areas. The twenty-year service boundary of the Missoula Wastewater Treatment Facility is defined in a publicly adopted plan and is based upon design capacity for projected population growth and topography. Because development cannot occur at urban densities without sanitary sewer facilities, any wastewater treatment facility service area adopted by the City or County will coincide with an urban growth area. In areas not served by public wastewater treatment facilities, urban density growth should only be permitted if served by an appropriate level of services and infrastructure including a public or private community wastewater system approved by the Missoula City-County Health Department.

The *1990 Urban Area Comprehensive Plan* identified an Urban Service Area in which public services were to be available to support residential development. The 1998 Update expands upon that concept by characterizing as appropriate for urban development those lands for which public services including wastewater treatment, delivered at urban intensities, will be available over the next twenty to fifty years. Areas where urban services are provided or planned should be encouraged to develop in an urban fashion and comprise, collectively, an "urban growth area." Within the urban growth area, residential, commercial, public, and other forms of development should be encouraged at urban densities. Conversely, low density development within this area should be discouraged unless it: (a) is the result of accommodating environmental limitations; (b)

is designed for future re-subdivision; or (c) is a result of comprehensive neighborhood planning conducted within the framework of community goals and policies.

Outside of the urban growth area, development patterns should be encouraged which can be sustained by rural levels of public infrastructure and services.

An urban growth area can be a successful planning tool if it includes adequate land area for anticipated urban development. The *1996 Urban Area Transportation Plan Update* estimated that the average annual growth rate in the entire County would continue at about 2%, resulting in the need for approximately 10,000 new dwelling units by the year 2015. The 1990 Designated Urban Service Area contained approximately 14,000 acres, much of which has not yet been developed. The urban growth area described in this Update would add approximately 13,000 more acres to that designation, resulting in an overall area of approximately 27,000 acres which would be planned for urban levels of development. This area is large enough to provide a sufficient number of development choices and opportunities to support anticipated growth through the next twenty years while maintaining an inventory of land available for future development.

Development Constraints and Incentives Within the Urban Growth Area

New development creates a demand for new facilities and services and increases the public cost of providing those services. The demand for services is immediate while revenue from tax assessment is delayed, sometimes as long as eighteen months. It is especially difficult and expensive to provide essential services to large-lot, widely-spread development. Identification of urban growth areas is the first step in implementing strategies to encourage development close services; make efficient use of land; and ensure that new development pays an equitable share of the public costs incurred for the delivery of services and extension of infrastructure.

Development occurs in phases and at paces determined almost entirely by the private sector. Levels or intensities of development will be constrained in certain areas, however, depending upon whether lands are: (a) suitable for immediate urban development due to their proximity to existing neighborhoods and the presence of urban services and infrastructure; (b) suitable for urbanization over a longer term pending continued urban growth and the extension of adequate services and infrastructure; or (c) unsuitable for urban development due to topographical or other biophysical constraints.

Primary urban growth areas. Areas are generally considered appropriate for immediate development if they are surrounded by, or contiguous to, existing urban development and served by existing urban services including sanitary sewer infrastructure. Also fitting this category are lands where the extension of sanitary sewer is planned, as reflected in the Capital Improvement Projects (CIP) 1-5 year budget which is adopted annually following a process of public involvement and hearings. Areas for immediate development should be logical extensions of existing neighborhoods, or established in such a way as to connect well with surrounding neighborhoods through transportation and utility linkages and compatible design elements.

Quality development is a priority for areas appropriate for immediate growth because their proximity to existing infrastructure can result in lower public cost and less negative impacts to the community. Lower costs due to the availability of infrastructure provide some market incentives for development in this area. The community also should actively encourage growth

in areas by providing the highest priority for infrastructure in City and County CIP's. Development proposals which meet the land use designation of this plan should generally be approved. Impact fees, community impact statements and regulatory incentives such as density bonuses and zoning flexibility should be implemented in ways that recognize the minimal cost and added benefit to the community of development located in these areas. Regulatory incentives also should be implemented such as density bonuses, increased flexibility in zoning codes, and other tools.

Secondary urban growth areas. Urban growth areas which are suitable for urban development over a longer term include those lands which are currently lacking in one or more of the major elements of infrastructure, such as access to an arterial road or to sanitary sewer, but which are located within the twenty-year Wastewater Treatment Facility Service Area. These areas generally are not contiguous to existing urban development and have neither been identified as appropriate for immediate development nor as unsuitable for development due to topographical or other constraint. Development approval should be conditioned upon the ability of the developer to provide or pay for necessary on-site and off-site improvements and infrastructure. Infrastructure extensions should be sized to accommodate demands of anticipated growth. Low density development should be designed to allow for urban levels of development in the future.

Areas unsuitable for urban growth. Certain lands within the urban growth area may be unsuitable for urban development due to natural or biophysical features which are not easily conducive to development, such as wetlands, areas of riparian resource, natural drainage ways, floodplains, steep hillsides, and habitat or travel corridors for species of special concern. Although they may be surrounded by urban development and well within the Wastewater Treatment Facility Service Area, development of sensitive lands within this designation should be actively discouraged. If necessary, the community should incur additional expense to ensure that infrastructure remains out of these sensitive areas, further discouraging development. Any development should be low intensity, should require minimal infrastructure, and should be designed to have the least impact on those sensitive lands or resources.

Adequate Public Facilities

Adequate public facilities standards should apply to each level of development review. Consideration of a zoning request should establish whether major public facilities exist in the area or are scheduled for construction in the next five years, as reflected in the City or County Capital Improvement Projects (CIP) plans. In subdivision review, the availability of public facilities should be addressed during the pre-application phase.

To ensure that property is developed at urban levels only when appropriate urban services are available, the governing body should first determine whether adequate public facilities will be provided to the development before it is occupied. Level of service standards enable the governing bodies to determine whether adequate services have been provided. Determining an appropriate level of service is a policy decision.

Adequate water, wastewater, stormwater, and roadway infrastructure means that those utilities must be designed in accordance with overall community infrastructure plans so that they will function according to the plans in the long term. It also means that they will meet all community design, materials and construction standards.

Approval of urban levels of development should be conditioned upon the following:

1. Water supply. The development shall have available an adequate public water supply for consumption and for other indoor and outside uses. The development also shall have adequate water pressure storage and fire flow to meet established standards for fire protection.
2. Wastewater. The development shall be capable of connecting to approved sewer or to the nearest available approved wastewater treatment facility with adequate capacity to handle the type and volume of flow from the proposed occupancy. Sanitary sewers should be available and sewage treatment should remain within the capacity of the facility.
3. Stormwater. The proposed system, both on and off-site, should be adequate to carry projected peak flows in a design storm without causing damage to neighboring or downstream public or private property. Stormwater run-off should not increase in volume or intensity, nor decrease in quality, as a result of development.
4. Roads. The road system within the development shall connect to segments of the community's public road system having adequate capacity to handle Emergency Services and the projected traffic flow, both on an average basis and at peak hours. The transportation system also shall be capable of connecting to a pedestrian system of sidewalks, walkways and trails, to a system of bike lanes and trails and to public transportation. Generally, the level of service for roadway intersections should be "C" as defined in the Transportation Plan.
5. Schools. Schools within the area proposed for development should have adequate capacity to absorb projected enrollment. Capacity should be based upon the enrollment of all schools within the entire district and should include full utilization of all existing schools.
6. Other services. Other public services affected by the proposed development should be adequate to serve the area at substantially the same level of service available to other parts of the urban area. Those services and their adequacy should be measured according to established City or County policy.

Review and Revision of Capital Improvement Programs

Areas generally considered appropriate for immediate development are defined, in part, by the availability of sanitary sewer infrastructure or the planned extension of sanitary sewer, as reflected in adopted 1-5 year Capital Improvement Program (CIP) plans and budgets. The City and County Capital Improvement Programs are five-year planning documents designed to guide decisions concerning capital expenditures. The first year of a CIP is intended to accurately reflect that year's anticipated appropriations of public funds for major capital projects. The subsequent four years represent an anticipated capital need during the period. The CIP's must be reviewed and revised each year in order to add new projects and revise priorities.

Determining major capital needs and establishing a financial program beyond an annual budget encourages local government to examine long-range needs and allows the City and County to develop coherent fiscal policies. Some of the main goals for a Capital Improvement Program include broadening public participation in the budget process; linking capital budgets with strategic plans, adopted policies and comprehensive land-use, transportation and other plans; and increasing coordination between departments, agencies, and other political jurisdictions.

The process of establishing a Capital Improvement Program begins with annual submission of project proposals from units of local government and from external organizations, citizen groups

and individual citizens. Projects are reviewed administratively and rated against criteria which include compliance with adopted strategic plans, comprehensive plans and amendments, and other plans, studies or adopted policies to determine if the projects meet community goals. When considering proposals, reviewers will meet with submitters to ensure that information is complete and that the rating system is equitably applied. To ensure coordination among agencies and jurisdictions, the City distributes a list of all projects under consideration to the County, utility companies, the University of Montana, the School Districts, the Neighborhood Network and Councils, the Chamber of Commerce, and other community organizations for comment. The City and County gather additional comments and testimony from the community through a public hearing process prior to adoption of a CIP.

Review and Revision of the Planning Tool: Urban Growth Area

This planning tool should be reviewed periodically and evaluated for its effectiveness. Measures of effectiveness should be based, in part, on the tool's contribution to the goals and objectives reflected in this Update. Specific considerations should include:

1. Demonstrated need to accommodate long term urban population growth with population projections over 10 and 20 year periods.
2. Balancing the need for housing, employment opportunities, livability and, where appropriate, commercial and industrial uses.
3. Orderly and economic provision of public facilities, transportation systems, and other services.
4. Environmental, energy, economic and social consequences of growth patterns.
5. Quality assessments and distribution patterns of parks, recreational opportunities, and open spaces throughout the urban area.
6. Compatibility of urban uses with on-going agricultural activities.
7. Need for existing and new neighborhoods to accommodate additional projected populations.
8. Overall compatibility with community goals and objectives as reflected in this *Missoula Urban Area Comprehensive Plan Update.*

Effectiveness of the tool also should be measured in terms of the capacity of the urban growth area to accommodate projected growth and development needs. To accomplish this evaluation, it should be determined what is available now to serve existing needs, and what land resources are needed to meet future needs. Local government should give one of its offices the responsibility and resources necessary for acquiring and maintaining an inventory of current land uses for evaluative purposes. Such an inventory should include identification of public buildings and facilities, historic sites, developed areas, areas underdeveloped (developed at half the capacity of current zoning or less), areas where development is constrained due to restrictive covenants or biophysical limitations, areas approved or suitable for development, and agricultural and conservation lands.

Undeveloped areas in either private or public ownership should be mapped. Areas of riparian resource, timbered areas, waterways, streams, lakes and rivers, and habitat for species of special concern should be identified.

Population and building construction trends need to be examined to project future needs and to determine the capacity of existing developable land. Further, the impact of the fluctuating population of students at the University of Montana should be examined to determine the need

for public facilities during those periods when the population of Missoula peaks, during the fall, winter and spring months. The projections for infill and development should reflect the actual pattern of development in the urban area, taking into consideration neighborhood plans. Once the inventory of developable land is determined, the governing bodies should gauge the need for recreational, commercial, conservation, industrial and residential uses. Housing needs should be analyzed at particular price ranges, rent levels, and variety of housing types.

The need for or availability of urban services is subject to change, as reflected in part by the changing boundaries of the Wastewater Treatment Facility, Urban Transportation District, Water Quality District, and Air Stagnation Zone. Growth rates, market forces, and cultural preferences also are subject to change. The urban growth area tool should be reviewed by the Missoula Consolidated Planning Board every five years. The Planning Board may recommend changes to the governing bodies, as appropriate, based upon findings of the review described above and consideration of the principles and objectives enumerated in the Introduction of this chapter. Analysis also may include information contained in special reports and studies such as Missoula Measures and the Cumulative Effects/Carrying Capacity Study, and other criteria and information as may be developed by the Planning Board or the governing bodies.

The following policies provide guidance in allocating and developing land for residential use:

- Preserve and enhance the diversity, integrity, and unique values of neighborhoods, communities, and rural areas.
- Recognize that there may be social as well as physical limitations to the ability of an area to accommodate growth.

Specifically,

- Encourage development at appropriate densities within the urban growth area.
- Encourage the design of low density development within or adjacent to the urban growth area in such a way as to accommodate potential re-subdivision and in-fill.
- Provide design standards and flexibility in land use regulations to enhance opportunities for developing a variety of housing and other types of development to meet community needs.

Proposals for Action:

- Develop an inter-local agreement between City and County governments for the joint approval of wastewater facility plans and areas.
- Adopt concurrency and adequate public facilities requirements.
- Provide regulatory incentives and design standards to encourage well designed residential, commercial, public, and open space development at urban densities in areas appropriate for immediate development (where urban infrastructure and services currently are available or will be extended, per publicly adopted budgets, in the next 1-5 years).
- Develop and maintain an inventory of developed, undeveloped, under-developed, and agricultural or conservation lands.
- Require that completed applications for preliminary plat review include detailed calculations of capacities of relevant infrastructure and the related demand for all public facilities. In

addition, proposals should estimate the amount of infrastructure necessary to place in reserve for the proposed development, and provide a timeline for the extension or development of the required infrastructure. (This assures that infrastructure planning will reflect approved developments, and causes developments which do not use the reserved capacity within a specified period of time to lose that reservation, making the reserved capacity available for reallocation to other projects.)

- Develop regulatory tools which encourage new development to fully address public costs and impacts associated with growth. Density bonuses, mitigation measures, and impact fees are appropriate tools.
- Define and adopt level-of-service standards for facilities and services which should be available for urban development or rural development. Services should include the following:
    - (a) Police and fire protection
    - (b) Sanitary facilities, sewage and solid waste disposal
    - (c) Storm drainage facilities
    - (d) Health services
    - (e) Recreation facilities, parks and open space
    - (f) Energy and communication services
    - (g) Community government services
    - (h) Public schools and libraries
    - (i) Transportation
    - (j) Water supply
    - (k) Air quality
- Develop additional information upon which to base the imposition of impact fees and exactions.
- Investigate the development of Community Impact Statements.

GUIDELINES FOR INTERPRETING THE LAND USE MAP

Urban Growth Area

An urban growth area has been designated comprising the area in which high density residential, commercial and industrial development is encouraged to locate. This area is generally considered to be appropriate for all urban-density residential development when there are no environmental constraints and where the public services necessary to support high density uses (most notably public transportation and public sewer) are present. Should adjacent areas prove to have access to these services, the boundary can be readjusted. It should be periodically reviewed. All neighborhood plans completed within this area should provide for multi-family development at levels determined appropriate through the planning process. The neighborhood planning process should also determine the location suitability of neighborhood commercial development.

The urban growth area is defined generally by the availability of water and sewer to serve urban levels of development.

CHAPTER 7
COMMERCIAL AND INDUSTRIAL LAND USE

CHAPTER 7: COMMERCIAL AND INDUSTRIAL LAND USE

Introduction

Analysis of established patterns of land use is important for planning future community development. It reflects past public needs and represents a community investment in infrastructure. It also serves as a means by which the community can judge past land use policies and practices.

This chapter will review the existing commercial and industrial land use pattern, assess how closely it adhered to the 1975 Plan's recommendations, and propose policies to guide future development. The land use map allocates land for all uses. The overall policy regarding commercial and industrial land use is to provide the necessary land use elements for successful commercial and industrial development in a way that is harmonious with other adopted community goals and quality of life concerns.

Commercial Land Use

The 1975 Plan sought to address fragmented and strip commercial development by recommending the restriction of commercial development to two or three major centers, providing the necessary services to support those centers, discouraging urban sprawl elsewhere, encouraging an attractive shopping environment within those designated areas, rehabilitating existing buildings, locating convenience retail shopping near residential areas, and relocating nonconforming businesses.

The Plan recognized three types of commercial land use districts: the Central Business District as the primary commercial, cultural and high density residential area; general commercial districts delivering a wide variety of goods and services to a community-wide market; and neighborhood commercial districts supplying convenience retail goods and services to surrounding residential areas. In addition, two sites were identified as possible regional shopping centers, and it was recommended that only one be developed. One site developed as Southgate Mall, and the alternative was the area off of Reserve Street near Mullan Road. This area has developed with large retail stores and a shopping center.

Zoning has primarily taken place in response to individual requests and market demand, resulting in the fragmentation which the 1975 Plan sought to avoid. The focus of commercial activity continues to be upon major transportation routes rather than two or three primary centers. While commercial uses require safe and convenient access and visibility for customers and deliveries, developing the frontage of every arterial can result in dependence upon the automobile and a resulting deterioration of the physical environment and air quality; increased service costs for local government; and adverse impact on adjacent residential property.

The broad policies proposed with the 1975 Plan are sound. The problem in implementing them was their-general nature and the lack of alternatives to meet the needs of commercial uses.

GUIDELINES FOR INTERPRETING THE LAND USE MAP

Commercial Designations

Additional commercial designations have been recommended with this Update. Certain uses may work in more than one area, though greater performance standards may be necessary to limit impacts. Before the individual areas are discussed, some general observations should be made. Many of these areas follow major streets, creating linear or "strip commercial" development which the 1975 Plan sought to avoid. Many of the impacts of strip commercial areas can be mitigated through design — limited access, setbacks, landscaping, providing for pedestrian/bicycle and public transportation as an alternative, and other design controls. Construction of shopping centers or office complexes is preferred over development of individual sites. It should also be kept in mind that these commercial areas may be located at the entrances to the community, and designed accordingly.

General Commercial District

The "general commercial" designation recommends several types of commercial activity with different infrastructure needs and impacts. For example, they include general retail and service establishments which supply goods to the entire community and attract many people for short visits. And there are establishments providing goods and services to particular neighborhoods, but which might require a large land area. An attempt to keep these types of land uses separate has not been successful.

Development envisioned by the Plan should be reflected in the zoning performance standards. Establishing a relationship between what the standards require and the development that the community desires would result in a less protracted review process with a more predictable outcome and development that meets certain standards.

Another contributing factor to strip commercial growth is the lack of adequate alternatives for land use along major streets. The 1975 Plan's recommended alternative was designating the frontage along collectors for multi-family use. However, other alternatives exist. Single family uses, designed with interior streets so that homes do not front onto busy streets, are appropriate along collectors and arterials. Also, the development of small commercial and retail centers, clustered and with mixed uses can be located on an arterial to serve the adjoining residential neighborhood.

In less developed, outlying areas, the 1975 Plan generally recommended low density residential development or open space uses instead of commercial development along arterials. In recent years the County has adopted standards for setbacks and landscaping along selected corridors, mostly in gateway areas. The County also adopted regulations restricting the size and location of billboards in unzoned lands in the County. The City adopted a special zoning district along North Reserve Street and upon annexation, adopted the Special District #2 standards, which rewards preservation of the residential neighborhood character.

The 1975 Plan recommended two other commercial districts to encourage a more concentrated commercial land use pattern. The recommended Central Business District has developed in its role as an area of intensely developed mixed uses. The neighborhood commercial concept that was recommended has not been as successfully implemented.

GUIDELINES FOR INTERPRETING THE LAND USE MAP

A **highway-oriented/heavy commercial** designation has been recommended to accommodate those uses which have unique land use needs and impacts. It is intended to encompass uses with large land requirements; uses which involve outdoor storage of merchandise or materials; uses which are automobile or heavy equipment related; uses which provide support services to business or industry; and uses which support highway travel such as motels, truck stops, or shipping/warehouse facilities. Where the use is particularly intense, performance standards should be applied. Though many of these areas are located in fringe areas, some land more centrally located has also been allocated for convenient access.

Community commercial is intended to encompass those retail goods and services, financial institutions, business and professional offices and personal services which are routinely used by residents. These areas need to be located for convenient access.

Neighborhood Commercial

The 1975 Plan recommended convenience retail uses located to meet the demands of anticipated residential growth in outlying areas. Large residential developments were proposed within the suburban area and would function as independent neighborhoods. Neighborhood commercial centers were recommended for fulfilling the need for readily accessible retail goods and services to support a geographic area and a community goal of concentrating commercial activity. The 1975 Plan recommended locating neighborhood commercial where services are currently available and site development is compatible with the surrounding environment.

The concept of neighborhood commercial centers remains valid. However, area residents balance the convenience of the closely located services with a desire to preserve the residential character of neighborhoods. The community benefits from the reduction of motorized travel, as measured by vehicle miles traveled, which generally occurs from locating commercial sites within residential neighborhoods. Determining if a proposed neighborhood commercial center satisfies community goals requires an analysis of potential impacts, traffic patterns, existing commercial sites and location of employment centers. The proposed development is appropriate if the design, as described in the adopted neighborhood plan, mitigates the identified impact of the commercial use in a residential environment.

GUIDELINES FOR INTERPRETING THE LAND USE MAP

Finally, **neighborhood commercial** areas should continue to be recognized. This should be accomplished through the neighborhood planning process. Rather than allocating individual sites for neighborhood commercial development within the Urban Plan update, several general locational criteria are proposed here. It may be desirable to further define these with specific design standards through the neighborhood planning process or the zoning process.

- Sites should be allocated cautiously; where community commercial districts or existing neighborhood centers provide convenience needs, no additional sites should be approved.
- Uses should be oriented toward serving the needs of that residential area, rather than targeting a community-wide market.
- Sites should be designed to accommodate all of the convenience needs of a residential area in a single complex, in accordance with the community goal of preventing strip commercial growth through neighborhood convenience centers.
- Sites should contain and mitigate all impacts.

City Center District

The Central Business District (CBD) concept has been successfully implemented. The 1975 Plan recommended the CBD as an area of mixed uses — office, retail, hotel/motel, financial, entertainment and high density residential. Office uses, retail and other establishments provide the mix of uses that contribute to the vitality of the downtown.

The CBD is an example of what can be accomplished by concentrated community effort in cooperation with private individuals. Future land use policy should preserve and enhance the progress which has been made.

To encourage a continued commitment to renovation of Missoula's urban core, it is recommended that the "City Center" district follow the Missoula Redevelopment District, which is comprised of six distinct subdistricts:

1. CBD/Downtown -- the central business core of Missoula bounded generally by the railroad tracks to the north, the Clark Fork River to the south, Orange Street to the west, and Washington and Clay streets to the east;
2. Westside District - - including the land between Orange Street, the Bitterroot spur line, the Clark Fork River, and Toole Avenue;
3. East Pine Street District - - bounded by East Broadway, Washington, Alder, and Madison streets;
4. Kiwanis District - - bounded by East Broadway to the north, Madison to the east, the Clark Fork River to the south, and Washington and Clay streets to the west;
5. Southside District - - including the river front on the south bank of the Clark Fork from Madison Street to the Bitterroot spur line and the commercial area south of the Clark Fork River bounded generally by Gerald, Myrtle, and Brooks;
6. Urban Renewal District - - north and south of the Clark Fork River including the river corridor, Toole/Broadway area, industrial lands in the County jurisdiction, Russell/South Ave. corridor, and Third Street area.

These six subdistricts share a common identity as the City Center, but each has distinct and unique planning problems.

GUIDELINES FOR INTERPRETING THE LAND USE MAP

A new "**City Center Designation**" is recommended. It follows the boundary of the Missoula Redevelopment District and encourages redevelopment. Because this area encompasses more than traditional storefront uses associated with downtown, it is further proposed that five districts within the City Center be designated as described in Chapter 6 under "Commercial Land Use" to address specific development problems and to maintain the unique values of each of the areas within the City Center District. The Southside District encompasses the riverfront and the commercial businesses along Higgins. With additional improvements planned along the south riverfront, increased circulation across the river should occur, strengthening the link to the downtown. Residents and business owners are currently working on implementation for the adopted neighborhood plan for this district. The Westside District would encompass the area west of Orange Street to the railroad bridge, including the hospital/medical center complex and the older residential homes, many of which are being converted to office use. The Kiwanis Park and Pine Street Districts should remain residential areas, both at lesser densities than is traditionally associated with CBD residential use. This permanent residential population is important to the continued vitality of Missoula's downtown.

River Corridor — Russell to Reserve Street

Another specific area of concern is the narrow strip of land between Mullan Road and the Clark Fork River, bounded on the west by Reserve Street and on the east by Russell. This land has historically supported a mix of uses -- single family residential, general commercial, and industrial. The *1975 Urban Comprehensive Plan* designated the western-most portion of this land (the current Daily's Meat Co. site) as "high density multifamily residential," the narrow center section as "parks and open space," and the eastern end as a mix of "high density multifamily residential" and "general commercial." The current zoning on this property is "heavy industrial" on the west end, "light industrial" in the center, and commercial on the east end. In addition, the land area is narrow and has experienced under-cutting by high flows of the Clark Fork River.

This update of the Urban Comprehensive Plan designates all of this area located outside of the 100-year floodplain as "community commercial." The intent of this designation is not to discourage the continuance of the area's current uses, such as the meat processing plant, as currently allowed by the adopted zoning. The "community commercial" designation recognizes that the river corridor is an important community resource and that efforts should be taken to ensure that the Clark Fork River and adjacent land uses are mutually supportive. Development should be consistent with the Missoula community's efforts to reclaim the river corridor. While the high density residential, open space, and commercial designations of the 1975 Comprehensive Plan were intended to address this objective, changing this designation to community commercial provides greater development options which protect the integrity of the river and its corridor.

GUIDELINES FOR INTERPRETING THE LAND USE MAP

A **mixed use area** is proposed for areas which may sustain a variety of uses, but where performance standards are implemented. These uses include offices, residential, or small scale commercial and retail uses developed within a complex with other uses.

Performance Standards

Regulating the "floor-to-area" ratio (FAR) in development design provides one tool by which to evaluate projects in commercial and industrial districts. It established a ratio between the building floor area and the total square footage of the lot, providing private open space on each lot. The FAR varies in each zoning district and is an effective tool in a performance-based zoning system. Other tools should also be explored for inclusion in the zoning regulations.

Industrial Land Use

The 1975 Plan set aside substantial land for industrial development for which there has been little demand since then. A 1987 inventory of vacant industrial-zoned land within the City revealed a substantial number of vacant parcels with services available.

Highway 10 from Reserve Street to the Wye includes examples of both clustered and random industrial development. The Missoula Development Park was recently approved, creating lots for light industry, commercial, and research and development. Other development park proposals from that area of Missoula are proposed. It is unlikely that the Missoula environment can sustain heavy industrial development so the current development and land use designations meet the needs of the community.

Given the forecast for little economic growth over the decade from 1975-1985, the 1975 Plan contains much more land than has been needed for industrial growth. Some of this land does not have adequate access or other services available at this time, such as that designated for light industrial use south of the airport.

GUIDELINES FOR INTERPRETING THE LAND USE MAP

Industrial Designations

Less land is recommended for industrial use than was proposed with the 1975 Plan, to encourage clustered development within existing industrial parks or areas where services are available. At some time, land such as the south of the airport may be appropriate for industrial use, but extensive demand is not anticipated within the life of this Plan.

The primary areas recommended for **light industrial** development are designated on the land use map. These areas may successfully mix other uses such as heavy commercial, given implementation of appropriate design standards.

The primary area recommended for **heavy industrial** use is also designated on the land use map. Again, these areas should be adequately screened and landscaped where they are visible at the entrances to Missoula.

Missoula Airport Planning Area

The area surrounding the airport was designated as industrial in the *1975 Urban Comprehensive Plan*. This update Plan makes no land use recommendations for this area, designated as the Missoula Airport Planning Area on the Land Use Map. The airport authority has addressed appropriate land use within the airport itself. The area outside of the airport use is currently being planned in the Wye/Mullan Road planning process and will be evaluated in terms of compatible uses within the greater neighborhood area.

Research and Development Land Use

The 1975 Plan designated research parks as light industrial uses. However, research facilities in an industrial park have more in common with University or office structures than they do with a manufacturing facility. Research and development facilities do not have the same impacts and infrastructure needs as most light industrial uses. Uses that locate in high technology parks are distinguishable from general commercial and industrial uses. High-tech firms seek a campus-like atmosphere and standards of development that carefully control the types of uses and quality of improvements allowed. The current methods for addressing the zoning needs of such a development in either the City or the County currently is through a PUD or by creation of a special district. As the City and the County update their land use regulations, design standards for a "research and development park" zoning district should be developed.

Smaller, single-use Research & Development projects may not require a separate zoning district. It is recommended that this use be permitted as a conditional use within certain commercial zones. The single major site that has been identified and designated for Research & Development type uses is the Development Park adjacent to the airport.

The policy that will provide guidance to the Missoula community in developing a clear pattern of commercial and industrial land uses is to allocate sufficient land for all industrial uses in an amount which realistically anticipates market demands and provides the necessary services to support their development.

Specifically,

- Maintain and expand the redevelopment of the City Center through continued public/private partnership.
- Support development of neighborhood commercial centers which satisfy community-wide goals and are designed to mitigate negative impacts on residential neighborhoods.
- Improve the appearance and functioning of existing commercial strips within and leading to the community.
- Allocate land for commercial use which distinguishes between diverse land use needs and impacts and create appropriate performance standards which recognize the varying intensity of the use and ensure compatibility among uses.
- Create smooth transitions from commercial to non-commercial uses.
- Encourage location of new projects within existing industrial parks and areas already developed for industrial use.
- Continue to encourage the relocation of legal non-conforming commercial and industrial uses to appropriately designated areas.
- Further designations of industrial land-use areas should be limited until such time as existing areas are approaching capacity.

Proposals for Action:

- Propose design standards to achieve the goal of creating thriving commercial districts which are characterized by convenience, are attractive in appearance, are compatible with adjacent land uses, and in which the mixture of individual uses complement one another.
- Segregate disparate commercial uses through the planning and zoning process.
- Revise zoning standards for commercial development to make them performance-based, including a floor-to-area ratio.
- Define limits of commercial strips and revise standards for development.
- Establish special performance standards for commercial strips within and leading to the community.
- Establish a process for reviewing neighborhood commercial proposals in which community input is an integral part.
- In cooperation with the appropriate agencies, update and make available the inventory of vacant commercial and industrial land.
- Revise the zoning regulations which segregate industrial uses and update performance standards, establish floor-to-area ratios appropriate to industrial and research & development uses.
- Amend the zoning regulations to create a research and development zoning district;
- Develop performance standards and regulatory incentives for professional, commercial and industrial land uses that provide the best “fit” for economic forces within the urban growth area, and conserve the natural and cultural resources of the community.
- Develop minimum and maximum parking standards that are flexible and that encourage the most appropriate land uses, as well as transportation alternatives and shared parking facilities.

CHAPTER 8
RESIDENTIAL LAND USE

CHAPTER 8: RESIDENTIAL LAND USE

Introduction

Recommending adequate and diverse land for residential use is a vital function of a comprehensive plan for an urban area. Demand for residential land use reflects social and economic changes, and the varying lifestyles held by members of the community. Yet all have one element in common — the desire for a quality living environment. As a general goal, providing a quality living environment in a variety of residential settings should serve as the basis for residential land use policy.

No single form or structure can define Missoula. The diversity of Missoula creates a community combining the best of small town and big city life and avoiding the worst of each. Our social structure and physical character are distinctive at the neighborhood level, at the small community level, in the larger urban community of Missoula, and in rural areas of Missoula County. Preservation of the diversity, integrity, and unique values of our neighborhoods, communities, and rural areas is one of the most important goals for well-managed growth. The protection and promotion of health for all Missoula citizens is fundamental to this goal.

The 1975 Plan anticipated future demand for a variety of housing types, from high density multi-family to very low density single family uses. It sought to satisfy these varied demands in a way which minimized public expenditures and maximized land values. High density development was recommended in close proximity to employment centers and urban services. To conserve natural resources, new residential development was encouraged to take place adjacent to existing development in areas with the least environmental constraints. This reflects sound general policy. Nonetheless, two issues bear further examination with this Update — location for higher density housing and the proliferation of low density, single family residential development in fringe areas.

Multi-Family Housing Policy

Locating multi-family housing generates objections from area residents to both the nature of the use and the impacts. The following reviews the 1975 Plan's approach to multi-family housing, the existing land use pattern which has resulted, and the assessment of additional guidelines for multi-family use.

Community discussions have focused upon the challenge of locating multi-family housing throughout the urban area. The 1975 Plan's philosophy did not assume an equal distribution. Rather, in keeping with the overall residential land use policy cited above, several criteria for allocating land for multi-family use were specified: accessibility to services, the physical capacity of the land to withstand development at greater densities, and the suitability of an area for redevelopment. The 1975 Plan recommended that multi-family housing be concentrated in the downtown, the North and Westside neighborhoods, the area between Mount and the Clark Fork river east of Kemp, the Carline Addition south of South Avenue and the Russell School area.

Relying upon 1980 and 1990 census data, the actual dispersion of multi-family housing has been estimated for the thirteen census tracts which make up the most densely populated portion of the

urban area. When these areas were combined for an urban average in both 1980 and 1990, single family (SF) housing comprised 57% of the total housing units, duplexes (DU) 9%, multi-family (MF) units 23%, and mobile homes (MH) 11%. Tract totals are listed below:

CENSUS TRACTS/ NEIGHBORHOOD		1980 Percentages				1990 Percentages			
		SF	**DU**	**MF**	**MH**	**SF**	**DU**	**MF**	**MH**
Tract 1	Rattlesnake/North Hills	73	14	12	1	81	10	9	0
Tract 2.01	Northside/Westside Grant Creek	43	13	18	26	56	11	24	8
Tract 2.02	Airport/Wye-Mullan Road	32	1	1	66	34	1	0	65
Tract 3	City Center	17	10	73	--	16	8	76	.5
Tract 4	East Missoula Mount Sentinel	58	2	9	31	60	1	14	24
Tract 6	University District	52	13	35	--	52	7	40	0
Tract 7	Southside	47	8	42	2	47	13	37	1
Tract 8	N. Russell to N. Reserve	57	12	17	15	53	11	16	19
Tract 9	Target Range Orchard Homes	67	11	8	15	64	13	8	14
Tract 10	S. Russell to S. Reserve	61	8	11	20	55	8	14	21
Tract 11	Slant Street	56	13	29	1	62	10	26	1
Tract 12	Mount to SW Higgins	60	10	30	1	59	9	31	.2
Tract 13	Carline/Wapikiya to Linda Vista/Lower Miller Creek South Hills/Mt. Dean Stone	75	7	18	.1	77	8	14	1
Urban Area	Overall Total	57	9	23	11	57	9	23	11

The 1980 Census data shows that the greatest concentrations of multi-family housing were in the downtown area, the southside neighborhood located south of the river between Russell and Higgins north of 6th Street, the University area, the South Missoula Addition and Lewis and Clark area. The same tracts have the greatest concentrations of multi-family housing in 1990 Census data, except the order of concentration changes. The multi-family units were generally more concentrated within the city limits, as in the Rattlesnake Valley. Block level data also reveals further patterns within tracts, such as in Tract 12 where multi-family housing is concentrated around Lewis and Clark Square, family housing for the University and single family homes are concentrated elsewhere within the tract.

This distribution generally conforms to the 1975 Plan recommendations, with two exceptions. The University area has a greater concentration of multi-family housing than the urban area average and is recommended for single family development. Secondly, the Plan also recommended additional areas for multi-family development which has been developed for other uses. For example, the Carline Addition south of South Avenue and the Russell School area,

located within Census Tract 11, contains a lower percentage of multi-family and single family development is increasing.

Another area recommended for multi-family development is the area between Russell and Kemp. Examining only city data within Census Tracts 8 and 10 revealed fewer multi-family units than the urban area average and higher than average proportions of mobile homes. The *Reserve Street Area Plan* was approved in 1994 for the area between Reserve Street and Russell Street. This Plan recommends a mixture of infill housing, multiple and single dwelling units, with design standards for neighborhood compatibility.

There is some discrepancy between the principles cited for allocating land for multi-family use and the actual allocation of land on the land use map. Both the University area and the North and Westside areas have access to urban services and contain land free of physical constraints, but one is recommended as appropriate for multi-family development and the other is recommended for single family residential.

Furthermore, the segregation of multi-family and single family housing recommended by the 1975 Plan does not reflect the fact that even the areas which contain a greater concentration of multi-family housing are actually areas of mixed residential use. In fact, if mobile homes are included as single family dwellings, only Tracts 3 and 7 have fewer than 50% single family units. There are distinct patterns within the larger tracts, as in Tract 12 where there is concentrated multi-family development in the area of Playfair Park. Multi-family and single family uses may be compatible if design standards are implemented to address the impacts of multi-family units. The mixed residential uses may even be considered to be the features that area residents appreciate. This type of development also addresses the need for higher density development by incorporating multi-family with single family development.

The 1975 Plan's recommended location for multi-family uses may not recognize the needs of multi-family development. Most areas allocated for multi-family housing are currently built out. There is a lack of larger tracts of vacant land on which multi-family developments can be constructed. These developments are more likely to be found in urban fringe areas, where the predominant land use is single family housing. Multi-family proposals frequently meet neighborhood resistance. Also, the lack of availability of urban infrastructure often precludes approval of these multi-family developments. In neighborhoods where existing infrastructure would support additional density, single residential use is the recommended or required land use, precluding an increase in density or the diversity of multi-family with single family uses.

Finally, the 1975 Plan used multi-family housing as a transitional use — as a buffer between busy streets and less intense residential development and to encourage redevelopment of mixed use areas. Multi-family housing can be used as a transitional use between uses of varying intensity if design standards ensure a quality living environment for its residents.

The assumptions upon which multi-family policy is based need to be re-evaluated reconsidering the following: the concept of separating multi-family and single family uses; the capability of different areas to withstand high density development, the services and infrastructure needed to support multi-family housing; the integration of multi-family development with existing uses, providing a high quality residential environment for all housing types; and maintaining what residents value about their neighborhoods.

Preserving positive elements of existing neighborhood character creates a high quality living environment. Defining those elements through a neighborhood planning process should be conducted within the framework of community goals and policies. Neighborhood planning should not be used as a means of justifying exclusionary policies. A neighborhood located within the service area should allow for all residential uses at varying densities and neighborhood commercial uses.

Densities allocated through the neighborhood planning process will not be identical because not all neighborhoods possess large vacant tracts on which large developments can be constructed, nor do they contain areas of housing ready for redevelopment. New development and permitting accessory residential uses are the best opportunities to provide multi-family housing integrated with single family and commercial and retail uses. If well designed, these elements are compatible in most neighborhoods.

Residents cannot be expected to accept such changes without assurance that it will not result in a deteriorated lifestyle. There must be performance standards to assure that all new development is a positive addition to the community, and a process which allows meaningful neighborhood involvement in the decision making. If neighborhoods are asked to accept change, they must be partners in shaping it.

Residential Development on the Urban Fringe

Another issue concerning residential growth is low density residential tracts along the urban fringe. There continues to be a demand for residential lots on land used for accessory agricultural activity (keeping animals, gardens), or on a mountain setting, but which are also close enough to town to allow residents to access the urban area easily. The 1975 Plan generally recommended lower density uses along the urban fringe. Many tracts were created as exemptions from subdivision review and were exempt from compliance with all of the Plan's goals and objectives. This encouraged development of rural land for urban use, loss of valuable open space resources, and higher service costs for local government. While low density development in fringe areas has been a natural part of an urban land use pattern, it should be re-examined in light of the recent pressures of new development and the resulting increases in the cost of providing essential urban services.

Proposals for Action:

- Establish design standards for multi-family development in the City and County zoning regulations.
- Implement sensitive lands overlays and regulations for resource protection in the zoning, subdivision, and floodplain regulations.
- Adopt regulatory incentives and density bonuses for cluster development and provision of a diversity of housing, particularly with affordable housing and land conservation where identified resources are conserved and development takes place outside the critical resource areas.
- Establish development standards to encourage smaller lots and more flexible use of land.
- Improve the pre-application process to ensure timely and thorough review which also provides for early involvement by the public to address neighborhood and community concerns.

- Encourage a residential land use pattern which provides a high quality living environment in a variety of residential settings, protects public health and safety, minimizes local government service costs, and preserves natural resources.
- Develop building guidelines which define the desired scale and character of development within the community without dictating architectural style. Regulations should focus on building mass, building coverage relationships, placement of new additions and infill within existing neighborhoods and in commercial areas.
- Discourage residential development in critical resource areas
- Establish an ongoing neighborhood planning process which encourages participation and facilitates compatible development.

GUIDELINES FOR INTERPRETING THE LAND USE MAP

Residential Designations

Outside of the urban growth area, land has been allocated for residential use at varying densities. **Urban residential** development with a maximum density of six (6) dwelling units per acre has been designated for areas outside of the urban growth area that have a community sewer system. Areas adjacent to the growth area with no community sewer are recommended for **suburban residential** development at a maximum density of two units per acre, such as Target Range or Linda Vista. Suburban development has also been recommended for the area between Reserve Street and El Mar Estates south of Mullan Road. Where sewer and other services are available and there are no environmental constraints, greater density may be appropriate. Other areas have been recommended for low density **rural residential**, large tract development at one unit per five to ten acres to allow for a more rural atmosphere, though clustering may be advisable to protect environmental resources. Again, these densities are general, intended to represent a range and the general sort of development pattern which can be anticipated. Actual site characteristics should also be considered when evaluating a proposed development.

Open and Resource Designation

This designation serves some of the same purposes as the open space district, but does not preclude development. One unit per forty acres is recommended with the recognition that greater density may be appropriate when the development is designed to protect the open and resource elements of the area. This category consists of land with environmental constraints, containing timber, agricultural or other resources, or land that is not anticipated as necessary for urban use during the life of the Plan.

CHAPTER 9

PUBLIC AND QUASI-PUBLIC LANDS AND FACILITIES

CHAPTER 9: PUBLIC AND QUASI-PUBLIC LANDS AND FACILITIES

The 1975 Plan created a category for public and quasi-public uses, with most land so designated actually containing a public facility such as a school or devoted to some sort of public need, such as a cemetery. These "spots" have often subsequently been zoned to reflect public ownership. This has raised some interesting questions for land use planners, such as what are the land use differences in the impacts of a public versus a private school, where could a privately operated juvenile detention facility be located, or what are the land use reasons to treat a public vehicle maintenance facility differently than a private establishment.

In some cases, distinguishing between and regulating uses based upon ownership seems to have little to do with land use. However, public entities frequently perform functions which do not have private sector equivalents, with the common thread being their public nature. The public lands and facilities category should be reserved for those sites and institutions whose public nature is a predominant characteristic.

The following goal provides direction for land use policy regarding public lands and facilities:

- Identify those uses in which the public has a substantial interest either through use or ownership, such as those which have no private sector equivalent, and allocate land appropriately. Furthermore, strive to attain a high standard of excellence in the operation and maintenance of public facilities and lands.

Proposal for Action recommended for implementing these policies are:

- Review zoning regulations specifying public and quasi-public uses and distinguished in the regulations between public lands and public institutions.

- Revise the zoning regulations within the city and county to provide consistent zoning districts to provide for Open Resource Management, Active Recreation, and Public Institutions.

GUIDELINES FOR INTERPRETING THE LAND USE MAP

Public Lands and Facilities, and Private Facilities ad Institutions

This area is limited to those uses which have a uniquely public nature. Where they are located in residential areas, it may be necessary to treat them as special uses subject to additional review or special standards. Only community and regional parks have been recognized as public uses, while neighborhood parks are considered to be residential uses.

CHAPTER 10
COMMUNITY AESTHETICS

CHAPTER 10: COMMUNITY AESTHETICS

Introduction

A pleasant urban environment is a source of pride for its residents and an important component of the quality of life in an area. Community aesthetics take on an economic meaning, encouraging tourism and business recruitment.

Efforts taken to enhance the appearance of the community often yield additional benefits. Retaining open space along river corridors enhances their natural beauty, but it also helps promote sound water quality management. Restoring historic structures improves the appearance of the built environment, adds to property values, is environmentally positive and increases public awareness and appreciation of local history. It is important to preserve and enhance the beauty of the natural and built environment in the Missoula urban area.

The Natural Environment

Urban area residents appreciate their scenic surroundings. Missoula is fortunate to have open space within the community in the form of parks both developed and undeveloped, the river corridors and tree-lined streets. The surrounding environment is likewise readily accessible and always visible. Mount Sentinel, Mount Jumbo, Waterworks Hill, the North Hills, and the upper portions of the South Hills are examples of scenic vistas which are part of everyday life. The *Open Space Plan* adopted in 1994 identified cornerstones and potential cornerstones to open space in the urban area. Mount Jumbo has recently come into public ownership and the Open Space Advisory Committee is identifying other areas to preserve with the proceeds of the Open Space Bond.

GUIDELINES FOR INTERPRETING THE LAND USE MAP

Areas with Special Public Values

The public value present in some areas designated for other uses has been recognized through a special symbol on the land use map. One has been used to designate areas important as community entrances, or other important vistas recognized as having particular public value in the event of its abandonment, whether for transportation or any other use identified by the task force. The site of Champion's Missoula mill has been identified as one of special importance to the community, for its current use as a major employer or for its future use should it no longer remain viable. The riverfront location, proximity to parks and residential areas make it a significant parcel should it be abandoned as an industrial site.

The Built Environment

Residents spend much time in the built environment, so it is important that it also be both interesting and pleasant. Promoting the beauty of the built environment involves improving the appearance of what is existing and encouraging high standards in future urban development. Much has been accomplished to improve the developed urban area, and to preserve historic structures and sites as a visible record of the community's heritage. Historic Preservation lends

character and diversity to residential and commercial areas, enhances understanding and appreciation of local history and contributes to a sense of community.

Missoula now has five historic districts listed on the National Register of Historic Places. They include the Fort Missoula Historic District, East Pine Street Historic District, Missoula's Southside Historic District, the University of Montana Campus Historic District and the Northside Missoula Railroad Historic District. Historical surveys are ongoing and additional areas will be nominated for National Register listing. Historic surveys are in process for the Lower Rattlesnake area (from I-90 North to Elm Street and from Greenough Park East to Mount Jumbo) and for the University Residential area (from the Clark Fork South to South Avenue and from Higgins East to Mount Sentinel). Missoula also has over thirty buildings individually listed on the National Register, most of which are located in the downtown commercial area.

There are other areas which are associated with Missoula's development. The Historic Preservation Advisory Commission is developing a comprehensive historic preservation plan which will be a source of detailed information on these areas. It will also serve as a basis for establishing additional historic districts and guide other preservation efforts. These areas can be generally described as follows:

- The Central Business District along Higgins Avenue.
- The Railroad/Warehouse District bordering the former Northern Pacific line.
- The East Side Residential Area to the east of the Central Business District (includes the East Pine District noted above).
- The West Side Residential Area located between West Broadway and the railroad tracks from Woody west to Russell.
- The McCormick Residential Area located between the Clark Fork and 6th Street west of Orange Street to the Bitterroot branch line.
- The South Missoula Addition.
- The Missoula County Fair Grounds.

Some areas have lost a significant number of historic structures, threatening the character of historic areas by both subtle and direct change. Change can be focused on a structure itself, either physically or through a change in use. When the surrounding environment is modified by widening a street, adding surface area parking, removing street trees or altering nearby structures, the character of an area can be seriously altered and historical features lost. As a result of the construction of surface area parking lots replacing historic commercial and residential buildings, the Missoula Historic Preservation Advisory Commission adopted a "Parking Policy" in 1996. The Commission suggests using "parking demand strategies" to include "preferential parking" for car and van pools, additions to parking structures only on existing surface lots, and "in-lieu-of" policies that allow development of property without required off street parking if a contribution is made in support of alternative transportation.

The Historic Preservation Advisory Commission and the position of Historic Preservation Officer were created in 1987 to increase public awareness of the community's historic structures and the benefits of preservation. Adaptive reuse of historic structures is encouraged to accommodate both change and preservation. Historic preservation is now an integral part of the planning process.

In 1993 the Fort Missoula Historic Zoning District was established, which requires a review of alterations to buildings or new construction within the district. Further, the Historic Preservation Officer is formulating design guidelines for Missoula's historic district and individual cultural resources, to protect those resources within the urban area and encourage appropriately compatible new construction design for infill.

Encouraging a high standard of quality in new construction also enhances the urban landscape. Incorporating landscaping and street trees into site development creates a sense of neighborhood. Regulating signs and appropriate placement of utilities can reduce visual clutter. Well designed buildings contribute to an interesting and inviting urban environment. Preserving the natural environment and creating a built environment which is visually pleasing, exciting and inviting to the people who visit and reside in Missoula is an important goal.

Specifically, the following are proposed as policies for community aesthetics:

- Increase opportunities for preservation of and appropriate use of natural areas and green spaces within and around Missoula.
- Preserve areas with scenic open space value (river corridors, vistas) through land preservation techniques such as conservation easements, public acquisition, transfer of development rights, and land preservation techniques such as clustered development.
- Incorporate artwork into public places and other parts of the urban environment;
- Encourage interesting and innovative design of structures.
- Require landscaping in site development and in public places.
- Encourage a development pattern along major streets within and leading to the community which is visually pleasing.
- Encourage the preservation and adaptive re-use of historic structures.
- Encourage upgrading and maintenance of private property and structures.

Proposals for Action:

- Continue to work with private property owners to preserve scenic open space values through private conservation techniques or other cooperative means.
- Continue the riverfront planning process initiated in the downtown area.
- Adopt quality development standards that provide neighborhood design amenities to conserve identified neighborhood resources in locations where development takes place.
- Provide plans for adequate pedestrian and bicycle circulation.
- Provide neighborhood open space and public and semi public spaces for recreation and privacy.
- Provide for architectural, landscape and site development diversity and creative flexibility.
- Develop design standards for neighborhood commercial and mixed use facilities, based on adopted neighborhood plans and unique neighborhood characteristics.
- Continue the work of the Historic Preservation Advisory Commission in completing the Comprehensive Plan for Historic Preservation, inventorying historic structures, and providing advice and assistance to public bodies and public education.
- Promote property maintenance through neighborhood planning and neighborhood associations.

- Revise zoning design standards to require compliance with standards that enhance the natural and built environment.
- Apply special design standards to commercial strips within and leading to Missoula.

CHAPTER 11
NEIGHBORHOOD PLANNING PROCESS

CHAPTER 11: NEIGHBORHOOD PLANNING PROCESS

"In a democracy, agreement is not essential, but participation is."
Thomas Jefferson

Introduction

Both City and County government have encouraged and supported neighborhood planning since the adoption of the 1975 Comprehensive Plan. The recommendations included in the 1990 Update made it even more essential that the urban area has a vital neighborhood planning process. This *Urban Comprehensive Plan Update* provides the foundation and community-wide objectives for growth in the Missoula urban area. The neighborhood planning process must now clarify these general objectives by developing smaller scale plans consistent with community-wide objectives, yet specific enough to address local issues peculiar to individual neighborhoods.

The neighborhood planning process should satisfy many purposes. It should provide opportunities for Missoula citizens to enhance their civic consciousness and to develop local leadership. Neighborhood involvement in the planning process should provide local government with better information on which to base its planning efforts and its prioritizing of public works projects. It should foster communication and understanding between neighborhoods, government agencies, and elected officials. The environment for growth and development should be more predictable and less contentious. A vital neighborhood planning process helps to insure fairness and impartiality in all neighborhoods' access to local government. And neighborhood planning accomplished in the context of the Urban Plan Update will provide a community-wide perspective to the solution of neighborhood issues; both community-wide needs and the livability of a particular neighborhood should be considered when answering questions such as the appropriate locations for multi-family housing and neighborhood commercial developments.

The Process

Given the increased importance of neighborhood planning's role in the implementation of the Urban Plan Update, it is essential that the neighborhood planning process be adequately defined.

The following policies for neighborhood planning are therefore proposed:

Phase 1 -- Establishing the framework for the general neighborhood planning process

- Provide a framework within which neighborhood plans are formulated. The areas of study and chapter should follow those included in this plan.
- Develop neighborhood boundaries. Boundary determinations should be made in cooperation with those who live and work in the various neighborhoods. These boundaries should remain flexible and be adjusted as neighborhoods change.
- Incorporate the newly approved neighborhood councils in planning to serve as the center for organizing the process and providing a forum in which the neighborhood can participate.

Phase 2 -- Creating the neighborhood plan

The need for a neighborhood plan may be triggered by concerns of the residents of the neighborhood, by the plans of a potential developer, by the recommendation of staff, by the concerns of the governing body, or by any combination of these events.

- The planning project is reviewed by the Planning Policy Committee and the governing bodies for inclusion in the work program of the Planning Office.
- The neighborhood planning process establishes committees, assigns tasks, and develops a time frame for completion of the plan working closely with the appropriate City/County departments when collecting data and setting goals.
- The committees work with the planning staff to develop the database for the neighborhood plans. The planning staff provides pertinent information to the neighborhood process, including maps, census data, transportation data, and the most recent research in planning techniques.
- A draft of the plan is written by staff and the neighborhood.
- The neighborhood plan is presented to the Planning Board for a public hearing and for its recommendation to the governing bodies.
- The neighborhood plan is presented to governing bodies for further public hearing. If the planning area is cross-jurisdictional, the governing bodies may hold a joint public hearing and are encouraged to adopt a single version of the plan.

Implementation of Neighborhood Plans

The commitment of a community to the planning process becomes most evident as the plans, goals, and objectives are implemented.

The following policies for implementation of neighborhood plans are therefore proposed:

- Land use.
  1. The governing bodies should initiate zoning or other actions necessary to implement the goals and objectives of the neighborhood plan.
  2. In absence of an adopted neighborhood plan for a particular area, zoning requests for residential areas within the urban growth area should be in substantial compliance with the land use designation provided by the current Urban Comprehensive Plan.

- Public development projects — public works.
  1. Recommendations included in adopted neighborhood plans should be included in planning public improvements and public facilities projects. Communication between neighborhoods and department is essential to keep expectations realistic and to facilitate timely implementation of objectives.

APPENDIX A

PLANNING FOR GROWTH IN MISSOULA COUNTY

Appendix A: PLANNING FOR GROWTH IN MISSOULA COUNTY

Themes Document
Adopted September, 1994
Revised February, 1996

The Growth Management Planning Group recognizes the need to plan ahead in order to assure the health and well-being of our children and future generations. Currently Missoula is experiencing rapid growth and development, and we anticipate some measure of continued growth and change in the foreseeable future.

Throughout the process of growth and change, we must preserve the valued characteristics of our communities. To be a truly healthy community, we must achieve two equally important goals: 1) protect our critical lands and natural resources, such as wildlife habitat; riparian resources; hillsides; air and water quality; and open spaces; and 2) enhance human resources, such as health and safety; social, educational, recreational and cultural services; employment; and housing.

We pledge our commitment to address the challenges of growth and change with these goals always in mind. We pledge also to always work in full cooperation with our fellow Missoula City and County citizens.

Together we face a significant challenge to effectively encourage and direct development in accordance with our mission to enhance human and natural resources. A strategy for successfully managing growth in Missoula City and County depends upon our ability to guide three key forms of future development without exceeding the County's carrying capacity: a) housing projects that will produce an adequate supply and variety; b) business activity that will provide good jobs and a reliable tax base; and c) infrastructure, including public works, human and educational services, and public uses of land such as parks and recreation. By meeting development objectives in these three areas, we can achieve a county-wide pattern of community-building, land use, and conservation that reflects the environmental, economic, aesthetic, health and social values of Missoula County residents.

The effectiveness of our growth management strategy will depend largely upon our collective ability to address pertinent issues in an integrated, coordinated and on-going manner, and upon our ability to respond flexibly and intelligently to events that are unforeseen or beyond our control. Success will also depend upon the effective design and implementation of appropriate tools--both regulatory and non-regulatory--which can provide the means to manage and direct growth.

Presented below are goals, objectives, actions, and potential implementation tools which, together, provide the framework within which sustainable development and planning for the future should occur.

I. GOALS

A. ENHANCED NATURAL RESOURCES
B. ENHANCED HUMAN RESOURCES

I. A. NATURAL RESOURCES -- THE ENVIRONMENT

We recognize the close connection between our development pattern and our environmental health. We also recognize the importance of a healthy environment to our sense of social, economic, and physical well-being. Preserving or enhancing the condition of our environment is one of the most important goals for well-managed growth.

Guiding Principles:

1. Our physical environment forms a continuum ranging from natural wilderness to densely populated urban landscape.
2. The topography of the County, with historic and current development, offers two patterns:
   (a) rural, small town, and urban areas; and
   (b) mountains and hills, valley floors, and streams and rivers.
3. We need to respect the different elements of these patterns and integrate them so as to form a functional, aesthetically pleasing, and livable whole.
4. Missoula County can and should move toward sustainable relationships between human activities and natural systems.
5. Social and economic factors are included in the broadest definition of "environment."

Considerations: In determining how best to approach the integration of patterns of development and preservation or enhancement of the environment, we should consider the following:

1. Identify critical lands (e.g., riparian resources, wildlife habitat, scenic land) so that growth or development can be guided for their protection.
2. Locate open spaces that are recreational (parks, ball fields, golf courses, etc.) near areas where development already exists or where it is desired.
3. Accommodate growth, retain historical resources, and provide appropriate open spaces in the design of development so that areas of greater density remain healthy, safe, and livable.
4. Make decisions about infrastructure recognizing that they affect, deter or promote integration of development and environmental values.
5. Recognize the fragile status of air and water quality and the carrying capacity of the County.
6. Consider the actual, measured, and desired levels of public health and environmental health.
7. Review the current status of regulations governing environmental and health standards.
8. Develop funding mechanisms for environmental protection programs.
9. Consider re-development opportunities for both developed and undeveloped areas. Undeveloped areas may offer the chance to re-aggregate lots and thereby allow beneficial master-planning of larger parcels to occur.

Action: **Identify where in Missoula County certain types of growth should or should not occur and how the integration of developed lands and open spaces can best be accomplished.** In areas designated as suitable for development, identify what types and levels of development are suitable and why they are. For areas designated as best left undeveloped, clarify concerns about environmental quality or open space values that make us want to protect these lands from development while recognizing and respecting the rights of private property owners. Consider environmental conditions and threats that exist throughout Missoula County. We should use the

Cumulative Effects--Carrying Capacity Study information to help us determine how best to mitigate environmental problems, and how best to preserve the fragile elements of our physical environment. We may employ development guidelines and other tools to protect hillsides, riparian areas, wildlife habitat, and air and water quality.

I. B. HUMAN RESOURCES -- COMMUNITY STRUCTURE, CHARACTER, AND HEALTH

We recognize the role of human interactions and sense of place in maintaining the livability of Missoula County. Our social structure and physical character are distinctive at the neighborhood level, at the small community level, in the larger urban community of Missoula, and in rural areas of Missoula County. Preservation of the diversity, integrity, and unique values of our neighborhoods, communities, and rural areas is one of the most important goals for well-managed growth. The protection and promotion of health for all Missoula citizens is fundamental to this goal.

Guiding Principles:

1. No single form or structure can ever define Missoula; diversity is the very essence of our place.
2. We can and should create a community life which includes the best of small town and big city life while avoiding the worst of each.
3. Urban area neighborhoods and surrounding communities are distinct from each other; each has its own integrity and role to play.
4. The optimal health of all Missoulians is a worthy and necessary goal to guide us in all decisions about our daily activities and future.
5. The spiritual, moral core of Missoula's character is a caring, helping, and responsible citizenry.
6. We should strive for a community where learning and growing can always happen.
7. Our communities should be safe and healthy places for all ages.

Considerations: In determining how best to preserve and enhance the diversity, integrity, and unique values of our neighborhoods, communities, and rural areas, we should consider the following:

1. Protect and encourage individual choice and initiative.
2. Neighborhood identity and integrity is as important as the big picture.
3. Recognize and foster conditions that improve the health of all Missoulians.
4. Reward initiatives that add to the charm and attraction of areas in Missoula City and County.
5. Recognize that there may be cultural as well as physical limitations on the ability of an area to accommodate growth.
6. Judge each individual action or decision in terms of this question: "Will this make Missoula a better place?" Consider how a particular action or decision will either threaten or protect and preserve our natural settings and surroundings.

Action: **Identify the distinctiveness and strengths of our people and our physical and social places.** Determine how we can preserve these strengths and unique characteristics. Foster community-building throughout. Use information from other resource documents, including Vision 2020, Missoula Health Profiles and the Inventory of Conservation Resources, in planning for growth. Consider the development of several growth centers in both urban and rural communities of the County.

II. DEVELOPMENT OBJECTIVES

A. HOUSING
B. THE ECONOMY
C. INFRASTRUCTURE

II. A. HOUSING DEVELOPMENT

We recognize the role of housing in supporting a combination of low, moderate, and high income households in Missoula County. A primary objective of managing growth is to achieve the overall mix and placement of housing needed to support a community rich in social, cultural, and economic diversity and an environment rich with natural resources.

Guiding Principles:

1. Healthy communities sustain diverse households and a combination of housing alternatives across all economic strata.
2. Housing needs change historically across economic strata; they are different now than in years past.
3. Housing development should recognize and accommodate social change.
4. Housing should be located in proximity to physical, technological, social, and economic infrastructure.

Considerations: In determining how best to work through housing issues, we should consider the following:

1. In today's technological world, many people work at home.
2. Extended- and inter-generational family groupings are emerging.
3. Open space (parks, rivers, river front, wildlands) is valued more highly now.
4. Accommodate greater diversity, including an aging population and those with special needs.
5. The increasing incidence of violence in the home indicates a need to reduce social isolation, the occurrence of conflict and other stresses.
6. Coordinate the activities of private, governmental, and not-for-profit entities to ensure adequate housing for households at low- and middle-income levels.
7. Design and place homes to minimize impacts on natural resources and the physical environment and to maximize social resources while meeting emerging needs.
8. Examine housing densities.
9. Design should minimize neighborhood opposition and maximize constructive neighborhood involvement.

Action: **Design and carry out policies that assure housing affordability for a diverse population.** Use information from other resource documents, including the Missoula Housing Task Force Report.

II. B. SUSTAINABLE ECONOMIC DEVELOPMENT

We recognize the role of a strong, diverse economy in maintaining the overall well-being of Missoula County residents. A primary objective of managing growth is to maintain and enhance the economy of Missoula County to support a diverse population, strong community, and healthy environment.

Guiding Principles:

1. The economic health of Missoula County and the economic health of our multi-county region are mutually dependent.
2. A strong economy is vital to the local tax base which supports most of our public services.
3. Healthy economic development should occur in ways that conserve and enhance our natural and human resources.
4. There is a direct relationship between the incomes of Missoula County residents and their ability to acquire adequate housing.
5. Measures of economic growth include continued diversity as well as improved job opportunities and business expansions.
6. Investments in education and training or retraining pay economic dividends.
7. Both large and small businesses are necessary to the economic health of our community.
8. Business recruitment efforts must be balanced by the careful nurturing and support of our existing businesses.

Considerations: In determining how best to approach economic development opportunities and issues, we should consider the following:

1. Recent technological advances enhance Missoula's status as a place to do business.
2. There is substantial economic value in Missoula County's quality of life (natural open spaces, cultural activities, educational offerings, and relatively low crime rate).
3. Well-designed neighborhood commercial services are important to residential areas.
4. There are opportunities for greater connections among the business communities of western Montana.
5. Sustainable economic development depends upon maintaining and enhancing the quality of life for Missoula County residents.

Action: **Protect and further develop the County's economic base.** To achieve this, we should work in cooperation with the Chamber of Commerce, Missoula Area Economic Development Corporation, Women's Opportunity and Resource Development, Missoula County Trades and Labor, and others to: a) assure the economic health of the Missoula urban core, smaller communities, and rural areas; b) allow for diverse business and employment opportunities and a competitive tax structure; and c) design and implement an efficient regulatory system that is trustworthy, effective, and offers predictability.

II. C. INFRASTRUCTURE DEVELOPMENT

We recognize the role infrastructure plays in growth management by supporting existing development, directing new development to suitable locations, and protecting the environment. A primary objective of managing growth is to ensure the availability and affordability of infrastructure such as sewer, water, transportation, public safety, health and social services, public lands, parks and other open spaces, cultural resources, and education. An adequate infrastructure is essential to a healthy natural, economic, and social environment in Missoula County.

Guiding Principles:

1. Infrastructure should be developed to accommodate present development, and planned to meet the needs of anticipated growth.
2. Infrastructure should accompany new development and be part of the approval requirements.
3. Infrastructure includes more than sewers, transportation systems, water, and

telecommunications. Included in a cultural infrastructure are libraries, museums, historical landmarks, government buildings, parks and other open spaces, and schools. Social infrastructure provides for the "public welfare" and includes health, safety, educational, and social services.

4. Infrastructure should be coordinated among governments at all levels, private enterprise, and the public.
5. Various scenarios must be examined in order to fully understand our choices.
6. We should be constantly aware of the likelihood of technological change and the directions it will take.

Considerations: In determining how best to work through infrastructure issues, we should consider the following:

1. Solicit and consider the values and goals of the community when determining the types and location of infrastructure.
2. Determine the location of infrastructure, document those decisions, and provide information about funding mechanisms through the planning process.
3. Consider how much of the community's future we are willing to invest in infrastructure.
4. Anticipate positive and negative impacts, both short- and long-term, through alternative scenarios suggested through the planning process.
5. Consider development design and site planning as elements of each broad or specific infrastructure decision.
6. Consider financing strategies and affordability of options.

Action: **Identify those developed and developing areas that are served by inadequate infrastructure.** Identify the most critical infrastructure needs. Explore alternative strategies to encourage new development to locate in areas close to existing service systems. Prevent development which does not have the infrastructure necessary to support it. Employ cost reduction strategies, including affordable financing programs.

III. GROWTH MANAGEMENT TOOLS

We recognize that the City, County, other governmental bodies and citizen groups have the ability to manage growth and change through the effective implementation of a variety of incentives, regulations, and other means. Desired positive effects of well-managed growth can only be achieved if effective tools are in place to implement plans and strategies.

Guiding Principles:

1. Planning and development of infrastructure are among the most important tools for well-managed growth.
2. Respect for private property rights is fundamentally important.
3. Tools used by the City, County, and other governing bodies should reflect the values of the citizens they serve and effectively accomplish the goal to a) protect critical lands and natural resources, and b) enhance human resources and the valued characteristics of our communities.
4. Efforts by citizen groups to achieve community goals are as vital to effective growth management as government actions.

Considerations: As we undertake growth management planning, we should consider the following:

1. Find the statutory authority, resources, and tools that are available to help us manage growth.
2. Recognize that growth management responsibilities are shared by different governing bodies and citizen groups in various areas and situations.
3. Recognize that growth management tools and policies employed by different local jurisdictions can complement one another and work towards common goals.
4. Carefully examine tools used successfully elsewhere, such as development standards, impact fees, permit limitations, transfer of development rights, etc.
5. Identify what additional growth management tools are needed and decide how they will be acquired.
6. Consider how growth on lands already divided through Certificates of Survey can be managed effectively.
7. Analyze and consider carefully the benefits and costs of development.
8. Proceed in a manner that will increase the public's confidence in government's ability to make good and fair decisions.

Action: **Develop and implement an affordable, effective set of growth management tools designed to accomplish stated goals and objectives, contain growth-related costs, and ensure that consistent, complementary practices exist in the City and County**. We should continually affirm the positive intentions and effects of planned and ongoing activities undertaken by the City, County, and other public and private partners

APPENDIX B

PLANNING BOARD POLICY STATEMENT

Appendix B: PLANNING BOARD POLICY STATEMENT

The State of Montana has given planning boards a special role regarding their communities' Comprehensive Plans. Any Comprehensive Plan (also known as a Master Plan) must originate with a planning board, which is charged with holding a public hearing and then, after considering recommendations and suggestions elicited at the public hearing, recommending by resolution the proposed plan to the appropriate governing body. While a governing body - or the electors - may adopt, revise, or repeal this plan, the statutes clearly leave to planning boards the primary responsibility for preparing, proposing, and maintaining comprehensive plans (MCA 76-1-601, 602, 603.)

The 1997 Update of the Missoula Urban Comprehensive Plan differs from its previous updates in that its origins were several community conversations which led to the formation of a Growth Management Task Force in 1994. The Task Force agreed upon a set of themes to guide and manage growth and developed a set of tools offering practical solutions to perceived problems. (See discussion in Introduction, pp. 6-7.) The 1997 Update of the Missoula Urban Comprehensive Plan has a single, narrow and dedicated focus: incorporating these themes and tools into the previous (1990) Update.

While the Planning Board gratefully acknowledges the productive efficiency by which this Update has proceeded, the Board must also acknowledge its responsibilities of office and admit that, in at least two respects, this Update is less "comprehensive" than preceding updates:

- the Board has consciously restricted its review of the Plan to incorporating the themes and tools of growth management (deliberately deferring other issues until a subsequent update);
- the Board has not requested from its regular support staff (the members of the Planning Office and other agencies) the full benefit of their professional education and experience regarding broad content and process of planning (this Update is "up to date" only with regard to our community's immediate focus on growth management).

In this Appendix, the Planning Board presents selected notions that range beyond the current perspective on growth management. The Board thinks it appropriate to memorialize them in this form because it wishes them to receive the benefits of community discussion and public process. Perhaps they may be considered in the next Update.

A successful development in process since the 1990 Update was the **Interlocal Agreement** between the City of Missoula and the Missoula Rural Fire District regarding sharing of resources, response and coverage of territory, and a common approach to the politics of annexation. (See Chapter Five, pp. 70-73.) Perhaps the interlocal agreement model could serve us as we deal with the other issues:

Urban Renewal. Our community has reached a stage in which significant portions of its urban core are marked by development that can be traced to the Nineteenth Century. Our citizens' sense of history and two government offices have given structure to dealing with our past in our present. The Missoula Redevelopment Agency has formed districts in which landowners might

draw upon resources from pooled tax-increment financing to assist in achieving specific developmental ends. The Historic Preservation Officer has provided an inventory of historic resources and formulated approaches by which landowners and the community might take advantage of these resources. As our community increasingly focuses upon infill development and urban renewal, we might benefit from articulating a broad policy that purposively acknowledges patterns of early development (e.g. along and between the axes provided by rivers, railroads, and trails), examines current and future values of these patterns, and provides guidance for planning. Perhaps an interlocal agreement between MRA, OHP, and the governing bodies would provide a start.

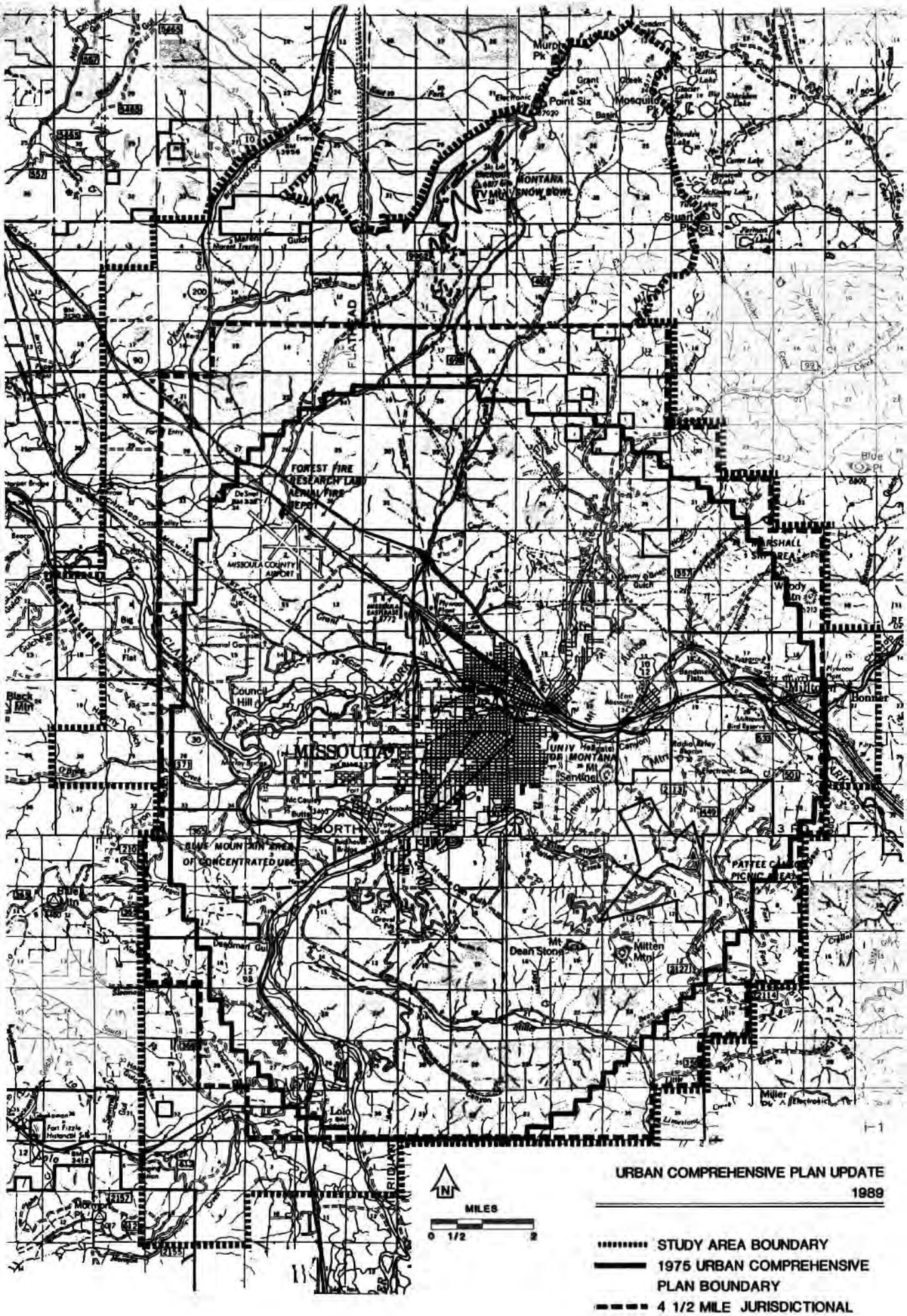
Regional Economic Planning. Our community is consciously developing an economic base which draws upon a population much larger than residents of the Missoula Urban Area or even the jurisdiction of Missoula County. While specific agencies (*e.g.* Tamarack Federation of Libraries, Mental Health Center, District XI Human Resources Council) have been chartered to provide regional support and services, no broader structure exists for regional discussion of public and private interests. The resources of state government (DEQ, DOT, oversight boards certifying need for hospitals and clinics, governor's tourism office) are strained. Perhaps county governments in Western Montana might initiate a functional mechanism - again, starting with an interlocal agreement - for discussion and planning of common interests in economic planning.

Other Regional Planning. Recent years have seen discussion of improvements to Highway 93 (both north and south of Missoula), relocation of the Yellowstone Pipe Line, re-examination of issues of safety and delivery of services for Montana Rail Link, initiation of Hamilton-Missoula and Missoula-Polson commuter transit services. If governments in the region could discuss economic planning (see above), surely formal interlocal agreements on disaster planning, transportation, and major utility services could readily follow.

School Lands. Chapter Five refers to the six school districts within the Urban Study Area: District #1 (Missoula Public Schools), District #4 (Hellgate), #7 (Lolo), #14 (Bonner), #20 (DeSmet), and #23 (Target Range). While each district is governed by an independent elected school board and supported by professional administrative staff, the districts and the larger community might benefit from the planning resources available from Planning Office and from a coordination of services. The entire Missoula urban community would benefit if the planning of our educational resources and the planning of our land use, economic, and cultural resources could use the same demographic date and professional land use resources; could coordinate issues of appropriate zoning for undeveloped lands the school districts own and wish to maintain and for lands they wish to dispose of; could combine forces on such difficult issues as scheduling of school closure and relocation; and could make the fullest use of public lands and other public resources to achieve our community's educational goals.

APPENDIX C
MAPS

Appendix C: MAPS



i-1

URBAN COMPREHENSIVE PLAN UPDATE
1989

- STUDY AREA BOUNDARY
- 1975 URBAN COMPREHENSIVE PLAN BOUNDARY
- 4 1/2 MILE JURISDICTIONAL BOUNDARY

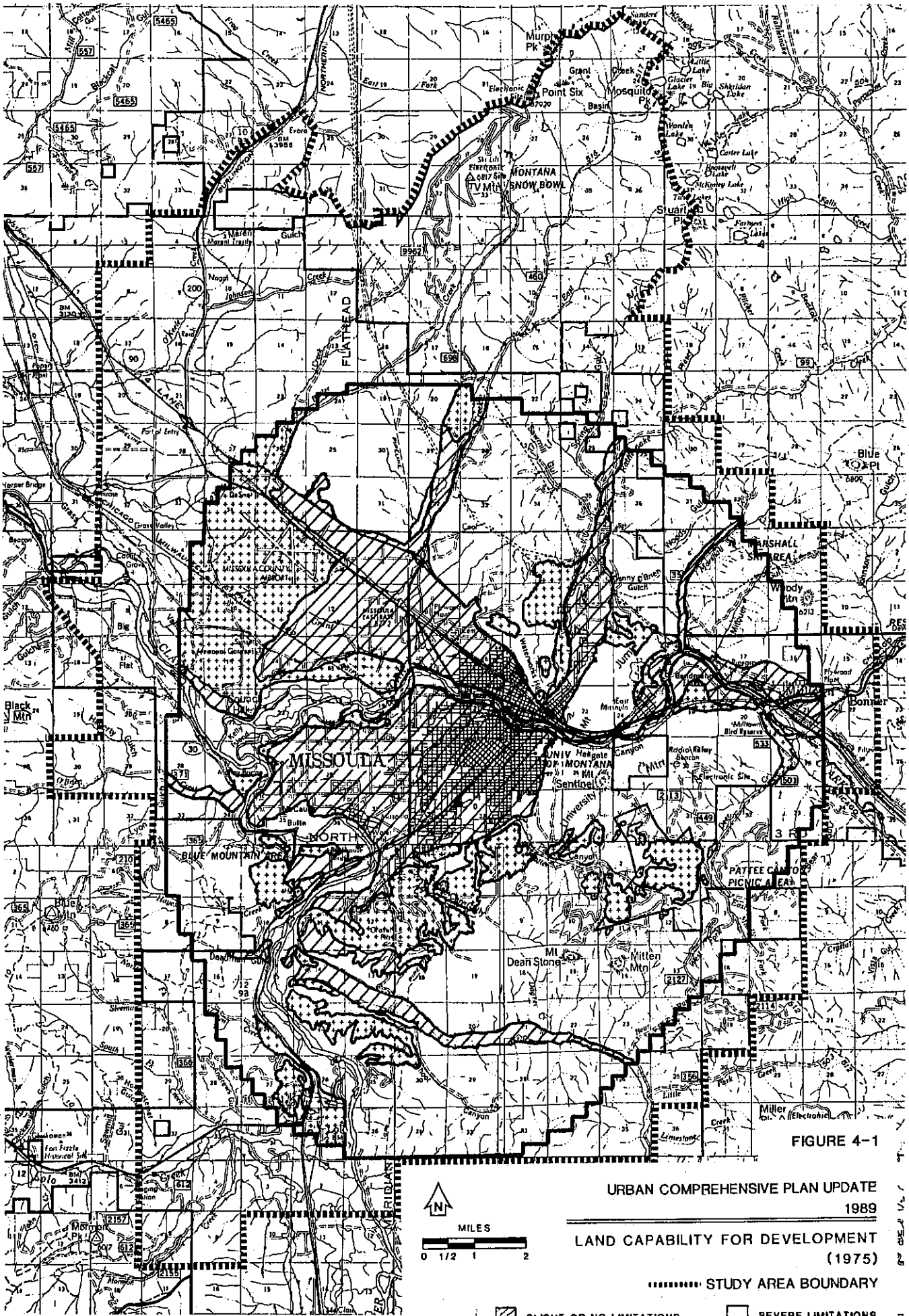


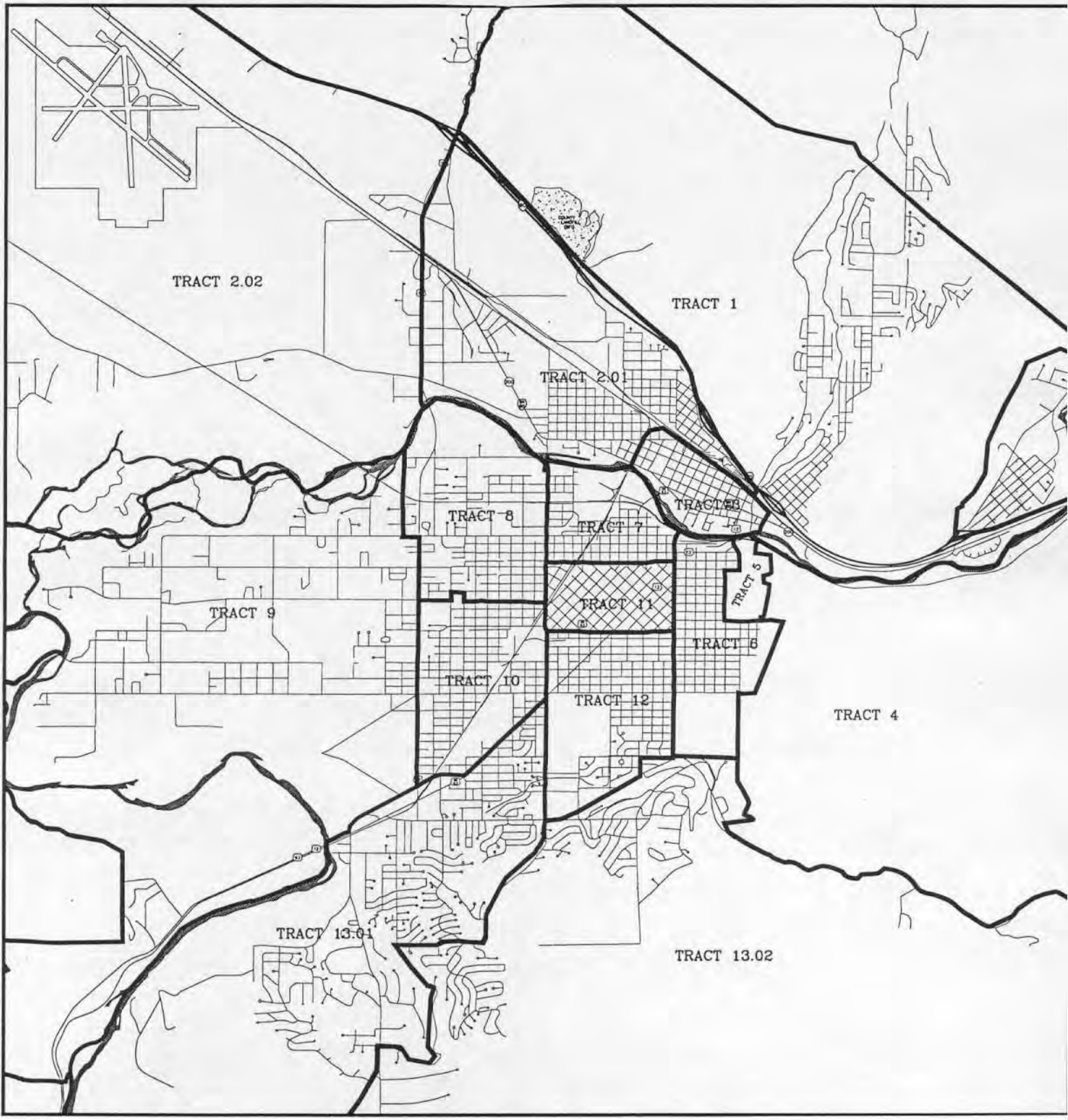
FIGURE 4-1

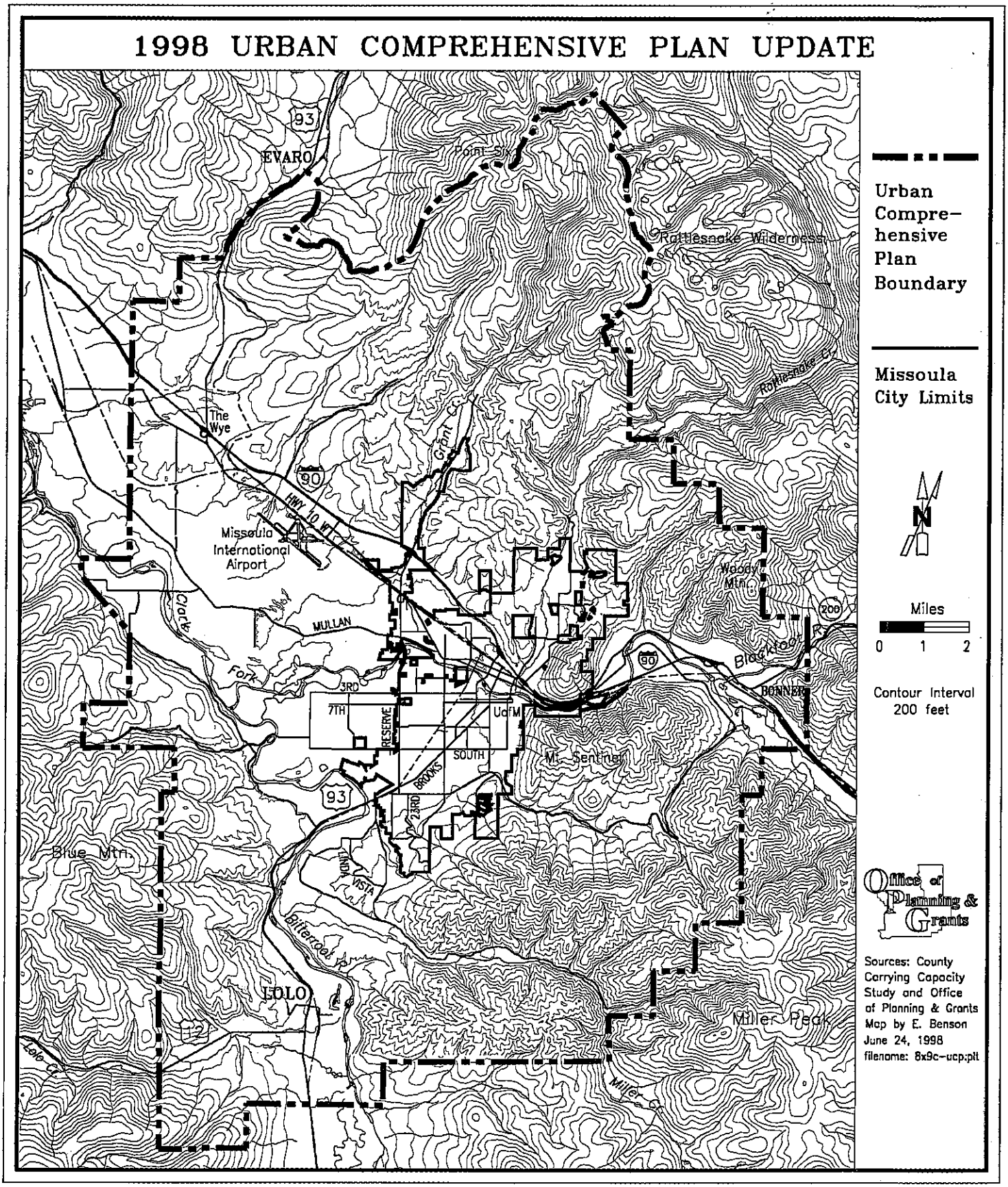
URBAN COMPREHENSIVE PLAN UPDATE
1989

LAND CAPABILITY FOR DEVELOPMENT
(1975)

STUDY AREA BOUNDARY

CENSUS MAP


TRACT 2.02
TRACT 1
TRACT 2.01
TRACT 8
TRACT 7
TRACT 5
TRACT 9
TRACT 11
TRACT 6
TRACT 10
TRACT 12
TRACT 4
TRACT 13.01
TRACT 13.02


1998 URBAN COMPREHENSIVE PLAN UPDATE
93
EVARO
Point Six
Rattlesnake Wilderness
Rattlesnake Cr.
The Wye
Grant Cr.
90
HWY 10 W
Missoula International Airport
Clark Fork
MULLAN
Woody Mtn.
200
Blackfoot R.
BONNER
3RD
7TH
RESERVE
UofM
SOUTH
BROOKS
Mt. Sentinel
93
23RD
Blue Mtn.
LINDA VISTA
Bitterroot R.
LOLO
12
Miller Peak
Lolo Cr.
Miller Cr.
Urban Compre-hensive Plan Boundary
Missoula City Limits
N
Miles
0 1 2
Contour Interval 200 feet
Office of Planning & Grants
Sources: County Carrying Capacity Study and Office of Planning & Grants
Map by E. Benson
June 24, 1998
filename: 8x9c-ucp.plt

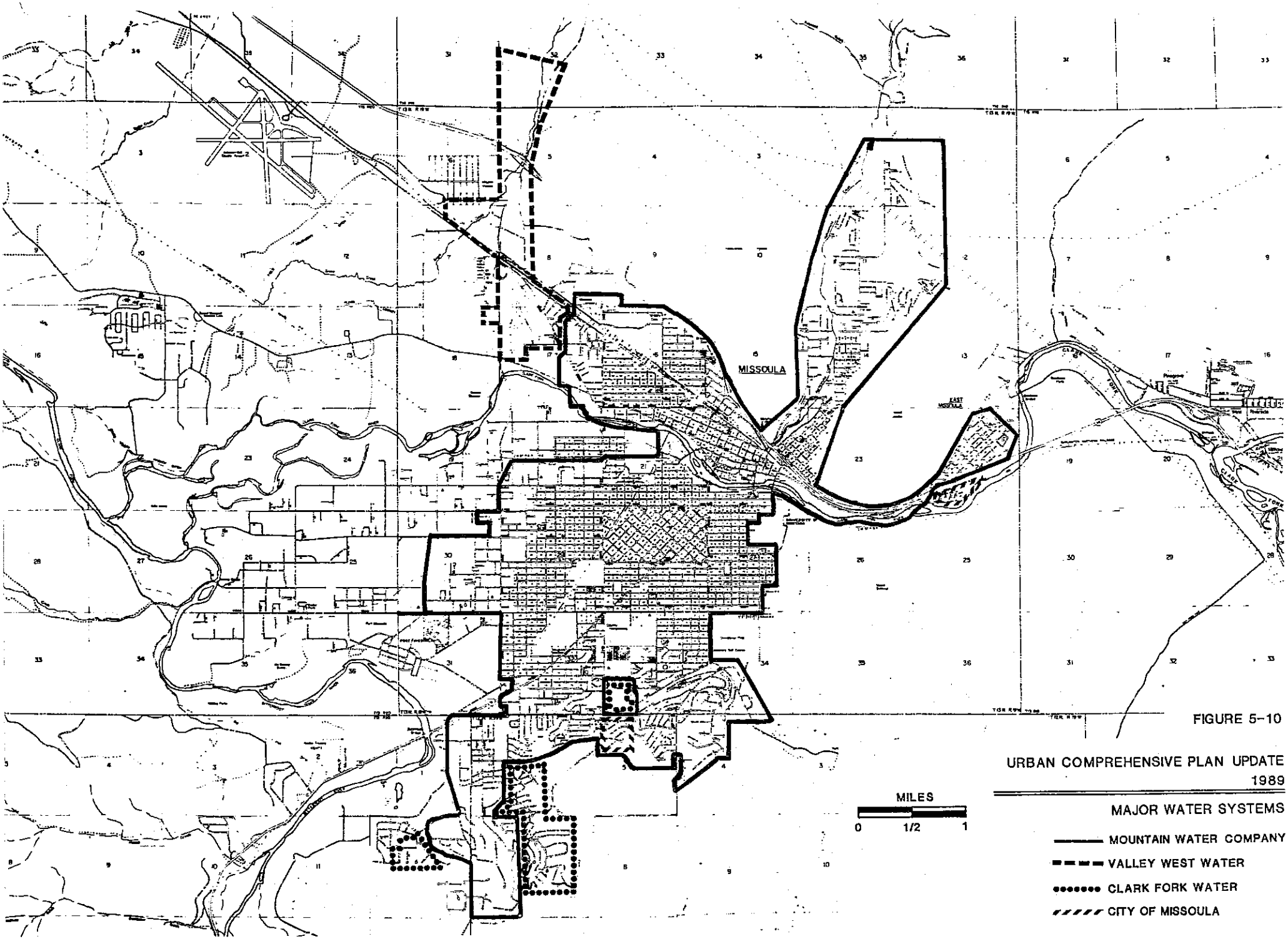


FIGURE 5-10

URBAN COMPREHENSIVE PLAN UPDATE
1989

MAJOR WATER SYSTEMS

- MOUNTAIN WATER COMPANY
- VALLEY WEST WATER
- CLARK FORK WATER
- CITY OF MISSOULA

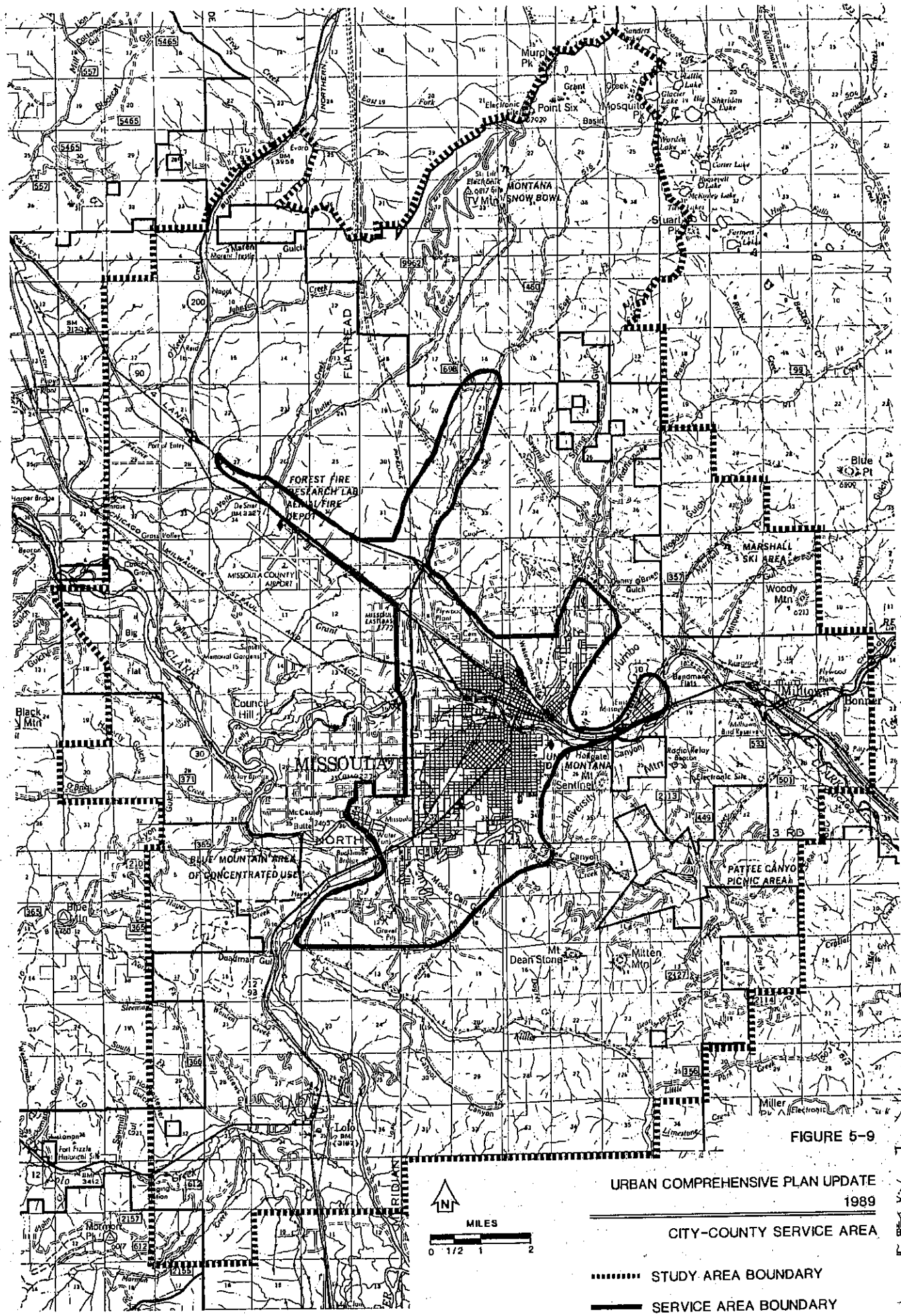


FIGURE 5-9

URBAN COMPREHENSIVE PLAN UPDATE
1989

CITY-COUNTY SERVICE AREA

STUDY AREA BOUNDARY

SERVICE AREA BOUNDARY

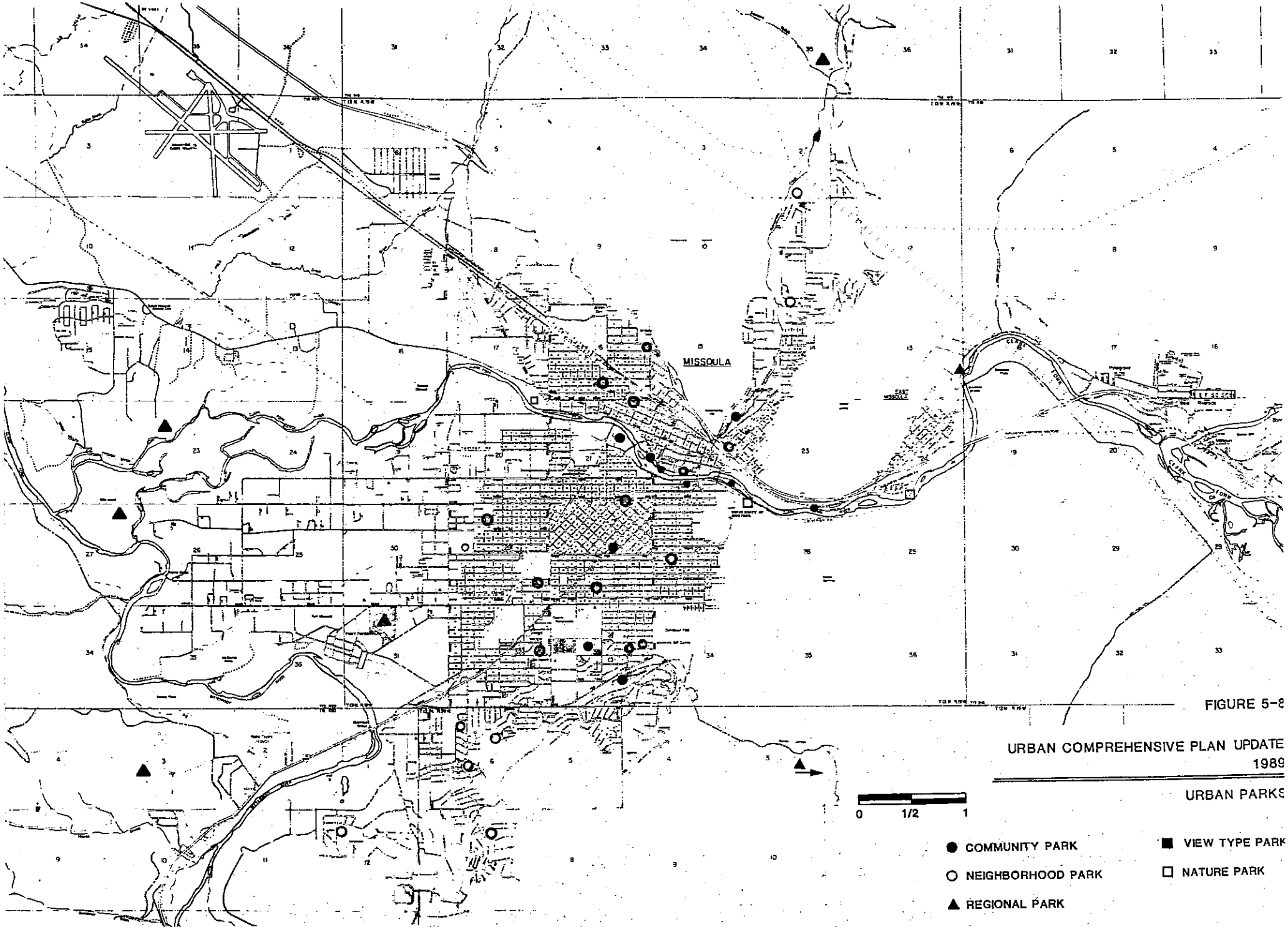


FIGURE 5-8

URBAN COMPREHENSIVE PLAN UPDATE
1989

URBAN PARKS

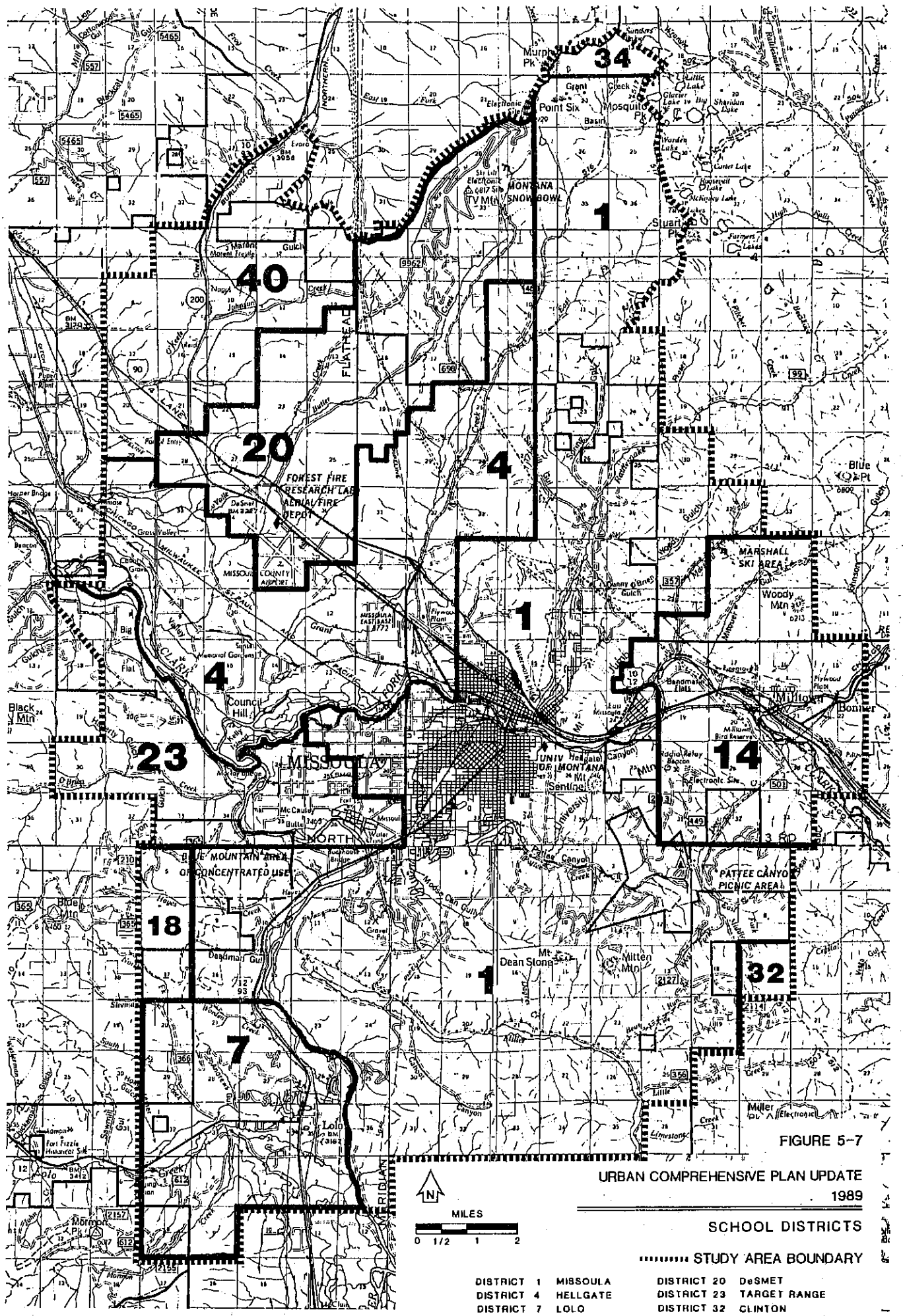


FIGURE 5-7

URBAN COMPREHENSIVE PLAN UPDATE

1989

SCHOOL DISTRICTS

STUDY AREA BOUNDARY

DISTRICT 1	MISSOULA	DISTRICT 20	DeSMET
DISTRICT 4	HELLGATE	DISTRICT 23	TARGET RANGE
DISTRICT 7	LOLO	DISTRICT 32	CLINTON
DISTRICT 11	POTOMAC	DISTRICT 34	SEELEY LAKE
DISTRICT 14	BONNER	DISTRICT 40	FRENCHTOWN
DISTRICT 18	WOODMAN		

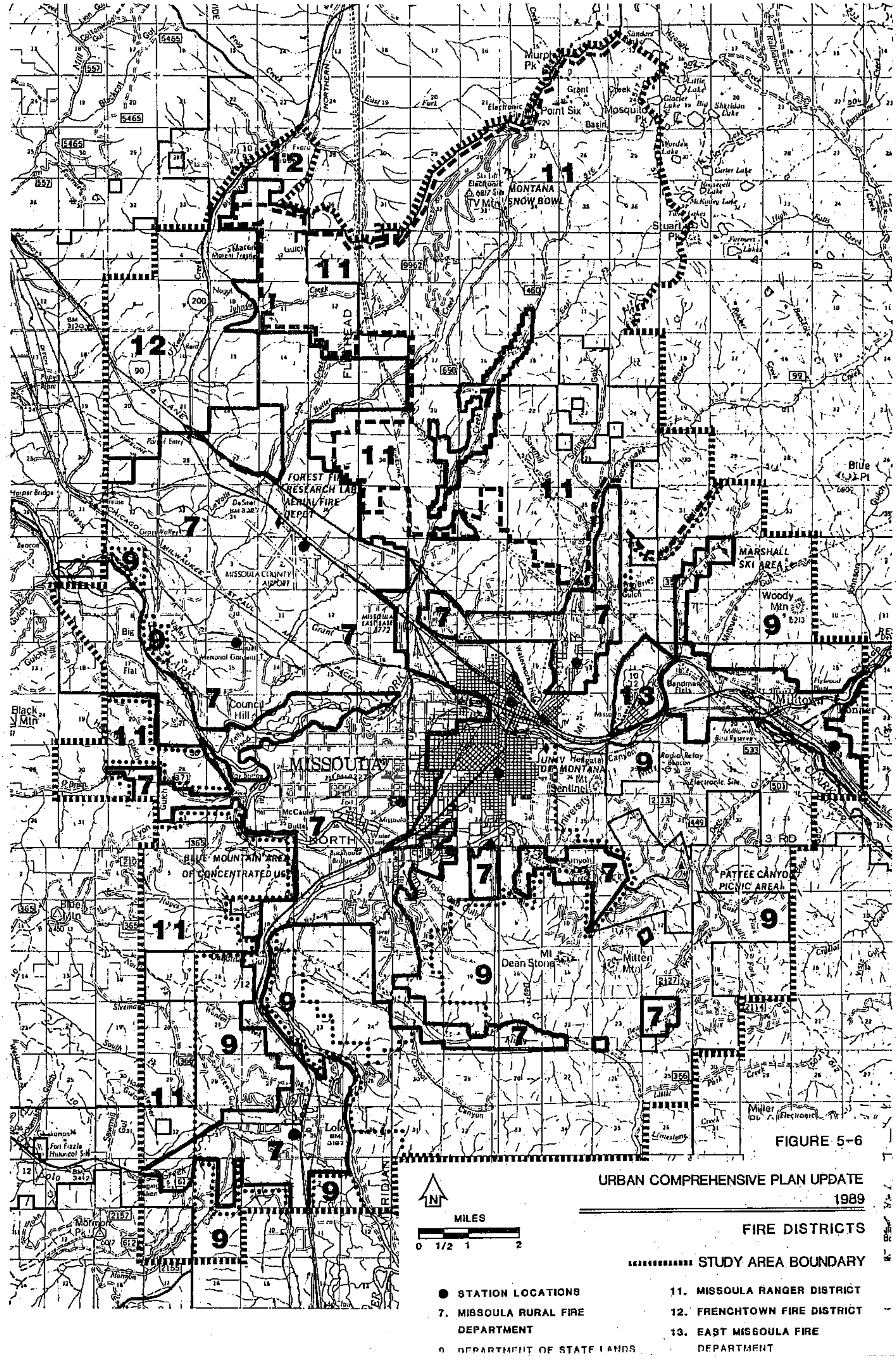
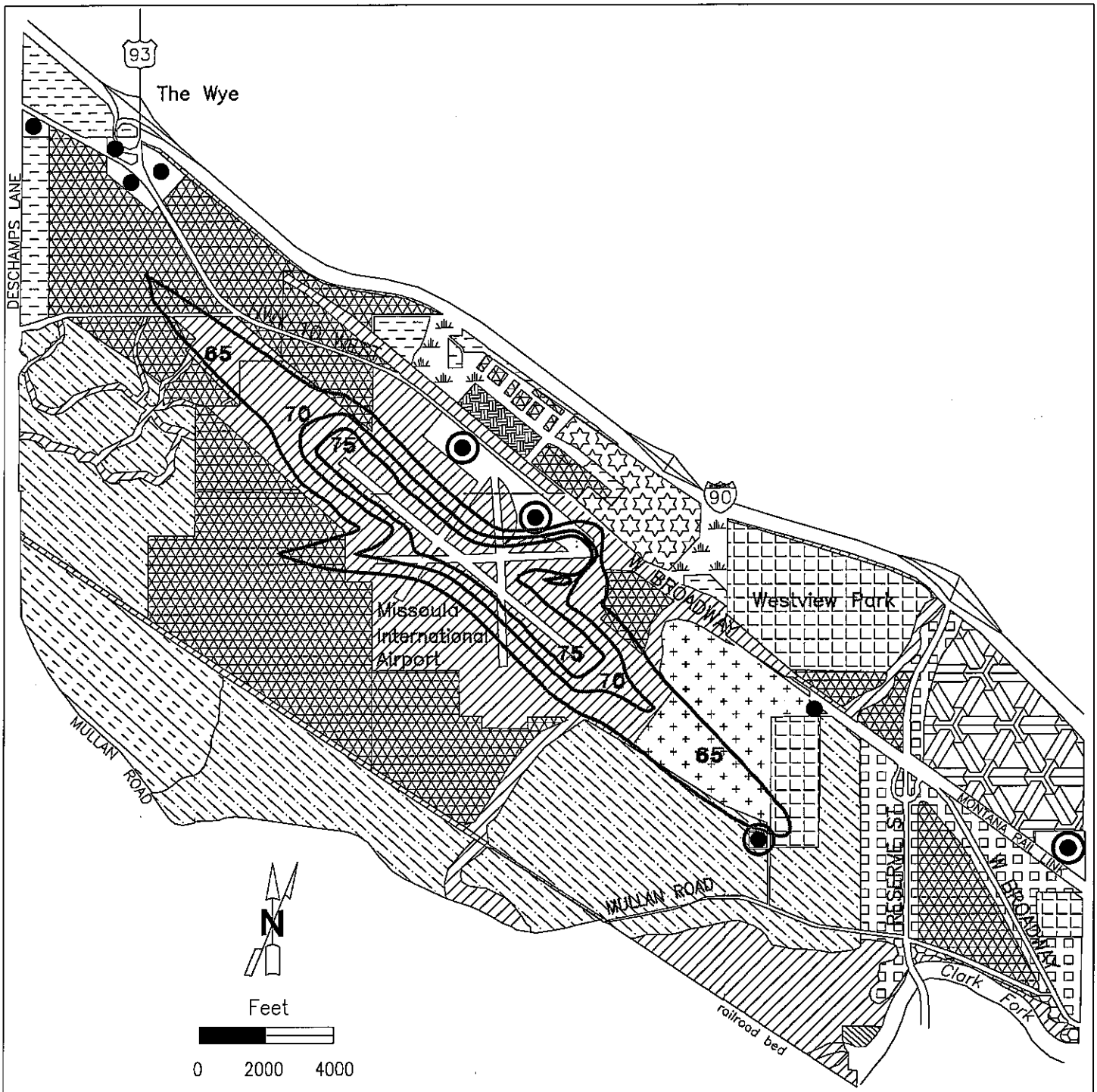


FIGURE 5-6

URBAN COMPREHENSIVE PLAN UPDATE

1989

FIRE DISTRICTS

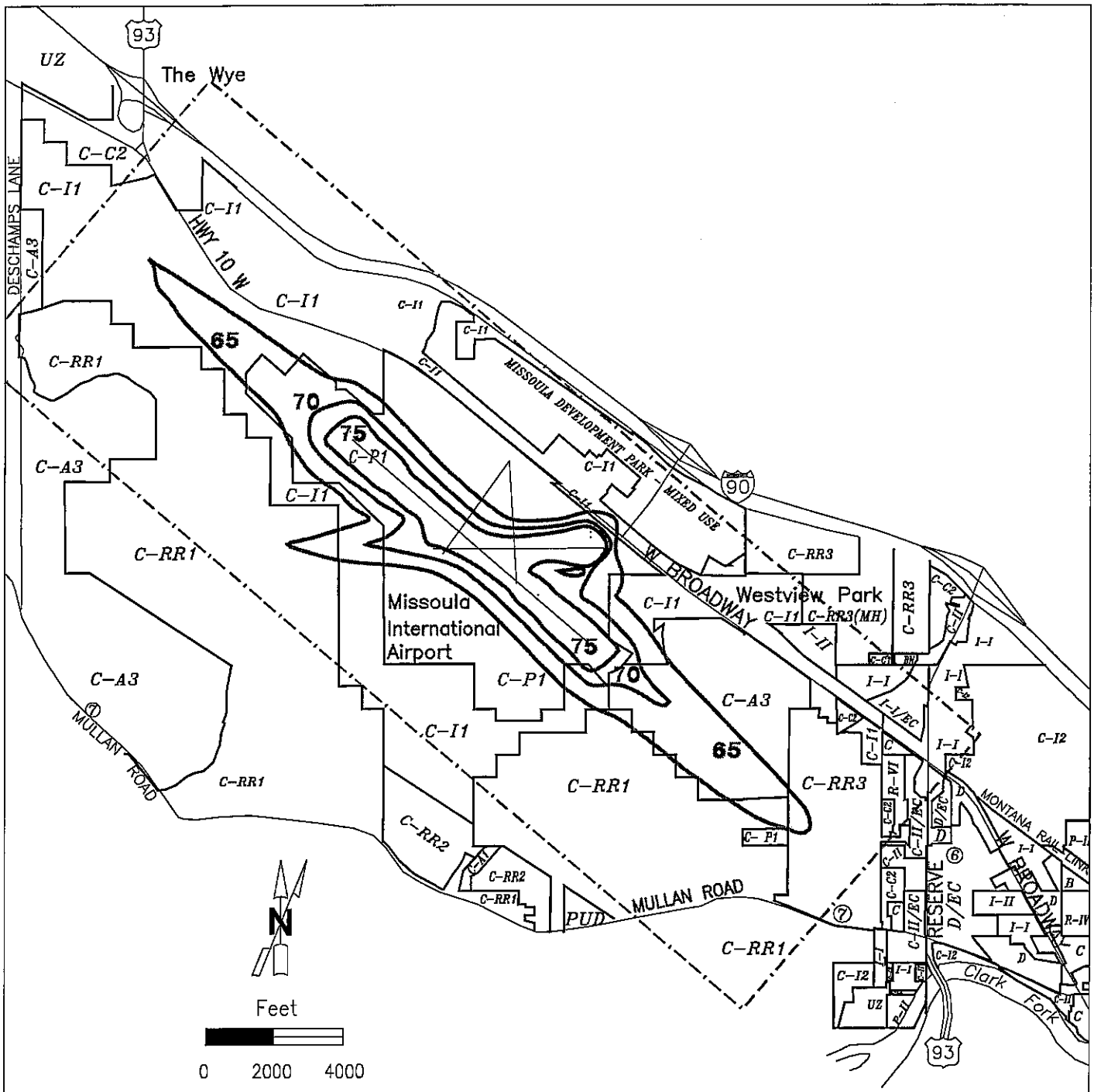


EXISTING COMPREHENSIVE PLAN LAND USES

- Airport Noise Contour with Decibel Level
- Heavy Industrial
- Industrial Warehouse
- Light Industrial
- Highway/Heavy Commercial
- Mixed Use Development
- General Commercial
- Public Lands/ Facilities
- Community Commercial
- 6 dwelling units per acre
- 4 dwelling units per acre
- 2 dwelling units per acre
- 1 dwelling unit per 5 acres
- 1 dwelling unit per 5-10 acres
- 1 dwelling unit per 10 acres
- Parks and Open Space
- Reserve, Parks and Open Space

Sources: Noise contours by Isbill & Associates, 1995. Other data from Office of Planning & Grants.
Map by E. Benson
October 23, 1998
filename: p-fig5-5.plt

FIGURE 5-5



GENERALIZED EXISTING ZONING

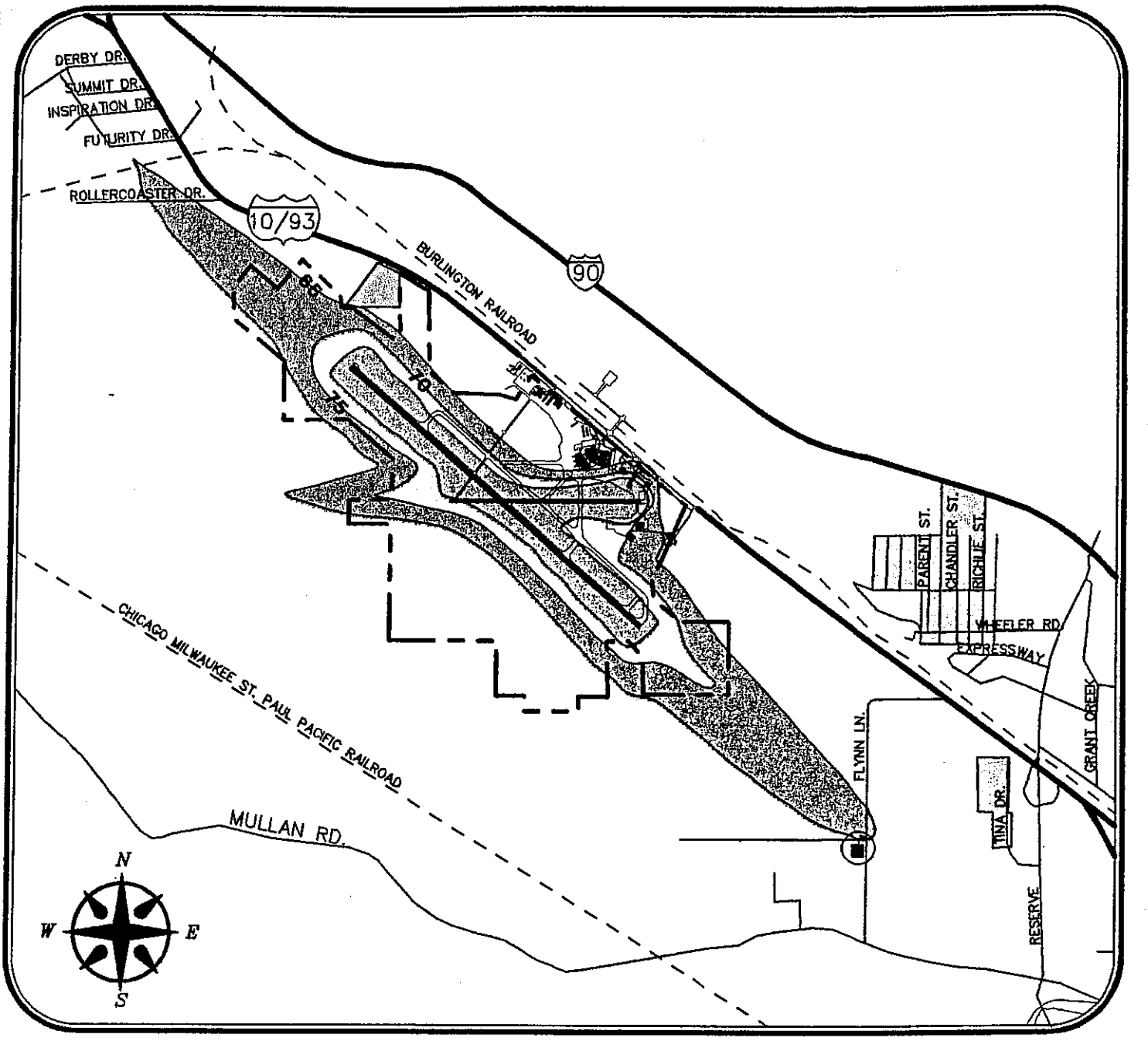
Airport Noise Contour with Decibel Level

Airport Influence Area

Sources: Noise contours by Isbill & Associates, 1995. Other data from Office of Planning & Grants.
Map by E. Benson
October 26, 1998
filename: p-fig5-4.plt

FIGURE 5-4

DNL NOISE CONTOURS: 1995



AIRCRAFT NOISE OVERLAY ZONES

- ZONE 1: LESS THAN DNL 65
- ZONE 2: DNL 65 TO 70
- EXISTING RESIDENTIAL USE
- AIRPORT BOUNDARY
- ZONE 3: DNL 70 TO 75
- ZONE 4: DNL 75+
- HELLGATE SCHOOL

FIGURE 5-3

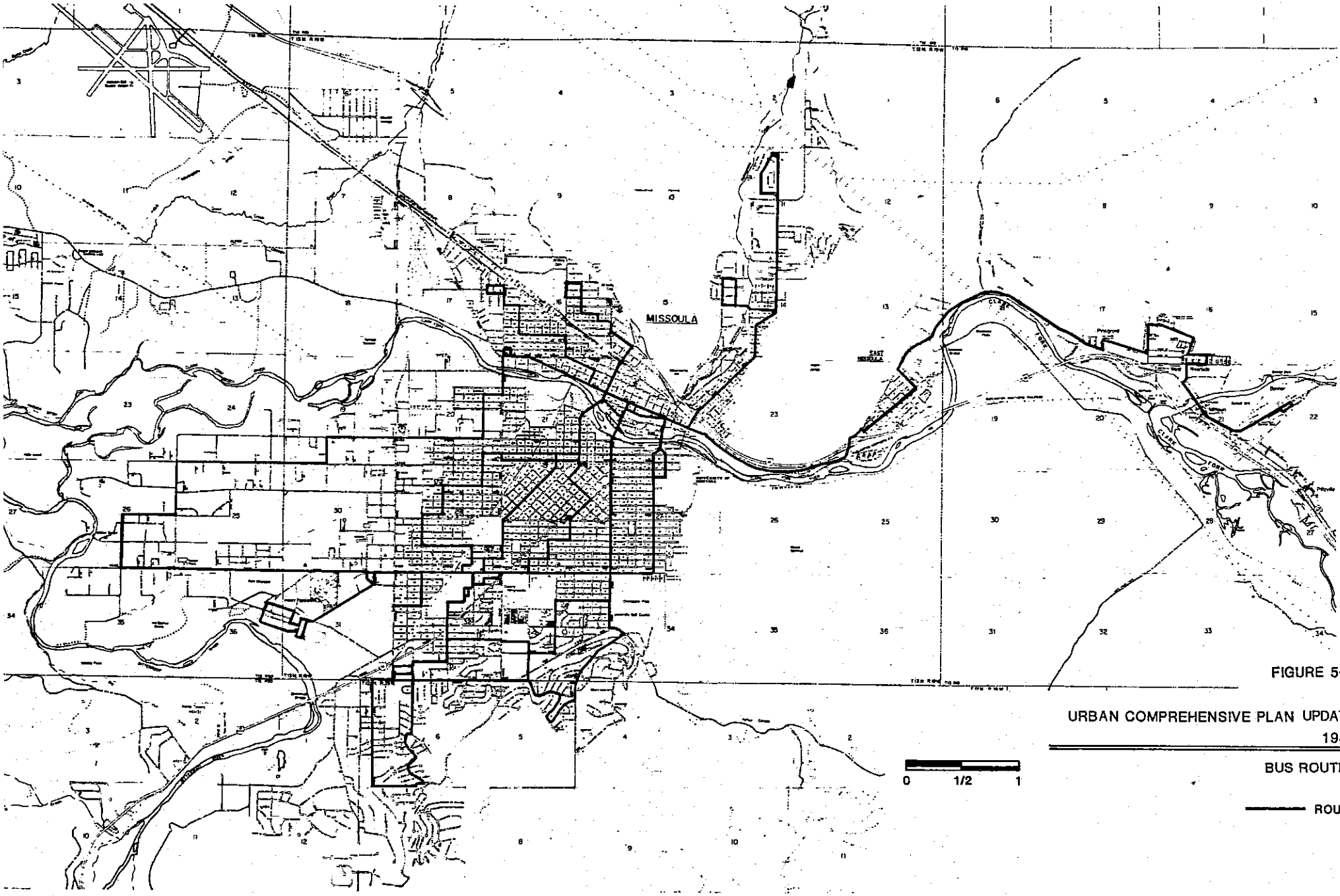


FIGURE 5-2

URBAN COMPREHENSIVE PLAN UPDATE

1989

BUS ROUTES

ROUTE

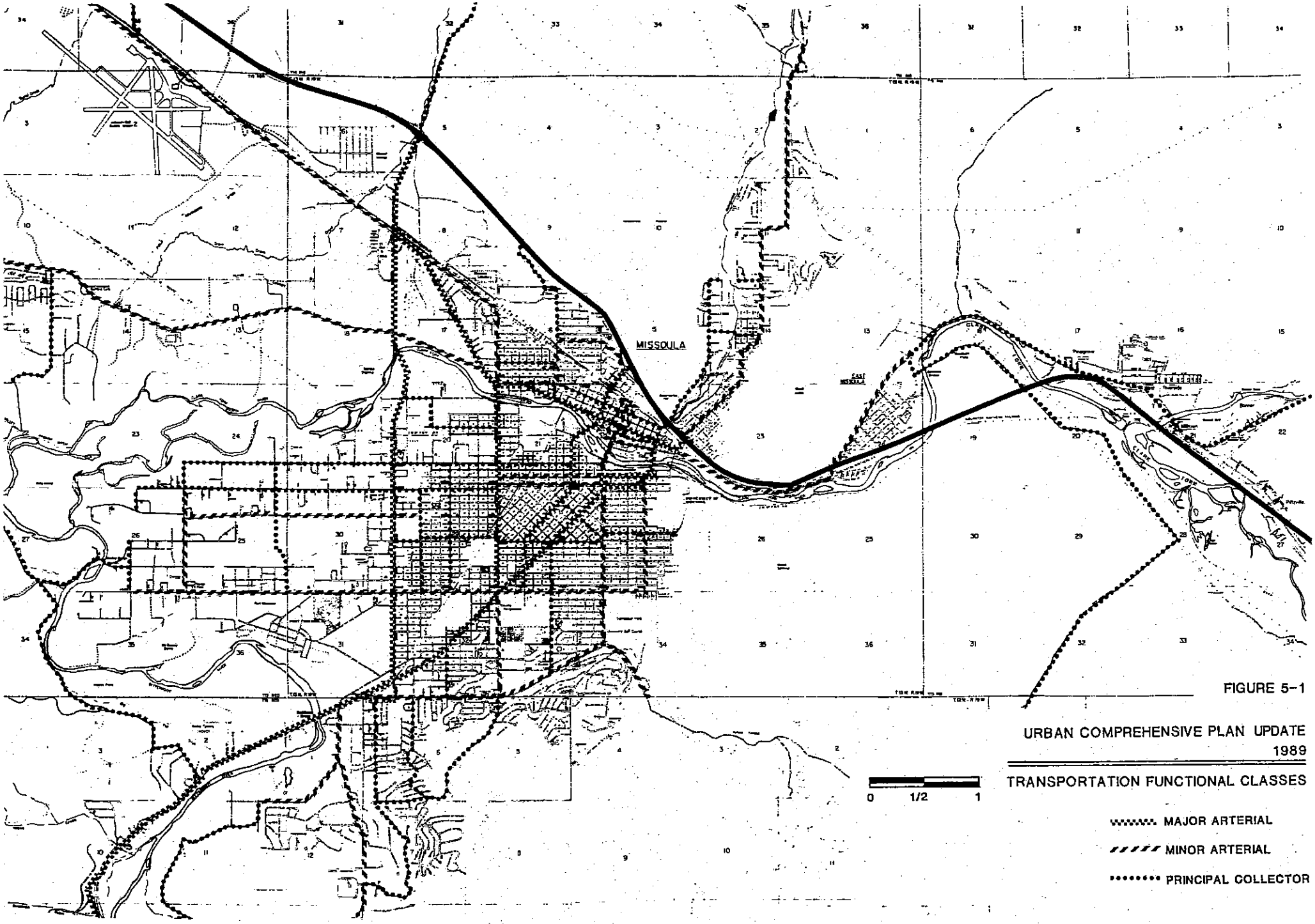


FIGURE 5-1

URBAN COMPREHENSIVE PLAN UPDATE
1989

TRANSPORTATION FUNCTIONAL CLASSES

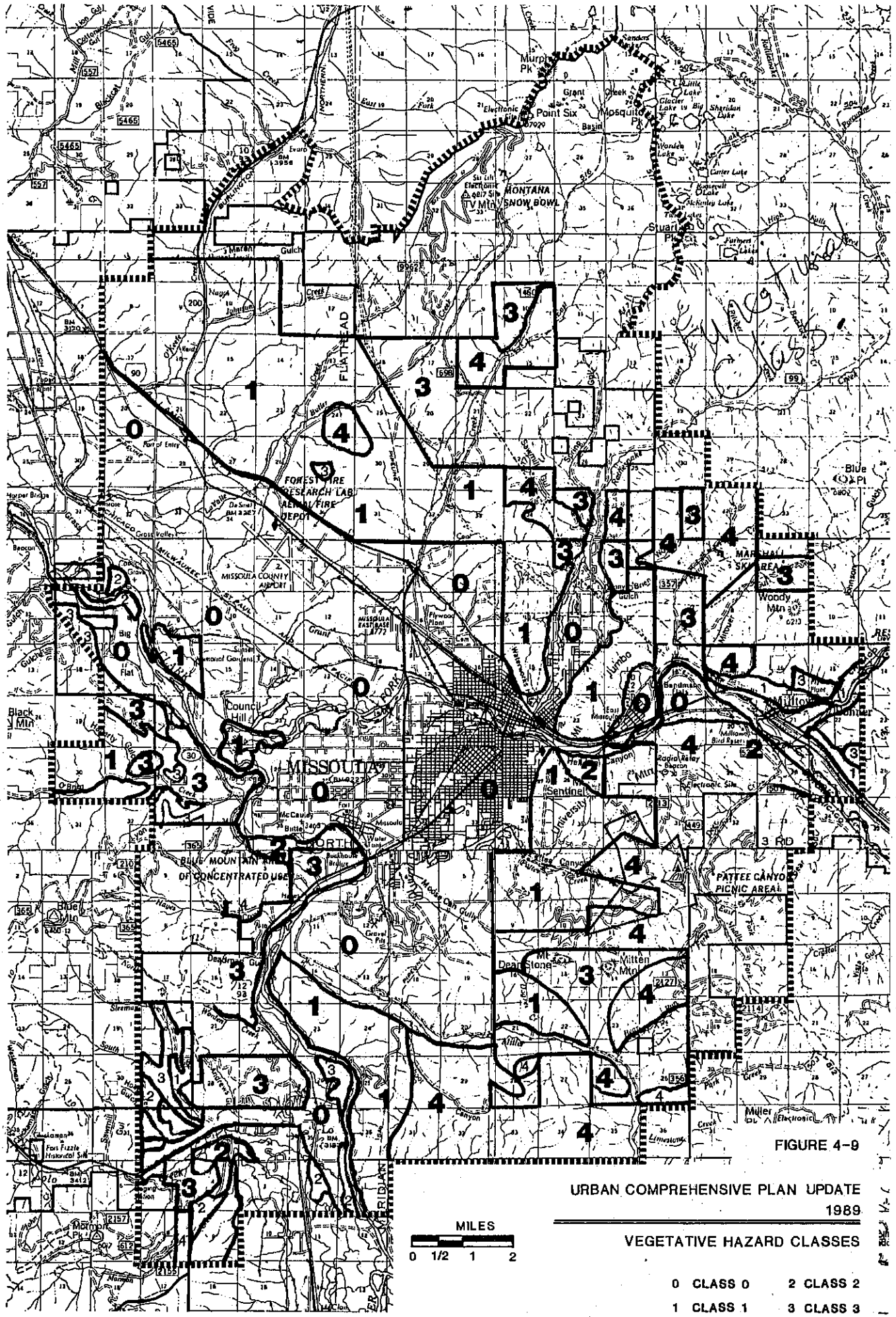


FIGURE 4-9

URBAN COMPREHENSIVE PLAN UPDATE
1989

VEGETATIVE HAZARD CLASSES

0 CLASS 0
1 CLASS 1
2 CLASS 2
3 CLASS 3
4 CLASS 4

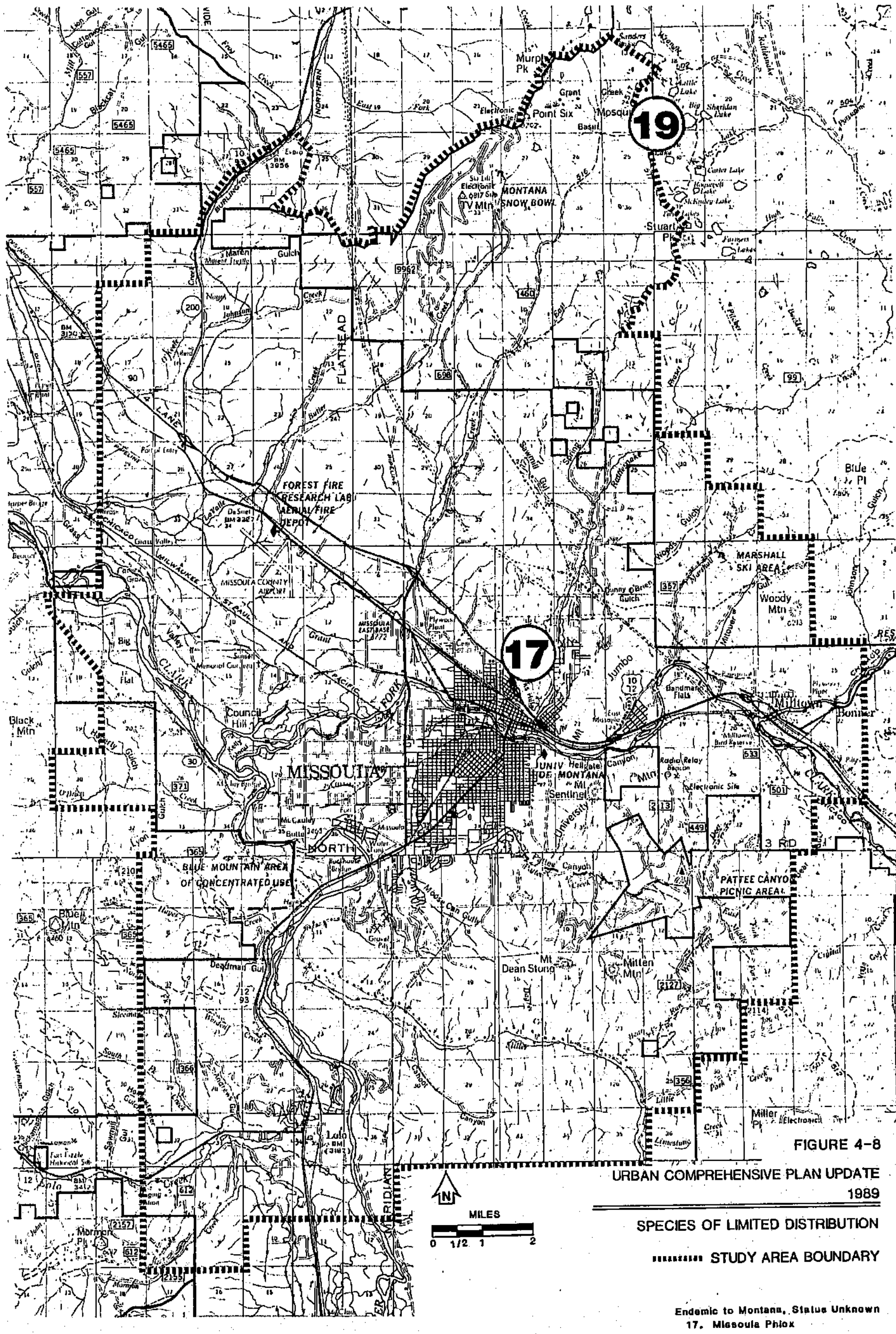


FIGURE 4-8

URBAN COMPREHENSIVE PLAN UPDATE

1989

SPECIES OF LIMITED DISTRIBUTION

▪▪▪▪▪▪▪▪ STUDY AREA BOUNDARY

Endemic to Montana, Status Unknown

17. Missoula Phlox

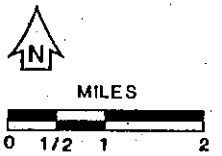
Considered Rare in Montana

19. Kittentail

URBAN COMPREHENSIVE PLAN UPDATE

1989

BIG GAME WINTER RANGE



STUDY AREA BOUNDARY

BIG GAME

- ELK AND WHITE-TAILED DEER
- ELK, MULE DEER AND WHITE-TAILED DEER
- WHITE-TAILED DEER
  - INDICATES INTERMITTANT WINTER USE
- MULE DEER
- BIG HORN SHEEP
- ELK AND MULE DEER

PEL: Potential Ecological Landmark (Johnson & Pfister, 1981)
Numbers indicate general vicinity of species distribution.

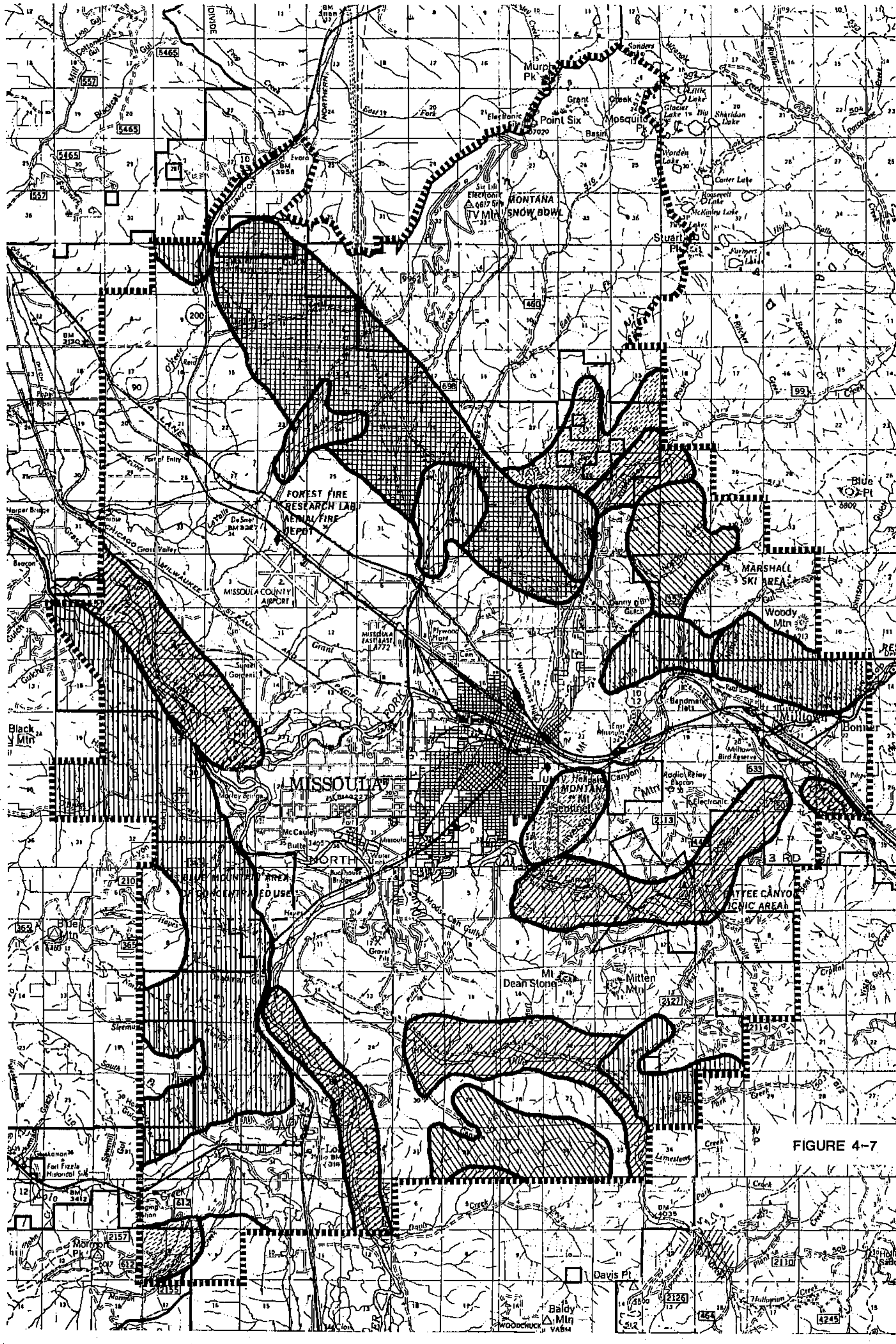

MISSOULA
MISSOULA COUNTY AIRPORT
FOREST FIRE RESEARCH LAB AERIAL FIRE DEPOT
MONTANA SNOW BOWL
MARSHALL SKI AREA
TV Mtn
Point Six
Stuart Pk
Mosquito Pk
Woody Mtn
Blue Pt
Bonner
Milltown
Mt Sentinel
Mt Dean Stone
Mitten Mtn
Davis Pt
Baldy Mtn
Black Mtn
Blue Mtn
Lolo
Missoula
McCauley Butte

FIGURE 4-7

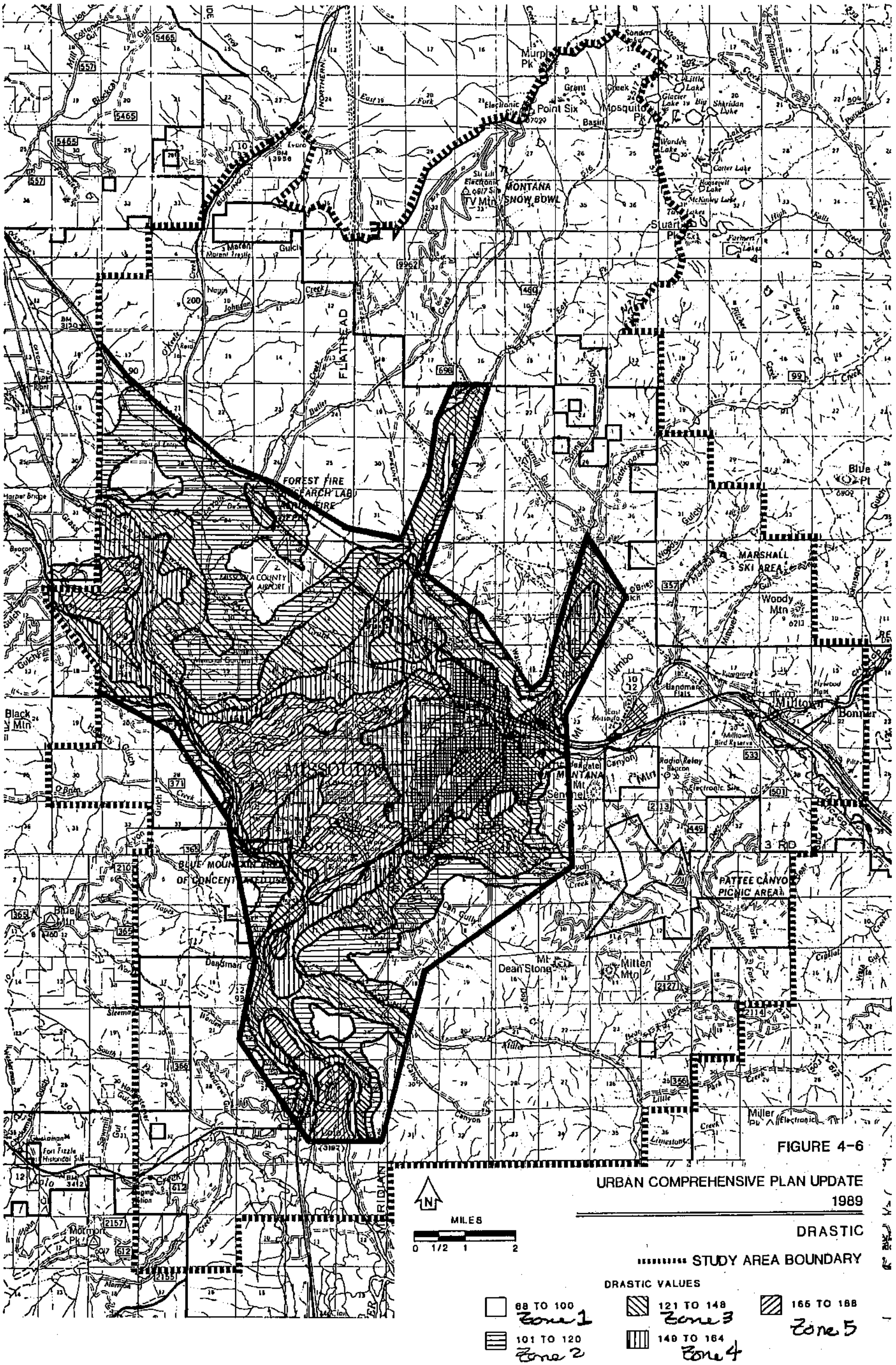


FIGURE 4-6

URBAN COMPREHENSIVE PLAN UPDATE
1989

DRASTIC

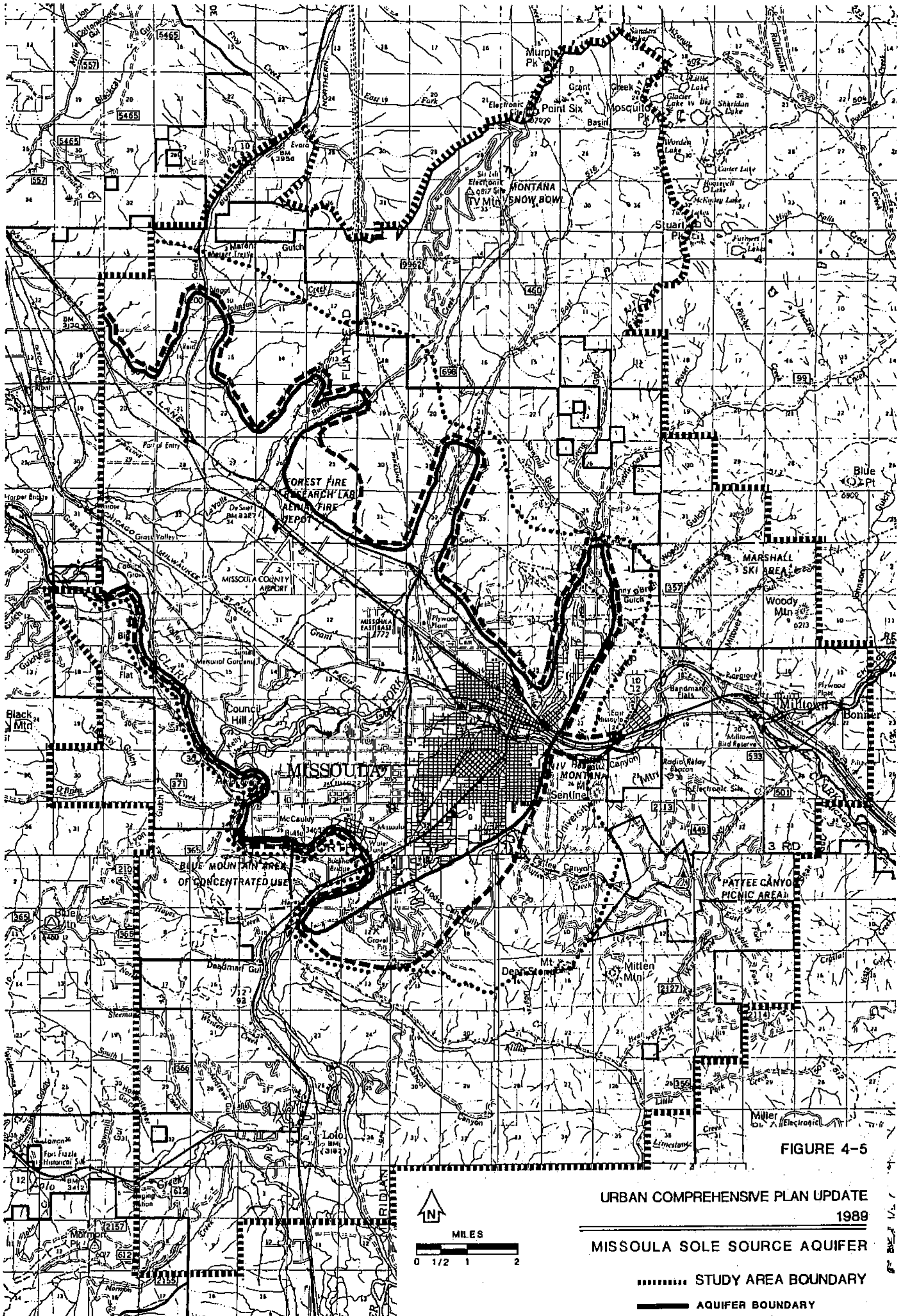


FIGURE 4-5

URBAN COMPREHENSIVE PLAN UPDATE
1989

MISSOULA SOLE SOURCE AQUIFER

STUDY AREA BOUNDARY
AQUIFER BOUNDARY
SERVICE AREA
RECHARGE AREA

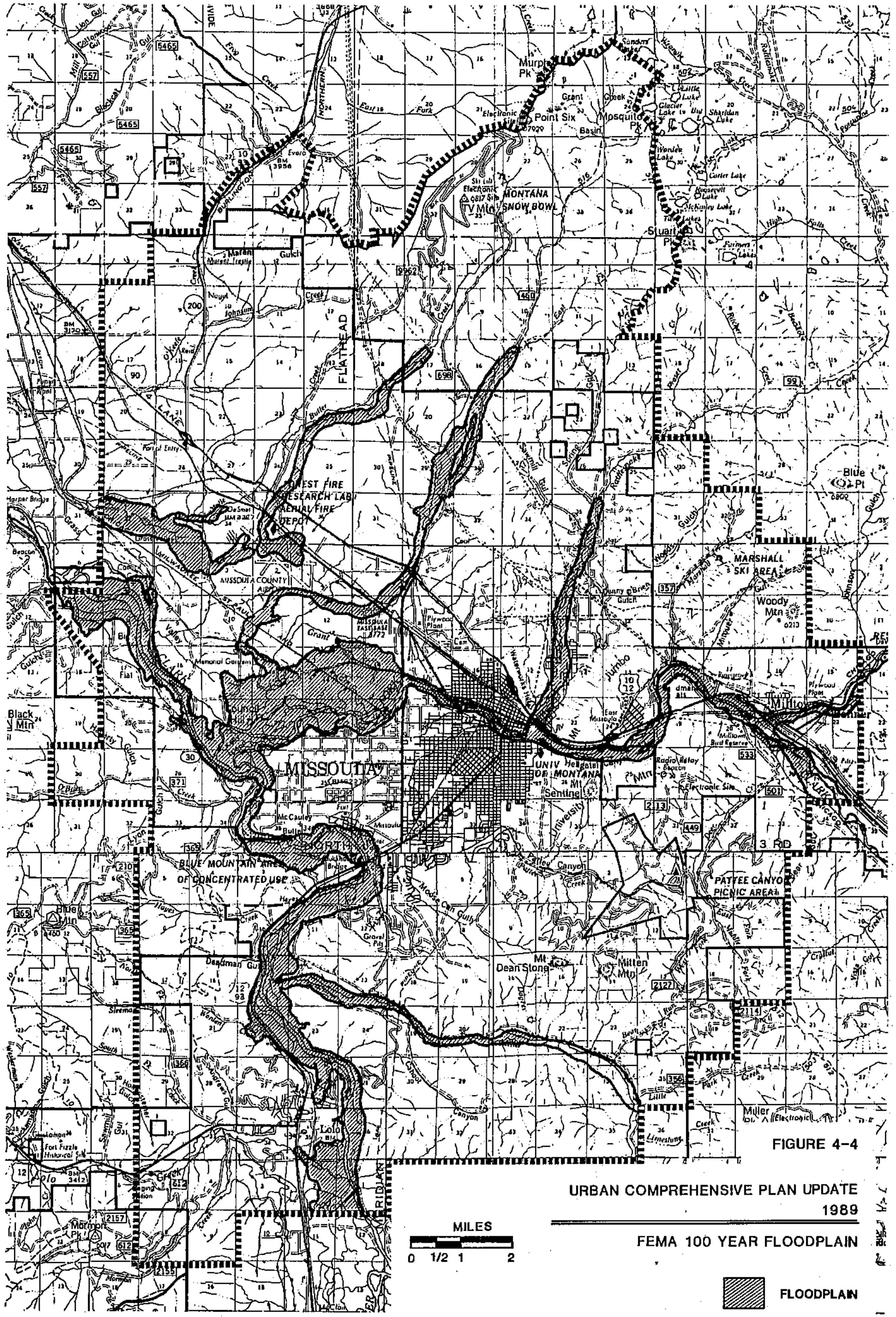


FIGURE 4-4

URBAN COMPREHENSIVE PLAN UPDATE
1989

FEMA 100 YEAR FLOODPLAIN

FIGURE 4-3

URBAN COMPREHENSIVE PLAN UPDATE

1989

SLOPE

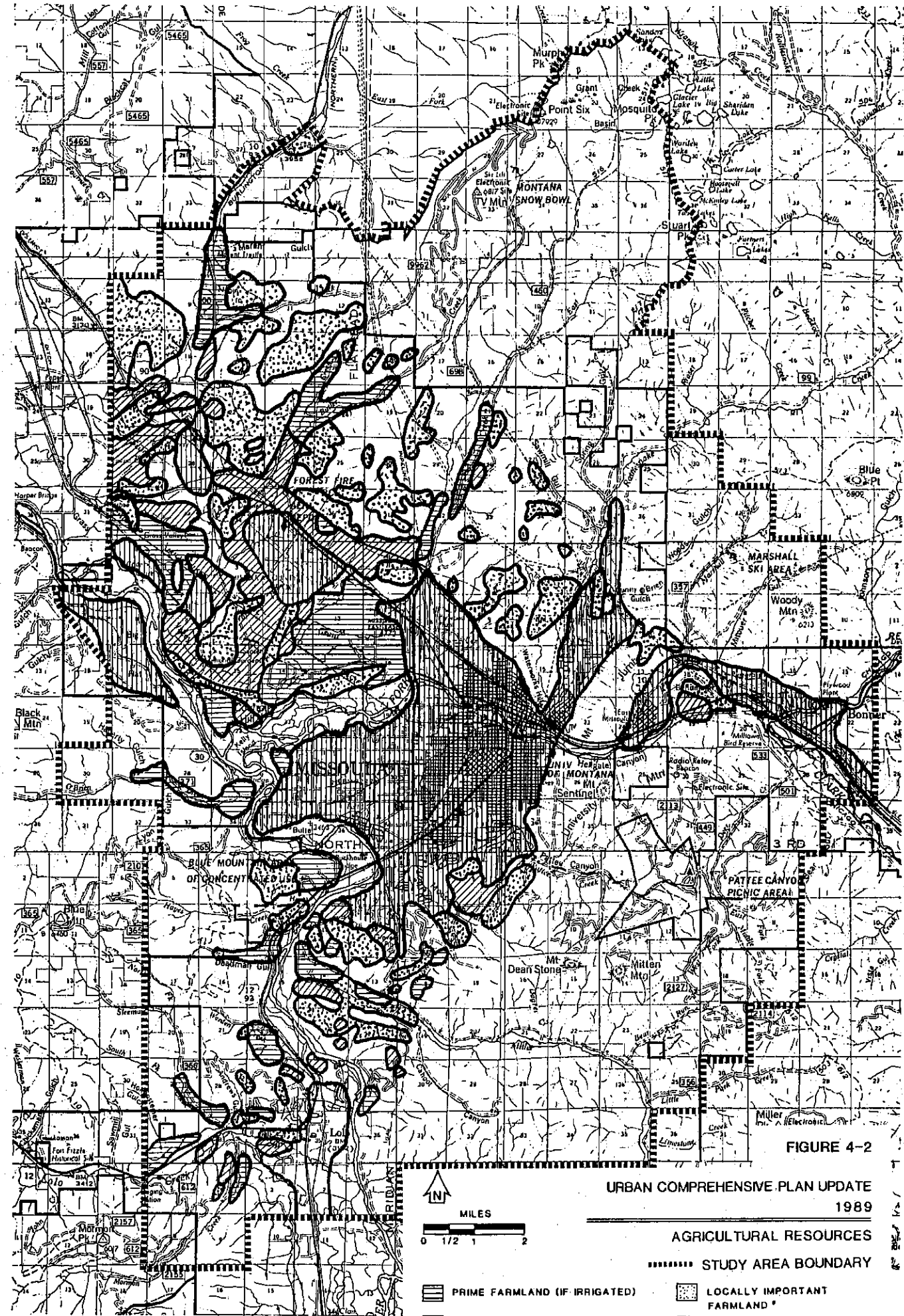


FIGURE 4-2

URBAN COMPREHENSIVE PLAN UPDATE

1989

AGRICULTURAL RESOURCES

* Farmland proposed by MCCD as locally important

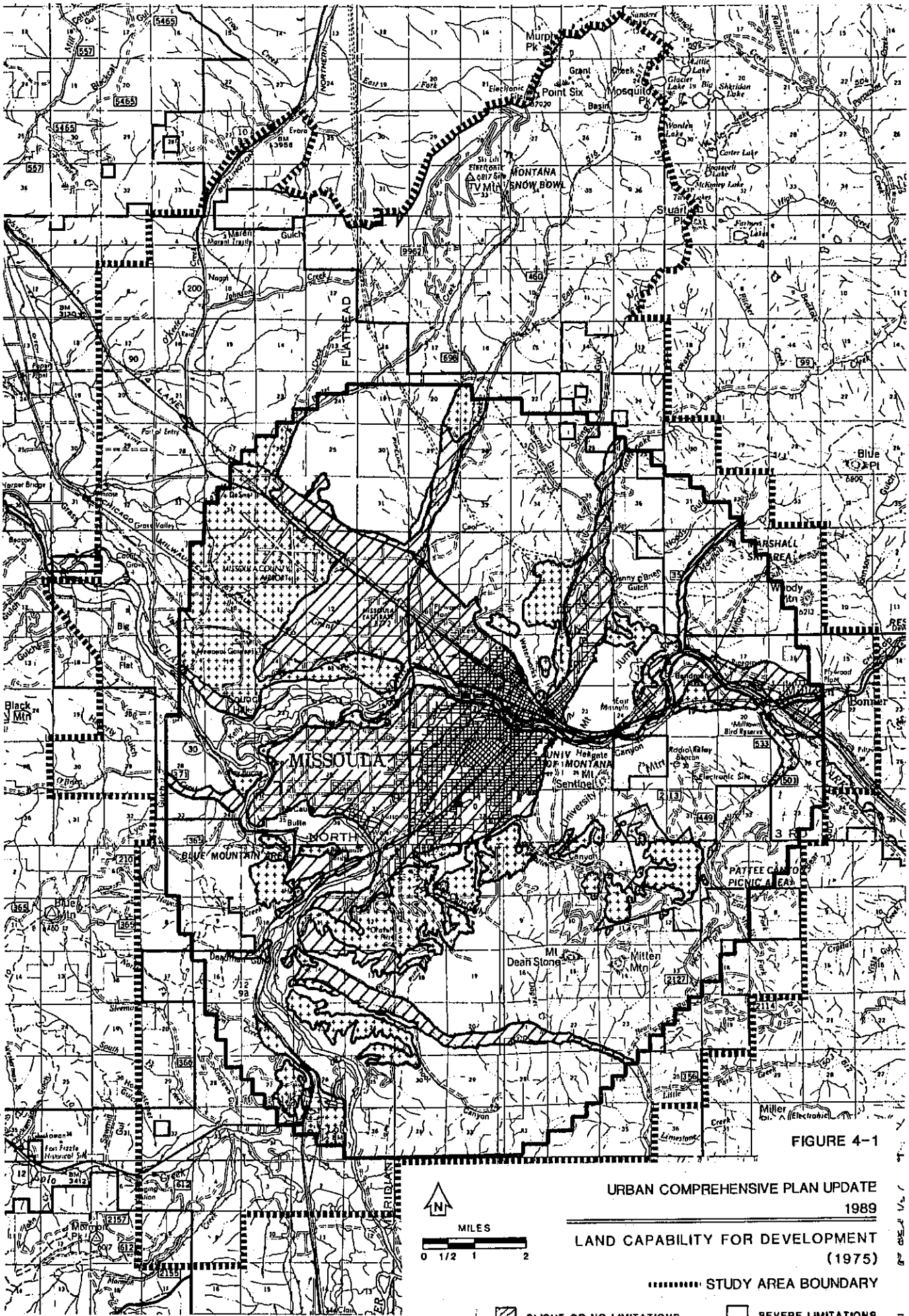


FIGURE 4-1

URBAN COMPREHENSIVE PLAN UPDATE
1989

LAND CAPABILITY FOR DEVELOPMENT
(1975)

STUDY AREA BOUNDARY