

MISSOULA AREA LAND USE MAP

DRAFT - OCTOBER 9, 2018



PUBLIC WORKING DRAFT

MISSOULA COUNTY COMMUNITY AND PLANNING SERVICES

Acknowledgments

Missoula County Commissioners

David Strohmaier
Jean Curtiss
Nicole Rowley

Missoula County Consolidated Planning Board

Andy Mefford
Michael Houlihan
Stephanie Laporte Potts
Jason Rice
John Newman
Neva Hassanein
Dudley Improta
Helen Pent Jenkins
Jamie Hoffmann
Vince Caristo
Peter Bensen

Land Use Technical Committee

Collin Bangs, Retired Realtor®
Deborah Bell, AICP, Public Works, Missoula County
Adriane Beck, Office of Emergency Management, Missoula County
Mike Boehme, Bonner Property Development, LLC.
Mike Haynes, Development Services, City of Missoula
Jennifer Hensiek, Missoula District Ranger, U.S. Forest Service
Nick Kaufman, WGM Group
Karen Knudsen, Clark Fork Coalition
Laval Means, Development Services, City of Missoula
Jessica Morriss, Missoula Metropolitan Planning Organization
Steve Nelson, Bonner Property Development, LLC.
John Newman, Missoula Consolidated Planning Board
Kenneth Parks, Disaster and Emergency Services, Missoula County
Eran Pehan, Office of Housing and Community Development, City of Missoula
Nicole Rush, Missoula Economic Partnership
Amber Sherrill, Five Valleys Land Trust

Land Use Element - Public Working Draft 10-9-18

Sam Sill, Missoula Organization of Realtors®
Shannon Therriault, Environmental Health Division, Missoula City-County Health Department
Nicole Whyte, Public Works, Missoula County
Aaron Wilson, Missoula Metropolitan Planning Organization
Jean Zosel, Garden City Harvest

Missoula County Community and Planning Services Staff

Pat O’Herren, Chief Planning Officer
Karen Hughes AICP, Assistant Director
Andrew Hagemeyer AICP, Planner III
Christine Dascenzo AICP, Planner II
Andrew Stickney, Senior GIS Specialist
Lauire Hire, Office Manager
Heather Peters, Administrative Assistant

Consulting Partners

Orion Planning and Design
Strategies 360



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This document was updated on 10/23/18 to address an error on page 20 that had the wrong densities for the Working Lands Designation.

Table of Contents

Introduction	1
Our Greatest Assets	2
Viewpoints	3
Realities	5
The Big Idea	8
Imperatives	15
Place Types	17
Open, Resource and Recreation	18
Agriculture	19
Working Lands	20
Rural Residential and Small Agriculture	21
Rural Residential	22
Residential	23
Neighborhood Residential	24
Planned Neighborhood	25
Neighborhood Center	26
Commercial Center	27
Live/Make Neighborhood	28
Community Mixed Use	29
Civic Employment Center	30
Industrial Center	31
Heavy Industrial Center	32
Land Use Map	33
Implementation	34

List of Figures

Figure 1: Conceptual representation of potential locations for coordination.	9
Figure 2: Conceptual representation of neighborhoods.	10
Figure 3: Conceptual representation of rural neighborhoods.	11
Figure 4: Conceptual representation of areas with hazards.	12
Figure 5: Wildfire Risk in the Planning Area.	13
Figure 6: Conceptual representation of areas of working lands and natural landscapes.	14



Land Use Element - Public Working Draft 10-9-18

Introduction

The land use map (Map 18) is an element of the Missoula County Growth Policy. Originally adopted in the 1970s, the land use map has been updated in portions of the county over time through the adoption of area plans, but there has never been a comprehensive update. The 2016 Missoula County Growth Policy identified updating the land use map as a high priority. This document, and the corresponding land use map and land use designations, are intended to be adopted as an element of the Growth Policy by updating a portion of the Missoula County land use map.

A land use map is a long-range planning tool, guiding growth over a 20-year horizon. It is a visual and written description of the desired future state of land use in the community. Actions, such as zoning amendments and infrastructure improvements, need to be taken to implement the map. The map is not intended to be static; rather, it is meant to evolve over a 20-year horizon (roughly 2019 to 2040) and changes may be necessary.

The land use map has 15 land use designations which describe places with similar goals, characteristics, uses and mobility considerations. The designations are meant to be general. As with the map, the land use designations, or “place types,” do not describe the current conditions of the area; they describe a desired future condition.

The “one community” approach to land use planning for the portion of Missoula County referred to as the “planning area” can’t ignore that there are two jurisdictions: city and county. However, to their residents, Missoula is one community. A core part of this planning approach identified five roles for Missoula County in creating places that are desirable places to live, work and recreate and are discussed in more detail in the Role of the County section (Page 9).

Our Greatest Assets

Our People

People and their values shape the community

One of a community's greatest assets is its people. They are the leaders, the visionaries, the thinkers and your neighbors. People have skills and abilities to empower, build and be agents of change. They provide the social capital, organizations and institutions that educate, offer a voice and provide for community members in need. Each person has unique and dynamic ideas about our community and how it might change. Together these ideas make up the community's values, and these values help determine how the community takes shape.

Missoulian's take pride in the unique character of their community. Many positive changes have come through the hard work and vision of our residents: the resurgence of downtown, Milltown State Park and the acquisition of Mount Jumbo as public land. If the people of Missoula did not value investment in local merchants, the Clark Fork River or seeing elk from their office, these important places would not be what they are today.

Our values play out on the land, guiding the choices we make as individuals and driving the mission for many organizations and businesses working within our community. Our values help make the places most important to us that much more special. Our values affect where and how the community grows.

Our Land

Land in all its forms has value

Land is a community's second greatest asset. Our values set the foundation for how to use our land, such as for housing, for employment, and for transportation. Because land is limited, it has a monetary value. When land is improved, not only does the monetary value change, but community uses, benefits and values are also affected. How communities use land evolves over time; those changes can be incremental or transformative, and the land use map is our blueprint. The future use of land influences the sustainability and prosperity of a community. Applying the land use map to the built environment is crucial in shaping whether a community functions effectively and how services can be delivered efficiently.

Bridging our Assets

The land use map is one tool to bring the community's greatest assets together. It is an important element of the Missoula County Growth Policy because it serves as a bridge between our values and how we use our land. The land use map serves as a visual representation of our values as well as a blueprint for our community as it grows and evolves. It is central to the strategic, continued development of our community by guiding land use regulations, development patterns, investment in public infrastructure, and connections to local services.



Viewpoints

This land use map serves as a visual representation of the community's values, ideas on growth and development, and a plan for our community as it grows and evolves. In developing the working draft, CAPS staff held a dozen public workshops, open houses and visioning meetings in neighborhoods from Bonner to Frenchtown. Planners spoke to community councils, homeowners' associations and community organizations, and they interacted with dozens of stakeholders representing housing advocates, trail advocates, small farmers, conservationists, developers and state and local agencies. This outreach effort engaged the community in a discussion about their values and ideas on the growth in the planning area.

Values

In the spring and summer of 2018, planners engaged the community in conversations about their values, and common themes began to emerge:

Housing - Additional housing is needed throughout the planning area, specifically housing that is affordable for a range of income levels. In a land use map, this translates to providing for a range of housing types.

Existing Infrastructure - Focus development toward areas with existing infrastructure or toward those areas with potential to expand or improve necessary infrastructure that can more easily accommodate increased density and a mix of uses.

Agriculture - Establish an agricultural-specific land use designation and incorporate protection of small agricultural operations.

Open Space - Protect open space for wildlife habitat, recreation and agriculture. Cluster development to protect important resources, such as agriculture and habitat.

Multi-Modal Transportation - Tie land use to multi-modal transportation options, including road enhancements, bus service, and pedestrian and bike facilities.

Water Quality - Protect surface water and groundwater.

Community Identity - Maintain unique neighborhood character.

"I value quality, thoughtful growth that maintains the quality of life in the County, open space, great transportation facilities including integrated pedestrian, bicycling, etc."

Workshop Participant

Ideas

Throughout the outreach process, planners continually asked the community for their ideas on growth. As discussions progressed, a series of themes became prevalent:

Cluster housing and development to preserve open space and agricultural lands.

Create neighborhood centers that include a mix of uses and are walkable environments.

Closely evaluate land uses in the immediate vicinity of the airport and consider some of the existing characteristics and infrastructure available in this area to serve future development.

Develop a “live-make” land use concept to allow small shops, artist studios, and manufacturing associated with a primary residence that are more intensive than the customary home occupation.

Increase motorized and non-motorized connectivity between neighborhoods, recreation areas and to the city.

Retain areas with rural residential character.

Restrict development in areas prone to flooding and other hazards.



“If community water supply was extended west to the Wye area of Missoula, you could see greater commercial & industrial growth. This is a large limiting factor for growth in this area of the county.”

Online Comment

Realities

There are factors unique to our community and trends we are experiencing that must be considered in the development of a land use map. Recognizing these realities will help us develop a land use map that allows our community to respond to changing conditions.

Growing population

When Missoula County first adopted a land use map in the 1970s, there were about 58,000 people living here. Since the adoption of the original map, Missoula County has continued to grow, doubling in population to over 117,000. In the next 20 years, Missoula County is expected to grow by another 30,000 people, and most of that growth, around 87%, will happen in the Missoula Valley. Some of this growth will happen within the City of Missoula; some will happen within the planning area, outside the city limits.

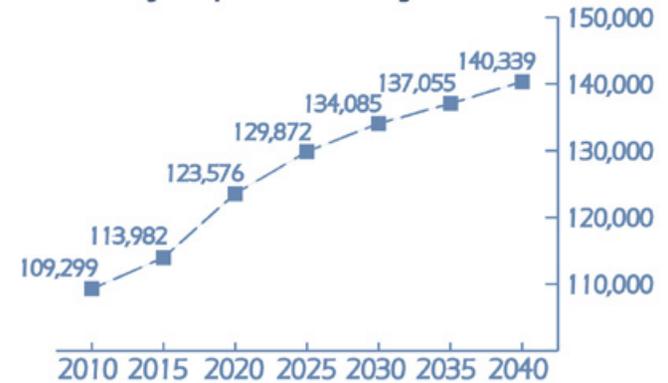
A significant percentage of Missoula County's growth occurred in areas adjacent to the city and often annexed into the city limits. Based on population projections and recent growth patterns, the planning area could grow by more than 14,000 people by 2040. Furthermore, policy changes in the City of Missoula Growth Policy may affect growth patterns. The City of Missoula has adopted an "Inward Focus" policy, and depending upon implementation, the ratio of development happening within city limits compared to the surrounding county may increase. The upcoming 2020 census will likely have data to measure if the growth patterns are in fact shifting inwards.

The reality is Missoula and the surrounding areas will grow, somewhere in the neighborhood of 1,000 to 2,000 people per year. Missoula is a great community with a high quality of life, a major university and a diversifying economy. With an increasingly footloose economy, Missoula and its surrounding neighborhoods will continue to attract new residents.

As the community grows there will be a need for additional housing, places to work, recreate, shop and other amenities typically found in a community of this size. As growth occurs, commercial, industrial and residential land use will be the primary drivers of change to our built environment. Trends affecting development patterns for these three land use types were key considerations in developing the land use map.

Growth in Missoula County

County Population Projection



1000-2000 ppl

Projected growth per year

14,000 ppl

Projected growth in the Planning Area through 2040

Population Distribution

8 out of 10 new Missoula County residents end up living in the Missoula area



Based on Past Growth

45% of new growth in the Missoula area will be in the current boundaries of the Planning Area



55% of new growth will be in the current boundaries of the city

Commercial Trends

- Focus on availability of infrastructure as the key to locating office, retail and commercial land uses
- Recognize that most new major commercial developments will likely be annexed into the city
- Acknowledge that future retail development will likely incorporate amenities, entertainment and mixed use
- Identify general locations for small-scale, mixed-use development to serve existing neighborhoods

Industrial Trends

- Better utilize existing industrial areas
- Locate new industrial areas near existing infrastructure, housing and emergency services
- Understand that industrial uses increasingly need commercial components
- Encourage entrepreneurship through live-work environments

Residential Trends

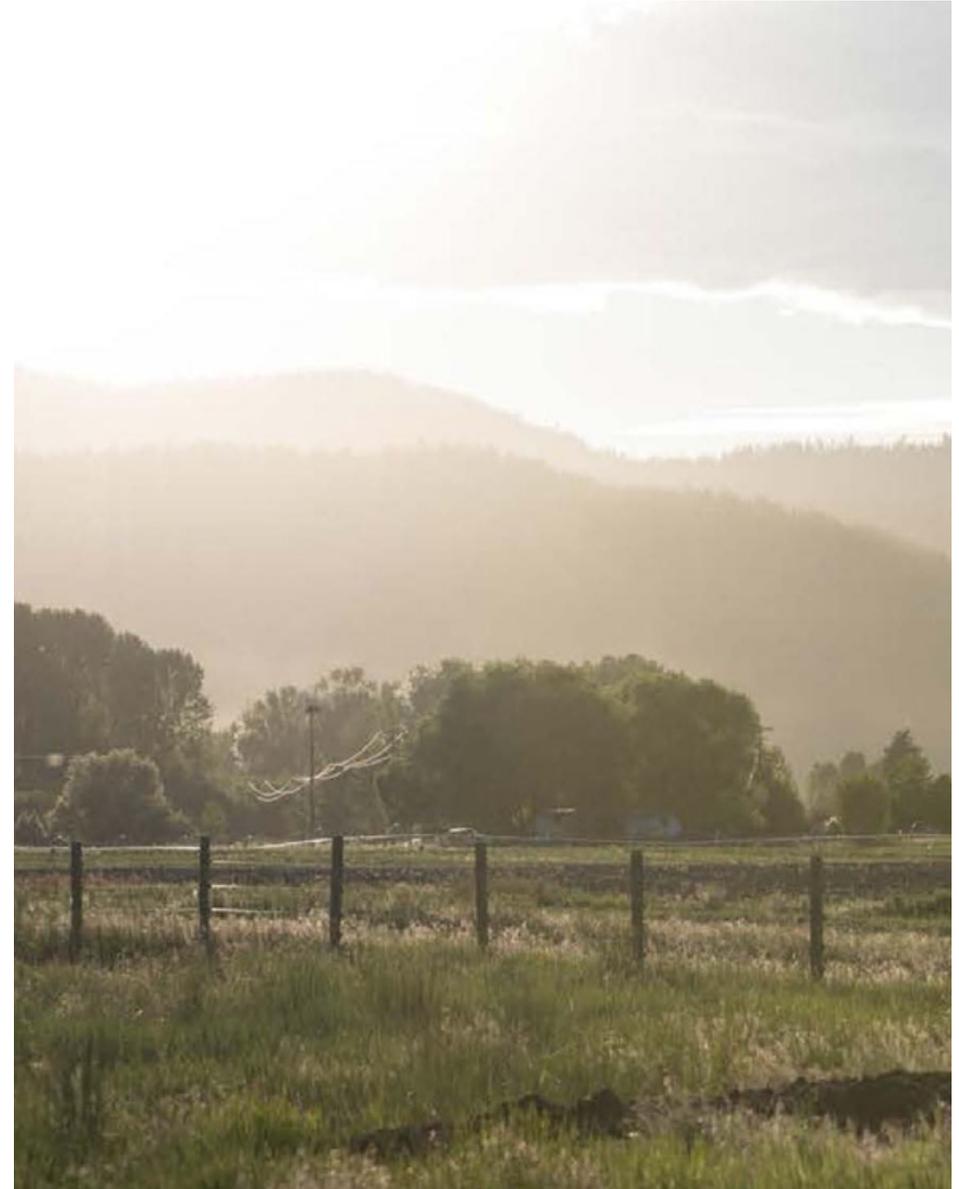
- Within the planning area, there will be a need for around 400 new housing units a year
- Accommodate an adequate supply of housing to avoid the map itself becoming a constraint
- Allow for a wide variety of housing types and densities
- Allow the market to react to changing housing needs
- Plan for the extension of public water and sewer to support development needs

Geography

Unlike communities in other parts of the country that are surrounded by expanses of flat, developable land, the geography of Missoula plays a significant role in where and how we grow. The slopes of the mountains around the community define our edges to the east, north and west. The rivers are another consideration. The floodplains and the associated waterways of the Clark Fork and Bitterroot split the valley in half and limit the ability to develop north-south transportation corridors. These physical features direct where the community can expand, naturally limiting where future growth can

occur in some cases.

The physical characteristics of the valley have the biggest influence on the directions the community can grow. Generally, the physical characteristics of the valley push options for future expansion of the developed area northwest along the Mullan Road and I-90 corridors. We must be judicious about where



and how the community grows in respect to the constraints imposed by the landscape.

Infrastructure and Services

The intensity of development is predicated on the level of existing infrastructure, with the transportation network and water and wastewater treatment systems being key considerations. Generally, densities greater than two dwelling units per acre require connection to public water and public wastewater¹ treatment. Without public water and sewer treatment, density in residential areas and the scale of commercial development is restricted.

With few exceptions, Missoula County does not own and operate water and sewer infrastructure within the planning area; that is the responsibility of the City of Missoula. As a result, the potential for densities greater than one dwelling unit per acre within the planning area is limited without expanding or developing water and sewer systems. Water rights are another factor affecting land use patterns. The availability of groundwater for future growth and development is limited by the legislative closure in the Bitterroot River basin and a lack of water availability in the lower Clark Fork River basin.

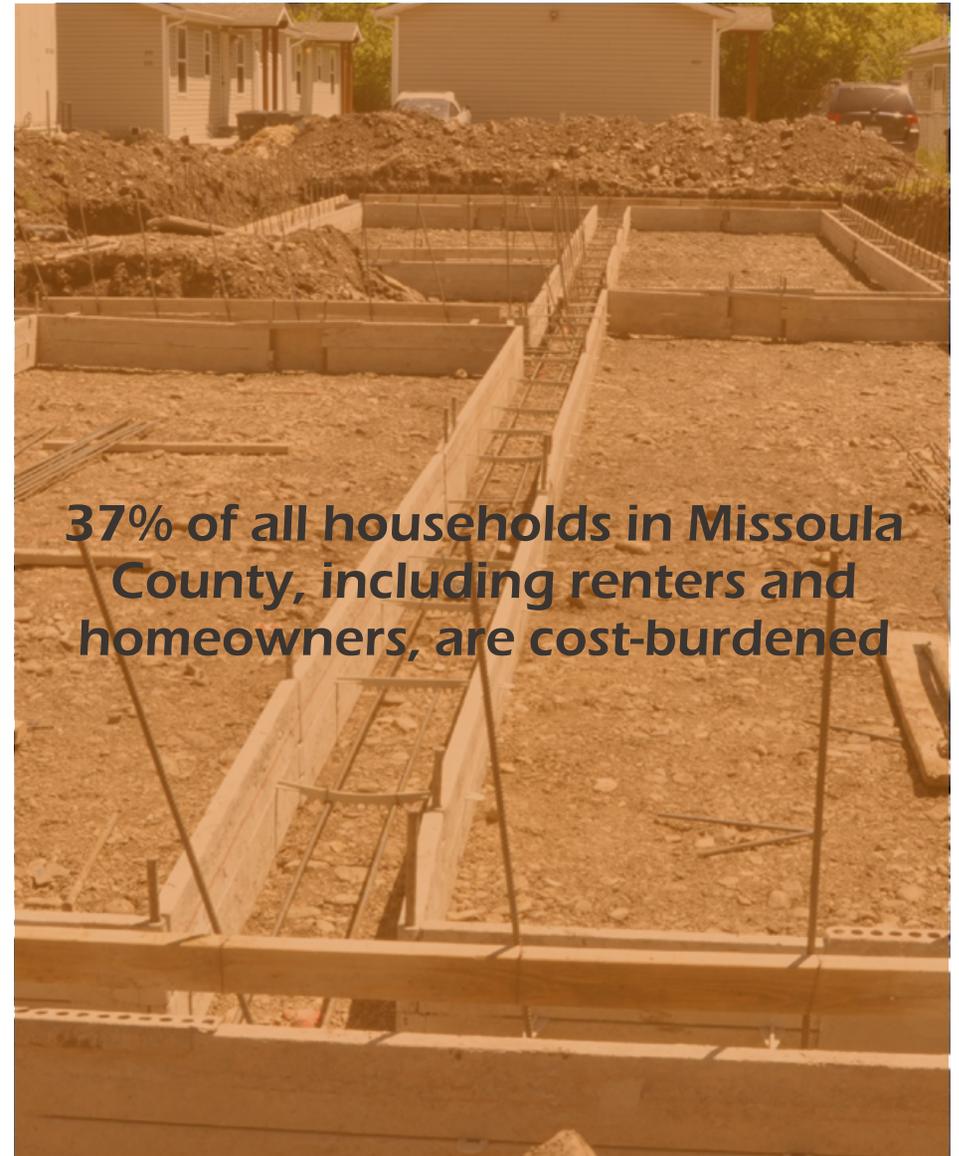
Transportation is another component of infrastructure related to where and how a community grows. Missoula's transportation network is multi-modal: a combination of roads, bus lines and non-motorized facilities, though travel by car is the predominate mode. The management of our transportation network is shared between the Montana Department of Transportation, Missoula County and the City of Missoula. Today, key roads and intersections are at or near capacity, constraining opportunity for future development. Funding to address these concerns is in short supply, and money to build new roads is almost entirely reliant on federal grants through a competitive nationwide process.

Housing Prices

The cost of housing in the Missoula market has emerged as one of the most pressing community challenges. Increased housing costs are affecting both renters and homebuyers. One matrix for determining if housing costs are too high is measuring how many households in the community are cost-burdened, meaning renters and homeowners pay more than 30% of their income on housing. Countywide, 37% of all households are considered cost-burdened. Within city limits, that percentage increases to 41% of households. Renters are more likely to be cost-burdened than homeowners. The percentage of cost-burdened households in Missoula County and the City of Missoula is

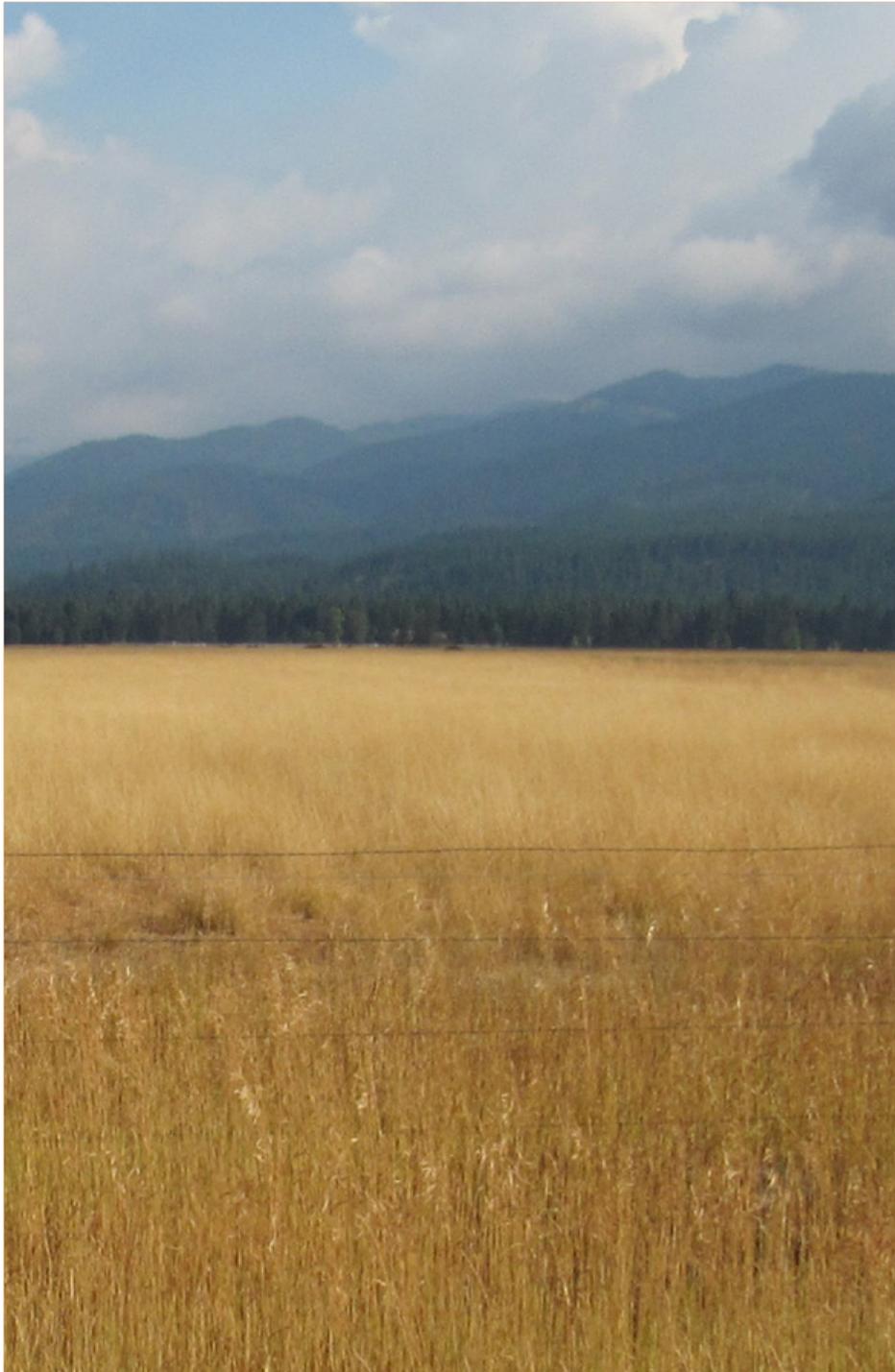
higher than comparable communities, as well as state and national averages.

The median sale price of homes in the Missoula urban sales area has increased by nearly \$100,000 since 2010, from \$200,500 in 2010 to \$298,000 YTD in 2018. According to the *Making Missoula Home* report, nearly half of homes are out of reach for entry-level professionals and working-class residents.



37% of all households in Missoula County, including renters and homeowners, are cost-burdened

1 The term public water and public sewer refers to the Montana Department of Environmental Quality's definition of public which is tied to the **Land Use Element - Public Working Draft 10-9-18**



The Big Idea

This is a planning document for Missoula County. Its values, assets and realities come together in this document to provide a blueprint for how the county can guide growth within the planning area. The city is drafting an annexation policy that will guide how the City of Missoula will expand. It is easy to fall into a trap of planning for these areas in isolation, the county with their plan and the city with theirs. It takes a common vision, leadership, cooperation and deliberate actions to build the community together. Most people don't see a county Missoula and a city Missoula, it's just Missoula. Housing prices don't pay attention to city limits. The elk on Mount Jumbo don't care whose jurisdiction the grass they graze is in. We are one community.

"One Community"

Missoula is a community that transcends jurisdictional lines. It is comprised of a series of centers, corridors, neighborhoods and natural spaces with unique characteristics and identities. These places that make up the community allow differing lifestyle choices for residents. The community is connected through opportunities. Wherever a resident lives, there are opportunities to access jobs, services, education and amenities, and there are opportunities to experience urban spaces, open places, locally-grown food, and clean water.

Rentals are also difficult to find. Due to vacancy rates of rentals hovering around 2%, the price for rentals has followed a similar upward trajectory.

Role of the County

Nonetheless, the “one community” approach to land use planning for the portion of Missoula County referred to as the “planning area” can’t ignore that there are two jurisdictions. A core part of this planning approach identified five roles for Missoula County in creating places that are desirable places to live, work and recreate.

Coordinate on the Edges

Missoula County’s role is to facilitate development patterns and efficient use of infrastructure in a consistent and congruent manner with the City of Missoula.

Most of the new growth within Missoula County occurs in the Missoula Valley, and most of that growth occurs within the City of Missoula or on its edges. A large portion of the growth on the city’s edges will happen in areas that are now in the county, but when they are developed they will likely be annexed into the city. As the city expands its footprint, there is a transition from county land use planning and regulations to city planning and zoning. Typically, in the edge areas, the city requires annexation in exchange for its services.

The county’s role is to plan for development patterns harmonious with the city’s plan to help facilitate a consistent development pattern and efficient use of infrastructure. In these edge areas, aligning with the “Our Missoula Land Use Map” (city growth policy) and county land use designations are an important consideration for coordinating growth. Examples of these edge areas include portions of Miller Creek and west of Reserve Street between South Avenue and 3rd Street (Figure 1).

One specific area where the community can benefit from additional coordinated planning is the area east of the airport between West Broadway and Mullan Road. This area has long been targeted by both the county and city as a location for the future growth. Located on the edge of the city and directly adjacent to a range of infrastructure and transportation options, this large block of undeveloped property presents the opportunity to form unique public-private partnerships to plan, fund and develop infrastructure necessary for development.

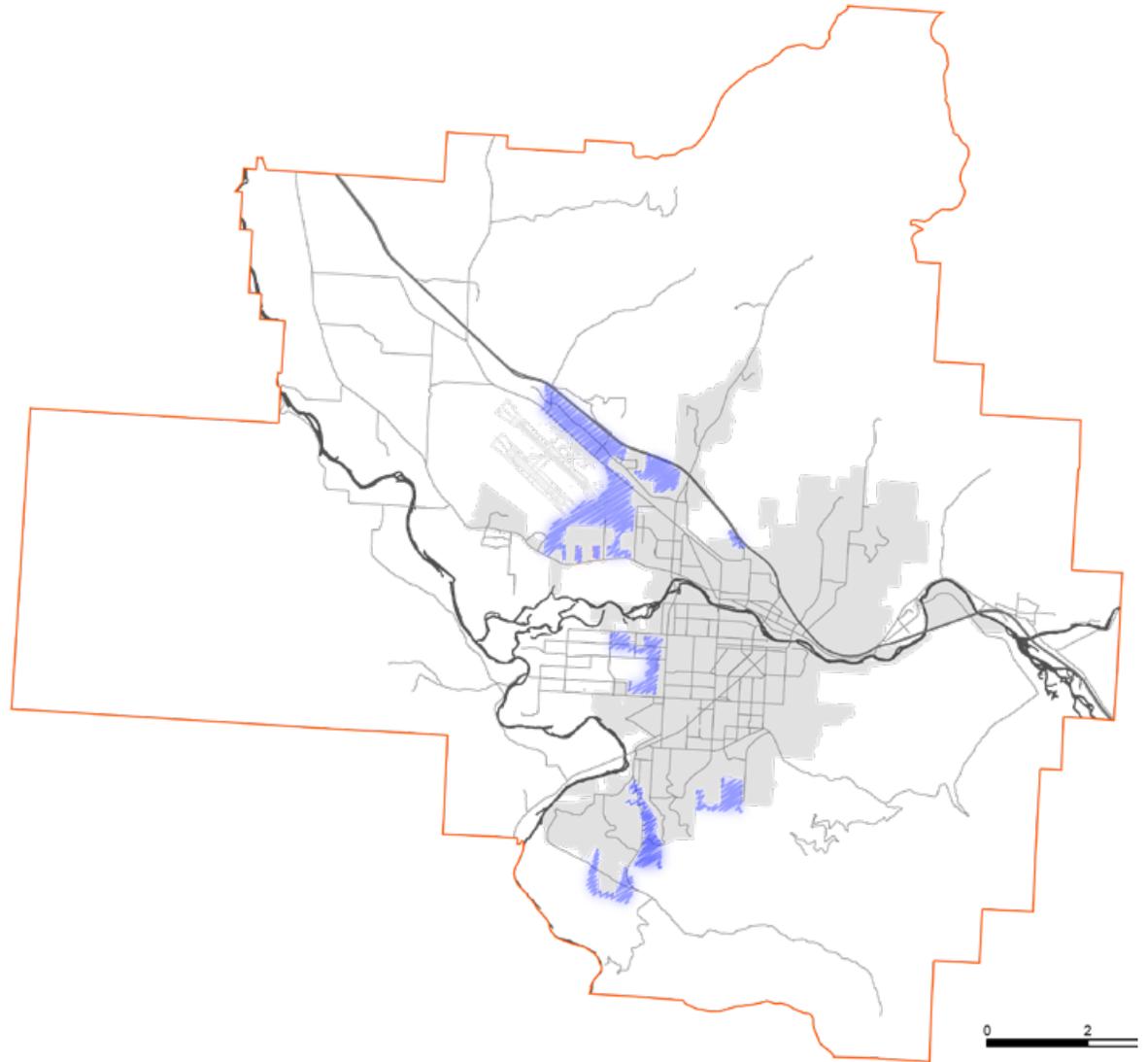


Figure 1: Conceptual representation of potential locations for coordination.

Plan for the Physical Framework Needed to Facilitate Unique Neighborhoods

Missoula County's role is to enable the evolution of existing and emerging neighborhoods to capture their distinct identity and sense of place.

Outside of the city, there are both existing and emerging neighborhoods: places like East Missoula, West Riverside and the Wye (Figure 2). These neighborhoods have higher levels of infrastructure than other locations in the county, enabling more housing choices and more services. Neighborhoods contain essential elements of a livable community, such as walkability, a mix of housing types, businesses, and employment, and they also have distinct identities.

Working with residents, the county's role is to enable the growth and development of neighborhoods through the implementation of the land use map. In some neighborhoods, like Bonner or East Missoula, change may occur incrementally; in others, like the Wye, it could be transformational. In all cases, investment in infrastructure through a variety of sources, including private-public partnerships, will be necessary. The county will need to ensure neighborhoods are well-connected with other parts of the community with roads, through non-motorized connections, and in some cases through transit. Quality of life improvements will be of the utmost importance. It is the county's role to ensure these places are desirable and equitable places to live. This means providing services like rural fire, schools, parks, trails and access to open lands.

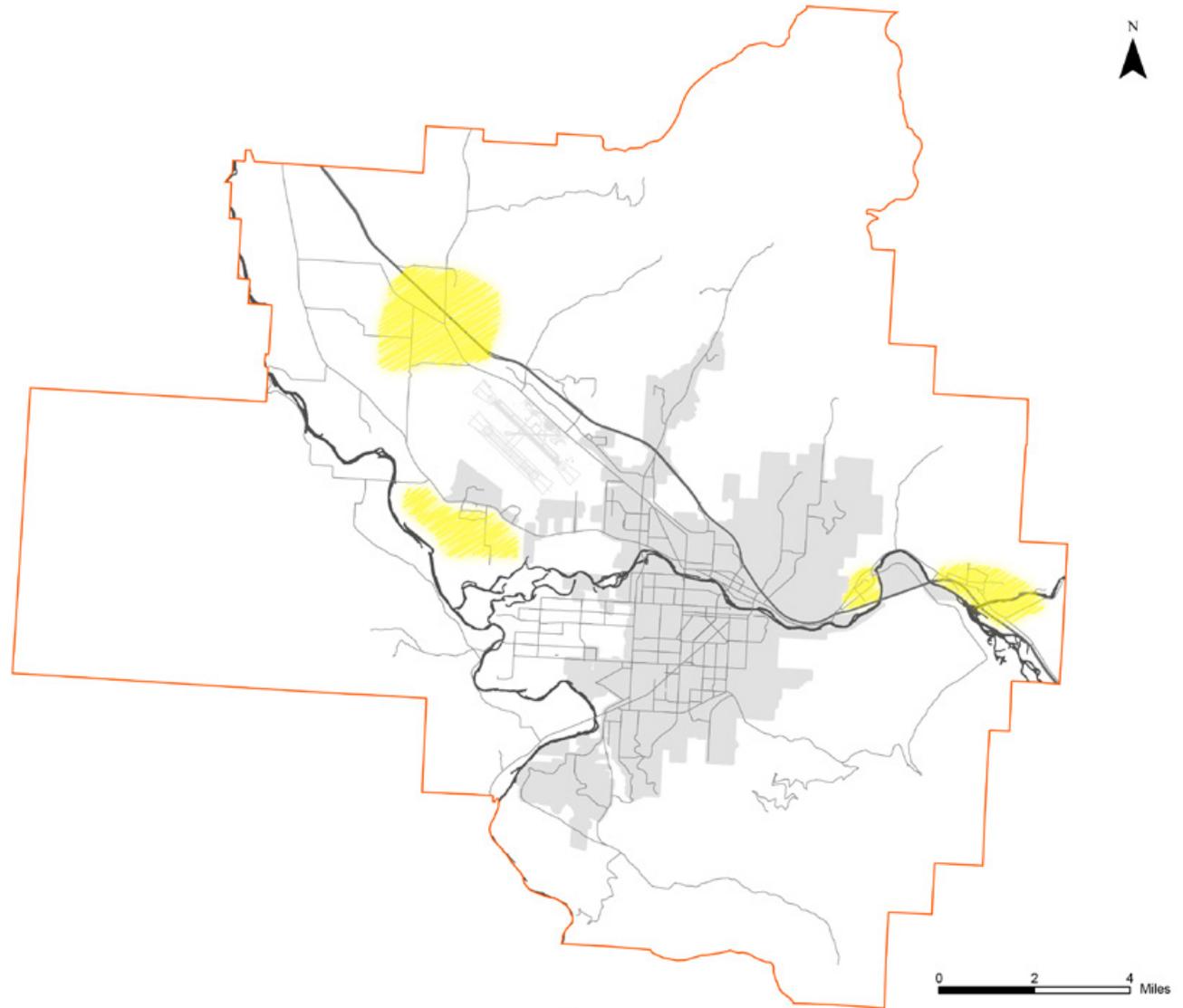


Figure 2: Conceptual representation of neighborhoods.

Provide for Rural Neighborhoods

Missoula County's role is to provide places for rural lifestyles close to town.

Housing preferences differ; not everyone wants to live in town. Rural neighborhoods, with larger lots and fewer services, offer housing choices close to town, yet with a country feeling. Rural neighborhoods are places that mix housing, entrepreneurial activities, agriculture, ranching or timber lands. The role of rural neighborhoods is to provide a type of housing and lifestyle not found in the urban setting. Rural neighborhoods do not require the level of infrastructure and investment that more populated areas of the community do. Water and wastewater are typically provided on-site. Locations of rural neighborhoods include Big Flat, north of the Wye, Target Range and Miller Creek (Figure 3).

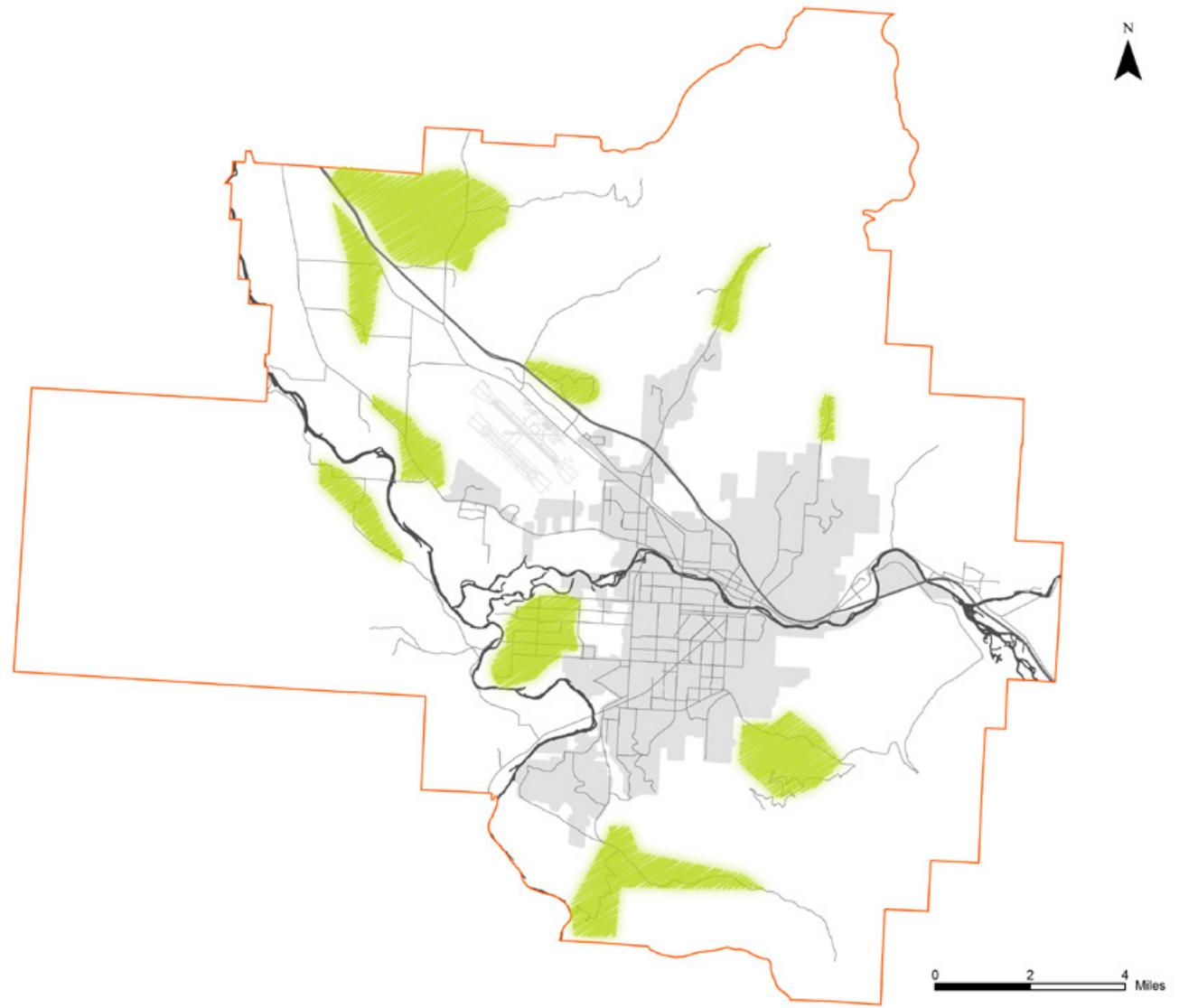


Figure 3: Conceptual representation of rural neighborhoods.

Protect Public Health and Safety

Missoula County's role is to steer future growth away from areas where hazards are likely to exist.

Development in the wrong places can lead to public health and safety issues, as well as higher costs to the county to manage and mitigate disasters. Floodways, floodplains, and elevated wildfire risk are the main hazards in the planning area (Figures 4 and 5). In 2017, major fires directly affected large parts of the county. The following spring, the Clark Fork River reached the highest stage since 1908. The land use map is an opportunity to proactively mitigate risk to public health and safety by steering future growth and development away from these types of hazardous areas.

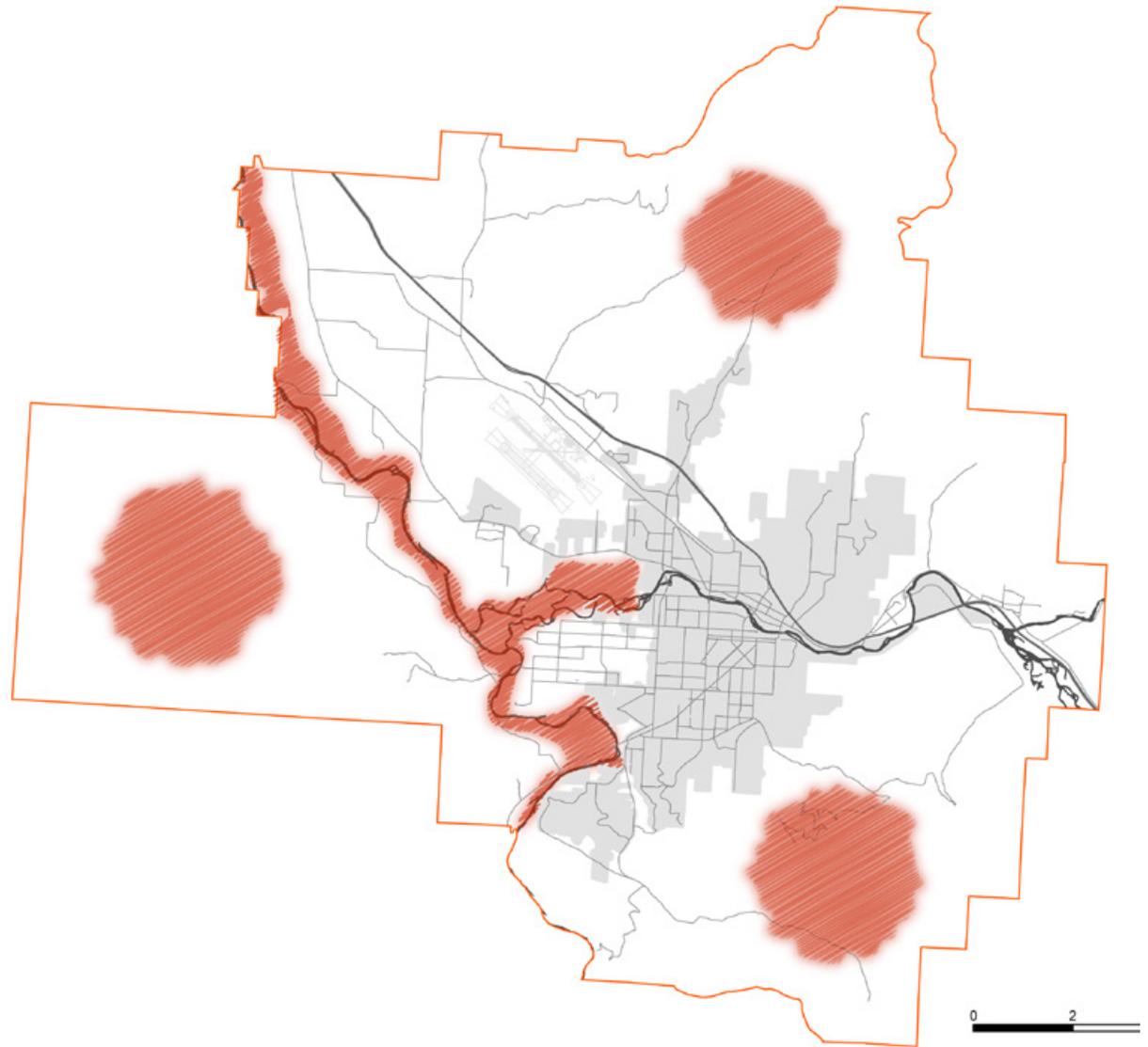


Figure 4: Conceptual representation of areas with hazards.

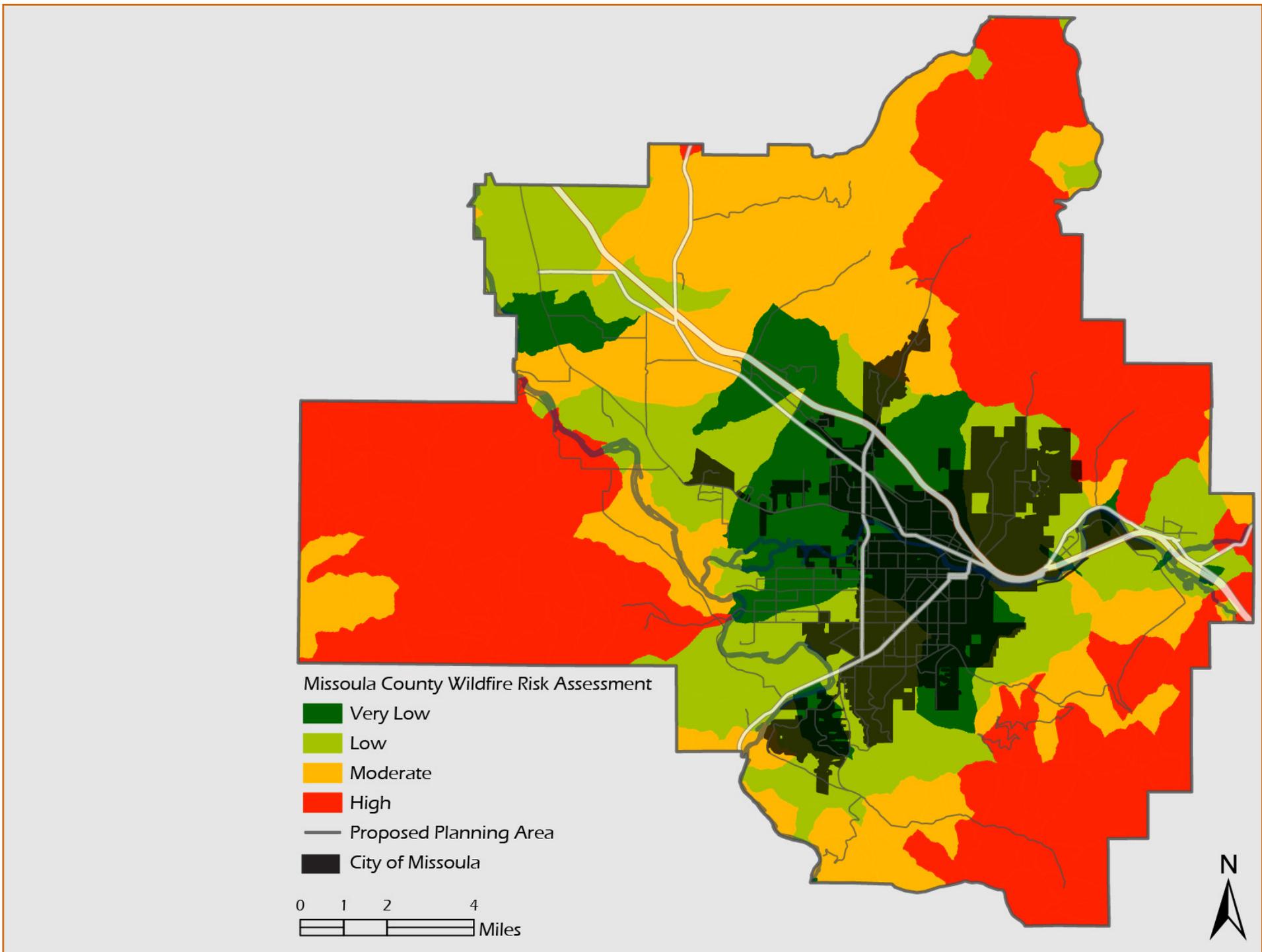


Figure 5: Wildfire Risk in the Planning Area.
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Preserve Working Lands, Agricultural Areas, and Naturally Functioning Systems

Missoula County's role is to guide the development of working lands, agricultural areas and natural areas to preserve their ability to function.

Missoula County recognizes the importance of quality of life, outdoor recreation, viewsheds, wildlife habitat, water quality, and local food production. Less developed areas, while not as important for housing or providing significant employment opportunities, have high value to the community to meet these needs (Figure 6). Managing the intensity of development in these areas and providing access to public lands are important roles for the county.

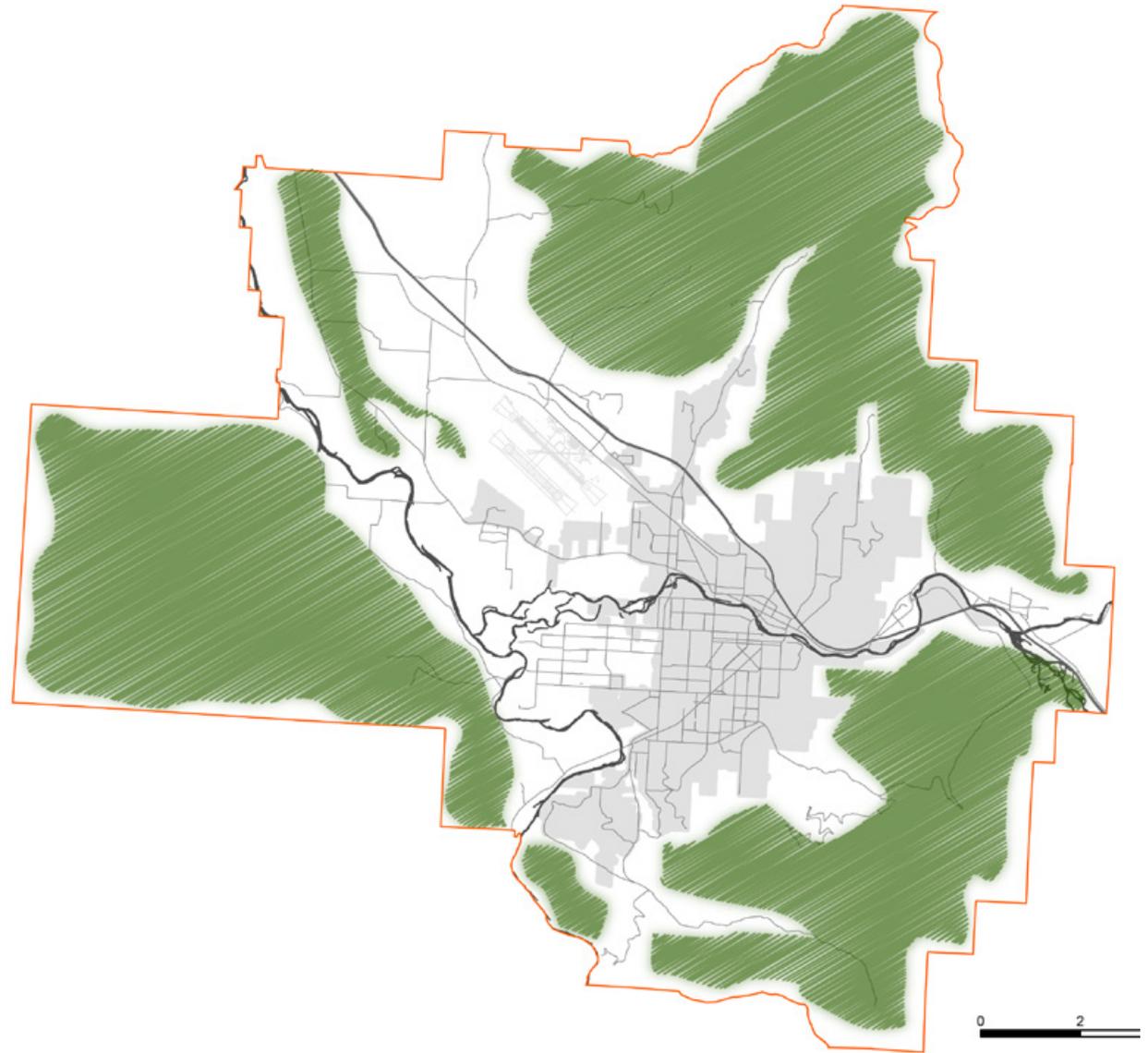


Figure 6: Conceptual representation of areas of working lands and natural landscapes.

Imperatives

Imperatives are essential strategies to address our realities and recognize our values.

Ensure the community's values are represented in the land use map

In Missoula, residents want the community to be affordable; they want trails and access to recreation areas; they want access to locally-grown food and quality health care; and they want areas for wildlife, among a host of other values. These values will at times complement one or another, and sometimes they will conflict. The land use map is a puzzle that fits all these values together on the landscape. Compact development patterns and a logical expansion of urban services are the best strategies for balancing the community's values. Keeping these values at the forefront of the mapping process means we can provide room for housing and employment while ensuring working lands and natural systems remain a part of the community fabric.

Provide for a variety of housing types

Missoula's housing prices have steadily increased over the past few years. A 2018 report focusing on housing affordability stated there is a lack of housing priced to meet the housing demand and few prospects necessary to increase the supply to meet future needs without interventions. The land use map is not by itself a solution to the housing issue, but it can affect housing supply and housing type.

Housing supply is reflected in the land use map as areas designated for residential use. Too little supply will constrain the market and too much supply might conflict with other community values. The land use map should provide opportunity for all types of housing.

Housing type is reflected in the land use map through the descriptions of the land use designations. The idea is to provide for housing of all types and densities within the planning area, allowing the housing market to evolve and respond to economic changes. This means the land use map should have areas for every housing type, from single-family homes on large lots all the way to multi-family dwellings.

The land use map can set the stage for improved housing conditions. Neighborhoods with a mix of housing types, including "missing middle"

units, such as duplexes, triplexes, townhomes and small-scale multi-unit buildings, meet different needs of the community. Under current conditions, new single-family home construction, even on smaller 5,000 square foot lots, is not affordable for a Missoula family earning the median household income. In the urbanized area, single-family homes priced less than \$200,000 are almost non-existent, decreasing from 41% of home sales in 2012 down to 8% in 2017. Multi-unit buildings, including duplexes and townhomes, are part of the solution to meet the community's housing needs.

In the land use map, a broad approach to housing supply and types will allow the market to evolve with changing conditions and allow development of housing at price points where it can be economically produced. Even if new housing is moderately-priced, it can increase the overall affordability of a community through a concept called "filtering," where an increased supply of housing at a mid-ranged price point allows some people in lower-priced homes to then move to the higher-priced homes, thus increasing inventory of lower-priced homes. The land use map does not need to favor housing at certain price points, but it does need to allow for housing to be built at all price points.

Use the infrastructure we have in place today

To accommodate our growing population, the infrastructure necessary to support it must be in place. A reality Missoula County faces is there are few areas with infrastructure that enable development as envisioned in this plan. To accommodate our growth over the near-term, we must utilize the infrastructure already in place.

While there is limited area served by water and sewer in the planning area, growth must occur in these areas, where appropriate, in the immediate future. These areas are primarily found adjacent to the city in places like Miller Creek, Orchard Homes, Mullan Road, and West Broadway. Focusing the near-term growth toward our existing water and sewer infrastructure accomplishes two things: 1) it maximizes the infrastructure we already have in place, resulting in better economic use of the investments the community has already made, and 2) it accommodates the near-term population growth, allowing the county to plan for the next generation of infrastructure improvements necessary to accommodate long-term growth.

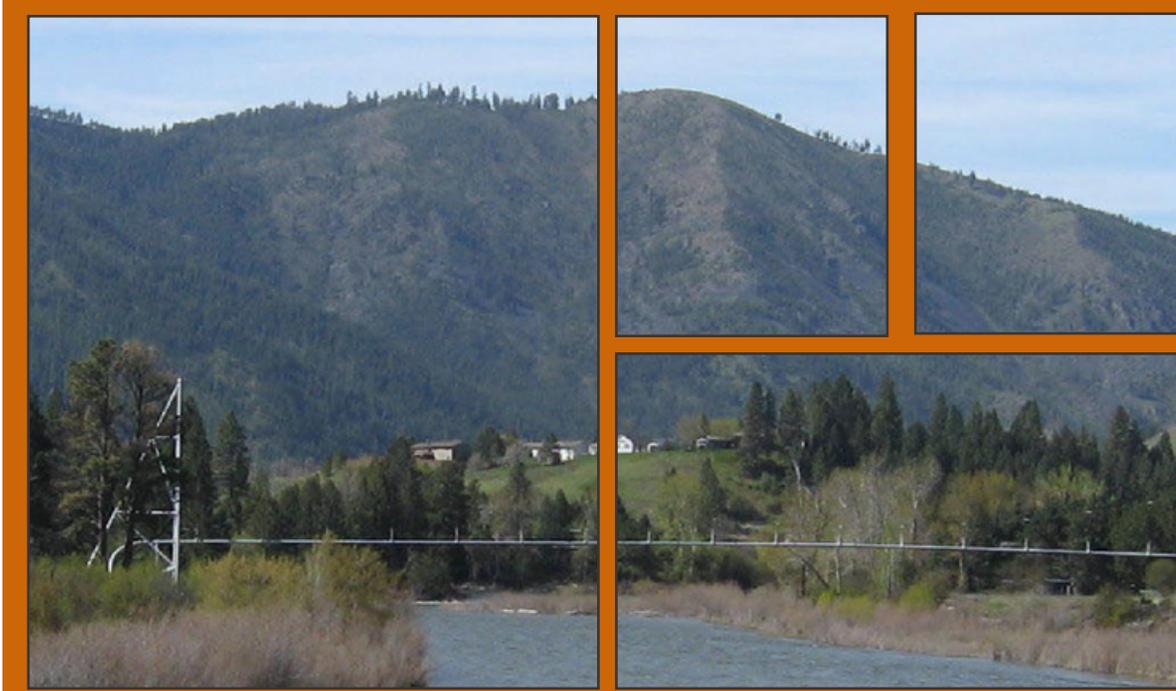
Plan for areas to expand infrastructure to accommodate the growth of tomorrow

In the long term, the infrastructure we have today will need to expand. To accommodate our long-term growth (20 years or more), areas where we want

growth to occur will need to be identified. Then we can plan how to provide the infrastructure to serve them. Over the near term, Missoula County must work with public- and private-sector partners and identify strategies to develop the necessary infrastructure in the areas planned for long-term growth.

Consider Quality of Life

The county can't be in the business of only planning for development. People deserve to live in places that have access to amenities, the things that make a place worth living in. Growth is most likely to occur to the northwest of the city. Today these areas lack access to public lands, trails, parks and other amenities that exist in other parts of the community. That doesn't mean they can't be great places to live, but it does mean we have to work to get ahead of growth in these areas by planning for the type of amenities that the rest of the community already enjoys.



“Every neighborhood has to have it’s own character. These should be identified by those who live there now, and enhanced and preserved through planning.”

Online Comment

Place Types

Based on the input from the community, the land use map has 15 land use designations which describe places with similar goals, characteristics, uses and mobility considerations. The designations are meant to be general. As with the map, the land use designations, or “place types,” do not describe the current conditions of the area; they describe a desired future condition. The place types are a guide for decision makers on how to develop and implement tools that guide areas towards the stated goals. This plan provides the general policy directions for the land use designations, the details are worked out through implementation tools like zoning.

Elements of a Place Type

Goals describe the long term purpose in relation to other places within the county.

Land Uses generally describe the type of land use that’s most prevalent within a place type.

Characteristics provide context on how the built environment appears.

Intensity describes the level of development, such as the units per acre or general descriptions of building scale.

Mobility and Access ties the land use, to general descriptions of what type of transportation systems are desirable for the location.

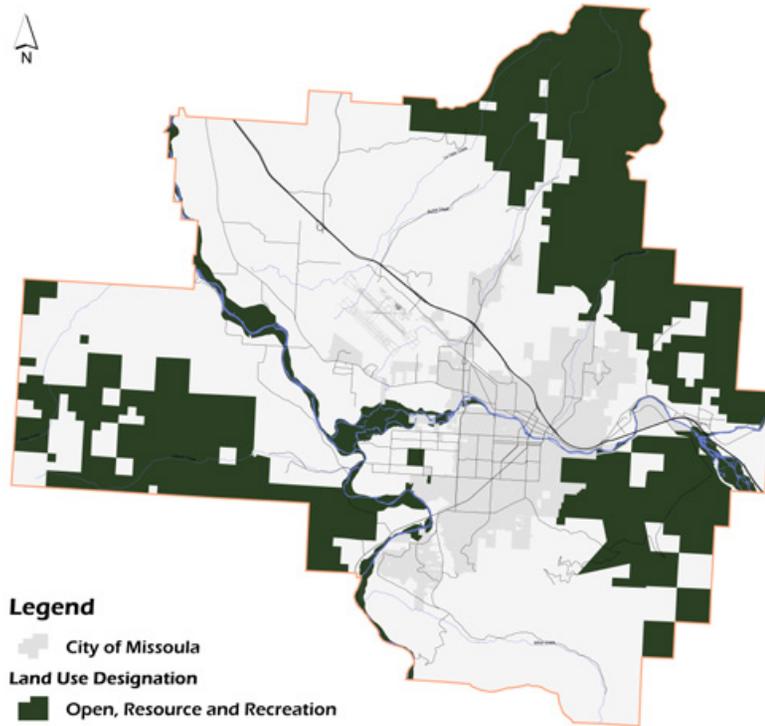
Land Use Designations Quick Guide

LAND USE DESIGNATION	GENERAL USE DESCRIPTION (See full description for details)
OPEN, RESOURCE AND RECREATION	Open
AGRICULTURE	Agriculture and low density residential
WORKING LANDS	Agriculture, timber and low density residential
RURAL RESIDENTIAL AND SMALL AGRICULTURE	Low density residential, agriculture and timber
RURAL RESIDENTIAL	Low density residential, agriculture and timber
RESIDENTIAL	Single family residential
NEIGHBORHOOD RESIDENTIAL	Single family and multi-family residential
PLANNED NEIGHBORHOOD	Single family and multi-family residential
NEIGHBORHOOD CENTER	Mixed-use, single family and multi-family residential
COMMERCIAL CENTER	Commercial and multi-family residential
LIVE/MAKE NEIGHBORHOOD	Single family residential and small manufacturing
COMMUNITY MIXED USE	Mixed-use, single family and multi-family residential
CIVIC EMPLOYMENT CENTER	Public purpose
INDUSTRIAL CENTER	Industrial
HEAVY INDUSTRIAL CENTER	Industrial

OPEN, RESOURCE AND RECREATION

GOALS

- Preserve the continuing function of natural landscapes and waterways, protect wildlife habitat, fisheries, water quality and quantity.
- Allow for agriculture, grazing, timber production and recreation access.
- Protect public health and safety in areas with identified hazards that prohibit development, such as floodways.



LAND USES

Lands uses include open lands, wildlife habitat, agricultural lands, range lands, timber lands and recreation areas.

Open, Resource and Recreation is primarily intended for publicly owned lands. It is also used for areas with identified hazards that restrict development, such as floodways.

CHARACTER

Buildings, utilities and impervious surfaces are limited.

Where development is appropriate, improvements should be sited to avoid sensitive areas, such as floodplains, prime soils, steep slopes, and natural landscapes and waterways.

INTENSITY

Development is limited, but structures for administrative purposes may be acceptable.

MOBILITY AND ACCESS

Arterials, highways and local roads may be present through this designation.

If local road networks are present, they are typically managed by the agency managing the landscape.

If trail networks are present, they are typically managed by the agency managing the landscape.

Open, Resources and Recreation is 58,716 acres, 37.6% of the Planning Area.

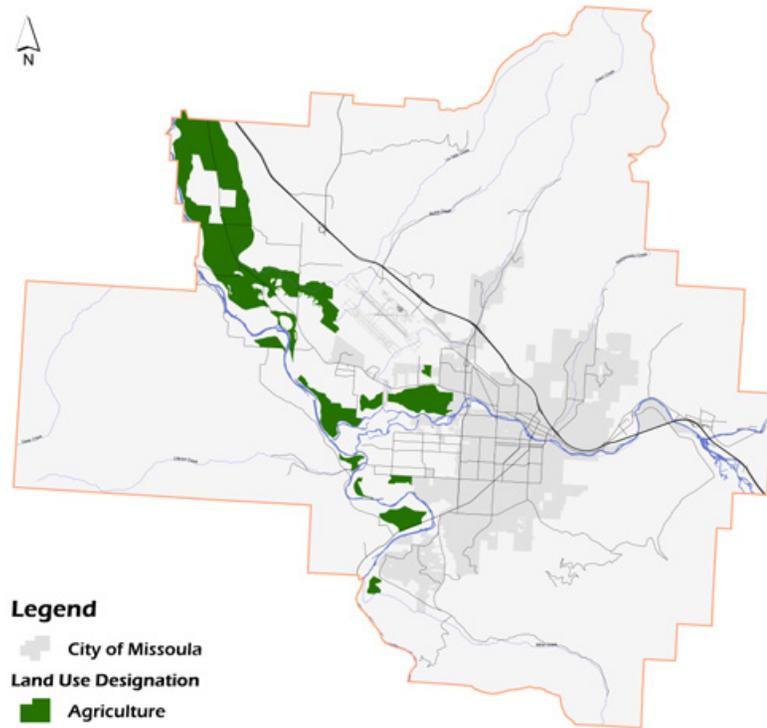


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AGRICULTURE

GOALS

- Support economic diversity and contribute to the health of the county by providing for the local and regional production of agricultural products.
- Allow for large tract agricultural systems where prime agricultural soils and irrigation facilities are present.
- Preserve the continuing function of natural landscapes and waterways, protect wildlife habitat, fisheries, water quality and quantity.
- Protect public health and safety in areas with identified hazards, such as floodplains.



Agriculture is 8,060 acres, 5.2% of the Planning Area.

LAND USES

Land uses include agriculture, residential and activities incidental to agriculture, such as production, preparation or sale of products produced on the property, employee housing, agritourism if the agricultural operator lives on site.

CHARACTER

Buildings are sited to preserve prime agricultural soils, natural landscapes and waterways, and hazards, such as floodplains.

Residential buildings are predominately single-family dwellings.

INTENSITY

Base residential density of one unit per 40 acres.

Density bonuses may be available if development is clustered to protect important natural landscapes and waterways, agricultural lands or provide public facilities, such as access or trails

MOBILITY AND ACCESS

Lower densities likely to produce auto-centric travel.

Arterials and highways may provide direct access to properties within this designation.

Local roads are in a grid pattern usually following section lines or are irregular depending on topography.

County and private roads may or may not be paved.

Non-motorized facilities are typically along arterial and collector roads connecting schools, parks, recreation facilities and other to communities.

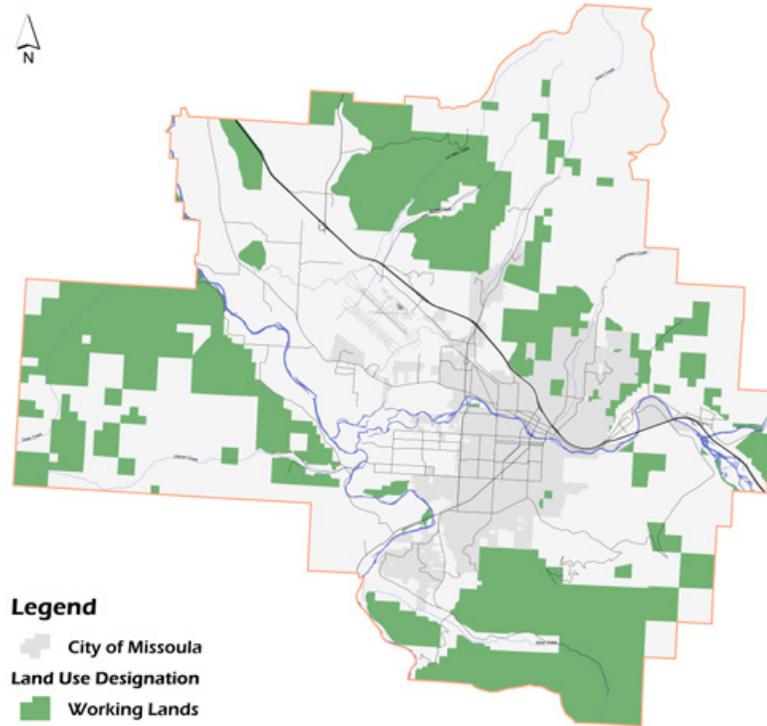


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By James Van Hemert
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WORKING LANDS

GOALS

- Provide opportunities for rural lifestyles and generating income from natural amenities.
- Preserve the continuing function of natural landscapes and waterways, protect wildlife habitat, fisheries, water quality and quantity.
- Protect public health and safety in areas with identified hazards, such as floodplains or high fire hazards.



Working Lands is 51,099 acres, 32.7% of the Planning Area.



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LAND USES

Land uses include residential, agricultural, activities incidental to agriculture, grazing, timber production, natural resource-based industries and recreation.

Secondary uses may include home-based manufacturing, fabrication, commercial kitchens and studios.

CHARACTER

Working lands are rural areas with limited infrastructure and few services.

They include areas that contain both pristine natural landscapes and waterways, and lands historically stewarded by people.

Development in this area is scattered low density residential or clustered into areas with fewer land use constraints.

Most of the undeveloped area is in agricultural production, range land, timber lands or in a relatively natural state.

Buildings are sited to avoid sensitive areas such as floodplains, steep slopes, natural landscapes and waterways.

INTENSITY

Residential density ranges between one unit per 160 acres to one unit per 40 acres.

The appropriate density depends on site considerations, such as the condition of the transportation network, emergency service response times, natural landscapes and waterways, hazards and applicable area plans.

Density bonuses may be available if development is clustered to protect important natural landscapes and waterways, agricultural lands or providing public access to public lands.

MOBILITY AND ACCESS

Lower densities are likely to produce auto-centric travel.

Arterials and highways may provide direct access to properties within this designation.

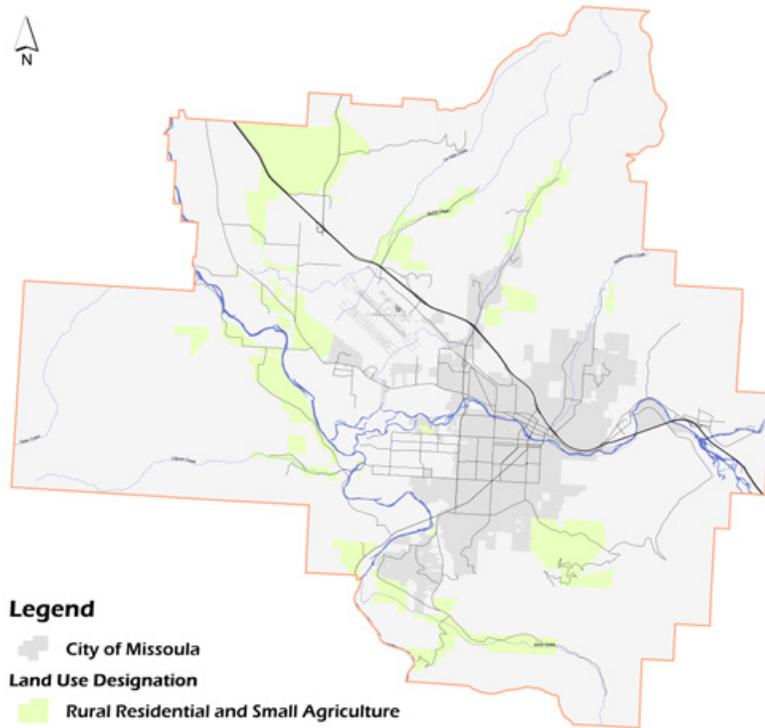
Local roads are few, unpaved and may have limited maintenance, unless otherwise regulated.

Non-motorized facilities are typically along arterial and collector roads connecting schools, parks, recreation facilities and other to communities.

RURAL RESIDENTIAL AND SMALL AGRICULTURE

GOALS

- Preserve natural landscapes and waterways, while providing for rural residential uses in areas with proximity to higher levels of infrastructure and services than Working Lands or Agriculture land use designations.
- Support economic diversity and contribute to the health of the county by providing places to produce food on small farms.
- Protect public health and safety in areas with identified hazards, such as flood-plains or high fire hazards.



Legend

- City of Missoula
- Land Use Designation
- Rural Residential and Small Agriculture

Rural Residential and Small Agriculture is 15,606 acres, 10% of the Planning Area.



LAND USES

Land uses include residential, agriculture, grazing, timber production and activities incidental to agriculture.

Secondary uses may include home-based manufacturing, fabrication, commercial kitchens, studios and activities incidental to agricultural activities occurring on site.

CHARACTER

Development in this area is scattered low density residential or clustered into areas with fewer land use constraints.

Most of the undeveloped area is in agricultural production, range land, timber lands or in a relatively natural state.

Buildings are sited according to site specific constraints, such as slopes, prime agricultural soils and natural landscapes and waterways.

Where zoned, setbacks are applied to all buildings.

INTENSITY

Residential density ranges between one unit per ten acres and one unit per two acres.

The appropriate density depends on site considerations, such as the condition of the transportation network, emergency service response times, natural landscapes and waterways, hazards and applicable area plans.

Density bonuses may be available if development is clustered to protect important natural landscapes and waterways, agricultural lands or providing public access to public lands.

MOBILITY AND ACCESS

Lower densities are likely to produce auto-centric travel.

Arterial, collector and local roads are present.

Local roads are in a grid following section lines or are irregular, depending on topography. County and private roads may or may not be paved.

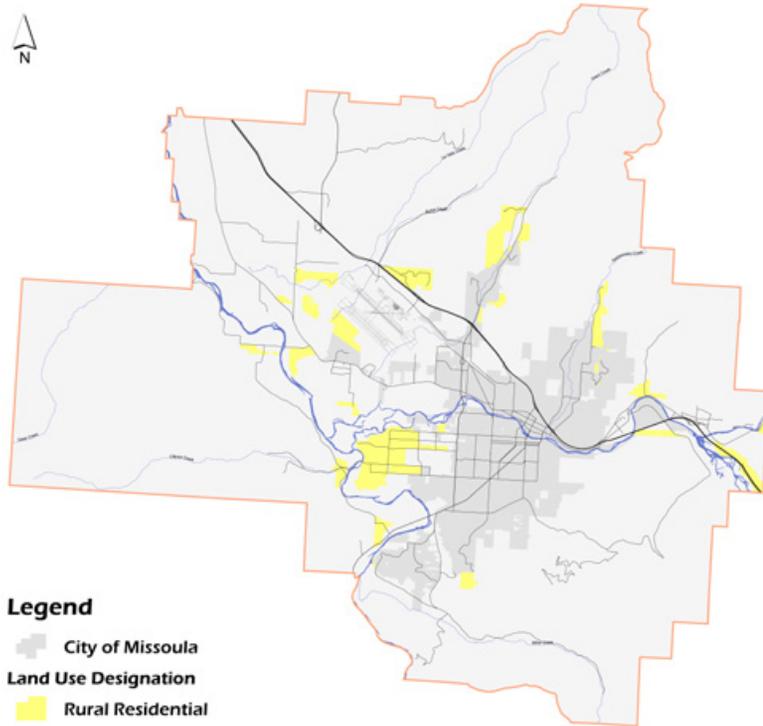
Non-motorized facilities are typically along arterial and collector roads connecting schools, parks, recreation facilities and other to communities.

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RURAL RESIDENTIAL

GOALS

- Provide for low density housing in areas without public water or sewer.
- Preserve rural and semi-rural characteristics, such as larger lots, small-scale agricultural uses and natural landscapes and waterways.



Rural Residential is 5,496 acres, 3.5% of the Planning Area.



LAND USES

Land uses include agriculture, grazing and residential.

Secondary uses could include activities incidental to agricultural activities occurring on site such as small-scale production, preparation or sale of products produced on the property, and agritourism if the agricultural operator lives on site.

CHARACTER

This designation is characterized by a uniform pattern having one principal residential building per lot.

Agricultural uses and buildings can be the primary use of the property, or secondary to a principal residential building.

Residential buildings are predominately single-family dwellings.

Residential buildings are placed in relation to well isolation zones, septic systems and drain fields.

Where zoned, setbacks are applied to all buildings.

INTENSITY

Residential density ranges between one unit per acre and two units per acre.

In this designation, the appropriate density is dependent on access to public sewer or water, the condition of the transportation network, natural landscapes and waterways and applicable area plans.

Density bonuses may be available if development is clustered to protect important natural landscapes and waterways, agricultural lands or provide public facilities, such as access or trails.

MOBILITY AND ACCESS

Lower densities are likely to produce auto-centric travel.

Arterial, collector and local roads are in a traditional grid pattern or irregular pattern, depending on topography.

Most local roads are paved.

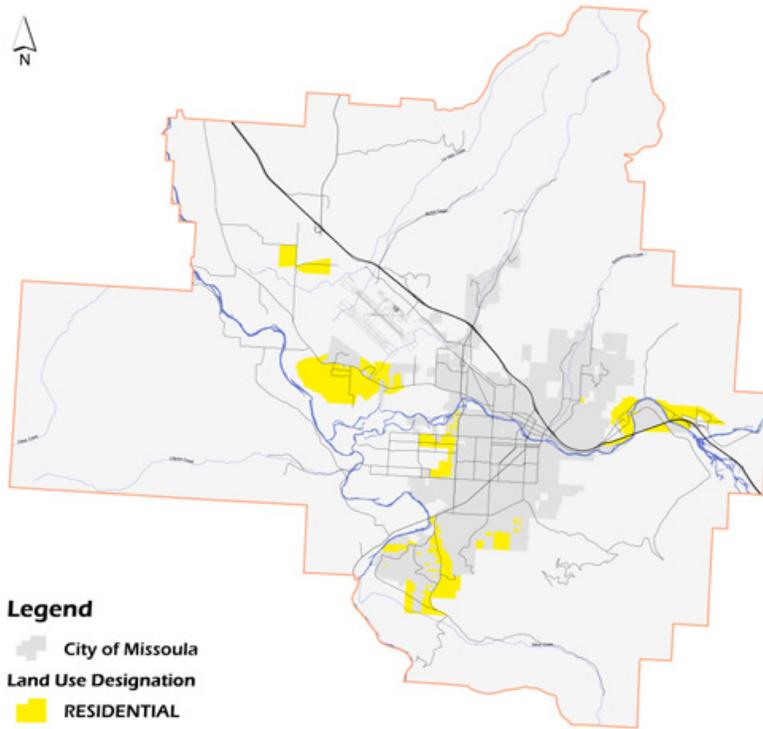
Non-motorized facilities are typically along arterial and collector roads. They connect to schools, parks, recreation facilities and other communities.

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RESIDENTIAL

GOALS

- Accommodate a range of housing options that contribute to county-wide housing diversity.
- Preserve and enhance the residential character of existing neighborhoods.
- Provide for compatible in-fill housing where land uses are in transition.



Residential is 5,120 acres, 3.3% of the Planning Area.

LAND USES

Land use is predominately residential.

Secondary uses may include small-scale commercial in limited locations.

CHARACTER

This area is characterized by a uniform pattern having one principal residential building per lot.

Buildings are predominately single-family dwellings with some two-family dwellings.

Multi-family dwellings may be appropriate when protecting or providing a public benefit.

Commercial buildings should be clustered along arterial or collector roads and provide centers of commercial activity which effectively serve adjacent neighborhoods at the same intensity level and in the architectural scale of the neighborhood being served.

Where zoned, setbacks are applied to all buildings.

INTENSITY

Residential density ranges between three units per acre and 11 units per acre.

This level of density requires access to public sewer and water.

Density bonuses may be available if development is clustered to protect important natural landscapes and waterways, agricultural lands or provide public facilities, such as access or trails.

MOBILITY AND ACCESS

All roads should provide non-motorized facilities. Additional separation for non-motorized facilities is needed when vehicle speed and traffic volume increase, such as protected or buffered bike lanes, boulevard sidewalks, and enhanced crossings.

Arterial and collector roads are in a traditional grid pattern or irregular pattern depending on topography.

The local street network disperses traffic through well-connected and short block lengths in a grid or irregular pattern, depending on topography.

Access to nearby destinations and other land uses encourages walking, biking and transit use.

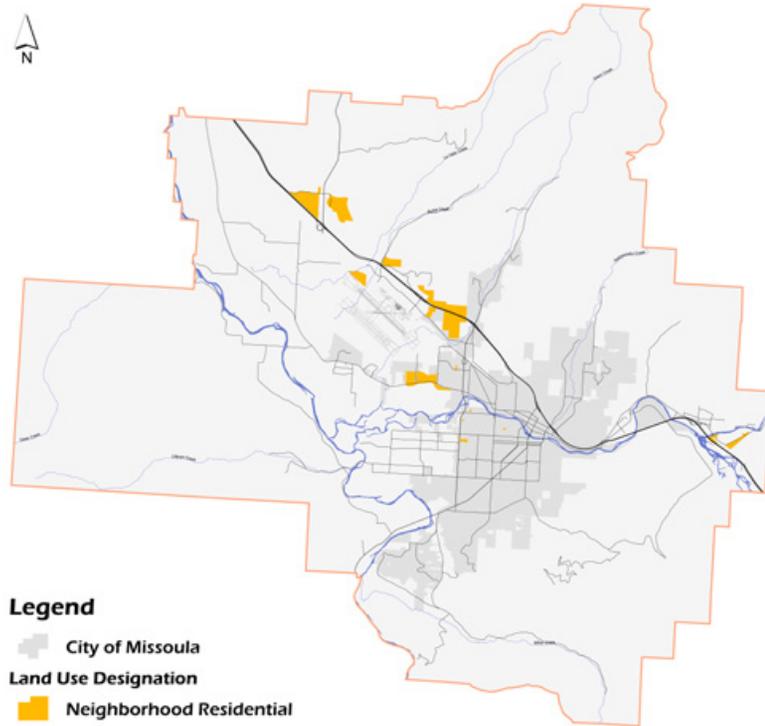


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NEIGHBORHOOD RESIDENTIAL

GOALS

- Accommodate a range of residential options that contribute to county-wide housing diversity.



Neighborhood Residential is 1,480 acres, 0.9% of the Planning Area.



LAND USES

Land use is predominately residential.

Secondary uses may include small-scale commercial in limited locations.

CHARACTER

A mix of building types provides for a range of housing options accommodating preferences and household size.

Single-family, two-family, and multi-family dwellings are the primary building types.

Where zoned, setbacks are applied to all buildings.

Multi-family and commercial buildings should be oriented away from driveways, alleys, and parking. The entrances should be oriented toward the street.

Commercial buildings should be clustered along arterial or collector roads providing centers of commercial activity with compatible intensity levels, scale and form as the adjacent neighborhood.

INTENSITY

Residential density is eight units per acre or greater.

The ability to achieve higher densities may be limited by site considerations, such as lot size, setbacks, floodplain and slope.

This level of density requires access to public sewer and water.

MOBILITY AND ACCESS

All roads should provide non-motorized facilities. Additional separation for non-motorized facilities is needed when vehicle speed and traffic volume increase, such as protected or buffered bike lanes, boulevard sidewalks, and enhanced crossings.

Arterial and collector roads are in a traditional grid pattern or irregular pattern depending on topography

The local street network disperses traffic through well-connected and short block lengths in a grid or irregular pattern, depending on topography.

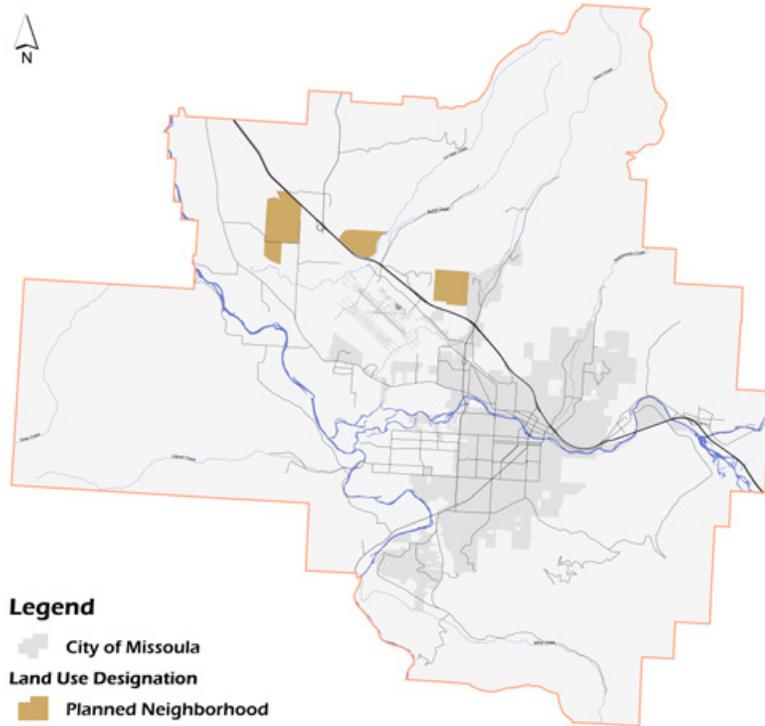
Access to nearby destinations and other land uses encourages walking, biking and transit use.

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PLANNED NEIGHBORHOOD

GOALS

- Preserve development potential that accommodates a substantial portion of future growth until infrastructure is in place or planned.
- Accommodate a wide range of residential options that contribute to county-wide housing diversity.



Legend

- City of Missoula
- Land Use Designation
- Planned Neighborhood

Planned Neighborhood is 2,130 acres, 1.4% of the Planning Area.



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Land Use Element - Public Working Draft 10-9-18

LAND USES

Land use is predominately residential.

Secondary uses may include small-scale commercial in limited locations.

Master planning the area may be necessary to determine location of facilities, like parks, open space, agriculture, roads, non-motorized facilities, storm water, water and sewer.

CHARACTER

A mix of building types will provide for a range of housing options accommodating preferences and household size.

Single-family, two-family, and multi-family dwellings are the primary building types.

Where zoned, setbacks are applied to all buildings.

Multi-family and commercial buildings should be oriented away from driveways, alleys, and parking. The entrances should be oriented toward the street.

Commercial buildings should be clustered along arterial or collector roads providing centers of commercial activity with compatible intensity levels, scale and form as the adjacent neighborhood.

INTENSITY

Residential density is eight units per acre or greater.

The ability to achieve higher densities may be limited by site considerations, such as lot size, setbacks, floodplain and slope.

This level of density requires access to public sewer and water.

MOBILITY AND ACCESS

All roads should provide non-motorized facilities. Additional separation for non-motorized facilities is needed when vehicle speed and traffic volume increase, such as protected or buffered bike lanes, boulevard sidewalks, and enhanced crossings.

Arterial and collector roads are in a traditional grid pattern or irregular pattern depending on topography

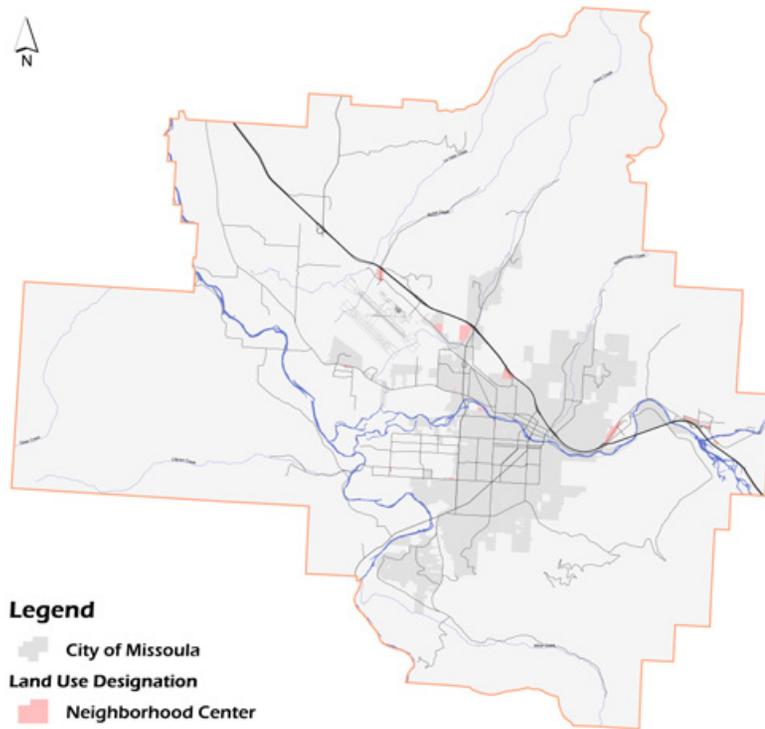
The local street network disperses traffic through well-connected and short block lengths in a grid or irregular pattern, depending on topography.

Access to nearby destinations and other land uses encourages walking, biking and transit use.

NEIGHBORHOOD CENTER

GOALS

- Designed to be a neighborhood focal point and center of activity, providing opportunities for retail, service and employment.
- Provide services to residents within a five to ten-minute walk.
- Accommodate higher intensity residential choices which contribute to county-wide housing diversity.



Neighborhood Center is 394 acres, 0.3% of the Planning Area.



LAND USES

Land use is a mix of residential, neighborhood services, offices, retail and institutional uses.

CHARACTER

Mix of uses can be both horizontally and vertically integrated, having shared walls, ceilings, and floors.

Buildings are oriented toward road frontage and, where zoned, setbacks are limited or not applied.

Parking and utilities are oriented toward the rear of buildings.

Building design is sensitive to its relationship to adjacent uses.

Neighborhood Centers are typically located on arterial or collector roads.

INTENSITY

Residential density is eight units per acre or greater.

The ability to achieve higher densities may be limited by site considerations, like lot size, setbacks, floodplain and slope.

Commercial buildings may range from small (1,000 square feet) to an anchor size (45,000 square feet or larger). A grocery store is a typical anchor in neighborhood centers.

This level of density requires access to public sewer and water.

MOBILITY AND ACCESS

All roads should provide non-motorized facilities. Additional separation for non-motorized facilities is needed when vehicle speed and traffic volume increase, such as protected or buffered bike lanes, boulevard sidewalks, and enhanced crossings.

Arterial and collector roads are in a traditional grid or irregular pattern, depending on topography.

The local street network disperses traffic through well-connected and short block lengths in a grid or irregular pattern, depending on topography.

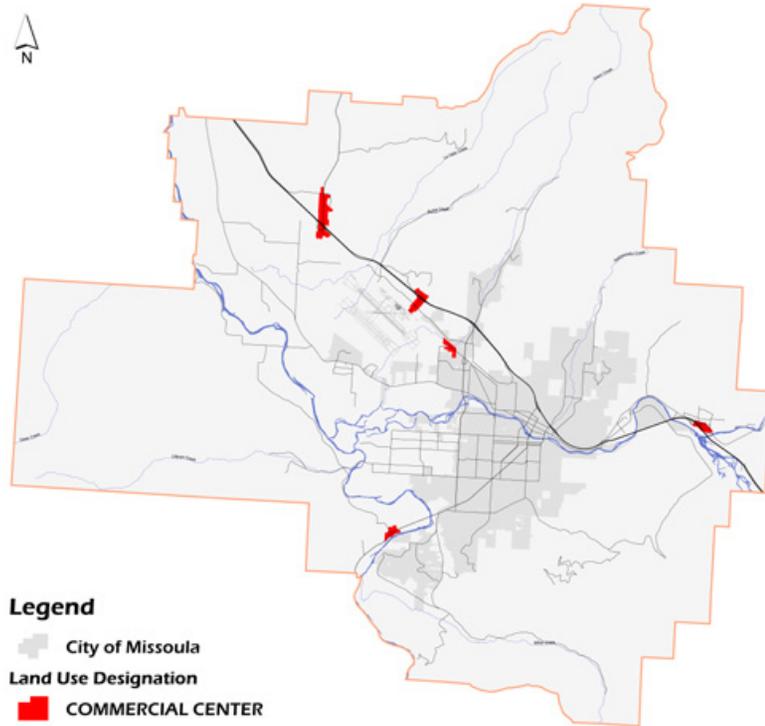
Access to mix of uses and public places encourages walking, biking and transit use.

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COMMERCIAL CENTER

GOALS

- Provide opportunities for retail, service and employment.
- Provide for a mix of primarily commercial and higher intensity residential choices in a well-connected, walkable pattern.



Commercial Center is 577 acres, 0.4% of the Planning Area.



LAND USES

Land uses primarily consist of auto-orientated retail, lodging, offices, food service and automobile service.

Secondary uses may include residential.

CHARACTER

Buildings are typically single-use or small to large shopping centers.

Buildings are oriented toward the road frontage and, where zoned, setbacks are applied.

Overtime, this area is expected to redevelop and experience infill, transitioning to a more vertically mixed-use place.

INTENSITY

Buildings generally range from small (1,000 square feet) to large (80,000 square feet or more).

Residential density is eight units per acre or greater.

The ability to achieve higher densities may be limited by site considerations, such as lot size, setbacks, floodplain and slope.

This level of density requires access to public sewer and water.

MOBILITY AND ACCESS

Typically located along arterial roads and near interstate interchanges.

Although specific land uses on these roads may be auto-orientated, a variety of modes should be accommodated, including pedestrian, bike and transit facilities. Additional separation for non-motorized facilities is needed when vehicle speed and traffic volume increase, such as protected or buffered bike lanes, boulevard sidewalks, and enhanced crossings.

Arterial and collector roads are in a traditional grid or irregular pattern, depending on topography.

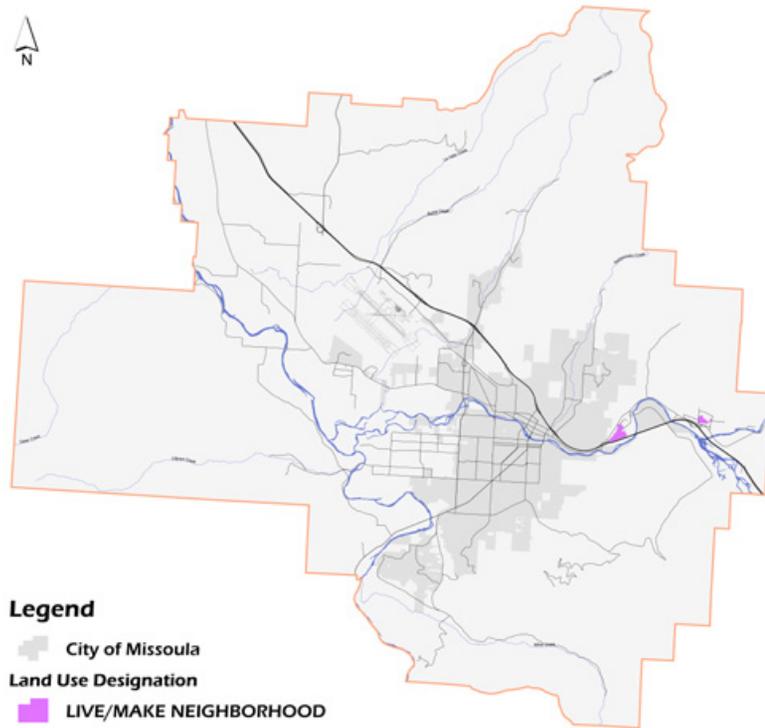
The local street network disperses traffic through well-connected and short block lengths in a grid or irregular pattern, depending on topography.

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LIVE/MAKE NEIGHBORHOOD

GOALS

- Contribute to economic diversity in the county by providing places for entrepreneurs and artisans to live and work, create, or make in a manner that respects the predominately residential character of the neighborhood.



Live/Make Neighborhood is 112 acres, 0.1% of the Planning Area.



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LAND USES

Land use is predominantly residential.

Secondary uses associated with residential use include small scale manufacturing, fabrication, commercial kitchens and studios.

On-site retail is not appropriate.

Outside of the resident, very few to no employees work on-site.

CHARACTER

Residential buildings are predominately single-family dwellings with some two-family dwellings.

Residential buildings are oriented toward road frontage and, where zoned, setbacks are applied.

Business buildings must be associated with a primary residence, either on the property with the residence or adjacent to it under the same ownership.

Business buildings should require additional buffering and design considerations to mitigate impacts.

INTENSITY

Residential densities range between three units per acre and 11 units per acre.

Business buildings are typically small in scale (1,000 square feet to 10,000 square feet).

This level of density requires access to public sewer and water.

MOBILITY AND ACCESS

All roads should provide non-motorized facilities alongside or separated from the road.

Additional separation for non-motorized facilities is needed when vehicle speed and traffic volume increase, such as protected or buffered bike lanes, boulevard sidewalks, and enhanced crossings.

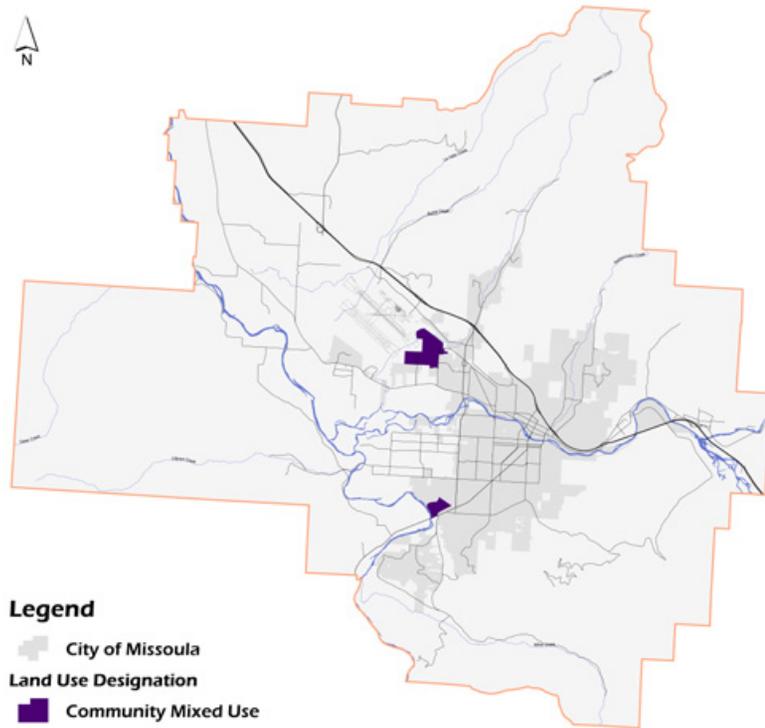
Well-connected local street network with short block lengths provides connectivity and disperses traffic.

Access to nearby destinations and other land uses encourages walking, biking and transit use.

COMMUNITY MIXED USE

GOALS

- Accommodate a substantial portion of future growth.
- Provide for a mix of primarily residential, commercial and civic activity in a well-connected, walkable pattern.
- Provide opportunities for retail, service and employment.
- Accommodate a wide range of residential options that contribute to county-wide housing diversity.



Community Mixed Use is 624 acres, 0.4% of the Planning Area.

LAND USES

Land use is a mix of residential, neighborhood services, offices, retail and institutional uses. Currently, these areas are primarily undeveloped but adjacent to appropriate levels of infrastructure and services.

Master planning may be necessary to determine location of facilities, like parks, open space, agriculture, roads, non-motorized facilities, storm water, water and sewer.

CHARACTER

A mix of building types will provide for a range of housing options accommodating preference and household size.

Single-family, two-family and multi-family dwellings are the primary residential building types.

A mix of uses can be both horizontally and vertically integrated. Building design is sensitive to its relationship to adjacent uses.

Parking and utilities are oriented toward the rear of buildings.

Multi-family and non-residential buildings are oriented toward roads.

Where zoned, setbacks are applied to residential buildings but may not be necessary for commercial buildings.

Commercial uses are typically located on arterial or collector roads.

INTENSITY

Average residential density is 15 units per acre.

Commercial buildings may range from small (1,000 square feet) to an anchor size (45,000 square feet or larger). A grocery store is a typical anchor.

MOBILITY AND ACCESS

All roads should provide non-motorized facilities alongside or separated from the road. Additional separation for non-motorized facilities is needed when vehicle speed and traffic volume increase, such as protected or buffered bike lanes, boulevard sidewalks, and enhanced crossings.

Arterial and collector roads are in a traditional grid pattern.

Well-connected local street network with short block lengths in a connected grid pattern provides connectivity and disperses traffic.

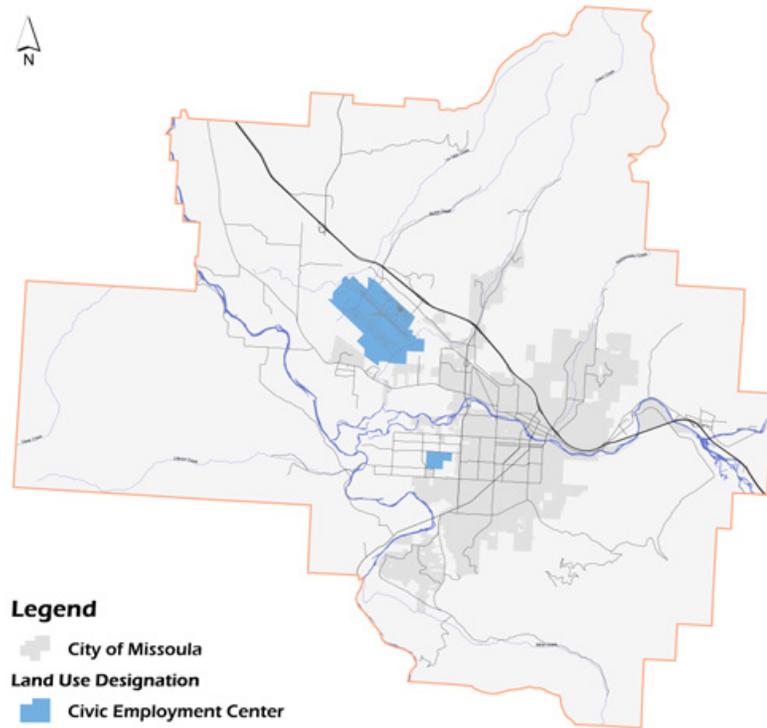
Access to nearby destinations and other land uses encourages walking, biking and transit use.



CIVIC EMPLOYMENT CENTER

GOALS

- Provide for facilities that offer a public service or a variety of services stemming from a primary public need.
- Accommodates a concentration of jobs for a range of employment types.



Civic Employment Center is 2,718 acres, 1.7% of the Planning Area.



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LAND USES

Land use is primarily made up of offices, flex space, light manufacturing, distribution and civic/institutional uses. Examples include airports, educational institutions or health care facilities that require a significant amount of space for various activities. Depending on the purpose, residential uses such as assisted living facilities may be appropriate.

CHARACTER

These areas are typically master planned with a clear design and purpose for the primary user.

Depending on the purpose of the primary user, setbacks or buffers from adjacent land uses should be required.

INTENSITY

Buildings may support the needs for distinct types of activities.

Building types and sizes will vary depending on the purpose of the primary use.

MOBILITY AND ACCESS

Civic Employment Centers are typically located along arterial roads with connectivity to other areas in the community by transit and non-motorized facilities.

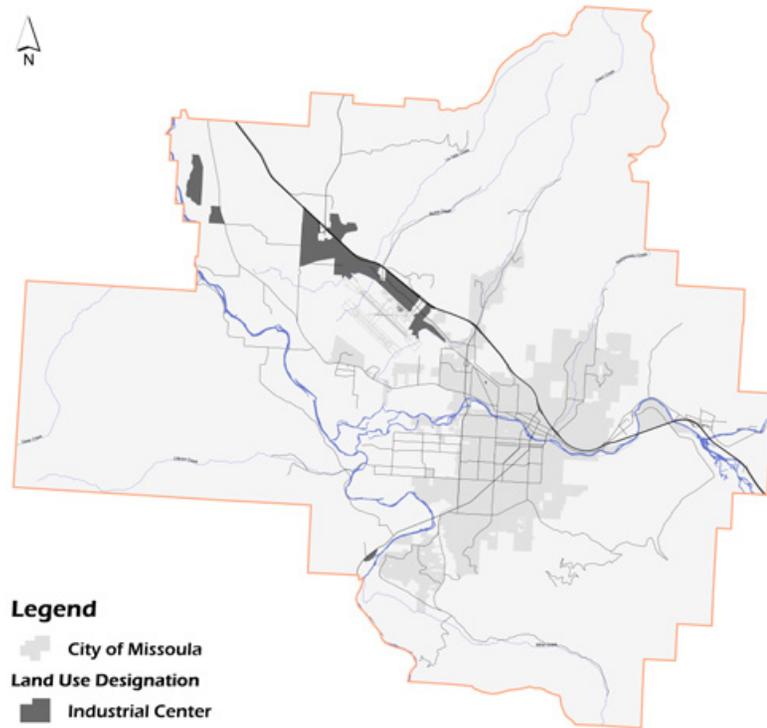
Roads to and from this area should provide non-motorized facilities alongside or separated from the road. Additional separation for non-motorized facilities is needed when vehicle speed and traffic volume increase, such as protected or buffered bike lanes, boulevard sidewalks, and enhanced crossings.

Roads within this area may provide non-motorized facilities depending upon the purpose of the primary user and the land use being accessed.

INDUSTRIAL CENTER

GOALS

- Contributes to the county's economic base by providing places where people work, create, build, store, and distribute goods and services.



LAND USES

Land use is a mix of office, research, studios, manufacturing, warehousing and distribution.

CHARACTER

Buildings are typically single use but may host a mix of uses that integrate horizontally rather than vertically, having shared walls rather than shared ceilings or floors. Where zoned, setbacks are applied to all buildings.

INTENSITY

Building size varies depending on context and need and could range from small (1,000 square feet) to very large (over 150,000 square feet).

MOBILITY AND ACCESS

Industrial Centers are typically located along arterial roads, near or adjacent to rail, with connectivity to other areas in the community by transit and non-motorized facilities.

All roads should provide non-motorized facilities alongside or separated from the road. Additional separation for non-motorized facilities is needed when vehicle speed and traffic volume increase, such as protected or buffered bike lanes, boulevard sidewalks, and enhanced crossings.

Industrial Center is 2,597 acres, 1.7% of the Planning Area.

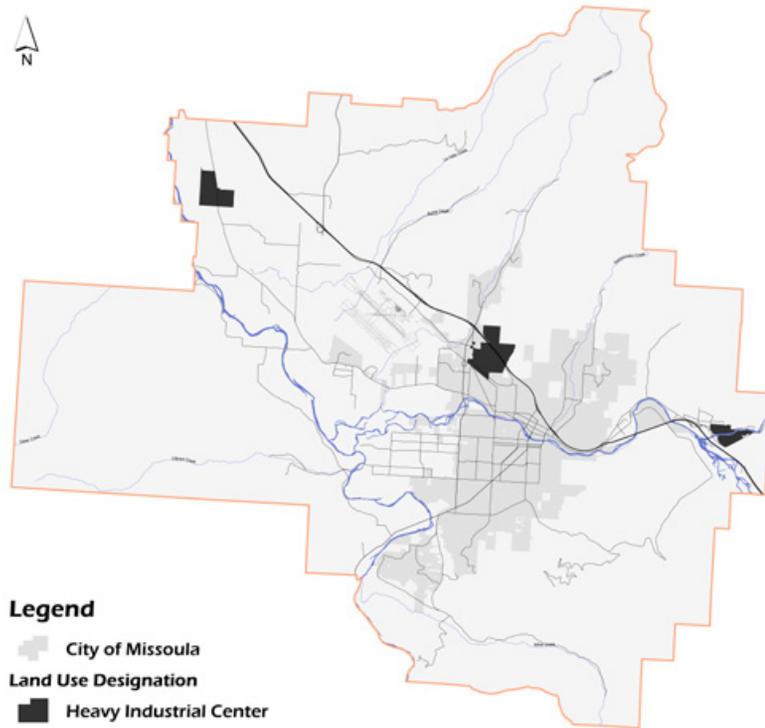


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HEAVY INDUSTRIAL CENTER

GOALS

- Contributes to the county's economic base by providing places where people manufacture, process, store, and distribute goods and services.
- Accommodates uses that may have impacts such as noise, odors, clutter or hazardous materials that require separation from other land uses.



Heavy Industrial Center is 1,480 acres, 0.9% of the Planning Area.



LAND USES

In addition to Industrial Center uses, land uses include solid waste, power generation, processing, pipeline terminals and similar uses.

CHARACTER

Heavy Industrial Centers may have uses that are incompatible with other land uses.

Buffers should separate this land use from less intense land uses and natural landscapes and waterways.

Where zoned, setbacks are applied to all buildings.

INTENSITY

Building size varies depending on context and need and could range from moderate (20,000 square feet) to very large (over 150,000 square feet).

MOBILITY AND ACCESS

Heavy Industrial Centers are typically located along paved arterial roads, near or adjacent to rail, with connectivity to other areas in the community by transit and non-motorized facilities.

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Public Working Draft

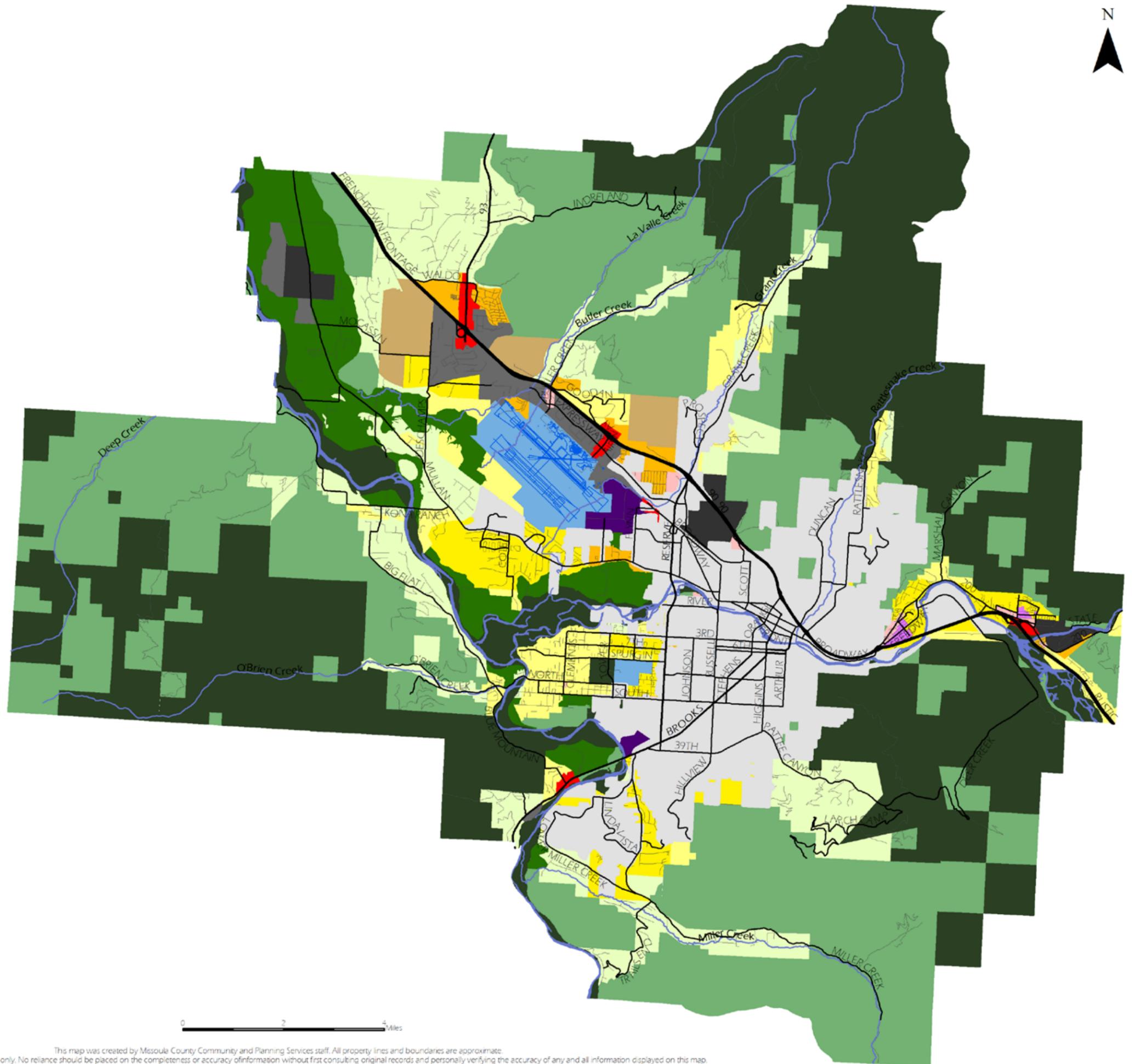
10-9-2018

This map is a working draft map subject to changes.
For more information go to www.MissoulaAreaMapping.com



Legend

- City of Missoula
- Land Use Designations DRAFT
 - OPEN, RESOURCE AND RECREATION
 - AGRICULTURE
 - WORKING LANDS
 - RURAL RESIDENTIAL AND SMALL AGRICULTURE
 - RURAL RESIDENTIAL
 - RESIDENTIAL
 - NEIGHBORHOOD RESIDENTIAL
 - PLANNED NEIGHBORHOOD
 - NEIGHBORHOOD CENTER
 - COMMERCIAL CENTER
 - LIVE/MAKE NEIGHBORHOOD
 - COMMUNITY MIXED USE
 - CIVIC EMPLOYMENT CENTER
 - INDUSTRIAL CENTER
 - HEAVY INDUSTRIAL CENTER



0 2 4 Miles

This map was created by Missoula County Community and Planning Services staff. All property lines and boundaries are approximate. The information on this map is for reference only. No reliance should be placed on the completeness or accuracy of information without first consulting original records and personally verifying the accuracy of any and all information displayed on this map.

Implementation

The land use map and the corresponding place-types describe desired future conditions. They are an aspiration that we strive to move toward, not away from. The desired future conditions described in the land use map and place-types won't happen without action. Implementation of the map, through a series of strategic steps over the next 20 years, requires working toward the future conditions laid out in this plan. Below is a description of recommended actions, the priority, and the timing when the county should initiate action.

Codes

The land use map has two components: the text describing the land use designations and the map showing where on the landscape the designations are placed. The map itself is not a regulatory tool. Regulations such as subdivision and zoning code play the regulatory role. The details in the zoning and subdivision regulations implement the text describing the land use designations, while the zoning map implements the placement of land use designations on the landscape.

Update Zoning Regulations

Like the land use map, the underpinnings of the Missoula County zoning regulations are over 40 years old. The land use map and the corresponding land use designations provide the policy foundation for a comprehensive update to the zoning regulations. Updating the zoning regulations will align the zoning code with the community's vision and goals laid out in the Missoula County Growth Policy. The county should initiate this action immediately. Because of the scope of the project, it could take a year or more to complete.

Priority - high

Timing - immediate

Update Subdivision Regulations

The land use descriptions contain explanations of the desired character and transportation systems. In the planning area, the wide range of places, from rural to urban, require different character and transportation considerations. As development occurs, the subdivision regulations are an important tool for implementing some of the character and transportation components of the land use designations. Not all of these considerations are consistent

throughout the land use designations. The more urban places require different levels of infrastructure than the more rural areas. Therefore, the subdivision regulations should be updated to expand upon the tiered infrastructure standards, tying where the different infrastructure standards are relevant to the land use designation.

Priority - high

Timing - immediate

Update the Zoning Map

The land use map represents a desired future development pattern for the community, and the zoning map is the tool to get there. Zoning is a regulatory tool used to implement community goals, and the land use map is a visual representation of those goals. The land use map and the zoning map do not need to align all at once, but as the zoning map changes over time, it should move towards the land use map, not away from it. The changes to the zoning map can happen incrementally over time, with the requests coming from private citizens, or comprehensive changes can be made by the county.

Missoula County should pursue proactively updating the zoning map where appropriate. There are certain locations where the existing level of infrastructure can support the proposed land use designations with limited or no additional investments. These areas should be proactively rezoned through a county-led effort. Proactively rezoning will bring the updated zoning in line with the existing level of infrastructure and the land use designations, an important step in increasing the opportunity for new housing units and business ventures. Other areas with potential for proactive actions include unzoned areas, areas with public safety issues, and areas where the public has identified desired changes.

Priority - Medium

Timing - initiate after updating the zoning regulations

Infrastructure

The composition of our built environment is directly related to the level of infrastructure that serves it. Therefore, guiding where infrastructure goes, and at what level, is an important strategy to implementing the land use map. The land use designations include text that describes the levels of infrastructure preferable to serve the area.

Create a New Framework that Facilitates Growth and Investment

The land use map expects much of the community's projected growth to occur at densities that require infrastructure like public sewer and water. Some places currently have the infrastructure necessary to accommodate the land use designations, other areas do not. Near the edge of the city, water and sewer are managed by the City of Missoula, which is where growth is likely to happen in the near term. In the areas targeted for growth over the 20-year horizon of the land use map, infrastructure will need to be planned and installed to facilitate and accommodate the recommended growth and investment.

The county may have to take a proactive role in ensuring that the infrastructure necessary for development, specifically sewer and water, is available to the areas where growth is planned over the longer term. It is a novel approach for the county to actively facilitate community growth around Missoula and a challenging task that will require careful evaluation of options.

How the county develops the framework necessary to implement the map through infrastructure could take on different forms in different locations. Parts of the necessary infrastructure may be in place, while other parts may need to be developed. The tools to accomplish this task will need to be methodically explored and will require close collaboration with partners. For illustrative purposes, potential options could include developing and managing water and sewer facilities in areas like the Planned Neighborhood land use designations through Rural Special Improvement Districts or the county contracting with the city for water and sewer in areas near the Wye.

Priority - High

Timing - Long-term

Augment the Existing Framework that Facilitates Growth and Investment

Missoula County has tools at their disposal today that can help facilitate the extension of infrastructure necessary to implement the land use map. These tools can be used in a coordinated and strategic fashion to facilitate growth and investment in parts of the planning area.

Grant Funding

Grants are one method to fund infrastructure improvements, such as roads, water and sewer. These grants come from a variety of sources including federal, state and foundations. They can be used for large projects like building

a connected street grid near the airport, or for smaller projects directed toward lower-income residents. Grants can be used to develop infrastructure necessary to implement this land use map.

Priority - High

Timing - Ongoing

Align County Expenditures with Planning for Future Growth

Every year, Missoula County invests in the community through expenditures on infrastructure, park funding, trail development, open land preservation and more. These expenditures are necessary for enabling growth and improving the quality of life of the residents. In the future, this map should help strategically prioritize these investments within the planning area to help improve the quality of life of existing and future residents.

Priority - High

Timing - Ongoing

Pursue Creation of Districts that Allow Use of Tax Increment Financing Tools to Maximize Industrial Areas

The lack of "shovel-ready" industrial lands that currently do not have the infrastructure necessary for development can be addressed using tax increment financing (TIF) tools. TIF allows a community to reinvest the increase in taxes leveraged through new development back into that area for a limited period of time. Currently the county does not have a shortage of lands designated industrial. However, there is a shortage of such lands that have the full range of infrastructure in place to allow for industrial development now. In the county, only industrial lands are eligible for districts that enable the county to use tax increment financing. These districts enable the development of infrastructure necessary to get lands shovel-ready. With the right infrastructure in place, the efficiency of the land use increases, bringing more industrial lands online. For example, the efficiency of industrial lands by the Wye could be improved through the extension of infrastructure through TIF.

Priority - Medium

Timing - Near Term

Coordination

Joint Master Planning

The Community Mixed Use land use designation east of the airport represents a phenomenal opportunity for the county to work with the city, landowners and other stakeholders to plan the logical and productive transition of this area into a vibrant, livable, mixed-use neighborhood while addressing many of the community's most pressing needs, such as housing supply and locations for employment centers. In 2018 Missoula County partnered with the City of Missoula on a BUILD grant application to build critical infrastructure and plan for development. This type of master planning could identify critical infrastructure improvements, such as road grids, sewer, water, stormwater, non-motorized facilities, parks and detailed land use typologies, in advance of development. This effort would facilitate orderly development at higher densities with a broad mix of uses and develop a sense of place through public-private partnerships. Development can still happen incrementally over time, but the facilities needed to serve the development are identified in advance.

When developed, this area will most likely be annexed into the city. Agreements between the city and county may need to be formed if infrastructure is constructed prior to annexation to ensure that designs meet the city specifications.

Priority - High

Timing - Immediate

Urban Growth Commission

The City of Missoula and Missoula County jointly participate in the Urban Growth Commission (UGC), an entity composed of city and county elected officials and staff. The UGC provides an opportunity for the two jurisdictions to discuss land use planning issues of shared interest. The UGC is advisory and forwards issues and recommendations to their respective city and county departments. The UGC can continue as a sounding board for ideas and issues related to cooperation of orderly urban development on the city's fringe.

Priority - Low

Timing - Ongoing

Memorandum of Understanding

A non-binding Memorandum of Understanding (MOU) between the city and county that lists out the shared interests of the two jurisdictions would help document the expectations and roles the jurisdictions have in managing the growth of the community and articulating the "One Community" approach. The details of the MOU could help guide a shared planning direction, while allowing the two jurisdictions to pursue their individual goals and objectives.

Priority - Low

Timing - Near Term

Monitoring and Amendments

No community is static—they are always evolving and changing. The land use map is designed for a 20-year horizon, but adjustments may be necessary from time to time.

Changing Conditions

Chapter 8 of the Missoula County Growth Policy details factors that would necessitate an update to the land use map. For example, the 2020 Decennial Census data will be released providing insight to the accuracy of the population projections and the assumptions of where that growth is occurring on the landscape. If the projections and assumptions are too conservative, the land use map may need to be updated to reflect the growth that is occurring. Factors to be considered when determining whether amendments to land use map are warranted include:

- Changes in the legal framework regarding growth policies or implementation measures
- Significant changes to existing conditions or projected trends
- Public and stakeholder input suggesting the need to make changes
- Knowledge of specific amendments that would improve the land use maps usefulness so that it may better serve the public
- New, or revisions to, area and issue plans that fall under the legal authority of a growth policy

Private Party Requests

Private parties may request to amend the land use map. Typically, these requests are made to support a proposed development. Public review of amendments is required by state law. Proposed private party amendment requests include an application fee and are reviewed using the following criteria:

- The amendment substantially complies with the applicable guiding principles, goals and objectives of the growth policy and accompanying Land Use Designation Map, excluding what is addressed in the amendment request
- The amendment is consistent with the applicable goals, objectives and land use designations of the applicable area plan (if any), excluding what is addressed in the amendment request (Note: Growth policy and area plan amendment requests may be reviewed concurrently.)
- The amendment is designed to meet a need that is otherwise not being met
- The amendment will provide substantial public benefit to the surrounding community
- The change proposed is the best means of providing the public benefit

