OUR Missoula

2045 Land Use Plan

DRAFT #3 | OCTOBER 2024

Draft Version: ☐ City Staff ☑ Public ☐ Final (Council)

Acknowledgements

Mayor Andrea Davis

City Council

Amber Sherrill
Bob Campbell
Daniel Carlino
Eric Melson
Gwen Jones
Jennifer Savage
Mirtha Becerra
Sierra Farmer
Mike Nugent
Stacie M. Anderson
Sandra Vasecka
Kristen Jordan

Missoula Planning Commission

Daniel Oberweiser, Jr.
Derek Kanwischer
James Fountain
Josh Schroeder
Lynn Davis
Peter Bensen
Rick Hall
Sean McCoy
Shane Morrissey
Tung Pham
Danny Tenebaum

Community Advisory Group

Adam Hertz
Alan McCormick
Bob Giordano
Brittany Palmer
Bryan von Lossberg
Kat Cowley
Chris Chitty
Heather McMilin
Justin Metcalf
Paul Filicetti
Ryan Salisbury
Tung Pham
Thomas McClure

City of Missoula Staff

City Attorney

Ryan Sudbury

Community Planning, Development,& Innovation

Eran Pehan, Director
Walter Banziger, Deputy Director
Montana James, Deputy Director
Alex Bramlette
Anne Geiger
Ashley Brittner Wells
Ben Brewer
Cassie Tripard
Charlie Ream
Charlotte Psick
Claire Lovelace
Colleen Kane
Dave DeGrandpre
Devin Filicicchia
Elizabeth Johnson
Emily Armstrong
Emily Gluckin
Evora Glenn
Jen Gress
Jon Sand
Kalina Pritchard
Kristin Spadafore
Lauren Stevens
Laval Means
Leigh Ratterman
Madson Matthias
Marc Hendrickson
Mary McCrea
Parker Webb
Tara Porcari
Zoe Walters

Fire Department

Gordy Hughes, Fire Chief

Chief Adminstrative Officer

Dale Bickell

Missoula Redevelopment Agency

Ellen Buchanan

Parking Commission

Jodi Pilgrim

Public Works

Jeremy Keene, Director
Aaron Wilson
Ben Weiss
Charlie Menafee
Glenn Ingram
Ross Mollenhauer
Logan McInnis
Troy Monroe

Parks and Recreation

Donna Gaukler, Director
Lucy Rummler
Nathan McCleod
Zac Covington

A special thanks to the thousands of Missoula residents, employees, and visitors who participated in the planning process.

Consultants

Jamin Kimmell, Cascadia Partners
Peter J. Park, Peter J. Park LLC
Samantha Suter, Metta Urban Design
Spider McKnight, Six Pony Hitch

Common Good Missoula Core Group

Amber Shaffer
Bob Oaks
Caitlyn Lewis
Jacinda Morigeau
Jenny Mish
Joe Loos
Kate Wilburn
Kelly Sellars
Laure Pengelly Drake
Len Broberg
Lisa Davey

Séliš-Qĺispé Culture Committee, Confederated Salish & Kootenai Tribes

All City, County, State, Federal, and Tribal Agencies as well as private organizations and residents who assisted in the development of this document.

Table of Contents

List of Figures

1. Introduction

The City of Missoula envisions a future of equitable and resilient growth to support a vibrant and inclusive community.

Our Missoula 2045 Land Use Plan Vision

Missoula is defined by its people, landscapes, neighborhoods, and public spaces. Missoula's vision for a people-centered environment sets the stage for the Our Missoula 2045 Land Use Plan (the Plan) and subsequent implementation tools.

We believe that in order to achieve a healthy community and environment we must increase housing availability and access at all levels in all neighborhoods, enhance resiliency and adaptability, emphasize connectivity, and support preservation and protection of sensitive natural areas, including clean air, waterways, and green spaces.

Through robust and inclusive stakeholder engagement in the Our Missoula project, we have heard the need for innovative development, guided by clear and transparent rules, that is responsive and adaptive to the evolving economic, social, and cultural aspects of the community while preserving and celebrating its history.

Key Values

The Our Missoula 2045 Land Use Plan is informed by key values of housing, equity, climate and connectivity, and confirms and clarifies the City of Missoula's growth strategy to Focus Inward by placing greater emphasis on concepts around equity in land use, and community form. These values are described below and are foundational to the development of the plan.

value 1: housing

Enable housing affordability, supply, and diversity; aid people experiencing houselessness.

value 2: equity

Ensure equitable access to opportunities; reduce disproportionate impacts on disadvantaged communities.

value 3: climate

Reduce local carbon emissions; promote compact, walkable, mixed-use development; ensure healthy air and water quality; mitigate growth impacts in areas of environmental hazards and sensitivity; increase access to local food; support the urban forest.

value 4: connectivity

Strengthen neighborhoods; improve quality of life; prioritize safety, compatible building form, and sufficient infrastructure; coordinate transportation with land use; ensure access to parks, trails, and open space.

The What: A New Land Use Plan for Missoula

A Land Use Plan, until recently referred to in Montana as a Growth Policy, is a foundational document for Montana cities, guiding urban growth and development. It establishes guidelines for public and private land use and is crucial for aligning development regulations with community needs and priorities. The Land Use Plan's goals, policy objectives, and action steps are rooted in the following six Land Use Policy Themes:

1. Focus Inward
2. Housing Choice & Access
3. Community & Quality of Life
4. Environmental Quality & Climate Resilience
5. Health & Safety
6. Economic Health

The Land Use Plan will inform zoning and development decisions and help raise awareness of community priorities. It outlines a vision for Missoula that can meet community needs and desires, attract new businesses, protect the environment, and plan infrastructure effectively. By guiding the form, mobility, and intensity of land use, this plan supports resilient and livable communities while complying with recent State law requirements, and elevating Missoula's current priorities.

The Why: A New Approach to Planning

The Our Missoula Growth Policy Update and Code Reform Project (Our Missoula) kicked off in 2022 with the goal of refreshing Missoula's Land Use Plan and modernizing the primary tools in achieving its vision - the zoning and development code. With inclusive community involvement, the broader Our Missoula project has led to the development of the Land Use Plan. Many values and visions from the 2015 Growth Policy remain relevant and have informed the goals and actions within this Plan. However, challenges such as social, cultural, and racial inequities in land use, recent housing shortages, rapid growth, and the accelerating effects of climate change necessitate an update. This work has resulted in an updated and inclusive vision for how Missoula will grow in the future.

Changes at the State level further guided the creation of the Land Use Plan. The Montana Land Use and Planning Act (the Planning Act), adopted in May 2023, altered the state mandates for Montana cities' land use plans and regulations. The act mandates that Montana cities with populations over 5,000 in counties with over 70,000 people, like Missoula, comprehensively update their land use plans, zoning regulations, and subdivision regulations. Missoula must meet this requirement by May 2026. Key requirements within the Planning Act include:

- **Public Participation:** Continuous public involvement, guided by creation and adoption of a Public Participation Plan, in the planning and adoption of land use policy objectives and regulations, thereby shifting engagement away from site-specific projects towards broader planning processes.

- **Planning Commission:** A newly formed Planning Commission will review and provide recommendations to the City Council on establishing a compliant land use plan, maps, and zoning and subdivision regulations. Upon compliance with the Act, the Planning Commission will also function as the appellant body for administrative site-specific land use decisions.

- **Updated Land Use Plan and Map:** A revised land use plan and future land use map, including a projection of Missoula's population for 2045—to determine the number of people needing housing—and a subsequent housing inventory to specify the required number and types of homes for the population. Following this, the land use plan must include analyses of Missoula's local services, economic development, and natural resources and hazards, in order to identify constraints on the location and intensity of future development. The plan shall be reviewed every five years.

- **Zoning Code and Map:** An updated zoning code and map, aligned with the land use plan, and including at least five zoning reforms to promote housing.

- **Subdivision Regulations:** Updated subdivision regulations that substantially comply with the land use plan and zoning code.

The Planning Act balances property rights with projected needs for growth related to housing, public services, environmental considerations, and economic development. The Planning Act requires cities to conduct detailed analyses when updating land use plans, including data collection, impact assessment, and growth forecasting. While the Planning Act sets minimum criteria for these analyses, local governments have discretion to go beyond the baseline requirements.

Under the Planning Act, the land use plan must investigate several key areas: population projections, housing, local services and infrastructure, economic development, natural resources, environmental hazards, and land use within the region. This data is compiled into a "Community Profile," which provides a comprehensive inventory of the elements covered in the land use plan.

The Community Profile, located in the Appendix to this plan, consists of six chapters, each addressing critical aspects of the community:

- Population & Demographics
- Housing (relating to MCA 76-25-206).
- Natural Resources, Environment, and Hazards (relating to MCA 76-25-209).
- Economic Trends & Development (relating to MCA 76-25-208).
- Local Services (relating to MCA 76-25-207).
- Livability – an additional chapter focused on quality of life, equity, and overall livability in Missoula.

These chapters are informed by data from various sources, including Census data, the American Community Survey (ACS), city-generated projections, other recent and concurrent city planning processes, and other relevant resources. The information in the Community Profile informs the broader Land Use Policy Themes in this Plan, shown as follows:

- Focus Inward (ties to Population and Demographics, Housing, Local Services).
- Housing Choice & Access (ties to Community Profile: Housing chapter).
- Community & Quality of Life (ties to Community Profile: Population & Demographics, Economic Trends & Development, and Livability chapters).
- Health & Safety (ties to Local Services).
- Economic Health (ties to Economic Trends & Development).
- Environmental Quality & Climate Resilience (ties to Natural Resources, Environment, and Hazards) .

The Land Use Plan also includes a Land Use Strategy, that establishes the approach to achieving the goals in the broader plan, and address our projected population growth and housing need, through developing Place Type and Street Type descriptions and mapped designations. The Land Use Strategy describes the planned distribution and types of land uses, such as residential, commercial, industrial, agricultural, and recreational areas, as well as types and priorities for streets. The place and street type designations and policies expressed in this Plan form the foundation for implementing local land use regulations.

The Land Use Plan adopts a more focused approach than previous plans, aligning with the new direction provided by the Planning Act. It also recognizes recent developments within the City of Missoula, including its strategic plan process. The plan is designed to be iterative and responsive to changing conditions and community priorities, evolving over time to address changed circumstances and emerging issues.

Community engagement plays a central role in the planning process, both as a priority and a legal requirement under the Planning Act, which mandates ongoing public participation in developing and adopting land use policies. This engagement is formalized through a Public Participation Plan (see Appendix) and will continue to shape updates to the land use plan.

Ultimately, the Land Use Plan charts a course into the future for the Missoula community that establishes a strong foundation for equitable and resilient development with the understanding that Missoula will continue to need to adapt its strategy for growth and change periodically over time.

The How: Land Use Plan Process Overview

Process Summary

Our Missoula is a multiple phase project that involves both the generation of the Land Use Plan, and a comprehensive code reform effort culminating in a new Unified Development Code for the City of Missoula. The overall goals and outcomes of the phases as they relate to development of the Land Use Plan are summarized in the following paragraphs.

Phase 1: Community Launch: "Build awareness and inform the community"

The goal of Phase 1 was to inform and educate the community about the Our Missoula project's impact and necessity, officially launch the Our Missoula Project with community involvement, and build partnerships with diverse, inclusive groups to support outreach and engagement.

Phase 2: Define the Problem: "Identify how our codes and policies fall short in addressing equity and community needs."

The goal of Phase 2 was to assess Missoula's past, present, and future. This incolved assessing the community's conditions and projected needs, and engaging community members on key issues like equity, housing, and environment. This engagement helped to inform the Land Use Plan's vision.

Phase 3: Explore Scenarios for the Future: "Envision what change and progress could look like for Missoula"

The goal of Phase 3 was to explore diverse growth options for Missoula based on community feedback and Phase 2 findings, assess their equity impacts, and engage the community in evaluating tradeoffs related to jobs, housing, sustainability, and infrastructure.

Phase 4: Update the Growth Policy & Future Land Use Map: "Affirm our community's vision"

The goal of Phase 4 is to engage the community on proposed updates to the Land Use Plan and Future Land Use Map to ensure they address current needs and preferences, then adopt these updates to finalize the project.

Community Engagement

Community Engagement Approach

Throughout the process to update the Land Use Plan, the Our Missoula team utilized continuous, relationship based engagement that brought the whole community along. The engagement approach focused on three key areas: collaborative education, sharing experiences, and building awareness of key issues. Achieving these goals meant building meaningful relationships with community members that are based on trust and transparency.

The Our Missoula team held targeted stakeholder meetings, tabled at community events, and provided multiple opportunities to attend events during each cycle of engagement. This included planning events at various times of day and in various locations to give residents options and to find the event the worked best for them. When possible, food and activities for kids were provided.

The goal of this community engagement approach was to include meaningful input from, and involvement by, community members, business owners, landowners,

appointed/elected officials, City staff, and stakeholders in the Our Missoula project. Efforts to better serve traditionally marginalized and underrepresented communities were spearheaded by the City's Community Engagement Specialist – this included intentionally working with a variety of community groups and individuals to ensure robust engagement and representation throughout the project.

Additionally, we engaged the Planning Board throughout the creation of the Land Use Plan with regular updates, review of materials, invitations to community meetings, and representation in the Our Missoula Community Advisory Group.

These efforts followed our adopted Public Participation Plan, a requirement of the Planning Act. The Public Participation Plan will guide the engagement process through adoption of the Land Use Plan and subsequent creation and adoption of land use regulation, in addition to all future updates or amendments.

Our Missoula Community Advisory Group

To ensure robust representation from diverse sectors of the community, the City established the Our Missoula Community Advisory Group. The group is an inclusive and diverse mix of stakeholders who are representative of the issues and elements that the broader Our Missoula project and the Land Use Plan address. Collectively, group members provide community perspective throughout the process, from early outreach to the creation of deliverables like the Land Use Plan or land use regulations, to adoption by our legislative body. The group has served as a sounding board, assisting us in balancing policy development and implementation ideas from the various focus groups, work teams, and community members involved in the broader the Our Missoula project.

By the Numbers: Community Engagement from August 2022 through July 2024:

The Community Engagement Process

Phase 1: Community Launch

The Our Missoula project was publicly launched in December 2022 with a Community Kick-Off Event held at the Missoula County Fairgrounds. This event was created in partnership with Common Good Missoula, a broad-based community organizing collective. The event followed a "civic academy" model based on sharing information, residents' lived experiences, and storytelling. The Community Kick-Off laid the foundation with community members for what the project and its elements mean to the community. It also signaled a shift in the community engagement approach for the Our Missoula project.

Phase 2: Define the Problem

The second phase of the project, from spring through winter 2023, focused on identifying how the City's codes and policies fall short in addressing equity and community needs. Engagement in the first part of this phase was centered around the Equity in Land Use Report. This phase featured a combination of public presentations, small group discussions with stakeholder groups, "table talks" in partnership with Common Good Missoula, tabling at partner events, and online opportunities. The goal of this engagement was to see if the technical data of the Equity in Land Use Report resonated with qualitative feedback from residents' lived experiences with housing affordability, segregation and exclusion, and gentrification and displacement in Missoula. This feedback helped informed the types of land use changes the City should consider to advance equity through the Land Use Plan and the subsequent development of code regulations.

The second part of this phase expanded on the equity-related conversations by defining what residents value in their neighborhoods now and in the future. The City hosted three Community Growth Policy Workshops that asked two simple questions of participants:

"What do you love in your neighborhood?"

"What do you want to see or change in your neighborhood?"

Phase 3: Scenarios for the Future

The third phase of the project, from spring through summer 2024, was dedicated to creating and sharing tangible, community-informed scenarios for growth in Missoula.

A series of three Expanding Housing Options in Neighborhoods Workshops held in February and March of 2024 explored the ways to allow for more housing options and housing that is more affordable by design while preserving what residents value about Missoula's neighborhoods. Through a map-based activity, participants were asked to share their preferences around different levels of housing diversity in the parts of the city that were identified in this exercise, which were our primarily residential areas of the city. These areas were divided into urban, suburban, and rural residential sub-areas, and the housing options were based on different levels of missing middle housing. Along with prescribing a score to each area, participants were asked to share the considerations that went into their decision-making. This gave City staff an understanding of the types of residential growth that would be preferred across the city.

The feedback from these workshops, along with input from prior engagement, was distilled by city staff and project consultants to inform the development of a menu of scenarios that represent different approaches to addressing some of the city's critical housing affordability, equity, and climate issues.

The second part of this phase featured two community-wide Future Growth Scenario Open Houses in summer 2024. Residents were invited to provide input on three scenarios for future growth, the outcomes that are most important to them, and their preferences for balancing the tradeoffs that were presented by these scenarios. These workshops were scaled to be presented to stakeholder groups, and an online version of the open house and the survey were available on the Our Missoula website.

Feedback from this engagement provided information about the type of growth that is supported most broadly in the community and was used to develop a preferred scenario for growth. The preferred scenario is integrated into this Plan, and described further in the Land Use Strategy chapter.

Phase 4: Growth Policy Update and Future Land Use Map

We are hosting two community presentations and three drop in sessions for the public. Alongside this, we are consulting

with stakeholders. Feedback from this engagement phase will be documented and added to the public record and considered during the adoption step for the Land Use Plan. This section will have updated language before the public hearings and Plan adoption.

What Did We Hear?

Throughout each phase of the Our Missoula project, public input was gathered and continuously iterated and integrated into subsequent project deliverables and recommendations. While different questions were asked of the community during each community event, common themes consistently emerged. These themes are incorporated into this plan. These include support for:

- Creating complete neighborhoods with a mix of uses, amenities, services, and necessities within walking distance of households.
- Promoting affordable and diverse housing options throughout the city, including compact and smaller units in various areas.
- Supporting incentives for affordable and accessible housing and exploring alternative housing solutions.
- Aligning planning with climate goals and encouraging renewable energy and sustainable development practices.
- Avoiding growth in environmentally sensitive or at-risk areas and preserving open space and agricultural lands.
- Supporting walkable, multi-modal neighborhoods by enhancing public transportation and pedestrian and bike infrastructure.
- Fostering social connections and creating neighborhood centers, parks, and public spaces with equitable access.
- Supporting the adaptive reuse of buildings and maintaining a sense of place and historic character.
- Addressing concerns about density impacts on community character, infrastructure, and public services.
- Addressing existing inequities and ensuring that planning efforts are inclusive and equitable for all community members.

How to Use This Plan

The Land Use Plan will guide growth and development in the City of Missoula over the next twenty years. Like any good comprehensive plan, it outlines where we are today, where we want to be as a community in the future, and establishes goals, objectives and actions required to achieve that vision. And, like any good forward planning document it will be reviewed and updated periodically to address changing conditions, new technologies and the input and ideas of future resident participants in the long-range planning process. This document will be used to guide everyday decision-making, and is divided into six Chapters covering an Introduction, Land Use Policy Themes, Land Use Strategy, Land Use Plan Adoption and Amendments, and Land Use Plan Implementation. Appendices are also included for additional background.

The Land Use Policy Themes chapter describes six Land Use Policy Themes each with its own introduction to the theme and an overarching goal. Policy objectives address the key issues identified in each Theme which are in turn based on summaries of current conditions from the Community Profile and other supporting Our Missoula project materials as they relate to Theme topics. The Theme sections conclude with a summary implementation guidance statement that consolidates the types of actions generally needed to implement the theme in the Land Use Implementation chapter.

The Land Use Strategy chapter introduces the City's

strategy for applying the policies listed in the Land Use Policy Themes chapter and consists of descriptions and geographic designations of Place Types and Street Types.

Place Types describe geographic areas with a unique combination of prescribed land use, built form, mobility, and intensity. Street Types include information on design objectives, typical treatments, mode priority, functionality, target metrics, and place types for the particular typology. Place and Street Type maps show where each type are designated geographically throughout the planning area.

The Land Use Plan Adoption & Amendments chapter provides information regarding how and why the Land Use Plan was adopted and how it, as well as related issue and area plans, will be amended and adopted in the future.

The Land Use Implementation chapter includes the list of identified actions to be pursued in support of the Land Use Plan, along with their expected timelines of completion, and those organizations and groups that could help implement that particular action. The chapter also address coordination between the Land Use Plan and the City's Community Investment Program (CIP), and implementation monitoring practices.

The last chapter of the document is a list of appendices to be used for further background on how the document was created, and is coordinated with other ongoing City infrastructure planning efforts.

Appendix Materials Summary

A variety of related materials informed the creation of the Land Use Plan. Some of them were produced through the Our Missoula project specifically, some were required through the Planning Act, and others were supplemental or related to recent or concurrent planning processes. These materials are listed here, and available as appendices to this Plan, on the project web page, or by request from the City of Missoula:

A. **Land Use Plan Community Profile:** The Community Profile (found in the appendices) contains the full analysis required by the planning act, while the Land Use Plan calls out key findings of that analysis in its Themes chapter.

B. **Our Missoula Equity in Land Use Report:** The Equity in Land Use report evaluates Missoula's land use policy and zoning regulations based on how well they support social equity goals, including advancing housing affordability and reducing barriers to historically disadvantaged populations from thriving in the community. This report was called for by the 2019 citywide housing policy, 2020 Strategic Plan, and 2021 Justice, Equity, Diversity, and Inclusion (JEDI) Resolution.

C. **Our Missoula Code Diagnostic:** This diagnostic identifies key issues with Missoula's development codes and provides actionable insights and considerations for improving clarity, consistency and alignment with the community's goals and state regulations. It is a synthesis of policy and regulatory documents, listening sessions with frequent code users in the community, staff input, and technical analyses. The findings in the Code Diagnostic are the basis for adopting a set of Guiding Principles for the Code Reform effort that will implement the Land Use Plan through adopting updated development codes.

D. **Timeline of Missoula's Built History (Our Missoula Community Form Analysis):** This offers a visual resource to promote compatible development and shape future growth, and helps the city understand how the City developed using different patterns of streets, lot and blocks over different eras of time.

E. **Our Missoula Development Guide:** This is a tool that tracks and reports out on residential development trends occurring within the Missoula urban area.

F. **Public Engagement Tracking and Analysis:** Information is forthcoming and will be provided in advance of holding public hearings.

G. **Additional Resources:** Further guidance to this plan was received directly from City departments and other agencies, and through evaluation and incorporation of other City plans and policies and relevant concurrent planning efforts including the Long Range Transportation Plan Update and the City Parks, Recreation, Open Space and Trails Plan Update. These are referenced specifically in the Community Profile and/or elsewhere in this document, and a list of related resources is provided in the plan Appendix.

The Where: About Missoula

Missoula, nestled in the heart of the northern Rocky Mountains, lies at the confluence of the Clark Fork, Blackfoot, and Bitterroot Rivers. This land has held profound significance for thousands of years, especially for the Séliš and Qĺispé Tribal Nations, whose presence in the area stretches back to the last Ice Age. The community today is deeply influenced by this rich

Indigenous heritage and impacted, then as now, by the city's majestic landscapes, vast forests, and open spaces.

Today, the area serves as a vital regional hub for retail, healthcare, and commerce, providing essential services and economic opportunities to the surrounding areas. This role is supported by its expanding transit and trail systems, which enhance mobility and strengthen connections between neighborhoods, businesses, and outdoor spaces. As the city continues to grow, its residential and commercial districts are adapting to meet evolving needs, balancing opportunities for development with the challenges of housing and infrastructure. Anchored by institutions like the University of Montana and a growing business sector, Missoula's community thrives on education, innovation, and collaboration, setting the stage for thoughtful, sustainable growth that honors its past while looking toward the future.

Missoula's History of Development

Since the beginning of human history, the area now known as the Missoula valley has been a place of great significance for the Séliš (pronounced SEHleesh, anglicized as "Salish") and Qĺispé (pronounced Kah-lee-SPEH, also known as "Kalispel" or "Pend d'Oreille") nations. Oral traditions and both Indigenous and non-Indigenous archeologists have documented a tribal presence in this region that reaches back to the last Ice Age – roughly 13,000 years ago. The period since the Lewis and Clark expedition in 1805 — often misunderstood by non-Indigenous people to signify the beginning of history in Montana and adjoining places — accounts for about 2% of human history in the area. The Equity in Land Use Report goes into greater detail related to the thousands of years of the indigenous way of life and describes the dispossession of tribal land in the Missoula Valley.

The City of Missoula was established in 1866 as a lumber town and trading post bolstered by the arrival of the transcontinental railroad. The railroad provided the platform for industrial economic activity and the extraction of resources in Séliš and Qĺispé territories. As the transcontinental railroad grew westward, the demand for timber enabled markets for extraction and urbanization. The Missoula Valley and surrounding area was flush with hundreds of acres of highly valuable old growth pine that was harvested and used for the construction of the railroad by non-Indigenous newcomers. Whereas the prevailing way of life of the Séliš and Qĺispé was one of reciprocity with the land, the way of life introduced by non-Indigenous people was one of industry, commerce, and profit. The newcomers brought forth fundamental changes that forced a new type of relationship with the land that was based on production, exchange, and commodification. The imposition of this new system created a trajectory of social, economic, and health disparities for Indigenous peoples for generations.

Today, the ways in which the community interacts with the built environment is not only shaped by the geography of the surrounding mountains and valleys, but by the colonization of the Missoula area by non-Indigenous newcomers in the 19th Century and the regulation of land that followed. Since Missoula was incorporated into a city, there have been four main periods of development:

EARLY URBANIZATION

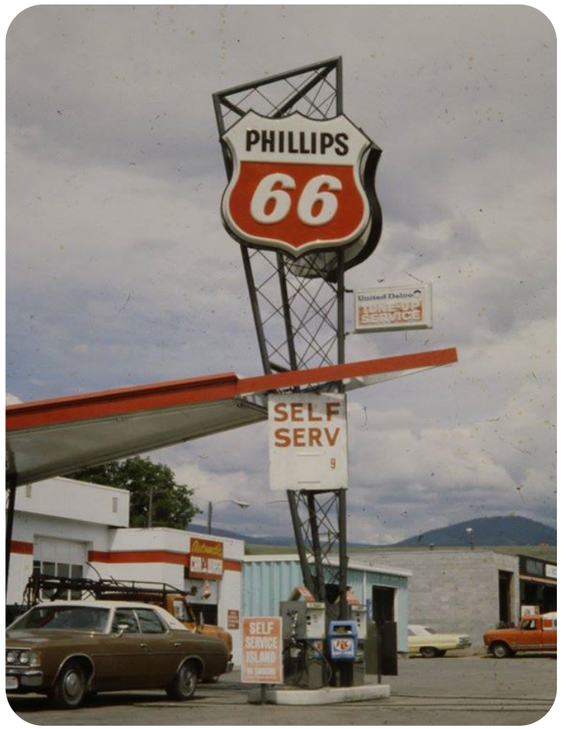
Pre-1900: Like most Montana towns at this time, Missoula's early growth as a city clustered around the river, railroads, and job centers. It also included farmland beyond the city center.

COMPACT AND WALKABLE

1900-1959: In 1910, the first electric streetcar connected the center of town to developing neighborhoods, the University, and Fort Missoula. Development clustered along the streetcar line, which was the primary mode of transportation to get around the city, however, the compact nature of the city at that time allowed people to walk to meet many of their daily needs. 1932 also saw the City's first Zoning Code, which consisted of four simple zoning districts.

EXPANDING OUT : AUTO-ORIENTED

1960-1989: Starting in the 1930s, the automobile became the preferred method of transportation, and Missoula's electric streetcar network was discontinued. With the reliance of cars to get around, parking lots started consuming large swaths of land near neighborhood and community services. As cars became the primary method of transportation, homes and developments started reflecting these changes, with garages and driveways facing the street and wide roads, and large parking lots becoming the sign of a modern landscape. The city continued to expand outwards.



MANAGING GROWTH: MULTI-MODAL AND MULTI-NODAL

1990-Present: In the late 90s and early 2000s Missoula began more robust planning, both at the city and county level, focusing on urban growth, infrastructure, and parks/open space. 39% of the City was built since 1990, continuing the trend of expanding outward.

Séliš and Qĺispé Timline Since the Last Ice Age

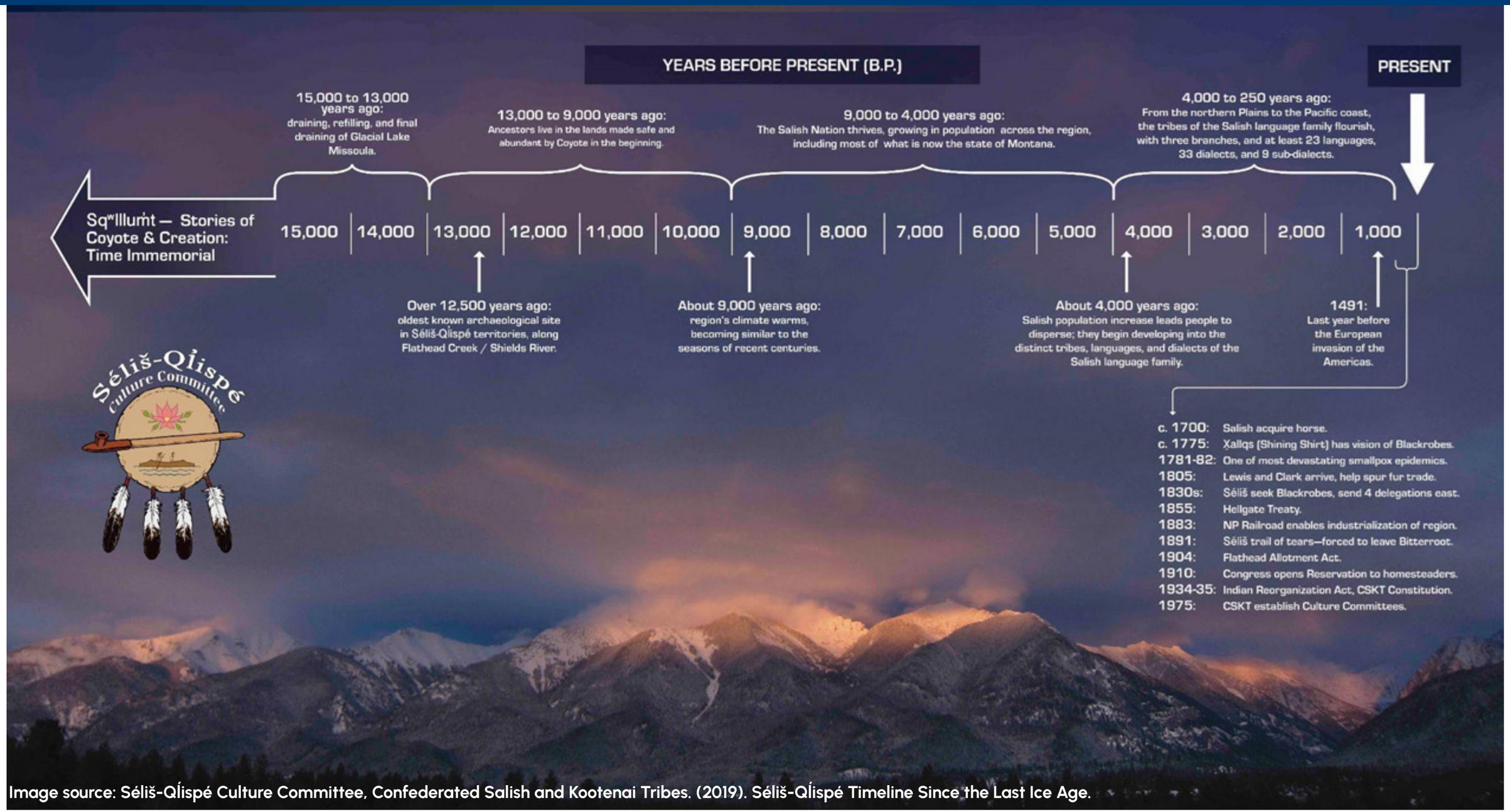
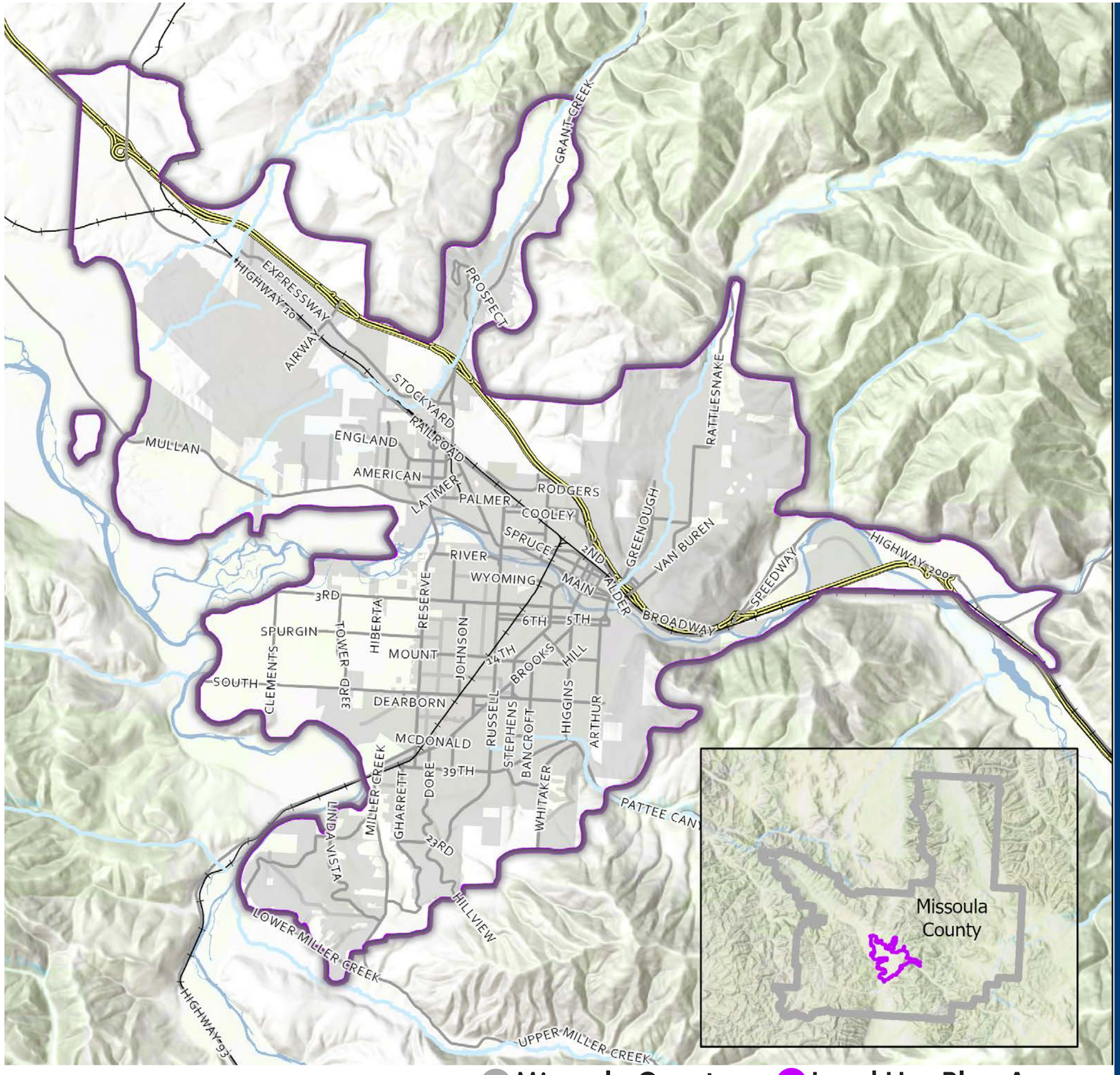


Image source: Séliš-Qĺispé Culture Committee, Confederated Salish and Kootenai Tribes. (2019). Séliš-Qĺispé Timeline Since the Last Ice Age.

Figure 1.

Land Use Plan Study Area Map

The Land Use Plan study area encompasses 40,254acres. Approximately 56% of the Plan Area is within the City of Missoula's jurisdiction with the remaining 44% being Missoula County's jurisdiction. The plan area stretches east to include East Missoula and a portion of Bonner, west to include the Wye intersection of Highway 93 and Interstate 90 and follows the rivers to the west, north to include the Grant Creek and Rattlesnake Creek drainages and south to include the South Hills and portions of Miller Creek. (Shown on the map).



Missoula County Land Use Plan Area

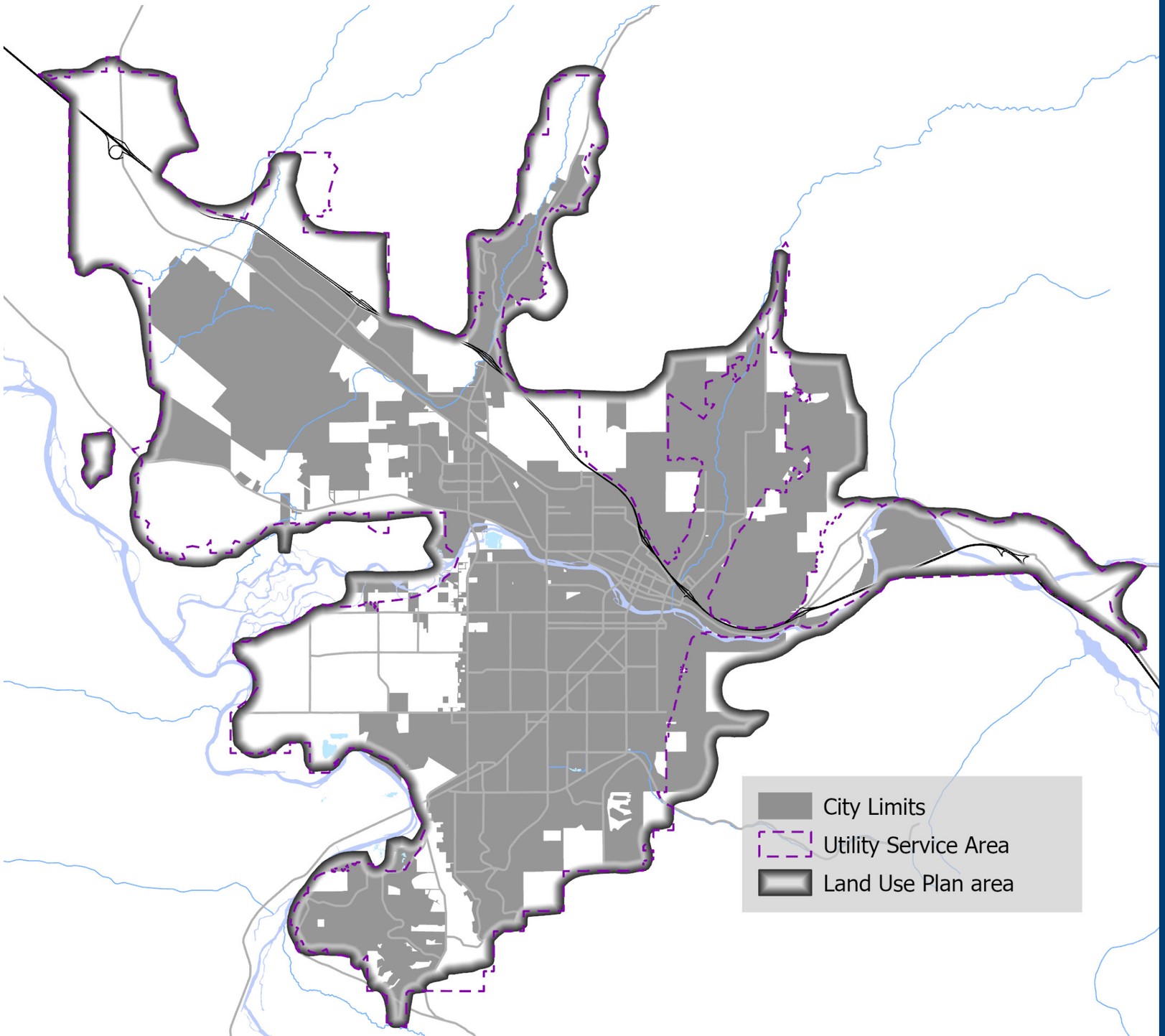


Figure 2.

Utility Services Area & City Limits

The current city limits incorporate an area of 22,520 acres. The Utility Services Area is 33,490 acres, and the Land Use Plan area is 40,254 acres. The City currently comprises 67% of the Utility Service Area, and 56% of the Land Use Plan Area. Within the area of the Utility Service Area that is outside of the city, the area least constrained for development is located between North Reserve St and the Wye, and to a lesser degree the area between East Missoula and Bonner/Milltown.

Key Terms

Utility Service Area: a designated boundary for water and wastewater services that has evolved over time to ensure efficient infrastructure development. Largely consistent with the boundary of the Land Use Plan area.

Urban Core: The area with the most established urban infrastructure within the Land Use Plan area. Generally, this area implies the central areas and neighborhoods of the City closest to downtown and midtown where city land use goals and policies most support infill growth.

Community Profile Snapshot

The Land Use Plan is based on extensive analysis and evaluation of existing conditions and projected trends. The Planning Act requires that, at a minimum, the Plan include inventories, descriptions of existing conditions, and projected needs of housing; local services and facilities; economic development; natural resources, environment, and hazards; and land use within the jurisdictional boundaries of the land use plan.

These categories follow suit with one another. The first step is projecting Missoula's population 20 years into the future and sets us up to know how many people we should plan for by 2045. The second step, the housing inventory identifies the number and type of homes needed to fit the projected population, and step three, we project for whether there is capacity for an increased workforce. These projections are summarized below. The Planning Act also requires evaluation of Local Services, and Natural Resources and Hazards to narrow the scope of where and how we plan for growth.

The analysis of local services and facilities identifies existing and anticipated levels of service necessary to serve the projected population, including public safety; emergency medical services; water; wastewater; solid waste; the transportation network; and school systems.
The analysis of Natural resources and Hazards indicates natural resources and wildlife habitats, describes historical and current use trends, identifies environmental features, and shows the locations and potential severity of natural hazards.

All of this information then comes together to identify where and how we will provide for our community before and by 2045.

This section provides a general snapshot of the Land Use Plan area's projected trends and anticipated services needed to serve the projected population based on the analysis in the Community Profile. The Land Use Plan Policy Themes chapter provides highlights of the existing conditions analysis as they apply to guiding related objectives and implementation actions. Appendix A Community Profile details the full analysis of our community's existing conditions and related infrastructure planning efforts.

Population Snapshot

The current population of the Land Use Plan area is estimated to be 93,926, and expected to grow at a cumulative annual growth rate (CAGR) of 1.39% to a population of 128,345 by 2045. That means an expected additional 37,000 more people over the next 20 years.

Housing Snapshot

As the Land Use Plan area expects an increase of 37,000 new people by 2045. The Land Use Plan area needs to see 22,000 and 27,500 total housing units built by 2045 to meet population demand. This Community Profile's assment considers that the area is currently facing a deficit of 2,700 to 3,700 housing units to accommodate the current population and a healthy vacancy rate between 5%-8%,

In order to meet the community's housing needs when accounting for historic underproduction of housing, the community should build between 1,100 to 1,500 new homes per year until a stable housing market is reached, and then set a yearly target to produce between 900 and 1,100 homes per year through a 20-year timeframe for this Plan.

Missoula needs to produce 22,000 homes by 2045 for a 5% vacancy rate

886 - 1,157 homes / year

Missoula needs to produce 27,500 units by 2045 for an 8% vacancy rate

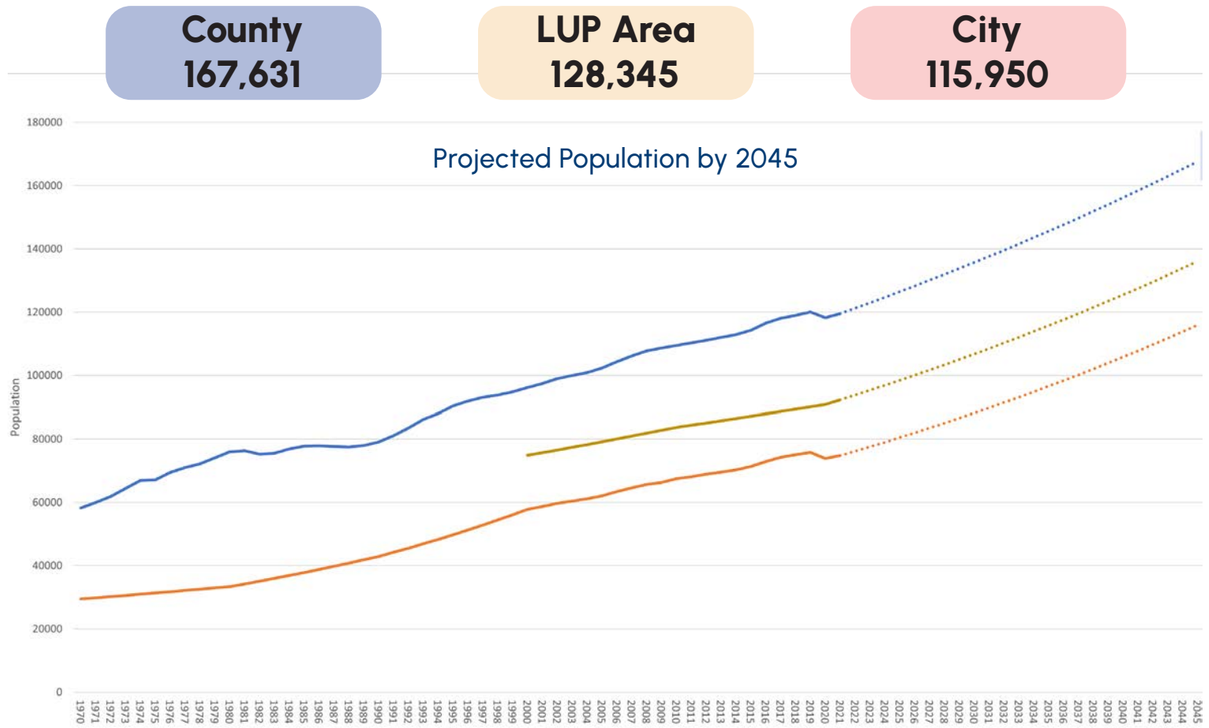
1,080 - 1,451 homes / year

Economic Snapshot

For every 100 people that live within the Land Use Plan area there have been historically between 61 and 63 people employed within the Land Use Plan area. Currently there are 63 employees for every 100 people in the workforce, and the Land Use Plan area will see an approximate increase to 85,000 employees by 2045, seeing an additional 28,000 new employees added to the workforce during the Plan timeframe.

Nine percent of employees within the Land Use Plan area work from home, which is approximately 5,000 out of the 56,000 employees. Anticipating this trend to continue into the future the Land Use Plan area will need to accommodate approximately 25,000 new employees in commercial buildings during the Plan timeframe.

Figure 3. Population Projection 2021-2045



1. Population
Current Estimated Population
93,926 people
2045 Projected Population
128,345 people

2. Housing
Current Housing Deficit
2,704 - 3,704 homes
2045 Projected Total Need
22,000 - 27,500 homes

3. Economic Development
Current Workforce
56,694 workers
2045 Projected Workforce
85,175 workers

Utilizing a developable lands model and setting aside 20% of developable commercial land to residential uses the Land Use Plan area carries a capacity for an additional ~26,500 employees and that the area does have the capacity to accommodate future economic needs of a growing population even with current development patterns. However, that does not account for challenges in maximizing potential through developing or redeveloping existing commercial lands for highest and best use. Additionally, this Plan recommends expanding allowing neighborhood scale commercial uses in residential areas throughout the Plan area. If the Plan area sees new development patterns promoting mixed-use buildings, denser development patterns, or commercial uses expanding into residential areas, that capacity would increase.

Infrastructure Snapshot

Multiple City and County departments conduct infrastructure planning within the Land Use Plan area, including Public Works and Mobility, Missoula Metropolitan Planning Organization, Missoula County Public Works, City-County Health Department, Mountain Line Transit, Public School districts, and private healthcare organizations such as St. Patrick's and Community Hospital.

City Public Works and Mobility updates the City's Water Facility Master Plan to ensure the water system can support future growth. The 2018 plan projected population and employment growth through 2042 that are slightly higher than the estimates in the Land Use Plan. While water infrastructure on the valley floor is adequate, areas like the South Hills and Grant Creek may need additional resources or system improvements, particularly for fire protection. Expanding the water system beyond the Urban Service Boundary is possible but may require significant infrastructure extensions or alternative solutions, such as developing separate community water systems.

City Public Works and Mobility updates the City's 2019 Wastewater Facility Master Plan to ensure the sewer system and wastewater treatment plant can support future growth. The Wastewater Plan used the same population and employment projection as the 2019 Water Facility Master Plan, which are slightly higher than the estimates from the Land Use Plan. While the sewer collection system and wastewater treatment plant are adequate for the densities being proposed, small improvements such as upsizing pumps and gravity mains may be required to accommodate specific development.

The MPO updates the Long-Range Transportation Plan to highlight areas in need of improvement to accommodate future population growth. Missoula Connect: 2050 Long Range Transportation Plan also utilized a population projection that exceeded the growth anticipated by the Land Use Plan. One of that plan's key findings is that the Focus Inward strategy incorporated into this Plan will enhance the benefits of multi-modal transportation investments and efficiency in the overall transportation system.The Land Use Plan's strategy to concentrate residential and commercial development in Missoula's urban core is backed by the analyses from the Transportation, Sewer, and Water Master Plans. Applying the Place Type approach incorporated into the Land Use Strategy is key to ensuring Missoula maintains an efficient infrastructure system, allowing new developments to benefit from existing infrastructure without raising costs for developments and residents.

Looking Ahead

We can anticipate that future growth will be influenced by economic booms and busts, social changes related to increased urbanization and demographic shifts, and potential disruptive events such as pandemics, and impacts related to climate change. Climate change, in particular, is expected to influence migration patterns within the country and Montana will likely not be exempt from these migration related impacts. Given climate volatility and the projected population growth in Missoula, strategic planning is essential to ensure sustainable development and to proactively address housing, service, and infrastructure needs to accommodate current and future community members.

We can anticipate that future growth will be influenced by economic booms and busts, social changes related to increased urbanization and demographic shifts, and potential disruptive events such as pandemics, and impacts related to climate change. Climate change, in particular, is expected to influence migration patterns within the country and Montana will likely not be exempt from these migration related impacts. Given climate volatility and the projected population growth in Missoula, strategic planning is essential to ensure sustainable development and to proactively address housing, service, and infrastructure needs to accommodate current and future community members.

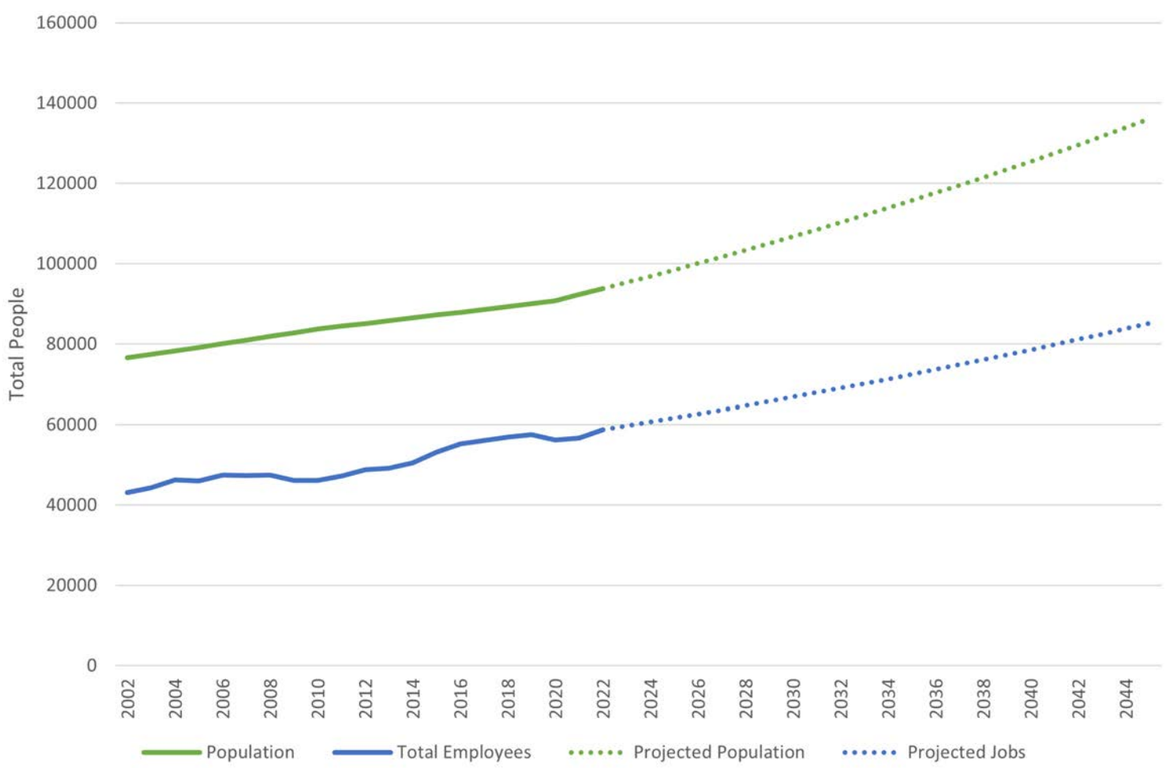
Projected Population Increase: 1.39% annually

2021 Population: ~93,926
2045 Population: ~128,345
Increase of ~36,045 people

Employee to Population Ratio: 0.626

2021 Workforce: ~56,694
2045 Workforce: ~85,175
Increase of ~28,481 workers

Figure 4. **Economic Development in Missoula**



2. Land Use Policy Themes

Land Use Policy Themes

Focus Inward

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

Environmental Quality & Climate Resilience

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

Housing Choice & Access

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

Health & Safety

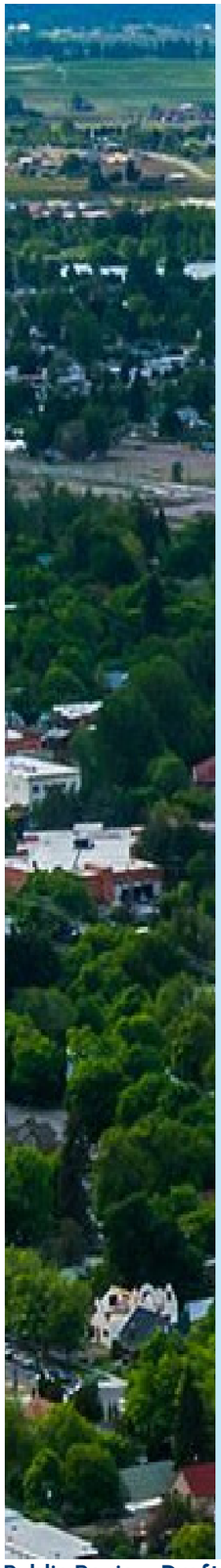
Goal: Ensure access to services and infrastructure that support health and safety.

Community & Quality of Life

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

Economic Health

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



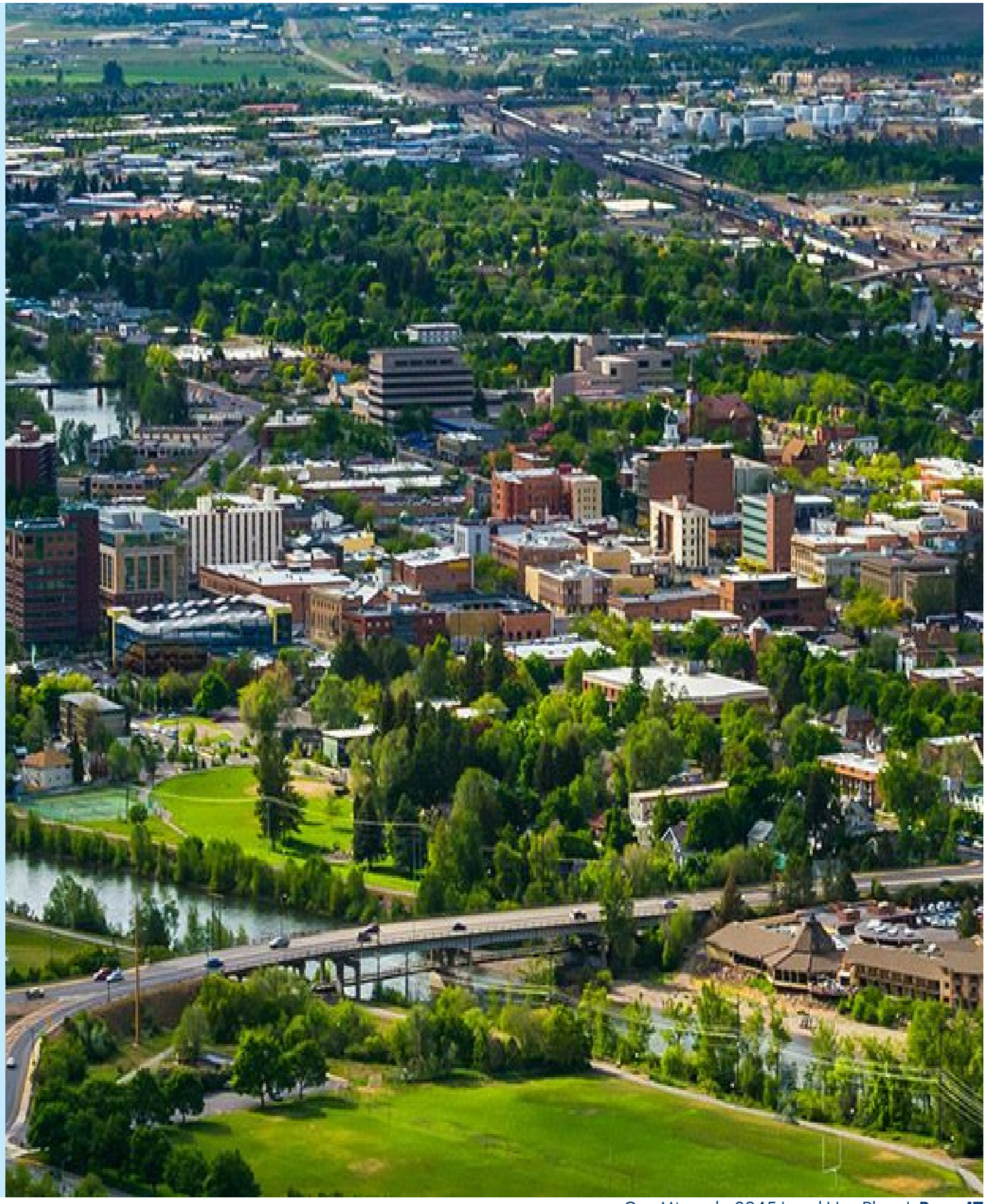
Focus Inward

Theme Contents Summary

- Infill development strategies;
- Growth constraints;
- Efficient use of services & infrastructure;
- Annexations & the Utility Service Area.

Goal

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



Introduction

Since 2015, Missoula has embraced a "Focus Inward" growth strategy, prioritizing compact, sustainable growth within its urban areas. This approach fosters well-connected neighborhoods where residential, commercial, and public spaces are in close proximity, enhancing accessibility for walking, biking, and public transit. This strategy not only addresses housing shortages but also aligns with the city's diverse landscapes, preserving its unique character while fostering a vibrant and inclusive community.

The Focus Inward strategy prioritizes infill development in the urban core, where infrastructure is already established. It also promotes mixed development patterns along key transportation corridors, boosting connectivity and supporting a multi-modal transportation system. Pedestrian-oriented, mixed-use development is encouraged to recreate the compact, walkable development pattern that defined Missoula when it was first established. This strategy, consistent with Smart Growth Principles, seeks to minimize urban sprawl, preserve sensitive lands throughout the urban area, and enhance social equity by improving access to amenities and public services.

Missoula faces significant challenges, including a housing shortage exacerbated by prohibitive development regulations and an increasing population. There is no one-size-fits-all strategy or approach to managing growth and development. Our Focus Inward development strategy must be considered in the context of our community priorities, as well as the existing development context that spans from urban to suburban and rural development patterns depending on the era of development. The City's most pressing challenge today is the ability for our residents to find homes that are affordable and that meet their needs. Addressing this will require us to strike a balance between incentivizing inward-focused urban development while recognizing the need for increased infill in our less urban places, as well as the continued role of greenfield development for generating new homes.

Through the use of sustainable practices and strategic planning, we can ensure that we can focus inwardly in ways that are also equitable, sustainable and connected. There are more details about the analyses mentioned in this chapter in the Community Profile, which is included in the appendix of the plan.

Key Term

Smart Growth Principles

Prioritizing inward development to reduce urban sprawl into sensitive areas, wildfire-prone regions, floodplains, open spaces, and prime agricultural lands. By concentrating development in mixed-use centers with residential uses near businesses and services, residents can enjoy reduced travel distances for essential needs like work and groceries. And, by reducing sprawl, having a code that supports infill development is one of the most effective strategies the city can employ to meet our community's climate goals.

Policy Objective #1

Prioritize compact urban infill development, and also recognize the need for increased infill in our less urban places.

Key Issue

Missoula must accommodate future growth by 2045 while minimizing costly sprawl and expansion of services.

The benefits of focusing growth inward align with key values in Missoula that promote equity throughout the community and a commitment to responsible environmental stewardship, all of which is supported by comprehensive integration of land use, transportation, and green space.

Current Conditions

Infill development involves utilizing vacant or underutilized parcels within existing urban areas, and brings numerous benefits. A 2020 analysis from the Long-Range Transportation Plan showed that compact, focused growth leads to positive outcomes, including reduced emissions, improved safety, enhanced service levels, increased mode shifts, and greater equity in transportation access.

Strategic compact growth, particularly in areas with mixed uses, existing services, and connected multi-modal transportation systems, fosters sustainability, affordability, and community compatibility. There is also a pressing need for infill in suburban and semi-rural areas, where underutilization and connectivity issues present challenges.

Barriers to infill development include regulatory challenges and a lack of financial incentives. Zoning reforms can facilitate redevelopment by allowing for flexible standards. Implementing best practices for mixed-intensity development encourages a blend of residential, commercial, and community spaces, enhancing livability and connectivity.

Ultimately, prioritizing compact urban infill development addresses Missoula's growth needs while reinforcing the city's commitment to sustainability and equity, making it a crucial strategy for fostering a resilient and vibrant community.

Policy Objective #2

Manage growth by monitoring key performance indicators and using data-driven practices.

Key Issue

Planning decisions to guide growth should be guided by data and best practices. Recently, we have gathered valuable data and sought community input, and now we need to use this information effectively.

Current Conditions

Data-driven growth management is essential for optimizing planning processes and ensuring equitable development. Missoula's zoning history spans nearly a century, with various approaches often lacking a data-driven focus. Currently, data-driven planning is robustly supported by the Our Missoula project, which includes several key documents available in the Appendix. These documents include:

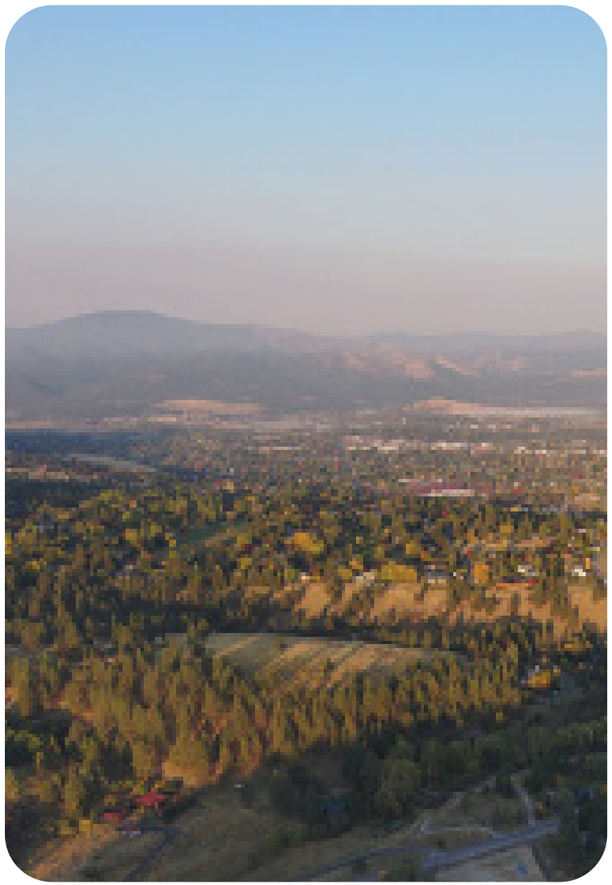
- *Our Missoula Community Profile:* Developed in response to the Montana Land Use Planning Act, this profile provides foundational data on the city's demographic and land use characteristics.
- *Our Missoula Equity in Land Use Report:* This report identifies gaps in equitable growth management and outlines strategies for improvement, addressing areas where previous practices have fallen short.
- *Our Missoula Code Diagnostic:* An analysis of how the city's development code contains barriers to preferred growth management and development outcomes.
- *Community Form Analysis:* Data on the types and patterns of growth that have occurred, offering insights into the form and impact of development.
- *Our Missoula Development Guide 2021-2022 Yearbook:* Provides statistics and figures on permitted and constructed units, subdivisions, and other indicators of development activity.

These documents are included in the appendix of the plan. Together, these resources establish a framework for data-driven growth management in Missoula. The Land Use Plan Implementation chapter further outlines approaches to monitor and track progress toward the Plan's goals and policy objectives.

Monitoring growth metrics is crucial in this context, as they

help measure the effectiveness of growth management efforts. These metrics quantify various aspects of community growth, such as housing availability, infrastructure capacity, and environmental impact. By employing these measurements, the city can make informed decisions that align with its growth objectives.

Integrating data collection and analysis into planning practices is vital for effective growth monitoring. Tools and technologies that facilitate data integration can enhance the city's capacity to address growth challenges. The Land Use Implementation chapter expands on strategies for applying the outlined policies, leveraging existing data and monitoring progress. By incorporating data-driven approaches into planning and policy decisions, Missoula's growth management efforts remain focused and adaptive, ultimately leading to a more sustainable and equitable urban environment.



Policy Objective #3

Restrict development in hazard-prone areas, mitigate development on sensitive lands, and focus growth towards safe, urbanized areas with existing infrastructure.

Key Issue

Missoula's growth is limited by natural features like steep hills, rivers, riparian areas, floodplains, wildlife habitats, and natural areas providing essential ecosystem functions. Developing in these areas can be risky and challenging, or against the community's values of preserving open spaces and sensitive lands for overall quality of life and well-being.

Current Conditions

In Missoula, the challenge of managing development is both a necessity and a careful balancing act. The unique geography and natural environment of Missoula create boundaries that influence how the area can grow. Limiting development in hazard-prone areas is essential for public safety and environmental protection. This includes wetlands, locations with steep slopes, floodplains, or areas at high risk for wildfires. Additionally, other development-restricted areas such as open spaces, conservation lands, riparian areas, forests, and parks enhance quality of life by providing recreational opportunities and preserving ecological health. Key features, like tree canopies and waterways, contribute to both community well-being and environmental stability. Safeguarding all of these sensitive lands is crucial not only for environmental resilience but also for promoting social equity and improving overall community health.

Riparian habitats and wetlands are particularly important due to their biodiversity and their roles in maintaining water quality. These ecosystems deliver critical services that become increasingly necessary as urbanization progresses, making the protection of existing wetlands and riparian areas a high priority for conservation efforts. Safeguarding groundwater resources from nutrient loading is also vital, as outward growth lacking adequate community sewer systems can exacerbate water quality issues.

Approximately 17% of the Land Use Plan area is designated as parks, common areas, or conservation lands in partnership with public entities and private landowners. Missoula's open space system encompasses a variety of landscapes, including conservation lands, developed parks, historic sites, and agricultural areas, all critical for protecting resources and for maintaining biodiversity.

To minimize environmental impacts from development, Missoula employs a variety of protective measures, including conservation easements and seasonal closures aimed at safeguarding critical habitats. Approximately 8% of the Land Use Plan area is designated to protect significant resource lands and natural hazard areas, thus limiting development in places such as river corridors, wetlands, and steep hillsides. While development can occasionally extend into constrained lands, opting for lower-intensity place types or cluster-style development serves to mitigate adverse environmental effects.

Another effort to mitigate impacts to community safety and development is the mapping of floodplain and floodways. Accurate floodplain mapping is essential for responsible zoning and growth management, as evidenced by the ongoing efforts to update flood insurance studies and floodplain maps. The City's regulations aim to protect public health, safety, and property while ensuring that residents understand their flood risk. Planning decisions must rely on the latest data to navigate the complexities of development while prioritizing the protection of local environments and community resources.

By directing growth towards safe, urbanized areas with existing infrastructure, Missoula seeks to balance development needs with environmental preservation. This focus not only enhances efficiency and safety but also improves accessibility while reducing the environmental risks associated with new construction. As Missoula navigates its growth trajectory, employing sound land use planning practices is crucial to respect its natural boundaries and maintain a commitment to preserving the quality of life for all residents.

Policy Objective #4

Prioritize upgrades to existing infrastructure rather than extension of services.

Key Issue

Development relies on transportation and utility infrastructure that is costly to build and must be maintained over time. Focusing growth where infrastructure is planned or currently exists is more efficient, sustainable, and fiscally responsible than installing new infrastructure to accommodate outward growth. Extending infrastructure outside of the Utility Service Area adds pressure on existing infrastructure, increases cost of maintenance for existing residents, and takes away capacity to support efficient growth within the urban core. While there are areas within the Utility Service Area that are still difficult/expensive to serve, capacity exists though it may require added investment on the part of the developer.

The City must address the challenge of providing municipal water and sewer systems for future development, including both existing and nearby areas, while managing for the significant infrastructure and service costs within the Utility Service Area. Water and wastewater utilities are two of the most effective tools available to the City to help determine where growth should occur in and around the City limits, and the Utility Service Area boundary is a critical tool to guide where and when the City should extend or expand municipal utilities. Development in greenfield areas, when preceded by initial land use and infrastructure planning, can ensure that growth occurs at densities that support associated City services as well as boosting additional housing capacity.

Current Conditions

Prioritizing upgrades to existing infrastructure is crucial for ensuring efficient development and minimizing costs and environmental impacts. By focusing on upgrading infrastructure rather than expanding services, the City can achieve greater cost-efficiency and sustainability.

The Utility Service Area (USA) boundary defines where improvements to existing infrastructure, specifically water and wastewater services, can be made. Originally established in 1999 as the Wastewater Service Area, it was expanded in 2020 to include both water and wastewater services, largely following the original boundary but with adjustments to incorporate areas

already served by the municipal water system acquired from Mountain Water Company in 2017. Maintaining this consistent framework for water and wastewater services both reduces confusion and provides clear guidelines for extending services to appropriate development locations.

The densest parts of the Land Use Plan Area are currently served primarily by the wastewater system, with future expansions targeting areas such as Orchard Homes, Miller Creek, and Sx^{w}tpqyen. Additionally, regions outside the valley floor, including the South Hills, Miller Creek, and Grant Creek, may need additional water rights or pressure for fire protection to support future development. These planned extensions are thoughtfully designed to accommodate growth without overextending infrastructure resources. Effectively managing growth within these designated areas is crucial for maintaining service quality and ensuring sustainable development.

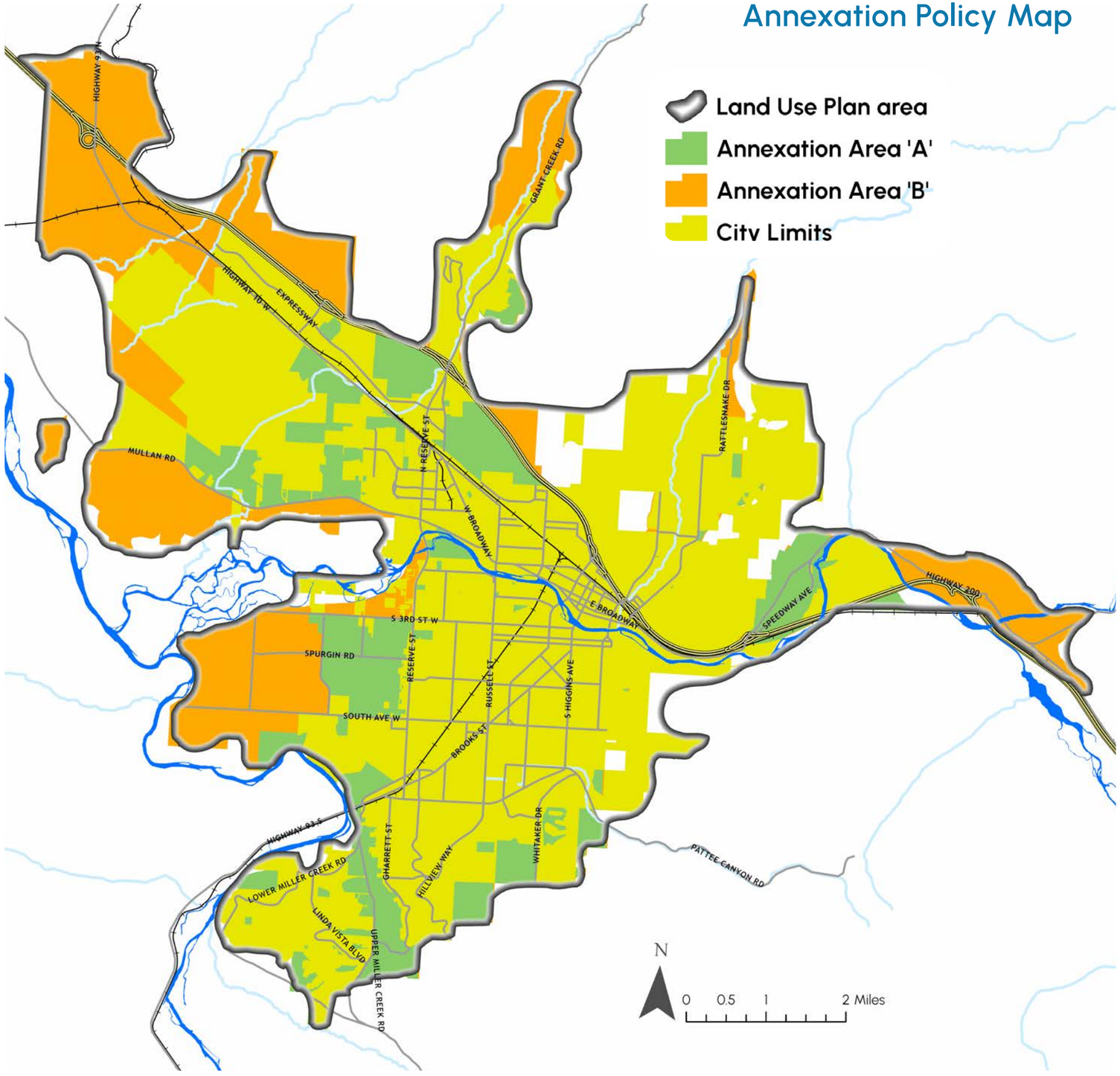
However, these planned upgrades must navigate certain limitations, including restrictions related to sensitive and hazardous lands. For example, extending water and wastewater services to properties in designated floodplains is prohibited without explicit approval from the Public Works Director. Such restrictions are crucial to maintain safety and sustainability standards, ensuring that infrastructure development does not put residents or the environment at unnecessary risk.

In contrast, overextending services beyond designated areas poses significant challenges and potential pitfalls. The city's annexation policy and infrastructure plans for water, sewer, and transportation consistently emphasize the issues linked with extending services beyond established boundaries. While it is technically possible to expand the water system outside the Utility Service Area, it requires extensive investments in transmission mains, pumping, and storage systems, which can be prohibitively expensive. In many cases, more cost-effective alternatives, such as enhancing existing community water systems, provide a better solution. Similarly, extending sewer services beyond the Utility
Service Area not only presents considerable financial challenges but also risks overwhelming the capacity of the Resource Recovery Facility. Maintaining a balance between planned expansions and avoiding overextension is vital to preserving both financial feasibility and the integrity of the infrastructure.

Growth occurring outside of the Utility Service Area can negatively impact transportation infrastructure because such development is typically less compact and more reliant on cars. The increased travel distances from these outlying areas to the urban core for work and daily necessities place additional strain on the transportation network. This underscores the need for infrastructure enhancements within existing boundaries to support infill development and promote compact growth. The 2020 Long-Range Transportation Plan (LRTP) and its upcoming 2024 update reinforce this approach, identifying sufficient investment capacity to improve infrastructure and effectively accomodate projected population growth.

While the Utility Service Area is designed to support growth, it operates with careful consideration of environmental and financial impacts, placing the responsibility for infrastructure expansion on the properties requesting the services. This boundary can be amended through a resolution, allowing the city to adapt to changing development needs while maintaining orderly growth. However, inclusion in the Utility Service Area does not guarantee access to services; property owners must bear the

Figure 5.
Annexation Policy Map



costs of extending water and sewer mains along with any related fees when requesting service.

Within the Utility Service Area boundary, identifying key areas for
infrastructure upgrades, such as water, transportation, and utilities, is essential for supporting Missoula's growth. Certain sewer improvements, including upsizing pumps and gravity mains, will be necessary to accommodate new development, and similar adjustments will be needed for water infrastructure. By 2027, it is projected that 94% of infrastructure and effectively accommodate projected population growth. Missoula's wastewater collection system will be adequately sized, while 4% will need upsizing and 2% will require complete replacement.

Evidence from the housing capacity analysis indicates that the anticipated population growth over the next 20 years can be accommodated within the current Utility Service Area, suggesting that expansion should be the exception rather than the norm. By prioritizing existing infrastructure upgrades, the City of Missoula can effectively manage growth, ensuring that development occurs in a manner that is sustainable and aligned with the community's needs.

Policy Objective #5

Ensure growth aligns with the City annexation policy.

Key Issue

The City's annexation policy helps prevent leapfrog development, inadequate municipal infrastructure, inequitable resource distribution, and increased development on environmentally constrained lands, which puts public health and safety at risk and makes it harder to focus growth towards walkable, urban neighborhoods.

Current Conditions

The City's annexation policy plays a crucial role in managing growth effectively, aiming to prevent issues such as leapfrog development and inadequate municipal infrastructure. By ensuring that growth aligns with the annexation policy, Missoula can promote equitable resource distribution while minimizing development on environmentally constrained lands. This approach is essential not only for public health and safety but also for fostering walkable urban neighborhoods, which are vital for enhancing community connectivity and overall quality of life.

The Annexation Policy provides comprehensive guidance for annexing areas within Missoula's Utilities Services Area, thus facilitating uniform regulations that enhance public health and safety. A key aspect of this policy is its focus on promoting efficient resource use, which is critical for sustainable growth. Priority for annexation is given to areas that contribute to logical growth patterns, either meet or can be brought up to city standards and possess favorable conditions or existing agreements. Furthermore, the policy emphasizes equitable service provision and cost-effective annexation, aligning with broader city plans.

Among its directives, the annexation policy explicitly advises against the annexation and development of environmentally sensitive lands. This protective measure reflects a commitment to maintaining the integrity of Missoula's natural resources while promoting the establishment of walkable neighborhoods and the preservation of open spaces. However, the City Council retains the authority to waive certain policy principles when necessary, allowing flexibility in order to maintain service efficiency and orderly development.

The criteria for annexation are essential in guiding decision-making processes. They typically include factors such as infrastructure availability and the potential community impact of proposed developments. Additionally, the evaluation process for growth proposals involves assessing whether they meet established annexation standards, ensuring that new developments contribute positively to the city's overall objectives.

Implementation Summary

The City can meet its focus inward objectives through:

- Improvements to the general land use codes and updated zoning map will be used as the primary implementation tool for this theme.
- Continued and improved monitoring and evaluation of development within the plan area.
- Continued coordination between the Land Use Plan and the City's Community Investment Program.
- Related City infrastructure planning efforts will be updated in the near term after adoption of the Land Use Plan.
- The City's annexation policy will be updated following adoption of this Plan to provide more comprehensive guidance and direction for future expansions of the City jurisdiction in the Plan area.

For more specific implementation strategies go to the Land Use Implementation Chapter.

Housing Choice & Access

Theme Contents Summary

- Housing supply;
- Housing affordability;
- Housing choice;
- Building type diversity;
- Countering social inequity;
- Disincentivizing displacement

Goal

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

Introduction

Missoula's housing market is currently grappling with several significant challenges, including affordability concerns, a shortage of homes, and social inequities rooted in past land use policies. To stabilize the market and maintain a healthy vacancy rate of 5-8%, the city needs to add between 2,700 and 3,700 new homes immediately while keeping pace with population growth. To effectively address these issues, it is essential to develop a diverse, equitable, and resilient housing system that meets current and future needs and limits displacement. This includes boosting housing production, tackling displacement and gentrification, and ensuring stability and accessibility for people who are historically marginalized, low-income, disabled, or aging.

In the Land Use Plan Area, homes have an average construction year of 1975, with the oldest dating back to 1864. This aging housing stock presents several challenges, as older homes typically require more frequent and costly repairs, which can become a significant financial burden for homeowners. This issue is particularly true for properties built before modern building codes, which may need substantial updates or replacements of outdated systems and materials. Additionally, the investment in maintaining or renovating these older homes can lead to higher property values, making them less affordable for many potential buyers. Rising home prices due to renovations can further place these properties out of reach for some.

Addressing these challenges is crucial for ensuring that housing remains attainable and affordable for a diverse range of residents. The Montana Department of Revenue appraises all properties every two years, categorizing them into eight condition levels from Excellent to Unsound. Ninety-eight percent of Missoula homes are at least Average, with some listed as Good or Very Good.Addressing Missoula's housing challenges requires increasing housing production, enhancing affordability, and promoting inclusivity. By prioritizing accessible designs for disabled and aging populations, mitigating social inequities, and simplifying zoning regulations to expedite the development of diverse and affordable housing projects, Missoula can foster a more equitable and sustainable community for all residents. Moreover, building new housing near key transit and commuter corridors will enhance accessibility and support transit-oriented development, creating a holistic approach to meeting the needs of a growing and diverse population. There are more details about the analyses mentioned in this section are in the Community Profile, which is included in the appendix of the Land Use Plan.

Key Terms

Accessibility
the degree to which a product, device, service, environment, or facility is usable by as many people as possible, including by persons with disabilities.

Compatible Development
buildings that are added to an existing neighborhood that fit within the established context in terms of building size, shape, and location, the relationship between the building and the street, and how people and cars access the property.

Displacement
when someone is forced to move out of their housing or neighborhood due to rising costs.

Equity
the full and equal access to opportunities, power, and resources so that all people achieve their full potential and thrive.

Gentrification
when displacement is associated with a broader pattern of demographic and housing market changes across a neighborhood.

Housing Diversity
a range of housing types, from single-family homes to apartments and ADUs, to meet various needs. It includes options at different price points and a mix of sizes and styles to accommodate diverse residents and life stages.

Missing Middle Housing
a range of multi unit or clustered housing types compatible in scale with single-family homes, that help meet the growing demand for walkable urban living, respond to shifting household demographics, and meet the need for more housing choices at different price points.

Multi-Dwelling Home
a residential building-type that includes all residential units with a primary building that has 5+ units. Specific types of housing within this category may include apartment complexes, group homes, assisted living centers, or permanent supportive housing

Policy Objective #1

Increase housing supply and provide more opportunities for affordable housing types throughout all neighborhoods, while addressing housing shortages with a variety of options that feature smaller dwelling units typically associated with missing-middle development.

Key Issue

Missoula faces a critical shortage of housing, requiring 2,700 to 3,700 additional homes immediately and 22,000 to 27,500 homes by 2045. While current zoning regulations restrict the diversity and affordability of housing options, leading to increased housing costs and socio-economic segregation within the community.

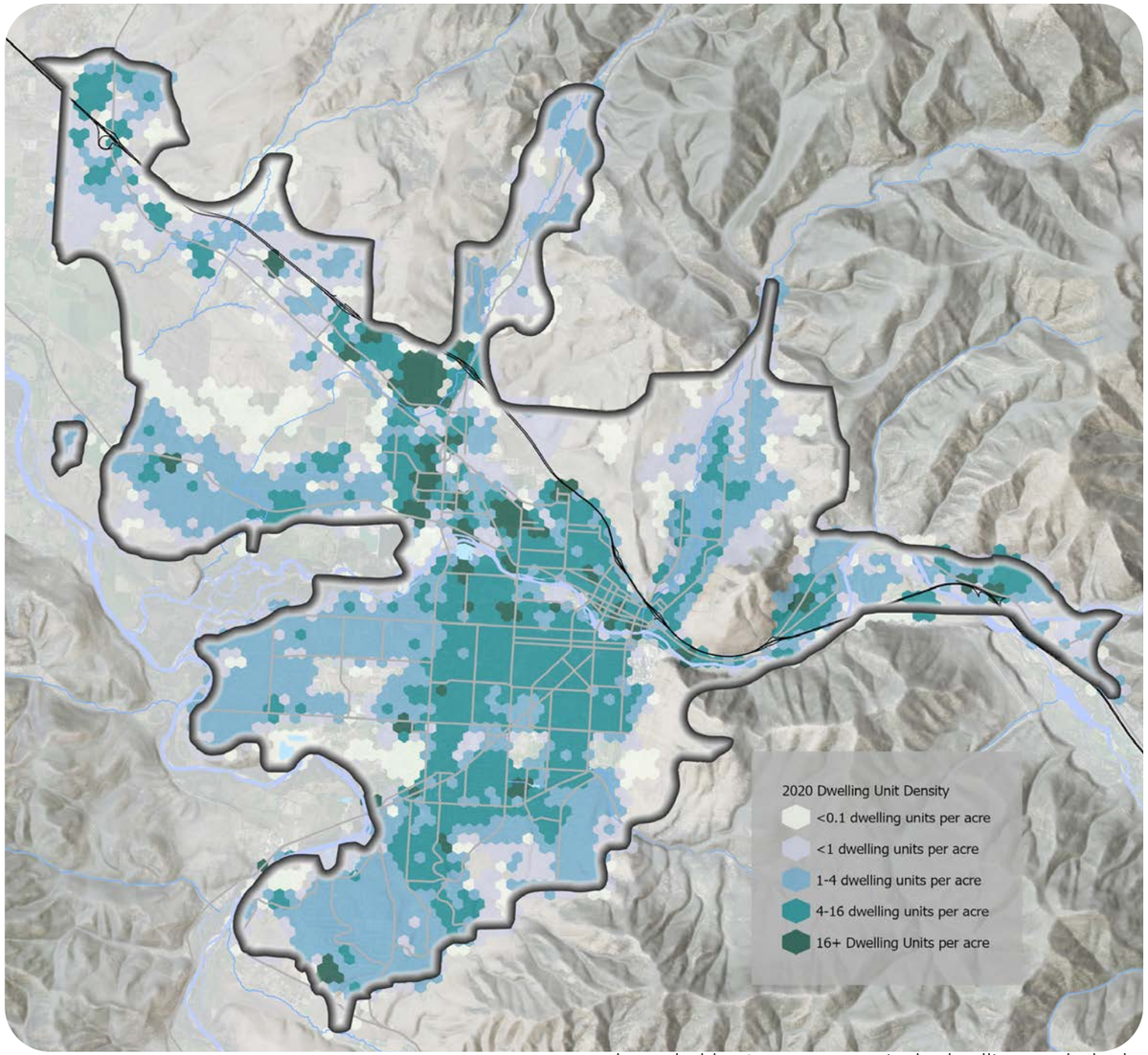
Current Conditions

The pressing need for increased housing supply in Missoula is underscored by a significant shortage. Currently, the annual housing production falls short, averaging only about half of what is necessary. This shortfall has led to low vacancy rates and escalating housing costs. To effectively address these challenges, housing production should accelerate to approximately 1,100 to 1,400 homes annually for the first decade, followed by a target of 900 to 1,000 homes each year for the subsequent 15 years.

Current land use and zoning regulations contribute to the limitations on housing diversity and affordability. Presently, these regulations promote the construction of larger, more expensive homes and confine 44% of Missoula's residential land to single-dwelling zones. Therefore, it is imperative for local governments to enhance land use planning and reform development regulations to encourage a wider variety of housing options. From 2019 to 2023, Missoula built an average of 826 units annually, which is an increased average from previous years, but insufficient to keep pace with growth and has further exacerbated the housing supply issue. To align with projected population growth and achieve a healthy vacancy rate, the City will require 886-1,157 new homes each year for a 5% vacancy rate and 1,080-1,451 new homes each year for an 8% vacancy rate.

Diverse housing options play a vital role in enhancing community stability. In Missoula, there are about 25 different zoning districts that permit residential uses, including 16 distinct residential zones.

Figure 6. **Map of Density of Residential Units in 2020**



However, access to these housing options is not equally distributed across neighborhoods. Currently, the city's housing landscape is somewhat polarized, with a concentration of large single-family homes for ownership and smaller multi-family units for rent. This polarization is evident in the construction patterns across various zoning districts. Higher-density zones have seen the most construction of smaller homes, averaging about 880 square feet, with sizes ranging from 500 to 1,000 square feet. This approach meets the demand for affordable rental options for smaller households. In contrast, single-dwelling and duplex zones feature larger homes, averaging 1,875 square feet in duplex areas and 2,300 square feet in single-dwelling zones. Between 2017 and 2020, only 17% of new single-dwelling homes were under 1,500 square feet, while 43% of new townhomes and duplexes fell below this size. This highlights a clear divide: smaller, more affordable units are prevalent in higher-density zones, while larger homes in single-dwelling and duplex areas contribute to higher costs and fewer affordable options.

This trend reduces the availability of homes that could otherwise serve as more affordable long-term rental options for residents. The limited variety of housing also risks increasing community segregation. In addition, short-term rentals now account for 1-2% of the housing stock within the city limits—a figure Missoula is actively monitoring.

Expanding the range of housing types in all zoning districts can improve both affordability and accessibility. Similarly, integrating "missing middle" housing options is key to providing more residents with the opportunity to pursue homeownership if they choose.

While larger single-dwelling houses meet existing needs, it is crucial to recognize that homes under 2,000 square feet can adequately serve many households, including those with children. This size can be integrated seamlessly into neighborhoods primarily composed of single-family homes, promoting community compatibility while providing essential housing alternatives.

Affordable housing is commonly defined using the U.S. Department of Housing and Urban Development's (HUD) 30% rule, which suggests that households should not spend more than 30% of their income on housing costs, including utilities. Affordable housing developments aim to provide homes below market rate, ensuring that lower-income households are not burdened by rent. Many of these developments impose income caps or collaborate with local service providers to assist individuals experiencing houselessness. Additionally, the Housing and Transportation Index (H+T Index) broadens the definition of affordability by factoring in combined housing and transportation costs, recommending that households should not spend more than 45% of their income on these expenses. Despite previous zoning reforms, many low-income households find new market-rate housing unaffordable, highlighting the necessity for publicly subsidized, income-restricted housing.

"Missing-middle" housing encompasses a range of multi-unit or clustered housing types that are compatible in scale with single-family homes. This category of housing helps meet the growing demand for walkable urban living, responds to changing household demographics, and offers various price points. Options such as single-family attached homes, duplexes, triplexes, quadplexes, and mobile homes tend to be more affordable and generally feature smaller units than traditional single-detached homes. Expanding these options is critical for creating inclusive neighborhoods, particularly for

vulnerable populations, as it ensures access to affordable, well-integrated housing that enhances community compatibility.

To cultivate an inclusive and equitable housing market, it is essential to distribute affordable housing opportunities throughout all neighborhoods, rather than confining them to specific areas. This involves enabling higher-density developments and a broader range of housing types—such as duplexes, townhomes, and apartments—across all zones in Missoula. By promoting citywide affordable housing, Missoula can mitigate socioeconomic segregation and ensure that every neighborhood plays a part in addressing the city's housing challenges.

Moving forward, strategies for implementing smaller dwelling units must include zoning reforms to facilitate the development of these units, as well as encouraging mixed-use development and innovative housing solutions. Addressing these key issues is vital for effective land use planning. The policies outlined here represent a clear response to the pressing need for more diverse housing options that cater to all segments of the community.

By prioritizing the increase of housing supply and promoting affordable housing types throughout Missoula's neighborhoods, the city can effectively address housing shortages while enhancing community stability and inclusivity.

Policy Objective #2

Avoid concentrated upzoning in vulnerable neighborhoods, preserve naturally occurring affordable housing, and promote equitable ownership opportunities, to mitigate displacement and address historical inequities related to housing development.

Key Issue

Missoula's current housing development practices and land use policies disproportionately impact vulnerable neighborhoods, leading to limited affordable housing options, increased displacement, and heightened social inequities, particularly for low-income and marginalized populations.

Current Conditions

As cities strive to rapidly address the housing crisis through increased supply, it is crucial to recognize and mitigate the disproportionate impacts on vulnerable neighborhoods. Missoula's land use policies have historically contributed to social inequities, primarily through the extensive areas of exclusive single-dwelling zoning and that lead to the construction of larger, more expensive homes. This approach has resulted in limited housing supply, consequently heightening income and racial segregation. Higher-density development is often concentrated in lower-income neighborhoods, inadvertently escalating the risks of displacement and gentrification.

New development frequently focuses on these lower-income areas, where land is more affordable, thus increasing the vulnerability of residents to displacement and gentrification. Data visualizations, such as maps indicating neighborhoods at risk, highlight areas experiencing or likely to experience gentrification. For instance, on Figure 8 neighborhoods marked in yellow and orange reveal those currently facing gentrification pressures, while gray areas may contain vulnerable populations but are less at risk. Prior analyses of housing production reveal that certain housing types and lot sizes exacerbate segregation and inequality by concentrating specific populations within designated areas. The extensive amount of land that is low-density zoning contributes to gentrification, displacement, and segregation, particularly given that 64% of the city's residential land is zoned for housing that only 30% of households can afford.

Vulnerable demographics, including Hispanic and Black residents and individuals with disabilities, face significant housing cost burdens. Approximately 35.6% of all households in Missoula are considered cost-burdened, underscoring the broader impact on the community. This issue disproportionately affects renters, who comprise 69% of the cost-burdened population, despite making up only 51% of all households. Alarmingly, around 85% of households earning between 0-80% of the Area Median Income (AMI) as defined by the U.S. Department of Housing and Urban Development spend over 30% of their income on housing costs. In contrast, only 7.4% of households earning above 100% AMI experience similar burdens.

Furthermore, 14.6% of Missoula's population lives below the poverty line, a figure that exceeds the national average of 12.5%. The demographic most affected includes females aged 18-24, followed by males aged 18-24 and females aged 25-34. Proportionally, Missoula residents most affected by poverty are individuals identifying as two or more ethnicities and Indigenous Americans. Compounding these financial strains, the national average annual cost of automobile ownership has surged to nearly $9,700 in 2021, making transportation the second-largest expense after housing. Such costs create additional burdens for those already grappling with high housing expenses. Rising rents, escalating home prices, pandemic-related layoffs, and stagnant wages have led to an alarming increase in houselessness. According to data from the Homeless Management Information System, 704 clients were enrolled as of January 2021, with 179 classified as chronically unhoused. Notably, 85% of these individuals earn between 0-30% AMI, underscoring the urgent need for affordable housing options within this income bracket.

The repercussions of displacement extend beyond individual households, significantly impacting community stability and cohesion. Displacement disrupts social networks and erodes the sense of belonging within neighborhoods, contributing to a cycle of instability that can perpetuate socioeconomic challenges.

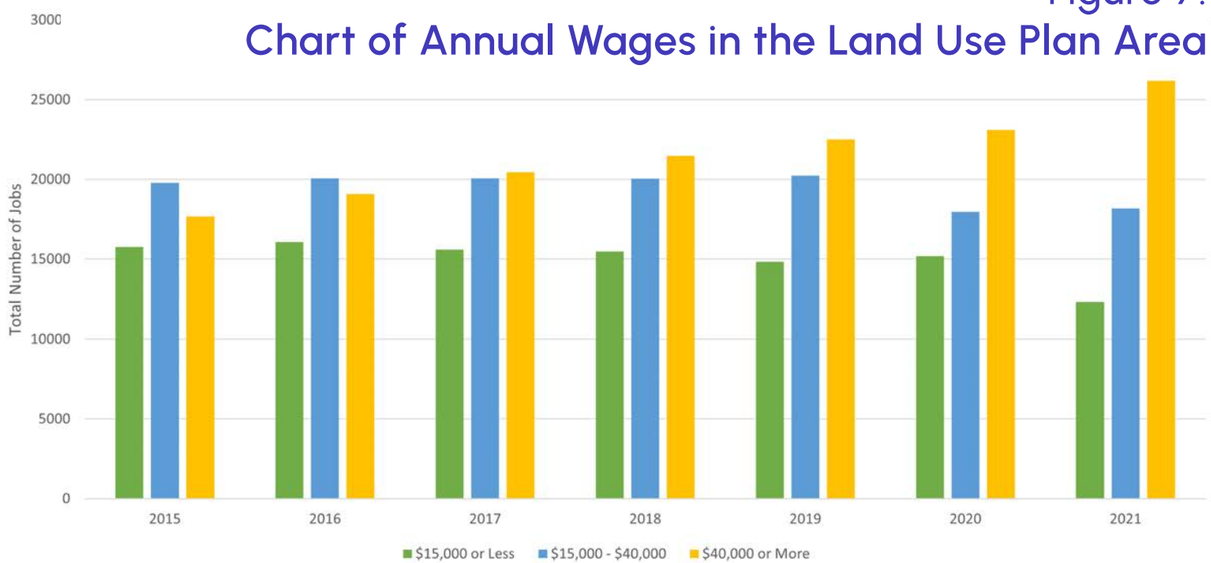
Naturally occurring affordable housing (NOAH), which refers to residential properties that remain affordable without federal subsidies due to lower market values, is vital for maintaining community stability. Preserving existing affordable units is essential for ensuring that vulnerable populations have access to housing they can afford. Strategies for protecting NOAH differ based on market dynamics.

In areas where housing costs are low, private landlords who are committed to keeping rents affordable may still need assistance to maintain their properties and continue offering low prices, whereas in rapidly appreciating markets, non-profit developers with missions to support NOAH are crucial to preserving NOAH by actively acquiring and managing properties to prevent rent increases.

To effectively limit displacement and gentrification in vulnerable neighborhoods, it is vital to balance new development with the preservation of existing housing stock, particularly affordable units. Research indicates that broad, citywide upzoning can enhance affordability for low- and moderate-income families, though it should not be viewed as a complete solution.

For Missoula to provide a diversity of housing options that residents can afford, every neighborhood must contribute to addressing housing issues.Policies need to ensure that new developments do not disproportionately affect low-income communities

Figure 7.
Chart of Annual Wages in the Land Use Plan Area



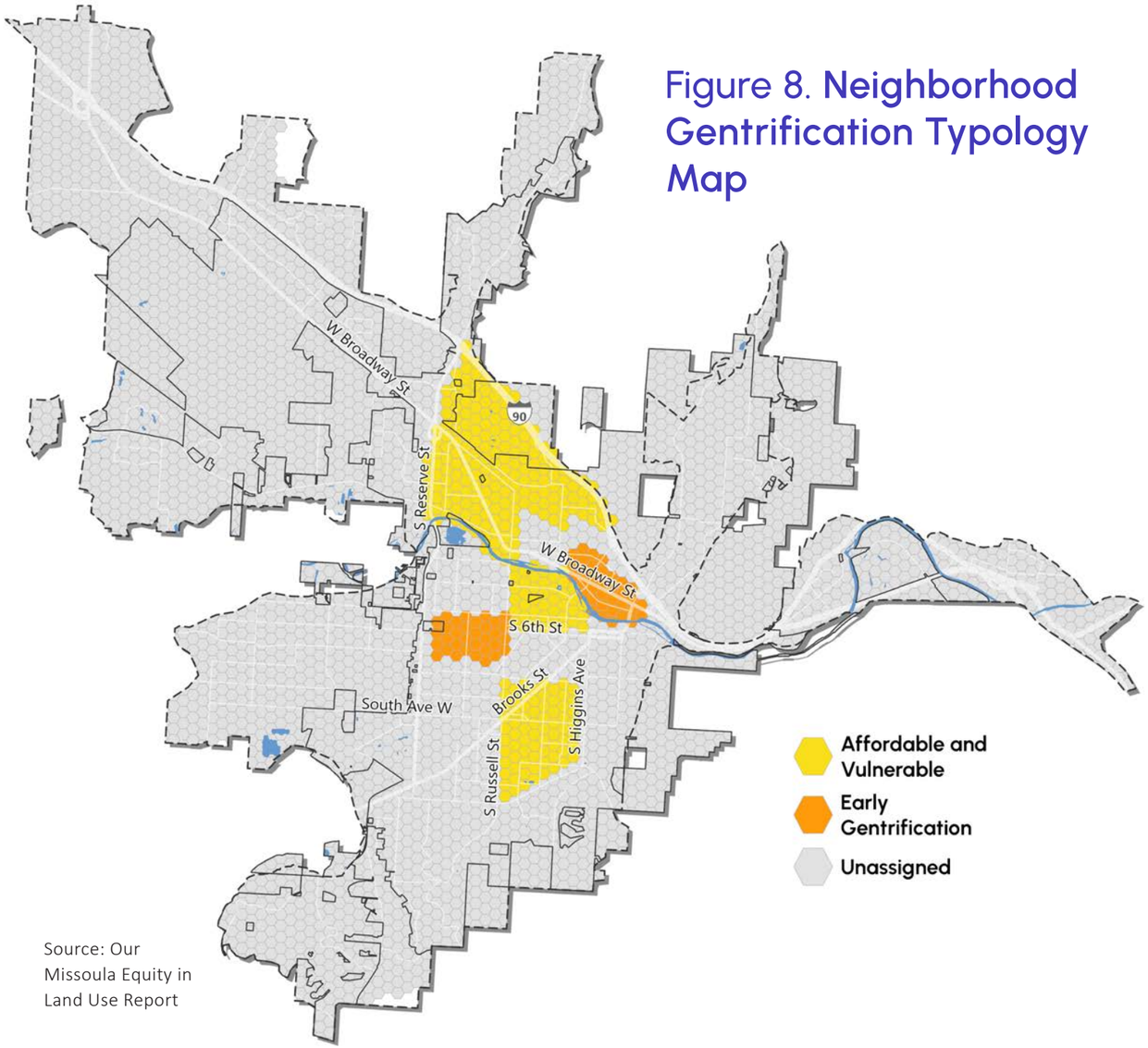
while maintaining access to affordable housing for diverse populations. Limiting the concentration of larger developments is crucial for mitigating segregation and fostering a broader mix of housing types, which supports equitable and integrated community growth. By implementing these strategies, the city can work towards mitigating displacement and addressing historical inequities related to housing development.

Policy Objective #3

Simplify zoning and land use regulations and the approval process to expedite the development of diverse and affordable housing projects.

Key Issue

Missoula faces a critical housing supply shortage due to restrictive land use policies and complex development codes that prioritize low-density zoning and larger homes, severely limiting affordable housing options and hindering the ability to accommodate the projected population growth over the next 20 years. This misalignment with community needs contributes to a housing affordability crisis, disproportionately impacting moderate- and low-income households while obstructing diverse housing development.



Source: Our Missoula Equity in Land Use Report

Figure 8. **Neighborhood Gentrification Typology Map**

Current Conditions

Missoula faces an urgent need for approximately 22,000-27,500 new housing units over the next 20 years due to the projected population increase. Unfortunately, current policies and codes allow the city to accommodate only about 60% of these new housing needs within residential zones. While efforts are being made to streamline response times and improve review processes, navigating the existing land development codes remains a significant challenge for residents, developers, and city staff. These residential land use policies contribute directly to the ongoing housing affordability crisis.

The current development codes present several barriers to housing production. Requirements concerning parking, density, setbacks, and landscaping complicate the development of additional housing, particularly in designated infill areas. This misalignment with the city's policy priorities on housing equity, urban density, and affordability highlights a pressing need for reform.

Moreover, the city's parking regulations tend to prioritize motor vehicle storage over creating walkable environments, which limits the ability to align land use practices with broader climate and mobility goals. The complexities of navigating development codes lead to inefficiencies in the permitting process for both users and staff, adding unnecessary layers of complexity to projects that align with the city's climate policies.

Housing diversity is another critical concern for Missoula. Within the city limits, recent residential development has averaged 826 units per year, with only about one-quarter consisting of single-dwelling or duplex units; the remaining three-quarters are multi-dwelling units. Most residential zoning districts are restricted to single- or two-dwelling units, which significantly limits opportunities for developing diverse and affordable housing types such as multi-dwelling buildings, "middle housing," and smaller units. This restrictive zoning approach is particularly problematic in some of Missoula's older neighborhoods, where current codes impede compatible infill development and hinder efforts to increase housing supply in line with city goals.

Land use regulations impact housing affordability in two fundamental ways. First, they push the construction of larger homes, which tend to be more expensive. For example, if an empty lot is zoned for only one house with no size restrictions, it is more profitable to construct a 3,000-square-foot home over a 1,500-square-foot home. Conversely, if zoning allows three homes on the same lot, there are higher profits in constructing all three smaller homes, even at lower price points, making them more attainable to a broader range of buyers

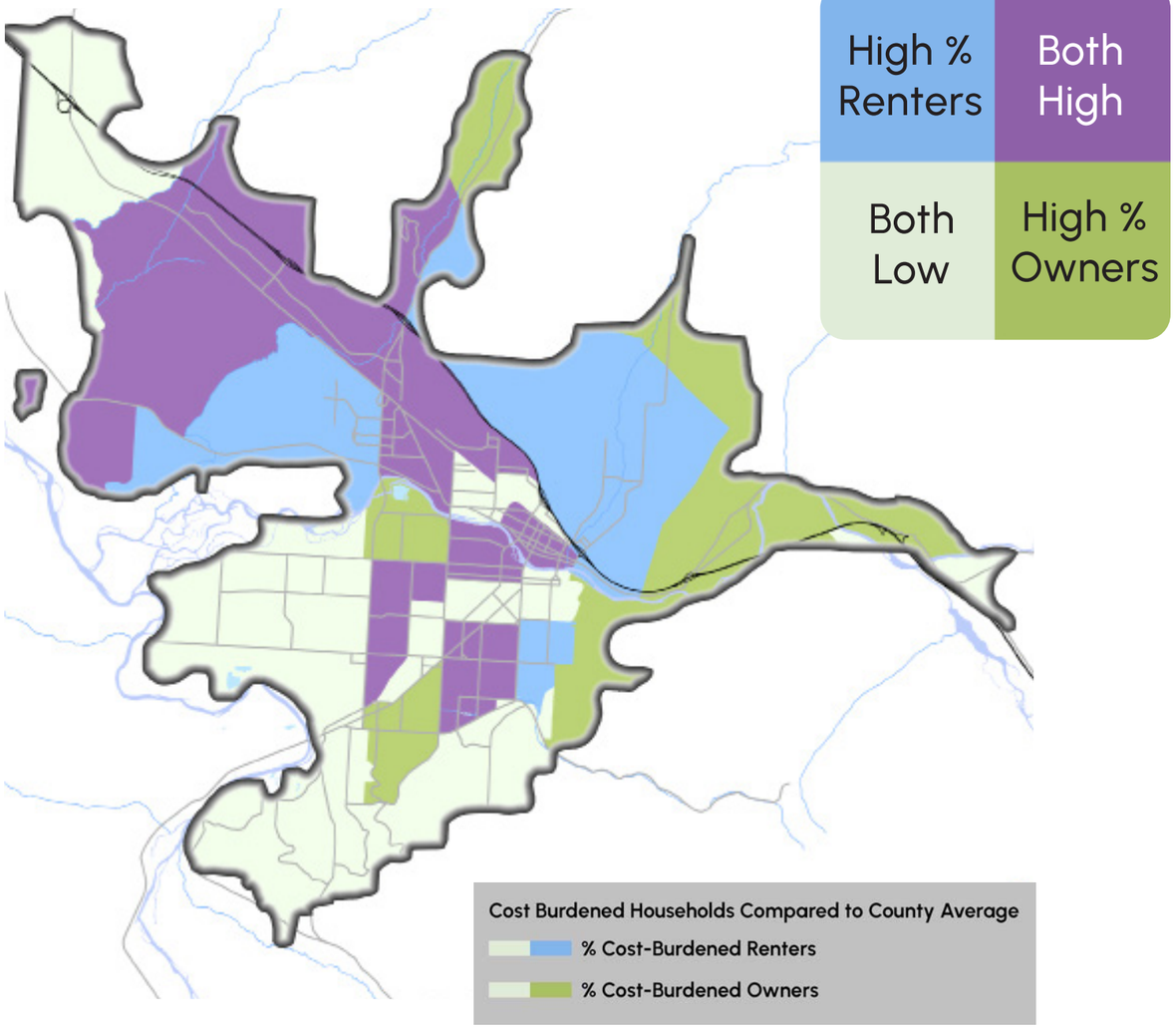
Streamlining zoning regulations can enhance the efficiency of development processes. By simplifying the approval process, the city can foster equitable outcomes and support increased housing production. In addition, removing barriers to housing production is a high priority for Missoula to enhance affordability and ensure that all residents have access to diverse housing options.

Recent state legislation requires cities like Missoula to reform their zoning codes to remove barriers to housing production and affordability. Key strategies include allowing accessory dwelling units (ADUs) and duplexes in single-dwelling zones, as well as permitting residential uses in commercial zoning districts. Additional recommendations from the Planning Act emphasize increasing density near essential services, reducing parking requirements, and allowing multi-unit housing. These reforms are essential for promoting housing equity, supporting infill development, and ensuring alignment with Missoula's mobility and climate goals.

To further support development, it is critical to establish clear guidelines that streamline the process for builders and developers. This will not only accelerate housing projects but also encourage the creation of diverse housing types that cater to the needs of all residents. The Planning Act also mandates that most site-specific development projects be reviewed administratively by the City, significantly speeding up approval processes by bypassing public hearings and avoiding delays associated with public notices and extended timelines.

By improving access to affordable housing, Missoula can advance its objectives for equitable and sustainable development. The proposed policies represent a clear response to the urgent need for reform by simplifying zoning regulations and the approval process to expedite the development of diverse and affordable housing projects.

Figure 9. Map of Cost-Burdened Households Compared to City Average



Policy Objective #4

Meet the needs of a growing and diverse population by equitably distributing a variety of housing types throughout all neighborhoods in the city.

Key Issue

The community faces an escalating housing shortage that inadequately meets the needs of its diverse and growing population, resulting in increased economic and racial disparities. Current housing policies do not provide a range of affordable housing types throughout all neighborhoods, favoring wealthier newcomers and pushing lower-income families out of the city.

Current Conditions

Meeting the needs of a growing and diverse population in Missoula necessitates an equitable distribution of various housing types throughout all neighborhoods. This situation creates significant challenges for residents from different backgrounds, as they struggle to find suitable housing in their preferred locations.

The economic landscape reveals pressing financial pressures that are pushing lower-income families out of the city while attracting wealthier newcomers. In 2020, incoming households earned an average of 34% more than those leaving, contributing to a growing economic divide. This divide is further complicated by significant racial and ethnic disparities, particularly for Native Americans, who experience higher poverty rates and face barriers in education and health compared to their White counterparts. Notably, racial and ethnic diversity is highest near the university and within higher-density zoning districts, while suburban and rural neighborhoods often display lower diversity and are linked to higher median incomes. This inequality emphasizes the urgent need for housing strategies that address the unique challenges faced by diverse groups.

As previously referenced, “missing-middle” housing plays a crucial role in diversifying the range of housing types available in Missoula. This category encompasses a variety of multi-unit or clustered housing options that are compatible in scale with single-family homes, such as single-family attached homes, duplexes, triplexes, quadplexes, and mobile homes. These housing types respond to the growing demand for walkable urban living, cater to changing household demographics, and offer various price points. By expanding the availability of missing-middle housing, Missoula can create inclusive neighborhoods that ensure access to affordable, well-integrated housing, thereby enhancing community compatibility and stability. This diversity is essential for meeting the needs of all residents and achieving a balanced housing market.

By ensuring that all neighborhoods accommodate a range of housing types, Missoula can better meet the diverse needs of its residents. The future housing development in Missoula is projected to include a variety of housing types to balance the market and support population growth. Multi-dwelling homes, such as apartments and condos, are expected to comprise 64% of new construction. Single-dwelling detached homes will account for 21%, while “missing-middle” housing, including duplexes and townhomes, will represent 15%. This diverse mix of housing options is crucial for maintaining affordability and stability across different income levels. Currently, larger homes, prevalent in single-dwelling and low-density zones, cater primarily to a wealthier segment of the population, while smaller, more affordable units that could be developed in high-density areas are frequently overlooked.

To reflect the feedback collected during the Our Missoula Project, it is essential to cultivate an inclusive and equitable housing market by distributing affordable housing opportunities throughout all neighborhoods, rather than limiting them to specific areas. This requires enabling higher-density developments and a wider variety of housing types—such as duplexes, townhomes, and apartments—across all zones in Missoula. By promoting affordable housing citywide, Missoula can mitigate socioeconomic segregation and ensure that every neighborhood contributes to addressing the city’s housing challenges.

The community feedback gathered during the Our Missoula Project identified local housing challenges, needs, and preferences, which informed the policies outlined in this Plan. A crucial aspect of meeting these needs and preferences is adopting the policy objectives and Land Use Strategies within this Plan. These strategies will guide the necessary updates to the zoning map and land development regulations, defining the scope of future development in the City.

Overall, the information presented highlights a critical issue in land use planning. The proposed policy objectives are designed to promote an inclusive approach to housing distribution, addressing the diverse needs of Missoula’s population and ultimately fostering a more equitable community. This holistic strategy reinforces the importance of integrating community feedback into planning efforts, ensuring that all voices are heard and considered in the pursuit of a balanced housing market.

Policy Objective #5

Build new housing near key transit and commuter corridors, to enhance accessibility and support transit-oriented development.

Key Issue

Missoula's current land use and development patterns do not effectively support future growth, leading to transportation demand that exceeds available infrastructure. This results in increased traffic congestion, inefficient resource use, and limited accessibility for residents. The lack of strategic housing development near transit routes hinders the city's ability to promote sustainable, multi-modal transportation options.

Current Conditions

In order to accommodate future growth, Missoula's limited land must be utilized strategically. Travel within the city consumes time, energy, and resources, and every Long Range Transportation Plan (LRTP) since 2008 has indicated that existing development patterns and driving rates have resulted in a transportation demand that far exceeds the available infrastructure and maintenance funding. By concentrating a mix of housing and other uses along the Primary Transit Network (PTN) and primary commuter trails, Missoula can maximize the benefits of past and future transportation investments. This approach can help alleviate traffic congestion by promoting lifestyles that prioritize public transportation, walking, and biking over driving.

The Land Use Plan recognizes the vital connection between transportation and land use, advocating for mixed-use and dense development along major transportation corridors. This strategy enhances connectivity and supports a multi-modal transportation system accessible to all residents, thereby enhancing overall accessibility and reducing reliance on vehicles.

Identifying optimal locations for new housing near transit routes is essential for maximizing transportation investments and enhancing mobility. Achieving this goal involves linking origins and destinations through a coordinated transportation system that aligns with both current and future land use. Within the plan area, the most suitable sites for intense, high-density development include mixed-use centers and corridors within the urban area, particularly the Downtown and Midtown areas. Additionally, locations that have undergone recent master planning, such as the Sx^{w}tpqyen Master Plan area, are also prime candidates for such development. Mountain Line, Missoula's public transit provider, primarily serves high-density neighborhoods within the Missoula Urban Transportation District, further emphasizing the importance of strategic housing development. In these areas. Balancing housing density with community needs and existing infrastructure is critical. A careful approach ensures that new developments not only meet housing demands but also support the overall health and sustainability of the community.

To foster transit-oriented development, it is crucial to provide incentives for developers to build in transit-proximate areas. This aligns with the recommendations outlined in the Missoula Urban Transportation District's 2018 Strategic Master Plan for Mountain Line. The plan details a four-phase short-term strategy to improve service and increase ridership while also laying out a long-term vision for service expansion and increased frequency along the PTN. By 2045, the corridors in the PTN are expected to offer service at intervals of 15 minutes or less.

In addition to traditional transit-oriented development, Missoula has also experienced a form of development focused on trails—known as Trail Oriented Development (TOD)—along sections of the Milwaukee and Bitterroot Trails. This approach not only supports increased connectivity but also enhances the quality of life for residents by providing accessible recreational opportunities and transportation alternatives.

In summary, building new housing near key transit and commuter corridors is essential for enhancing accessibility, supporting sustainable growth, and addressing the needs of a diverse population. This strategic focus on transit-oriented development is a clear response to the pressing challenges facing Missoula.

Implementation Summary

The City can meet its housing choice and access objectives through:

- Improvements to the general land use codes which will be used as the primary implementation tool for the Land Use Plan.*
- An updated zoning map that introduces Place Type descriptions and locations to support more residential development.
- Coordination and partnership among government agencies, community service providers, and non-profit and for-profit entities.
- Innovative and cross-sector efforts toward funding for housing choice and access.

For more specific implementation strategies go to the Land Use Plan Implementation Chapter.

*Given the limited affordability of any new market rate housing, it's important to note that zoning reforms alone are insufficient to address the need for affordable housing for low-income households. Publicly subsidized, income restricted housing is necessary to meet this need. Areas with low economic or educational opportunity, or which lack walkable access to services and amenities, need public investments in infrastructure, education, and economic development beyond the scope of the Plan and the broader Our Missoula Project.

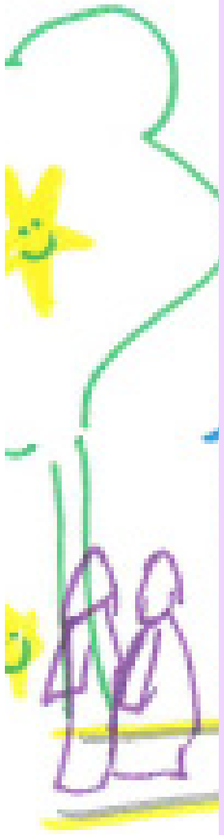
Community & Quality of Life

Theme Contents Summary

- Access to services, amenities, & green space;
- Incentives for affordable housing;
- Equitable development & economic opportunity;
- Historic context;
- Community Compatibility

Goal

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



Introduction

Missoula is a vibrant people-centered community facing a complex array of challenges shaped by its demographic dynamics, economic pressures, and environmental vulnerabilities. High housing costs and rising inflation create significant financial strains on families, while climate change exacerbates these pressures and contributes to social instability. However, Missoula's unique landscape, abundant access to the outdoors, and strong community ties offer a solid foundation for addressing these challenges.

Access to educational and economic opportunities varies significantly by neighborhood, underscoring the need for equitable development that enhances opportunities for all residents. Strategies to improve access to healthcare, childcare, and nutritious food are essential for promoting well-being in the community. By preserving open spaces and developing parks and trails, the city can improve the quality of life while simultaneously addressing its pressing housing needs.

To effectively tackle these interconnected issues, Missoula must balance growth with sustainability, ensuring that its transformation benefits everyone and supports long-term stability and well-being. The 2020 Census provided updated insights into Missoula's population and households, revealing a median age of 35.2 years, which is younger than the state average, largely due to the University of Montana's student population. This demographic profile is influenced by a total fertility rate of 1.63 (1.93 without college students), out-migration of 18-24-year-olds for education or urban opportunities, and outflows of those aged 70 and older.

The city's population is approximately 75,516, with 22.3% of residents under 18 and another 18.6% aged 65 or older. The racial and ethnic composition is predominantly White (89.2%), with smaller proportions of Hispanic or Latino (5.5%), Black or African American (1.5%), Asian (2.3%), Native American (1.4%), and other races or two or more races (3.5%). In 2020, Missoula had about 38,575 households with an average household size of 2.25 people. Of these, there is nearly an even 50% split between family households, consisting of related individuals, and non-family households, which include individuals living alone or with non-relatives.

Missoula boasts high levels of educational attainment, with approximately 96% of adults holding a high school diploma and 49% having a bachelor's degree or higher. However, elementary school enrollment in the largest school district of the plan area, Missoula County Public Schools, is projected to decline after the 2024-25 school year, highlighting the need for continued focus on educational resources and planning. Additionally, urban design is increasingly recognized for its critical relationship to public health, and addressing housing segregation and its associated health risks is vital for improving community health and promoting equitable growth.

Current land use regulations play a crucial role in shaping the livability of neighborhoods. Effective land use planning ensures that residential areas have access to essential amenities such as parks, schools, and transportation networks. By building on Missoula's strengths and addressing its challenges, the city can work towards creating a more equitable and resilient community for all residents. More details on the analyses referenced in this section can be found in the Community Profile, included in the Appendix of the plan.

Key Terms

Suitability
A framework for evaluating to what extent a geographic location includes proximity to services and amenities that make for a successful compact, walkable, urban environment. Suitability is measured by evaluating for the availability of utilities and proximity to some combination of commercial service areas, grocery stores, transit stops, commuter trails, parks, and/or schools.

Universal Design
This refers to the design of an environment so that it can be used by as many people as possible without the need for special adaptations.

Third Place
Third Places "are identified as the public places on neutral ground where people can gather and interact. In contrast to first places (home) and second places (work), third places allow people to put aside their concerns and simply enjoy the company and conversation around them.

Visitability
The state of a home or place being accessible to individuals with mobility challenges.

Policy Objective #1

Ensure that zoning increases housing opportunities in residential areas that have sufficient access to services and amenities by walking, biking and transit.

Key Issue
Zoning regulations can restrict housing opportunities by not encouraging compact growth near essential services and transportation. This lack of support contributes to insufficient housing diversity and worsens issues like affordability and food insecurity. Historical suburban auto-centric development and low-density zoning have created disparities among neighborhoods, limiting access to housing and resources.

Current Conditions
Zoning plays a crucial role in enhancing housing opportunities, particularly when it emphasizes strategic compact growth in areas that provide access to mixed uses, existing services, and connected multi-modal transportation systems. By increasing housing intensity in locations with strong transit lines and commercial districts, Missoula can potentially realize a significant housing capacity increase, as indicated by scenario modeling. This approach not only aligns with general land use policy objectives but also enhances the overall quality of urban life.

Access to healthcare facilities and healthy living environments is essential for overall well-being, as they contribute significantly to the quality of life for residents. However, in Missoula, this well-being is undermined by significant challenges related to childcare and food security. Affordable childcare often exceeds 30% of a family's income for two children, placing a heavy financial burden on families and impacting both stability and early educational opportunities for children. Food insecurity compounds this issue, with local organizations reporting a rise in demand for food assistance while the community struggles with equitable access to healthy food (see Figure 10).

Evaluating areas with sufficient access is essential in determining optimal locations for new housing. The Composite Suitability Index has been used since 2018 to assess residential development and access to amenities. This suitability index includes a dynamic set of indicators that track how well the city complies with goals outlined in the Land Use Plan. The index categorizes land into five tiers based on suitability for residential development,

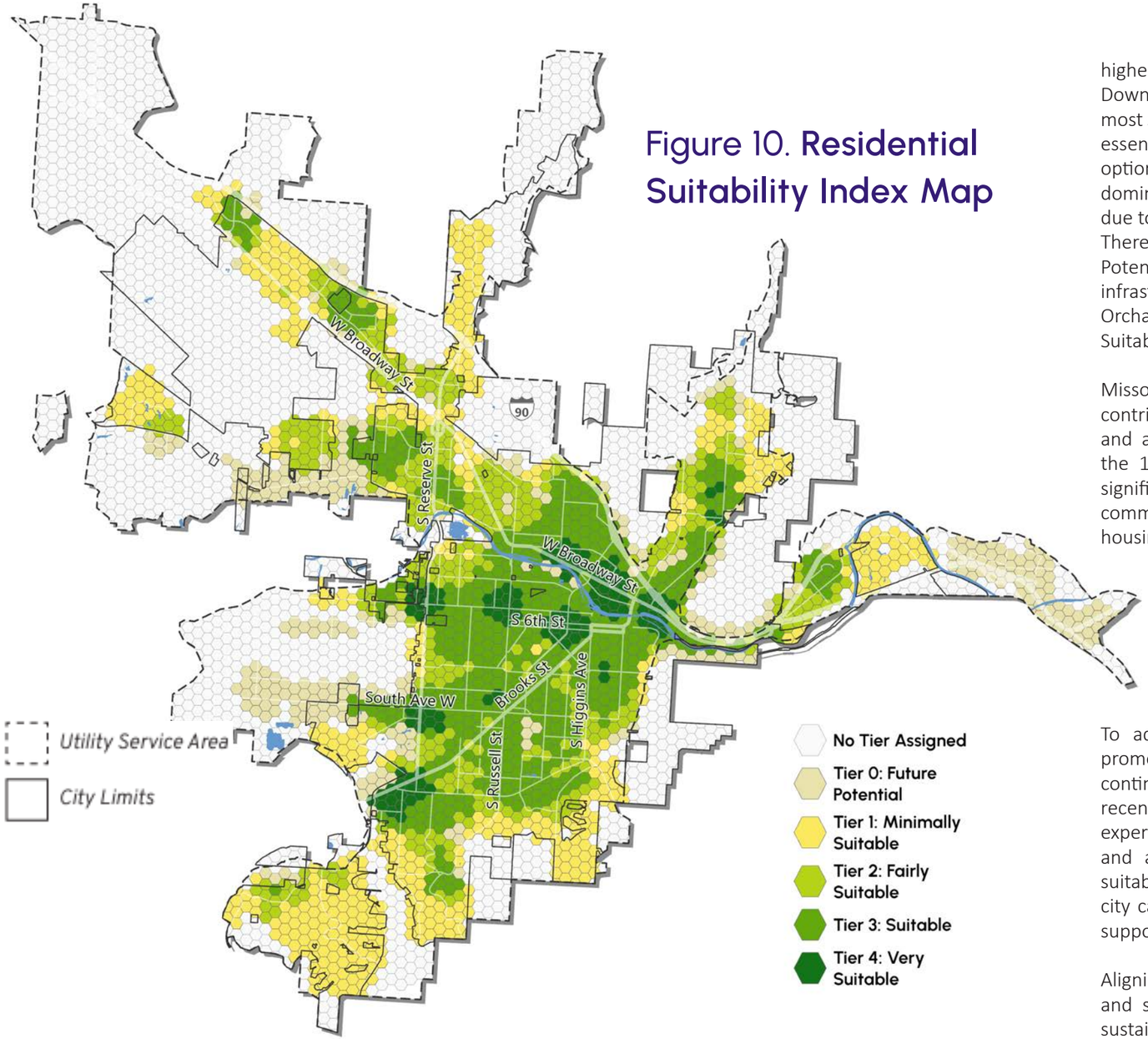


Figure 10. **Residential Suitability Index Map**

starting with Tier 1, which is "Minimally Suitable," requiring access to water and sewer infrastructure within 500 feet. Areas that meet this basic requirement are further evaluated based on proximity to services such as commercial centers, grocery stores, transit stops, parks, and schools.

The criteria for higher suitability highlight the importance of existing infrastructure and access to essential services. Tier 2 areas are within a quarter-mile of at least two suitable services, while Tier 3 areas are within a quarter-mile of three or more. The most favorable locations, classified as Tier 4, are those within a quarter-mile of a commercial service area, grocery store, commuter trail, and transit stop, showcasing the highest potential for livability and health outcomes. Downtown and its surroundings are recognized as the most suitable for development due to their proximity to essential services like parks, schools, and transportation options, while peripheral neighborhoods often dominated by single-dwelling zones are less suitable due to their distance from these amenities.

There are also Tier 0 areas, which indicate "Future Potential" for development once they gain necessary infrastructure. For instance, areas within Target Range/ Orchard Homeshave the potential to be elevated to Suitable with improved sewer and services.

Missoula's historical development patterns have contributed to the ongoing challenges in housing and access to essential services. From the 1960s to the 1980s, suburban sprawl and low-density zoning significantly reduced housing diversity and strained community resources, limiting access to affordable housing and vital services.

To address these disparities, zoning reforms must promote development in accessible areas. As progress continues, neighborhoods that have undergone recent master planning, like the Sxʷtpqyen area, can experience significant improvements in infrastructure and access to services, enhancing their residential suitability. By regularly updating the suitability index, the city can effectively track amenities and infrastructure, supporting increased infill and redevelopment.

Aligning zoning regulations with Missoula's housing and service needs will foster a more equitable and sustainable housing market, ultimately improving the quality of life for all residents.

Policy Objective #2

Implement affordable housing initiatives and meaningful incentives for income-restricted affordable housing, to alleviate high housing costs and reduce financial strain on residents.

Key Issue

Missoula's housing market presents high costs and a lack of affordable housing options, resulting in financial strain for many residents, particularly low-income individuals and families.

Current Conditions

The housing and economic landscape of Missoula presents significant challenges for both homeowners and renters, making affordable housing initiatives crucial to alleviating high housing costs and reducing financial strain on residents. With a median income of approximately $60,000, nearly 15% of Missoula's population lives below the poverty line. This economic context exacerbates the affordability crisis, as about 47% of renters and 23% of homeowners are cost burdened, meaning they spend 30% or more of their income on housing expenses. Recent inflationary pressures, particularly with the U.S. inflation rate peaking at around 9.1% in June 2022, have further strained residents financially. Although inflation has eased to approximately 3.2% in 2024, the accompanying increases in construction costs have hindered the development of new housing units in the Missoula area. Consequently, the available housing supply has not kept pace with rising demand, intensifying affordability challenges across all income levels.

This situation is reflected in housing market data. Between 2020 and 2023, median home prices surged from $315,000 to $550,000—a staggering increase of nearly 75%. During the same period, there was a 57% decrease in home sales, indicating a declining supply of affordable housing and creating barriers to homeownership for many residents. Additionally, rental vacancies have remained critically low, averaging below 5% from 2018 to 2023. This low vacancy rate limits mobility and reduces the number of affordable housing options for Missoulians.

Rising property taxes further compound these affordability issues. Montana's property tax system, based on market value features a statewide average tax rate of 1.35% for residential properties. With recent

increases in home values and changes in state law that cap annual increases in taxable property value at 3%, residents in Missoula face higher property taxes, straining their financial capacity to maintain housing.

Addressing these challenges requires implementing meaningful incentives for affordable housing, such as tax breaks, subsidies, and zoning variances. Such incentives are vital for encouraging the development of income-restricted units, making it easier for developers to invest in affordable housing projects.

Supporting housing development is an essential strategy outlined in "A Place to Call Home," the City's adopted housing strategy. Establishing relationships and removing administrative and technical barriers are crucial steps toward meeting housing supply demands in Missoula. The City's housing policy staff work collaboratively with developers to identify partnership opportunities that can lead to effective housing solutions.

The City of Missoula currently offers a Voluntary Incentives Program designed to foster partnerships between developers and city staff to identify necessary resources for completing housing and mixed-use projects. This program includes a variety of incentives, such as right-of-way vacations, sustainability improvements, subsidization of impact fees and utility infrastructure costs, density allowances, prioritization within the Community Investment Program, and postponements of infrastructure requirements.

The Missoula Redevelopment Agency (MRA) complements the City's Voluntary Incentives Program by utilizing Tax Increment Financing (TIF) to support workforce housing development. TIF funds are targeted at helping individuals and families earning 60-140% of the Area Median Income (AMI), bridging the gap for middle-income households. By partnering with developers to make housing projects financially viable, the MRA plays a crucial role in addressing the housing crisis, much like the incentives offered by the city. Together, these efforts aim to lower construction costs and ensure long-term affordability, creating a comprehensive strategy that aligns with the City's broader goal of fostering sustainable and inclusive housing development.

In 2025, the City plans to review and update its housing policy, including an assessment of the effectiveness of the Voluntary Incentives Program. Continuous evaluation and adaptation of this program are essential to maximize its utility and effectiveness in addressing the urgent need for affordable housing.

The current initiatives and incentives are a clear response to the pressing issues of housing affordability in Missoula, and more can still be done. By prioritizing income-restricted affordable housing and facilitating development through meaningful incentives, the city can help to alleviate high housing costs and reduce the financial strain on its residents. This integrated approach to housing policy not only addresses current challenges but also lays the groundwork for a more sustainable and equitable housing landscape in the future.

Policy Objective #3

Design new, or adapt existing, facilities and spaces that promote equity, wellness, and social connection for all residents.

Key Issue

Many of Missoula's existing facilities and public spaces do not adequately promote equity, wellness, and social connection, leading to social isolation and increased vulnerability for certain demographics, such as individuals with disabilities and the elderly.

Current Conditions

Creating Third Places—whether by developing new areas or repurposing unused ones—is essential for fostering equity, wellness, and social connection for all residents in Missoula. Well-designed community spaces, such as parks, plazas, and community gardens, significantly enhance social interaction, reduce isolation, and improve overall well-being. Neighborhoods that incorporate these gathering spaces as focal points tend to be healthier and more cohesive, bridging social gaps among diverse demographics and cultivating integrated communities where residents of all backgrounds feel connected and engaged.

However, many of Missoula's existing facilities and public spaces fall short in promoting these values, leading to social isolation and increased vulnerability to challenges like climate change. Thoughtful design is crucial to ensure all residents can access employment centers, essential goods, services, outdoor spaces, and recreational amenities. Currently, around 10% to 12% of Missoula's population lives with disabilities, while 16.4% are aged 65 or older (as indicated in Figure 11)—an increasing demographic that requires attention. Many existing facilities do not adequately accommodate the needs of these groups, with limited ADA compliance often preventing full participation in community life.

To address these challenges, it is essential to design new facilities and adapt existing ones to promote equity, wellness, and social connection. This involves not only updating physical infrastructure but also rethinking how public spaces are utilized and accessed. Prioritizing accessibility, visitability, and universal design.

in both new developments and repurposed spaces will create a more inclusive community. Universal design aims to create environments that can be used by as many people as possible without the need for special adaptations, while visitability ensures that homes are accessible to individuals with mobility challenges.

As Missoula plans for growth, prioritizing the design of new facilities and the adaptation of existing spaces will ensure that every resident has the opportunity to thrive in a well-connected, supportive environment. By investing in these third spaces, the city can effectively promote equity, wellness, and social connection for all its residents, ultimately fostering a sense of belonging and well-being within the community.

Implementation Summary

The City can meet its community and quality of life objectives through:

- Sustained support for community engagement and continuous public involvement in future land use planning and regulation update efforts.
- Improvements to the general land use codes which will be used as the primary implementation tool for the Land Use Plan.
- Programs that elevate affordable housing tools and awareness of Missoula's history.
- The use of Place Type descriptions and subsequent code that account for context-sensitive design, and consideration of community spaces.

For more specific implementation strategies go to the Land Use Plan Implementation Chapter.

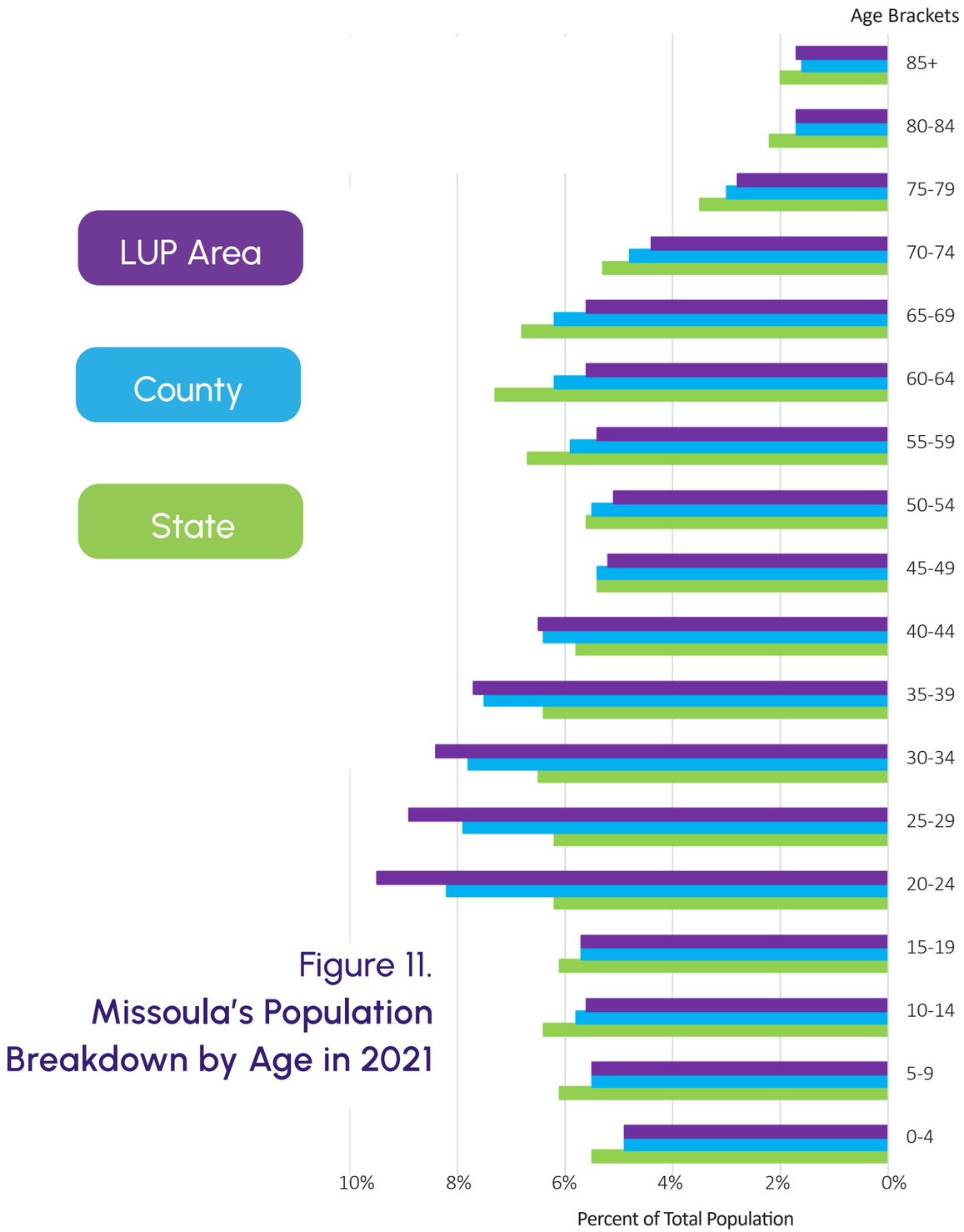


Figure 11.
Missoula's Population Breakdown by Age in 2021

Policy Objective #4

Identify and preserve historically and culturally significant places and landscapes, including those of the Confederated Salish and Kootenai tribes (CKST).

Key Issue

Missoula is grappling with significant challenges in preserving its historic and culturally significant sites, which are essential for understanding Missoula's story and maintaining community identity. Urban expansion has led to the loss of traditional gathering sites, particularly those important to the Séliš people, disrupting community ties and threatening the city's cultural heritage.

Current preservation efforts are hindered by outdated surveys of historic buildings, a lack of awareness about the value of historic preservation, and misconceptions that equate preservation with limitations on property rights and affordable development. Additionally, development pressures and regulatory barriers complicate adaptive reuse of historic structures, which are vital for integrating these sites into contemporary needs. Without a focused effort to update surveys, engage Indigenous communities, and promote adaptive reuse, Missoula risks losing crucial connections to its past, undermining its cultural identity as it grows.

Current Conditions

Historic preservation is vital for maintaining cultural identity and continuity of communities. By preserving and cherishing our historic sites, we honor our past, enrich our present, and secure our future. These sites teach us about our history, unite us to appreciate our shared heritage, and add economic and aesthetic value to our communities. As custodians of culture, we must preserve these treasures for generations.The National Park Service defines historical significance based on criteria that typically involve notable associations with important events, figures, or cultural contributions, along with the physical integrity of the site. However, for places of cultural significance, their importance must be evident both in their historical context and their physical features. To better serve Missoula's diverse narratives, especially those of the Confederated Salish and Kootenai tribes, this framework needs to be expanded. The active involvement of Indigenous groups in city projects, particularly where culturally significant sites may be disturbed, is essential. This requires transparent dialogue, sensitivity to Indigenous perspectives on cultural and natural resources, and genuine tribal engagement in city planning processes.

The area now known as Missoula is historically significant due to its rich natural resources and cultural heritage, particularly for the Séliš people. The Séliš name for Missoula—Nɬʔay, derived from Nɬʔaycčstm, meaning "Place of the Small Bull Trout"—reflects the region's abundance of bull trout, which served as a crucial food source for the tribes. Additionally, several key locations within Missoula hold cultural significance, particularly for the gathering of bitterroot, a vital plant for the Séliš people. In the spring, they would collect this plant in various areas, including the prairies surrounding Fort Missoula, the Reserve Street vicinity, and the regions near Mount Jumbo and Hellgate Canyon, as well as along the banks of the Clark Fork and Bitterroot Rivers. These sites were not only sources of sustenance but also important cultural and spiritual locations, deeply connected to the identity of the Séliš people.

As Missoula expanded, especially in the late twentieth century, many traditional gathering sites for bitterroot were paved over. This transformation resulted in the loss of vital subsistence resources and disrupted the cultural and spiritual connections tied to these places. Despite these challenges, tribal members today continue to hunt, fish, and gather plants in undisturbed off-reservation areas. However, the shifting social, physical, and legal landscape has created obstacles to exercising these rights, making the identification and preservation of these significant cultural sites more crucial than ever.

Missoula's identity is deeply intertwined with its historic landscapes, which include 11 historic districts and 56 buildings listed in the National Register of Historic Places. Sites like the Moon-Randolph Homestead, the Florence building, and the Milwaukee and Northern Pacific Railroad depots are integral to Missoula's historical narrative, serving as physical representations of the city's past. These structures are not simply remnants of earlier times; they are key to providing a tangible link to Missoula's identity. By preserving these landmarks, the community retains the human stories of those who built, lived, and worked here, reinforcing a shared sense of place and continuity.

One significant barrier to effective preservation is that Missoula's most recent comprehensive survey of historic buildings dates back to the 1980s. This gap suggests that many historically significant structures may have gone unrecognized and remain vulnerable to development pressures. To address this, an updated survey is necessary to properly identify and catalog these assets, conducted in collaboration with experts and tribal representatives.

Preserving historically and culturally significant sites comes with its own set of challenges. Development pressures, financial constraints, and a lack of awareness regarding the value of historic preservation often threaten these efforts. Misconceptions about preservation—that it necessarily restricts property rights or obstructs affordable housing development—exacerbate these difficulties. Moreover, regulatory and zoning challenges, especially those that make adaptive reuse difficult, hinder efforts to repurpose historic structures for modern needs. Adaptive reuse—the renovation and repurposing of existing buildings—emerges as a particularly effective strategy in addressing these challenges. Providing greater incentives for adaptive reuse not only helps in preserving culturally important structures but also contributes to environmental sustainability by conserving resources and reducing demolition waste.

Similarly, the preservation of culturally significant sites is not just about protecting old buildings; it plays an essential role in fostering community compatibility, enhancing education, and safeguarding the cultural heritage that defines Missoula's unique identity. Adaptive reuse, in particular, allows for sustainable development while maintaining the distinct character of Missoula's neighborhoods. By incorporating new functions into historic buildings, the city can address evolving community needs while protecting its heritage, which also has the potential to support affordability initiatives and make neighborhoods more livable.

The economic advantages of preservation further reinforce its value. Historic rehabilitation has been found to generate more high-quality, local jobs than new construction, with a substantial portion of the economic benefits staying within the community. Additionally, heritage tourism, driven by the appeal of historical places, is a significant contributor to the local economy, attracting visitors and investment. By conserving existing structures rather than developing new land, Missoula can limit urban sprawl and reduce reliance on non-renewable resources, further aligning with sustainability goals.

Missoula's future depends on a commitment to identifying and preserving historically and culturally significant places, while also embracing sustainable urban growth. Collaboration with underrepresented communities—including active involvement from the Confederated Salish and Kootenai tribes—and investing in updated surveys and adaptive reuse incentives are fundamental steps toward achieving this balance. These efforts will not only protect Missoula's cultural and historical resources but also enable the community to grow responsibly, ensuring that its rich heritage continues to inform and enrich its development.

Policy Objective #5

Focus development regulations in residential neighborhoods on form, ensuring that size and scale is compatible with existing homes and buildings.

Key Issue

Missoula struggles to align new developments with existing neighborhood compatibility due to outdated zoning standards that prioritize use and density over building form. This oversight leads to incompatible infill developments, creating uncertainty and hindering community progress.

Current regulations often do not reflect the historical context of residential areas and do not adequately support housing equity, particularly for culturally significant sites tied to historically underrepresented groups. Without addressing these issues, Missoula risks compromising its unique character and equitable development.

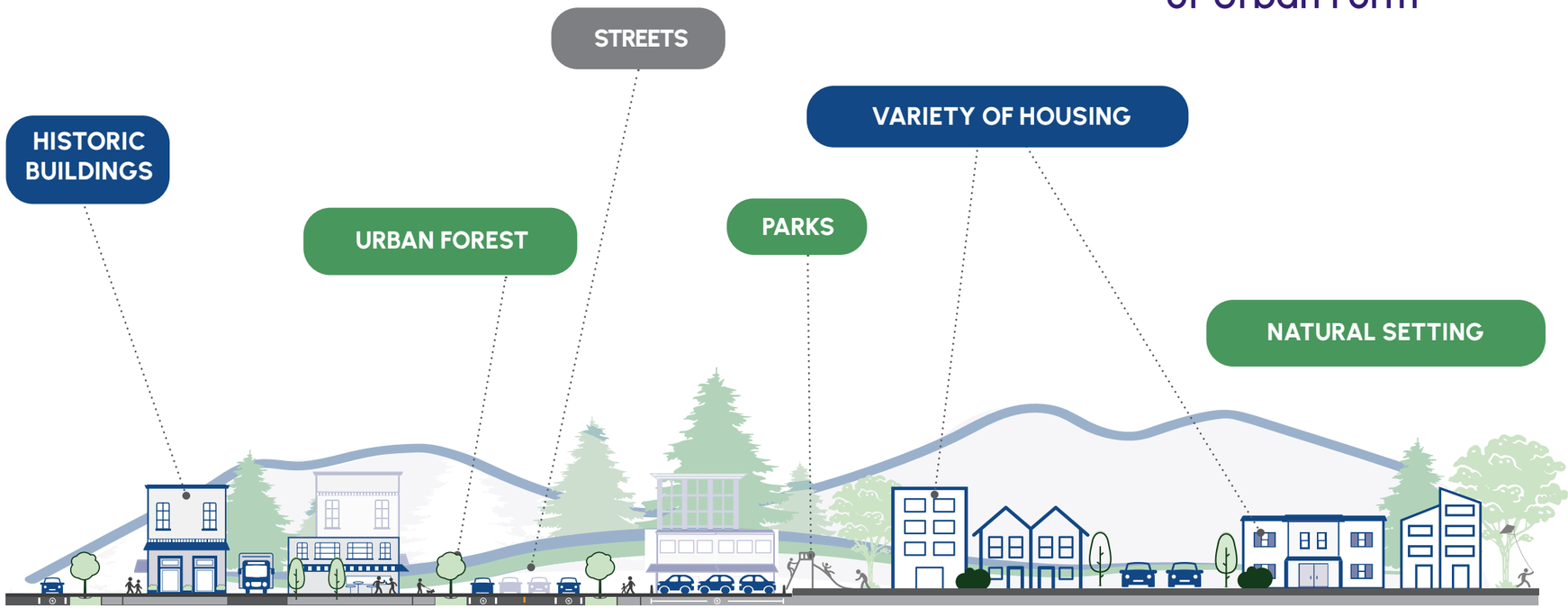
Current Conditions

Building form in development regulations plays a crucial role in shaping neighborhood compatibility and community aesthetics. Modern zoning codes have shifted from a narrow focus on use and density to include form standards, allowing for a more predictable built environment. This approach accommodates variations in building shapes and unit numbers while maintaining overall size. This shift is reflected in the City of Missoula's Place Type framework, which categorizes areas based on their intended character and function (see the Land Use Strategy chapter).

The emphasis on form is vital for addressing housing equity, as highlighted in the Equity in Land Use Report. The report underscores that concentrating on form is a key strategy for improving housing equity throughout

Missoula. Additionally, the Code Diagnostic (Appendix C) supports this shift by recommending that zoning codes prioritize form over use and density to achieve more predictable outcomes.

Figure 12. **Components of Urban Form**



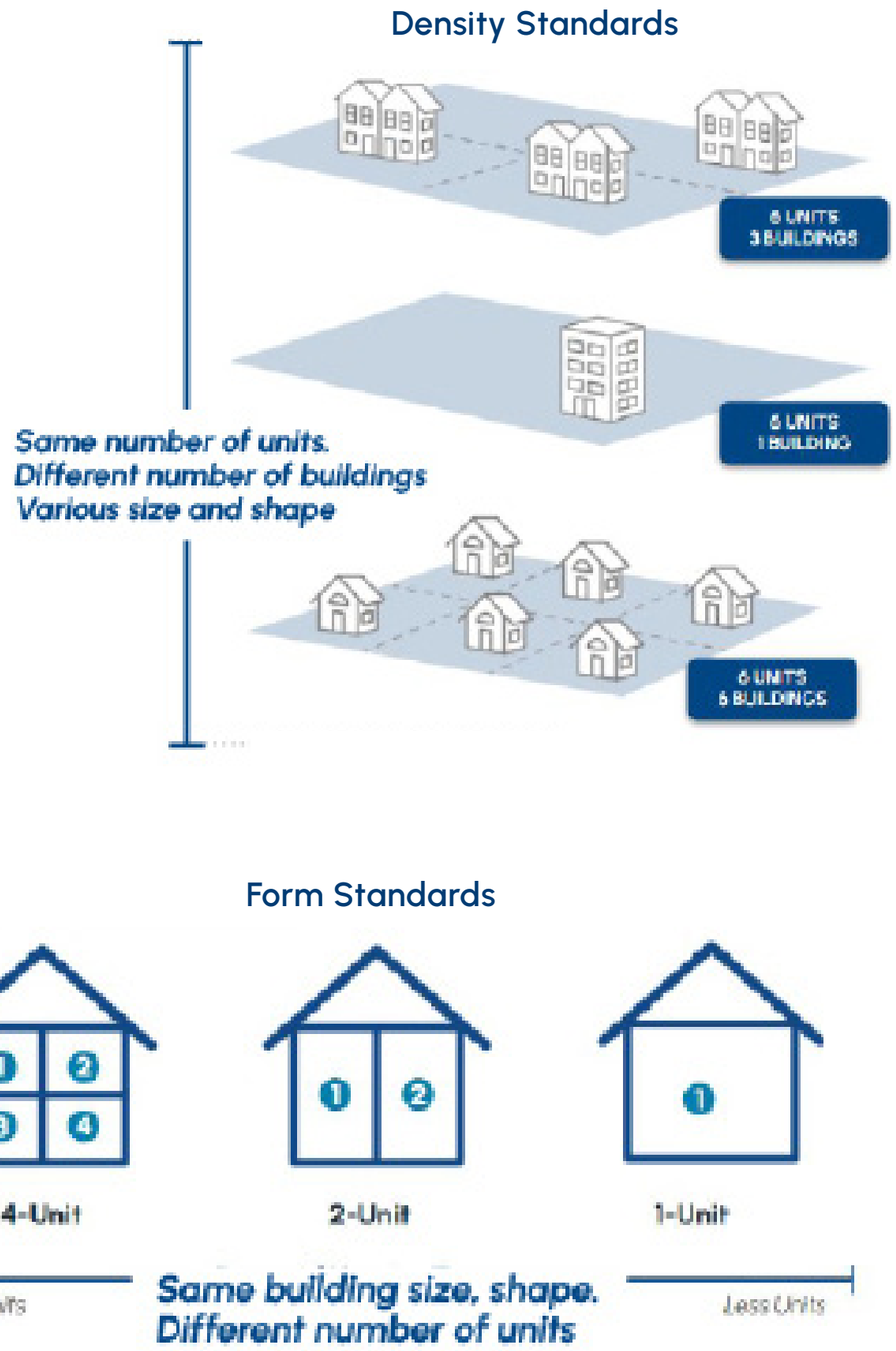
For instance, adaptive reuse—repurposing existing buildings—serves as a practical example of how a form-based approach can revitalize neighborhoods while preserving their unique character and historical significance. By adopting form-based planning, Missoula can ensure that new developments complement the character of existing neighborhoods, increase the availability of affordable housing, and enhance accessibility for all residents. This approach is particularly important for recognizing and protecting culturally significant sites associated with historically underrepresented groups, such as the Confederated Salish and Kootenai Tribe, as well as African American and Asian American communities.

For example, the concept of "missing middle" housing—which includes diverse housing types like duplexes, townhomes, and small apartment buildings—demonstrates how a form-based approach can help integrate new developments into existing neighborhoods without disrupting their character. By focusing on the relationship between the scale of missing middle housing and its surroundings, form standards ensure that these housing options blend seamlessly with the built environment. This is essential for creating affordable and diverse housing choices in walkable, established areas while preserving neighborhood identity. Integrating these standards into Missoula's planning codes supports predictable, community-aligned growth, complementing the broader Place Type framework introduced in this plan.

Incorporating form standards into planning codes, instead of relying solely on use and density, enhances the predictability of the development process and aligns it with Missoula's community values (see Figure 13). This approach is part of the Place Type framework introduced in this plan. By focusing on form, we can better envision the growth and evolution of our community in ways that respect and strengthen our existing neighborhoods.

The proposed policy objective responds directly to these challenges by advocating for a focus on form in development regulations, ensuring that new construction fits well within existing neighborhood contexts and respects the cultural heritage of the community.

Figure 13. Density Standards vs. Form Standards



Policy Objective #6

Balance the need to consider impacts on residential properties that are adjacent to development in commercial zones with the need to support high intensity residential development in mixed use and commercial areas.

Key Issue

Maintaining harmony between residential areas and adjacent commercial developments in Missoula is essential for a cohesive urban landscape, yet current regulations struggle to facilitate sensitive transitions. Incompatible contrasts in scale and land use often lead to negative impacts on residential properties, including visual obstructions, increased traffic, and disturbances. Without thoughtful design approaches, the character of residential neighborhoods is at risk, undermining neighborhood stability and overall community dynamics.

Current Conditions

The theme of transition is central, emphasizing the need for sensitive uses that effectively bridge different types of development. Current form-based regulations focus on this transition, promoting cohesion and variability while encouraging buildings of greater scale, provided they are well articulated and transition respectfully to sensitive areas.

Areas of the city are evolving from auto-oriented designs to more urban experiences, incorporating a mix of commercial and residential developments characterized by diverse building forms and street edges. To facilitate this balance, zoning codes utilize buffers such as building setbacks from property lines, stepbacks in rooflines or building heights to allow for air and sunlight, and landscape buffers to mitigate noise and activity.

In Downtown and other urban centers, development should prioritize mitigating impacts on adjacent residentially zoned properties. Various interfaces, including shared parcel lines, alley separations, and street separations, must be considered to ensure compatibility between differing scales and intensities. Sensitive edges exist near historic

resources, requiring careful design to preserve historic integrity. Effective treatments for this transition may include scale transitions (such as upper-floor stepbacks

or overall height reductions) and increased setbacks (front, rear, or side).

Challenges arise in mixed-use development, particularly when there is an incompatible contrast in scale or land use between properties. A sensitive transition is essential to alleviate or avoid potential negative impacts on more sensitive properties. These negative impacts may include visual disruptions like looming walls that obstruct solar access, detrimental effects on historic properties (such as blocking views or disrupting established setbacks), and other use-related disturbances such as traffic increases, noise, or odors.

Effectively balancing these interests contributes positively to neighborhood stability, property values, and overall community dynamics.

By prioritizing these transitions, Missoula can create an environment where high-intensity residential development thrives alongside established residential neighborhoods without compromising the quality of life for existing residents.

This approach reveals a key issue in land use planning, highlighting the necessity of thoughtful design that respects both commercial growth and residential harmony. The proposed policy objective is a clear response to this issue, ensuring that Missoula remains a vibrant and inclusive community.

Policy Objective #7

Ensure equitable access to parks and open space to support community well-being, access to recreation, and community cohesion.

Key Issue

Access to parks and open spaces in Missoula is inequitable, particularly disadvantaging lower-opportunity neighborhoods. While parks enhance social connections and provide physical and mental health benefits, many residents in these areas lack nearby green spaces, limiting their recreational opportunities and overall well-being. This disparity exacerbates public health challenges and undermines community cohesion.

Without targeted land use planning to promote equal access, Missoula risks perpetuating inequalities and diminishing the quality of life for its residents.

Current Conditions

Ensuring equitable access to parks and open space is essential for supporting community well-being and enhancing the quality of life in Missoula. Equitable access to parks greatly influences social interactions, community ties, and overall neighborhood health. These green spaces not only offer physical and mental health benefits but also foster social connections among residents. Maintaining and integrating parks into future urban development is crucial for preserving Missoula's character and promoting environmental sustainability.

Access to these green spaces provides invaluable recreational, health, and environmental benefits that enhance the urban experience. Parks serve as crucial buffers between developed areas and natural landscapes, managing stormwater, improving air quality, and supporting biodiversity.

Open spaces contribute significantly to climate resilience, providing essential services such as flood control, groundwater recharge, and heat mitigation. They offer residents respite from urban heat, which improves the overall living environment and promotes public health. In Missoula, conservation lands like Mount Jumbo and Bancroft Ponds provide opportunities for residents to engage with nature while enjoying scenic views. Developed parks, such as Westside Park and McCormick Park, create accessible spaces for play, exercise, and social gatherings. Trail corridors facilitate both wildlife movement and human access, further promoting conservation and fostering community cohesion. The city's Conservation Lands Program manages approximately 4,700 acres of these vital lands, ensuring their preservation for future generations. While the city holds several conservation easements, organizations like Five Valleys Land Trust also play a crucial role in protecting lands in the greater Missoula Valley.

Despite the importance of parks, access to these spaces is not equitable across Missoula. High-opportunity areas typically have better access to parks and open space, leaving lower-opportunity neighborhoods at a disadvantage. This disparity restricts certain populations from benefiting from the recreational and health advantages that parks provide.

In addition to parks, schools across Missoula's six school districts—Missoula, Target Range, Bonner, DeSmet, Hellgate, and Frenchtown—play a supplementary role in providing community access to green spaces. Many of the 16 public schools, which include 4 regional High Schools, 3 Middle Schools, and 9 Elementary Schools, serve as valued neighborhood assets by offering additional green space for recreation and social gatherings.

Ensuring all neighborhoods, especially low-income areas, have equal access to parks is essential for improving public health and quality of life. Thoughtful land use planning can promote community well-being and cohesion, making equitable access to green spaces a key priority for Missoula.

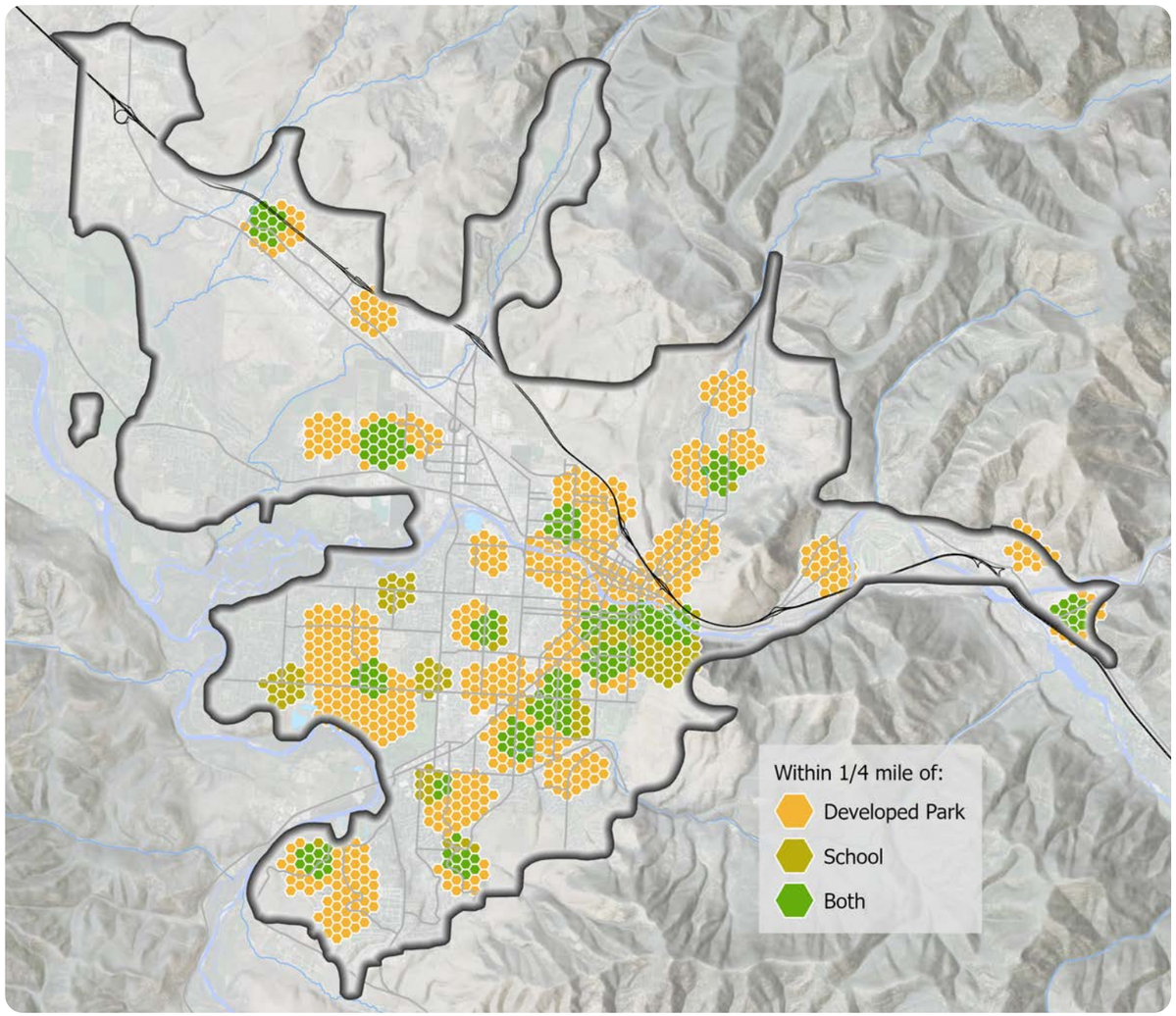
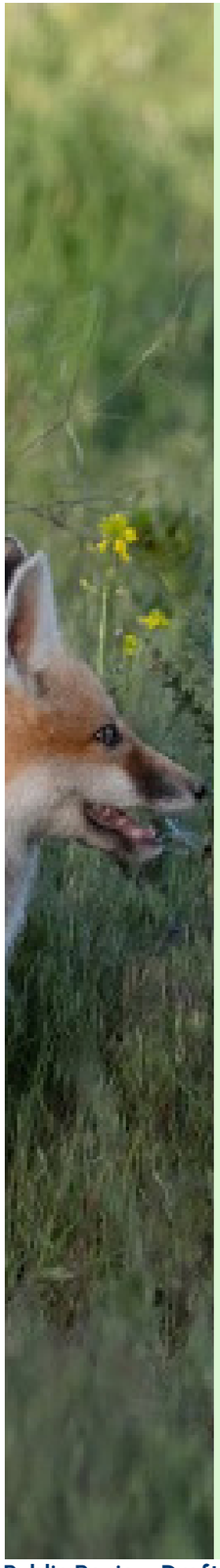


Figure 14.
Areas within 1/4 mile of Schools & Parks



Environmental Quality & Climate Resilience

Theme Contents Summary

- Natural Resources;
- Natural Environment;
- Environmental Hazards;
- Climate Change;
- Adaptation & Mitigation;
- Green Infrastructure

Goal

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

Introduction

The City of Missoula is defined by its stunning natural features, recreational areas, and scenic views, which contribute significantly to the community's identity and quality of life. Nestled in the Missoula Valley, shaped by glacial activity, the city is bordered by the Rattlesnake Mountains to the north, the Bitterroot Mountains to the south, the Sapphire Mountains to the southeast, and the Garnet Range to the northeast. The Clark Fork River flows through the valley, merging with the Bitterroot River to the south. Elevation varies from approximately 3,200 feet on the valley floor to over 9,000 feet in the surrounding peaks. The diverse terrain includes both gradual slopes and steep inclines, influencing land use patterns where urban development thrives on the flat valley floor while the mountains are designated for recreation and conservation. However, steep slopes and natural hazards like seismic activity, avalanches, flooding, and wildfires limit urban expansion, necessitating strict building codes and mitigation efforts.

Any consideration of environmental stewardship in the Missoula valley must be grounded in a shared understanding of the original inhabitants of the valley for millennia, their profoundly different relationship with the land, and the cultural significance of the land that remains today.

For thousands of years, the Séliš and Qĺispé Nations' existence in the region was centered around a profound ethic of reciprocity between people and the land. This relationship was guided by the intentional stewardship of resources to provide for future generations. Following a seasonal cycle, the Séliš and Qĺispé lived as hunters, gatherers, and fishers. They hunted animals such as bison, elk, deer, moose, antelope, bighorn sheep, mountain goat, a wide range of fish, and other animals for meat, and they harvested a variety of plants for food and medicine, including berries, bitterroot, and camas bulbs.

A core value of the tribal way of life was to take only what was needed and avoid waste. Rather than relying on agriculture, they managed the land through the careful and intentional use of fire. This practice, applied skillfully and strategically, not only promoted the growth of important plants like berries but also created easier paths for travel and served many other purposes. These controlled, low-intensity fires helped to reduce the likelihood of larger wildfires and maintained the open, park-like old-growth forests that early non-Indigenous visitors encountered in the lower valleys of the Northern Rockies.

The area now known as Missoula was a particularly important source of natural resources. As the Séliš name for Missoula — Nłʔay, short for Nłʔaycčstm which translates to "Place of the Small Bull Trout" — implies, this area was abundant with bull trout that were fished and eaten by the tribes. The Missoula area also held significance for its plentiful supply of bitterroot. In the spring, the Séliš people would gather in many areas around Missoula to dig bitterroot, including the prairies surrounding what is now Fort Missoula and the Reserve Street area; near the base of Mount Jumbo and the entrance to Hellgate Canyon; the area that is now the Missoula Fairgrounds; the area near Miller Creek; and areas along the Clark Fork and Bitterroot Rivers. This practice continued up until the 1960's, when development in the city made it more difficult to do so.

As the city grew in the late twentieth century — including the development of Interstate 90, the Eastgate Shopping Mall, the Montana Power Company, and the commercialization of Reserve Street in the 1990s — many of the places used for the harvest of bitterroot were paved over. Not only were these sites, along with other areas in the city, vital for the subsistence they provided the tribes, but they also were culturally and spiritually important. Today, tribal members continue to hunt, fish, and gather plants in off-reservation areas that remain undisturbed and open.

Urban development must be planned thoughtfully, with the understanding that natural resources are finite and much of Missoula's natural resources stewarded by the Séliš and Qĺispé for millennia were lost or severely degraded over the last couple centuries. Today, efforts focus on protecting areas with significant natural, cultural, and historic resources, preserving wildlife corridors, and partnering with organizations that can help further these aims.

Missoula's natural habitats, open spaces, and parks are central to preservation efforts, serving as vital components of the region's ecological health. These areas provide essential ecological services, including stormwater management and biodiversity support, while also offering spaces for community connection and interaction with nature. Within the Land Use Plan area, a rich variety of wildlife, diverse habitats, and important migration routes can be found. For example, the region supports endangered species such as Bull Trout in freshwater systems, along with Canadian Lynx and Grizzly Bears that inhabit forests, open spaces, and riparian areas. Additionally, over 190 bird species, including raptors like Golden Eagles and waterfowl such
as Tundra Swans, rely on this region as a vital migratory corridor. Grasslands in areas like the North Hills and Miller Creek contribute significantly to the ecosystem by supporting a wide range of wildlife, from ungulates to pollinators, and harboring several threatened and endemic plant species.

These grasslands are home to ungulates such as Big-Horned Sheep, Mule Deer, White-Tailed Deer, and Elk,
along with numerous smaller animals and insects, all of which thrive in the wildland-urban interface (WUI) (see Figure 15).

To align development with environmental protection, the city enforces regulations on natural hazard mitigation, stormwater management, water quality, air quality, and fire stafety. Remediation initiatives are also in place to enhance environmental resilience. Missoula's commitment to stewardship is evident in its urban planning strategy, which emphasizes climate change adaptation. The City has established a "Climate Resilience lens" to tackle the challenges posed by climate change. The region is already facing longer wildfire seasons, increased wildfire smoke, and higher temperatures, all of which threaten agriculture, public health, and local economies.

Looking ahead, Missoula is preparing for multiple climate scenarios that could lead to significant changes in temperature and precipitation patterns by 2050. This variability presents challenges for local agriculture, recreation, and water

Key Terms

Constrained Lands
This includes wetlands, waterways, floodplains, steep slopes and ridgelines, and areas at high risk for wildfires,

Sensitive Lands
This includes wildlife habitats, wildland-urban interfaces, water and view sheds, open spaces, conservation lands, forests, parks, agriculutural lands, and riparian areas.

Green Space
This includes natural areas, parks, trails, and recreational opportunities.

Riparian Area
Ecosystems that occur along watercourses and water bodies such as rivers, streams, lakes, and wetlands. These areas are characterized by distinctive soils, vegetation, and hydrology due to their proximity to water. Riparian areas serve as transition zones between aquatic and upland environments and are essential for maintaining biodiversity, water quality, and the health of aquatic environments.

resources, potentially disrupting economic stability, particularly in tourism.

Public health will also be impacted, as increasing heatwaves and worsening longer wildfire seasons, increased wildfire smoke, higher temperatures, and reduced groundwater recharge, which have serious implications for agriculture, public health, and local economies.The urgency of these environmental changes underscores the need for resilience in planning and resource management.

In response, Missoula has launched several policies and initiatives aimed at promoting climate resilience and sustainable growth. The “Climate Ready Missoula” initiative outlines strategies to enhance resilience and aims to make Missoula Montana’s first Zero Waste community by 2050. Collaborative efforts with the county target achieving 100% clean electricity by 2030, a vital step toward reducing carbon emissions (see Figure 18).

Furthermore, the city is remapping floodplains surrounding the Clark Fork and Bitterroot Rivers to prepare for potential flooding and support long-term environmental resilience.

The Conservation and Climate Action Plan provides a roadmap for reducing energy consumption, lowering greenhouse gas emissions, and maintaining high-quality services for residents while practicing fiscal responsibility. Key strategies include promoting multi-modal transportation options—such as biking, walking, public transit, and carpooling—to decrease reliance on single-occupancy vehicles, thereby reducing emissions and fostering a connected community.

Missoula’s vision seeks to harmonize urban development with the principles of environmental protection, climate resilience, and sustainable living. Through coordinated policy and practice, the city is building a future that prioritizes the preservation and support of its natural resources, cultural heritage, and the well-being of all residents. More information on the analyses referenced in this section can be found in the Community Profile, included in the appendix of the plan.

Policy Objective #1

Continue to integrate Land Use planning with Transportation and Transit Planning to support sustainability goals, such as reducing emissions, enhancing green infrastructure, and building climate-resilient infrastructure.

Key Issue

Missoula has been challenged to effectively integrate land use and transportation planning, leading to strained infrastructure and increased vehicle miles traveled. This disconnect complicates sustainability efforts and presents challenges for climate change, limiting opportunities for coordinated growth and environmental quality.

Current Conditions

Land use plays a pivotal role in creating an efficient transportation system, reducing the need for costly infrastructure expansion projects. Travel requires significant time, energy, and resources; therefore, understanding the relationship between land use and transportation is crucial for effective resource management.

This understanding helps progress toward sustainability goals, as identified in the Environmental Health & Climate Resilience section. With limited resources available for expanding development and transportation—both financial and spatial—it becomes increasingly important to optimize existing systems.

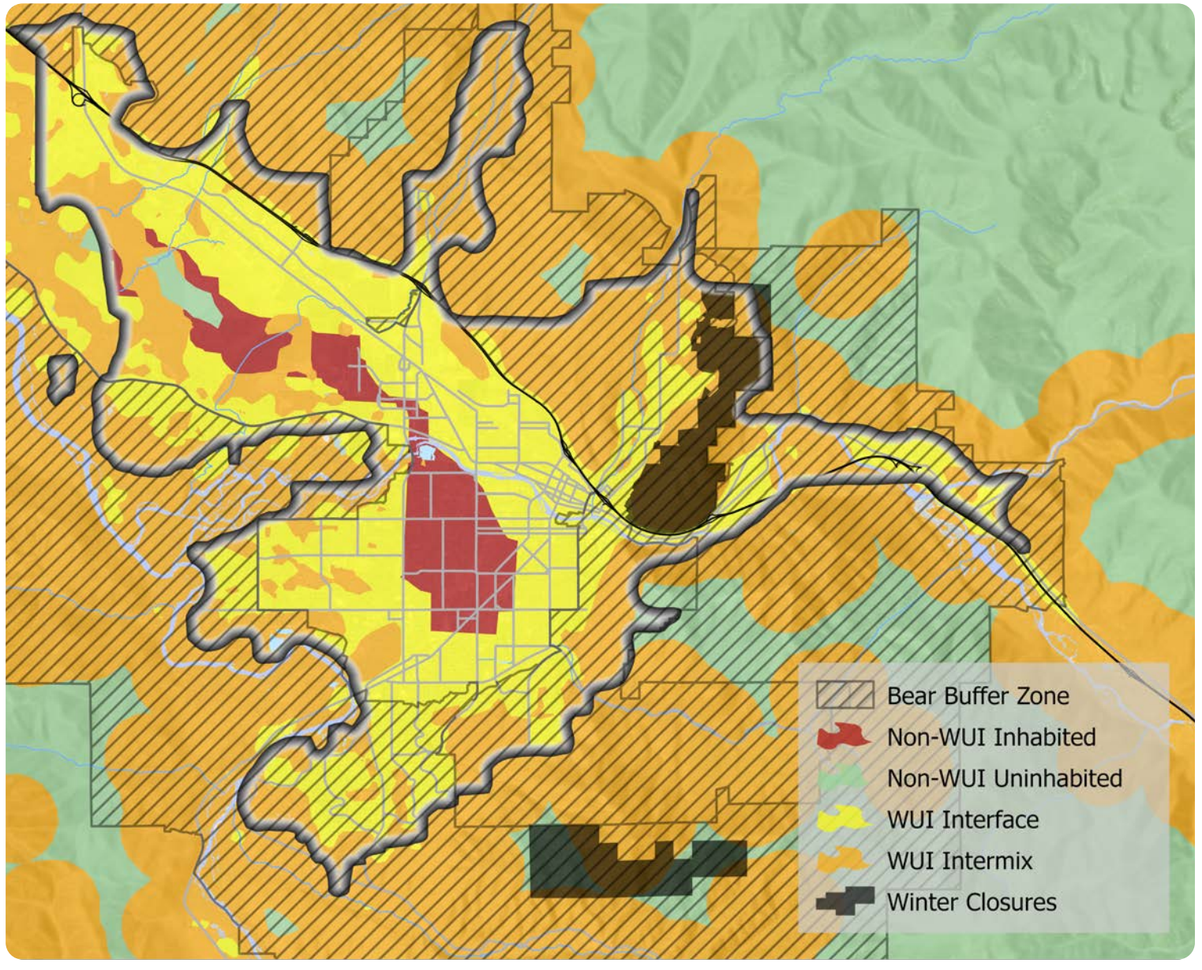


Figure 15.
WUI & Bear Buffer Zone Map

The 2020 LRTP evaluated two different growth scenarios, revealing that compact, focused growth positively influences multiple metrics, including emissions, safety, level of service, mode shift, and equity. Transportation and land use form an interconnected system: transportation enhances growth by increasing accessibility and visibility, while land development generates demand for specific routes and facilities.

The Missoula Metropolitan Planning Organization (MPO) collaborates closely with the City of Missoula on long-range regional transportation planning, implementing state, federal, and grant funding. Their planning area encompasses the land use plan area boundary, with currently funded projects focusing on improving facilities for all modes of transportation along major corridors in Missoula’s core. Additionally, the integration of micro-mobility programs enhances connectivity and promotes sustainable transit options.

Coordinating transportation and land use planning offers significant benefits for enhancing environmental quality and climate resilience in Missoula. By reducing vehicle miles traveled, we can lower tailpipe and non-exhaust emissions, contributing to cleaner air and a healthier community. The integration of walkable neighborhoods along multimodal corridors achieves this by prioritizing mixed-use areas where residential, commercial, and recreational spaces are in close proximity.

This approach not only decreases the overall amount of impervious surfaces, such as roads and parking lots, but also helps preserve vital green and open spaces in and around the valley, which are crucial for ecological balance and recreational opportunities. As neighborhoods become more walkable, the demand for extensive road networks diminishes, allowing for the incorporation of permeable paving and green spaces that facilitate natural water absorption. This shift optimizes the use of existing infrastructure, enabling cities to focus on infill development while safeguarding parks and community gardens.

Moreover, a more efficient transportation network promotes essential features such as street trees and stormwater pre-treatment systems, which are vital for

managing runoff. By incorporating green infrastructure solutions—like rain gardens, bioswales, infiltration basins, green roofs, and permeable paving—we enhance our capacity to manage stormwater, mitigate flood risks, and improve air and water quality. This comprehensive strategy not only reduces the impact of car-related pollutants but also increases the city's overall resilience to climate change, creating opportunities for expanding green spaces and promoting a healthier urban environment.

Additionally, optimizing the transportation network facilitates the adoption of shared vehicles, electric vehicles, and micromobility options such as e-bikes and scooters. This coordination is essential not only for protecting the natural resources that contribute to Missoula's quality of life but also for enhancing the community's ability to address the challenges posed by climate change and disaster mitigation. Given the geographical constraints imposed by the Clark Fork and Bitterroot rivers, which limit north-south transportation, Missoula must make strategic decisions about viable development areas within the urban environment. Concentrating development around existing infrastructure supports sustainable growth and slows encroachment into the Wildland-Urban Interface, preserving the integrity of natural ecosystems while fostering a vibrant community.

Challenges currently hinder effective integration between land use and transportation planning. Missoula's transportation infrastructure is organized using the Federal Highway Administration's functional classification system, which divides streets into arterials, collectors, and locals, each with specific sub-classes. However, the city is in the process of updating this system by developing Street Types to better align street design with community goals and multimodal needs.

The new Street Types initiative aims to enhance street categorization and design by addressing issues such as inadequate functional classifications, inconsistent designs, and outdated best practices. This effort will provide the foundation for a comprehensive Design Manual that guides decisions on safety, street roles in multimodal networks, and the character and usage of streets.

By introducing new Street Types based on scale, priority, and land use, the initiative ensures that designs meet both current and future requirements while fostering shared expectations among users and professionals. Street Types are layered with Place Types as key components of the Land Use Strategy. Further details on Street Types are described in the Land Use Strategy chapter.

The necessity of coordinated efforts to effectively link land use and transportation planning is a key issue for land use planning. The proposed policy objective is a clear response to this issue, promoting an integrated approach that not only supports sustainability goals but also enhances the quality of life for all residents in Missoula.

Policy Objective #2

Encourage the preservation of agricultural areas to support local food production by incentivizing clustered development to support small local producers.

Key Issue

Missoula's agricultural areas are increasingly threatened by residential expansion. Current zoning regulations do not require developers to protect these vital lands during development, and existing voluntary tools for preservation are underutilized.

Current Conditions

Encouraging the preservation of agricultural areas is crucial for supporting local food production, and it can be achieved by incentivizing clustered development that benefits small local producers. Missoula's identity is deeply intertwined with its agricultural heritage, which dates back to the late 19th and early 20th centuries. The fertile lands along the Clark Fork River fostered a vibrant farming and ranching community, a legacy celebrated in the city's nickname, "Garden City." This term emerged in the early 20th century to highlight Missoula's lush landscapes and its commitment to integrating nature with urban life.

Agriculture remains vital to the valley, with between 21 and 68 farms actively selling food and agricultural products directly to local consumers and regional markets as of 2017. However, this agricultural heritage faces significant challenges. Since 2015, Missoula has experienced considerable residential expansion, with 39% of new housing developments encroaching on prime farmland. While over 90% of new housing units are being constructed on land not previously used for irrigated agriculture, the conversion of agricultural land into suburban and multi-dwelling residential zones represents a troubling transformation.

Currently, there are no requirements to preserve or protect agricultural land during development. Developers often include covenants to warn prospective buyers about nearby farming activities, such as dust and odors, if a subdivision is adjacent to farmland. Although tools like the "Cluster and Conservation" option exist in the subdivision regulations, their usage has been
minimal. If there are differences in soil types across a subdivision, developers might be encouraged to place parkland where the more valuable soils are; however, the language lacks the strength needed for effective implementation.

Historically, local governments had more robust options for agricultural land preservation within subdivisions. These options included requiring developers not to subdivide important agricultural lands or mandating financial contributions that could be donated to farmland trust organizations, all under the review criterion of "effects on agriculture." However, legislative changes in 2021 (see MCA 76-3-608(4)) removed these options. To effectively encourage the preservation of important soils, significant voluntary incentives may need to be offered, such as increased lot numbers, greater lot coverage, or taller buildings in exchange for setting aside the most productive soils. This approach could parallel strategies used in affordable housing initiatives.

Additionally, utilizing cash-in-lieu of parkland could be explored as a means to purchase agricultural land or conservation easements when sufficient parkland is already available nearby. It may also be beneficial to assess whether surplus or unusable parcels could be sold to help fund such efforts. Given the projected budget issues, this may spark interest from various stakeholders and warrant further discussion on potential policies.

Preserving farmland has profound implications for local economies, food security, and sustainability. By maintaining agricultural areas, we can support local producers, enhance community resilience, and ensure that future generations have access to fresh, locally sourced food. The information above highlights a critical issue in land use planning, emphasizing the need for policies that prioritize agricultural preservation.

This policy objective offers a clear response to the challenges outlined above, establishing pathways to safeguard agricultural land while promoting sustainable development practices that benefit both the community and the environment.

Policy Objective #3

Take collective responsibility to take care of the environment by consulting with the CSKT Culture and/or Tribal Councils and the Conservation District to promote the preservation and restoration of sensitive natural areas and the protection of culturally significant natural areas.

Key Issue

Missoula faces challenges in environmental stewardship due to insufficient community engagement in conservation efforts. As climate change and urbanization escalate, a unified approach to protecting local ecosystems is essential but currently lacking. We have overlooked collaboration with the CKST and the Missoula Conservation District as resources to advise and enhance resource stewardship strategies

Current Conditions

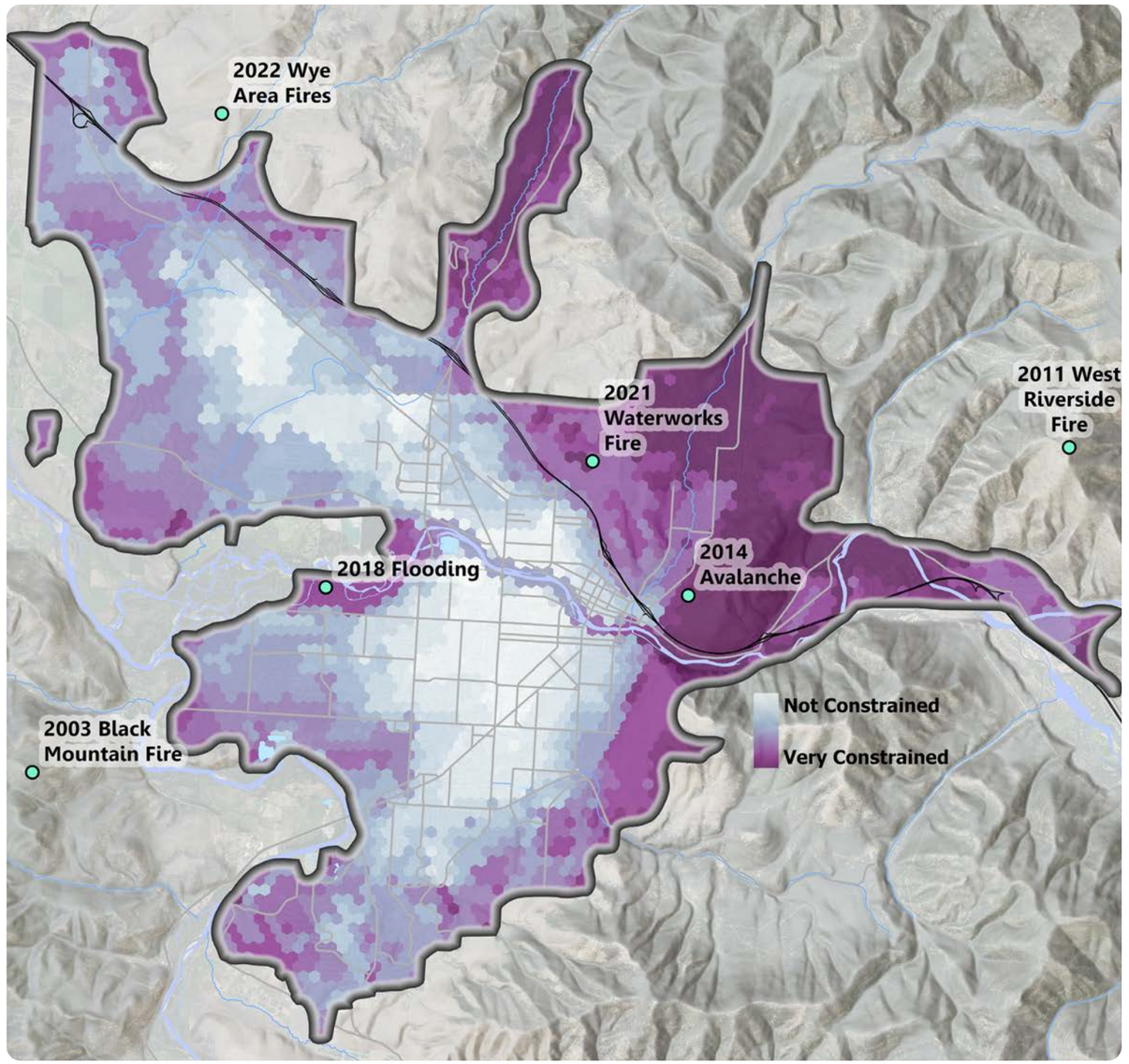
Environmental stewardship necessitates a collective responsibility among community members to engage in conservation efforts. As Missoula faces increasing challenges related to climate change and urbanization, a unified approach to protecting the environment becomes critical. Emphasizing this collective responsibility encourages residents to actively participate in conservation initiatives and fosters a culture of accountability and awareness regarding the local ecosystem.

Consulting with the CSKT Culture, Tribal Councils, and the Missoula Conservation District enhances environmental protection strategies through the integration of diverse perspectives and expertise. The Conservation District is a locally elected body that oversees professional staff dedicated to conserving natural resources across Missoula County. Their mission focuses on ensuring sustainable resource stewardship which includes enhancing water quality, improving soil health, promoting the stewardship of various habitats, and contributing to conservation education. Engaging
these organizations not only amplifies conservation efforts but also bridges cultural understanding and respect for traditional ecological knowledge.

Preserving sensitive natural areas and wildlife habitats has far-reaching effects on biodiversity and community heritage. By safeguarding these vital ecosystems, the community helps maintain ecological balance that is essential for local wildlife and plant species. Protecting culturally significant landscapes reinforces the connection between residents and their heritage, highlighting the importance of these areas in the cultural identity of Missoula's diverse populations.

The emphasis on collective responsibility and collaboration underscores a significant challenge in land use planning. The proposed policy objective of engaging with CSKT and the Conservation District directly addresses this challenge and aims to create a robust framework for environmental protection that benefits both the ecosystem and the community.

Figure 16.
Environmentally Constrained Lands



Policy Objective #4

Limit or prohibit development in areas of high risk due to environmental hazards such as flooding and fire. Support the use of evolving technologies such as indoor climate-controlled facilities and other strategies for mitigating impacts of climate change, especially for low-income residents who are disproportionately impacted.

Key Issue

Missoula's growth patterns have increasingly been pushing development into sensitive areas. As climate change intensifies, the community, particularly low-income residents, face heightened exposure to flooding and wildfires, exacerbating existing inequalities. Ultimately, this threatens both public safety and the overall quality of life in the region.

Current Conditions

Missoula's geographical and biological features impose natural boundaries that shape growth patterns in the region. Limiting development in hazard-prone areas is crucial for ensuring public safety and environmental protection. This is especially important for vulnerable populations such as low-income residents who are disproportionately affected by environmental hazards. Protected lands enhance the quality of life for residents and visitors by providing recreational spaces and supporting ecological health, including vital tree canopies and waterways. Safeguarding these areas is essential for fostering social equity and enhancing community well-being, as they offer services that become increasingly necessary as urbanization progresses.

The risks associated with developing in flood- and fire-prone areas are set to increase significantly as Missoula grapples with substantial climate change challenges, including rising temperatures, prolonged droughts, and heightened wildfire risks. These shifts are expected to diminish snowpack and alter stream flow, impacting essential water resources for agriculture and drinking. Projections suggest that average annual temperatures will rise by 4-5°F by mid-century and 5-8°F by the end of the century, with more hot days and fewer frost days. Precipitation may increase by up to 15% by the end of the century, though this will be uneven, leading to wetter winters and drier summers. Such changes are likely to increase severe rain-on-snow events and flooding, while the risk of wildfires will intensify,

affecting air quality and climate variability. This, in turn, will impact agriculture, recreation, and tourism.

Climate change exacerbates social and economic inequalities, particularly affecting vulnerable populations. Lower-income and marginalized communities often live in less insulated or flood-prone homes, making them more susceptible to damage and financial strain from extreme weather events. A 2023 University of Montana study highlighted that these households face higher risks of displacement and financial strain due to extreme weather, lacking the resources to adapt or recover effectively. Increased extreme heat events have been linked to greater stress, social isolation, and elevated crime rates, including domestic violence, according to a 2022 report from the Montana Department of Environmental Quality.

To address these disparities, accurate floodplain mapping is essential for responsible zoning and growth management. This is particularly important for low-income communities that may be more susceptible to flooding. Ongoing efforts to update flood insurance studies and floodplain maps aim to protect public health, safety, and property while ensuring residents understand their flood risk. This knowledge is crucial for vulnerable populations who may lack resources to adapt to or recover from extreme weather events. Planning decisions must rely on the latest data to navigate the complexities of development while prioritizing the protection of local environments and community resources.

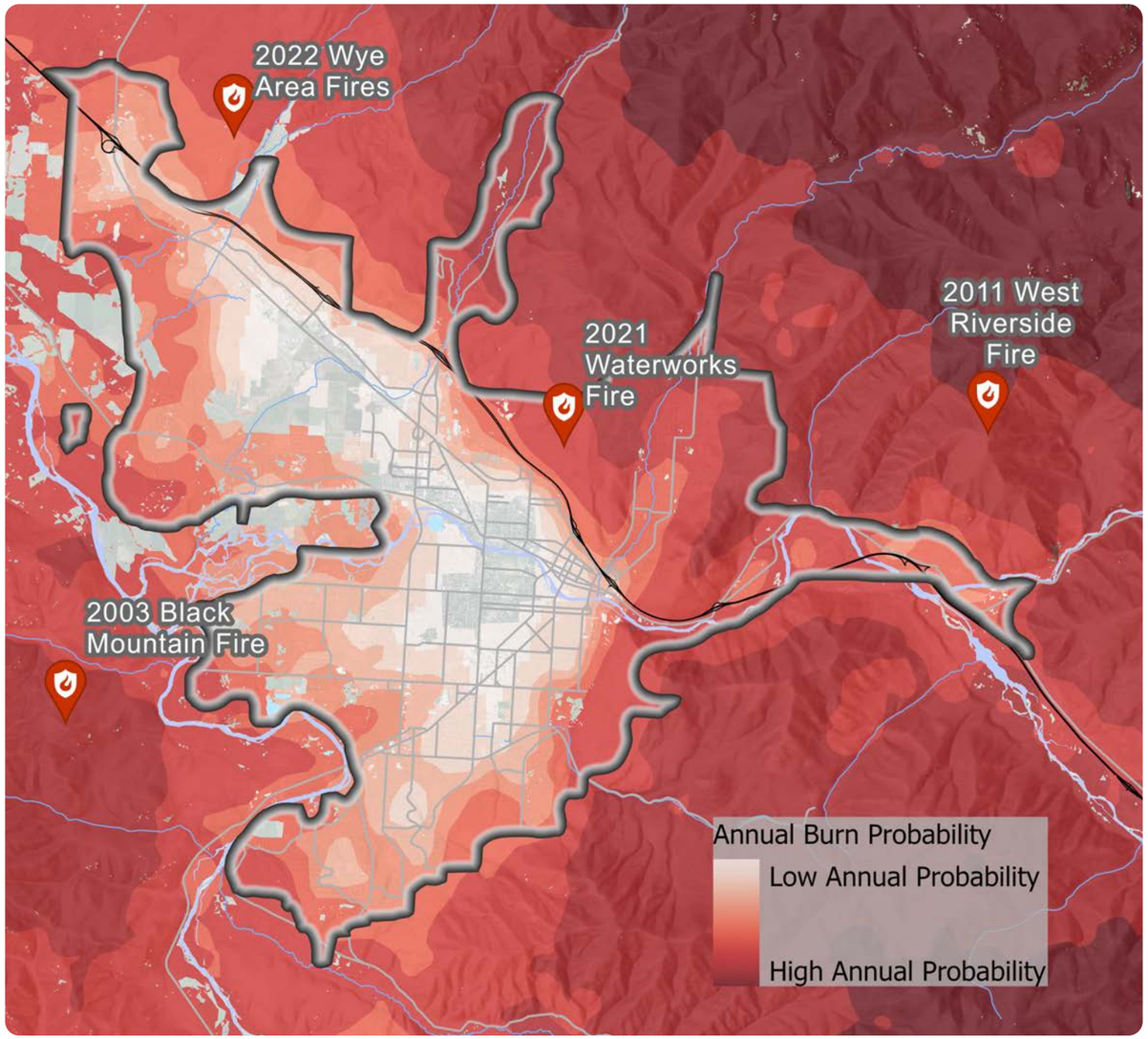


Figure 17.
Burn Probability Map

By directing growth toward safe urbanized areas with existing infrastructure, Missoula seeks to balance development needs with environmental preservation. This focus enhances efficiency and safety, improving accessibility for all residents while reducing environmental risks associated with new construction. The integration of evolving technologies, such as indoor climate-controlled facilities, can play a significant role in mitigating the impacts of climate change, providing safer environments for vulnerable populations.

As Missoula navigates its growth trajectory, employing sound land use planning practices is crucial for respecting its natural boundaries and maintaining a commitment to preserving the quality of life for all residents. The impacts on vulnerable populations, particularly low-income residents, warrant further exploration. Ensuring that these communities have equal access to safe and healthy environments and resources is essential for fostering social equity.

To support these communities in adapting to climate change, specific measures and incentives should be implemented, including the integration of evolving technologies such as indoor climate-controlled facilities. By combining these innovative solutions with a strategy that limits or prohibits development in high-risk areas, Missoula can effectively protect vulnerable populations while promoting sustainable growth. This comprehensive approach not only enhances community resilience but also ensures that all residents have access to safer environments amid increasing environmental challenges.

Policy Objective #5

Implement the most effective urban planning practices for mitigating climate change by protecting and strengthening the urban forest, using green infrastructure to reduce stormwater and prevent pollution, and promoting walking and biking to reduce vehicle trips that cause greenhouse gas emissions.

Key Issue

Unplanned urban growth and climate change have negative effects on natural ecosystems which are important to human health and well-being. Without prioritizing sustainability in urban planning, Missoula risks failing to meet its climate goals, compromising resident well-being, climate resilience, and property values.

Current Conditions

Implementing the most effective urban planning practices is essential for mitigating climate change by protecting and strengthening the urban forest, utilizing green infrastructure to reduce stormwater and prevent pollution, and promoting walking and biking to minimize vehicle trips that contribute to greenhouse gas emissions. Urban planning plays a critical role in addressing climate change challenges by aligning development with sustainability goals. However, current codes in Missoula often misalign with climate policies, creating conflicting requirements that complicate project compliance. These misalignments hinder the city's objectives of prioritizing inward development, increasing urban density, expanding the urban forest, and integrating green infrastructure into street designs. Additionally, existing regulations fail to encourage emerging mobility solutions, such as electric vehicle supply equipment and charging infrastructure. This lack of support for innovative transportation options highlights the need for a comprehensive approach to urban planning that embraces all aspects of sustainability.

Transitioning to clean energy sources—like rooftop solar for powering homes and businesses—will play a pivotal role in achieving Missoula's climate goals. Smaller buildings, multifamily structures, and mixed-use developments are generally more energy-efficient, helping to meet community energy needs sustainably.
The city's commitment to energy efficiency, renewable energy expansion, and promoting sustainable transportation is crucial for creating a resilient urban environment.

In this context, protecting urban forests and implementing green infrastructure become essential strategies for mitigating stormwater and pollution. By enhancing the urban forest,

the city not only contributes to climate resilience but also addresses community health and quality of life. The urban forest helps reduce urban heat islands, improves air quality, and manages stormwater effectively. It offers significant ecological and community benefits but faces challenges from pests, diseases, and the impacts of climate change. The City of Missoula Parks and Recreation Department oversees tree planting and maintenance programs guided by the Urban Forest Management Plan. Most urban trees are located on private property or in public rights-of-way, further emphasizing the need for community involvement in these efforts.

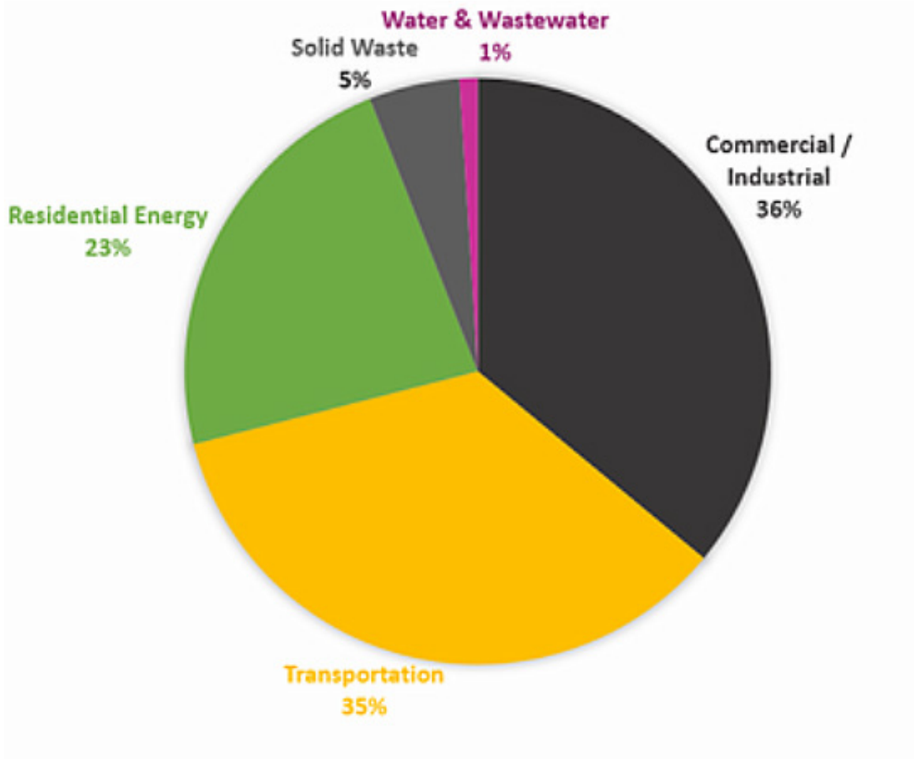
To prevent forest decline, the city employs integrated pest management strategies and selects resilient tree species. Regulations are recommended to establish tree protection zones, set replacement schedules, and ensure that trees in fair or better condition are protected from construction impacts. Trees in poor condition should be removed and replaced during construction. By reinforcing the importance of urban trees, we can foster community engagement and encourage residents to participate actively in maintaining and enhancing the urban forest.

In densely developed areas, investment in urban tree planting practices is essential to support healthy, long-lived trees. Enhancing the urban forest across the city involves strategically planting and protecting trees and expanding tree-lined streets, which beautifies neighborhoods while providing vital ecosystem services, including carbon sequestration, air purification, and temperature regulation. Currently, Missoula's tree canopy coverage stands at approximately 27%, with a goal of reaching 30%. Achieving this goal will require concerted efforts from both the city and its residents, demonstrating that community involvement is crucial in the fight against climate change.

Encouraging walking and biking significantly reduces vehicle trips and greenhouse gas emissions, which is directly linked to the broader sustainability goals outlined earlier. Transportation efforts contribute to emission reductions, as sustainable trips logged by community members in 2020 avoided 338 metric tons of greenhouse gas emissions, according to Missoula in Motion. In 2022, transportation emerged as the largest source of carbon emissions in the community, accounting for 42% of the total emissions (see Figure 18). This increase was partially fueled by a 79.31% rise in emissions from City of Missoula employee commuting between 2019 and 2022.

By addressing these challenges through effective urban planning practices that promote active transportation, Missoula can further reduce its carbon footprint while fostering a healthier, more active community. The importance of integrating urban planning with climate change mitigation is evident, as the policies proposed above directly address the need for effective strategies to combat climate-related issues while enhancing community resilience and sustainability.

Figure 18. Missoula Community Greenhouse Gas Emissions by Sector



Policy Objective #6

Adopt a holistic approach to climate-resilient development by enhancing resource management, promoting sustainable construction practices, and managing waste through deconstruction, reuse, recycling, and composting.

Key Issue

The problem is that Missoula's strategy for combating climate change is undermined by inefficient waste management and construction practices. Low recovery rates and shortcomings in waste handling limit resource reuse, particularly in self-haul and single-unit dwelling waste, ultimately hindering the city's progress towards its climate objectives.

Current Conditions

Addressing climate change effectively requires a multifaceted approach that prioritizes sustainable practices across various sectors. A holistic approach to climate-resilient development is essential for enhancing resource management, promoting sustainable construction practices, and effectively managing waste through deconstruction, reuse, recycling, and composting. Sustainable resource management is crucial for addressing climate change impacts and involves a comprehensive strategy that encompasses the management of water, energy, and land resources. Currently, Missoula is not reaching its goal of 100% zero waste.

According to the City of Missoula's Waste Diversion Program, the recycling rate improved to approximately 25% of households in 2022, with projections indicating that around 40% of waste produced by all households was being recycled by 2023. However, the City of Missoula Waste Composition Study identified over 24,000 tons of potential recycling that could still be diverted from the landfill. This progress towards zero waste and effective recycling is hindered by the absence of a Construction and Demolition (C&D) recycling ordinance and limited infrastructure for material reuse.

In Missoula, the primary sources of landfill waste are construction and demolition, commercial sectors, and single-dwelling households. Single-dwelling homes generate the most recoverable waste, with over 70% of waste deemed recoverable. In multi-dwellling homes, over 60% is recoverable, while commercial properties yield just over 50% recoverable waste. Self-haul waste, primarily organics, accounts for 28.2% of the total waste stream but is less than 50% recoverable. Construction and demolition waste makes up 71% of C&D materials and has a recovery rate of 47.3%. These statistics underscore the need for improved waste recovery strategies in order to align with climate resilience and carbon neutrality goals.

While Missoula has made strides in reducing emissions from city-maintained streetlights and traffic signals, the solid waste sector experienced a 33.33% increase in emissions over the past period. Water and wastewater treatment facilities are the largest contributors to municipal carbon emissions, accounting for 10,787

MT greenhouse gas emissions. According to the city's Climate & Sustainability team, residential and commercial energy use each contributed 26% to the community's total emissions in 2022, with transportation responsible for 42% (see Figure 18). This indicates a critical need for strategies that enhance sustainable construction practices, such as the implementation of a C&D recycling ordinance, to reduce emissions and waste.

Sustainable construction practices are integral to achieving climate resilience and carbon neutrality. The municipality has set ambitious targets, including carbon neutrality by 2025 for municipal operations and by 2050 for the community as a whole. Interim goals include a 10% reduction from the 2008 baseline by 2015, 30% reduction by 2017, and 50% reduction by 2020. Waste management strategies are imperative to reach these targets, with a focus on reducing construction waste through methods such as deconstruction, reuse, recycling, and composting.

Organic waste, including yard and food waste, constitutes a substantial portion of the total waste stream. The city has seen significant progress in managing organic waste through the Missoula Compost Facility, which processes over 10,000 tons of organic waste annually. The city's Green Waste program, initiated in 2016, has expanded significantly, enabling residents to compost both yard waste and food scraps. By 2021, the Garden City Compost facility collected over 29,400 tons of compostable material, and by 2023, more than 15,000 households were registered in the Green Waste program, further decreasing the amount of organic waste sent to landfills.

This comprehensive overview highlights a key issue in land use planning, as effective resource management and sustainable construction practices are essential for reducing environmental impact. The policies proposed in this section provide a clear response to these challenges by promoting a holistic approach to climate-resilient development.

Implementation Summary

The City can meet its Environmental Quality and Climate Resilience objectives through:

- The identification of constrained lands which are considered in the Place Type descriptions and the Place Type map and which will be implemented through an updated zoning map.
- Improvements to the general land use codes which will be used as the primary implementation tool for the Land Use Plan.
- Programs that support gaining a broader understanding of the environment and result in potential strategies for action.
- Coordination with community partners and agencies

For more specific implementation strategies go to the Land Use Plan Implementation Chapter.

Health & Safety

Theme Contents Summary

- Local Service needs;
- Emergency Services;
- Transportation planning;
- Utility planning;
- Transit planning

Goal

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

Introduction

Public health and safety are foundational elements of a thriving community. Supporting the health and well-being of residents enhances quality of life and fosters a resilient and connected society. By prioritizing public health and safety, Missoula can work toward providing all residents with access to the resources they need to lead healthy lives.

To achieve this, basic needs such as clean water, supportive emergency services, reliable emergency management, and accessible transportation must be met. Addressing these basic needs lays the groundwork for robust local services.

Missoula is home to a variety of health services and providers that work to promote the safety and well-being of its residents. Emergency medical services (EMS), law enforcement, and fire departments play crucial roles in responding to crises and maintaining public safety. Additionally, the city's infrastructure—including roads, water supply, and wastewater management—supports these vital services. Together, these elements create a comprehensive safety net that addresses the immediate health needs of the community.

The infrastructure that supports health services is also vulnerable to climate-related risks. Flooding, wildfires, and other natural disasters can damage essential facilities and disrupt access to emergency services. As these threats escalate, it is crucial for Missoula to adopt proactive measures to enhance the resilience of its public health infrastructure and work toward ensuring that health services remain accessible and effective.

Addressing public health and safety in Missoula requires a comprehensive approach that encompasses basic needs, health services, and the resilience of infrastructure. By prioritizing these elements, the city can foster a healthier, safer, and more connected community that is better prepared to face future challenges. More information on the analyses referenced in this section can be found in the Community Profile, included in the appendix of the plan.

Policy Objective #1

Develop a resilient and accessible multi-modal transportation network that supports safe routes and connectivity by clarifying street type characteristics and removing barriers to being able to safely walk and bike city-wide.

Key Issue

Missoula lacks a cohesive multi-modal transportation network, limiting safe access to active transportation options like walking and biking. This hinders connectivity and discourages residents from adopting healthier travel modes, contributing to air quality issues and car dependence.

Current Conditions

Developing a resilient and accessible multi-modal transportation network is crucial for fostering safe routes and enhancing connectivity across the city. This network integrates various forms of transport—walking, cycling, public transit, and motor vehicles—offering residents diverse and healthier options while reducing the need for car dependence. Multi-modal transportation not only supports mobility for all residents but also contributes to improving air quality, reducing emissions, and creating a sustainable urban environment. By establishing a strong foundation for transportation options, Missoula can effectively encourage healthier lifestyle choices among its residents.

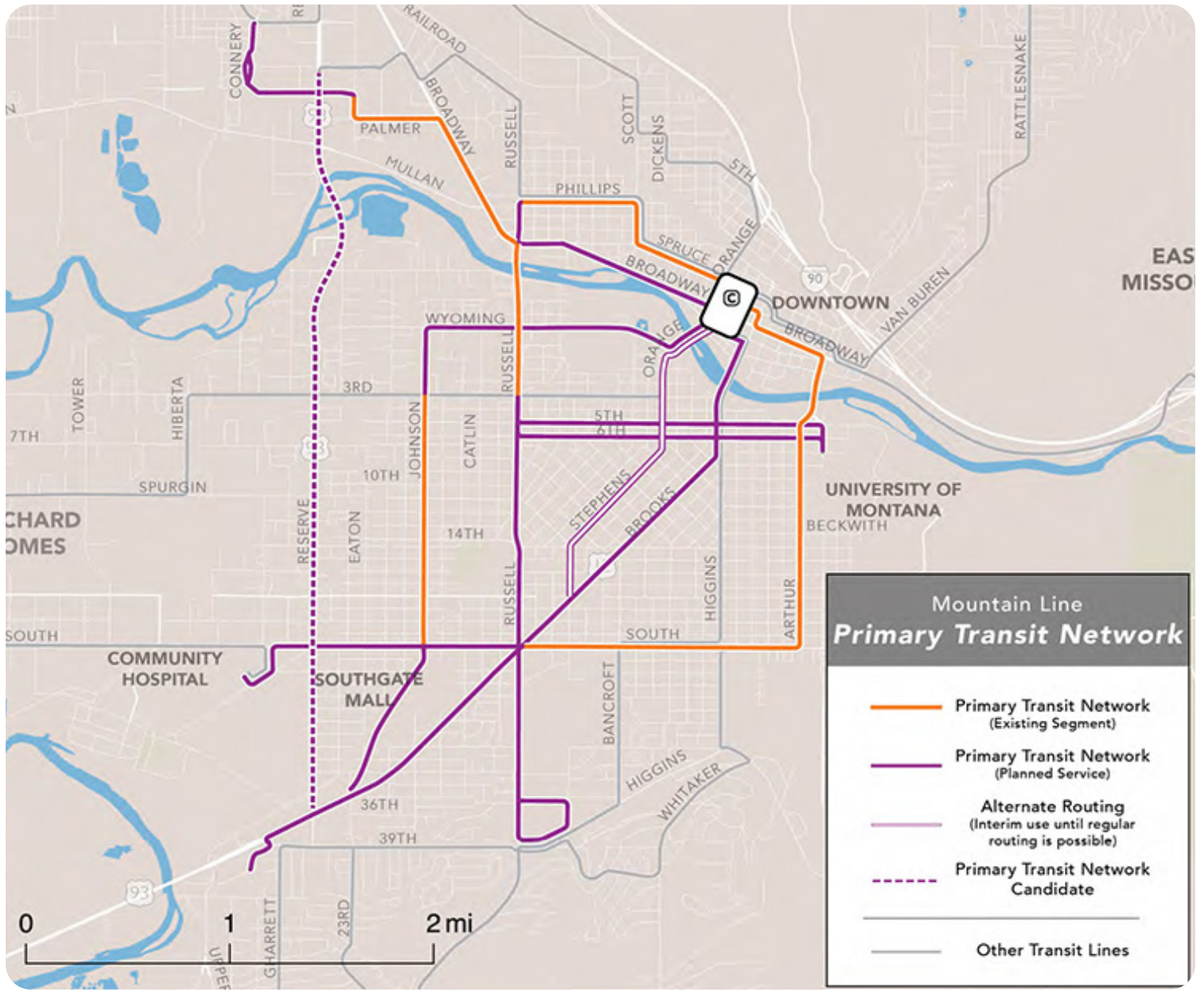


Figure 19.
Primary Transit Network

Incorporating active modes of travel, such as walking and biking, into daily routines can yield numerous health benefits, including reduced risks of chronic diseases, improved mental health, and better physical fitness. The importance of these health benefits highlights the need for effective urban planning that encourages active transportation. Compact development patterns that align with a robust multi-modal transportation network facilitate this integration, making it easier for people to incorporate physical activity into their daily lives. While Missoula is known for its active population and has one of the highest cycling rates in the United States, driving remains the dominant mode of transport, and significant barriers to increased adoption of multi-modal options still exist. Recognizing these barriers is the first step toward implementing strategies that make walking and biking more viable choices for residents.

According to the 2023 Missoula Area Transportation Survey, residents frequently cite weather, safety concerns, and distance to destinations as major reasons for not walking or biking more often. Understanding these challenges provides valuable insights for developing solutions that facilitate active transportation. To address these issues, the city is prioritizing inward development, positioning residential and commercial areas closer together to shorten travel distances. This strategy makes walking and biking more attractive and feasible, reduces exposure to adverse weather, and minimizes interactions with automobile traffic. For shorter trips, active transportation modes become more efficient, and the resulting reduction in the number of cars on the road enhances overall safety. Additionally, the phenomenon of "safety in numbers" suggests that as more people choose to walk and bike, the likelihood of accidents involving pedestrians or cyclists decreases, further incentivizing these modes of transport. Thus, creating an environment conducive to walking and biking can significantly improve safety and encourage greater participation in active transportation.

Collaborative efforts between Missoula Parks and Recreation, Public Works, and the Metropolitan Planning Organization (MPO) have been crucial in expanding the city's multi-modal transportation network. Since 2023, these initiatives have led to a 61% increase in bike lanes, with 53 miles of on- and off-street bike lanes established in the Land Use Plan Area. Despite this positive progress, it is important to acknowledge the gaps that still exist in the infrastructure. Notably, there are still 199 miles of roads lacking sidewalks, particularly in

neighborhoods like Franklin to the Fort, Westside, and Northside. Addressing these gaps is vital for ensuring safe and reliable walking and biking access for all residents, irrespective of their neighborhood.

A significant step toward overcoming these barriers is clarifying Street Type characteristics to enhance safety and accessibility for all users. Establishing a clear understanding of street types will complement ongoing efforts to improve the multi-modal transportation network. The city's new Street Types initiative described later in this Plan aims to categorize streets based on their function, scale, and use. This initiative addresses inconsistencies in design standards and outdated practices by providing clear guidelines for street improvements that prioritize safety, support multi-modal usage, and align with their intended roles in the city. A comprehensive Design Manual and updated development regulations will guide decisions on street designs, helping create consistent, predictable environments for all street users, whether they are drivers, cyclists, or pedestrians. This structured approach will ultimately reinforce the goal of integrating various modes of transportation into a cohesive network.

This interconnected approach addresses a key issue for land use planning: the need for an integrated, well-connected transportation network. By focusing on the interdependence of various transportation modes and their impact on urban design, Missoula can craft a more sustainable future. The proposed policy objective supports the creation of a cohesive framework that prioritizes multi-modal accessibility, clarifies street design, and removes barriers to active transportation, making walking and biking safe and attractive. Through these initiatives, Missoula can ensure its transportation network fosters sustainability, public health, and improved quality of life for all residents.

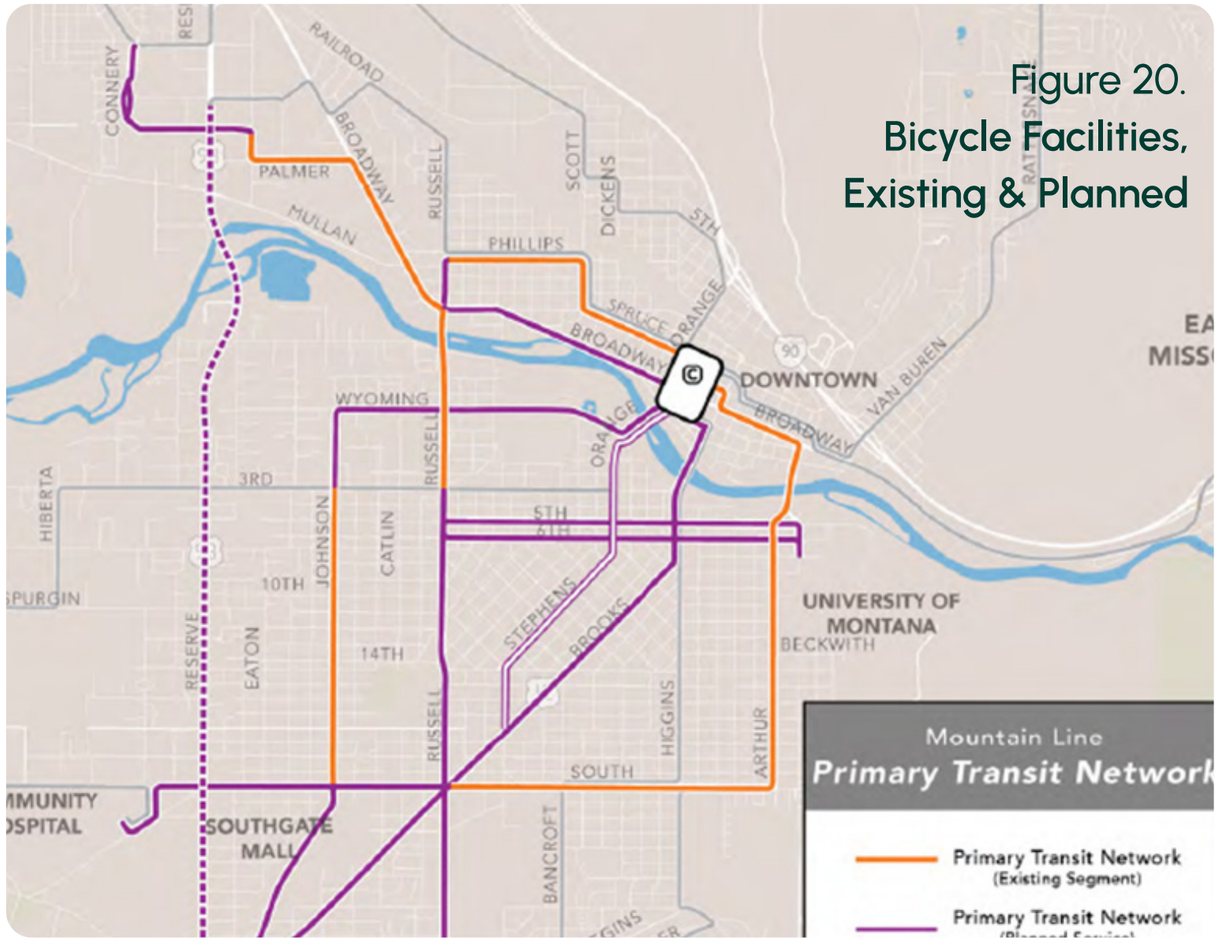


Figure 20.
Bicycle Facilities, Existing & Planned

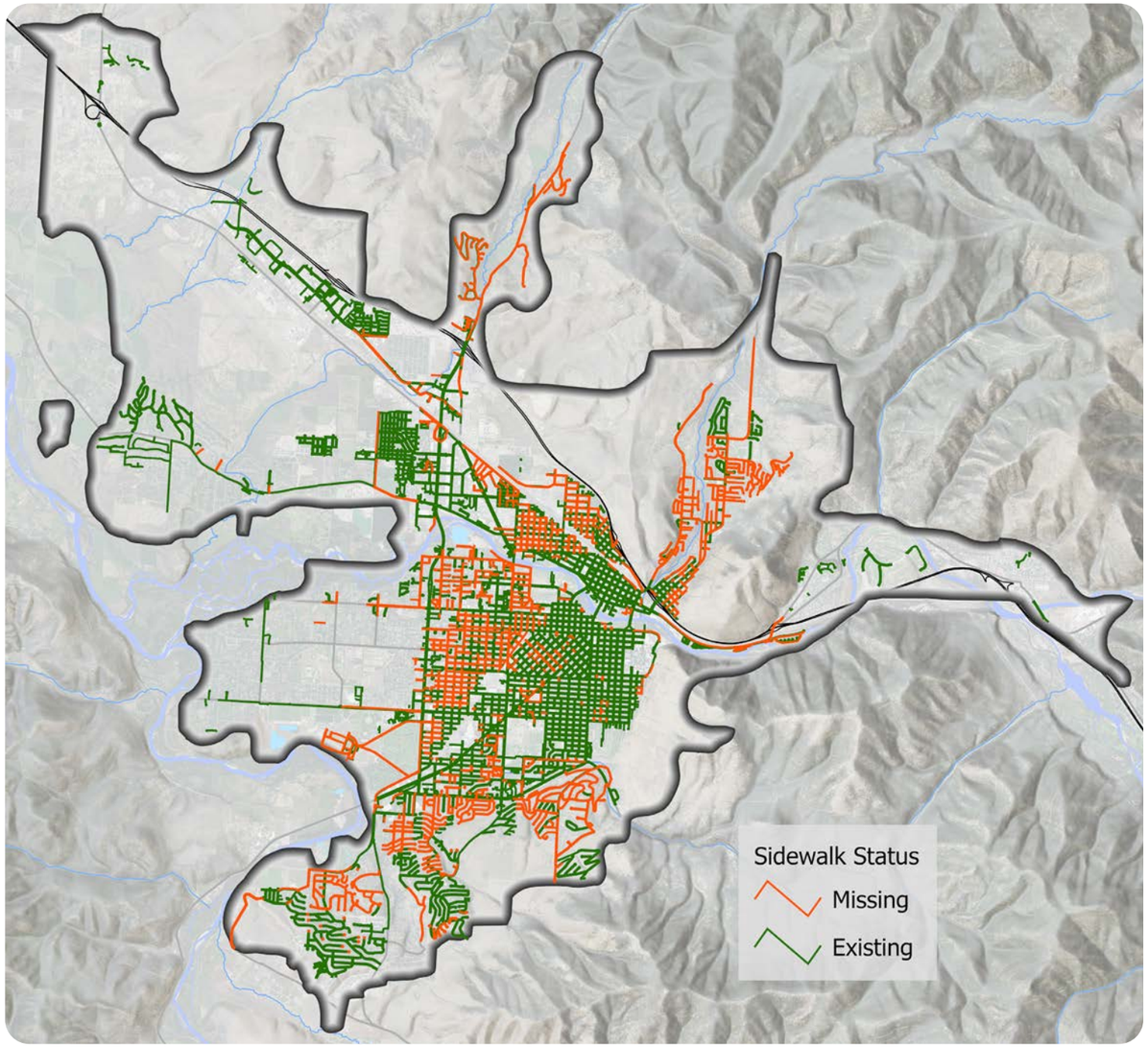


Figure 21.
Map of Missing & Existing Sidewalks

Policy Objective #2

Balance City policies related to the provision of police, fire, and emergency medical services alongside City policies that direct infrastructure improvements, to ensure both efforts address community needs.

Key Issue

Missoula struggles to align emergency services with safe infrrastructure designs and traffic-calming initatives. This lack of coordination may slow response times for fire, police, and medical services, potentially impacting public safety. Alternately, necessarily erring towards the most direct way to ensure provider effectiveness complicates the City's ability to implement important infrastructure improvements. As demands grow, addressing this disconnect becomes important for supporting residents during critical situations.

Current Conditions

Emergency services play a critical role in responding to emergencies and maintaining community well-being. This interconnected approach ensures that community needs are addressed holistically, with infrastructure improvements supporting the ability of emergency services to respond effectively.

Fire protection services are vital in responding to emergencies, implementing preventative measures, and conducting public safety education to mitigate risks. The Missoula Fire Department (MFD) provides comprehensive fire protection across the region through five city fire stations and six rural stations (see Figure 22). Stations 1 and 4 handle the majority of calls, illustrating the demand placed on these facilities. To address this demand, MFD's Prevention Bureau oversees fire code enforcement, inspections, and public safety education efforts aimed at reducing risks and enhancing community safety.

Emergency medical services (EMS) are equally crucial for community health and well-being, offering timely medical care and transport during critical situations, which directly impacts survival rates. Missoula benefits from a robust EMS network, supported by two majorhospitals, multiple ambulance services, and numerous clinics, designed to provide swift and effective responses in emergencies. These major hospitals not only handle local EMS calls but also serve as regional healthcare hubs for Western Montana (see Figure 23).

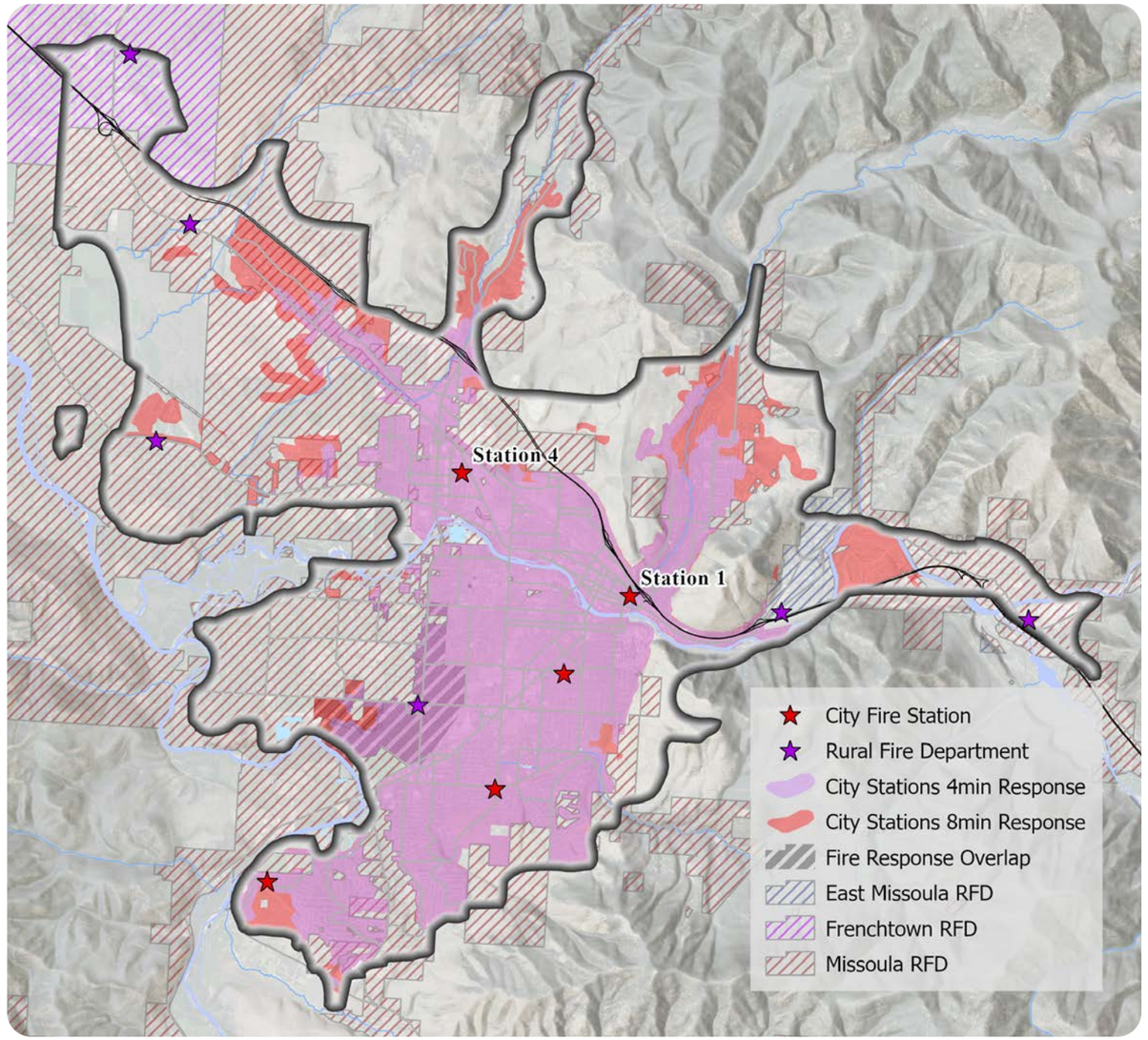


Figure 22.
Map of Fire Stations & Response Times

Law enforcement in Missoula is managed by the City Police Department (MPD), which includes 90 officers and is supported by the County Sheriff's Department and the Montana Highway Patrol. The coordination among these agencies is essential for responding to crime, conducting traffic enforcement, and performing broader emergency duties.

Infrastructure design improvements significantly enhance the effectiveness of emergency services. Road maintenance, proper urban planning, and optimized traffic systems directly affect the ability of fire, police, and EMS to respond quickly and efficiently to emergencies while maintaining safe experiences for bicyclists and pedestrians by slowing traffic. Well-designed infrastructure reduces travel times for emergency responders, thereby enhancing the resilience of the entire emergency response system. Over the past fifteen years, the MFD has become the second busiest fire department in Montana, with an 87% increase in call volume from 2008 to 2023. To address existing gaps in response capacity, a fire levy passed in June 2024 aims to support the Mobile Support Team and facilitate the construction of a new fire station, Station #6. These measures are intended to improve response times, which are currently below industry standards, and ensure that services keep pace with the growing population's needs. Efficient and well-designed infrastructure, such as roads free of major congestion and well-planned traffic systems, directly supports emergency responders in reaching those in need as swiftly as possible and can help to counter traffic-related incidents through street-calming initiatives.

Ongoing collaboration and assessment are vital for balancing emergency service capabilities with infrastructure improvement policies. City transportation planning regularly coordinates with fire, police, and EMS agencies. These agencies participate in the committee for creating the Community Transportation Safety Plan and work closely on Street Types and design standards. Additionally, the police are part of the Transportation Safety Team, which reviews safety issues throughout the Plan Area, while fire and emergencv services contribute to agency coordination for the LRTP.

Integrating emergency services with infrastructure safety and design elements is crucial for maintaining a safe and resilient community for all residents. This need for integrated land use planning emphasizes the dual priorities of public safety and infrastructure development. The proposed policy objective aims to create a cohesive system that balances emergency services alongside infrastructure improvements, fostering a safer and more supportive environment for everyone.

Policy Objective #3

Provide safe and efficient water supply, wastewater, and storm water infrastructure.

Key Issue

Missoula strives to continue to maintain a reliable water supply and effective wastewater and stormwater management, which are essential for public health and community well-being.

Current Conditions

Providing a reliable water supply, effective wastewater management, and efficient stormwater infrastructure is essential for safeguarding public health and enhancing community well-being. In the Land Use Plan area, the Missoula Aquifer serves as the primary freshwater source, supplying over 50% of the city's drinking water. This aquifer, with depths ranging from 40 to 150 feet, is critical not only for drinking water but also for sustaining the overall ecosystem.

The City of Missoula Water Department oversees the majority of the Urban Services Area's water infrastructure, which includes approximately 389 miles of water mains, 40 groundwater monitoring wells, 24 storage facilities, 13 reservoirs, and 12 tanks. The Land Use Plan area's sole freshwater source is an aquifer supplying over 50% of the drinking water, with depths ranging from 40 to 150 feet.

The Public Works & Mobility Department manages Missoula's wastewater collection system, comprising about 400 miles of mains, 47 lift stations, and a treatment plant. The majority of this system services the densest parts of the Land Use Plan Area, with future expansion plans targeting Orchard Homes, Miller Creek, and the Sxwtpqyen regions. Projections indicate that by 2037, 94% of the system will be adequately sized, 4% will need upsizing, and 2% will require complete replacement. Missoula's stormwater system, managed by the City of Missoula within city limits and by the County elsewhere, handles flood protection, levee management, pollutant removal, and system maintenance. The city operates five major flood control systems, including Levees III and V which protect most of the City, and various storm drain systems in South Missoula.

Wastewater systems are vital in protecting environmental quality by treating and managing waste, thus preventing contamination of local waterways. A well-designed wastewater management system significantly reduces pollution risks, ensuring that water bodies remain safe for recreational use and ecological health. Effective wastewater management also contributes to public health by preventing the spread of contaminants.

Equally important is stormwater management, which plays a crucial role in preventing flooding and mitigating water pollution. Shallow aquifers, essential for the community's water supply, face contamination risks, particularly as development extends further outside of the Missoula Aquifer. This expansion can lead to groundwater issues associated with wells in fractured bedrock, necessitating that well users test for contaminants like arsenic, nitrates, and bacteria.

To address groundwater contamination, the Water Quality Act (WQA) designates and ranks sites based on priority levels. Within the district, the only high-priority WQA site is the Pacific Steel and Recycling Center, while the Missoula Sawmill site has been remediated and is transitioning into a residential and mixed-use neighborhood. Understanding the impacts of flooding associated with groundwater is crucial, especially in areas with high groundwater levels. Differentiating between flooding from groundwater and surface water can help residents grasp the risks involved and navigate insurance coverage more effectively.

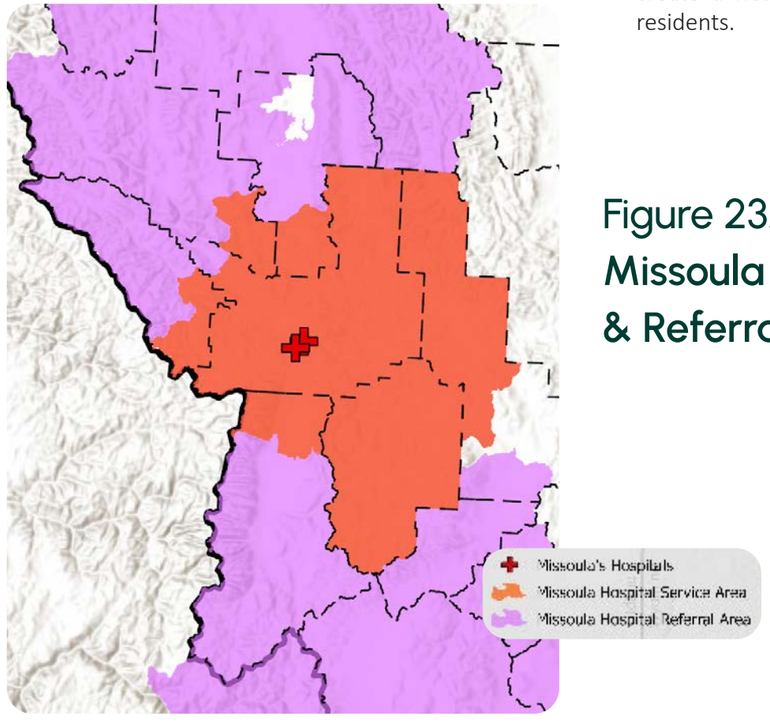


Figure 23.
Missoula Hospital Service & Referral Areas

Implementing sustainable practices in stormwater management can mitigate risks while promoting natural filtration and enhancing groundwater recharge. Such practices also reduce runoff and erosion, contributing to the overall health of the ecosystem.

A comprehensive regulation framework guides the development and maintenance of the water supply, wastewater, and stormwater systems. These regulations dictate design and operational parameters, ensuring that systems are adequately funded and maintained over time. Adhering to these standards is essential for protecting public health and the environment, as they help mitigate risks associated with infrastructure failure and contamination.

The proposed policy objective responds to these needs by elevating the need to develop resilient infrastructure that meets community demands while safeguarding environmental quality. By focusing on the integration of safe and efficient water supply, wastewater, and stormwater systems, Missoula can create a healthier, more sustainable future for its residents.

Policy Objective #4

Prioritize and improve the safety of those most dependent on alternative transportation and public transit in the design of the overall transportation network.

Key Issue

Vulnerable populations, including low-income individuals, seniors, and people with disabilities, depend on public transit and alternative transportation methods to access essential resources. However, declining transit usage and safety concerns, such as gaps in sidewalk connectivity and limited access to services, hinder their ability to effectively use available transportation options.

Current Conditions

Prioritizing and improving the safety of those most dependent on alternative and public transit methods is essential for designing an effective transportation network in Missoula. Mountain Line, the city's public transit provider, primarily serves high-density neighborhoods within the Missoula Urban Transportation District. Public transit is particularly crucial for vulnerable populations, including low-income individuals, seniors, and people with disabilities. For these groups, reliable and accessible transit options are vital for accessing essential services, employment opportunities, and social activities. However, the overall reliance on public transit has declined, with usage dropping from 2.5% in 2011 to 1.9% in 2021—a trend exacerbated by the COVID-19 pandemic, which has disproportionately affected these vulnerable populations.

Safety challenges significantly impact public transit users and those relying on alternative transportation methods, influencing their overall mobility and willingness to utilize these services. Many transit users navigate gaps in sidewalk connectivity and limited access to transit services, creating barriers that discourage ridership and impede essential travel. The 2019 Community Transportation Safety Plan identified several critical safety risks, including the high number of crashes occurring at intersections and along major commuter routes. Additionally, while pedestrians and cyclists represent a minority of crashes, they face a

significantly higher risk of fatality if involved in an accident. Inattentive driving and failure to yield are the leading contributing factors in these incidents, with alcohol also being a notable risk, especially in Montana.

To address these challenges, design improvements must prioritize key principles that enhance safety and encourage greater use of public transit as well as alternative transportation methods. Mountain Line is currently updating its Strategic Plan to better address community concerns, focusing on improving bus stop visibility and accessibility, particularly along Routes 1 and 2. Service has also been extended to lower-density areas through Routes 5, 9, and 12, which increases access to more neighborhoods and expands the transit network's reach. An ongoing bus stop improvement program aims to make transit more accessible and convenient for all residents. Furthermore, the 2016 City of Missoula Complete Streets Policy promotes filling gaps in the trail and non-motorized networks, along with identifying and repairing sidewalk segments that create functional gaps.

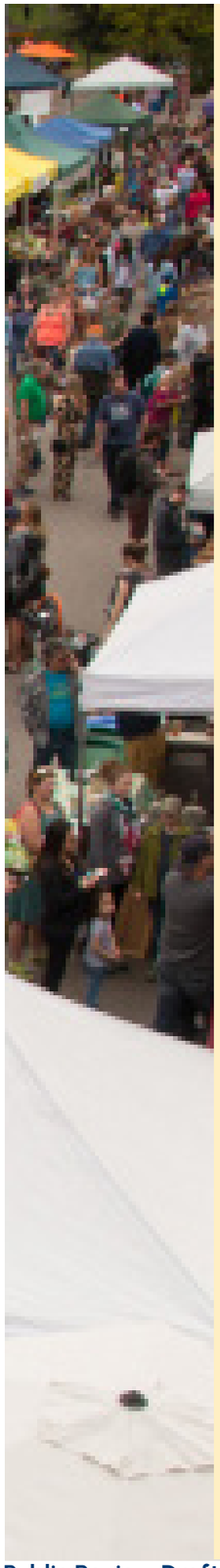
These efforts are essential not only for improving the safety and accessibility of public transit but also for fostering a more integrated and equitable transportation network. The policies proposed in this section address these challenges by emphasizing safety improvements and accessibility enhancements that will ultimately promote greater reliance on public transit and support the city's sustainability goals.

Implementation Summary

The City can meet its health and safety objectives through:

- Adopting the street and place types approach of this plan, and using them as policy guidance for improvements to the general land use codes which will be used as the primary implementation tool for the Land Use Plan.
- Coordination when developing more detailed planning and when balancing approaches between service providers.
- Support within the City's Community Investment Program.

For more specific implementation strategies go to the Land Use Plan Implementation Chapter.



Economic Health

Theme Contents Summary

Commercial development; Employment-related infrastructure; Residential development within commercial areas; Neighborhood services in primarily residential neighborhoods; Guidance for private parking requirements

Goal

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

Introduction

Missoula's economic health is intricately linked to its natural resources, which have long served as a foundation for the region's development and prosperity. These resources, including forest products, mineral deposits, prime agricultural soils, and the abundant sand and gravel left by Glacial Lake Missoula, play a vital role in sustaining the community's economy.

As Missoula evolves, industries such as agriculture, forestry, and mining are experiencing slower growth, giving way to a more diverse economic landscape. Tourism, with its focus on ecosystem services, is becoming increasingly important. Even amid these changes, the protection of natural and cultural resources remains essential for sustaining economic health and supporting the well-being of local communities.

The city of Missoula functions as a regional employment hub, characterized by stable job trends in key sectors like healthcare and retail trade. With an anticipated population increase within the Plan area—from 92,300 in 2021 to 128,345 by 2045—Missoula is poised to face both opportunities and challenges related to housing, commercial development, and transportation. Strategic planning will be critical to ensure that future growth aligns with both economic and community objectives.

Workforce projections suggest a rise from 56,694 employees in 2021 to 85,175 by 2045, with the workforce expected to grow by 28,481 individuals, and the capacity to accommodate 38,484 new employees based on current development trends. The largest employment sector in the Land Use Plan area is Healthcare and Social Assistance, followed by Retail Trade. From 2015 to 2021, sectors such as Information, Retail Trade, Construction, and Professional Services added a total of 4,327 jobs, while other sectors like Educational Services and Arts and Entertainment experienced declines, losing 1,618 jobs. The region's economic landscape comprises a mix of small and large firms, with major employers including Community Medical Center, St. Patrick Hospital, and Walmart, alongside public sector employers such as the University of Montana and various government agencies.

A critical aspect of maintaining economic health is Missoula's quality of life. The city's access to parks, trails, open spaces, and its natural surroundings significantly contribute to its attractiveness for businesses and workers. If these amenities are neglected, Missoula's economic vitality could be at risk. As the city continues to grow, we must balance development with livability and actively work to mitigate climate impacts to preserve its long-term economic prosperity.

To support anticipated economic growth, Missoula engages with Urban Renewal Districts, the Missoula Economic Partnership, the Downtown Association, and the Midtown Association, fostering a collaborative approach to enhance the local economy.

As the city continues to promote increased infill development and a greater mix of uses, we must prioritize transportation accessibility to support its growing workforce. By fostering sustainable development, protecting natural resources, and ensuring a high quality of life for its residents, Missoula can cultivate a resilient economy that adapts to future challenges. A comprehensive understanding of these dynamics is essential for informed decision-making, as highlighted in the community profile.

Policy Objective #1

Encourage efficient and resilient commercial development in areas with existing critical infrastructure.

Key Issue

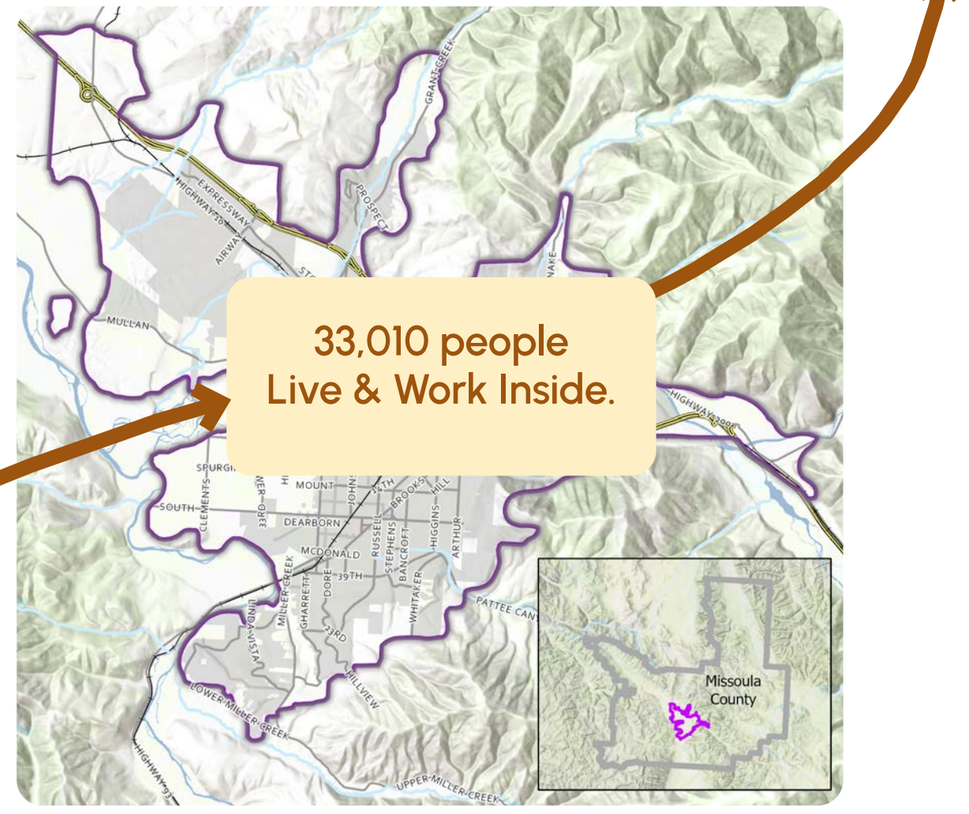
Commercial development often overlooks the importance of utilizing existing infrastructure. Without focusing on areas with established transportation, utilities, and communication systems, businesses face higher costs and limited accessibility, harming their viability.

Current Conditions

Efficient and resilient commercial development relies heavily on the availability of existing critical infrastructure. Infrastructure, such as transportation networks, utilities, and communication systems, plays a pivotal role in supporting commercial activities. Areas with established infrastructure provide businesses with the resources and accessibility they need to thrive, allowing for smoother operations and reduced costs associated with setting up new facilities.

Prioritizing commercial growth in these well-serviced areas offers significant economic, environmental, and social benefits. Economically, businesses benefit from lower operating costs and greater customer access, which can lead to increased sales and job creation. Environmentally, concentrating development in established areas minimizes

Figure 24.
2021 Workforce Inflow to the Plan Area & Outflow from the Plan Area



the need for new infrastructure, preserving green spaces and reducing urban sprawl. Socially, well-serviced areas are often more vibrant, fostering community interaction and providing residents with easier access to goods and services.

Incorporating resilience into commercial development is crucial for ensuring longevity and adaptability in the face of changing environmental and economic conditions. Resilient design and planning allow commercial properties to withstand adverse events, such as extreme weather, while also adapting to evolving market demands and consumer behaviors. For instance, developments that incorporate sustainable practices, such as energy-efficient buildings and green spaces, not only reduce their environmental footprint but also appeal to a growing consumer base that values sustainability.

Significant developable land remains in areas like Sx^{w}tpqyen and North Reserve Scott Street, where approximately 3,250 acres are available for commercial development. This presents a unique opportunity to leverage existing infrastructure and encourage efficient growth that supports community needs. By prioritizing commercial development in areas with existing critical infrastructure, the proposed policies are a clear response to the challenge of fostering sustainable growth while maximizing the use of available resources.

Policy Objective #2

Prioritize high-intensity housing in commercial zones to boost economic development, transit ridership, walkability, and housing production. Encourage mixed use districts but allow flexibility for buildings to focus solely on residential or commercial uses.

Key Issue

Missoula's zoning policies do not adequately foster the development of dense residential housing in commercial areas, which limits economic growth and reduces transit usage. This lack of emphasis on flexible land use hinders the city's ability to effectively address the changing needs of the community.

Current Conditions

Prioritizing high-intensity housing in commercial zones can significantly enhance economic development, increase transit ridership, improve walkability, and boost housing production. Concentrating high-density housing in commercial areas offers numerous benefits, including a greater diversity of housing options, which supports a stronger residential base to sustain local businesses. This approach encourages pedestrian-oriented mixed-use development, enabling a range of residential, retail, artisan, and commercial uses to be situated in close proximity. Such configurations echo the original development patterns of the town, fostering vibrant communities.

Most commercial properties fall within areas designated by the City for commercial, industrial, and mixed-use land uses. High-suitability areas for these developments are primarily found in downtown Missoula and the surrounding neighborhoods, as well as the Midtown area. These regions are often categorized as Tier 4, indicating the highest suitability for development. Additionally, many areas around the historic core of Missoula are rated as Tier 3 (Suitable), which typically have good access to amenities and services. On the outskirts of the City, neighborhoods fall into Tier 2 (Fairly Suitable) and Tier 1 (Minimally Suitable) categories. Figure 10 illustrates the relationship between zoning types and suitable areas for new development, indicating that zones designed for higher density, such as multi-dwelling and commercial mixed-use, are primarily concentrated in downtown areas, neighborhood cores, and major corridors. This spatial arrangement not only promotes walkability but also ensures proximity to essential services and amenities, reducing transportation needs.

By supporting high-intensity housing in commercial zones, this strategy also mitigates displacement risks and enhances opportunities for housing in already high-opportunity areas.

Mixed-use districts, which incorporate both residential and non-residential (commercial/industrial) uses, present significant advantages in enhancing walkability and increasing transit ridership. In these districts, residential and commercial uses can coexist within the same building, promoting a lively community atmosphere. By situating residential units near businesses and services, residents benefit from reduced travel distances for essential needs such as work, groceries, and entertainment. This proximity not only encourages walking and biking but also enhances the viability of public transit.

Flexibility in development is essential to meet the varying demands of the market and community goals. Allowing buildings within mixed-use districts to focus exclusively on either residential or commercial functions enables a more tailored approach to development. This adaptability ensures that the evolving needs of the community and market are met effectively, whether by prioritizing housing in areas of high demand or enhancing commercial activities in thriving districts.

These needs were echoed throughout Our Missoula engagement workshops. We heard that the community of Missoula envisions a vibrant, inclusive future prioritizing housing diversity and mixed-use development in every neighborhood. Residents want walkable environments where essential services, such as shops and restaurants, are easily accessible and commercial spaces coexist with homes, fostering lively streets and social interaction.

The integration of these principles highlights a critical priority for land use planning. The proposed policy objective encourages a balanced and flexible approach to development, addressing both housing needs and economic growth while enhancing community connectivity and sustainability.

Policy Objective #3

Prioritize housing and multi-modal transportation infrastructure near major employment centers to improve regional connectivity and reduce commute distances.

Key Issue

Missoula's history of land use planning has not effectively connected housing development with key job locations, leading to higher commuting costs for residents. This lack of alignment limits access to employment opportunities and negatively impacts the local economy and overall quality of life.

Current Conditions

Missoula serves as the economic hub for the County and surrounding regions, hosting 84% of all employment opportunities, with 92% of these jobs concentrated in the Land Use Plan area. This concentration underscores the importance of locating housing and multi-modal transportation infrastructure near major employment centers, as it can significantly enhance regional connectivity. Employment is primarily concentrated in areas such as the central business district, major commercial corridors like N. Reserve Street, and around significant institutions like the University of Montana. Aligning housing development and transportation options with these employment hubs can improve both the quality of life for residents and the efficiency of the local economy.

Currently, a substantial portion of the workforce—41%—commutes from outside the Land Use Plan area, a trend that is expected to grow as housing costs rise and lifestyle preferences shift. At the same time, nearly 10,000 residents of the area commute to work elsewhere. This heavy reliance on commuting results in increased transportation costs and a greater burden on existing infrastructure, especially as the cost of living continues to rise. Additionally, there has been a significant increase in remote work, with a 45% rise since 2016, indicating a shift in where and how people work, but physical proximity to employment remains important for many residents.

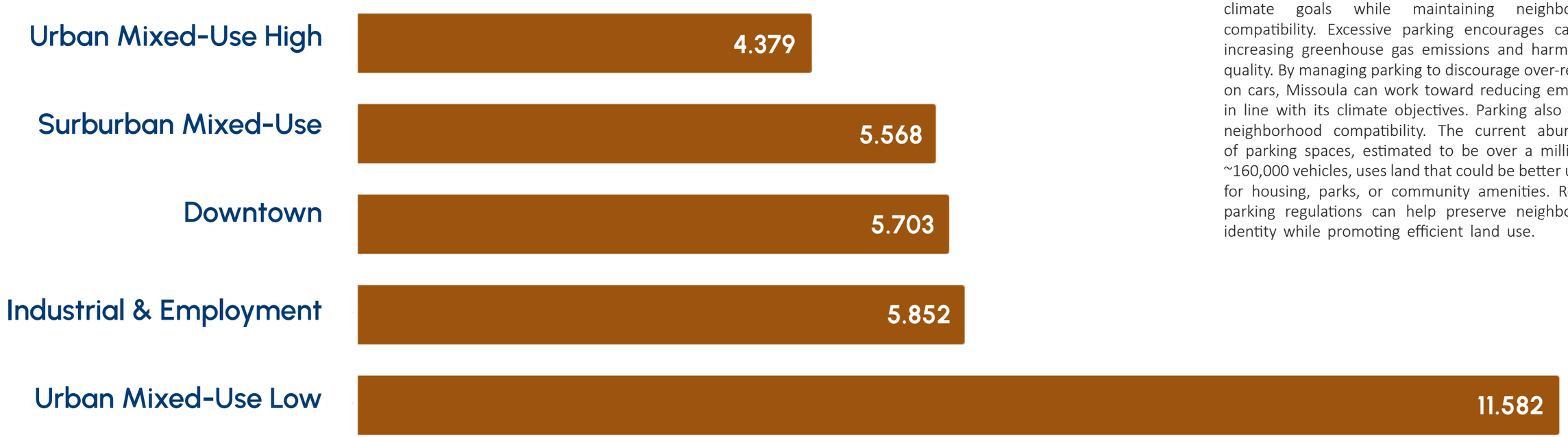
By prioritizing the placement of housing near employment centers, Missoula can reduce commute times and costs, which directly benefits both the workforce and the environment. Proximity to work helps alleviate traffic congestion, lower greenhouse gas

emissions, and reduce wear and tear on infrastructure. Multi-modal transportation options, such as public transit, bike paths, and pedestrian-friendly routes, further contribute to reducing commute distances by providing more efficient alternatives to car travel. These strategies make employment centers more accessible, especially for low-income residents who may be disproportionately affected by high transportation costs.

Improving access to jobs and services also opens up economic growth opportunities, both for residents and businesses. Enhanced regional connectivity encourages the growth of small businesses, retail, and other service-oriented enterprises near employment centers. When people can live closer to where they work, they are more likely to spend time and money in their local neighborhoods, boosting the economy. Additionally, reducing commute times creates a more attractive environment for employers and employees alike, fostering a vibrant job market and encouraging talent retention.

Missoula's role as a regional economic center highlights the importance of strategic land use planning to support both housing needs and transportation infrastructure, and highlights the need for enhances regional transportation options for supporting growth. As the city plans for future growth, it is critical to align housing developments with employment hubs and ensure a multi-modal transportation network that serves all residents effectively. Prioritizing such strategies will not only improve regional connectivity and economic resilience but also support equitable access to employment and a higher quality of life across the community.

Figure 25.
Land Use Employment Capacity



Policy Objective #4

Reflective of the Transportation Options Report, the City should regulate parking in a manner that balances and integrates housing production and affordability goals as well as transportation, climate, and neighborhood compatibility, recognizing that parking is a critical policy choice that affects many other City policy goals.

Key Issue

Excessive parking in Missoula consumes valuable land, drives up housing costs, and encourages car dependency. This limits opportunities for affordable housing, hinders sustainable transportation, and contributes to environmental degradation.

Current Conditions

Parking regulations significantly influence housing production and affordability in Missoula. Current zoning laws requiring off-street parking for new developments consume valuable land, driving up housing costs and limiting affordable housing options. Reducing these requirements can free up land for more housing, helping to lower development costs and promote affordability. Parking reductions allow developers to build lots based on actual demand, particularly where alternative transit options exist, rather than by minimum standards in zoning code. Providing incentives to reduce parking near transit corridors or for affordable housing developments can help balance housing affordability with the city's broader transportation goals.

Parking policies are also tightly linked to Missoula's transportation goals, creating an opportunity to integrate urban mobility with housing affordability. The city aims to reduce car dependency and promote sustainable transportation, and parking management plays a key role in achieving this. Abundant free parking encourages personal vehicle use, which works against investments in transit and active transportation infrastructure. Missoula's Transportation Options Action Plan focuses on expanding multimodal transportation networks. Effective parking management—like reducing parking availability—supports these goals by promoting public transit and making streets safer for cyclists and pedestrians. By integrating parking policies with transportation planning, Missoula can reduce car reliance and support a more sustainable and accessible urban environment.

In addition to housing and transportation, parking regulations play a crucial role in advancing Missoula's climate goals while maintaining neighborhood compatibility. Excessive parking encourages car use, increasing greenhouse gas emissions and harming air quality. By managing parking to discourage over-reliance on cars, Missoula can work toward reducing emissions in line with its climate objectives. Parking also affects neighborhood compatibility. The current abundance of parking spaces, estimated to be over a million for ~160,000 vehicles, uses land that could be better utilized for housing, parks, or community amenities. Revising parking regulations can help preserve neighborhood identity while promoting efficient land use.

Missoula's parking policies must therefore align with broader city goals that include housing, transportation, climate, and neighborhood development. The Missoula Parking Commission's Expansion and Optimization study aims to address these interconnected challenges by evaluating needs and best practices to optimize public parking management. This study aligns with key planning initiatives like the Missoula Transportation Options Action Plan and Our Missoula, which emphasize active transportation and neighborhood growth. Thoughtful parking management supports these broader goals by fostering better transit access, affordable housing, and sustainability. For example, plans like the Downtown Master Plan and Bicycle Facilities Master Plan provide frameworks for encouraging mobility beyond cars and integrating parking policies into overall urban development.

Missoula's current parking landscape is a result of decades of car-centric planning, and a significant shift is needed. Excessive land is devoted to parking, limiting opportunities for housing and community spaces. The Missoula Parking Commission's initiatives aim to rethink this model, helping align parking management with the city's goals for housing affordability, sustainable transit, and neighborhood compatibility. By regulating parking to support multimodal transportation, housing affordability, and climate goals, Missoula can more effectively meet the challenges of a growing population in a sustainable and equitable manner.

Policy Objective #5

Integrate certain small-scale neighborhood commercial services within residential areas to provide walkable access to daily needs and foster social connections between neighbors. Manage potential impacts through development regulations.

Key Issue

Missoula's residential neighborhoods often lack nearby essential shops and services, making it difficult for residents to meet their everyday needs without driving. This shortage of commercial development not only limits opportunities for casual interactions among community members but also creates barriers for those who may not have access to reliable transportation.

Current Conditions

Integrating small-scale commercial services within residential areas is a vital strategy for fostering walkable communities and enhancing social connections between neighbors. The concept of allowing small-scale commercial uses, particularly on corner lots in residential zones, received overwhelming support from the community, with about 90% of respondents expressing their approval. This strong backing underscores the community's desire for accessible services that promote a vibrant neighborhood atmosphere.

Incorporating everyday services such as grocery stores, cafes, bakeries, restaurants, small markets, breweries, art galleries, daycare facilities, and health services within walking distance enables residents to engage more with their surroundings and one another. By creating a more connected and lively community, these neighborhood services reduce the need for car travel and mitigate traffic congestion while lessening environmental impacts. However, to maintain the character and safety of residential neighborhoods, it is crucial to implement well-defined development regulations that manage potential disruptions.

When asked about the importance of corner stores, respondents highlighted the need for accessibility and economic viability. Many expressed that corner stores should be strategically located to encourage walking or biking, with 42% emphasizing that more locations would enhance access to daily needs. A solid base of housing nearby was also deemed essential for supporting local businesses, as indicated by 26% of respondents. However, the need for restrictions was also noted, with 17% advocating for limitations on the types of uses allowed to prevent negative impacts on neighbors. Additionally, 15% emphasized the importance of controlling the size and operations of these businesses to avoid traffic or parking congestion. This feedback reflects strong community support for corner stores while recognizing the necessity of regulations to balance commercial activity with residential tranquility. Furthermore, the Equity in Land Use Report concluded that it is beneficial to design reforms that increase opportunities for adding amenities and services within a walkable distance of all neighborhoods.

Currently, Missoula's commercial properties are predominantly located in designated commercial, industrial, and mixed-use zones. Expanding small-scale services into residential areas can better serve neighborhood populations, especially in locations where residents must travel considerable distances for essential goods and services. The city's existing commercial properties vary widely in size and type, with larger grocery stores occupying more space while restaurants and cafes require smaller footprints. Heavy industrial use remains incompatible with neighborhood integration due to its high-impact nature.

Creating walkable access to commercial services within a ¼ mile of residents' homes is particularly important for promoting equitable resource access, especially for those without reliable private transportation. Meeting daily needs within the neighborhood enhances convenience, reduces car dependence, and contributes to public health by encouraging active transportation methods such as walking or cycling. These walkable neighborhoods align with Missoula's broader goals of sustainable growth and reducing the community's carbon footprint.

Another significant benefit of integrating small-scale commercial services into residential neighborhoods is the promotion of social connectivity. Regular interactions with local businesses and neighbors foster casual relationships that strengthen community ties. This sense of place is particularly beneficial for lower-income households, as studies show that residing in "high-opportunity neighborhoods" with easy access to amenities positively impacts economic outcomes. By prioritizing and improving walkable access to small-scale commercial services, Missoula can create a more connected, vibrant, and resilient community.

Implementation Summary

The City can meet its economic health objectives through:

- Improvements to the general land use codes which will be used as the primary implementation tool for the Land Use Plan.
- The descriptions and locations of place types that account for commercial and industrial uses will be implemented through an updated zoning map.
- Coordination with community partners to support implementation of more detailed plans

For more specific implementation strategies go to the Land Use Plan Implementation Chapter.

3. Land Use Strategy

Analysis shows that Missoula continues to grow at a steady pace.

State law requires that we evaluate and project what growth is anticipated for Missoula, and to plan accordingly. The Planning Act specifically identifies the need to evaluate projected needs for housing, local services and facilities, economic development, natural resources, and environmental hazards.

Land use planning continues to serve as the fundamental approach to ensure that the our community grows in a way that is representative of Missoula's values, including a vision of growth and development that is sustainable and resilient, and a commitment to ensuring that Missoula is a community that is equitable and fair where all Missoulians can thrive.

The Land Use Plan is built on a foundation of values identified through public processes that have received thousands of public comments over the last decade or so, including the previous Growth Policy, associated issue and area planning such as the LRTP and Downtown and Midtown Master Planning, as well as several current planning efforts that will conclude along with or near the adoption of this Land Use Plan, including updates to the LRTP and Parks, Recreation, Open Space and Trails plans, as well as strategic planning updates for the City utilities infrastructure plan and the Missoula Urban Transit District.

See the Land Use Plan Appendix for the materials and processes described above.

The Land Use Strategy establishes our approach to achieve the goals in the broader plan through two key components:

- Place Type Descriptions and Associated Place Type Map
- Street Types Descriptions and Associated Street Type Map

The Land Use Strategy is not a one-size fits all approach. It was crafted in response to Missoula's specific existing conditions, driven by our projected population growth and associated housing need, and infrastructure capacity. It considers our economic landscape, and is informed by our recent and ongoing land use and infrastructure planning. It incorporates and responds to key community priorities and values.

There are several specific considerations that weighed heavily in the creation of the land use strategy and are worth mentioning in more detail. These include equity in land use, housing capacity and feasibility, and the future growth preferred scenario.

Equity in Land Use

There are significant inequities in Missoula's zoning and land use regulations today, as identified in the Equity in Land Use Report. This Report evaluates Missoula's land use policy and zoning regulations based on how well they support social equity goals, including advancing housing affordability and reducing barriers to historically disadvantaged populations from thriving in the community

Our goal, through the broader Our Missoula project, is to redress past land use inequities and effectively advance equity through future growth. In support of this goal and in collaboration with the community, the report identified six principles that guided the creation of the Land Use Plan and accompanying Future Land Use Map.

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

Housing Capacity

The Planning act requires the City to identify and analyze existing and projected housing needs for the Plan area and to provide regulations that allow for the rehabilitation, improvement, or development of homes to meet that need.

The Land Use Plan population projections indicates that the City of Missoula will need to build between 19,000-23,750 homes, by the year 2045. Additionally, the Plan area has underproduced approximately 2,700-3,700 homes to keep pace with our previous population growth, accounting for cost burdened households and rising experiences of houselessness that we have seen increase over recent years. Accounting for this, in total, there is a projected need for 27,500 housing units by 2045.

Like many other communities across the nation, Missoula has a lot of ground to make up. It is insufficient for the city to plan for a zoned capacity for housing that simply matches the projected need. There are many reasons why housing that is allowed by zoning (capacity) will not be produced in reality. Property owners are reluctant to sell or move. Developers build fewer units than would otherwise be allowed. Some units are built as second homes or short-term rentals. By having more capacity than needed, the development market has ample opportunities to produce housing to meet projected demand.

Given these factors it is reasonable to set a target for housing capacity at least 3-4 times the projected need. By setting this target, the City is planning for the uncertainty of future development activity. In other words, only one of every 3-4 units that could theoretically be developed must actually be developed by 2045 in order to meet housing production goals.

The Planning Act also requires that the City complete an analysis of any constraints to housing development, such as zoning, development standards, and infrastructure needs. Our analysis shows that our current land use designations and zoning regulations are contributing to the rising cost of housing.

The following is a housing capacity analysis that measures whether the Land Use Strategy will accommodate projected population growth and associated housing needs, compared to our existing housing capacity. For the purpose of this analysis, we are planning for approximately 27,500 housing units by 2045, assuming a target 8% vacancy rate. It includes an analysis of existing housing capacity compared to projected housing capacity based on the Place Type Map. This comparison is detailed in the table below.

Existing Housing Capacity

Under baseline conditions (existing Growth Policy and zoning), this analysis finds there is a capacity for approximately 42,000 housing units in the plan area. This exceeds the projected need, but only by about 14,000 housing units. This represents a capacity-to-need ratio of about 1.5. designations and zoning regulations are contributing to the rising cost of housing.

Projected Housing Capacity

Under the proposed Land Use Plan and associated zoning changes, this analysis finds there is a capacity for approximately 78,000 housing units in the plan area. This exceeds the projected need by about 50,000 housing units and represents a capacity-to-need ratio of about 2.8. The proposed policy and code changes are anticipated to increase housing capacity by about 85% over the baseline. This is a significant increase in housing capacity.

Figure 26. Housing Capacity Estimates by Type

		PLANNED CAPACITY			EXISTING CAPACITY		
Housing Type	Projected Need*	Estimated Capacity	Surplus (Deficit)	Capacity to Need Ratio	Estimated Capacity	Surplus (Deficit)	Capacity to Need Ratio
Single Dwelling	11.356	13,824	2,468	1.22	10,927	(-429)	0.96
Missing Middle	6,753	9,753	3,001	1.44	4,553	(-2,199)	0.67
Multi Dwelling	9,345	54,496	45,151	5.83	26,576	17,231	2.84
TOTAL	**27,454**	**78,073**	**50,621**	**2.84**	**42,056**	**14,604**	**1.53**

*for an 8% vacancy rate

The capacity-to-need ratio falls slightly short of the proposed ideal target of 3-4 times projected need. However, this analysis used relatively conservative assumptions about projected density and mix of development types, as opposed to the capacities represented in previous Future Growth Scenarios shared out through the related engagement cycle. It also reserves a portion of the commercial districts to be developed for non-residential uses.

During the Future Growth Scenarios community engagement cycle, different scenarios for future growth compared concepts for growth and highlighted potential growth strategies. Some of the scenarios tested for broad capacities with corollary land use components, and these were favored based on community input (see Future Growth Preferred Scenario section). The capacities indicated in the Future Growth Scenarios that were developed offered a range from 2.7 to 5.7 capacity-to-need ratio, but those ratios were based on assumptions such as intensive residential development at the highest density allowed and assuming full residential development in all commercial zones. The capacities indicated in the table above account for more likely amounts of residential development in mixed use areas and address the Planning Act requirement to project for differing housing types.

Following adoption of, and in order to implement, this Plan, the City will consider a slate of regulatory actions that it may take to support and accommodate the projected housing need. These are listed in the Implementation Strategy of this plan and will be developed and considered by the community as the final phase of the Our Missoula project.

The Planning Act specifically mentions a list of 14 specific regulatory reforms to accommodate increased housing capacity, of which a given jurisdiction must enact at least 5. This Land Use Strategy is developed with consideration of this requirement and contains policy guidance that is supportive to meeting this requirement. The specific regulatory tools that will be selected will be determined as part of the code implementation process following adoption of the Plan.

Future Growth Preferred Scenario

The Land Use Strategy is heavily influenced and informed by community input received during the open houses and other engagement activities. These were held throughout the Our Missoula Project public process and expressly consider "Future Growth Scenarios." In these sessions, community members expressed the strongest preferences for pursuing the following growth strategies:

- Unlock the growth potential for mixed use centers and corridors in order to allow more people to live within walking distance of their daily needs, create opportunities for more affordable housing types, and allow more people to live closer to transit services. This strategy applies especially to the Downtown and Midtown areas, and along various mixed use and commercial corridors throughout the city.
- All neighborhoods should take on their fair share to increase opportunities for housing supply and provide more opportunities for affordable housing types, especially smaller homes, with the most emphasis on increased supply and opportunities in areas that have good access to services and amenities by walking, biking and transit.
- Increase housing options throughout Missoula's residential neighborhoods, accompanied by consideration for maintaining the size and scale of buildings to be compatible with existing homes and structures, and to encourage smaller units when development is proposed at higher intensities.
- Allow certain small-scale neighborhood commercial services in most or all residential neighborhoods in order to provide walkable access to daily needs, enhance neighborhood livability, and foster social connections between neighbors.
- Do not eliminate parking requirements citywide, but do regulate parking in a manner that balances and integrates housing production and affordability goals with transportation, climate, and neighborhood livability, and recognizes that parking is a critical policy choice that affects many other policy goals. Link parking regulations to the availability and quality of alternative transportation modes in specific locations, primarily for proximity to transit and to a lesser degree high quality bike facilities. Support reduced parking requirements for projects that include features and amenities which are likely to reduce the demand for parking, combined with broader adoption of on-street parking management policies and strategies.

All of these elements, along with the policy goals and objectives stated previously in the Land Use Plan document, form the basis for the following land use strategy., which consists of the two primary components to this chapter: **Place Types**, and **Street Types**.

Why Place Types and Street Types?

The Land Use Strategy considers the interactions between land use, intensity, form, and mobility. There is close relationship between the types of built environments that exist within the community (Place Types) and the transportation networks that serve them (Street Types). The strategy looks to consider places and streets together in order to create accessible, walkable, vibrant streets and neighborhoods, and encourage neighborhood growth that provides diverse, attainable housing options throughout the community.

Place Types

Place – the relationship between our built environment and how we use it – influences our individual well-being and the well-being of the broader community. Place Types are a tool for guiding future growth and development throughout the city. They describe geographic areas with a unique combination of the following characteristics: land use, built form, mobility, intensity, and constraints. Each parcel within the Land Use Plan boundary is assigned a designated Place Type.

By planning for future growth with an emphasis on form and urban design, instead of focusing solely on land use and density, Place Types are more closely tied to the fabric of the existing built environment. Code standards can then be calibrated based on the development patterns seen today and what the community values for future development. Using a place types framework enables us to have more robust conversations about how our community grows and evolves in ways that respect and strengthen our existing neighborhoods. Each Place Type accounts for the variation in road connectivity, block structure, utility infrastructure, access to services, environmental constraints, and building form seen throughout the Land Use Plan Area.

Street Types

Streets are the lifelines of any city, shaping its character, influencing mobility, and playing a pivotal role in the overall urban experience. Streets are public lands that everyone interacts with on a daily basis. Missoula's well-being, safety, satisfaction, and economic resilience hinge on the presence of high-quality streets and efficient transportation networks. Street Types and their associated design objectives are intended to enhance the places they traverse. Just as the place types are shaped by the built environment, public right-of-way and transportation facilities are informed by adjacent land uses, zoning, and visions for future development.

Public right-of-way is limited and the needs of people walking, biking, driving personal vehicles, operating buses and other large vehicles, both commercial and emergency services, often compete. By identifying and categorizing a system of Street Types that relate to each Place Type, we aim to tailor our approach to the unique needs and aspirations of our community and the residents and visitors traveling within it, fostering a harmonious coexistence of residents, businesses, and public spaces.

Ongoing Planning Considerations

Planning for growth over any extended period is complex. It involves changing conditions and requires an iterative approach. Today, there are several sections of the Land Use Plan area that have unique growth considerations and require additional planning. These include:

The Wye

- Just northwest of Missoula, Missoula County is planning for growth in the Wye Area. A portion of this area is within the Utility Service Area and Annexation Area 'B', which indicates areas that largely do not meet the policy guidelines for annexation. The Wye Area has complex infrastructure needs. The City of Missoula is not currently prepared to serve Missoula County's growth projections for this area and has raised concerns about cost, treatment capacity, and impacts to transportation infrastructure. The County is currently engaged in planning to evaluate the feasibility of providing infrastructure to support growth in this area.

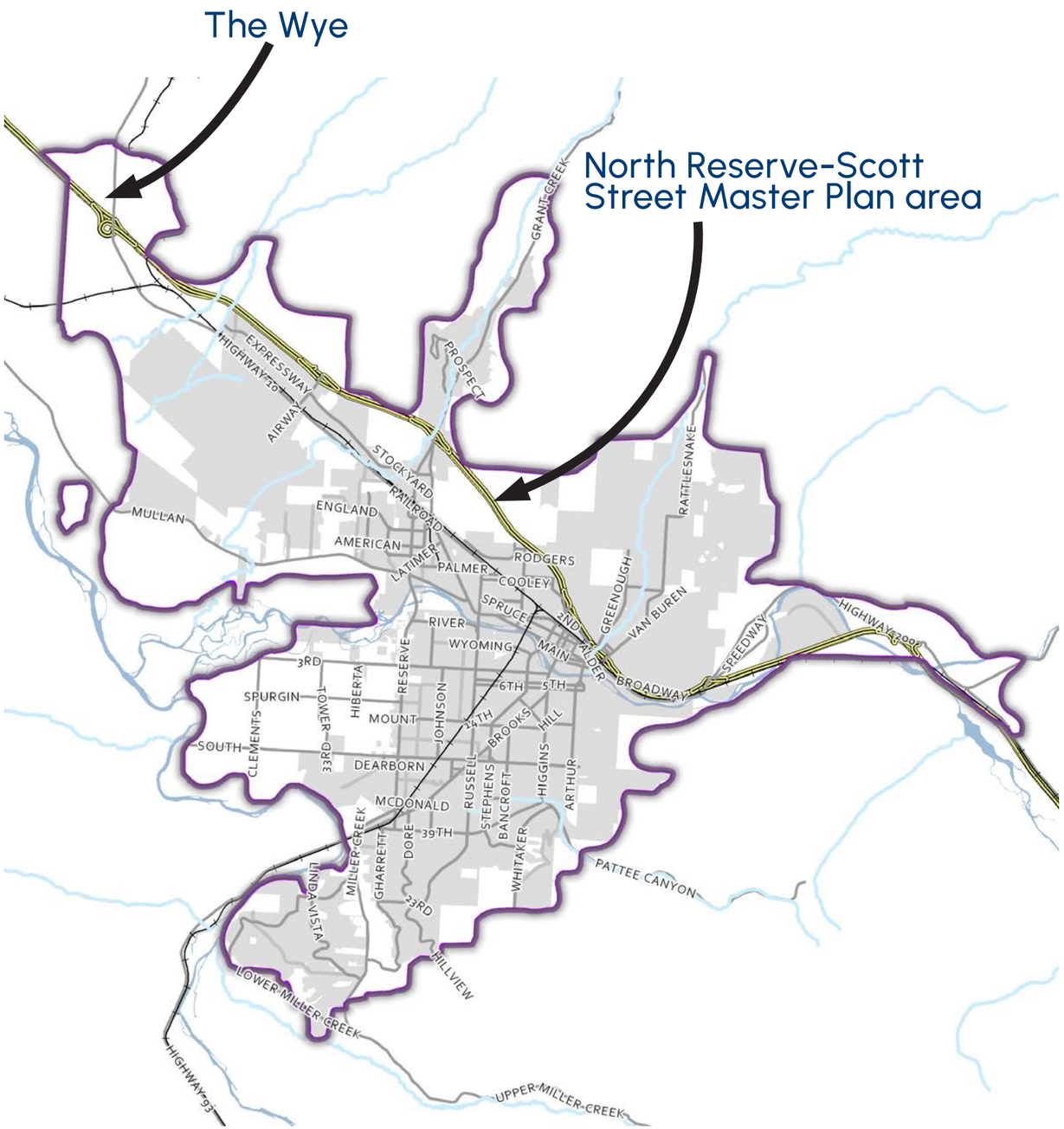
The former Roseburg Lumber site

- The former Roseburg Lumber site will redevelop at some juncture. This is an area that there is a likelihood that the associated land use designation could change in the near future. But it is too early to know what the future holds for this site and any development should be driven by an updated North Reserve Scott Street Master plan.

City Annexation Policy

- The City's Annexation Policy, Resolution 8636 (see Figure 5) indicates areas outside of the City limits and inside of the Utility Service Area (see Figure 2) that generally meet the policy guidelines for annexation. Annexation Area 'A' indicates areas that largely meet the guidelines of this policy, and includes areas like Orchard Homes and East Missoula that are seeing continued growth pressure. Considerations for how the City provides utilities and other municipal services to these areas will require additional infrastructure planning and evaluation of the current annexation policy to better understand available capacity for providing services in these areas.

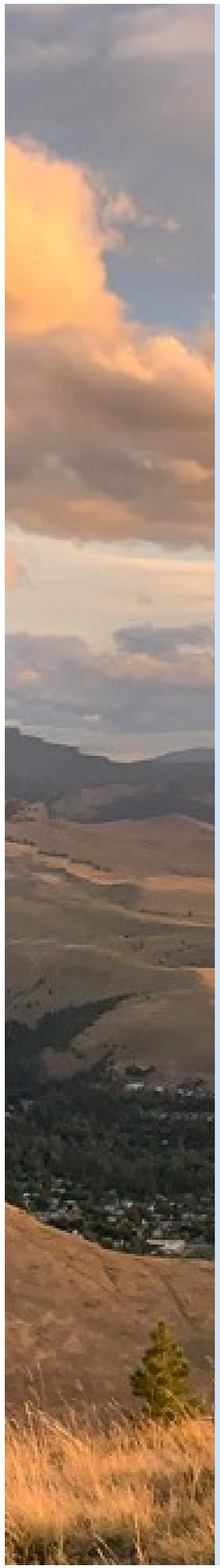
Figure 27. Ongoing Planning Considerations



Summary

Together, Place Types and Street Types provide a unified, coordinated, and accessible vision for growth in Missoula, based on the policy established in this Plan and in response to projected growth and associated needs.

This chapter is broken into two Land Use Strategy Components: Place Types and Street Types. The Place and Street Types are descriptions of desired future conditions. Each designation possesses a unique combination of goals for characteristics of future growth. The Place and Street Types are described and applied geographically through associated maps. These descriptions and mapped designations will provide policy guidance for developing associated development regulations in order to implement this Land Use Plan.



Place Types

Place Types describe the intended physical outcomes for an area, and provides recommendations for future streets, blocks, lots, buildings, land uses and intensity in relation to future mobility options.

Place Type Introduction

WHY IS THIS IMPORTANT?

Most comprehensive planning documents provide direction for growth through a land use map. The Future Land Use Map is the geographic application of the Land Use Plan and informs the types of uses envisioned in different areas of the city. The Our Missoula Land Use Plan describes our vision for growth through place types. Place types go beyond just land use to describe the various development patterns that make up Missoula, including a combination of building, site, block, and street design characteristics.

The place types in this plan represent a vision for development throughout Missoula. These place types provide the policy-level guidance that inform the City's development codes and zoning map. Each place type corresponds with comparable zoning districts that provide more detail and guidance on items such as maximum building height, lot size, setbacks, intensity of allowed uses, and built form.

WHY USE PLACE TYPES?

When codes and policies focus primarily on regulating density, the built outcomes are not predictable. They may not be compatible with the surrounding neighborhood. However, when codes focus primarily on the form of the building, they can accommodate a diversity of home sizes and types that are compatible with the surrounding neighborhood. Place Types focus more on form and less on density. They enable us to envision how our community grows and evolves in ways that respect and strengthen our existing neighborhoods.

A Place Type Approach Uses:

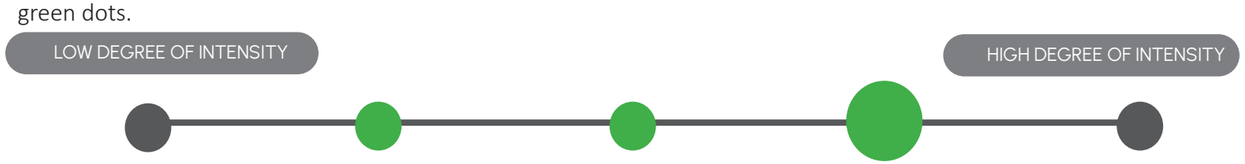
(LAND USE + INTENSITY + FORM + MOBILITY)

CONSTRAINTS

HOW TO USE THE PLACE TYPES SCALE BARS

Throughout the next section the Place Types utilize scale bars to indicate the typical characteristics of specific elements of the Place Types. Large green dots represent the preferred characteristics within the Place Type, small green dots represent less preferred but allowable characteristics of the Place Type, and gray dots represent a not-preferred characteristic. These scale bars help guide implementation of the Place Types into varying future zoning characteristics and zoning districts

For example, in the Urban Residential High Place Type a wide range of housing diversity is encouraged with a preference for medium-high residential intensity. The scale bar below demonstrates this range by indicating the preferred outcome with the large green dot and the overall encouraged range of residential intensity with the smaller green dots.

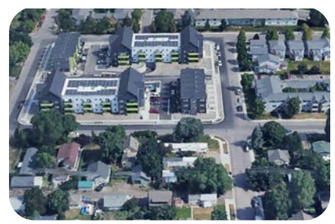


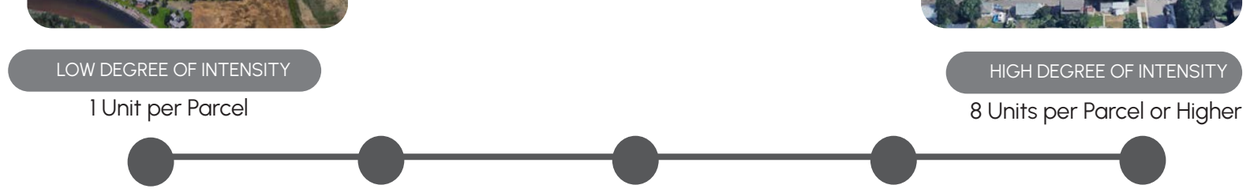
KEY TERMS:

Place types describe geographic areas with a unique combination of the following elements:

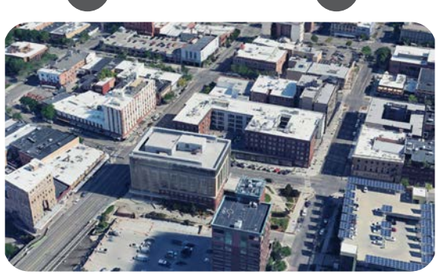
Land Use is how an area is used or planned for, such as commercial, residential, or industrial. An example of how land use is applied throughout the Land Use Plan area is shown to the right.

Residential Intensity refers to the density of residential units, mixture of uses, and how a use physically exists on a typical parcel. See examples below of an area with lower intensity compared to higher intensity area.





Commercial Intensity refers to the types of commercial uses allowed within each Place Type. It can also refer to the number of businesses or employees on a site. The higher the commercial intensity of a place type means that bigger businesses or a large number of different businesses are allowed and therefore more employees are necessary to support the commercial enterprise. Industrial or Manufacturing enterprises are generally thought of as high intensity even if they do not support a large number of employees; this is because the setbacks necessary for these uses need to be higher due to the potential pollutants (air, noise, chemical, and light) that they may produce.



Place Type Introduction

KEY TERMS:

Block Pattern refers to the intended ways that the lots, blocks, and streets are built. As Missoula has grown over time and primary modes of travel have shifted from pedestrian and streetcar pattern to a more auto-centric pattern block patterns have also shifted. In general, older more established neighborhoods like Downtown, Rose Park, University District, and Northside have approximately 400-500ft long blocks with frequent pedestrian crossings and prevalent infrastructure. On the other end of the spectrum neighborhoods such as Miller Creek, Orchard Homes, and portions of Captain John Mullan have irregular rural block patterns with intersections roughly every ½ mile with little pedestrian infrastructure.

LOW DEGREE OF CONNECTIVITY → HIGH DEGREE OF CONNECTIVITY

Rural Super-Grid

- Block patterns are irregular
- Block sizes are up to 1/2 mile
- Little pedestrian infrastrucure
- Small Cul-De-Sacs may be present

Cul-De-Sac

- Block patterns are irregular in shape and size
- Alleys do not exist
- Infrequent pedestrian crossings
- Developments are accessed via dead-end streets

Curvilinear

- 500ft+ long blocks
- 220ft+ deep
- Alleys are prevelant within gridded sections
- Frequent pedestrian crossings
- Traffic Calming measures prevelant

Shifted Grid

- 400-500ft long blocks
- 280-340ft deep
- Alleys are prevelant and preferred
- Frequent pedestrian crossings
- Traffic Calming measures prevelant

Compact Grid

- 400-500ft long blocks
- 280-340ft deep
- Alleys are prevelant and preferred
- Frequent pedestrian crossings
- Traffic Calming measures prevelant

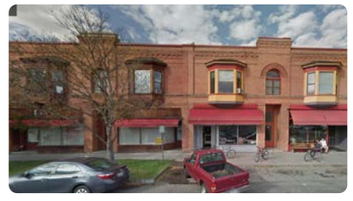
Modal Balance refers to how residents move around and through the community, and includes considerations for how streets and sites handle different modes of transportation and areas designated for parking. Missoula promotes a multimodal approach to mobility. See the Street Types chapter for more detail on how different streets prioritize design elements to achieve modal balance goals.

Pedestrian Connectivity refers to the ease at which people can walk to and from destinations within a place type. This is measured by the number of intersections and the shape and size of blocks within the place type. Areas with compact grids tend to be the most pedestrian-oriented with high connectivity and the presence of pedestrian infrastructure. Rural areas tend to be the least pedestrian-friendly with low connectively and little to no pedestrian infrastructure.

Parcel Size The parcel size in each specific Place Type indicates a typical parcel size found and preferred within that designation. Smaller parcel sizes indicate a more urban feeling with small distances between developments, creating a more walkable pedestrian friendly place and tend to foster a sense of community due to residents living in close proximity to each other. While larger parcel sizes make a place feel more rural with larger spaces between homes and/or businesses requiring longer distances between residents and services creating a more open feeling and private places with more reliance on automobiles for travel.

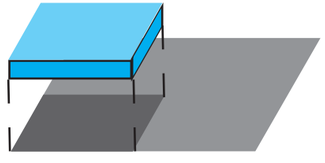
SMALL PARCEL SIZE → LARGE PARCEL SIZE

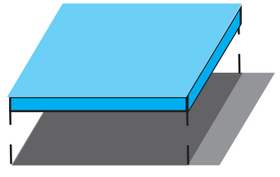
Parcel Coverage relates to the portion of a parcel that is occupied by buildings, structures, and other impervious surfaces. High parcel coverage indicates a more urbanized place and more impervious surfaces associated with the development pattern. Low parcel coverage indicates a more rural feeling with larger open spaces between buildings.



SMALL PARCEL COVERAGE
- 25% OR LESS OF PARCEL COVERED BY BUILDING ENVELOPE

LARGE PARCEL COVERAGE
- 80% OR MORE OF PARCEL COVERED BY BUILDING ENVELOPE





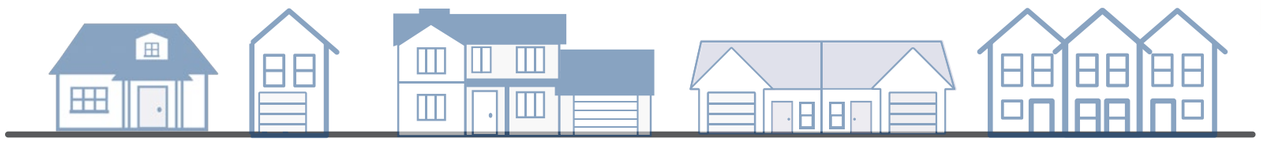
Place Type Introduction

KEY TERMS:

Building Form refers to the physical shape, and arrangement of buildings and structures within a particular area. The way buildings are designed and scaled influences how the surrounding area feels and is utilized by residents.

Each place type identifies typical building forms comprised of combinations of building types and building scales found within.

Building Types define specific unique combinations of form that determine how building looks, feels, and interacts with the surrounding place. These focus more on form than the specific uses of the building. The following depictions and pictures of buildings are examples that will be referenced within each place type.



Urban House

- Single Dwelling
- Access from Alley

ADU

- Accessory Dwelling Unit

Rural House

- Single Dwelling
- Access from Street

Duplex

- Two Dwellings

Townhouse

- Single Attached Dwellings

Triplex & Quadplex

- 3-4 Dwellings in 1 building

Multi-Dwelling Apartment

- 5-9 Dwelling Units in 1 building

Large Apartment Complex

- 10+ Dwelling Units in 1 building

Small Storefront/Mixed-Use

- Ranging from small Mixed-Use to Single Use Commercial Services

Mixed-Use Apartments

- Large-Scale Aparments, 20+ Unit with Ground Floor Commercial Services

Tower

- Large Office Buildings typically multiple employment centers

Commercial Center

- Large Box Stores or Strip Malls

Warehouse/Storage

- Typically associated with Industrial Uses or Place Types

Industrial Facility

- Large facilities associated with manufacturing

Education/Civic Facility

- Ranging in size based on context and use of buildings

Housing Diversity refers to the variety of housing types and options available within a community. This allows for different styles, sizes, and price points of homes to accommodate a wide range of residents. Housing diversity aims to create inclusive neighborhoods that can meet the needs of various demographics and populations that reside or wish to reside in the Land Use Plan area.

Place Type Introduction

KEY TERMS:

Building Scale refers to the size, height, bulk, and overall physical dimensions of buildings in relation to their surroundings. It includes considerations of how buildings fit within the context of a neighborhood or city and how they impact the human experience and visual environment. Managing building scale is important for maintaining the compatibility with existing development in established neighborhoods, ensuring harmonious development, and addressing concerns such as sunlight, views, and the pedestrian experience.

HOUSE SIZE SCALE — FULL BLOCK SCALE



Setbacks are the required distances that buildings must be positioned from property lines, streets, or other structures, ensuring adequate space for light, safety, and privacy. They play a crucial role in shaping the character and ambiance of a place, with urban areas often featuring zero to minimal setbacks to maximize land use, while rural areas may have larger setbacks to address environmental concerns or site-specific hazards like heavy industrial activity.



SMALL SETBACKS — LARGE SETBACKS

Current typical residential development patterns are between Medium and Large

Public Parks & Open Space Parks and open space are an important component of what makes Missoula a great place to live. Equitable access to outdoor spaces is crucial for having a healthy, beautiful, economically vibrant, and environmentally responsible City. Parks and open space in local neighborhoods provide a place or respite from urban living, helping to improve the mental, physical and emotional health of residents.

Neighborhood parks, pocket parks, and small special use parks are integral to the character of a neighborhood, and are incorporated into the Place Type. These parks are typically designed to be within walking distance of residents and are incorporated into the fabric of the palce type. The level of service (distance from residents, acres per capita) is defined in the Parks Recreation Trails and Open Space (PROST) Master Plan.

Community and Regional parks, and Conservation land “Park Preserves” are typically larger, and are designed to serve the broader community. These larger parks along with floodway and riparian areas, city held conservation easements, and other publicly owned open spaces are included in the Parks and Open Space Place Type. The level of service and location of these “Park Preserves” is defined in the PROST Master Plan and the 2019 Missoula Urban Open Space Plan.

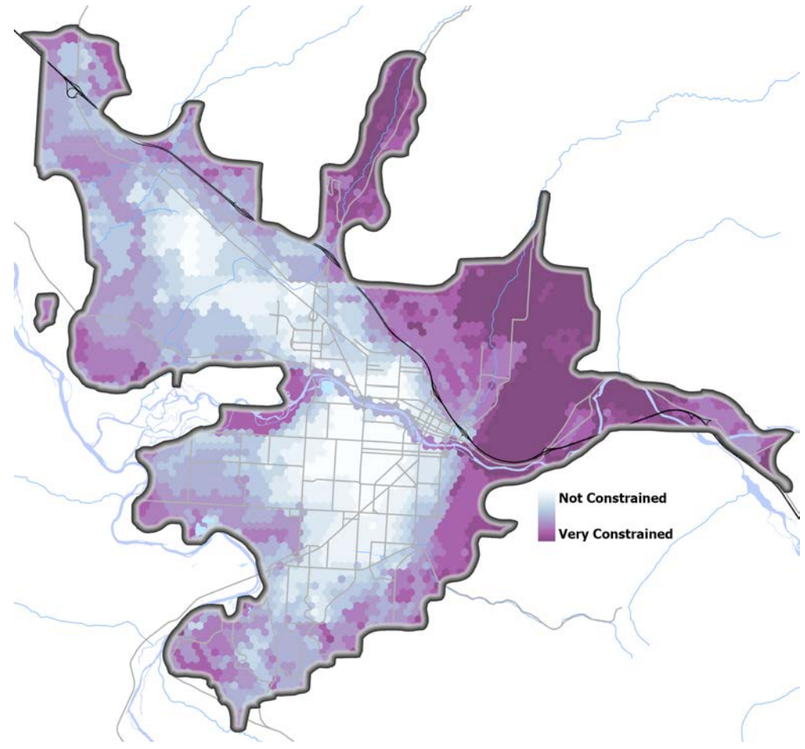
Constraints refers to the presence of environmental hazards, ownership, or limits to infrastructure that exist in an area that may inhibit or outright prohibit residential, commercial, or industrial development. The constraints within an area may also limit the amount of dwelling units or building types that may be developed on a parcel.

Environmental Constraints within the Land Use Plan area are not limited to environmental hazards but also include features that are prioritized for environmental preservation, conservation or protection, including:

- Floodway
- Flood Fringe
- Steep Slopes
- Wildlife Habitat
- Riparian Areas
- Wildfire Prone Areas
- High Groundwater

For more information on Environmental Hazards and the Natural Resources within the Land Use plan area see the Community Profile appendix.

Environmentally Constrained Lands



Ownership Constraints exist within the Land Use Plan area. Several subdivisions and developments approved since the early 2000’s have active Home Owner’s Associations (HOA) and restrictive Development Covenants that prohibit lots from further subdivision; prohibit Accessory Dwelling Units (ADU) and limit each lot to only one dwelling unit. Generally, those subdivisions are in the Mullan Road, Miller Creek, Hillview Way, South Hills, and Rattlesnake areas, though not an inclusive list. The Land Use Plan (LUP) and Place Type map are not intended to interfere with, abrogate or annul any covenant, deed restriction or other agreement between private parties.

Place Type Designations

Urban Residential High

Urban Residential Low

Suburban Residential

Rural Residential

Downtown

Urban Mixed-Use High

Urban Mixed-Use Low

Suburban Mixed-Use

Industrial & Employment

Civic

Open & Resource

Parks & Open Space

Urban Residential High (URH)

These are Missoula's most complete, compact, walkable neighborhoods. They are designed for people to live, play, and connect closely with nearby amenities, whether by foot, bike, or car.

These areas provide a wide range of building type options for people to live in, either through ownership or rental. Small businesses provide neighborhood-scale commercial services to local residents and visitors.

Properties range from small lots with single homes to larger parcels that that allow for larger multi-dwelling structures that are compatible with their surroundings. Streets are typical gridded blocks and usually include alleyways for additional access.

Structures span a wide range of residential building types, from single family homes, accessory dwelling units, and a wide range of missing middle building types.

These areas are well served by transit and feature a balanced mixture of transportation modes supported by dedicated infrastructure for walking and biking and prioritize safety and convenience.

LOCAL EXAMPLES

- Northside Neighborhood
- Franklin to the Fort Neighborhood
- Rose Park Neighborhood
- Southgate Triangle Neighborhood
- Portions of Lewis and Clark Neighborhood
- Lower Rattlesnake Neighborhood
- University District

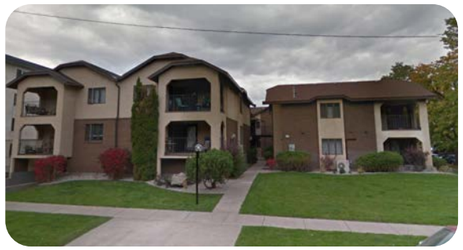
BUILDING TYPES

URBAN HOUSE

ROWHOUSE

DUPLEX

MULTI-DWELLING APARTMENT



LARGE APARTMENT

SMALL STOREFRONT

BLOCK PATTERNS

COMPACT GRID

SHIFTED GRID

Urban Residential High

COMMUNITY FORM

BLOCK PATTERN

- Compact Grid
- Shifted Grid

PARCEL SIZE

Small — Medium — Large

- Typical parcel size: 5,400sqft

PARCEL COVERAGE

Low — Medium — High

ALLEYS

- Common in existing neighborhoods
- Preferred in new development

PUBLIC PARKS & OPEN SPACE

- Parks within walking distance of residents as defined by the PROST plan
- Designed for high level of use with amenities for a variety of activities and demographics

Other Green Spaces include:

- Playgrounds
- Public School Grounds
- Commuter Trails & Shared-Use Paths
- Community Gardens
- Street Tree Boulevards
- Private Activity Areas

LAND USE

PRIMARY USES

- Residential Housing
- Small-Scale Neighborhood Commercial Services
- Elementary & Middle Schools
- Parks

CITY COMPARABLE ZONING

- RM0.5
- RM1
- RMH
- RM1.5
- B1
- B2

COUNTY COMPARABLE LAND USE

- Neighborhood Residential
- Neighborhood Center
- Live/Make Neighborhood

RESIDENTIAL INTENSITY

Low — Medium — High

- Typical parcel would allow up to 6-8 units
- The higher intensity is available to meet the City's housing, equity, and climate goals.

COMMERCIAL INTENSITY

Low — Medium — High

- Small-Scale Neighborhood Commercial Services that support the surrounding neighborhood such as businesses under 20 employees

Pink buildings represent infill opportunities in an already established neighborhood

CONSTRAINTS

ENVIRONMENTAL CONSTRAINTS

- Little to no environmental constraints present
- New development on constrained land should be designed to reduce impacts. Strategies include limiting lot coverage and clustering development outside of sensitive environmental areas and hazard areas

ENVIRONMENTAL IMPACTS

- Encourage green infrastructure to manage stormwater runoff from increased urbanization
- Street Trees are needed to mitigate heat island effect

SEWER AND WATER

- Primarily with existing connections or within 500ft of municipal services

OWNERSHIP

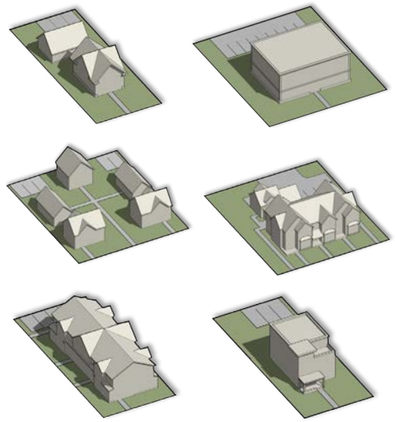
- Primarily private ownership, with the exception of open space/parks
- Little to no covenants restricting residential development

BUILT FORM

- Building scale is compatible with existing houses and buildings and smaller units are encouraged for developments at higher intensities, and will be achieved through limits on overall building height, floor area, depth or width
- Adaptive reuse of existing structures is preferred
- Higher building scales and heights preferred on Community Residential, Regional Mixed-Use and Community Mixed-Use Street Types

HOUSING DIVERSITY

Low — Medium — High



BUILDING TYPES

- Urban House
- Accessory Dwelling Unit
- Duplex, Triplex, Quadplex
- Townhouse
- Historic Home
- Multi-Dwelling Apartment
- Large Apartment Complex
- Small Storefront

BUILDING SCALE

House — Half Block — Full Block

BUILDING HEIGHT

- Up to 4 stories

SETBACKS

Small — Medium — Large

- Structures on the alley are common

MOBILITY

PEDESTRIAN CONNECTIVITY

Low — Medium — High

- Short block lengths
- Frequent crossing opportunities
- Highest Residential priority for infrastructure

MODAL BALANCE

- Modes are well balanced as a result of higher densities and closer proximities to services, dedicated infrastructure, and traffic calming/management.
- Walkability is a core value and pedestrian activity is high

TRANSIT SERVICES

- Anticipated density supports transit with nodes and corridors supportive of frequent transit service.

STREET TYPES

- Neighborhood Residential
- Neighborhood Greenway
- Community Residential
- Regional Mixed-Use
- Community Mixed-Use

PARKING/ACCESS

- Street parking available, demand is high
- Focus on-site access primarily towards alleys and side streets when necessary.

Urban Residential Low (URL)

These neighborhoods offer a balanced mix of housing options on medium-sized parcels, where buildings are generally spaced further apart from each other and the street.

With a medium high diversity of housing types, from single dwellings to missing middle multi-dwelling developments, these areas provide both rental and homeownership opportunities. Small businesses cater to local needs, enhancing the neighborhood's sense of community.

These neighborhoods prioritize walkability, with infrastructure that supports walking, biking, and a balanced mix of transportation modes. Development near the street is encouraged, though there is more space between buildings, which are compatible with the surrounding neighborhood.

Residents live nearby to local transit services, and growth is focused most along corridors served by fixed transit routes ensuring easy access to nearby amenities.

LOCAL EXAMPLES

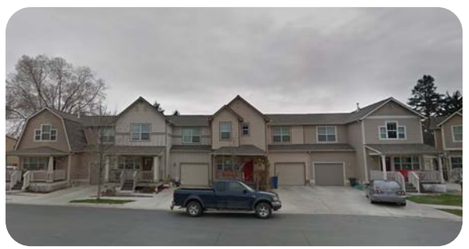
- Lewis and Clark Neighborhood
- Portions of Lower & Upper Rattlesnake Neighborhood
- Portions of River Road Neighborhood
- Portions of the Sxwtpqyen area

BUILDING TYPES

URBAN HOUSE

HISTORIC HOUSE

ROWHOUSE



DUPLEX

MULTI-DWELLING APARTMENT

SMALL STOREFRONT

BLOCK PATTERNS

CURVILINEAR

COMPACT GRID

Urban Residential Low

COMMUNITY FORM

BLOCK PATTERN

- Compact Grid
- Curvilinear

PARCEL SIZE

Small — Medium — Large

- Typical parcel size: 5,400sqft

PARCEL COVERAGE

Low — Medium — High

ALLEYS

- Common in existing neighborhoods
- Preferred in new development

PUBLIC PARKS & OPEN SPACE

- Parks within walking distance of residents as defined by the PROST plan
- Designed for high level of use with amenities for a variety of activities and demographics

Other Green Spaces include:

- Playgrounds
- Public School Grounds
- HOA Common Areas
- Shared-Use Paths & Commuter Trails
- Community Gardens
- Street Tree Boulevards

LAND USE

PRIMARY USES

- Residential Housing
- Small Neighborhood Commercial Services
- Elementary & Middle Schools
- Parks

CITY COMPARABLE ZONING

- RM2.7
- RM2
- RT2.7
- R3

COUNTY COMPARABLE LAND USE

- Live/Make Neighborhood
- Neighborhood Residential

RESIDENTIAL INTENSITY

Low — Medium — High

- Typical parcel would allow up to 4-6 units
- The higher intensity is available to meet the City's housing, equity, and climate goals.

COMMERCIAL INTENSITY

Low — Medium — High

- Small-Scale Neighborhood Commercial Services that support the surrounding neighborhood such as businesses under 20 employees

Pink buildings represent infill opportunities in an already established neighborhood

CONSTRAINTS

ENVIRONMENTAL CONSTRAINTS

- Potential to be within 100-year floodplain, otherwise little to no environmental constraints
- New development on constrained land should be designed to reduce impacts. Strategies include limiting lot coverage and clustering development outside of sensitive environmental areas and hazard areas

ENVIRONMENTAL IMPACTS

- Encourage green infrastructure to manage stormwater runoff from increased urbanization
- Street Trees are needed to mitigate heat island effect

SEWER AND WATER

- Primarily with existing connections or within 500ft of municipal services

OWNERSHIP

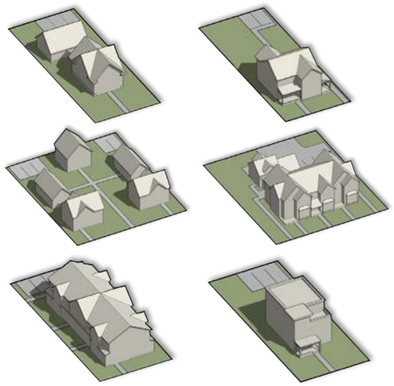
- Primarily private ownership, with the exception of open space/parks
- Covenants exist within portions of this category and may constrain types of housing larger than single-dwelling or presence of ADU's.

BUILT FORM

- Building scale is compatible with existing houses and buildings and smaller units are encouraged for developments at higher intensities, and will be achieved through limits on overall building height, floor area, depth or width.
- Adaptive reuse of existing structures is preferred
- Higher building scales and heights preferred on Community Residential, Regional Mixed-Use and Community Mixed-Use Street Types

HOUSING DIVERSITY

Low — Medium — High



BUILDING TYPES

- Urban House
- Accessory Dwelling Unit
- Townhouse
- Duplex, Triplex, Quadplex
- Historic Home
- Multi-Dwelling Apartment
- Manufactured House
- Small Storefronts

BUILDING SCALE

House — Half Block — Full Block

BUILDING HEIGHT

- Up to 3 stories

SETBACKS

Small — Medium — Large

- Structures on the alley are common

MOBILITY

PEDESTRIAN CONNECTIVITY

Low — Medium — High

- Short block lengths
- Frequent crossing opportunities
- Medium-High Residential priority for infrastructure
- Some irregular block patterns

Irregular Block Patterns

Still shorter block lengths

MODAL BALANCE

- Modes are well balanced as a result of higher densities and closer proximities to services, dedicated infrastructure, and traffic calming/management.
- Distances from services may be a little longer promoting more bicycle use.

TRANSIT SERVICES

- Anticipated density supports transit with nodes and corridors supportive of frequent transit service.

STREET TYPES

- Neighborhood Residential
- Neighborhood Greenway
- Community Residential
- Community Mixed-Use
- Regional Mixed-Use

PARKING/ACCESS

- Street parking available, demand is medium to high
- Focus on-site access primarily towards alleys and side streets when necessary.

Suburban Residential (SR)

These quieter neighborhoods are located on the outskirts of the city core that have more limited transit options and rely heavily on cars for transportation. Sometimes these places include or are near environmental or topological constraints or hazards that influence how these areas can develop and grow.

These areas primarily offer homeownership opportunities, mainly through single-family homes and duplexes, with some medium to large-scale multi-dwelling developments along collector streets. Housing variety is moderate, spanning single family homes to limited missing middle housing options, with buildings that often feature medium to large setbacks that allow for driveways and on-site parking. It is less common for streets be accompanied by alleys, which often means that on-site parking and garages are accessed directly from the street.

While amenities like parks and schools may be within walking distance, these areas are primarily car-dependent to access services, with biking as a secondary mode of travel. There may be dedicated trails and routes support biking and walking, but walkability is less emphasized than in more urban neighborhoods. Longer commuter trails connect these neighborhoods to more urbanized areas with commercial services and employment opportunities.

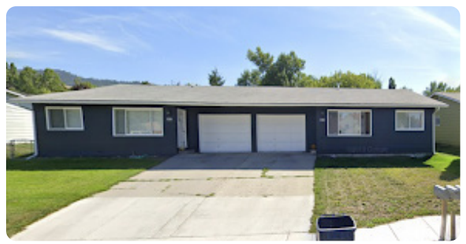
LOCAL EXAMPLES

- South Hills, south of 39th St.
- Pattee Canyon/Farviews Neighborhoods
- Some parts of River Road Neighborhhood

BUILDING TYPES

SUBURBAN HOUSE

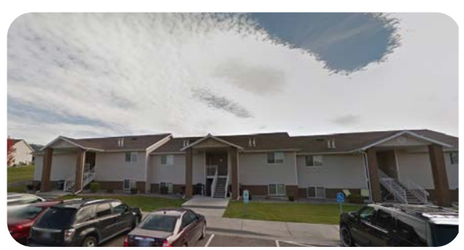
DUPLEX



MANUFACTURED HOUSE

SMALL STOREFRONT

MULTI-DWELLING APARTMENT



BLOCK PATTERNS

LARGE GRID

CURVILINEAR

CUL-DE-SAC

Suburban Residential

COMMUNITY FORM

BLOCK PATTERN

- Irregular Grid
- Large Grid
- Curvilinear

PARCEL SIZE

Small — Medium — Large

- Typical parcel size is variable: 5,400-10,000sqft

PARCEL COVERAGE

Low — Medium — High

ALLEYS

- Uncommon in existing developments
- Not preferred in new development

PUBLIC PARKS & OPEN SPACE

- Parks within walking distance of residents as defined by the PROST plan
- Parks and open space blend environmental conservation and developed recreation amenities.

Other Green Spaces include:

- Private yards/HOA Common Areas
- Public School Grounds
- Shared-Use Paths
- Riparian Natural Areas
- Community Gardens
- Agricultural Land
- Natural Surface Trail Corridors

LAND USE

PRIMARY USES

- Residential Housing
- Small Neighborhood Commercial Services
- Elementary & Middle Schools
- Parks
- Small-Scale Agriculture

CITY COMPARABLE ZONING

- R5.4
- RT5.4
- R8

COUNTY COMPARABLE LAND USE

- Planned Neighborhood
- Residential

RESIDENTIAL INTENSITY

Low — Medium — High

- Typical parcel would allow up to 3-4 units
- The higher intensity is available to meet the City's housing, equity, and climate goals.

COMMERCIAL INTENSITY

Low — Medium — High

- Small-Scale Neighborhood Commercial Services that support the surrounding neighborhood such as businesses under 20 employees

Pink buildings represent infill opportunities in an already established neighborhood

CONSTRAINTS

ENVIRONMENTAL CONSTRAINTS

- Potential of large areas with high degree of topographical and/or environmental constraints
- Wildlife Habitat present
- New development on constrained land should be designed to reduce impacts. Strategies include limiting lot coverage and clustering development outside of sensitive environmental areas and hazard areas

ENVIRONMENTAL IMPACTS

- When new development occurs in land with prime agricultural soils consider cluster style development to preserve land that is available for agricultural uses.

SEWER AND WATER

- Primarily with existing connections or within 500ft of municipal services

OWNERSHIP

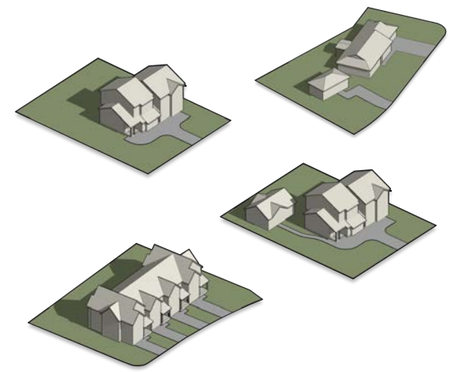
- Covenants exist within portions of this category and may constrain types of housing larger than single-dwelling or presence of ADU's.

BUILT FORM

- Building scale is compatible with existing houses and buildings. Smaller units are encouraged for developments at higher intensities, and will be achieved through limits on overall building height, floor area, depth or width.
- Adaptive reuse of existing structures is preferred
- Higher building scales and heights preferred on Community Residential & Community Mixed-Use Street Types

HOUSING DIVERSITY

Low — Medium — High



BUILDING TYPES

- Rural House
- Accessory Dwelling Unit
- Duplex, Triplex, Quadplex
- Townhouse
- Small Storefront

BUILDING SCALE

House — Half Block — Full Block

BUILDING HEIGHT

- Up to 3 stories

SETBACKS

Small — Medium — Large

MOBILITY

PEDESTRIAN CONNECTIVITY

Low — Medium — High

- Longer block lengths
- Trail connections at ends of Cul-De-Sacs
- Safe routes to schools priority for infrastructure

Irregular Block Patterns

MODAL BALANCE

- Comprehensive transportation options are not as available/accessible.
- Driving is likely the preferred choice for most residents along with biking along commuter routes.

TRANSIT SERVICES

- Nodes and corridors densities may be supportive of transit servies
- Other options could include on-demand transit or park and ride locations

STREET TYPES

- Neighborhood Residential
- Community Residential
- Neighborhood Greenway
- Community Mixed-Use

PARKING/ACCESS

- Street parking available, demand is low
- Garage accessed via Street
- If alley is present then focus access on alley

Rural Residential (RR)

These rural, pastoral neighborhoods are primarily residential with some remaining working and agricultural lands, and are located on the outskirts of the City, often near areas of environmental constraints or hazards.

Diversity in housing and building types is limited. These areas offer primarily homeownership opportunities, mainly through single family or duplex building types.

These areas rely heavily on cars for transportation needs and access to services and amenities. Some dedicated trails and routes support biking and walking to key amenities, but walkability is generally supported by roadways.

While a few longer commuter trails connect these neighborhoods to more urbanized areas, they remain primarily car-dependent, with biking as a secondary mode of travel. Transit is generally unavailable, with some availability of local routes or micro-mobility options.

LOCAL EXAMPLES

- Target Range area
- Upper Grant Creek
- Upper Rattlesnake

BUILDING TYPES

RURAL HOUSE

SMALL STOREFRONT

RURAL HOUSE

DUPLEX

WORKING LAND

BLOCK PATTERNS

CUL-DE-SAC

RURAL SUPER-BLOCK

Rural Residential

COMMUNITY FORM

BLOCK PATTERN

- Low Connectivity
- Rural Super-Grid

PARCEL SIZE

Small — Medium — Large

- Typical parcel size is 10,000sqft and over

PARCEL COVERAGE

Low — Medium — High

ALLEYS

- Uncommon in existing developments
- Not preferred in new development

PUBLIC PARKS & OPEN SPACE

- Parks within walking distance of residents is likely not feasible. Level of service defined in the PROST plan.

Other Green Spaces include:

- Public School Grounds
- Private yards/HOA Common Areas
- Large Open Space
- Natural Surface Trail Corridors
- County Parks
- Federal/Federal Lands
- Riparian Natural Areas
- Agricultural Land
- Conservation Easements

LAND USE

PRIMARY USES

- Residential Housing
- Small-Scale Agriculture
- Small Neighborhood Comemrcial Services
- Working Lands
- Elementary & Middle Schools

CITY COMPARABLE ZONING

- RT10
- R20
- R40
- R80
- R215

COUNTY COMPARABLE LAND USE

- Rural Residential & Agriculture
- Rural Residential & Small Agriculture

RESIDENTIAL INTENSITY

Low — Medium — High

- Typical parcel would allow up to 2 units
- Cluster or Conservation development is preferred

COMMERCIAL INTENSITY

Low — Medium — High

- Small-Scale Neighborhood Commercial Services that support the surrounding neighborhood such as businesses under 20 employees
- Also includes working agricultural lands

Pink buildings represent cluster development and infill opportunities in a Rural context

CONSTRAINTS

ENVIRONMENTAL CONSTRAINTS

- Potentially heavily constrained by Floodplain, Steep Slopes, Wildlife Habitat, wetlands, and/or Wildfire Probability
- New development on constrained land should be designed to reduce impacts. Strategies include limiting lot coverage and clustering development outside of sensitive environmental areas and hazard areas

ENVIRONMENTAL IMPACTS

- When new development occurs in land with prime agricultural soils consider cluster style development to preserve land that is available for agricultural uses.

SEWER AND WATER

- Generally not connected to Municipal Services except for environmentally sensitive areas.

OWNERSHIP

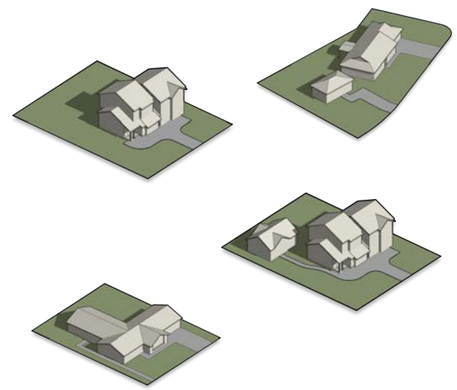
- Primarily private land ownership
- Covenants exist within portions of this category and may constrain types of housing larger than single-dwelling or presence of ADU's.

BUILT FORM

- Adaptive reuse of existing structures is preferred
- Higher building scales and heights preferred on Community Residential Street Types

HOUSING DIVERSITY

Low — Medium — High



BUILDING TYPES

- Rural House
- Accessory Dwelling Unit
- Duplex
- Small Storefront
- Townhouse

BUILDING SCALE

House — Half Block — Full Block

BUILDING HEIGHT

- Up to 2 stories

SETBACKS

Small — Medium — Large

- Smaller setbacks preferred when Cluster Development is proposed

MOBILITY

PEDESTRIAN CONNECTIVITY

Low — Medium — High

- Very long irregular block shapes
- Infrequent crossing enhancements
- Safe routes to schools priority for infrastructure

MODAL BALANCE

- Limited access to commuter trails and transit
- Driving is likely the preferred choice for most residents along with biking along commuter routes.

TRANSIT SERVICES

- Anticipated densities not supportive of transit services
- Other options could include on-demand transit or park and ride locations

STREET TYPES

- Neighborhood Residential
- Community Residential

PARKING/ACCESS

- Street parking is available along side streets; demand is low
- Garage accessed via Street

Downtown (DT)

Downtown is the heart of any community and the regional hub for culture and commerce, offering a vibrant, pedestrian-friendly environment. It is the place where people live, work, and play, supported by a high intensity of commercial uses, services, and public amenities. The Clark Fork River is a key feature that defines and is celebrated about this area.

Downtown should accommodate a wide range of diverse housing types for different age groups and economic positions. Buildings and parks should blend harmoniously to create a distinct sense of place.

As the focal point of the city, Downtown will house Missoula's largest and tallest buildings, often occupying entire blocks with inviting storefronts that promote a walkable and vibrant atmosphere.
While parking structures will provide access for vehicles, the area will prioritize multi-modal transportation, with walking, rolling, and biking as the primary means of getting around.

LOCAL EXAMPLES

- Central Business District
- Heart of Missoula Neighborhood
- Hip Strip

BUILDING TYPES

URBAN STOREFRONT

URBAN STOREFRONT

MIXED-USE

HISTORIC BUILDING

TOWER

BLOCK PATTERNS

COMPACT GRID

Downtown

COMMUNITY FORM

BLOCK PATTERN

- High Connectivity
- Compact Grid

PARCEL SIZE

Small — Medium — Large

- Typical parcel size is 2,000-10,000sqft

PARCEL COVERAGE

Low — Medium — High

ALLEYS

- Common in existing developments
- Preferred in new development

PUBLIC PARKS & OPEN SPACE

- Parks within walking distance of residents as defined in the PROST plan.
- Parks are a destination and are designed to serve neighborhood residents and the larger community

Green Spaces include:

- Playgrounds
- Urban Plazas
- River Access Points
- Event Spaces
- Shared-Use Paths & Commuter Trails
- Riparian Natural Areas
- Street Tree Boulevards

LAND USE

PRIMARY USES

- Commercial Services
- Residential Housing
- Mixed-Use
- Employment Centers
- Civic Uses
- Central Transit Hub
- Public Event Spaces
- Offices
- Food & Beverage
- Elementary & Middle Schools
- Parks

CITY COMPARABLE ZONING

- CBD

COUNTY COMPARABLE LAND USE

- Not Applicable

RESIDENTIAL INTENSITY

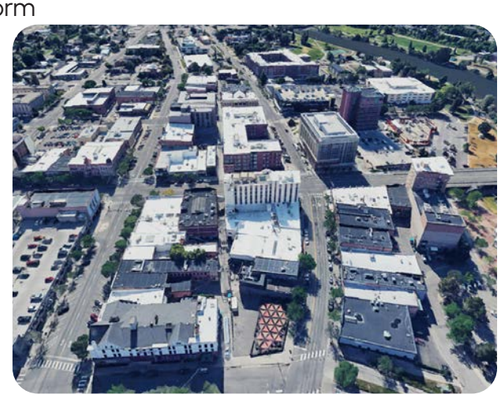
Low — Medium — High

- Unit capacity on parcels determined by safety and not form

COMMERCIAL INTENSITY

Low — Medium — High

- Promote street level interest and active uses and enhance street edge character



The Downtown Place Type hosts a wide variety of uses ranging from River Corridor Parks, Employment Centers, Civic Uses, Public Event Spaces, Large Apartment Complexes, and Mixed-Use developments

CONSTRAINTS

ENVIRONMENTAL CONSTRAINTS

- Little to no environmental constraints present within developable land
- Land that is prone to flooding is reserved for public spaces like parks and trail corridors

ENVIRONMENTAL IMPACTS

- Encourage green infrastructure to manage stormwater runoff from increased urbanization
- Street Trees are needed to mitigate heat island effect

SEWER AND WATER

- Primarily with existing connections or within 500ft of municipal services

OWNERSHIP

- No Covenant Constraints
- Government and Institutional ownership constraints exist

BUILT FORM

- Adaptive reuse of existing structures is preferred

HOUSING DIVERSITY

Low — Medium — High

Mixed-Use Development with Parking structure and ground floor commercial services create an appealing vibrant Place Type

Large mixture of housing types range from Single-Dwelling to Multi-Dwelling Apartments

BUILDING TYPES

- Mixed-Use
- Urban Shopfront
- Tower
- Multi-Dwelling Apartment
- Mixed-Use Apartments
- Large Apartment Complex
- Duplex, Triplex, Quadplex
- Urban House
- Accessory Dwelling Unit

BUILDING SCALE

House — Half Block — Full Block

- Large range of building scales to encourage and maximize utilization of parcel and number of dwelling units

BUILDING HEIGHT

- Up to 10 stories
- Incorporate appropiate street wall height

SETBACKS

Small — Medium — Large

- Very Small to no setbacks

MOBILITY

PEDESTRIAN CONNECTIVITY

Low — Medium — High

- Short block lengths
- Frequent protected crossings
- Protected bike lanes and large sidewalks

MODAL BALANCE

- Commuter trail hub of the City
- Street design prioritizes biking, walking, and transit use, as well as placemaking

Protected Bike Lanes and Pedestrian Infrastructure along with an appealing street facade promote a multi-modal design

TRANSIT SERVICES

- Anticipated population and employee densities support transit and frequent transit service
- Central hub of transit system

STREET TYPES

- Regional Mixed-Use
- Neighborhood Mixed-Use
- Community Mixed-Use
- Neighborhood Greenway

PARKING/ACCESS

- Mixture of street parking, parking structures or parking behind buildings to promote a highly walkable and appealing facades
- Street parking is available along side streets; demand is very high

Urban Mixed-Use High (UMH)

These mixed-use areas support a high number of residents and businesses, offering a range of transit options and robust pedestrian and green infrastructure.

These areas provide a wide range of diverse housing and building types in which people can live, work and play. These centers and corridors are transitioning toward a downtown place type, with buildings generally ranging from 3 to 6 stories, often not occupying entire blocks.

While many people travel to and through these areas, reserving space for parking is not a priority, as there are many examples of sites that already provide an overabundance of parking.

Modes of transportation are well balanced, supported by higher densities, proximity to services, and dedicated infrastructure. Pedestrian activity is high, reflecting the core value of walkability in these evolving spaces.

LOCAL EXAMPLES

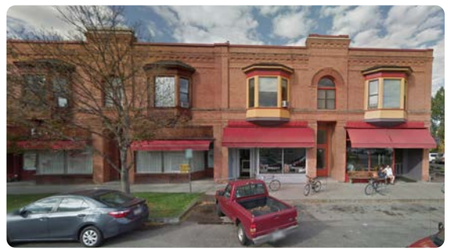
- Sawmill District
- Key Intersections along South Reserve (3rd, Mount, Central, and South)
- North Russell Street (south of the Clark Fork River)
- Southgate Mall
- Brooks Street Corridor

BUILDING TYPES

LARGE APARTMENT COMPLEX

SMALL STOREFRONT

MIXED-USE



STRIP MALL

BLOCK PATTERNS

COMPACT GRID

MIXED-USE CORRIDOR

Urban Mixed-Use High

COMMUNITY FORM

BLOCK PATTERN

- High Connectivity
- Compact Grid
- Mixed-Use Corridor

PARCEL SIZE

Small — Medium — Large

- Typical parcel size is 4,000-6,000sqft

PARCEL COVERAGE

Low — Medium — High

ALLEYS

- Common in existing developments
- Preferred in new development

PUBLIC PARKS & OPEN SPACE

- Parks within walking distance of residents as defined by the PROST plan
- Designed for high level of use with amenities for a variety of activities and demographics

Other Green Spaces include:

- Playgrounds
- Shared-Use Paths & Commuter Trails
- Public School Grounds
- Street Tree Boulevards
- Community Gardens
- HOA Common Areas
- Urban Plazas

LAND USE

PRIMARY USES

- Commercial Services
- Residential Housing
- Mixed-Use
- Retail
- Offices
- Food & Beverage
- Elementary & Middle Schools
- Parks

CITY COMPARABLE ZONING

- C2
- C1
- B3

COUNTY COMPARABLE LAND USE

- Not Applicable

RESIDENTIAL INTENSITY

Low — Medium — High

- Unit capacity on parcels determined by safety and not form

COMMERCIAL INTENSITY

Low — Medium — High

- Promote street level interest and active uses and enhance street edge character

Land Use along a Mixed-Use Corridor supports large apartment complexes, commercial services, and mixed-use developments in close relation to the surrounding urban residential neighborhoods.

CONSTRAINTS

ENVIRONMENTAL CONSTRAINTS

- Little to no environmental constraints present within developable land
- New development on constrained land should be designed to reduce impacts. Strategies include limiting lot coverage and clustering development outside of sensitive environmental areas and hazard areas

ENVIRONMENTAL IMPACTS

- Stormwater infrastructure needed for large amounts of impervious surfaces
- Street Trees are needed to mitigate heat island effect

SEWER AND WATER

- Primarily with existing connections or within 500ft of municipal services

OWNERSHIP

- No Covenant Constraints
- Government and Institutional ownership constraints exist

BUILT FORM

- Adaptive reuse of existing structures is preferred

HOUSING DIVERSITY

Low — Medium — High

BUILDING TYPES

- Urban House
- Accessory Dwelling Unit
- Urban Duplex
- Townhouse
- Multi-Dwelling Apartment
- Large Apartment Complex
- Mixed-Use
- Small Shopfront
- Office Building
- Strip Mall

BUILDING SCALE

House — Half Block — Full Block

- Large range of building scales to encourage and maximize utilization of parcel and number of dwelling units

BUILDING HEIGHT

- Up to 8 stories
- Incorporate appropiate street wall height

SETBACKS

Small — Medium — Large

MOBILITY

PEDESTRIAN CONNECTIVITY

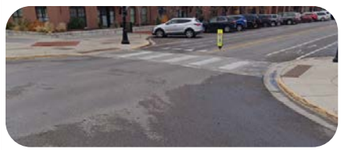
Low — Medium — High

- Short block lengths
- Frequent protected crossings

Compact Grid Pattern with Corridor passing through

MODAL BALANCE

- Modes are well balanced as a result of higher densities and closer proximities to services, dedicated infrastructure, and traffic calming/management.
- Walkability is a core value and pedestrian activity is high



Street calming measures along Mixed-Use Corridors provide high pedestrian connectivity

TRANSIT SERVICES

- Anticipated population and employee densities support transit and frequent transit service

STREET TYPES

- Regional Mixed-Use
- Community Mixed-Use
- Neighborhood Mixed-Use

PARKING/ACCESS

- Mixture of street parking, parking structures or behind buildings to promote a highly walkable and appealing facades
- Street parking is available along side streets; demand is very high

Urban Mixed-Use Low (UML)

These areas have an urban residential feel, interspersed with a mix of commercial and industrial uses. They are evolving into more substantial mixed-use neighborhoods with a strong sense of community.

They offer a diversity in housing type, alongside moderate intensity commercial services. Buildings range from house-sized to partial block structures, with small to medium-sized commercial and multi-dwelling buildings.

Walkability is a core value, supported by pedestrian and green infrastructure. Parking is a need but not a priority, especially where the area benefits from balanced transportation modes, higher densities, and proximity to services, making pedestrian activity high.

LOCAL EXAMPLES

- SW Higgins Avenue
- S Higgins Avenue
- Rose Park along Ronan Street
- Portions of the Westside Neighborhood

BUILDING TYPES

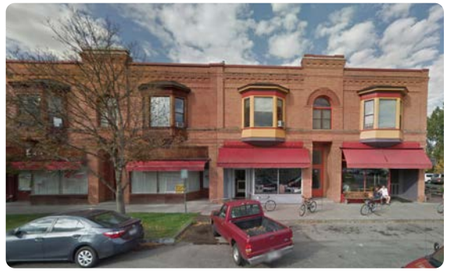
OFFICE BUILDING

LARGE APARTMENT COMPLEX

SMALL STOREFRONT

ROWHOUSE

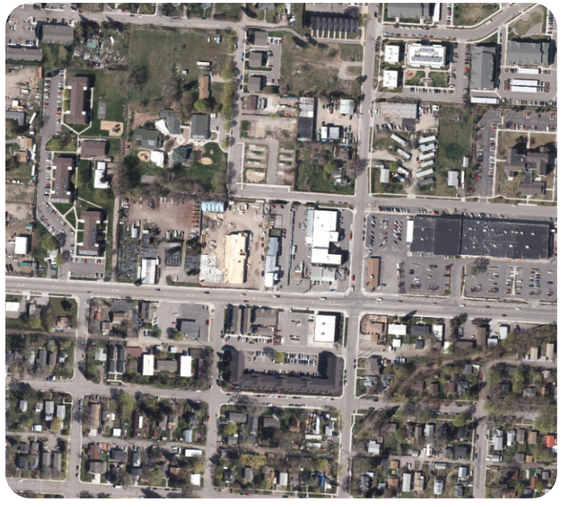
MIXED-USE



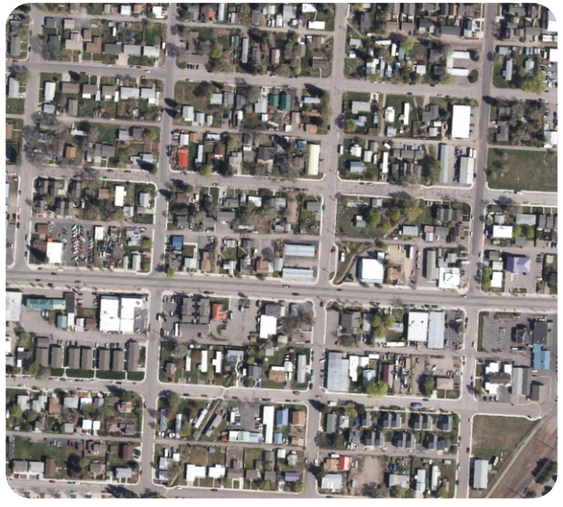
DUPLEX

BLOCK PATTERNS

MIXED-USE CORRIDOR



COMPACT GRID



Urban Mixed-Use Low

COMMUNITY FORM

BLOCK PATTERN

- High Connectivity
- Compact Grid
- Mixed-Use Corridor

PARCEL SIZE

Small — Medium — Large

- Typical parcel size is 6,000-8,000sqft

PARCEL COVERAGE

Low — Medium — High

ALLEYS

- Common in existing developments
- Preferred in new development

PUBLIC PARKS & OPEN SPACE

- Parks within walking distance of residents as defined by the PROST plan
- Designed for high level of use with amenities for a variety of activities and demographics

Other Green Spaces include:

- Playgrounds
- Shared-Use Paths & Commuter Trails
- Public School Grounds
- Street Tree Boulevards
- Community Gardens
- HOA Common Areas

LAND USE

PRIMARY USES

- Commercial Services
- Residential Housing
- Mixed-Use
- Retail
- Artisanal manufacturing
- Food & Beverage
- Elementary & Middle Schools
- Parks

CITY COMPARABLE ZONING

- B1
- B2
- B3
- C1
- M1R

COUNTY COMPARABLE LAND USE

- Neighborhood Center

RESIDENTIAL INTENSITY

Low — Medium — High

- Unit capacity on parcels determined by safety and not form

COMMERCIAL INTENSITY

Low — Medium — High

- Promote street level interest and active uses and enhance street edge character

Land Use along a Mixed-Use Corridor supports large apartment complexes, commercial services, and mixed-use developments in close relation to the surrounding urban residential neighborhoods.

CONSTRAINTS

ENVIRONMENTAL CONSTRAINTS

- Potential to be within 100-year floodplain
- New development on constrained land should be designed to reduce impacts. Strategies include limiting lot coverage and clustering development outside of sensitive environmental areas and hazard areas

ENVIRONMENTAL IMPACTS

- Stormwater infrastructure needed for large amounts of impervious surfaces
- Street Trees are needed to mitigate heat island effect

SEWER AND WATER

- Primarily with existing connections or within 500ft of municipal services

OWNERSHIP

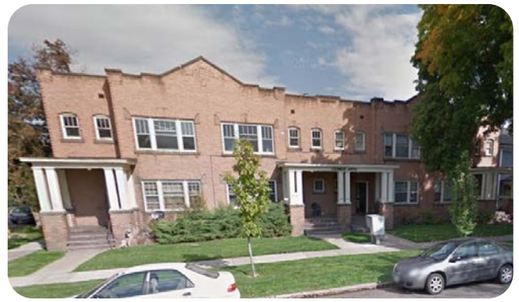
- No Covenant Constraints
- Primarily private ownership except for public spaces for small parks and other recreational opportunities

BUILT FORM

- Adaptive reuse of existing structures is preferred

HOUSING DIVERSITY

Low — Medium — High



BUILDING TYPES

- Urban House
- Accessory Dwelling Unit
- Duplex, Triplex, Quadplex
- Townhouse
- Multi-Dwelling Apartment
- Large Apartment Complex
- Mixed-Use
- Small Shopfront
- Office Building
- Strip Mall

BUILDING SCALE

House — Half Block — Full Block

BUILDING HEIGHT

- Up to 6 stories
- Incorporate appropiate street wall height

SETBACKS

Small — Medium — Large

MOBILITY

PEDESTRIAN CONNECTIVITY

Low — Medium — High

- Short block lengths
- Frequent protected crossings

Compact Grid Pattern with Corridor passing through

MODAL BALANCE

- Modes are well balanced as a result of higher densities and closer proximities to services, dedicated infrastructure, and traffic calming/management.
- Walkability is a core value and pedestrian activity is high

Street calming measures along Mixed-Use Corridors provide high pedestrian connectivity

TRANSIT SERVICES

- Anticipated Population and Employee densities support transit with pockets of Frequent Transit Service

STREET TYPES

- Neighborhood Mixed-Use
- Regional Mixed-Use
- Community Mixed-Use

PARKING/ACCESS

- Mixture of Street Parking, parking structures or behind buildings to promote a highly walkable and appealing facades
- Street parking is available along side streets; demand is very high

Suburban Mixed-Use (SMU)

These areas, often located on the edges of historic city centers, have developed with a strong influence from automobiles, serving as hubs for large shopping centers, department stores, and a variety of businesses.

Primarily commercial in nature, these places offer neighborhood and community-serving businesses and services, with residential uses allowed but not prioritized.

Care should be taken in managing transitions between commercial and residential uses. Buildings are predominantly medium to large commercial structures, with some medium to large multi-dwelling buildings as well.

Comprehensive transportation options are limited, making driving the preferred choice for most residents and visitors accessing these commercial services. Where these areas evolve toward more mixed-use environments, they retain their focus on serving the community's commercial needs while gradually integrating residential elements.

LOCAL EXAMPLES

- North Reserve Street
- West Broadway
- South Reserve Street

BUILDING TYPES

COMMERCIAL CENTER

LARGE APARTMENT COMPLEX

OFFICE BUILDING

DRIVE-THRU

BLOCK PATTERNS

MIXED-USE CORRIDOR

MIXED-USE CORRIDOR

Suburban Mixed-Use

COMMUNITY FORM

BLOCK PATTERN

- Medium-High Connectivity
- Mixed-Use Corridor

PARCEL SIZE

Small — Medium — Large

- Typical parcel size is measured in acres

PARCEL COVERAGE

Low — Medium — High

ALLEYS

- Uncommon in existing developments
- Drive aisles and on-site connections

PUBLIC PARKS & OPEN SPACE

- Parks within walking distance of residents as defined by the PROST plan
- Designed for high level of use with amenities for a variety of activities and demographics

Other Green Spaces include:

- Playgrounds
- Shared-Use Paths & Commuter Trails
- Public School Grounds
- Street Tree Boulevards
- Community Gardens
- HOA Common Areas

LAND USE

PRIMARY USES

- Commercial Services
- Mixed-Use
- Residential Housing
- Artisanal manufacturing

CITY COMPARABLE ZONING

- C2
- M1R

COUNTY COMPARABLE LAND USE

- Commercial Center
- Community Mixed-Use

RESIDENTIAL INTENSITY

Low — Medium — High

COMMERCIAL INTENSITY

Low — Medium — High

Big Box Retail with Large Apartment Complexes on side street

CONSTRAINTS

ENVIRONMENTAL CONSTRAINTS

- Little to no environmental constraints

ENVIRONMENTAL IMPACTS

- Stormwater infrastructure needed for large amounts of impervious surfaces
- Street Trees are needed to mitigate heat island effect

SEWER AND WATER

- Primarily with existing connections or within 500ft of municipal services

OWNERSHIP

- Little to no ownership or covenant constraints present
- Special Zoning Districts present around North Reserve and Wal-Mart areas

BUILT FORM

- Adaptive reuse of existing structures is preferred

HOUSING DIVERSITY

Low — Medium — High

Suburban Mixed-Use buildings have medium to large footprints on large parcels

Reliance on automobiles for residents and visitors create reliance on developments to have large surface lots even with tall buildings

BUILDING TYPES

- Big Box Retail
- Shopping Mall
- Strip Mall
- Drive-Thru
- Mixed-Use
- Office Building
- Large Apartment Complex
- Multi-Dwelling Apartment
- Small Shopfront

BUILDING SCALE

House — Half Block — Full Block

BUILDING HEIGHT

- Up to 6 stories
- Incorporate appropiate street wall height

SETBACKS

Small — Medium — Large

MOBILITY

PEDESTRIAN CONNECTIVITY

Low — Medium — High

- Very large block lengths
- Few crossing enhancements

Very Large Block Lengths along Regional Connector Street Types

MODAL BALANCE

- Comprehensive transportation options are not as available/accessible.
- Driving is likely the preferred choice for most residents and visitors to commercial services provided within this Place Type.

Street calming measures along side streets provide pedestrian connectivity along corridors

TRANSIT SERVICES

- Commercial Service densities may be supportive of transit

STREET TYPES

- Regional Connector
- Neighborhood Mixed-Use
- Community Mixed-Use

PARKING/ACCESS

- Parking locations vary on development
- Large Surface Lots to Structured Lot in Mixed-Use Developments

Industrial & Employment (IE)

Industrial and Employment areas are designated for uses such as manufacturing, assembly plants, primary metal industries, vehicle-related commercial activities, warehouses, outdoor storage yards, and distribution facilities.

These employment areas can accommodate a mixture of office spaces, industrial plants, manufacturing, research, distribution, and logistics facilities, supporting a diverse range of economic activities. They also include flex spaces for small local startups as well as large national or regional enterprises.

Some of these areas may require special permitting by State and Federal agencies to mitigate contaminants caused by heavy industrial activities, necessitating large parcels, setbacks, and buffers.

LOCAL EXAMPLES

- Between North Reserve and Scott Street
- Portions of the Wye Area
- Bonner Industrial Park
- West Broadway

BUILDING TYPES

MANUFACTURING FACILITIES

INDUSTRIAL SITES

STORAGE CENTERS

COMMERCIAL SERVICES

BLOCK PATTERNS

RURAL SUPER GRID

Industrial & Employment

COMMUNITY FORM

BLOCK PATTERN

- Low Connectivity
- Rural Super Grid

PARCEL SIZE

Small — Medium — Large

- Typical parcel size is measured in acres

PARCEL COVERAGE

Low — Medium — High

GREEN SPACE

- Parks within walking distance of Residents as defined by the PROST plan

Green Spaces include:

- Commuter Trails & Shared-Use Paths
- Private Common Space
- Large Stormwater Management Areas
- Street Tree Boulevards

ALLEYS

- Uncommon in existing developments
- Not preferred in new development

LAND USE

PRIMARY USES

- Offices
- Manufacturing
- Industrial Uses
- Commercial Services
- Parks

CITY COMPARABLE ZONING

- M1
- M2

COUNTY COMPARABLE LAND USE

- Heavy Industrial Center
- Industrial Center

RESIDENTIAL INTENSITY

Low — Medium — High

COMMERCIAL INTENSITY

Low — Medium — High

CONSTRAINTS

ENVIRONMENTAL CONSTRAINTS

- When primary land use is Industrial there should be no environmental constraints
- When primary land use is non-industrial environmental constraints may be present

ENVIRONMENTAL IMPACTS

- Large riparian buffers necessary for protection of waterways
- Stormwater management necessary for protection against run-off of potential contaminants

SEWER AND WATER

- Primarily with existing connections or within 500ft of municipal services

OWNERSHIP

- Little to no ownership constraints
- Primarily private ownership

BUILT FORM

HOUSING DIVERSITY

Low — Medium — High

Large parcel sizes, setback distances, and low parcel coverage necessary for air, sound, and light pollutants

BUILDING TYPES

- Warehouse
- Industrial Plant
- Office Parks
- Mixed-Use Industrial
- Storage Facility
- Large Commercial
- Hotel

BUILDING SCALE

House — Half Block — Full Block

- Not full block coverage due to buffer distances needed

BUILDING HEIGHT

- Up to 5 stories

SETBACKS

Small — Medium — Large

MOBILITY

PEDESTRIAN CONNECTIVITY

Low — Medium — High

- Long irregular blocks
- Infrequent pedestrian infrastructure present
- Large right of way necessary for freight traffic

Irregular Grid and large parcels provide low connectivity

MODAL BALANCE

- Auto and Freight designs necessary for movement of goods and workers

Streets are primarily used for movement of goods and people

TRANSIT SERVICES

- Anticipated commercial density not supportive of transit services

STREET TYPES

- Neighborhood Mixed-Use
- Industrial
- Regional Connector

PARKING/ACCESS

- Surface Parking within parcel
- Little to no streetside parking
- Access to site via streets and long driveways

Civic
(CC)

Civic areas are designated for uses by governing agencies that often serve the public at large, and may include, but are not limited to, airport terminals, educational institutions, key landmarks such as museums or libraries, and some open space and recreational opportunities.

They also include land owned by public agencies or reserved for future development or public use, mostly by local jurisdictions like the City and County, as well as local public school districts and the University of Montana. They do not include Federal lands managed by the United States Forest Service (USFS), State lands managed by Fish, Wildlife and Parks (FWP), and conservation or recreation sites that are considered public lands. These are designated as Open and Resource or Parks and Open Space.

LOCAL EXAMPLES

- University of Montana
- County Courthouse
- Downtown Bus Transfer Station
- County Fairgrounds
- Missoula International Airport
- High Schools

BUILDING TYPES

EDUCATION FACILITIES

MUNICIPAL FACILITIES

SPECIAL ATTRACTORS

SPECIAL ATTRACTORS

BLOCK PATTERNS

DEPENDENT ON CONTEXT

Civic

COMMUNITY FORM

BLOCK PATTERN

- Dependent on context and adjacent land use

PARCEL SIZE

Small — Medium — Large

- Typical parcel size is measured in acres

PARCEL COVERAGE

Low — Medium — High

ALLEYS

- Uncommon in existing areas
- Not preferred in new development

PUBLIC PARKS & OPEN SPACE

- Includes culturally important green spaces that serve as a community and regional hubs
- Often civic areas are integrated into green space

Other Green Spaces include:

- Bike Paths
- Riparian Natural Areas
- Street Tree Boulevards
- Arboretum
- Public School Grounds
- Sports Fields

LAND USE

PRIMARY USES

- Institutional Use
- Large Education and Government Agencies

CITY COMPARABLEZONING

- A
- OP3

COUNTY COMPARABLE LAND USE

- Civic Employment Center

RESIDENTIAL INTENSITY

Low — Medium — High

- Civic uses are generally not anticipated to provide housing, but should be supported if proposed.

COMMERCIAL INTENSITY

Low — Medium — High

- Dependent on context and primary land use

Education Facility located near an Urban Residential High Place Type

CONSTRAINTS

ENVIRONMENTAL CONSTRAINTS

- Development should be restricted to reduce impacts to high value habitat, riparian, and other important natural areas, agricultural land and open space
- Dependent on primary land use

ENVIRONMENTAL IMPACTS

- Dependent on context
- Stormwater management and riparian area buffers may be necessary when development matches higher intensity place types

SEWER AND WATER

- Municipal Services dependent on primary uses

OWNERSHIP

- Large ownership constraints prohibit regular commercial and residential development

BUILT FORM

HOUSING DIVERSITY

Low — Medium — High

Built form is based on primary land use. Pictured here is event spaces that have historic and community value at the Missoula County Fairgounds

BUILDING TYPES

- Airport Terminal
- Residential Hall
- Museum
- Recreation Facility
- Auditorium
- Transportation Hubs

BUILDING SCALE

House — Half Block — Full Block

- Dependent on context and primary land use

BUILDING HEIGHT

- Dependent on context and primary and adjacent land use

SETBACKS

Small — Medium — Large

MOBILITY

PEDESTRIAN CONNECTIVITY

Low — Medium — High

- Dependent on land use and adjacent place type

Civic uses abutting against Compact Grid block patterns

MODAL BALANCE

- Dependent on land use and adjacent place type

Civic place type with an adjacent place type of Rural Residential does not have pedestrian infrastructure

TRANSIT SERVICES

- Special attractors present in specific locations may be supportive of transit and/or high frequency service

STREET TYPES

- Dependent on land use and adjacent place type

PARKING/ACCESS

- Dependent on land use and adjacent place type
- Surface parking and Structured Parking
- Access to site via streets and long driveways

Open & Resource (OR)

Open and Resources areas are designed to protect important resource lands and areas with natural hazards, while recognizing that these lands may be privately owned and used.

The Open and Resource designation aims to limit development in areas with significant natural resources, such as river corridors, drainages, riparian and wetland areas, wildlife corridors, floodplains, steep hillsides, and prime farmland, where residential development is considered a secondary use.

These fringe areas, often part of the wildland-urban interface (WUI), serve as buffers between rural residential development and areas preserved for their environmental constraints and recreational opportunities.

LOCAL EXAMPLES

- Portions of the North Hills
- Portions of Grant Creek Neighborhood
- Mount Jumbo Saddle
- Flood Fringe areas in Rattlesnake Creek, Grant Creek, Clark Fork River

BUILDING TYPES

RURAL HOUSE

WORKING LANDS, AGRICULTURAL & FLOOD FRINGE

WILDLAND URBAN INTERFACE

BLOCK PATTERNS

RURAL, EDGE OF STREET SYSTEM

RURAL, FLOOD FRINGE AREAS

Open & Resource

COMMUNITY FORM

BLOCK PATTERN

- Low Connectivity
- Rural Super Grid
- End of the Road System

PARCEL SIZE

Small — Medium — Large

- Typical parcel size is measured in acres

PARCEL COVERAGE

Low — Medium — High

ALLEYS

- Uncommon in existing developments
- Not preferred in new development

PUBLIC PARKS & OPEN SPACE

- Most of the area in this Place Type is greenspace, although most of it is privately owned
- Contains river and creek riparian areas, grassland, and forested area with high habitat value.

Other Green Spaces Include:

- Trailheads
- Natural Surface Trails
- Riparian areas
- River Access Sites
- Private Common Areas

LAND USE

PRIMARY USES

- Agriculture
- Open Space
- Wildland Urban Interface
- Flood Fringe areas

CITY COMPARABLE ZONING

- OP2

COUNTY COMPARABLE LAND USE

- Agriculture
- Working Lands

RESIDENTIAL INTENSITY

Low — Medium — High

COMMERCIAL INTENSITY

Low — Medium — High

An example of the scale of parcel sizes needed to accomodate working lands within Flood Finge areas and agricultural areas

CONSTRAINTS

ENVIRONMENTAL CONSTRAINTS

- Potential to have high environmental constraints such as Floodway, Floodplain, Steep Slopes, High Wildfire Probability

ENVIRONMENTAL IMPACTS

- Development should be limited due to high environmental quality and potential negative impacts

SEWER AND WATER

- Generally not connected to municipal services

OWNERSHIP

- No Covenant Constraints
- Private and Government ownership

BUILT FORM

HOUSING DIVERSITY

Low — Medium — High

Working Lands rely on large parcel sizes with small scale buildings

BUILDING TYPES

- Rural House
- Agricultural Buildings

BUILDING SCALE

House — Half Block — Full Block

BUILDING HEIGHT

- Up to 2 stories

SETBACKS

Small — Medium — Large

MOBILITY

PEDESTRIAN CONNECTIVITY

Low — Medium — High

- Long access roads
- Pedestrian infrastructure generally not available to access

Access and pedestrian infrastructure dependent on attractor

MODAL BALANCE

- Primarily dependent on automobiles for access
- Recreational opportunities involve hiking, biking, and other human powered activities

Pedestrian infrastructure may be present in specific attractors and viewpoints

TRANSIT SERVICES

- Anticipated density not supportive of transit services

STREET TYPES

- Dependent on place type used to access

PARKING/ACCESS

- Surface Parking for special attractors
- Access via streets with long driveways

Parks & Open Space (POS)

These areas are designated for larger parks that are in public ownership, larger common areas that are intended for use by a group of residents, or conservation lands that indicate a partnership between a public group and the private landowner. It is also applied to areas designated in the floodplain.

They contribute to the quality of life of residents and visitors by providing places to gather and recreate, and further the quality of our ecosystems including the tree canopy, waterways, and wildlife habitats.

These places are part of protected land that is intended to remain as parks or natural preserves in perpetuity. This category also includes conservation easements which may not be open for public use.

Small scale parks and common areas are considered a part of the fabric of general surrounding place type they are located within and are not expressly designated through this Place Type.

LOCAL EXAMPLES

- Mount Jumbo
- Caras Park
- Ten Spoon Conservation Easement
- Fort Missoula

BUILDING TYPES & OTHER LAND USES

RECREATIONAL AREAS & FLOODWAY

LARGE & REGIONAL PARKS

OPEN SPACE

BLOCK PATTERNS

NO STREETS PRESENT ACCESS BLOCK PATTERNS DEPENDENT ON ADJACENT PLACE TYPE

Parks & Open Space

COMMUNITY FORM

BLOCK PATTERN

- Not Applicable
- No Roadways present except for emergency access

PARCEL SIZE

Small — Medium — Large

- Typical parcel size is measured in acres

PARCEL COVERAGE

Low — Medium — High

ALLEYS

- Not Applicable

PUBLIC PARKS & OPEN SPACE

Community & Regional Parks contain recreational areas and structures such as:

- Playgrounds
- Shared-Use Paths
- Sports Fields
- Historic Resources

Natural Areas contain

- Important wildlife habitat
- Floodway
- Riparian Corridors
- Natural Surface Trails

LAND USE

PRIMARY USES

- Recreational Opportunities
- Open Space
- Wildland Urban Interface
- Significant Cultural and Environmental Resources

CITY COMPARABLE ZONING

- OP1
- OP3

COUNTY COMPARABLE LAND USE

- Open, Resource and Recreation

RESIDENTIAL INTENSITY

Low — Medium — High

COMMERCIAL INTENSITY

Low — Medium — High

Large Regional Parks provide resources to not only residents but also surrounding counties

CONSTRAINTS

ENVIRONMENTAL CONSTRAINTS

- Very High environmental constraints present
- Land is reserved for Open Space and development is prohibited in perpituity

ENVIRONMENTAL IMPACTS

- Development may be prohibited due to high environmental quality and/or historical and cultural significant sites

SEWER AND WATER

- Large Open Spaces not connected to municipal services
- Community and Regional Parks typically connected to municipal services

OWNERSHIP

- Government Ownership and Conservation easements prohibit residential and commercial development
- Some private ownership may exist in areas

BUILT FORM

HOUSING DIVERSITY

Low — Medium — High

Parks & Open Space example adjacent to the Downtown Place Type

Significant Historical and Cultural Resources present

BUILDING & LAND USE TYPES

- Recreational Uses
- Natural Spaces
- Trailhead Facilities
- Historical Sites
- Event Centers

BUILDING SCALE

House — Half Block — Full Block

BUILDING HEIGHT

- Not Applicable

SETBACKS

Small — Medium — Large

MOBILITY

PEDESTRIAN CONNECTIVITY

Low — Medium — High

- Pedestrian accessibility is generally the priority within the place type, however adjacent place types do not always have good pedestrian connectivity

Access and pedestrian infrastructure dependent on attractor and adjacent Place Type

MODAL BALANCE

- Primarily dependent on automobiles for access
- Walkability is a core value within the Place Type
- Recreational opportunities involve hiking, biking, and other human powered activities

Pedestrian infrastructure may be present to access specific attractors and viewpoints

TRANSIT SERVICES

- Anticipated density not supportive of transit services
- Special attractors present may warrant on-demand transit

STREET TYPES

- Dependent on place type used to access

PARKING/ACCESS

- Surface Parking for special attractors
- Access via streets or trailhead access via street parking

Street Types

A new taxonomy of street classifications, reflecting community goals and sensitive to land use and priority users, Street Types describe what streets should look like and why.

Overview

Streets are the lifelines of any city, shaping its character, providing mobility options, and playing a pivotal role in the overall urban experience. They are public spaces that everyone interacts with on a daily basis. Missoula's well-being, safety, quality of life, and economic resilience hinge on the presence of high-quality streets and efficient transportation networks.

We ask much of our limited right of way. First and foremost, streets move people and goods. They also provide access to businesses, contain urban green space and trees to combat urban heat island effects, deliver utilities and other services to adjacent properties, furnish storage for vehicles and bikes, and facilitate commerce by way of parklet cafes and sidewalk sales. Even within the category of mobility, the needs of people walking, biking, driving personal vehicles, operating buses and other large vehicles, such as freight and emergency services, often conflict. It can be challenging to prioritize these competing interests.

Organizing and classifying streets by shared goals, characteristics, and functions within the network can aid everyone – planners, engineers, policy makers, and the traveling public – in understanding what activities and users each street will prioritize and support. This classification is called **Street Types**.

Building on existing conditions, previous investment, ongoing planning efforts, and adopted policies and goals, we identified and categorized a system of Street Types, a new taxonomy of street classifications based on land use and priority users to reflect the context and character of the land uses they traverse. This street type system will help establish priorities for the design of new streets and retrofitting existing areas.

We followed the lead of similar efforts in other cities while tailoring our approach to the unique needs and aspirations of Missoula and the residents and visitors traveling within it. By classifying streets according to their primary purpose, identifying opportunities while acknowledging constraints, we aim to foster a harmonious coexistence of residents, businesses, and public spaces.

Street classification determines design, and design dictates behavior. This Street Type section classifies Missoula's streets to better match priority users and surrounding land use with context specific, best practice design standards that will help achieve safety, equity, and sustainability goals.

Purpose

The purpose of Street Types is to connect transportation facilities to the land uses they traverse – context – and refocus the design of streets on people. An effective Street Types framework will communicate the characteristics of streets to both professionals and residents, create shared expectations for residents and users, and provide design elements to serve current and future circumstances.

This Street Types plan section aims to accomplish the following objectives:

- Provide a consistent and predictable framework for organizing transportation facility/element designs
- Define operational strategies for various user groups within the transportation system
- Integrate design with surrounding land use context and community goals
- Incorporate life cycle and long-term maintenance requirements and costs into the development process and ultimately the design of transportation facilities
- Simplify transportation infrastructure policy and regulations for greater accessibility and adherence by staff and developers.

Values

The Street Types framework and section is built on a foundation of shared values from the Land Use Plan, Long-Range Transportation Plan, and other guiding documents. Street Types adheres to the following core principle: that City streets and rights-of-way will be accessible, multimodal, attractive, and, above all, safe.

We act to ensure that all people have **full and equal access to opportunities, power and resources**. We commit to being people-centered, where all residents have equitable access to safety, security, health and wellness, education, and economic sustainability.

We develop strategies to provide for **equitable growth** while preserving our sense of place and creating reasonable expectations for change.

We recognize that human health and a healthy natural environment are intrinsically linked. Therefore, we commit to **prioritizing a healthy environment** through policies and solutions that promote sustainable growth, enhance human and ecosystem health, preserve the natural environment, provide for sustainable and equitable transportation options for all and address the climate crisis.

We invest in public infrastructure that supports **safe, vibrant and walkable neighborhoods**; a variety of options for housing; a clean and healthy environment; and a sense of place and belonging.

We strive to **ensure financial sustainability** as the city grows and develops by making informed and intentional decisions with respect to cost of services, construction, long-term liabilities, maintenance, tax base and return on mission.

We make **data-driven decisions** and use metrics to assist us in measuring the performance of street design and program outcomes.

We commit to **eliminating traffic deaths and serious injuries** through adoption of Vision Zero principles and deployment of multi-disciplinary safe systems strategies.

Connection to Plans and Policies

This Street Types approach represents a new framework for organizing the functions and design of Missoula's streets. However, the content of this section and the criteria used for identifying and classifying each type come from previous research, City Council Resolutions, and adopted plans & policies, reflecting thousands of public comments and processes over the past few decades. Some of the more recent plans and policies to have informed the creation of Missoula's Street Types are highlighted here.

Long Range Transportation Plan

The **LRTP** sets the regional vision for transportation and mobility for Missoula. In addition to establishing core goals for our transportation system, the LRTP also establishes a fiscally constrained list of recommended projects to meet the needs of growth detailed in this Land Use Plan, as well as provides direction for programs and policies to support existing or emerging transportation needs.

Through scenario planning and evaluation of different sets of projects, the 2020 *Missoula Connect* LRTP demonstrated that the more compact development occurs, the more sustainable and efficient our transportation system becomes. The recommended list of projects in *Missoula Connect* is designed to support that strategy of "focusing" our growth inward. The 2024 update to the LRTP, which is ongoing as of the time of this Land Use Plan adoption, is further refining project recommendations and policies to match the City's vision and plan for growth.

One core policy recommended in *Missoula Connect* LRTP is to evaluate and update how streets are classified and designed to better match the context of surrounding development, and to support the region's mode split goals of tripling the rate of biking and walking, and quadrupling transit trips. In order to meet current needs of our transportation system, *Missoula Connect* recommended the city develop a new "Street Types" plan to provide a "more nuanced approach to managing the transportation system" in pursuit of the LRTP goals.

Complete Streets

Missoula adopted an award-winning **Complete Streets** policy in 2016 that laid out a vision of a safe, reliable, efficient, integrated, and connected multimodal transportation system that best enables access, mobility, economic development, aesthetics, health, and well-being for people of all ages and abilities. It states further that Missoula's transportation system shall be designed in ways that, to the greatest extent possible, ensure the safety, security, comfort, and convenience of pedestrians, bicyclists, public transit/paratransit users, assistive mobility device users, motorists, emergency responders, and routine commercial service providers. From the policy:

> When there are conflicting needs among users and modes, the following prioritization will apply:
>
> 1. Safety is paramount, followed by mobility;
> 2. Pedestrians shall come first citywide, followed by other most vulnerable types of users, including bicyclists and transit users; and finally,
> 3. Seek balance among all modes involved. It is recognized that all modes cannot receive the same type of accommodation and space on every street, but the overall goal is that everyone – young, old, and of varying ability – can safely, comfortably, and conveniently travel across the network.

This Street Types section refines the Complete Streets policy's prioritization list by classifying streets and tailoring their design to their specific purposes and contexts within the community. For example, the approach to placing pedestrians first will differ between Street Types and does not mean providing the same level of service across the entire city. A Neighborhood Residential street prioritizes the

pedestrian environment by creating calm, safe spaces and a high-quality pedestrian environment. Whereas Regional Connectors, with higher vehicle volumes and speeds, prioritize pedestrian safety through greater separation and enhanced crossings. The Street Types and accompanying design manual also provide additional guidance for practitioners when faced with constraints and the need to make trade-offs.

Community Transportation Safety Plan, Vision Zero, Safe Speeds on City Streets

Missoula's 2013 **Community Transportation Safety Plan (CTSP)** established a "Towards Zero Deaths" vision and developed the short-term goal of reducing the 5-year rolling average of fatal and serious injuries by 25%. The updated 2019 CTSP reported a 48% decrease in the 5 years of the plan being in place, nearly doubling the goal. Following the Montana Department of Transportation's (MDT) lead, the 2019 CTSP adopted a multidisciplinary "Vision Zero" strategy and set the same short-term goal of reducing the 5-year average of fatal and serious injuries by 25% by 2023.

In 2020, the city published a white paper titled **"Safe Speeds on City Streets"** that examined the role of vehicle speeds on transportation safety, reviewed best practices for maintaining appropriate speeds on city streets, and revised the traffic calming program to improve process and effectiveness, reducing crash risks on neighborhood streets.

In 2022, the Missoula City Council adopted a resolution further enshrining Vision Zero as a core guiding principle for the design, construction, and maintenance of right of way. It directed staff to consider safety as the highest priority when balancing competing needs. The resolution also directed staff to develop a comprehensive set of policies and standards for surface transportation improvements that prioritizes safety, urban context, equity, and multimodal travel throughout the city. This Street Types section serves as the policy element of this request.

A 2024 review of safety data found that the 5-year average of fatal and serious injuries actually increased from 2019-2023, with severe crashes reaching their highest levels in over a decade during post-pandemic recovery, erasing the progress made over the previous 5 years. The report noted that pedestrians are particularly vulnerable, and 2022's fatal and serious injury pedestrian crashes were nearly double those of any in the previous 20 years. A street type framework provides designers with the tools to provide safety measures appropriate to the context of each street. Improving safety is the primary goal of Missoula's Street Types.

Link to Functional Class

The traditional functional classification designates streets based on their primary role within the transportation system, typically categorizing them as arterial, collector, or local streets. Heavily affected by existing and projected traffic volumes, these classifications influence nearly every aspect of the multimodal transportation system, from project planning and development to striping and emergency response times.

Street Types further refine functional classifications by considering local planning goals and policies, current and future land uses, and the holistic system needs to include walking, biking, transit, emergency services, freight, passenger vehicles, maintenance plans, and neighborhood compatibility.

Although the underlying functional classes remain, the new types are named for the scale of the role they play in the transportation network and the land use, or place type, they traverse. With some exceptions, the functional classes generally translate as:

LOCAL	→	NEIGHBORHOOD
COLLECTOR	→	COMMUNITY
ARTERIAL	→	REGIONAL

Some arterials are classified at the "Community" scale, and some collectors are classified at the "Neighborhood" scale. New street classifications influence design decisions, but do not affect Federal Highway or Urban System designations.

Transportation Facilities Plans

In addition to the LRTP, the City and the Missoula Urban Transportation District (MUTD) have adopted facilities master plans for biking, walking, and transit service. Many of the typical treatments recommended for each type come from these plans.

Building on Missoula's long history of planning for bicycle travel, the Bicycle Facilities Master Plan (BFMP) identifies gaps in the network and recommends a suite of projects to fill those gaps and encourage more cycling. The BFMP includes a "Facility Selection Guide" to determine which bike facilities are safe, comfortable, and convenient for people of all ages and abilities according to the vehicle speeds, volumes, and number of lanes of a given street. The National Association of City Transportation Officials (NACTO) published a similar guide that includes additional context such as congestion levels, parking pressure, and type/location of pedestrian facilities. These two guides form the basis for the bicycle facility recommendations in each street type.

The **Pedestrian Facilities Master Plan (PFMP)** catalogs the presence/absence and condition of every sidewalk in the city. With a focus on safety, accessibility, and public health, it uses a combination of demographics, proximity to attractors, and densities of population and employment to assign priority needs scores across the community. Intersection risks were scored by vehicle speeds, volumes, number of lanes, and presence of crossing treatments, and the plan included recommended countermeasures to improve safety and connectivity. The implementation section recommended updating local design guides to reflect best practices, including the consideration of user comfort, and the incorporation of green infrastructure into pedestrian facilities such as street trees, appropriate drainage, and landscaping. These recommendations help frame the pedestrian focus of each street type.

In 2018 MUTD adopted a **Strategic Master Plan** for its transit service, Mountain Line. The result of a yearlong effort to understand the views and desires of the community on how to grow its transit network, and the role transit should play in the region's growth, the Strategic Plan identified four distinct phases of near-term service changes, long-term vision, and plans to address community growth and capital improvement needs. It also developed a Primary Transit Network (PTN) that includes of all the corridors that are likely to have frequent, all-day service in 2043. The PTN is described as "the transit network on which to build the city" and it informs the Transit Emphasis here. Having accomplished several of the plan's goals, MUTD is in the process of updating the Strategic Plan as of the adoption of this Land Use Plan.

Missoula's Parks & Recreation Department is developing a **Parks, Recreation, Trails, and Open Space Plan** (PROST) concurrently with this Land Use plan. Though the trail system, especially the network of Primary Commuter Trails, form the backbone of the multimodal network, this Street Types section is only concerned with the design and development of facilities within the right of way. Shared Use Paths are covered in more detail in the PROST plan.

Area Master Plans

The area plans for Missoula's growing neighborhoods and corridors call for a higher level of street design than what is currently outlined in the city's subdivision regulations and public works manual. Each plan emphasizes the need for streets that do more than facilitate vehicle travel; they envision streets as essential public spaces that promote placemaking, community, and comfortable circulation for all users and modes. These documents advocate for design elements such as narrower travel lanes, pedestrian crossings, complete streets, and street trees. They reflect a shift towards creating streets that prioritize livability, connectivity, and community, and they underscore the need to update standards to support these goals.

The **Missoula's Downtown Master Plan** presents an illustrative vision for enhancing street design, character, pedestrian safety, and livability in Missoula's downtown. The plan proposes specific projects - such as the conversion of Front and Main streets to two-way traffic - and envisions a "shared street" designed to accommodate all users and create a pedestrian-friendly atmosphere. Street design elements include street trees for shade, bioswales for improved drainage, wide sidewalks to accommodate outdoor dining, public seating, and activated alleys. These design elements are reflected in the Community Mixed-Use and Community Residential Street Types, dependent on their specific locations within downtown Missoula.

The **Midtown Master Plan** emphasizes mobility and connectivity through enhancements to key Missoula corridors. These improvements focus on creating a more accessible environment for pedestrians, cyclists, and transit users. The plan proposes corridor crossings at critical points to improve the safety and security. On Brooks Street, Mount Avenue/14th, and Bancroft Street, the plan suggests implementing strategies to streamline traffic flow by eliminating redundant street connections, reconfiguring intersections, and

consolidating private driveway curb cuts. The plan area would also benefit from improved signage, wayfinding, and placemaking to improve the experience of all users. This is reflected in the Regional Connector Street Type.

The **Sx^{w}tpqyen (Mullan Area Neighborhoods) Master Plan** highlights street design that balances capacity and character, making streets not just corridors for travel but also comfortable public spaces. Streets are envisioned as places where people gather, socialize, shop, and travel. Design elements include narrower travel lanes, on-street parking, shorter curb radii, and wide, tree-lined sidewalks to create comfortable spaces for walking, particularly near neighborhood centers, schools, and parks. The plan encourages traffic-calming measures to slow vehicle speeds and improve safety. The Sx^{w}tpqyen form-based code introduced a variety of Street Types. However, the implementation of these types has revealed certain limitations related to their number and challenges in interpretation. The number of Street Types has been reduced and focused, simplifying the process and making it easier to implement design consistently.

The **North Reserve - Scott Street Master Plan** prioritizes improving multi-modal access to improve connectivity within the plan area and to the broader regional transportation network. Recommended capital projects include the development of non-motorized infrastructure, such as trails, bike lanes, and sidewalks, connecting to the regional trail system. The plan notes the importance of increasing non-motorized access across key barriers, such as the railway and Interstate corridor.

The **Envision West Broadway Community Master Plan** utilizes street design to create a balance between mobility and placemaking. Key design elements include wide sidewalks, street trees, and slower vehicle speeds to create pedestrian-friendly environments. The plan notes the importance of smaller block sizes to improve walkability, allowing for more street frontage and more frequent street crossings. To maintain walkability, the plan encourages narrow curb-to-curb widths, on-street parking, and building close to the street edge.

The **East Missoula Highway 200 Corridor Plan** addresses the unique needs of the corridor by developing solutions for its three distinct segments: Van Buren, the Railroad Crossing and I-90 Interchanges, East Missoula, and Sha-Ron. Through technical analysis and public participation, the plan notes the need for improvements that enhance safety, particularly for pedestrians and bicyclists, while also respecting the character of each segment.

The **Russell Street/South 3rd Street** Environmental Impact Statement proposes significant improvements to enhance traffic flow, safety, and access along the corridor. The design includes two northbound and two southbound travel lanes, complemented by raised medians, center turn lanes, and signalized intersections at key crossings. This design is reflected in the corridor's street type; Regional Mixed-Use.

Previous Land Use Plan

Missoula's Growth Policy, originally adopted as **Our Missoula 2035** in 2015, includes a Future Land Use Map (FLUM) that defines land use designations aligned with the city's long-term vision. The FLUM informs the zoning districts and regulations guiding Missoula's development. This foundational plan, often called a Land Use Plan or Growth Policy, outlines strategies for urban growth over the next 20 years, ensuring the city's development aligns with community priorities.

Goals

Grounded in the principles, values, and visions outlined in the above plans and policies, Street Types guide the development, design, construction, and maintenance of Missoula's streets to create a transportation system that will:

- Ensure safety and accessibility for people of all ages and abilities,
- Be thoughtfully designed and maintained for long-term investment,
- Foster collaboration among city agencies, communities, and stakeholders in its development,
- Provide access for all to city amenities,
- Expand travel options to boost mobility and improve public health,
- Strengthen community bonds by encouraging human interaction and reflecting local character,
- Support a thriving local and regional economy by facilitating the delivery of goods and emergency services,
- Protect and enhance environmental quality, particularly water and air, as guaranteed by the state constitution,
- Be resilient to the effects of climate change, and
- Embrace innovation and encourage continuous improvement through measurement and evaluation.

There are specific policy goals and targets that apply to the development and implementation of Missoula's Street Types. Specifically, transportation infrastructure should promote:

Vision Zero: Eliminating all traffic related fatalities and serious injuries.

Mode Share: Reducing single-occupancy vehicle travel from a 70% drive-alone commute rate to 34% by 2045 by providing safe, comfortable, and convenient facilities for people walking, biking, and using transit to achieve 12% transit, 18% walking, and 15% biking commute rates, with smaller increases to carpool/rideshare and work from home trips. These targets are for the community as a whole and some streets and types will necessarily have different mode shares.

Equity and Community Connections: Ensuring transportation options are available, accessible, affordable, and dependable for all people to meet their travel needs regardless of age, ability, race, ethnicity, or economic status.

Health: Enabling and encouraging walking, bicycling and other forms of active transportation. Missoula's transportation network should contribute to reductions in childhood and adult obesity and improve public health outcomes.

Climate Resilience and Air Quality: Reducing transportation related emissions and particulate matter by reducing Vehicle Miles Traveled (VMT) through the increased use of transit, shared vehicles, and non-motorized transportation; **Strengthening stormwater management practices to mitigate flooding risks and improve water quality; Managing ROW runoff while reducing nonpoint source pollution through integrating green infrastructure;** Improving and maintaining the urban forest.

Implementation

The Street Types framework applies to new development and reconstruction of existing infrastructure and will therefore be implemented by government agencies and the private sector. Street Types provides guidance for what streets should look like to accomplish the transportation, land use, and climate goals outlined in this Land Use Plan. However, much of the city's infrastructure has been at least partially established and there may be limited opportunities to transition to a different vision in some infill contexts.

When constructing a transportation project, planners, engineers, and other designers should make every effort to achieve the design objectives for each street type. This may look different depending on place type, scale of project, or how far the existing conditions deviate from the type's goals. It may involve fully reconfiguring the street, installing partial infrastructure, or utilizing quick-build techniques such as paint and bollards. The development code specifies exactly when and where Street Types must be implemented. The Public Works Standards & Specifications Manual provides guidance on exactly how. This section, by laying out goals and objectives for the entire network and each street within, sets the foundation from which the code and design manual are built. The subsections below elucidate how Street Types will be measured, what constraints designers may face, and how other types of right of way may help achieve the community's goals.

Performance Measures and Evaluation

The evaluation and monitoring of transportation projects is necessary to ensure alignment with city priorities and the street type goals outlined in this section. City staff will collect and analyze metrics as they relate to measures of project success and will be charged with monitoring the results of street type projects. The following measures will be used to monitor the performance of the street network and verify projects are progressing toward street type goals. In addition, the Street Types established in this document each have their own objectives and desired outcomes, and completed projects will be evaluated on how well they meet these project specific metrics. Staff will compile findings into a biennial report or updates to transportation plans, such as the Pedestrian and Bicycle Facilities Master Plans or the LRTP. This evaluation ensures that transportation projects enhance the functionality and character of the street network while meeting street type goals.

Safety: It is the intent of this document to provide safe street designs in order to eliminate serious injuries and fatalities on Missoula streets, as adopted in the city's Vision Zero policy. A successful project will result in a reduction in total crashes, serious and fatal crashes, and crashes involving pedestrians and cyclists. Crash data will be evaluated both before and after construction. Additionally, vehicle speed and volume will be monitored using traffic counters to ensure speeds and volumes align with the street's intended use.

Mode Share: A successful project will support a range of transportation options, ensuring that streets

accommodate different modes of travel in ways that align with the intended functions outlined for each type. The number of vehicle, walking, rolling, and biking trips will be counted pre- and post-construction. Projects should demonstrate an increase in walking, rolling, biking, and transit ridership on streets where appropriate.

Community Connections and Equity: Projects should enhance access, connectivity, and opportunities in underinvested neighborhoods, "Invest Health" neighborhoods, and transportation equity areas. Increased development, access to jobs, and broader access to opportunities in the project area will serve as indicators of project success. Where needed, projects should result in an increase in ADA-compliant and universally designed facilities.

Health: Transportation projects play a critical role in promoting public health by improving access to key community resources. A successful project should increase safe connections to resources such as schools, daycares, healthcare facilities, trails, grocery stores, and parks. Projects should encourage increased physical activity by boosting the number of walking, biking, and rolling trips and facilitating healthier, more active travel.

Climate Resilience and Air Quality: Projects should contribute to climate resilience and air quality improvement through measures such as planting new street trees, increasing shade and reducing urban heat island effect, and managing stormwater appropriately, including pretreatment. Successful projects should contribute to improved air quality in the region, align with regional goals for reducing vehicle miles traveled (VMT), and be monitored to ensure the transportation system meets emission reduction and climate goals.

Constraints

The Street Type framework and descriptions laid out in this section will be implemented through the development code and design guidelines in the Public Works Standards & Specifications Manual. Street Types is not establishing design requirements, but rather setting up design policies, priorities, and guidelines. Upon implementation of street type design, various constraints may limit the ability to fully achieve the type's preferred cross-section. In these circumstances, priority must be given to design elements that ensure the critical functions and goals of the street type are met. The following are examples of possible constraints that could limit the ability to achieve all preferred design elements of a street type:

Right-of-Way: The limited availability of right-of-way can spatially limit street design. In cases where the right-of-way is restricted, it is important to prioritize design elements that align with the specific goals and objectives of that street type. Vulnerable user safety is always the highest priority.

Utilities: The presence of utilities within the right-of-way can impact the placement of surface transportation elements. Utility infrastructure may require adjustments to street design to accommodate maintenance access or safety considerations. Whenever possible, utilities should be located so as to not impact the ability to include prioritized design elements. Utilities should be placed underground to be resilient to climate and weather impacts like big storms and wind, and should be installed in a manner and location that does not interfere with street trees or preclude other planned infrastructure such as protected bike lanes, lighting, stormwater systems, and street trees, etc.

Physical Features: Natural features such as slope, water bodies, and vegetation can impose additional constraints on the design and layout of streets. These features may require alteration of the preferred cross-section to preserve environmental quality while maintaining functional street design.

When a project must address constraints, the primary function of the street type should be prioritized. The "Design Objectives" of each street type (as shown in a callout box on each type page) establish a hierarchy of priorities that should guide decision making in circumstances where constraints limit the ability to implement the preferred cross-section. These objectives rank the most important elements for each street type—such as low speed and volumes on Neighborhood Residential streets—and provide a framework for prioritizing improvements. Design Objectives are ranked numerically to ensure that the most critical elements for the street's function and character are prioritized.

Alleys and Other Specialized Streets

The Street Types identified and classified in this section include only those streets that are open to the public and have reasonable expectations of shared goals, functions, and characteristics within each type. There are, and will continue to be differences in the design of streets within the same type; for example, the one-way Neighborhood Mixed-Use (NMU) streets in the Northside look and feel different than the wide NMU slant streets. Still, these streets share enough commonality in their uses, scales, and roles within the transportation system that they can be classified together. There are some streets however, that do not fit within this classification system. Street Types do not include private streets, alleys, or other public rights-of-way that have a more specialized role in the transportation network.

Alleys

Alleys are common in the older parts of Missoula and are important features in newer neighborhoods that follow traditional building patterns. They have a range of sizes and function primarily as support to adjacent properties. They carry utilities, facilitate trash, recycling, and compost removal, and increasingly, enhance infill development, such as ADUs or small multi-dwelling housing, by concentrating vehicle access to reduce the number and improve the design of conflict points along street frontages.

Alleys can serve as primary fire access to buildings that cannot be reached effectively from the street, and this has dual implications. On one hand, fire-accessible alleys can facilitate greater building heights and densities. On the other hand, fire-accessible alleys can allow street designers to narrow or even remove vehicular lanes from streets. Most alleys allow two-way travel, despite their narrowness. However, some alleys are one ways to better facilitate deliveries and pedestrian safety. In downtown, alleys can even have entrances to stores and restaurants, and the Downtown Master Plan includes an appendix on alley activation, encouraging additional placemaking, connectivity, and overall utilization of these valuable resources.

Despite alleys playing such an important role in the urban environment, they are not classified as a distinct street type. The range of functions alleys are expected to serve varies significantly and cannot be clearly differentiated by location (place type), size, or intensity of use. The benefits afforded by alleys are not equal across Place Types.

Trails

Though trails are integral to the multimodal transportation network, and some streets may include paths shared by people biking and walking instead of sidewalks and bike lanes, trails are not considered a type unto themselves within the Street Type section. The PROST plan, in progress at the time of this Land Use Plan adoption, develops a trail typology that will integrate similar considerations as the Street Types.

Woonerf/Trail Streets

A "woonerf" - literally translated from Dutch as "living street" or "residential yard" - is a street that deemphasizes automobiles through design such that vehicle speeds should be no faster than a brisk walking pace. Typical treatments include very narrow, shared vehicle travel lanes, physical obstructions such as trees or large planters, infrequent but highly visible vehicle parking spaces, atypical pavement treatment such as textured concrete or brick, and lack of curbs and other integrated stormwater management.

Trail Streets are a type of street envisioned in the Sx^{w}tpqyen Area Form Based Code that only include a shared use path for people biking and walking, green space, and trees, and do not include any space for motor vehicles.

Despite both Street Types potentially contributing to Missoula's transportation goals, this Street Types section does not identify them as specific types. This is because, in a vacuum, neither street is feasible due to requirements of International Fire Code and the need to provide delivery and other access to each property. However, the design and application of woonerf and trail streets may be possible on Neighborhood Residential or Neighborhood Greenway streets given the challenges and considerations in providing fire, emergency, delivery, and other access can be mitigated, such as through the use of adequately wide alleys, parking lots, or double-fronted lots.

Park Access Streets

Streets that access parks and open spaces, such as Minckler Loop, Guardsmen Lane, and Green Guidon Lane, have not been classified within the Street Types framework. These streets are certainly important for people accessing the resources along or at the end of them. However, their functions, constraints, and therefore designs, are so influenced by the parks they support, that it is not effective to assign them a certain type. Neighborhood Residential is not appropriate, as these streets do not serve residential uses. Neighborhood Greenway is not appropriate, as these streets do not play a greater role in the non-motorized network. Neighborhood Mixed-Use is not appropriate as it does not convey the emphasis on non-motorized travel typically desired on park access routes. Community and Regional scale Street Types are not appropriate, as these streets should typically have lower speeds and volumes than Community and Residential streets will support. Instead, when designing streets whose primary purpose is providing access to park and open space facilities, Parks & Recreation, Public Works & Mobility, and other relevant agencies should work together to ensure the

streets meet safety, accessibility, and mobility goals.

Street Types Framework

Missoula's Street Types were developed through consideration of similar plans from several communities and analysis of local planning and policy documents, regulations, data sources, and other critical criteria to develop designations that each recognize land use, multimodal transportation, and the various functions streets are required to perform. The eight resulting types are differentiated by their scale (size, multimodal volumes, level of development intensity), role within overlapping transportation networks (pedestrian, bicycle, transit, passenger vehicle, fire and emergency service vehicles, freight), and the land uses (residential, commercial, industrial) they traverse and serve.

Each type includes detailed descriptions of purpose, mode emphasis, function priority, connection to Place Types, design objectives, typical treatments, target metrics, example streets, and potential cross sections.

Mode Emphasis

Missoula has long maintained the assertion that people walking and biking must be the priority when designing and constructing transportation facilities, despite much of the existing built environment prioritizing the convenience of people inside vehicles over the safety of people outside them.

Passenger vehicles will continue to be a part of the transportation landscape for years to come. However, this Land Use Plan, ambitious safety and mode split goals, and emerging mobility technology all set the stage for a more vibrant, walkable, and urbanized Missoula. This Street Types section and subsequent development of code and design guidelines reinforce this shift.

The inverted pyramid describes the general hierarchy of mode emphasis in Missoula's transportation system and this Street Types framework further guides implementation. At the top of the pyramid, pedestrians receive the highest emphasis. However, that does not mean pedestrian level of service is the highest in all locations and on all Street Types. For example, Industrial streets may not have high volumes of pedestrians at all, and serving pedestrian trips is not the highest priority of the street. Rather, this image serves to remind designers that Industrial streets may require greater attention to pedestrian safety precisely because they are not as abundant and the large vehicles that are present greater risk in the event of a crash.

Many Missoula streets do and will continue to carry high volumes of motor vehicles, and major changes to the design or operations of the highest volume streets – Regional Connectors and Regional Mixed Use – will require significant study, collaboration with the Montana Department of Transportation and/or other agencies, and public process. This section describes ways to generally make streets multimodal and more conducive to our most vulnerable roadway users, especially in residential and commercial Place Types.

Each street type description includes a section on mode priority, which outlines how different modes of transportation are generally regarded when designing a street of that type. The "sliders" range from low to high.

Pedestrian Environment

No matter how someone chooses to get around, everyone is a pedestrian at some point in their journey. The chances of someone being able-bodied their entire life are slim to none. All streets should therefore be safe, comfortable, and convenient for people of all ages and abilities to walk and roll along and across. Creating streets that not only support but encourage pedestrian travel requires:

- High quality sidewalks,
- Separation from the travel way by parked cars, protected bike lanes, vertical curbs and/or boulevards with street trees,
- Shade from street trees,
- Frequent and enhanced crosswalks to encourage pedestrian crossing where desired,
- Reduced crossing distances,
- Accessible features such as curb ramps, raised crossings, push button Accessible Pedestrian Signals, etc.,
- Pedestrian-scale lighting, and
- Visual stimulation and aesthetically pleasing environments.

Each street type lays out the priority of pedestrians and identifies key treatments that should be considered on that type. City design guides and standards should rely on federal, state, and local facility selection guides when choosing how to best serve pedestrians.

Bicycles and Micromobility

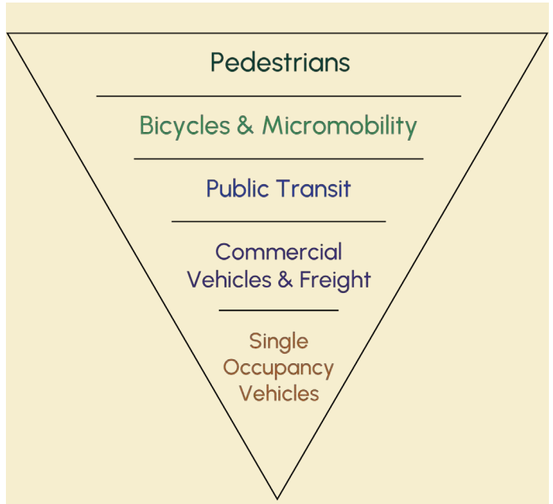
For decades, Missoulians have cycled at some of the highest commuting rates in the U.S. High ridership is due in part to the city's compact, flat valley, mild climate, and connected grid – which offer short distances, a long cycling season, and multiple routes – and as a result of decades of planning, facility development, and other concerted efforts to promote and encourage bicycling.

Though the Land Use plan envisions a walkable, transit-friendly city, in the short term, bicycles and other low-speed micromobility options remain the most viable alternative to cars. Current distances between destinations and existing infrastructure until the city becomes more urbanized, services are closer to homes, and density supports more frequent and reliable transit service. E-bikes and improved bike facilities further lower barriers to cycling.

There are five key design principles for a successful bike network and associated infrastructure:

- **Cohesion:** Enable biking from anywhere to everywhere.
- **Directness:** Keep routes short, free flowing, and free of detours.
- **Safety:** Ensure cycling is statistically safe and perceived as safe, often requiring separated facilities and improved crossings.
- **Comfort:** Provide a comfortable experience with smooth surfaces, minimal stops, and clear, intuitive infrastructure, often separated from vehicle traffic and shaded with street trees, offering a reduced level of stress
- **Attractiveness:** Enhance cycling activity with aesthetically pleasing environments and high-quality infrastructure.

Each street type emphasizes bicycles to varying degrees and outlines key treatments to promote cycling by people of all ages and abilities. Planners, engineers, and developers should also use national, state, and local facility selection guides when designing specific projects.



Transit Emphasis

Missoula adopted a goal of quadrupling the percentage of people commuting by transit by 2045. To meet this goal, transit service must be more frequent, extend longer hours, and get people where they need to go in a timely manner. Emphasizing transit through infrastructure design can improve existing service, increase ridership, and enhance the quality of life for people who use it.

Transit emphasis is assigned to the Primary Transit Network, defined as streets intended to see service frequency of 15 minutes or better and streets currently planned for bus rapid transit by 2045. These high frequency transit routes typically run along streets classified as Community Mixed-Use, Community Residential, Regional Mixed-Use, and Regional Connector. Though not all streets of these types are on the PTN, transit vehicles on these streets are more likely to encounter congestion or delay which could in turn cause unreliable transit service. Therefore, extra consideration of design and operations must be taken to ensure transit is prioritized. Streets designed for Transit Emphasis may moderately impact the flow of other traffic. These streets may be less appealing to bicyclists as well. However, with careful design, bicycles and transit vehicles can share a street with quality and comfortable facilities for each while also ensuring access for light duty vehicles, freight, and emergency services. Pedestrian accommodation should not be compromised on Transit emphasis streets; stop improvements may be needed to enhance pedestrian access to and from transit stops.

Design treatments that emphasize transit include:

- Appropriate lane widths for buses,
- Relocated transit stops,
- Enhanced stop amenities,
- Signal priority and preemption,
- Bus bulb outs/in lane stops,
- Queue jump lanes at intersections, and/or dedicated transit lanes.

Transportation officials should work closely with Mountain Line on any project that retrofits or designs new transit infrastructure to ensure alignment of goals and priorities.

Freight and Truck Routes

Missoula is a regional commerce hub requiring the frequent delivery of goods and services by large

trucks. It is also located along several state and interstate highways serving an even greater area for freight traffic. Missoula's streets must accommodate large vehicles including trucks and freight along much of Missoula's network.

However, similar to fire trucks, streets that facilitate the easy passage of commercial trucks and freight vehicles are often not conducive to the safety and enjoyment of people who live, work, and play along them.

Street designs that meet the needs of fire apparatus can typically accommodate large vehicles like sanitation, construction, and delivery trucks. Though these large non-emergency vehicles do not have the benefit of lights, sirens, and signal preemptions that fire trucks enjoy, each street type considers and allows for the safe, if sometime inconvenient, use of these vehicles.

Larger freight and shipping trucks should primarily stay on Community Mixed-Use, Regional Connector, Regional Mixed Use, and Industrial streets. Neighborhood Mixed-Use streets serving industrial uses may also expect freight traffic. Trucks are allowed upon any street where necessary to the conduct of business at a destination point; provided, that streets classified as Community or higher are used until reaching the intersection nearest the destination point.

Functions and Priorities

In some areas, the right-of-way should emphasize vibrant and comfortable spaces for recreation, dining, and travel. In others, the priority might be on efficiently moving people and goods, whether by bus, bike, car, or freight. Each typology ensures safe spaces that address all five key functions of the right-of-way outlined here.

Person Mobility

The movement of people on foot, using mobility devices (like wheelchairs, scooters, skateboards, walkers, and canes), or bicycling. Streets that prioritize personal mobility allocate more space to sidewalks, corners, bike lanes, trails, crossings, and accessible routes. As per adopted plans and policies, person mobility is considered the foremost function of the public right-of-way in all urban contexts.

Vehicle Mobility

The movement of people and goods in vehicles, whether operated by transit agencies, private individuals, or delivery services. Streets that are designed to or are expected to carry higher vehicular traffic volumes and thus allocate space for travel lanes, bus lanes, and turn lanes, but must do so without compromising safety or utility for other uses.

Greening

Enhancing livability, providing shade, and promoting environmental sustainability through street trees and vegetation. Streets that focus on greening often feature larger and more numerous landscaped boulevards and medians, additional street trees, planter boxes, and green stormwater infrastructure.

Placemaking

Designing spaces where people enjoy sitting, lingering, observing, participating, eating, drinking, and engaging in other activities, both commercial and non, enhances public health, safety, and enjoyment. Prioritizing placemaking emphasizes creating lively and vibrant environments. This approach transforms streets from mere corridors into destinations with features such as seating, tables, play areas, food options, and artwork.

Curbside Activity

As the transition zone between moving and staying, the areas just in front of and behind the curb can be a source of conflict and competition. Potential uses include vehicle parking, bike parking, bus stops, electric vehicle charging, loading zones, sandwich boards/signs, parking meters, street trees, light poles. Though the amount of competing interest for this space is more dependent on place type than street type, prioritizing a diversity of curbside uses is a way to maximize the right of way.

Fire and Emergency Services

These street typologies were developed with help from the Missoula Fire Department to ensure direct, timely emergency service response to the entire community.

With the goal of creating safe, enjoyable, multimodal streets that enhance the places they serve, the Street Types promote designs that involve traffic calming, right-sizing lanes, boulevards with street trees, and other treatments which change the environment and slow cars.

At the same time, emergency responders, particularly Fire, must arrive at the scene of an emergency as quickly as possible and often require physical space to deploy equipment when they do. Narrower, slower streets can be seen as hindering emergency response. However, through innovative and collaborative design processes, proper street design can serve multiple purposes and create flexible facilities that function well for emergency response and enhance the sense of place in a community.

Each street typology, as described in this section and further detailed in the accompanying design guide, is intended to encourage and enhance non-motorized travel, improve safety through reduced vehicle speeds, and bolster the neighborhoods they pass through. They also all meet International Fire Code requirements, and streets along the priority fire network, such as those designated Community and Regional, have fewer traffic calming tools available to be implemented on these streets.

As Missoula continues to urbanize, transportation infrastructure must meet the safety, accessibility, and mobility needs of all users. Planners, engineers, fire officials, developers, residents, and other stakeholders must therefore collaborate to create healthy and livable streets that facilitate critical emergency response.

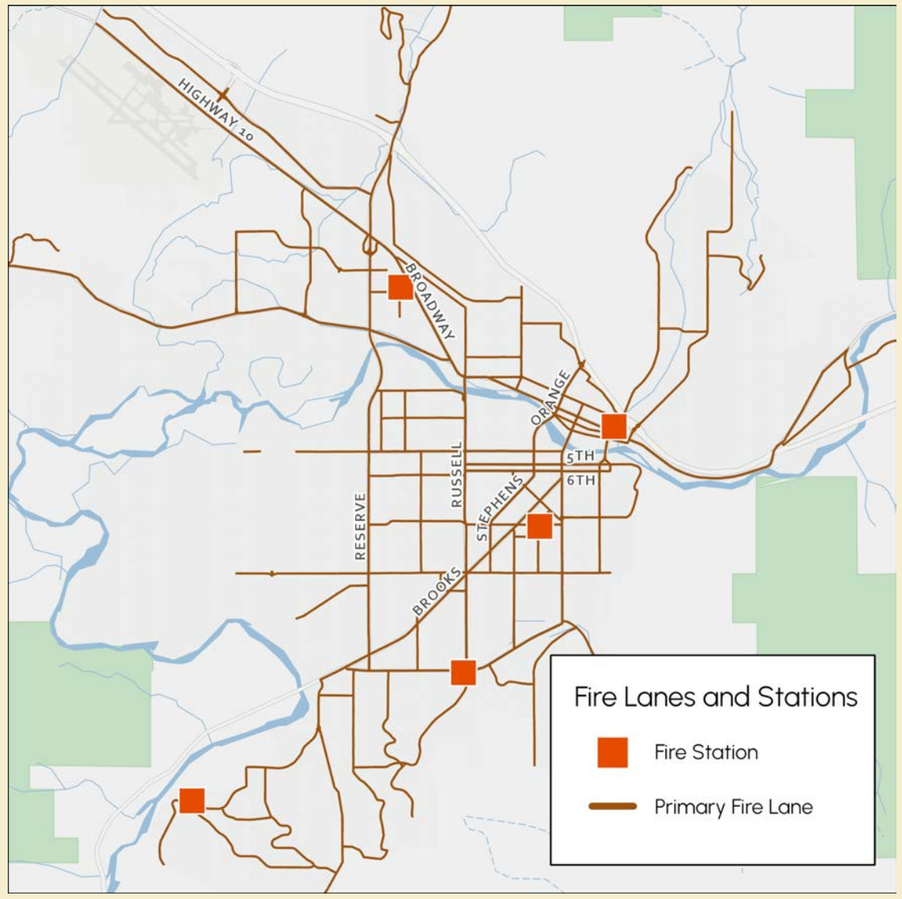


Figure 28.
Fire Lanes and Stations

Design Elements and Typical Treatments

Street design has a major impact on user behavior and strongly influences how safe and easy it is to cross, how efficient it is for buses and cars, and how comfortable it is for people to stop, shop, recreate, and visit with friends and family. Each street type includes guidelines to help the City determine which combinations, sizes, and configurations of design elements should be included on which streets.

Speed Limit

This important factor of streets has implications to safety for all users but most notably bicyclists, pedestrians and transit users. The Street Types defines both posted speed limits and supporting design characteristics that influence drivers to travel at an appropriate speed for the context. This is commonly called design speed and implement with the primary goal of improving safety. Speed limit and design speed vary depending on type, it's the mode emphasis status and surrounding context.

Lane Width

Driving lanes vary across Missoula's roadway network to service different vehicle types and street functions. Each street type must meet lane-width standards that allow for accessibility for emergency services but vary across types to support goals of safety, speed limit and design speed and multi-modal transportation accessibility.

Number of Lanes

Streets should balance the number of lanes needed to serve vehicles with the other functions of safely and efficiently moving pedestrians, bicyclists, and transit users, and supporting adjacent businesses through on-street parking and other curbside activity. Peak hour level of service should not be the factor by which designers select the number of lanes on a given street or intersection.

Pedestrian Facilities

Pedestrian facilities most commonly seen in the form of sidewalks and crosswalks are tailored to each street type to maximize comfort and accessibility. Sidewalks, crosswalks and boulevard planting strip designs vary across the types to optimize safety in relation to vehicle travel speed and volumes as well as access to surrounding Place Types. The most significant design difference between types is the width of sidewalks.

Traffic Calming

Traffic calming is a term used to describe design interventions implemented to slow down vehicle speeds thus supporting a design speed, improving safety and comfort for bicyclists and pedestrians. Traffic calming measures vary depending on type but include traffic circles, curb bulbouts and radius, stop signs, narrowed lane-withs and more. Traffic calming is a key focus for neighborhood scale Street Types and their intersections with community and regional scale Street Types.

Bike Facilities

Facilities dedicated to bicyclist, most commonly seen in the form of bike lanes vary across each type. Facility type and design vary from shared-use paths to standard on street bike lanes. Design considers the vehicle travel speed and volumes for the level of protection necessary for bicyclist comfort and safety. At neighborhood scale Street Types bike facilities may not be needed due to the slow speeds and volumes whereas with Neighborhood Greenways, these characteristics are further emphasized to create a safe and convenient bicycle travel network.

On-Street Parking

On-street parking is an essential form of access to many homes, businesses, and recreation destinations across Missoula, and will become increasingly utilized as Missoula focuses inward. Neighborhood- and Community-scale Street Types are the most likely to prioritize on-street parking, especially within higher intensity Place Types. While on-street parking is convenient and often necessary, transportation officials must prioritize user safety when considering the location, configuration and number of on street parking spaces on any given block, especially pedestrians inclusive of people entering and exiting vehicles. Federal uniform vehicle code, state law, and local ordinances all identify locations where on-street parking cannot exist, and other locations may be deemed inappropriate due to limited right of way, vehicle speeds, and/or volumes on a given street. On-street parking is context specific and must consider both safety and surround Place Types to determine the prevalence and design.

Intersection Treatments

Intersection design, including type of traffic control, number of lanes, crossing treatments, and signal operations, will be influenced by which two types of streets are meeting and what the goals are for each. For example, an intersection of two Neighborhood Residential streets will a different look and feel than an intersection of two Regional Mixed-Use streets.

Bus Facilities

Mountain Line maintains a Bus Stop Master Plan to coordinate the prioritization and installation of stop locations and amenities along their fixed route transit service. Developers and city transportation officials should work closely with Mountain Line in the initial design and subsequent phases of any transportation projects along or in close proximity of their routes.

Boulevard, Street Trees and Stormwater Management

Boulevards, street trees, and other stormwater management techniques are an important function of the right of way and must be planned for early in each project's scoping and preliminary design. These features are indispensable to achieving Missoula's climate goals while also enhancing pedestrian spaces and safety for all users.

Design Objectives and Target Metric

Each street type is organized around its primary function – why does this street type exist and what sets it apart from other types? - which has been derived from analysis of functional class, mode-specific facility plans, current and future land uses, and the emergency services network. The primary function for each type is stated in the Design Objectives box on each type and is followed by a list of goals for each street, numbered in order of their priority.

These design objectives are clear but intentionally flexible to accommodate varying approaches in different Place Types and to allow transportation officials to apply creativity and sound engineering judgment to each project. For example, the primary design objective of Neighborhood Residential streets is to ensure low vehicle speeds and volumes. In an Urban Residential Low place type, this could be achieved through a combination of managing lane widths, traffic calming and control, and parking configurations. Within these categories there are additional options depending on adjacent building heights, accessibility for Fire and other required service, and available budgets. The benefit of a street type framework is that identified goals can be consistent within each type but achieving them can happen in multiple ways depending on the specific context of each project.

Below Design Objectives is a list of Target Metrics for each type. These too are aspirational and, if reached, will allow each street to contribute to the network-wide safety and mobility goals. However, it must be noted that not all metrics are achievable for every segment of every street within a type, due to existing infrastructure, geographic, and financial constraints. Rather, the metrics provide designers with guidance on what to aim for and a yardstick by which to measure the appropriateness of a given street's classification. For example, if volumes and speeds on a street are out of sync with the target metrics for its type, planners can evaluate whether the type should be changed to better reflect how people are using the street or if additional design measures are needed to achieve the goals of that street type. Target Metrics are intended to be a guide for starting design of a street, determining which elements should be included, and system evaluation. They are not a strict standard to be applied to every project or design decisions.

Connection to Place Types

Street types and their associated design objectives are intended to enhance the places they traverse. Just as the Place Types described in this Plan are shaped in part by the built environment, right-of-way, and transportation facilities, so too are Street Types informed by adjacent zoning, and place type.

Streets serving residential areas should be calm, quiet, and beautiful, whereas streets next to industrial areas must support larger, heavier freight vehicles. Street types do not correspond directly to Place Types; there are 12 Place Types and 8 Street Types. Rather, the base land use category (residential, commercial, industrial) helps establish the street type while the place type helps guide design details within each street type. For example, a Neighborhood Residential street will be designed differently in the Suburban Residential place type than in the Urban Residential High place type while accomplishing the same goals.

Downtown

Street Types: Neighborhood Mixed-Use, Neighborhood Greenway, Community Mixed-Use, Regional Mixed-Use

Design Considerations: High priority for excellent multimodal facilities such as boulevard or full width sidewalks with suspended pavement systems, intersection curb extensions, marked and raised crosswalks, protected bike lanes and intersections, bicycle signals, high quality transit stops; controlled intersections, active curb and parking management, street tree plantings and innovative green infrastructure for stormwater control and filtration.

Urban Residential High

Street Types: Neighborhood Residential, Neighborhood Greenway, Community Residential, Community Mixed-Use

Design Considerations: High priority for pedestrian infrastructure, boulevards and street trees. Community Residential streets with parallel high-quality bike infrastructure in close proximity, such as Neighborhood Greenways, Commuter Trails, and/or Community Mixed-Use streets with protected bike lanes, may not need separated bike facilities.

Urban Residential Low

Street Types: Neighborhood Residential, Neighborhood Greenway, Community Residential, Community Mixed-Use

Design Considerations: Higher priority for multimodal facilities on Community scale streets due to diminished grid connectivity

Suburban Residential

Street Types: Neighborhood Residential, Neighborhood Greenway, Community Residential, Community Mixed-Use

Design Considerations: Higher priority for multimodal facilities on Community scale streets due to diminished grid connectivity

Rural Residential

Street Types: Neighborhood Residential, Community Residential

Design Considerations: Higher priority for multimodal facilities on Community Residential streets due to diminished grid connectivity. Higher priority for design flexibility such as shared use paths instead of sidewalks and bike lanes and potential or curbless streets for with swales for stormwater management.

Urban Mixed-Use High

Street Types: Neighborhood Mixed-Use (NMU), Community Mixed-Use (CMU), Regional Mixed-Use (RMU)

Design Considerations: Facilitate safe, comfortable, convenient pedestrian movement in these areas through wide sidewalks and frequent enhanced crossings of busy corridors. NMU streets along bike routes should be very low speed, CMU and RT streets should have high quality bike facilities. Transit emphasis areas where high quality transit service is present. On-street parking where feasible. These streets should also include street trees with supporting green and stormwater infrastructure.

Urban Mixed-Use Low

Street Types: Neighborhood Mixed-Use, Community Mixed-Use, Regional Mixed-Use

Design Considerations: Facilitate safe, comfortable, convenient pedestrian movement in these areas through wide sidewalks and frequent enhanced crossings of busy corridors. NMU streets along bike routes should be very low speed, CMU and RT streets should have high quality bike facilities. Transit emphasis areas where high quality transit service is present. On-street parking where feasible.

Suburban Mixed-Use

Street Types: Neighborhood Mixed-Use, Community Mixed-Use, Regional Connector

Design Considerations: As a more auto-oriented place type, non-motorized users often need greater separation from motor vehicles. Crossings should be frequent enough to encourage pedestrian crossings where desired.

Industrial and Maker

Street Types: Neighborhood Mixed-Use, Industrial, Regional Connector

Design Considerations: As a more auto-oriented place type, non-motorized users often need greater separation from motor vehicles. Crossings should encourage pedestrian crossings where desired.

Civic, Open and Resource, Parks and Open Space

Street Types: Neighborhood Greenway, Neighborhood Mixed-Use, Community Residential, Community Mixed-Use, Regional Connector

Design Considerations: Streets that serve these uses should be low speed and/or provide high quality multimodal infrastructure and access to important amenities.

When mapping the Street Types, the project team also considered existing land use and zoning, using the more permissive and/or intense use. For example, streets with frequent commercial activity/zoning along them that traverse a residential place type are likely classified as Community Mixed-Use and not Community Residential.

How to use the Scale Bars

Throughout the next section the Street Types utilize scale bars to indicate the mode emphases and functions that characterize each type. These scale bars display five categories between low, medium to high indicating a relative emphasis within the context of the corridor. The mode emphases and function together provide the basis of decision making for design considerations, all in service of the design objectives for each type.

The Street Types

Neighborhood Residential

These streets are quiet, shady, and kid-friendly. They are an extension of your front yard and contribute to what makes your neighborhood enjoyable. There is very little traffic, and cars move slowly.

Neighborhood Greenway

These low-speed streets connect people biking and walking between neighborhoods and destinations. A key component of the regional bike network, they often run parallel to streets with higher traffic volumes and speeds more intense streets and provide enhanced crossings at major intersections.

Neighborhood Mixed-Use

These streets are located within/adjacent to residential neighborhoods and may host a variety of small-scale manufacturing and medium impact commercial activities along them. They often act as transitions between residential and commercial areas intensity and higher intensity uses.

Community Residential

These streets are high quality residential corridors that also serve an important function in the larger transportation network. They may serve popular destinations like parks, schools, religious assemblies, and recreation areas.

Community Mixed-Use

These streets foster economic growth by creating inviting pedestrian areas, ensuring efficient deliveries and transit access, and providing sufficient parking. This type supports dining, shopping, and employment opportunities, enhancing Missoula's character and vitality.

Regional Connector

These streets are critically important to the regional travel network and are generally continuous from side of the community to the other (though they may change types as adjacent land use intensifies).

Regional Mixed Use

These streets are critically important to the regional multimodal network, passing through areas of significant commercial land uses and pedestrian activity. They carry high traffic volumes but must do so safely.

Industrial

These streets serve adjacent industrial land uses that see frequent truck and delivery traffic. They should accommodate current uses while being adaptable to/ compatible with redevelopment into different uses.

Street Types Typical Treatments

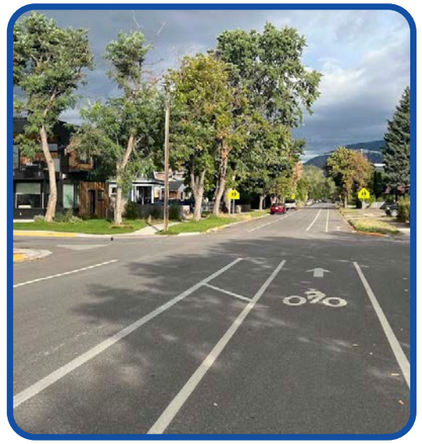
Traffic calming and management at intersections: permanent and quick-build traffic circles are one example. Others include bulb-outs. **No center line markings, sidewalks on both street sides, tight curb radii, and unmarked crosswalks** are also characteristic typical treatments of **Neighborhood Residential** streets.

High visibility / enhanced crosswalks and limited traffic calming tools are characteristic of **Community Residential** streets.

Sustainable storm water treatment and management, two-way bike travel, and shared travel lane markings (sharrows) are characteristic of **Neighborhood Greenway** streets.

On street parking is a typical treatment of **Neighborhood Mixed Use** streets.

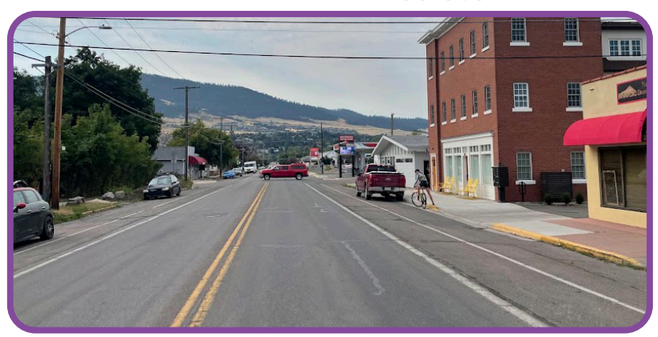
Higgins Ave is a **Community Mixed Use** street with higher volumes and lower speeds.



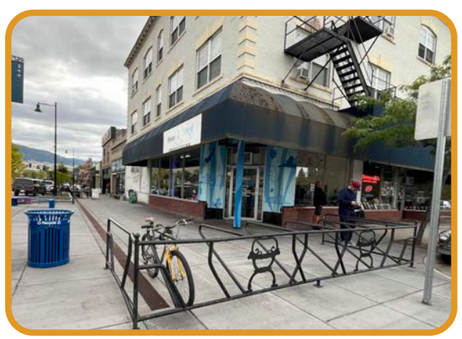
Protected bike facilities (such as these buffered bike lanes) are characteristic of **Community Mixed Use** streets.

Controlled intersections with signals or roundabouts and continuous sidewalks are characteristic of **Regional Connectors**.

Short block lengths with frequent crossing opportunities are characteristic of **Regional Mixed Use** streets.



Full width sidewalks that support a variety of curbside uses are characteristic of **Regional Mixed Use** streets.



Prominent bike parking is a typical treatment of **Neighborhood Mixed Use** streets.

Boulevard sidewalks with street trees are characteristic of **Community Mixed Use** streets.

NEIGHBORHOOD RESIDENTIAL (NR)

These streets are quiet, shady, and kid-friendly.
They are an extension of your front yard and contribute to what makes you enjoy your neighborhood.
There is very little traffic, and cars move slowly.

Neighborhood Residential streets:

- Are the most prevalent street type in the city.
- Support a diversity of housing types and densities as well as a variety of interspersed small scale commercial services, such as "corner" stores.
- Do not serve as main routes in the broader vehicular transportation network, but may facilitate connections within neighborhoods for people biking and walking.
- Will be accessible for emergency services and delivery trucks; however designs should limit vehicle speeds and volumes, and all motor vehicles should be treated as invited guests.
- Contain wide boulevards with street trees for shade, traffic calming, and adjacent residential uses.
- May have different design features depending on the place type and its intensity.

DESIGN OBJECTIVES

The primary function of NR streets is to provide multimodal access to and from the adjacent residential properties. NR streets should be designed to:

1. Ensure low vehicle speeds and volumes.
2. Provide boulevard space for substantial street trees with dense canopies.
3. Facilitate social connections among residents and visitors while enabling access for necessary deliveries and services.

TARGET METRICS

- Vehicle volumes below 1,500 cars per day
- Vehicle speeds ≤ 20 - 25 mph
- Curb face to curb face width ≤ 34'
- Typical curb radii ≤ 15'

PLACE TYPES

NR Streets are found in the following Place Types:

- Downtown
- Urban Residential
- Suburban Residential
- Rural Residential
- Urban Mixed Use

TYPICAL TREATMENTS

Neighborhood Residential streets typical treatments:

- Narrow travel lanes
- Tight curb radii
- Traffic calming and management at intersections
- Wide boulevards/yards with ample room for large trees
- Sidewalks on both sides of the street
- Bicycles share travel lane
- No center line markings
- Crosswalks generally unmarked
- Sustainable storm water treatment and management
- Vehicular and service access to properties generally provided by alleys, as driveways eliminate on-street parking boulevard/street tree locations, and reduce ADA accessibility, especially in wintertime.

EXAMPLE NR STREETS

Neighborhood Residential streets can be found in every neighborhood in Missoula. Examples include:

- Ronald St (S 4th St E to South Ave)
- Cleveland St (Beckwith to Mount Ave)
- Milwaukee Way (Russell St to Catlin St)
- Yorkshire Pl (Fleet St to England Blvd)
- Crestline Dr (High Park Way to Highland Park Dr)

MODE EMPHASIS

The priority users of NR streets are pedestrians of all ages and abilities, particularly young children, seniors, and people with disabilities. The current mode split on most existing NR streets is BALANCED. The future dominant mode should be PEDESTRIANS.

PEDESTRIAN
Low — Medium — High

BICYCLE & MICROMOBILITY
Low — Medium — High

TRANSIT
Low — Medium — High

FREIGHT
Low — Medium — High

FUNCTION

The primary function of NR streets is to facilitate trips of all modes beginning and ending at residential destinations.

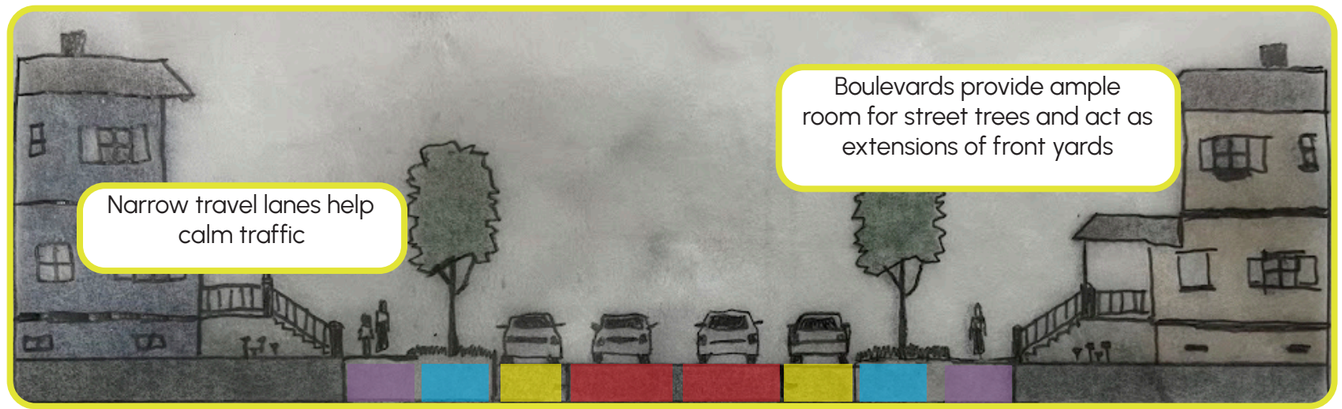
PERSON MOBILITY
Low — Medium — High

VEHICLE MOBILITY
Low — Medium — High

GREENING
Low — Medium — High

PLACEMAKING
Low — Medium — High

CURBSIDE ACTIVITY
Low — Medium — High



NEIGHBORHOOD GREENWAY (NG)

These low-speed streets connect people biking and walking to nearby destinations and neighborhoods.

They often run parallel to more intense streets and provide enhanced crossings at major intersections.

Neighborhood Greenway streets:

- Are low speed, low volume streets that are prioritized for bicycle and pedestrian travel, serving a higher function in the non-motorized network.
- Are most commonly found in neighborhoods with traditional development patterns and a connected grid.
- Are predominantly residential in character, though may pass through more commercial areas.
- Often pass parks, schools, worship centers, and other neighborhood destinations.
- Are typically calm enough for bicycles and vehicles to share space, although they may have dedicated, separate facilities when passing particularly busy destinations, such as regional parks or shopping centers.

DESIGN OBJECTIVES

To support the primary function of multimodal travel within and through neighborhoods, and the priority street users - people on bikes including though traffic, pedestrians, and residents - NG streets should be designed to:

1. Facilitate safe, comfortable, and convenient through-movement for people walking & biking
2. Limit vehicle traffic to the needs of the adjacent properties through deliberate speed control & traffic calming
3. Incorporate prominent street trees, landscaping, and innovative stormwater treatments

TYPICAL TREATMENTS

Neighborhood Greenway typical treatments:

- Narrow travel lanes
- Frequent traffic calming
- Shared travel lanes (markings) for vehicles and bikes
- Two-way bike travel
- Wide boulevards with ample room for trees
- Sidewalks on both sides of the street
- Tight curb radii
- Sustainable storm water treatment and management
- On-street parking on at least one side of the street

TARGET METRICS

- Vehicle volumes below 1,500 cars per day
- Vehicle speeds <20 mph

PLACE TYPES

Neighborhood Greenway Streets are found in the following Place Types:

- Urban Residential
- Suburban Residential
- Neighborhood Mixed Use

EXAMPLE NG STREETS

Neighborhood Greenway streets can be found in every neighborhood in Missoula. Examples include:

- Gerald Ave (4th St to South Ave)
- Schilling St (S 3rd St W to Bitterroot Trail)
- Kent Ave (Maurice to Bancroft)
- Franklin St (Ivy to Plymouth)
- 4th St (Toole Park to Schilling St)

MODE EMPHASIS

The priority users of NG streets are people on bikes and pedestrians of all ages and abilities, as well as residents and their visitors. The current mode split on most existing NG streets is BALANCED. The future dominant mode should be BICYCLISTS and MICROMOBILITY.

PEDESTRIAN

Low — Medium — High

BICYCLE & MICROMOBILITY

Low — Medium — High

TRANSIT

Low — Medium — High

FREIGHT

Low — Medium — High

FUNCTION

The primary function of NG streets is to facilitate trips of all modes beginning and ending at residential destinations.

PERSON MOBILITY

Low — Medium — High

VEHICLE MOBILITY

Low — Medium — High

GREENING

Low — Medium — High

PLACEMAKING

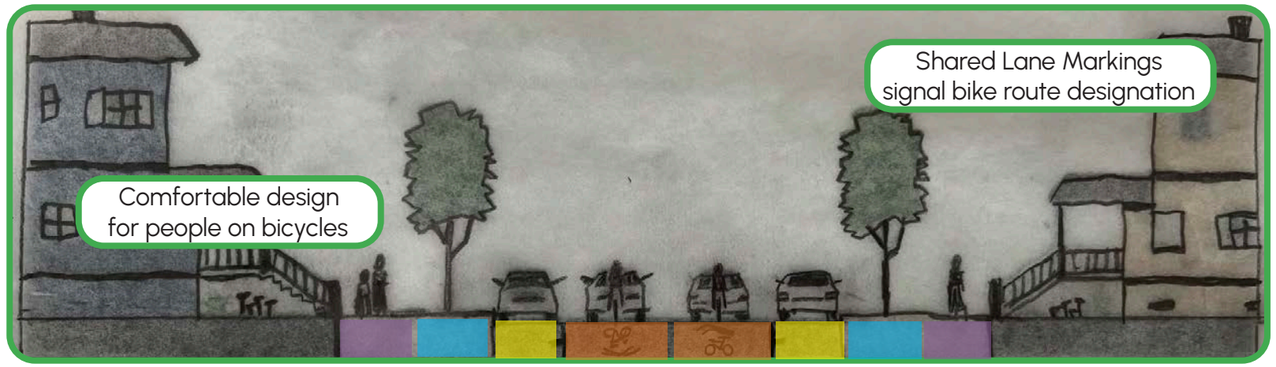
Low — Medium — High

CURBSIDE ACTIVITY

Low — Medium — High

NOTES

In rare instances NGs are co-located with priority Fire routes or along streets with higher volumes than the intended targets. In these cases designers should consider additional treatments and/or separation to ensure the safety, comfort, and convenience for bicyclist of all ages and abilities.



NEIGHBORHOOD MIXED USE (NMU)

These streets are located within/adjacent to residential neighborhoods and host a variety of low impact commercial activities along them. They often act as transitions between lower intensity and higher intensity uses.

Neighborhood Mixed Use streets:

- Are generally found in areas where underlying land use and zoning may not match the actual built environment, such as residential areas that allow light industrial uses and vice versa; these discrepancies are most often found near railroad corridors and lower density areas that are transitioning to more urban forms.
- Must facilitate redevelopment and infill at greater than current intensities while also accommodating freight traffic, transit, and other historical uses.
- Support transit use internal to neighborhoods, with buses operating on the street and integrated into neighborhoods rather than limited to main corridors.

DESIGN OBJECTIVES

The primary function of NMU streets is to support the neighborhood shopping, dining, and employment opportunities located along them through the provision of safe multimodal travel. NMU street should be designed to:

1. Facilitate the safe, comfortable, and convenient movement of pedestrians of all ages and abilities along and across the street.
2. Accommodate the arrival of employees, patrons, deliveries, and occasional transit service.
3. Help adjacent neighborhoods transition into full-service walkable communities.

TARGET METRICS

- Vehicle volumes less than 4,000 per day
- Vehicle speeds ≤ 25mph

PLACE TYPES

NMU Streets are found in the following Place Types:

- Urban Residential
- Suburban Residential
- Mixed Use

TYPICAL TREATMENTS

Neighborhood Mixed Use streets typical treatments:

- Narrow travel lanes
- Wider sidewalks on both sides of the street, ideally with trees and furniture zone
- On-street parking (could be angled)
- Prominent bike parking
- Short block lengths
- Enhanced and frequent pedestrian crossings
- On-street parking is common but should be balanced against driveways and access points

EXAMPLE NMU STREETS

Neighborhood Mixed Use streets examples:

- Toole Ave (Spruce to McCormick)
- Connery Way (Galway to O'Leary)
- Streets between Toole Ave and railroad tracks, east of Scott St
- Ronan St
- Northeast corner of River Rd neighborhood

MODE EMPHASIS

The priority users of NMU streets are pedestrians of all ages and abilities, customers/patrons/employees of adjacent businesses, and multimodal users. The current mode split on most existing NMU streets is BALANCED. The future mode split should be BALANCED.

PEDESTRIAN
Low — Medium — High

BICYCLE & MICROMOBILITY
Low — Medium — High

TRANSIT
Low — Medium — High

FREIGHT
Low — Medium — High

FUNCTION

The primary function of NMU streets is to facilitate trips of all modes beginning and ending at residential destinations.

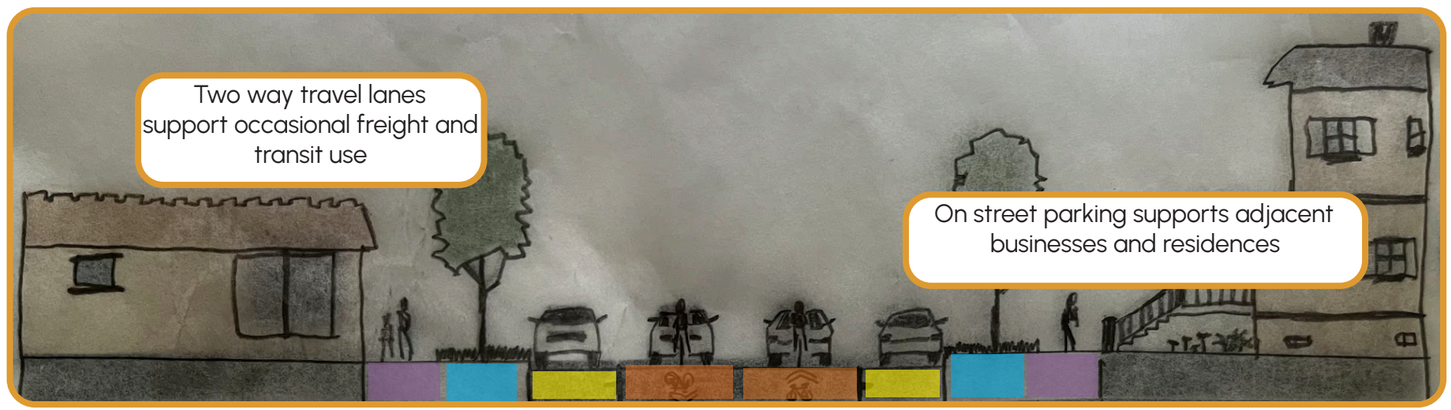
PERSON MOBILITY
Low — Medium — High

VEHICLE MOBILITY
Low — Medium — High

GREENING
Low — Medium — High

PLACEMAKING
Low — Medium — High

CURBSIDE ACTIVITY
Low — Medium — High



COMMUNITY RESIDENTIAL (CR)

These streets are high quality residential corridors that also serve an important function in the larger transportation network.

They may serve popular destinations like parks, schools, religious assemblies, and recreation areas.

Community Residential streets:

- Are similar to collector and minor arterial roadways in the standard street classification system used by State and Federal agencies; however, the design of Community Residential streets is more sensitive and attentive to the context of a vibrant urban environment than is typical in traditional roadway design.
- Have a predominant adjacent land use as residential, though CR streets also often serve parks, schools, and other local destinations including small commercial uses.
- Have moderate to higher vehicle volumes and often serve as transit, freight, and/or primary fire routes.
- Are also often critical connections in the bicycle network and, considering the higher vehicle volumes and likelihood of larger vehicle sizes, generally require dedicated bike facilities.
- Must maintain modest vehicle speeds in order to respect the residential character and ensure the safety and quality of life for the residents along them.

DESIGN OBJECTIVES

The primary function of CR streets is to connect neighborhoods to other parts of the city while remaining safe and comfortable for the people who live along them. CR street should be designed to:

1. Provide multimodal facilities appropriate to both roadway characteristics and network needs.
2. Accommodate the smooth passage of Fire and Emergency services.
3. Promote safe interaction between street users and adjacent properties.

TARGET METRICS

- Vehicle volumes less than 12,000 per day
- Vehicle speeds ≤25mph

PLACE TYPES

CR Streets are found in the following Place Types:

- Urban Residential
- Suburban Residential

TYPICAL TREATMENTS

Community Residential streets typical treatments:

- Marked center line
- High visibility/enhanced crosswalks
- Dedicated, safe, comfortable, convenient bike facilities for all ages and abilities, with increased separation as volumes increase
- Limited traffic calming tools
- Higher volume streets may have two-way-left-turn-lane or left turn pockets
- On-street parking is common though may be removed to provide multimodal facilities

EXAMPLE CR STREETS

Community Residential streets examples:

- Van Buren (Poplar to Creek Crossing)
- South Ave (Gerald to Maurice)
- SW 39th (93 to Arrowhead Dr)
- S 5th St/S 6th St (Russell to Myrtle, Gerald to Maurice)
- High Park Way
- Bancroft (South Ave to 34th)
- Lower Miller Cr (Miller Creek to Christian)
- Beckwith
- Paxson St
- Johnson St (S 3rd St W to 14th)
- Pattee Canyon
- 23rd St (55th to SW 39th)

MODE EMPHASIS

CR streets are complete streets that work for all and have boulevard sidewalks with trees with fewer access points. They are almost always bike and fire routes. The current dominant mode on most CR streets is VEHICLE. The future mode split should be BALANCED.

PEDESTRIAN

Low — Medium — High

BICYCLE & MICROMOBILITY

Low — Medium — High

TRANSIT

Low — Medium — High

FREIGHT

Low — Medium — High

FUNCTION

CR streets primarily function as principal streets through neighborhoods connecting to larger networks.

PERSON MOBILITY

Low — Medium — High

VEHICLE MOBILITY

Low — Medium — High

GREENING

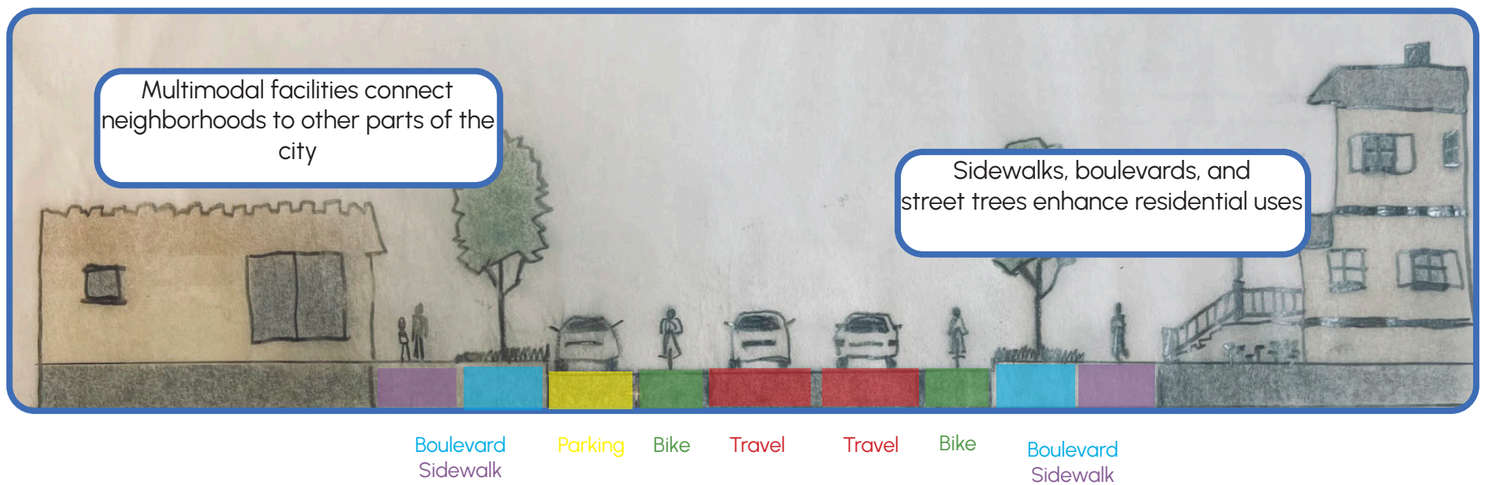
Low — Medium — High

PLACEMAKING

Low — Medium — High

CURBSIDE ACTIVITY

Low — Medium — High



COMMUNITY MIXED USE (CMU)

These vitally important multimodal corridors support dining, shopping, and employment opportunities, enhancing Missoula's character and economy. They connect residents from their neighborhoods to commercial and cultural centers.

Community Mixed Use streets:

- Are similar to collector and minor arterial roadways in the standard street classification system used by State and Federal agencies; however, the design of Community Mixed Use streets is more sensitive and attentive to the context of a vibrant urban environment than is typical in traditional roadway design.
- Predominant adjacent land use is commercial, though Community mixed Use streets also often serve multifamily residential development, parks, schools, and other local destinations.
- Have moderate to higher vehicle volumes and often serve as transit, freight, and/or primary fire routes.
- Are also often critical connections in the bicycle network and, considering the higher vehicle volumes and likelihood of larger vehicle sizes, generally require dedicated bike facilities.
- Must be safe, comfortable, and convenient for the pedestrians, patrons, and employees accessing the adjacent businesses and have enhanced crossings at enough frequency to deter risky crossing attempts.
- Have a broad range of multimodal traffic volumes and serve the greatest diversity of land uses.
- As volumes increase and land use intensifies, vehicle speeds will necessarily be lower.
- Have a combination of streets with parking that perhaps should not and some streets that do not have parking that perhaps should.

MODE EMPHASIS

CMU streets prioritize through travel by people in all modes. The current dominant mode on most existing CMU streets is VEHICLE. The future mode split should be BALANCED.

PEDESTRIAN
Low — Medium — High

BICYCLE & MICROMOBILITY
Low — Medium — High

TRANSIT
Low — Medium — High

FREIGHT
Low — Medium — High

FUNCTION

CMU streets primarily function to facilitate higher volume multimodal travel while providing access to adjacent businesses.

PERSON MOBILITY
Low — Medium — High

VEHICLE MOBILITY
Low — Medium — High

GREENING
Low — Medium — High

PLACEMAKING
Low — Medium — High

CURBSIDE ACTIVITY
Low — Medium — High

DESIGN OBJECTIVES

The primary function of CMU streets is to accommodate vehicles, buses, freight, emergency services, and people walking or biking, while prioritizing a welcoming pedestrian environment that encourages economic activity. CMU streets should be designed to:

1. Provide multimodal travel options appropriate the roadway conditions and network needs.
2. Facilitate safe and convenient access to adjacent businesses for patrons, employees, deliveries, and pedestrians.
3. Enhance Missoula's character through greening and placemaking efforts

TARGET METRICS

- Vehicle volumes less than 15,000 per day
- Vehicle speeds 25 - 30mph

PLACE TYPES

CMU Streets are found in the following Place Types:

- Downtown
- Urban Mixed Use High & Low
- Urban Residential High & Low
- Suburban Residential

TYPICAL TREATMENTS

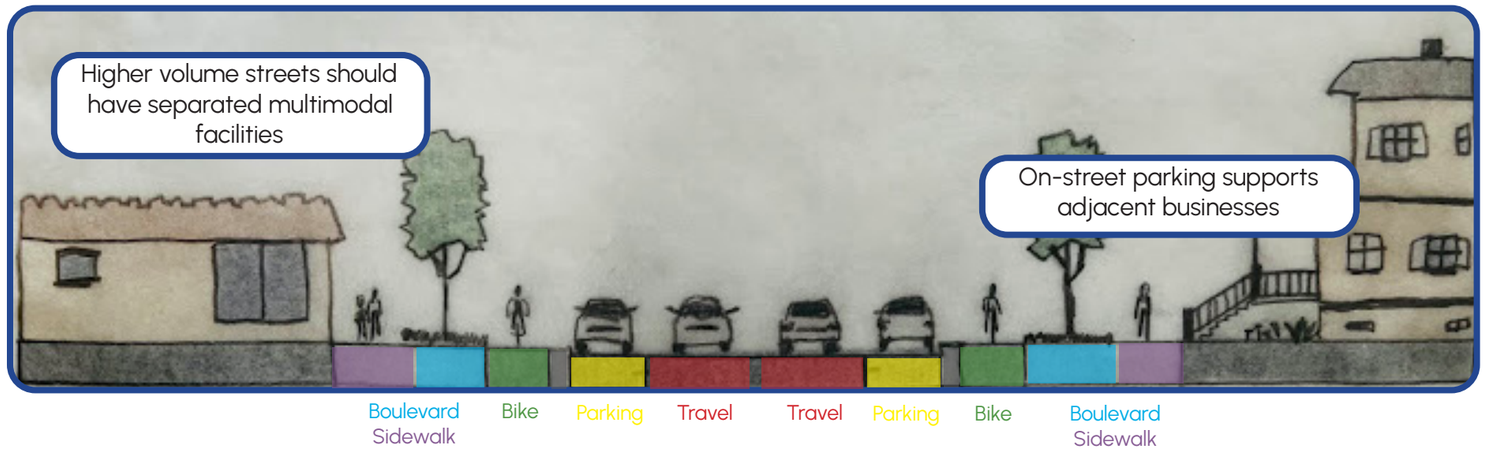
Community Mixed Use streets typical treatments:

- Boulevard or full width sidewalks with street trees that support a variety of curbside uses
- Protected bike facilities that are safe, comfortable, and convenient for all, with increased separation as volumes increase
- Short block lengths and frequent crossing opportunities
- Higher volumes, lower speeds
- Support adjacent businesses with on-street parking, but not at the expense of multimodal facilities

EXAMPLE CMU STREETS

Community Mixed Use streets examples:

- Wyoming (Hickory to Catlin)
- Russell (Livingston to 39th)
- Bancroft (Brooks to South Ave)
- Higgins (Brooks to Livingston)
- South Ave (Gerald to Suzanne Ct)
- S 3rd St W (Orange to Grove)
- Toole Ave (W Broadway to Spruce)
- Spruce St (Toole to May)
- Mount Ave (26th to Brooks)
- Orange (Stephens to Front)



REGIONAL CONNECTOR (RC)

These streets are critically important to the regional multimodal network and are generally continuous from one side of the community to the other (though they may change types as adjacent land use intensifies).

Regional Connector streets:

- Are critically important to the vehicular travel network and are generally continuous from one side of town to the other (though types may change as urban uses intensify) and/or connect to other Regional Corridors.
- While not historically designed for all user types, can provide essential and safe regional non-motorized connectivity when designed properly.
- Are expected to carry a high volume of motor vehicles, including freight, transit, and emergency services.
- Generally serve low density, commercial, parkland, institutional, and residential land uses.
- Often lack a distinctive character; however, there are efforts underway to transform some of these. All changes to RT street design and operations will require study, collaboration with MDT, and public process.
- May be the only viable option for creating multimodal connections between communities or across larger distances.

MODE EMPHASIS

RT streets prioritize through vehicle travel and through person travel on all modes. The current dominant mode on RC streets is VEHICLE, and is likely to remain so in the future.

PEDESTRIAN

Low — Medium — High

BICYCLE & MICROMOBILITY

Low — Medium — High

TRANSIT

Low — Medium — High

FREIGHT

Low — Medium — High

FUNCTION

RT streets primarily function as a crosstown link between neighborhoods, job centers, and other regional corridors.

PERSON MOBILITY

Low — Medium — High

VEHICLE MOBILITY

Low — Medium — High

GREENING

Low — Medium — High

PLACEMAKING

Low — Medium — High

CURBSIDE ACTIVITY

Low — Medium — High

DESIGN OBJECTIVES

The primary function of RC streets is to provide a crosstown link between neighborhoods, job centers, and other regional corridors. RC streets should be designed to:

1. Connect people from the greater region to the city center.
2. Accommodate higher vehicle capacities, including through travel.
3. Not create barriers to mobility for adjacent land uses and neighborhoods.

TARGET METRICS

- Vehicle volumes > 15,000 per day
- Vehicle speeds 35 - 45mph

PLACE TYPES

- Suburban Mixed Use
- Urban Mixed Use Low
- Suburban Residential
- Civic
- Industrial & Employment

TYPICAL TREATMENTS

Regional Connector streets typical treatments:

- Controlled intersections (signals, roundabouts)
- Appropriately scaled lanes to support through travel and safe pedestrian crossing
- Generally no on-street parking
- Limited access points
- Continuous sidewalks and enough crossings to minimize mid-block attempts
- Rarely contain on-street parking as it is often unneeded and can be an impediment to regional travel

REGIONAL CONNECTORS

- Reserve Street
- Brooks (South of Reserve)
- West Broadway (Reserve to the Wye)
- Interstate Access Points at Reserve and Airway Blvd

TYPICAL CROSS SECTION

A typical cross section is not shown for Regional Connectors, as they can manifest in a variety of ways, depending on available right-of-way, past and present uses (sometimes conflicting), and context.

REGIONAL MIXED USE (RMU)

These streets are critically important to the regional multimodal network, passing through areas of significant commercial land uses and pedestrian activity. They carry high traffic volumes but must do so safely.

Regional Mixed Use streets:

- Are the more urban extensions of Regional Connectors into the heart of the city
- While not historically designed for all user types, can provide essential and safe regional non-motorized connectivity when designed properly.
- Though often still retain their mid-20th century car-centric designs, there are efforts underway to significantly transform these corridors. Examples include the Russell St project, the Hwy 200 Corridor Plan and the successful Reconnecting Communities implementation grant, and the Transform Brooks project planning for the arrival of Bus Rapid Transit and a better pedestrian environment.
- Generally serve high intensity commercial locations, and also some more residential and institutional uses.
- Have more frequent intersections, access points, and pedestrian activity than Regional Connectors, and higher vehicle volumes than Community Mixed Use streets.
- Must be designed in a way that provides multimodal facilities and encourages slower vehicle speeds to ensure safety for all users.

DESIGN OBJECTIVES

The primary function of RMU streets is to serve as gateways, introducing people from around Missoula and the wider region to the city and its major destinations. RMU streets should be designed to:

1. Enhance the character of the neighborhoods and commercial centers they traverse.
2. Provide multimodal facilities appropriate to their conditions and network needs.
3. Support current and future land uses

TARGET METRICS

- Vehicle volumes > 16,000 per day
- Vehicle speeds ≤ 30 mph

PLACE TYPES

- Urban Mixed Use High & Low
- Downtown
- Urban Residential High

TYPICAL TREATMENTS

Regional Mixed-Use streets typical treatments:

- Boulevard or full-width sidewalks with street trees that support a variety of curbside uses
- Dedicated bike facilities that are safe, comfortable, and convenient for all
- Short block lengths and frequent crossing opportunities
- Higher volumes, lower speeds
- Transit emphasis along high frequency routes
- Support adjacent businesses with on-street parking, but not at the expense of multimodal facilities

REGIONAL MIXED USE

- Brooks Street (Reserve to Stephens)
- Stephens (Brooks to Orange)
- Orange (Stephens to I-90)
- Russell (West Broadway to Brooks)
- Broadway (Mullan to Van Buren)
- Madison (S 5th to Broadway
- Highway 200 (Highton to Speedway)

MODE EMPHASIS

RMU streets prioritize through person travel via all modes. The current dominant mode on RMU streets is VEHICLE. The future mode split should be BALANCED.

PEDESTRIAN

Low — Medium — High

BICYCLE & MICROMOBILITY

Low — Medium — High

TRANSIT

Low — Medium — High

FREIGHT

Low — Medium — High

FUNCTION

RMU streets serve as gateways, introducing people from around Missoula and the wider region to the city and it's major destinations.

PERSON MOBILITY

Low — Medium — High

VEHICLE MOBILITY

Low — Medium — High

GREENING

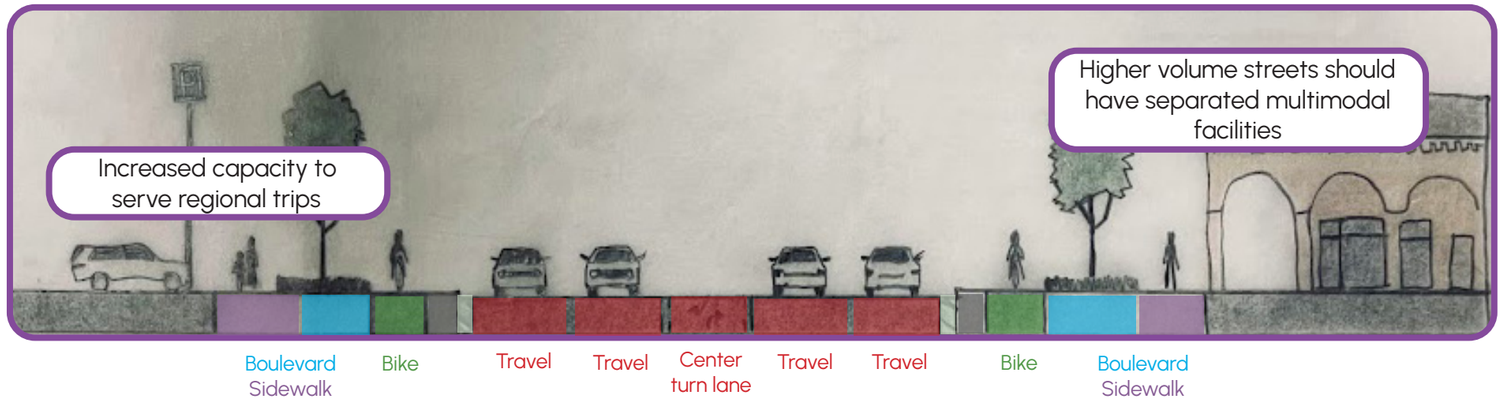
Low — Medium — High

PLACEMAKING

Low — Medium — High

CURBSIDE ACTIVITY

Low — Medium — High



INDUSTRIAL (IN)

These streets serve adjacent industrial land uses that see frequent truck and delivery traffic. They should accommodate current uses while being adaptable to/compatible with redevelopment into different uses.

Industrial streets:

- Are critical to the economic health of the community and region.
- Are characterized by the industrial land uses they serve and the prevalence of large truck traffic, even if overall volumes are typically low.
- Are often found near national shipping routes (RR and interstate) and must facilitate the safe movement of goods.
- Must be safe for employees and visitors of the businesses they serve.
- Have high percentages of impervious surfaces on adjacent properties, making street trees and stormwater management particularly important along these streets.

DESIGN OBJECTIVES

The primary function of IN streets is to support the operations of adjacent businesses while safely accommodating other traffic. Industrial streets should be designed to:

1. Facilitate deliveries and higher than typical percentages of large truck traffic.
2. Ensure the safety of all users, especially employees and visitors to adjacent businesses.
3. Provide boulevards, street trees, and effective stormwater management due to frequent large areas of adjacent impermeable surfaces.

TARGET METRICS

- Vehicle volumes less than 4,000 per day
- Vehicle speeds 20 - 35 mph

PLACE TYPES

IN Streets are found in the following Place Types:

- Industrial & Employment

TYPICAL TREATMENTS

Industrial streets typical treatments:

- Frequent or wider curb cuts and access points
- Durable materials
- Larger blocks are common
- Due to large truck movements, when multimodal facilities are present they should be fully separated
- On-street parking is common

EXAMPLE IN STREETS

Industrial streets examples:

- Commerce St
- Wheeler Dr
- Market St
- Tanager Way
- Expressway
- Grant Creek/Cemetery/Rodgers (Howard Raser to Shakespeare)

MODE PRIORITY

Industrial streets prioritize freight and service vehicles and employees arriving by a variety of modes. The current dominant mode on most IN streets is VEHICLE and FREIGHT, and is likely to remain so in the future.

PEDESTRIAN

BICYCLE & MICROMOBILITY

TRANSIT

FREIGHT

FUNCTION

Industrial streets primary function is access for deliveries to and operations of adjacent businesses.

PERSON MOBILITY

VEHICLE MOBILITY

GREENING

PLACEMAKING

CURBSIDE USES

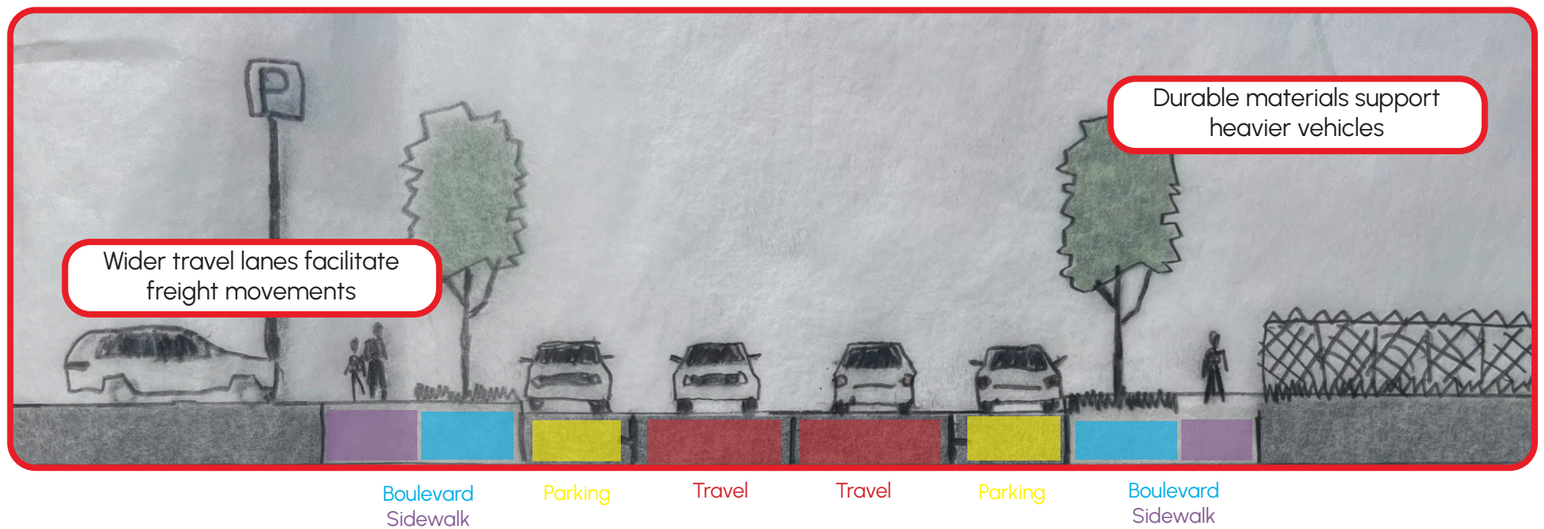
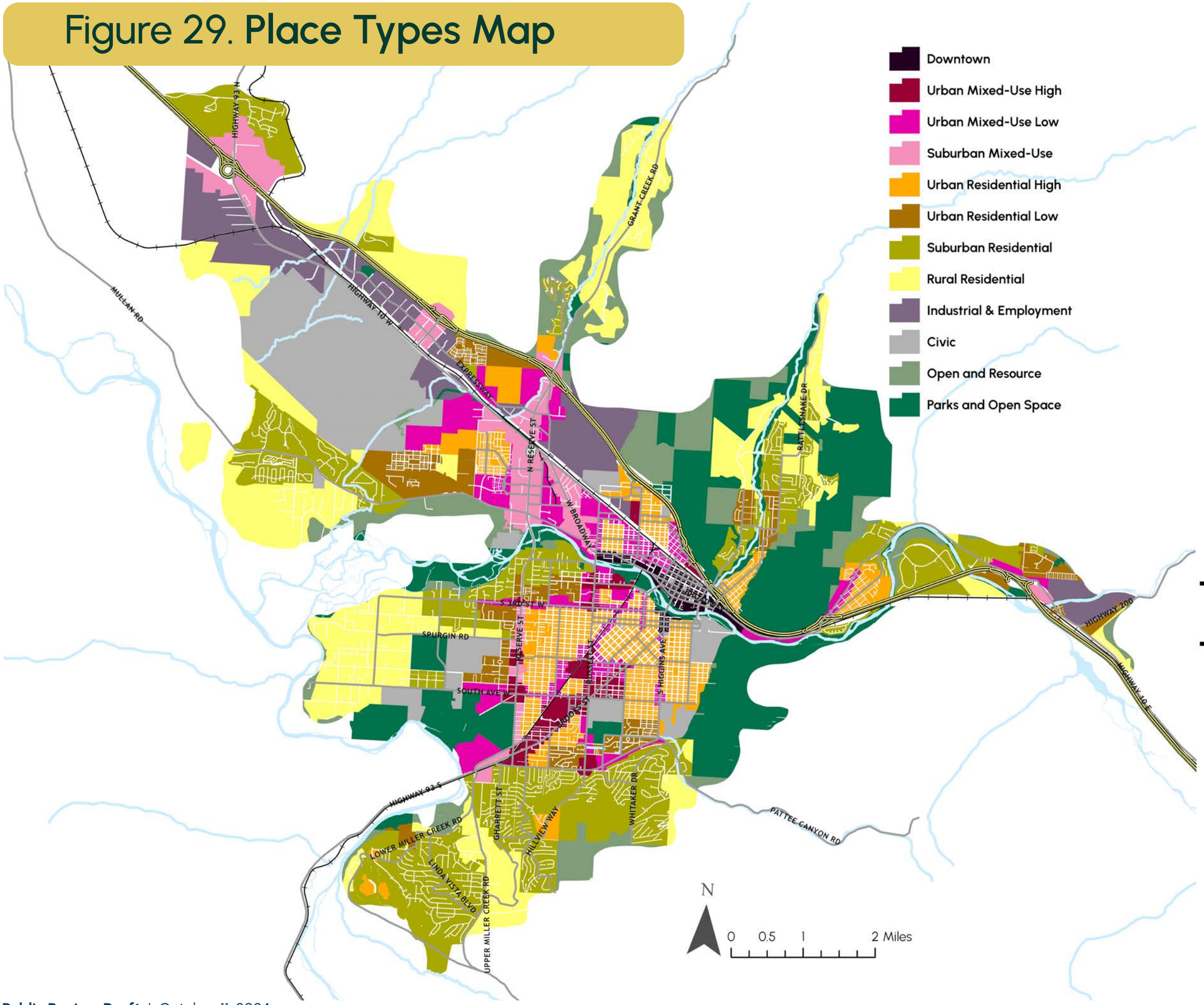


Figure 29. Place Types Map



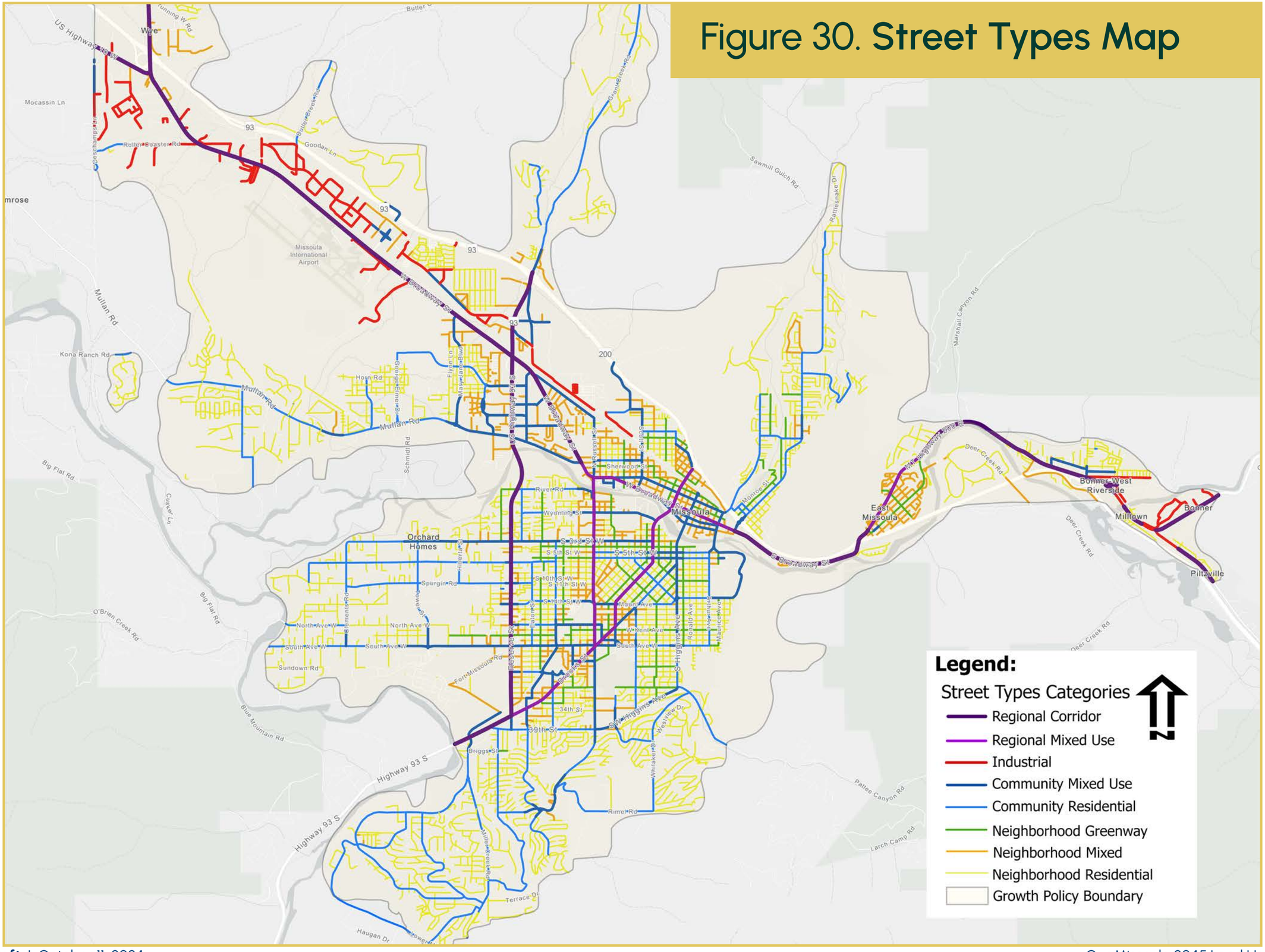
THE GARDEN CITY
MISSOULA
HUB OF FIVE VALLEYS

The intent of this map is to convey the community's vision for growth and change, and to guide implementation of necessary changes to the City's zoning map, zoning districts, subdivision requirements, and other land use regulations.

The Place Types designated in this map are approximate and must be read in conjunction with the Place Type descriptions and policy statements found within the Land Use Plan. Any policy decisions based on the designations should consider site-specific conditions.

The Land Use Plan (LUP) and Place Type map are not intended to interfere with, abrogate or annul any covenant, deed restriction or other agreement between private parties.

Figure 30. Street Types Map



4. Land Use Plan Adoption & Amendments

The Land Use Plan is adopted, supplemented, reviewed and amended to remain relevant with changing conditions and emergent issues.

This chapter covers the relationship between the Land Use Plan and more specific area plans and issue plans. It also covers the review expectations and process for amending the Land Use Plan.

Relationship between Land Use Plan and Area & Issue Plans

To achieve the goals of the Land Use Plan, the State allows use of Area and Issue Plans. Area Plans focus on specific areas of the broader Land Use Plan Area. They are often referred to as neighborhood plans, corridors plans, or sub-area plans. They provide more detailed analysis and guidance of land use. Issue plans provide detailed analyses and policy guidance on specific infrastructure, facilities, development, or conservation issues. Issue plans may be adopted for all or part of the jurisdiction to provide a detailed analysis of any component of the land use plan.

Both area and issue planning offer refined planning goals without changing land use policies.

- Integrate public comment and local concerns;
- Provide more specific analyses and recommendations on infrastructure, development, and conservation;
- Elevates public awareness and participation in the outcome of the plan.

In addition to the overarching Land Use Plan, the City has used Area Plans and Issue Plans as a way to provide more specific planning direction for sub areas or focused services of the community that tie directly to comprehensive land use planning.

This Land Use Plan is taking a fresh approach to guiding coordinated and planned growth for the future by creating a new relationship to Area and Issue Plans, in part by necessity and in part due to concurrent issue-based planning efforts. Past land us planning (previously referred to as growth policy planning) included attachments to area and issue plans that were relevant, referenced, and often shepherded by community partners and assessed as being consistent with the growth policy at the time. This resulted in connecting 16 area (neighborhood) plans and 7 issue plans to the 2015 City of Missoula Growth Policy.

While the state allows the city to incorporate any existing neighborhood, area, or issue plans adopted pursuant to previous State law, to the Land Use Plan, they must also meet the requirements of the entire Planning Act. This includes needing to align with analysis gleaned from current existing conditions, projectedtrends, and recent population projections as well as analysis that relates to local services and facilities, economic development, housing, and natural resources, environment and hazards. Existing area and issue plans also have to demonstrate continuous and responsive public participation in development of the Land Use Plan. Neighborhood Plans attached to the previous 2015 Missoula Growth Policy date back to almost 40 years ago and vary in detail from primarily land use guidance to extensive insights and directions for quality of life and community improvements desired in particular neighborhoods. However, a majority of Neighborhood Plans can not demonstrate continuous and responsive public participation leading up to their adoption and can not relate to the recent population projection and existing conditions along with community-wide projected trends described in this Land Use Plan. Therefore, a majority of the Neighborhood Plans previously attached to the 2015 City of Missoula Growth Policy will not be attached to this Land Use Plan.

Existing Area Plans

Three recently adopted Neighborhood Plans each demonstrate continuous, documented and responsive public participation. They have been adopted within the last five years and each include localized analysis of housing, economic needs, local services and facilities, and natural resources, environment, and hazards that remain consistent with city land use planning analysis. The plans are Missoula Midtown Master Plan, Sx^{w}tpqyen Master Plan, and the Missoula Downtown Master Plan. The intent is to continue to connect those three Neighborhood Plans to this Land Use Plan. The Land Use Plan incorporates land use recommendations from those plans.

The following provides additional background of the three neighborhood plans that are attached to this Land Use Plan and demonstrate their consistency as well as fit with the existing conditions and projected trends overall.

The Missoula Midtown Master Plan was adopted as a Neighborhood Plan in 2023. It was being developed while the City worked on the Our Missoula Project and aligns with the population projection, housing, economic, and local services elements raised in the Land Use Plan. The planning process included extensive, continuous and documented public participation. It was developed through an extensive outreach process in the development of the plan that engaged over 1,000 individuals through in-person and virtual opportunitiesincluding public workshops, pop-up events, an online survey, and written comments. Input from a Technical Advisory Committee composed of public agencies and key partners also helped to guide the plan through comments and revisions to the Midtown Master Plan and milestone documents throughout the process. The comments were documented and considered leading up to final adoption of this Neighborhood Plan.

The Midtown Master Plan study area is in the urban core and has extensive capacity to accommodate growth. It is a community-level planning effort that took a closely focused approach to understanding where there is socioeconomic vulnerability within the Midtown area, included a development feasibility analysis, and detailed housing analysis and recommendations. The Midtown Master Plan advocates for a vibrant and inclusive community through infill development and an increased diversity of housing opportunities. As a sizeable area with large, underutilized parcels, Midtown is a critical place to achieve the Land Use Plan's principle of focusing inward in order to preserve natural setting and support sustainable urban development. Additionally, the Master Plan addresses other local services including detailed vision for parks and open space and mobility and connectivity. It elevates providing safe and comfortable streets for everyone including active transportation improvements, support public transit expansion, and calls for improvements and increased access to parks and trails consistent with this Land Use Plan. Overall, the Midtown Master Plan strives for a more compact development compatible with the Land Use Plan.

The Sx^{w}tpqyen Master Plan was adopted as a Neighborhood Plan in 2020. It was developed through a partnership with Missoula County. It took a unique engagement approach that relied heavily on virtual engagement techniques including a charette (consisting of video content, surveys, virtual meetings and polls) that garnered input from multiple agencies, stakeholders and interested persons in a short period of time. The virtual engagement was supplemented by in-person open houses. Overall public participation was varied, with almost 160 people participating in virtual events, and 30 to 40 attended in person open house meetings. Based on feedback from these events, staff and the consulting team revised the draft plan and code. The planning process included extensive, continuous and documented public participation.The Sxwtpqyen Master Plan took the population projection into consideration when establishing new housing needs, transportation planning, sustainability and climate, agriculture and open space, and the cost of growth and annexation. The Sx^{w}tpqyen Master Plan provides a vision for implementing the focus inward approach of the Land Use Plan through developing neighborhood units with a vibrant mix of uses, diverse housing types, and new infrastructure. Through the neighborhood unit approach, the area can accommodate development ranging from single dwelling homes and cottage industry up to large apartment buildings and light industrial uses. Across the plan area, the neighborhood units allow for different levels of commercial intensity and residential development which are captured by the application of varying place types. The place types approach of this Land Use Plan implement the primary goal of the Sx^{w}tpqyen Master Plan which is to create walkable neighborhoods with a mix of land uses that provide for shopping and workplaces close to home.

The Sx^{w}tpqyen Master Plan called for implementation of the Mullan BUILD Grant award to support construction of new road and utility infrastructure, along with the creation of interconnected walkable blocks and safe, comfortable, multi-modal streets. Other plan considerations include need for a connection with agriculture, the construction of parks, and enhancement of Grant Creek's ecological health, the preservation of historic structures, ensuring development is compatible with the nearby airport, sustainability, and urban design. "Design matters" is highlighted throughout the plan which envisions a form-based set of regulations with emphasis on building scale and character over use. All of these considerations are consistent with this Land Use Plan and help to inform Place Type designations for the area.

The Missoula Downtown Master Plan was adopted as a Neighborhood Plan attached to the City of Missoula 2015 Growth Policy after conducting extensive research, community engagement, and stakeholder meetings to establish plan needs, direction and desired action. Community outreach for the project included nearly 4,000 individuals and comments submitted from the public and well attended outreach and surveying events. Over the year of plan development there was 60 public stakeholder meetings and/or conference calls, letters, surveys, meetings, a 10-week public commentperiod to absorb feedback from the community, and several public presentations which drew between 200 and 400 residents concerned about reinvigorating downtown. Agency and public comments were considered and incorporated as appropriate into the 2019 Downtown Missoula Downtown Master Plan through an extensive public engagement and outreach process. Over 800 written comments were submitted by Missoulians. Most comments were appreciative of the planning effort and many included detailed suggestions per

chapter.

The Missoula Downtown Master Plan took population growth in the form of considering housing needs and market analysis for development potential into consideration. The Plan illustrates the vision of the Downtown Place Type with strategies for mixed-use development, housing, enhancing public spaces, and promoting a walkable, sustainable environment which are also consistent with key themes from this Land Use Plan. The plan encourages multi-story buildings with active ground-floor uses, designed to nurture pedestrian activity along the street, creating a lively and accessible downtown environment. The Downtown Master Plan supports the incorporation of diverse housing types, affordable housing, and adaptive reuse of existing buildings. There is an emphasis on reducing surface parking and creating vibrant streetscapes that provide access for multi-modal transportation as the primary means of getting around, as highlighted by the Downtown Place Type. Generally, the Downtown Master Plan should help augment and supplement any understanding of the recommendations in the Downtown Place Type.

Existing Sunsetting Plans

Other City Neighborhood Plans are superseded by this Land Use Plan and will sunset upon adoption of the Land Use Plan. Any substantive land use recommendations from previous neighborhood plans had been considered in the adoption of the 2015 Our Missoula Growth Policy. The Neighborhoods Plans no longer in effect include:

- Grant Creek Area Plan, adopted in 1980
- Section 18, T12N, R19W Comprehensive Plan Amendment, adopted in 1985
- South Hills Comprehensive Plan Amendment, adopted in 1986
- Historic Southside Neighborhood Plan, adopted in 1991
- Downtown Riverfront Plan, adopted in 1991
- Fort Missoula Plan, adopted January 1994
- Development Park Master Plan, adopted in 1995
- Rattlesnake Valley Update, adopted December 1995
- Reserve Street Area Plan Update, adopted July 1995
- Butler Creek Area Plan Amendment, adopted in 1996
- Miller Creek Valley Plan, adopted August 1997
- Southside/Riverfront Area Comprehensive Plan Amendment, adopted March 2000
- Joint Northside/Westside Neighborhood Plan, adopted July 2000 and Limited Scope Update Adopted in 2009
- River Road/Emma Dickinson Infrastructure Plan, adopted in August 2003
- Wye/Mullan West Comprehensive Area Plan, adopted November 2005
- Franklin to the Fort Infrastructure Plan, adopted August 2006

Existing Issue Plans

Many Issue Plans attached to the 2015 Missoula Growth Policy are in the process of being updated. The current Issue Plans offer information used as part of the Community Profile and inform current conditions to policy direction in the Plan. They function as references for this Land Use Plan, remain primary adopted documents for local services and guiding community issues but will not be attached as Issue Plans to the Land Use Plan.

Going forward, Area or Issue Plans may be considered as amendments to the Land Use Plan based on a determination made at the time of the specific plan being developed. An adopted area or issue plan must substantially comply with the Land Use Plan. If there is any inconsistency, the Land Use Plan takes precedence.

Adoption, Amendment, and Update Process

Adoption of the Land Use Plan and Future Land Use Map

City Council shall adopt by resolution a land use plan and future land use map in accordance with 76-25-2, MCA only after consideration by and on the recommendation of the Planning Commission. Public notice, participation requirements, and engagement methods are established in the City of Missoula Land Use Public Participation Plan.

After the City adopts the Land Use Plan and Future Land Use Map, the Land Use Plan and Future Land Use Map must be reviewed by the Planning Commission every fifth year after adoption to determine whether an update to the Land Use Plan and Future Land Use Map must be performed. The process for review, consideration of potential new impacts, requirements for notice, consideration and documentation of public comment, and direction for action to City Council are described in 76-25-202. Public notice, participation and engagement methods are further described in the City of Missoula Land Use Participation Plan adopted as Resolution 8788 in July 2024.

Targeted Amendments to the Land Use Plan and Future Land Use Map

A targeted amendment to a land use plan or future land use map may be initiated by majority vote of the governing body; on petition of at least 15% of the electors of the local government jurisdiction to which the plan applies, as registered at the last general election; or by a property owner applying for a zoning, subdivision, or other land use permit.

After the initiation of a targeted amendment to a Land Use Plan or Future Land Use Map, the planning commission shall make a preliminary determination of whether the proposed Land Use Plan or Future Land Use Map amendment results in new or increased impacts to or from local facilities, services, natural resources, natural environment, or natural hazards from those previously described and analyzed in the assessment conducted in the development of the Land Use Plan. Once adoption or amendments are proposed, the Planning Commission must: (1) provide public notice and participation, (2) accept, consider, and respond to public comments, and (3) make a final recommendation to the City Council. Impacts of proposed amendments must be publicly reviewed and considered. The City Council then considers the recommendation and can adopt, modify, or reject the plan after additional public notice and participation in accordance with 76-25-201. Public notice, participation and engagement methods are further described in the City of Missoula Land Use Participation Plan.

Any amendment must comply substantially with the existing Land Use Plan.

Adoption, Amendment, or Update to Area or Issue Plans

Any amendment or update to an Area or Issue Plan must comply substantially with the existing Land Use Plan. Compliant Area & Issue Plans should relate to the following planning elements (which are described in the Community Profile and the incorporated into the Land Use Policy Themes):

- existing conditions and population projections,
- housing,
- local services and facilities,
- economic development,
- natural resources, environment, and hazards,
- Future Land Use Map, and
- Implementation

The adoption, amendment, or update of an Area or Issue Plan must follow the same procedures as those for a Land Use Plan, as specified in 76-25-201, MCA, including extensive, continuous and documented public participation. Amendments can be initiated by: (1) A majority vote of the governing body, (2) A petition from at least 15% of local electors, or (3) A property owner applying for a land use permit.

The process for review, and adoption, amendment or update to Area or Issue Plans follow the same process as for targeted amendments described above.

5. Land Use Plan Implementation

Overview

State law requires that the City establish meaningful and predictable implementation measures for the use and development of land within the Land Use Plan area based on the contents of the land use plan and place type map. Additionally, the City must identify implementation actions if it is determined that the new approach to land use planning yields inconsistency with the current zoning. The Land Use Strategy describes desired future conditions. They are an aspiration we strive toward, and they won't happen without action. The City and its partners must work on implementation through a series of strategic steps over an established timeframe.

Overall, implementation focuses on coordination for improvements (through the Community Investment Program) to city public facilities and services, the approach to annexation, specific implementation strategies, and the need to monitor and evaluate progress. The identification of programs, activities, actions, or land use regulations are part of the overall strategy for implementing the Land Use Plan.

Comparison of Current Zoning to Place Type Map

The City conducted analysis from several perspectives to determine inconsistencies between the current zoning regulations and the direction of this land use plan. The analysis included information from the following:

- An analysis of the consistencies between this 2025 Land Use Plan and the zoning regulations; and
- The Our Missoula Code Diagnostic that identified changes that are needed to align development regulations with the community's vision.

Figure 30 groups areas by consistencies, inconsistencies, and other. Forty six percent of the plan area is out of jurisdiction and therefore doesn't factor into the evaluation of extent of consistency. The areas that are consistent tend to be areas with some constraints to development, a strong tie to natural or cultural resources, or long-established industrial or civic areas and are 33% of the city jurisdiction.

Areas that are inconsistent are due to either having a place type that will allow more development or current zoning that allows more development. The small percentage of area where current zoning allows more development is primarily areas that are valued for their conservation and open resource characteristics. Areas are also identified that represent a shift in land use from residential to mixed use and therefore the zoning is inconsistent. The largest area in this comparison is the area that is inconsistent because the place types allow for more change than current zoning. The 'Other' category also includes unzoned areas and special zoning districts that will be addressed and brought into consistency with the Place Type Map as a part of the implementation of this Plan. The total percentage of place type designations within City jurisdiction that are inconsistent is 67%, combining the Inconsistencies with the Other remaining categories.

The Our Missoula Code Diagnostic was conducted for the purpose of understanding challenges that the current land use development codes present and included consideration of how the codes align with adopted policies. The diagnostic is a critical step in understanding what inconsistencies exist and what changes are needed to align the development regulations with the community's vision for the future. The Code Diagnostic offers a host of findings and considerations for improving clarity, consistency and alignment with the community's goals and State regulations that inform this Chapter. For more information on the Code Diagnostic see Appendix C.

Overall, the analysis between current zoning and updated community goals and policy objectives expressed in this Plan, as well as an analysis of the current zoning map and the Place Type Map all lead to a determination that inconsistencies do exist.

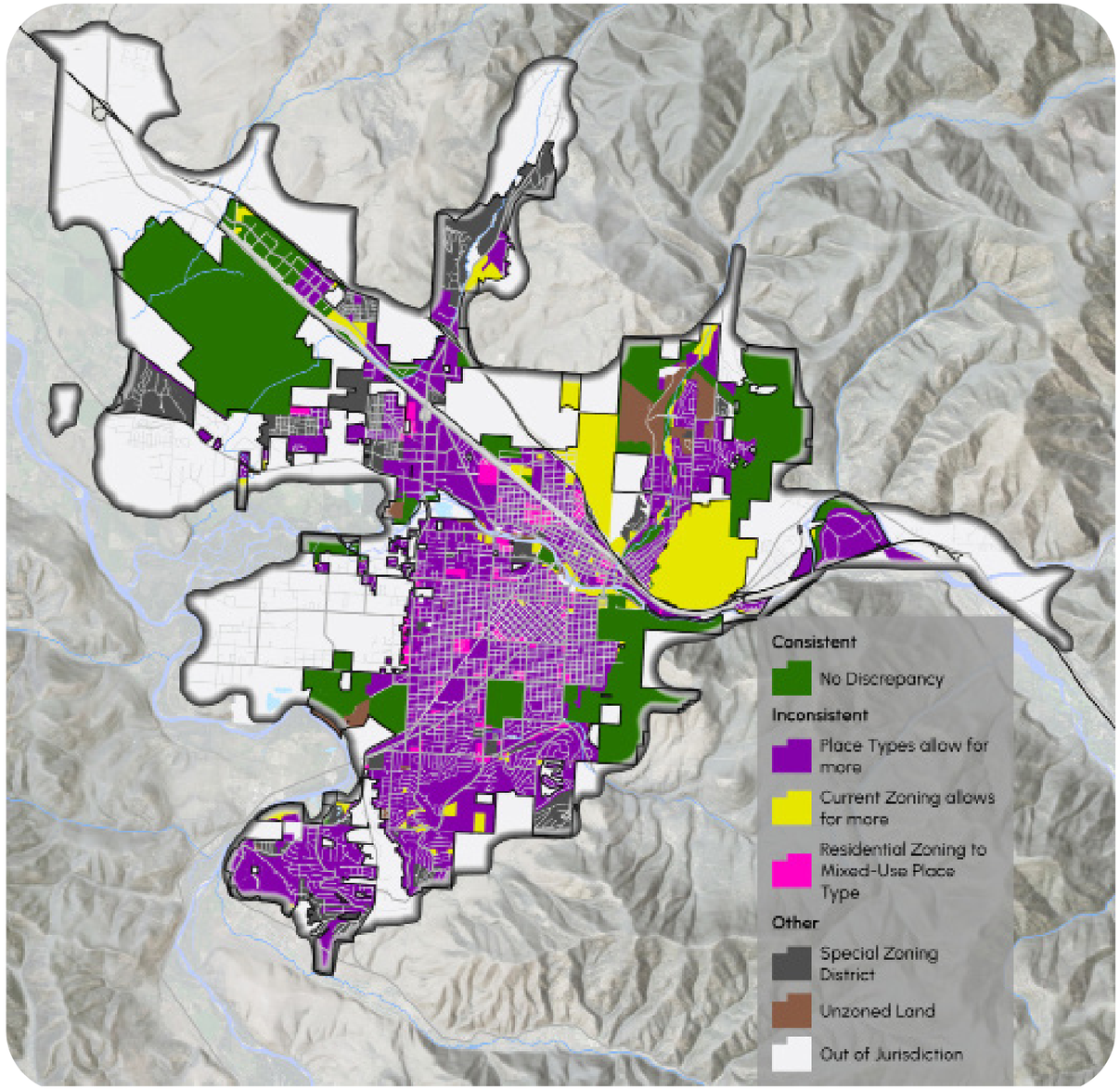
This chapter provides (among other things) specific implementation actions identified as Immediate (I) in the Implementation Action Table, as necessary to amend the zoning regulations and the zoning map to bring them into substantial compliance with the Plan and Place Type Map.

Approach to Community Improvement Planning

The primary strategy for acquisition, replacement, and maintenance of public infrastructure and other major assets for the City of Missoula is through its Community Investment Program (CIP – formerly referred to as Capital Improvement Program).

Figure 31.

Comparison of Current Zoning to Proposed Place Type Map



The CIP is guided by adopted City Plans such as the Land Use Plan and infrastructure plans including the Long Range Transportation Plan; the Parks, Recreation, Open Space and Trails Plan;, and Utility Facility Plans. These Plans share the same growth assumptions as the Land Use Plan and are focused on strategically implementing that Plan's vision for growth. Infrastructure pPlans that guide project prioritization in the CIP are developed using the Land Use Plan as the foundation for evaluating areas of needed investment. The infrastructure plans guide the City's investments so that the City prioritizes the most critical projects needed to facilitate growth

and maintain our infrastructure assets.

The City utilizes a Strategic Plan, that is regularly updated, to collectively describe the City mission, vision, and decision lenses, as well as core services. The primary outcome of the Strategic Plan is to identify strategic goals that ensure core levels of service are maintained and programs are innovative and efficient, and outcomes are clear and measurable. This document serves to inform the Community Investment Program.

By setting up a Community Investment Program, the City can systematically plan, schedule, manage, monitor and finance capital projects over five years with annual revisions that reflect changing community needs and priorities. This allows financial planning to extend four years beyond the annual budget with the intent of creating a more coherent and cost-effective city-wide fiscal policy. The list of CIP projects is updated on an annual basis as new needs become known and priorities change. The City of Missoula prepares a Community Investment Program (CIP) document separate and apart from the Annual Operating Budget. Unlike the Annual Operating Budget, the CIP is a multi-year community investment plan that forecasts, but does not obligate, future spending for all anticipated capital projects.

The City's CIP is based on 5-year projections of revenue to ensure sufficient funding for identified projects, and include project costs, prioritization based on adopted plans and policies and programmed using funding as available over the 5-year time frame. All city-provided utilities have proformas to project the costs and revenues over a 5-year planning period, funded with debt service, enterprise and development funds, and grants. Additionally, the City is developing a process to align and establish consistencies of CIP processes among agencies.

The Long-Range Transportation Plan (LRTP) includes a fiscally constrained list of projects recommended to support planned future growth. This 25-year outlook also includes a list of recommended projects for the next 5-years (near term) implementation. Analysis in the LRTP identifies areas prioritized for significant growth in the Land Use Plan (Midtown, Sxwtpqyen, North Reserve/Scott St). The LRTP is one of the key starting points for developing the City's 5-year CIP.

The CIP prioritization process for the Long Range Transportation Plan 5-year program considers:

1. a full list of identified projects from the LRTP and other potential improvements;
2. takes into account inclusion of the project in another plan or policy, including the Land Use Plan;
3. considers development pressures or leverage in prioritizing projects; and
4. includes projects that require public cost-sharing with private development to ensure adequate transportation infrastructure.

Transportation CIPs are funded with Road District, impact fees, gas tax, Tax Increment Finance, grants, Special Improvement Districts, and development agreements.

CIP projects are reviewed and prioritized according to community benefit, public health and safety, efficiency, urgency, in accordance with adopted City plans and policies. The projects are evaluated and prioritized by City staff and reviewed and adopted by City Council.

Projects that may be part of the CIP include but are not limited to wastewater treatment facilities, wastewater collection systems, water systems, storm drains, parks, sidewalks, trails, streets, and police and fire protection facilities. These projects are classified as major improvements rather than routine maintenance or routine equipment replacement.

Many of the Community Investment Projects that are funded in the Fiscal Year 2025 City budget will help to support new housing capacity and community development in alignment with this Plan. Generally, projects support City public facilities and services in a number of ways ranging from core operating services to public safety and public works, mobility, infrastructure and utility needs.

- Core Operating projects will help fund vehicle and equipment replacement as well as the rehabilitation of the John Engen Local Government Building in order to better serve the growing population.
- Public Safety projects will help fund a new fire station to account for population growth, as well as some other facility improvements and core equipment replacements.
- Infrastructure improvement projects will provide much needed new connecting infrastructure in fast growing areas of the community as well as improvements within the core of the City to address livability, accommodate mobility shifts, account for new infill opportunities, improve efficiencies, and address major maintenance of existing infrastructure. Examples of those infrastructure projects include:
  - A major improvement project associated with federal grant dollars is for new infrastructure (including streets and trails) in the areas west of Reserve Street, north of the Clark Fork River, referred to as the Mullan BUILD Grant. This project has various multi-year funding commitments. The investment of new infrastructure in this area aligns with the expected growth projections for the area.
  - Focusing in this same area, the City is helping to fund the Grant Creek Realignment that relates to Storm Water planning.
  - The Safety, Access, Mobility (SAM) Project is supported by a Federal RAISE Grant that provides significant funding to Missoula to enhance safety and mobility in the Downtown area. The funding commitment will stretch over several years and is identified in the FY 2025 – FY 2029 approved Community Investment Program Budget Summary. The project will create safer streets, improve access and circulation for the Downtown and support economic health and investment in the Downtown, in alignment with the 2019 Missoula Downtown Master Plan as well as this Land Use Plan.
  - Focusing in this same area, the City identified funding for new Caras Park River Access improvements that will improve accessibility, enhance viewing capacity, and promote environmental sustainability along the Clark Fork River. The project is primarily funded by a grant from the Economic Development Administration with Local matching coming from various sources.
  - A multi-agency funded effort is underway for the Ravara project on the Northside of Missoula. With a focus on infill and reinvestment within close proximity to Downtown (located within the North Reserve Scott Street planning area), this project will support new housing capacity, and community revitalization in alignment with the Land Use Plan.
  - Improvements to the Wastewater Treatment Plant, composting operations, and various other system upgrades are being funded to accommodate the needs of the growing community.

The following website link identifies the summary of CIP for FY 2025: https://www.ci.missoula.mt.us/DocumentCenter/View/73001/FY2025-Budget-CIP-SUMMARY

Leading into future Fiscal Year budget discussions, an updated Water and Wastewater Facility Plan, Long Range Transportation Plan, and Parks, Recreation, Open Space and Trails Plan will develop CIP recommendations for future projects.

Approach to Annexation

The City's primary method for extension of services is through petition. City resources are focused on improving infrastructure within the city limits. As property owners annex by petition, development pays to extend infrastructure to those properties. Consideration of annexation requests is based on the City's adopted Annexation Policy. It guides the City in maintaining logical planning and governmental service in accordance with the Plan and encourages quality development while minimizing negative fiscal impacts on existing residents, and equitably distributing the costs of local government services over the areas that enjoy the benefits of such services.

The City prioritizes annexation within the Utilities Services Area located within the Annexation Area 'A' of the Annexation Policy Map (see Figure 5). Annexation Area 'A' indicates areas that largely meet the guidelines of the Annexation Policy while areas in Area 'B' largely do not meet the guidelines. Area designation is not intended to indicate where annexation will or will not be approved in any given timeframe. The Annexation Policy Map is meant to show areas that have factors that tend to meet annexation policy guidelines for potential annexation.

All annexations are evaluated on their individual merits based on the criteria in the annexation policy. The City Annexation Policy states the City should prioritize annexations that meet current city standards, including but not limited to water, sewer, and transportation infrastructure. Prior to Council approval of a petition to annex, the City determines if the land can be adequately served by City infrastructure and services. The developer is required to make improvements

to infrastructure that does not meet current City standards, otherwise the land cannot be annexed.

State law requires that the City provide a schedule for updating the plan for extension of services required in Title 7-20-4532, MCA, to be in substantial compliance with the land use plan, if this method of annexation is applicable. A schedule for updating the city plan for extension of services is not applicable because the housing capacity analysis indicates that the housing needed to accommodate the projected population over the lifetime of this plan can be met by development within the city jurisdiction and by considering annexation by petition. An action is included in the Implementation Action table below to update the Annexation Policy based on this Land Use Plan.

Implementation Actions

The following provides background on the Implementation Action Timeline, Implementation Action Roles, and is a complete list of action items with timeframe references. They describe desirable ways to implement the Land Use Plan goals and policy objectives identified within each Theme section and provide a framework to guide the community's development.

Implementation decisions come up on a case-by-case basis as the Missoula Planning Commission, City Council, staff, and others work to turn the Land Use Plan from vision into reality. The adoption of the plan is the first step in the implementation process. For the City of Missoula, the actions outline policy direction in terms of spending, capital improvement priorities, implementing area plans, and developing and interpreting policies and regulations. Because the Land Use Plan addresses a broad range of issues, thoughtful policy determinations should be made taking into consideration existing financing, staff, public welfare, and overall goals of the Land Use Plan. Zoning regulations and subdivision regulations are one of the primary plan implementation tools and a consistent unified development ordinance provides an effective way of translating the policies and policy objectives of the plan into everyday decisions.

While the actions are specific, they shouldn't preclude adjustment and new ideas as circumstances and priorities change over time as long as they are consistent with the intent of the plan. It is not the intent of this plan to identify all specific actions that are needed to implement the plan. Further research and subsequent recommendations may be needed in many instances.

Strategy

This strategy focuses on five categories of implementation, each with overarching imperatives. Within each category, individual actions are described, along with anticipated roles and timing recommendations.

A. Code:
Create a well-organized and efficient Unified Development Code (UDC) that co-locates updated City Zoning Regulations, Subdivision Regulations and other land development regulations into one place. The UDC will be reflective of updated policy decisions and is maintained to reflect current conditions. Included as a component of Code is an expectation that the Zoning Map will be updated. The updated zoning map is the most effective tool to implement the Place Type Map.

Additional resources that inform code implementation are the Our Missoula Code Diagnostic and adopted Guiding Principles for Code Reform (Resolution #8780) and requirements of the Montana Land Use Planning and Act (76-25, MCA) including housing strategies related to encouragement of development of housing (76-25-302, MCA).

B. Coordination:
Work with City partners and through more detailed planning efforts to implement the plan so as to effectively manage planned growth in a way that continues to represent the vision for the community and engage community members. A key piece of the City's implementation strategy is to act on existing planning efforts and update and develop new plans where necessary. These concurrent and related planning efforts capture a sizable amount of the city's implementation efforts towards realizing goals expressed in the Land Use Plan.

The primary implementation action is to develop a Land Use Plan Implementation Team, responsible for stewarding and monitoring the Implementation Strategy for the Land Use Plan. That Team will be responsible for developing a process to help prioritize the specific individual actions listed, and generally steward and monitor the Implementation Strategy.

C. Infrastructure:
Build and manage City infrastructure to proactively guide where and how growth occurs.

D. Programs:
Identify new programs or enhance existing programs in order to implement policies and achieve Land Use Plan goals.

E. Funding:
Identify new funding sources or enhance existing funding sources to help implement the Land Use Plan.

Timeline

The Land Use Plan Implementation Action identifies the following Timeline expectations for each individual implementation action.

Code	Designation	Timeframe	Description
O	Ongoing		Active and continuous over time
I	Immediate	<1 Year	Before the transition deadline to comply with the Planning Act by May 17, 2026
NT	Near Term	1-4 Years	Before the next process to update the Land Use Plan begins. (Planning Act requires every 5 years from adoption or last update.)
MT	Mid-Term	5-9 Years	Do not anticipate being relevant to the next update process; these are items that require more time for changed conditions.
LT	Long Term	10+ Years	Long term, far-reaching goals and initiatives

Implementation Action: Roles

The Land Use Plan Implementation Action identifies the following Roles for individual implementation actions. The list below indicates the general distribution of responsibilities between Government, Business and Development Community, Community and Nonprofit Organizations, with examples of specific parties within those categories. The Implementation Action Table lists roles generally, with the expectation that specific parties will be identified and included as relates to each specific action.

G - Government	B&D - Business & Development Community	Orgs - Community & Non-Profit Organizations
City Administration	Missoula Economic Partnership	Neighborhood Councils
City Council	Missoula Downtown Partnership	Climate Smart Missoula
City CPDI Dept.	Midtown Association	Bike/Ped Alliance
City PWM Dept.	Missoula Organization of Realtors	Common Good Missoula
City Fire Dept.		Natural Resource organizations like Clark Fork Coalition
City Attorney		Home Resource, etc.
Historic Preservation Office		North Missoula Development Corporation
Missoula in Motion		Homeword
Missoula Redevelopment Agency		Missoula Institute for Sustainable Transportation
City Police Dept.		
City Office of Neighborhoods		
County Administration		
Board of County Commissioners		
County Planning Development & Sustainability Dept.		
City/County Health Dept.		
US Forest Service		
Missoula County Public Schools		
Metropolitan Planning Organization		
Missoula Housing Authority		
Tribal Agencies		

Approach to Monitoring

No community is static, change is the only constant. The 2045 Land Use Plan is written for a 20-year horizon, but adjustments will be made on a periodic basis. The Montana Land Use and Planning Act actually requires that the plan be reviewed on a five-year cycle based on most recent conditions.

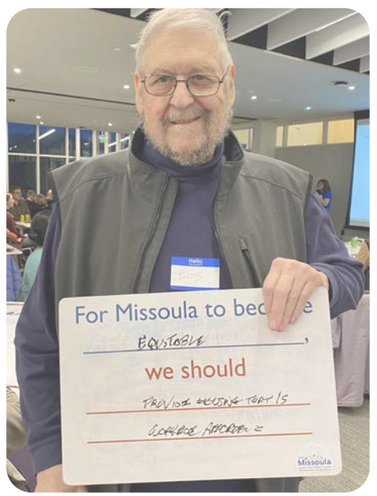
In order to monitor changes in conditions and evaluate progress towards meeting the Land Use Plan's Implementation Strategy, the City of Missoula will commit to the following monitoring activities:

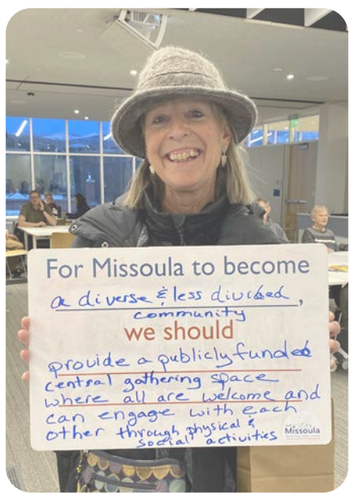
The City of Missoula will:

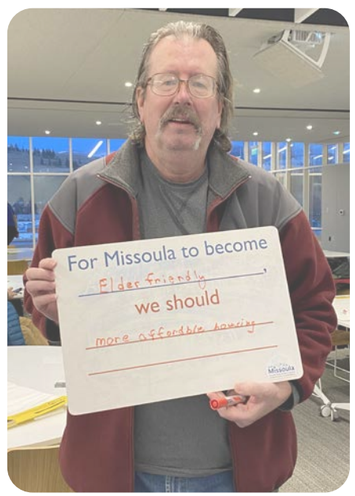
- Organize a Land Use Plan Implementation Committee that will track, facilitate, and monitor the implementation actions listed in this plan. The new Land Use Plan Implementation Committee will provide annual or bi-annual updates on the status of the Land Use Plan Implementation Strategy.
- Develop new tools to coordinate the ability to project growth in specific regions of the Land Use Plan area to better align planning efforts between land use, transportation and utilities.
- Conduct a fiscal growth analysis to develop a more specific evaluation of whether revenues generated by new growth remain sufficient to cover the resulting costs of services and facility demands placed on the city.

The Community Planning, Development and Innovation Department will:

- Continue to produce annual reporting on residential development in the Land Use Plan Area through the Our Missoula Development Guide annual reports, and further strengthen the use of the Suitability Layer analysis used in the report.
- Develop new monitoring tools to track key implementation metric and then evaluate those metrics on a regular basis. Use the monitoring tool especially to track shifts in conditions related to equity in land use.
- Continue to conduct public engagement, education, and communications between adoption of this LUP and the next 5-year review.
- Review the Place Type Map and Unified Development Code for updates on a yearly basis for the first several years after adopted.
- Continue to monitor housing affordability and the impacts of its housing strategy, including through an annual Housing Landscape Assessment Report and continued monitoring of potential drivers of affordability challenges, including rental vacancy rates, home prices, and rates of short-term rentals in the Missoula market.







Implementation Action Table

Strategy	Action #	Code	Roles	Timeframe
A: CODE				
A	1	Consolidate land development codes to avoid overlapping content; create a Unified Development Code with multi-departmental coordination.	G B&D Orgs	I
A	2	Simplify and streamline standards for easier compliance.	G	I
A	3	Clarify, resolve conflicts, and consolidate development permit review decision-making authority to increase predictability.	G	I
A	4	Organize the codes with a clear and consistent structure that provides user-friendly navigation and use plain language and clear graphics to make the codes accessible and understandable.	G	I
A	5	Map zoning districts in ways that support equity; sustainability and resilience; a vibrant public realm; and a walkable and healthy community	G	I
A	6	Update zoning to focus regulations more on form compatibility rather than just density and use.	G	I
A	7	Update zoning districts to better match land use context and identified place types.	G	I
A	8	Zone unzoned land to encourage appropriate development.	G	I
A	9	Where possible, collapse overlays into equivalent base zones or develop unique base zones to capture the intent.	G	I
A	10	Revise zoning requirements for parking, density standards, setbacks, and landscape/activity area in each zoning district in order to improve opportunities for infill and housing production.	G	I
A	11	Integrate Title 21 into the Unified Development Code	G	I
A	12	Simplify applications for smaller development and infill projects and improve the review process including clear guidance and communication techniques.	G	NT
A	13	Consolidate manuals into one unified development manual.	G	NT
A	14	Explore additional opportunities for streamlining development review, including pre-approved plans sets for certain types of projects, fast-tracking permit options, etc.	G B&D Orgs	MT
A	15	Provide for zoning that specifically allows or encourages the development of tiny houses.	G	I
A	16	Allow for single-room occupancy developments.	G	I
A	17	Zone for higher density housing near transit stations, places of employment, higher education facilities, and other appropriate population centers.	G	I
A	18	Allow, as a permitted use, for at least a duplex where a single dwelling unit is permitted in compliance with legislative mandate..	G	I
A	19	Expand housing types including “missing middle” housing types and ADUs to be allowed in residential zoning districts.	G	I
A	20	Calibrate code to allow greater affordability and housing types while fitting in with the existing form and character. Refine standards based on existing context and historic patterns.	G	I
A	21	Adopt zoning that allows higher density housing, consistent with the Place Types, and standards that promote smaller more affordable homes.	G	I
A	22	Do not limit higher density housing to neighborhoods vulnerable to gentrification.	G	I
A	23	Develop effective incentives for income restricted Affordable housing.	G	I
A	24	Distribute opportunities for affordable housing types broadly throughout the city.	G	I
A	25	Neighborhoods that have historically not hosted their “fair share” of new housing development may be prioritized for policy or code reforms to encourage new housing development in those neighborhoods.	G	I
A	26	Through the Place Type Map and Zoning Map Update, increase housing opportunities in residential areas that have good access to services and amenities by walking, biking, and transit.	G	I
A	27	Reduce barriers to new housing supply through land use incentives and improvements to general land use code. Consider zoning tools such as reduced minimum lot size, density minimums, density bonuses for affordable units, mobile homes, neighborhood PUDs, mixed-use developments, and cottage court, and recognize manufactured housing as a viable option.	G	I

Implementation Action Table

Strategy	Action #	Code	Roles	Timeframe
A	28	Design form-based regulations such as limits on overall floor area, building width, or building depth will be used to achieve compatibility with existing homes and building in residential neighborhoods.	G	I
A	29	Reinforce regulations that help to preserve historic buildings and resources.	G B&D Orgs	NT
A	30	Integrate Universal Design and visitibility principles.	G	NT
A	31	Establish land use regulations for the equitable and strategic distribution of social service uses including emergency housing and meal centers.	G	MT
A	32	Accommodate development with consideration of environmental constraints where they exist and restrict development where environmental hazards are present	G B&D Orgs	I
A	33	Clarify riparian resource protection regulations	G	I
A	34	Remove barriers to installations of solar panels	G	I
A	35	Remove barriers related to hillside density reductions.	G	I
A	36	Incentivize cluster development that preserves sensitive lands.	G B&D Orgs	NT
A	37	Incentivize the inclusion of garden space in new multi-dwelling development.	G	NT
A	38	Identify and remove regulatory barriers to local renewable energy generation	G	NT
A	39	Incentivize the use of native (or regionally appropriate), climate adapted, and pollinator friendly vegetation.	G	NT
A	40	Develop a construction and development ordinance to achieve significant waste reduction through deconstruction, reuse of materials, and incorporating three waste streams (trash, recycling, compost) in building design.	G B&D Orgs	NT
A	41	Prioritize green infrastructure for ecosystem functions and stormwater management, including rain gardens and permeable surfaces.	G	NT
A	42	Update development codes to support electric vehicle infrastructure and emerging mobility hubs with consideration for such things as personal or public charging infrastructure and mitigation of potential impact of placing that infrastructure in the Right of Way.	G	NT
A	43	Amend development regulations to allow for innovative development designs, renewable energy options.	G	MT
A	44	Amend regulations to include recycling along with trash receptacle locations	G	MT
A	45	Develop standards that encourage green site improvements, climate adaptive technologies, and sustainable building materials, including lifecycle costs and climate impacts.	G B&D Orgs	MT
A	46	Incentivize green building infrastructure, energy conservation, recycling, renewable energy (solar/ geothermal), zero waste, etc.	G	MT
A	47	Refine the current adaptive reuse regulations to offer additional incentives.	G B&D Orgs	NT
A	48	Ensure equitable access to outdoor space in multi-dwelling developments through activity areas or proximity to parks. Retain but revise and simplify requirements for activity areas while adding flexibility for infill developments to help refine expectations and exceptions.	G	I
A	49	Require easements for transit infrastructure in new developments and redevelopments exceeding specific thresholds.	G	I
A	50	Incorporate the recommendations related to Street Types into the Unified Development Code and the Public Works Manual to address standards related to right-of-way, including boulevard, thoroughfares, street trees, site triangles, fire, on-street parking and expanding the tree canopy.	G B&D Orgs	I
A	51	Develop street standards that prioritize safety, multi-modal level of service, and enhance placemaking.	G	I
A	52	Define right-of-way standards (for both infill and greenfield development) based on Street Types.	G	I
A	53	Delineate floodway (mapped as Parks and Open Space) and floodplains to reduce peak flood flows, decrease risks to live/property and encourage groundwater infiltration to help sustain late summer flows.	G	I
A	54	Encourage cluster development and lot coverage regulations to protect flood water storage capacity while still allowing for development in floodplains.	G	I
A	55	Utilize crime prevention through environmental design principles as a resource for establishing safety-based code requirements.	G	NT

Implementation Action Table

Strategy	Action #	Code	Roles	Timeframe
A	56	Develop standards for planting, protection, and maintenance of a healthy urban forest, and clarify street tree requirements to optimize tree layout and maintenance of a healthy urban forest. Ensure design standards and tree protection during construction activities for trees in urban area.	G	NT
A	57	Develop standards for mitigation techniques for Wildland Urban Interface (WUI) fire-prone areas.	G B&D Orgs	MT
A	58	Allow multi-dwelling development or mixed-use development as a permitted use on all lots where office, retail, or commercial are primary permitted uses.	G	I
A	59	Integrate Design Excellence Overlay into the base zoning to ensure clear and consistent standards that support pedestrian-oriented development.	G	I
A	60	Establish transitions between higher intensity development in commercial zones and adjacent residential neighborhoods.	G	I
A	61	Foster a mix of uses throughout commercial districts, however it is not necessary for every new building to include both residential and commercial uses to achieve this goal.	G	I
A	62	Establish supportive place types and regulations for mixed-use development within walking distance to grocery stores and other basic necessities, as well as close to existing infrastructure for use of non-motorized and public transportation.	G	I
A	63	Where neighborhood plans establish a desire for active use (non-residential uses) on ground floors along certain street frontages, then code regulations may implement a requirement for active ground floor use However, this should be the exception to the general standard for single-use, high density residential buildings in commercial zones.	G	I
A	64	Develop regulations to allow for and mitigate the impact of small-scale commercial uses in residential zones. Mitigating regulations could address operating hours, use types, noise, lighting, buffers, and similar issues.	G	I
A	65	Allow certain small-scale neighborhood commercial developments to be allowed in more or all residential zones. Put limitations on these uses into code related to location, uses, and intensity. Other mitigating regulations could address operating hours, noise, lighting, buffers, and similar issues.	G	I
A	66	Reduce parking requirements for projects that include features and amenities which are likely to reduce the demand for parking as recommended in the Transportation Options Action Plan.	G	I
A	67	Link parking regulations to the availability and quality of alternative transportation modes (especially transit proximity and level of service as primary factors and high-quality bike facilities as a secondary factor) in specific locations.	G	I
A	68	Simplify and streamline parking reduction and shared parking processes.	G	I
A	69	Identify appropriate locations for a varied scale of industrial uses.	G B&D	I
A	70	Plan and design for bike parking locations that encourage bicycle use and aligns with land uses.	G	I
A	71	Amend code to include restaurants/theaters serving alcohol, taverns, brewery taprooms, micro-distillery taprooms as permitted uses in more zoning districts without conditional use review.	G	I
A	72	Establish supportive land use regulations for home businesses, telework opportunities throughout the city.	G	NT
A	73	Optimize transportation impact mitigation by reducing parking requirements and other recommendations in the Transportation Option Action Plan.	G	NT
A	74	Support broader adoption of on-street parking management policies and strategies along with lower off-street parking in order to encourage lower vehicle trips and ownership.	G	NT
A	75	Reassess allowable zoning districts for Cannabis use.	G	NT
A	76	Review and adjust buffers and other regulations to reduce the number cannabis dispensaries in the community.	G	NT

Implementation Action Table

Strategy	Action #	Code	Roles	Timeframe
B: COORDINATION				
B	1	Work with housing agencies and non-profits to assist displaced households when mobile home parks or old motels are redeveloped.	G Orgs	O
B	2	Continue to build public-government-private partnerships on a coordinated strategy to address houselessness.	G Orgs	O
B	3	Work with State, local and Federal agencies to redevelop brownfield sites to allow for residential development, where appropriate.	G	O
B	4	Coordinate annexation and infrastructure extension policies in developing areas of the urban fringe.	G	O
B	5	Work with State government on groundwater permitting to better protect the quality and quantity of Missoula's groundwater resource.	G	O
B	6	Continue to have City agencies conduct outreach and workshops with the development community.	G	O
B	7	City and County staff should meet at least quarterly to coordinate annexation issues and should coordinate on compatible land development regulations within the Urban Service Area.	G	O
B	8	Engage with and support the Downtown Master Plan Implementation Team.	G B&D Orgs	O
B	9	Engage with and support the Midtown Master Plan Implementation Team.	G B&D Orgs	O
B	10	Address opportunities to connect parks, schools and open space through trails and green space in various city plans.	G	O
B	11	Update the Park Recreation Open Space and Trails Plan (PROST).	G	I
B	12	Through the PROST plan, define parks level of service based on national best practices, Place Type, climate and equity goals to ensure that parks meet the needs of a growing population.	G	I
B	13	Update the Long Range Transportation Plan.	G	I
B	14	Support development of the Mountain Line Strategy Plan.	G Orgs	I
B	15	Update City utility plans for sewer and water infrastructure to accommodate growth and development supported by the Land Use Plan.	G	NT
B	16	Update the annexation policy to align with the Land Use Plan and Map.	G	NT

Strategy	Action #	Code	Roles	Timeframe
B: COORDINATION				
B	17	Work with stakeholders and the community to develop a comprehensive analysis and approach to mitigating the impacts of growth on sensitive lands.	G B&D Orgs	NT
B	18	Develop an Implementation Team for the Sxʷtpqyen Neighborhood Master Plan and support the implementation actions from that planning effort.	G Orgs	NT
B	19	Support implementation of the Missoula Parking Commission Expansion and Optimization Plan and consider ways that the Plan can help with transportation demand management.	G B&D Orgs	NT
B	20	Work with MRA, MEP, and area implementation teams to Identify commercial areas that could be repurposed.	G B&D	NT
B	21	Conduct a fiscal growth analysis.	G B&D	NT
B	22	Support development of an update to the City/County Climate Ready Plan	G Orgs	NT
B	23	Develop an updated North Reserve Scott Street Plan.	G	NT
B	24	Support an update to the Community Health Improvement Plan (CHIP).	G	NT
B	25	Initiate consulting with the CSKT Culture and/or Tribal Councils and the Conservation District to promote the preservation and restoration of sensitive natural areas and culturally significant areas.	G Orgs	NT
B	26	Support Missoula County Public Schools school facility planning to support adaptive reuse of existing facilities to meet community needs.	G Orgs	NT
B	27	Coordinate with the Historic Preservation Commission to explore incentives for preservation of historic resources, including applying for grants, pursuing historic survey updates, and assisting with obtaining tax-credits.	G Orgs	NT
B	28	Develop a Bitterroot Trail Land Use Plan.	G	MT
B	29	Develop a river corridor plan to address land use, river access, open space, transportation, water quality, views and vistas and wildlife habitat.	G	MT
B	30	Develop a City Annexation Plan.	G	MT
B	31	Develop a Neighborhood Planning Strategic Plan to establish conditions, criteria, and a process for developing future neighborhood plans in coordination with neighborhood councils.	G	NT
B	32	Develop a City-wide Heritage Plan.	G B&D	MT
B	33	Develop a City Broadband Master Plan.	G	MT

Implementation Action Table

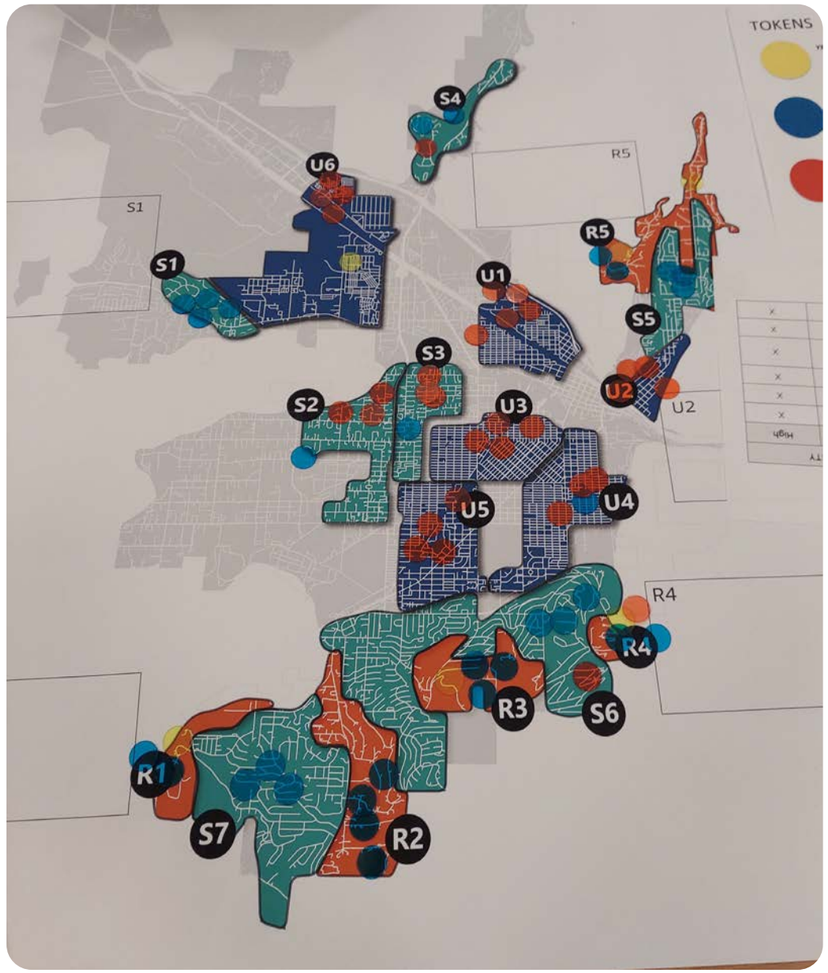
Strategy	Action #	Code	Roles	Timeframe
B: COORDINATION				
B	34	Revisit Complete Streets Resolution as it applies to Place types.	G	MT
B	35	Ensure Transit District continuity by soliciting inclusion into the transit district for developments within planning boundaries but not currently part of the district, triggered by criteria like redevelopment size, alley paving, or increased parking.	G	LT
C: INFRASTRUCTURE				
C	1	Maintain impact fees to recover some of the cost of service for development.	G	O
C	2	Amend the Impact Fee structure to not assess impact fees on the construction of an Accessory Dwelling Unit in compliance with legislative mandates.	G	I
C	3	Prioritize development within the utility service area before considering expansion of the utility service area.	G	O
C	4	Through implementation of Street Types, expand traffic impact assessments and street design standards to prioritize pedestrian, bicycle, and public transit infrastructure.	G	I
C	5	Monitor County planning at the Wye.	G	I
C	6	Conduct infrastructure evaluation and infrastructure planning for areas considered 'Annexation Area A' in the Annexation Policy Map.	G	NT
C	7	Create more special development tools by areas, including special impact fee districts and late-comer agreements.	G	NT
C	8	Create documentation for how the City CIP considers future growth, revenues, and needed infrastructure for the full CIP.	G	NT
C	9	Replace emphasis on vehicle level of service standards with targets for safety and multi-modal transportation person mobility	G	NT
C	10	Prioritize and invest in transportation improvements that promote safety, reduce crashes, and reduce bicycle/car/pedestrian conflicts with a goal of zero fatalities and severe injuries.	G Orgs	NT
C	11	Implement recommendations included in the Transportation Options Action Plan to reduce automobile dependence and household transportation costs through improved access to multimodal options.	G	NT
C	12	Improve pedestrian and bicycle crossings in high traffic areas and safe routes to schools and parks.	G Orgs	NT

Strategy	Action #	Code	Roles	Timeframe
C: INFRASTRUCTURE				
C	13	Recommend that the Electric Vehicle (EV) Infrastructure Plan identifies appropriate balance of funding and prioritization of emerging EV technology and infrastructure needs vs other sustainable modes in order to meet region's transportation goals.	G	NT
C	14	Continue acquiring and developing parkland with a wide range from small parks to large open spaces to meet different functions within the park system, to be adaptable, to maintain standard levels of service	G	O
C	15	Invest in parks that improve safety, accessibility and healthy life-styles. Do this through features such as unstructured play areas for children, ADA compliant designs, etc.	G B&D Orgs	O
C	16	Develop and implement trail typologies that guide the creation and expansion of commuter trails that allow for growth, are consistent with Street Types and are convenient, efficient, comfortable and safe.	G	NT
C	17	Support urban forest expanded coverage, especially in the densest areas of the City.	G	O
C	18	Amend stormwater regulations to incorporate green infrastructure.	G	NT
C	19	Design parks and public facilities to include design features to accommodate people with disabilities and the senior population based on Universal Design principles.	G Orgs	MT
C	20	Increase dedicated transit infrastructure, such as bus lanes, pull-out stops, and jump queues.	G	MT
D: PROGRAMS				
D	1	Continue to explore and support programs to incent income-restricted affordable housing.	G B&D Orgs	O
D	2	Continue to explore and support programs to incent green building.	G Orgs	O
D	3	Support programs to integrate community gardens and urban farming throughout the community.	G Orgs	NT
D	4	Prioritize programmatic support for conversion of mobile home parks to Resident Owned Communities	G Orgs	NT
D	5	Coordinate with statewide partners to protect and expand net metering opportunities to encourage local clean energy production.	G	NT
D	6	Support strategic redevelopment, renovation or rehabilitation of blighted, vacant, underdeveloped and obsolete areas and buildings around the community.	G B&D	NT
D	7	Establish supportive zoning for locating emergency shelter facilities equitably throughout the community.	G	NT

Implementation Action Table

Strategy	Action #	Code	Roles	Timeframe
D: PROGRAMS				
D	8	Support programs that encourage preservation of historic buildings, cultural sites, and archeological resources.	G B&D	NT
D	9	Promote adaptive reuse of existing buildings	G B&D	NT
D	10	Prepare an urban agriculture strategy that would identify, inventory, explore incentives for access to local agriculture and consider ways to support urban agriculture production.	G Orgs	MT
D	11	Support legislation that incentivizes local food production and develop incentives to support small local producers.	G	MT
D	12	Secure 100% clean electricity by 2030 by advocating statewide to increase utility-scale development of clean energy, participating in clean energy programs, and encouraging small-scale clean energy development throughout our community.	G	MT
D	13	Prioritize brownfield clean-up along railroad and in low- and moderate-income areas.	G	MT
D	14	Explore redevelopment and building rehabilitation programs to provide affordable and accessible space for start-up businesses.	G B&D	MT
D	15	Acquire, restore and protect river and stream corridors and floodplains as open space whenever possible including corridors outside urban service areas.	G Orgs	LT
D	16	Transition to a carbon-neutral community by 2050 through electrifying building operations and transportation with renewable energy and integrating highly efficient technologies.	G B&D Orgs	LT
D	17	Institute programs and projects to address sustainability and climate change within city operations, such as repair of aging water mains, water metering, etc.	G	LT
D	18	Institute projects and systems to enable the city to achieve 90% waste reduction by 2050.	G Orgs	LT

Strategy	Action #	Code	Roles	Timeframe
E: FUNDING				
E	1	Explore grants and financing tools to help support development of additional safe, affordable, and permanent housing	G	O
E	2	Investigate revenue bonds, tax increment financing, and other funds for developing another downtown parking garage, and upgrade infrastructure in redevelopment areas.	G B&D	NT
E	3	Provide financial incentives to offset the cost of developing brownfields and redevelopment of older or underutilized commercial properties.	G	MT



List of Appendices

A. Community Profile / Existing Conditions

B. Our Missoula Equity in Land Use Report

C. Our Missoula Code Diagnostic

D. Our Missoula Community Form Analysis

E. Our Missoula Development Guide 2021-2022 Yearbook

F. Engagement Tracking Report

G. Public Participation Plan

H. Additional Resources