

Missoula City and County Growth Policy Survey Final Report

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John Baldrige and Jim Sylvester
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Executive Summary

Overall Views about Growth

- Nearly two-thirds of City and County residents (65 percent) said the pace of growth in Missoula County was too fast;
- Most respondents indicated that improved planning and better anticipation of growth were the two things local government should do to respond to growth;
- A large majority of City and County residents (71.1 percent) felt there was enough room between them and their neighbors;
- Three of five City and County inhabitants (61.5 percent) said growth can be effectively managed by local government;
- Two thirds of residents (68 percent) said local government should exercise about the same or more control over the development and use of private land;
- A slim majority of City and County residents combined (54.4 percent) said local government's response to growth was not as effective as they expected;
- A bare majority of residents (50 percent) oppose adding housing in the city to reduce urban sprawl, while 40.1 percent support this possible action;
- Missoula City and County residents are divided about where growth should be directed; 42.5 percent said mostly within the current city and towns while 35.1 percent said on the outskirts of the current city and towns.

Growth Policy Objectives

The growth policy objectives articulated in the 1990s and before remain high priorities today.

Growth-Related Problems

Among the problems examined, Missoula City and County residents said the most severe growth-related problems were:

- High housing costs; and
- Traffic congestion.

Possible Growth Management Tools

Missoula City and County residents were quite willing to support a wide range of growth management actions. Residents were most willing to support:

- Protecting environmentally sensitive lands by regulation; and
- Adopting detailed infrastructure plans prior to considering development.

Development Pattern Preferences

Most Missoula City and County residents like larger lots, but not at any cost. When faced with substantially increased commute times many residents were willing to consider smaller lot sizes.

A bare, but statistically significant, majority of Missoula City and County residents combined opposed adding more housing inside a city or town as a way to decrease development in rural areas between cities and towns.

Methodology

Introduction

This survey was conducted as part of the Missoula City/County Growth Policy update. Its purpose was to check in with the citizens of the City of Missoula and Missoula County about existing Growth Policy goals and objectives; to get some feedback about implementation tools listed in the Growth Policy; and to ask about general perceptions of growth. Bureau of Business and Economic Research (BBER) at The University of Montana-Missoula administered a survey of adult Missoula County residents to gather this information.

Questionnaire Development

The Bureau designed the questionnaire in coordination with the Missoula Office of Planning and Grants (OPG) and the Missoula Planning Policy Committee (PPC). BBER used an iterative process to design the questionnaire. After developing a list of study topics with OPG the first draft was completed. OPG and PPC reviewed the first draft and directed changes as needed. A subsequent draft was tested using five cognitive interviews.¹ Cognitive interviews are an intensive, 1-1.5 hour examination of the cognitive processes respondents use to answer each question. The interviews employ retrospective and concurrent think aloud strategies in which respondents are asked to “think aloud” their answers. Some respondents make errors that are caused by habits of mind or question wording when reporting attitudes and behavior. Cognitive interviewing examines the common thinking habits respondents use when recalling and reporting attitudes and behaviors. This gives questionnaire designers the opportunity to tailor questions to the way people think.

Following revisions based on cognitive interview results and consultations with the OPG and PPC the questionnaire was further refined through a full-scale field test. The field test was administered to a convenience sample of 35 adult respondents. The field test verified all survey systems, including the Computer-Assisted Telephone Interview (CATI) program, data capture, and data export functions. BBER monitored field test interviews and debriefed interviewers to determine whether the questionnaire needed further modification. PPC was the final approval authority for the questionnaire.

Sampling

Sampling was conducted using a stratified, random-digit dial (RDD) process. The study population was all non-institutionalized adult (age 18 and older) residents of Missoula County who live in households with land-line telephones. This population should not be confused with all Missoula area residents since it excludes households without working land-line telephones and the institutional population. The 2000 Census found that approximately 1.8 percent of occupied housing units in Missoula County were without a land-line telephone.² This 1.8 percent undercoverage is not considered an inappropriately high degree of sample bias.³

1 Presser, Stanley, et. al. eds. 2004. *Methods for Testing and Evaluating Questionnaires*. New York: John Wiley & Sons. p. 24.

2 U.S. Bureau of the Census: 2000 Census, Summary File 4, GCT-H8. Occupancy, Equipment, and Utilization of Occupied Housing Units: 2000.

3 Sudman, Seymour. 1976. *Applied Sampling*. San Diego: Academic Press, p. 6.

A randomized method of selecting one respondent within each household was also required to avoid a disproportionate number of females participating in telephone interviews. Respondents were selected within households using the Kish table method.⁴ While this method is in theory equivalent to the “last birthday” method, BBER experience in Montana has discovered a tendency for the last birthday method to produce a greater proportion of female respondents (see also Groves and Lyberg, 1988).

The total sample size yielded 884 completed interviews. The sample was stratified by Missoula County regional planning area. This sample design was chosen to ensure that a sufficient number of rural residents were represented in the final data set. Stratification was accomplished by matching existing telephone exchanges to Missoula County regional planning boundaries. After examining the populations of the regional planning areas and the telephone exchanges, BBER combined regional planning areas to optimize sampling and data collection efficiency. Five sample strata were selected; the Missoula urban area, Lolo, Frenchtown – Ninemile, Seeley Lake – Swan, and Clinton – Potomac. The un-weighted number of completions and final sampling error estimates associated with each stratum are shown in the table below.

Sampling Areas	Completions (N)	Sampling Error
County Overall	884	+/- 4.5 %
Missoula Urban	433	+/- 5.9 %
Lolo	131	+/- 9.3 %
Frenchtown, Ninemile	149	+/- 8.7 %
Seeley Lake, Swan	109	+/- 9.6 %
Clinton, Potomac	62	+/- 14.6 %

The actual sampling error estimates presented here differ from those found under the conditions of simple random sampling due to the stratified sampling method used. Respondents in each stratum had different probabilities of selection, while by definition probabilities of selection under the conditions of simple random sampling are equal. Simple random sampling would have produced a sampling error rate of about +/- 3.3 percent for the overall sample, while the stratified design produced an estimated rate of +/- 4.5 percent. The sampling error rates and standard errors used throughout this analysis were produced by the Complex Samples routine of SPSS 13.0 for Windows released on September 1, 2004. All data reported in this analysis are weighted to account for respondents' differing probabilities of selection unless stated otherwise.

Survey Administration

The questionnaire was administered using a Computer-Assisted Telephone Interviewing (CATI) process on May 25, 2005 through June 30, 2005. Bureau staff programmed and validated the CATI system prior to survey administration. The interviews were conducted in the dedicated telephone interview facility at BBER. This state of the art facility contains twelve sound insulated telephone interview stations plus viewing and monitoring capability for supervisors. The supervisor can visually observe each interviewer and monitor randomly

⁴ Dillman, Don, A. 2000. *Mail and Internet Surveys: The Tailored Design Method*. 2nd edition. New York: John Wiley & Sons. p. 203.

selected telephone calls. Call monitoring is a vital quality control mechanism that reinforces data quality.

Each station is equipped with a telephone, headset, and computer, allowing CATI operation. The interviewers read the survey from the computer screen and directly entered the pre-coded responses into the computer, speeding the data capture process and minimizing the opportunity for errors.

The interviews were conducted using the Bureau cadre of trained and experienced telephone interviewers and shift supervisors. There are five interviewers with more than one year of experience, and several have been with the Bureau for ten years or longer. The shift supervisors are themselves seasoned interviewers with years of experience conducting surveys for a variety of organizations, including the US Bureau of the Census. New interviewers receive classroom and “on the job” training, and are closely monitored by the shift supervisors.

BBER documented case status in a manner that allowed calculation and reporting of a unit response rate using the American Association for Public Opinion Research (2004) standard definition (RR3).⁵ A response rate is the number of completed interviews divided by number of eligible telephone numbers in the sample. The response rate includes refusals, unresolved appointments, and a portion of those telephone numbers that BBER was unable to reach or classify; but it excludes businesses, government, faxes, and modems. The response rate for this survey was 54.9 percent. This response rate is typical for RDD surveys.⁶

The table on this page summarizes the un-weighted demographic characteristics of the survey respondents. Males and females responded at rates that are within the margin of sampling error of the corresponding 2000 Census proportions. Somewhat fewer people who did not complete high school responded than were found in the 2000 Census and more people with at least a Bachelor’s degree also responded. The un-weighted mean age of survey respondents is slightly older than the 2000 Census mean age for persons age 18 and older. A portion of The University of Montana student body left Missoula before data collection because the spring semester ended. This may

2005 Missoula County Growth Policy Survey Respondents Un-weighted (%)		
	2005 Survey	2000 US Census
Male	52.5	49.5
Female	47.5	50.5
Mean Age (adults 18 +)	48.2	42.5
1-12 Grade	3.9	9.0
H.S. Diploma or Some College	56.2	58.2
B.A. or more	39.9	32.8

account for some of the age difference. In addition, recent research indicates that while about 7 percent of households across the United States are cell-phone only, up to 20 percent of persons aged 18-29 live in cell only households.⁷ There is no research on patterns of cell-phone ownership in Montana or in Missoula County; however, there is little reason to believe

5 American Association for Public Opinion Research. 2004. *Standard Definitions: Final Dispositions of Case Codes and Outcome Rates for Surveys*. 3rd edition. Lexana, Kansas: AAPOR. p. 29. e = .15.

6 Groves, Robert, M. et. al. 2004. *Survey Methodology*. New York: John Wiley & Sons. pp. 184-187.

7 Tucker, Clyde, Meekins, Brian, Brick, J. Michael, and Morganstein, David. May 2005. “Household Telephone Service and Usage Patterns in the United States in 2004.” Presentation at American Association for Public Opinion Research meeting, Miami, FL.

that Missoula County is different from the nation with regard to patterns of cell phone ownership. The post-stratification weights were thus calculated to compensate for this slight under-representation of younger adults in the final data set.

Data Set Preparation

Following collection the data were inspected to insure no duplicate cases were included and to correct any interviewer miskeys. Appropriate data labels were added. Appropriate composite variables, post-stratification weights, and flags were also added to the data set to facilitate analysis. SPSS 13.0 for Windows, released on September 1, 2004, including the Complex Samples module and the Tables module, were used to conduct the analysis produced in this report.

Since the geographic location of a respondent's home was considered a key analytical variable, and since location was also vital for calculation of the post-stratification weights, BBER undertook an intensive effort to validate the location of each respondent's residence. Responses to location questions were validated by using reverse telephone directories to code respondent home addresses and then by assigning the address a geo-code. Geographic information system (GIS) software was then used to compare the respondents' reports of the location of their homes to telephone directories. In cases where a respondent's telephone number was unlisted, their report of the nearest street or road intersection to their home was used to produce a geo-code. This process produced geographic variables of a higher quality than is typically available in RDD telephone surveys, which rarely ask respondents to reveal their exact address.

Reading this Report

This report is intended to document the results of the Growth Policy Survey; it is not intended to provide policy recommendations. The remainder of this report is divided into four sections. The first section is the main narrative of the report. Next, in Appendix A, is a set of detailed tabulations for questions included in the study. The third section, Appendix B, presents the frequencies of responses to the open-ended questions. Appendix C includes the final questionnaire.

The detailed tabulations in Appendix A are a very powerful tool for those interested in the results of this study. Each table includes the exact question language used, the percentage of each response option chosen, and the number of responses for each question. In addition, each table provides a detailed cross-tabulation of the percentage of responses by selected demographic characteristics. An asterisk appears in the tables where the difference between two or more sub-group percentages is significant at the 95 percent confidence level.

Differences cited in the remainder of this report are significant at the 95 percent confidence level. This means that if the survey were replicated 100 times, the difference cited would be found in at least 95 of the replications. Differences were evaluated by calculating the confidence intervals around point estimates or by using tests of independence. The percentage of respondents who answered "Don't Know" to questions in this study was quite low overall, so for the sake of brevity "Don't Know" percentages are excluded from the main narrative. While instances in which response differences within demographic groups are cited in the main body of the report, the percentages of these differences are left to Appendix A, also for the sake of brevity.

Overall Views on Growth

Nearly two-thirds of Missoula City and County residents (65 percent) said the pace of growth in all of Missoula County was too fast. Interestingly, when asked about the pace of growth in the area right around where they live, only 35.4 percent said it was too fast.

A large majority of all Missoula County residents (71.1 percent) felt there was enough room between them and their neighbors in the area around where they live, while 28.4 percent felt there was not enough room.

Missoula City and County residents believed issues raised by growth can be managed by local government, and believed local government should exercise about the same or more control over the development and use of private property. Three of five City and County inhabitants (61.5 percent) said they believe growth issues can be effectively managed by local government. About two-thirds of City and County residents (68 percent) said local government should exercise about the same or more control over the development and use of private land.

Missoula City and County residents were asked to name the most important thing that local government should do about growth. The ten most common responses can be found in Table 1. Among the top five responses, City and County residents combined most often said (11.9 percent) that local government should improve its planning and anticipate growth better. A similar proportion (9.7 percent) said local government should slow or stop growth. The next most common response (6 percent) advocated keeping growth within the Missoula urban area to reduce urban sprawl. This response was followed by those who stated that local government should plan roads and manage traffic better (5.8 percent). The top five responses were rounded out by those who said local government needed to manage or regulate growth better (5.2 percent). Readers will notice that it is possible to further collapse the response categories presented in Table 1. While this is a legitimate and informative step, the authors chose not to do so in order to present a more finely grained portrait of peoples' views. The complete tables presenting residents' answers to the open-ended questions are found in Appendix B below.

Table 1: Top ten most important things that Missoula County or the City of Missoula should do about growth			
Action	Estimate	95% Confidence Interval	
		Lower	Upper
1. Improve planning, anticipate growth better	11.9%	9.3%	15.2%
2. Slow or stop growth	9.7%	7.6%	12.2%
3. Keep growth within Missoula urban area/ reduce sprawl	6.0%	3.9%	9.1%
4. Plan roads and manage traffic better	5.8%	4.1%	8.0%
5. Manage/ regulate growth better	5.2%	3.6%	7.5%
6. Do more to regulate growth	4.9%	3.4%	6.9%
7. Support continued growth/ growth inevitable	4.5%	3.2%	6.4%
8. Stop high density development	4.4%	2.8%	6.9%
9. Improve economy/ more jobs/ better wages	2.8%	1.6%	4.9%
10. Maintain current neighborhood character/ quality of life	2.7%	1.4%	5.4%

A slim majority of the adult residents of Missoula City and County (54.4 percent) said local government's response to growth has not been as effective as they expected. About one-

third of their neighbors (33.5 percent) disagreed, saying that local government's responses have been about as effective as they expected.

Table 2: Top 5 reasons local government's response to growth was rated as effective as respondent expected			
Reason	Estimate	95% Confidence Interval	
		Lower	Upper
1. Doing as much as they can, best they can	5.3%	3.7%	7.7%
2. Low expectations met	2.6%	1.3%	4.9%
3. Gov ability to affect growth limited, growth too fast for gov to affect	2.3%	1.4%	3.9%
4. Likes current development & land use plans	1.5%	0.5%	4.2%
5. Most measures implemented have worked	1.4%	0.7%	2.9%
Top 5 reasons local government's response to growth was rated not as effective as respondent expected			
1. Need to do more to control growth	9.1%	6.4%	12.7%
2. Don't like residential housing density	6.6%	4.8%	9.1%
3. Not anticipating or planning well enough/ Not planning well for growth along major corridors	5.3%	3.8%	7.3%
4. Not responding to resident's wishes/ poor information sharing	3.9%	2.2%	6.8%
5. Allowing too much growth too quickly	2.8%	1.8%	4.4%

Of those who said local government's response did not meet their expectations, the most common reason cited was that local government needs to do more to control growth (see Table 2). The proportion who said this was not statistically distinguishable from those who said: they don't like residential housing density, that local government was not anticipating or planning well enough for growth, and that local government was not responding to residents' wishes. Slightly fewer said that local government was allowing too much growth too quickly.

Residents who said the local government response was about as effective as they expected were most likely to say that local government is doing the best it can in the face of growth. Others said they had low expectations for

local government that were met. Still others asserted that government's ability to affect growth is limited and that growth is happening too fast for government to influence it. The fourth most common response was that they liked the current development and land use plans. The fifth most common response stated that most actions taken by local government have worked.

When asked where growth should be directed, both City and County inhabitants were divided. While 42.5 percent of all adult residents said growth should be directed mostly within current cities and towns, 35.1 percent said it should be directed to the outskirts of a city or town. The difference between these response proportions is not statistically significant.

Demographic Characteristics

Demographics offer yet another perspective on people's overall views about growth. Detailed demographic cross-tabulations for questionnaire items may be found in Appendix A. The demographic differences cited in this study are significant at the 95 percent level.

Living in the City or County and tenure in Missoula County were the demographic characteristics most likely to exhibit differences in the proportion of residents who thought the pace of growth is too fast. County residents who lived outside the City of Missoula were more likely than Missoula City residents to say the pace of growth in all of Missoula County was too fast. A similar pattern was found when examining the pace of growth in the area right around where the respondent lived. People who lived in Missoula for 20 years or more were more likely to say the pace of growth was too fast, County-wide or around their home, than were new in-migrants.

Missoula County's wealthiest residents were less likely to say County-wide growth was too fast when compared with residents with lower incomes. Focusing on the pace of growth near residents' homes; males, Lolo residents, and people who own their homes free and clear were most likely to say the pace of growth was too fast. Owning a home free and clear is defined as having paid for a home in full, with no outstanding debt or mortgage remaining on the home.

Missoula County's youngest adults, Missoula City residents, those who earn less than \$20,000 per year, renters, and un-registered voters were most likely to say there was not enough room between them and their neighbors (see Figure 1 on the following page).

Inhabitants across the demographic groups studied generally agreed about whether or not local government can effectively manage growth. In contrast, when the appropriate amount of government control over development and private property was explored there were significant differences between geographic groups and among those with different levels of educational attainment. Missoula City residents were more likely to say government should exercise more control than were County residents. People with at least a Bachelor's degree were more likely to say government should exercise more control than were those with less educational attainment.

Middle income Missoula City and County residents were most likely to say local government's response to growth was not as effective as they expected, as were those who have lived in Missoula County for at least five years. Residents with at least a Bachelor's degree were more likely than those with less education to say the response was as effective as they expected.

There was consistency within demographic groups' opinions about whether growth in Missoula County should be directed within cities and towns, or whether it should be directed to the outskirts of cities and towns.

Both Missoula City's and County's oldest adults were more likely than are its youngest adults to strongly support adding housing inside a city or town to decrease development in rural areas between towns. Similarly, inhabitants with the longest tenure in Missoula County and those who own their home free and clear are most likely to strongly support increasing urban density to decrease urban sprawl.

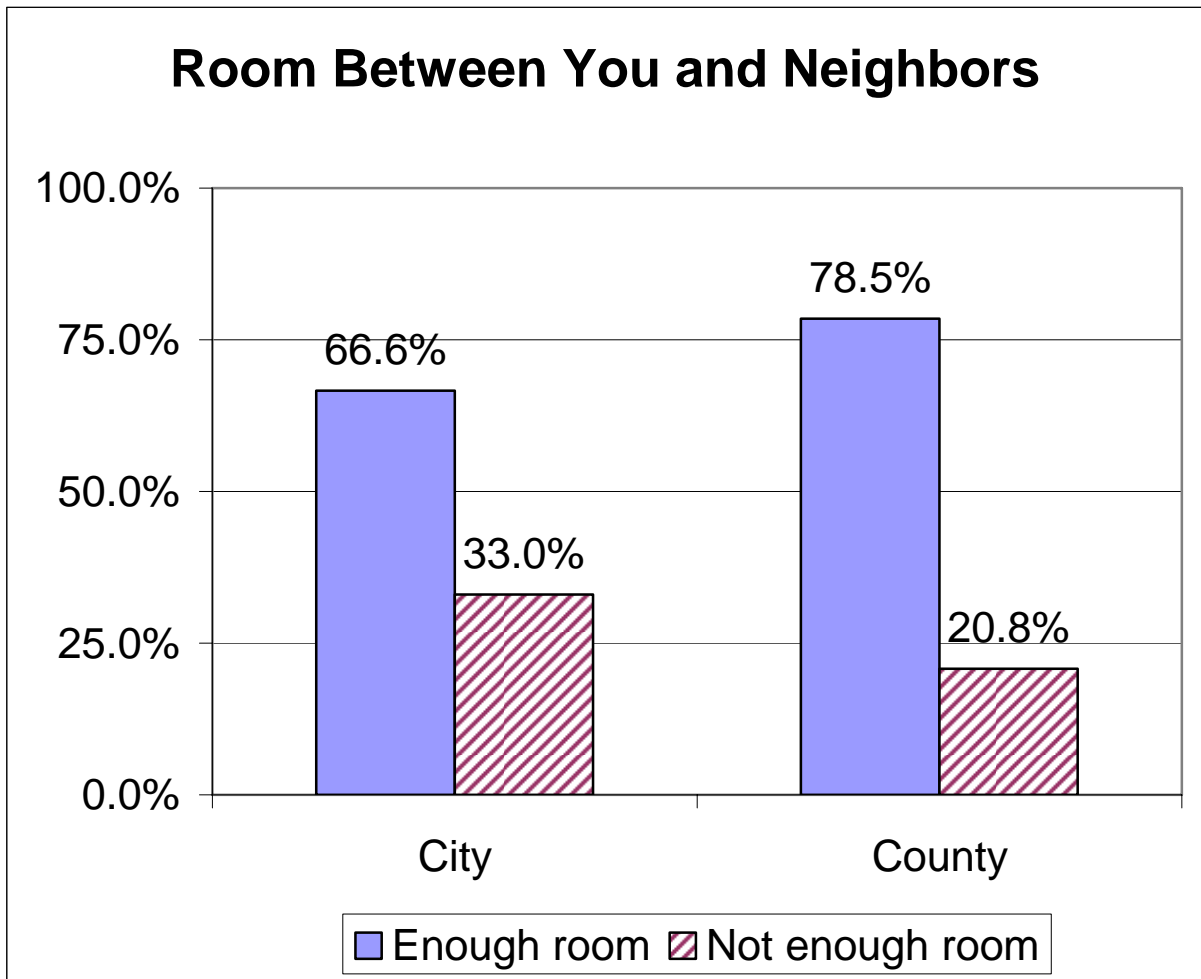


Figure 1

Growth Policy Objectives

One of the most important goals of the survey was to check in with Missoula City and County residents to determine whether growth policy objectives that were expressed in the 1990s, and included in Missoula's current Growth Policy, are still priorities today. The survey found that a large majority of the growth policy objectives that were articulated in the 1990s and before remain high priorities today.

A very large majority of both City and County residents (91.2 percent) said protecting the environment was a somewhat or very high priority (see Table 3). Four in five Missoula City and County residents (83.9 percent) said having housing for people with moderate and low incomes was a high priority. Similar majorities also said improving streets, attracting business, and protecting neighborhood character were high priorities.

Table 3: Overall County growth policy objectives

	High Priority	95% Confidence Interval		Total N
		Lower	Upper	
Protecting and enhancing the environment	91.2%	88.7%	93.1%	880
Housing for low and moderate income people	83.9%	80.5%	86.8%	884
Improving street and road systems	83.3%	79.6%	86.5%	881
Attracting businesses and jobs	82.6%	78.4%	86.1%	880
Protecting and enhancing neighborhood character	81.5%	78.0%	84.5%	875

Possible Actions to Protect the County's Environment

Possible actions to protect the natural environment were rated by Missoula City and County residents as among their highest priorities (see Table 4). Over 19 of every 20 (96.7 percent) Missoula City and County residents said maintaining or improving water quality was a somewhat or very high priority. Rated just under maintaining water quality were three other possible actions: maintaining or improving air quality (93.2 percent), protecting river corridors (92.6 percent), and protecting important wildlife habitat (89.2 percent). Four in five residents (81.9 percent) said preserving scenic views was a somewhat or very high priority.

Table 4: Possible actions to protect the County's natural environment

	High Priority	95% Confidence Interval		Total N
		Lower	Upper	
Maintaining and improving water quality	96.7%	95.3%	97.6%	879
Maintaining and improving air quality	93.2%	90.6%	95.1%	880
Protecting river and stream corridors for habitat and public safety	92.6%	90.2%	94.4%	882
Protecting areas important for wildlife survival	89.2%	86.2%	91.6%	876
Preserving scenic views	81.9%	78.0%	85.3%	873

Development and Land Use Objectives

Table 5: Development and land use objectives

	High Priority	95% Confidence Interval		Total N
		Lower	Upper	
Make sure public is able to get to and use open space	82.5%	79.0%	85.6%	875
Encourage preservation and reuse of historic structures	80.2%	76.2%	83.7%	880
Protect neighborhood character	79.4%	75.5%	82.9%	876
Protect ag and forestry operations from encroaching residential development	79.0%	75.1%	82.5%	872
Require new developments to provide some housing for low and moderate incomes	78.9%	75.1%	82.2%	881
Concentrate development in or near existing communities	69.2%	65.0%	73.0%	877

Many of the views regarding development and land use that were expressed in earlier public involvement efforts were confirmed by this survey (see Table 5). About four in five Missoula City and County residents (82.5 percent) said it is a somewhat or very high priority to ensure public access to open space. Similar proportions said it was a high priority to: preserve historic structures, protect neighborhood character, protect agricultural or forestry operations from encroachment by sprawl, and require new developments to include some low and moderate income housing. A lower, but still substantial majority of

residents (69.2 percent) said it was a high priority to concentrate development in or near existing communities.

Commercial and Retail Space Objectives

Table 6: Commercial and retail space objectives

	High Priority	95% Confidence Interval		Total N
		Lower	Upper	
Improve appearance and function of existing commercial strips	69.1%	64.8%	73.2%	870
Support development of smaller town or neighborhood commercial centers	69.0%	64.6%	73.1%	873
Concentrate commercial development at or near major crossroads	57.6%	53.1%	62.0%	869
Encourage housing in or near commercial areas	34.9%	30.7%	39.4%	868

Possible actions to improve commercial and retail spaces were rated as slightly lower priorities by a majority of City and County residents (see Table 6). Almost seven in ten inhabitants said it was a high priority to improve the appearance and function of existing commercial strips and to support the development of small town commercial centers. A majority (57.6 percent) also said it was a high priority to concentrate commercial development at crossroads. One possible

action was not considered a high priority by City and County residents. Only 34.9 percent said encouraging housing in or near commercial areas was a somewhat or very high priority.

Intensity of Opinions

The overall views of residents about these growth policy objectives do not convey the intensity of their feelings. Among the overall growth policy objectives described in Table 3 above, protecting and enhancing the County environment had the highest proportion of residents who said that it is a very high priority (60.5 percent), while only 44 percent of residents said housing for people with low incomes and protecting neighborhood character were very high priority.

While three-quarters (74.5 percent) of Missoula City and County residents combined said that maintaining and protecting water quality was a very high priority, only 47.2 percent said the same about preserving scenic views.

Missoula County residents indicated strong support for the preservation and use of historic structures and for accessibility of open space. Just under a majority (48.3 percent) of inhabitants said encouraging preservation of historic structures was a very high priority, and 45 percent agreed about public access and use of open space. In contrast, only 29.9 percent of people said concentrating development in or near existing communities was a very high priority.

Intensity of feeling was lowest for the commercial and retail area objectives. While about one in four residents (27.4 percent) said improving the appearance and function of existing commercial strips was a very high priority, only 10.6 percent agreed that encouraging housing in or near commercial areas was a very high priority.

Demographic Characteristics

Differences also emerge when demographic characteristics are examined. Gender, age, home location, and voter registration were related to residents' reports on the priority of protecting or enhancing the County environment. Women were more likely to say protecting the environment was a very high priority than were men. The County's oldest residents said protecting the environment was a very high priority less often than did others. Residents of Clinton and Potomac areas were less likely to say it was a very high priority than were residents of other areas. Un-registered voters were more likely than registered voters to say protecting the environment was a very high priority.

Residents were more likely to say that housing for low income residents is a very high priority if their own household incomes were lower (see Figure 2 on the next page). Similarly, renters were more likely than home owners to voice the opinion that affordable housing was a very high priority.

County residents who lived outside the City of Missoula were more likely than City residents to say improving the street and road system was a very high priority. People with less education and people who own their homes free and clear agreed.

More females said attracting businesses and jobs was a somewhat high or very high priority than did males. The youngest adults were less likely to say attracting businesses and jobs was a very high priority than were older adults. More County residents who lived outside the City said attracting businesses and jobs was a very high priority than did Missoula City residents. People with less education were more likely to see attracting businesses and jobs as a very high priority than were those with at least a Bachelor's degree.

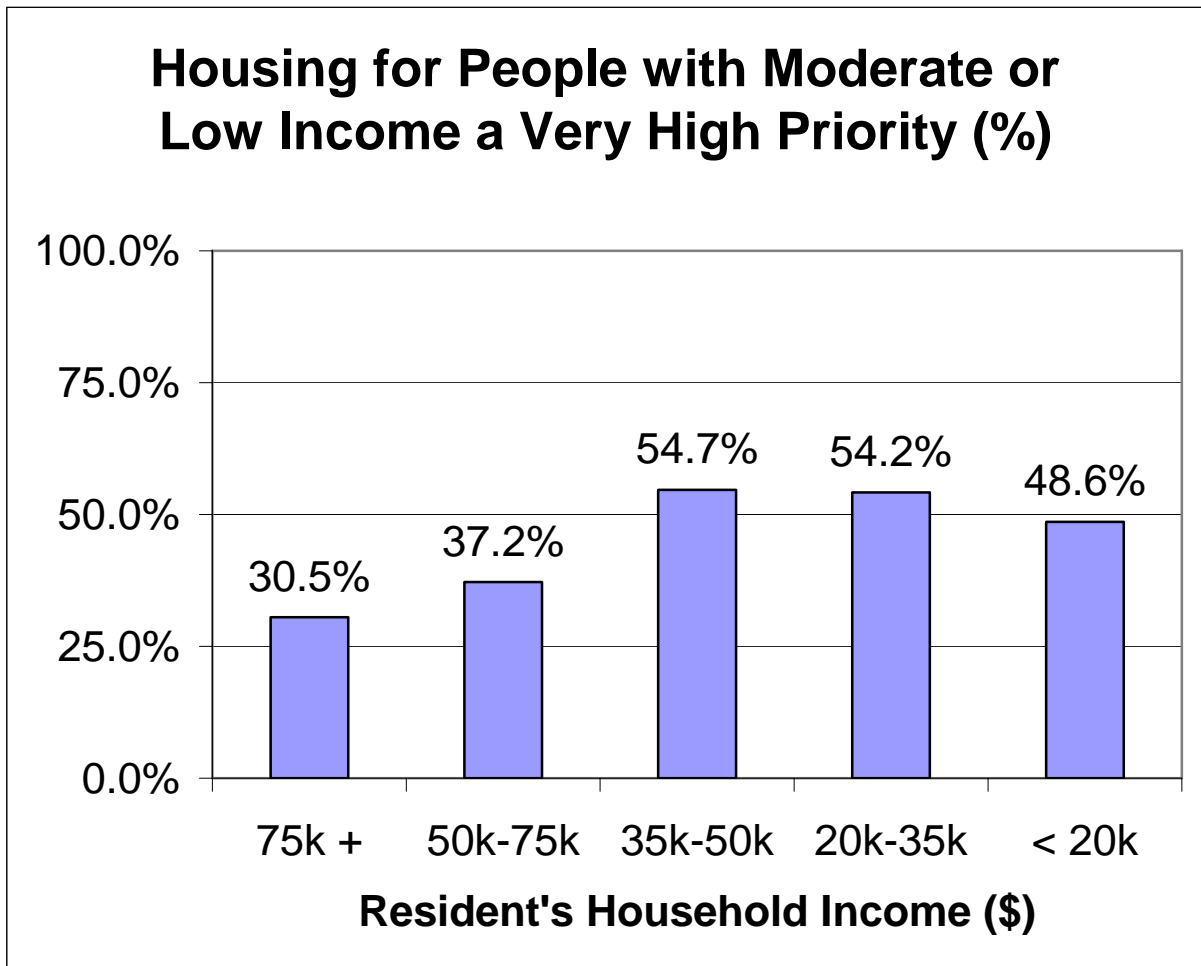


Figure 2

Un-registered voters also said attracting businesses and jobs was a very high priority more often than did registered voters.

There was near-unanimity within demographic groups about protecting and enhancing neighborhood character. The only exception was between home owners and renters. Renters were less likely to say protecting neighborhood character was a very high priority than were home owners.

Women in Missoula County were more likely than men to say maintaining and improving the County's air and water quality was a very high priority. Un-registered voters agreed more often with women in Missoula County about air and water quality than did men. Inhabitants with at least a Bachelor's degree were more likely than those with less education to say maintaining air quality was a very high priority. Residents of Clinton, Potomac, Frenchtown, and Ninemile were less likely to say maintaining water quality was a very high priority than were Missoula City residents.

Residents of the County outside the City of Missoula said protecting river and stream corridors was a very high priority less often than did Missoula City residents. Renters declared that protecting river and stream corridors was a very high priority more frequently than did people who own their homes free and clear.

Missoula County's newest residents more often asserted that protecting areas important for wildlife survival was a very high priority than did those who have lived in the County the longest. Renters were more likely to say that protecting wildlife habitat was a very high priority than were home owners.

There was widespread agreement within the various demographic groups about preserving scenic views.

The County's oldest residents, those aged 60 and older, were less likely to say public access to open space is a very high priority when compared with those aged 30 to 59.

Women and inhabitants who own their homes free and clear were more likely to say that encouraging preservation and re-use of historic structures in the County was a very high priority when compared with men and renters or home owners with a mortgage.

Males said that protecting neighborhood character was a somewhat low priority more often than females. Those who were 60 years old and over, and those who have lived in Missoula County at least twenty years were more likely than their neighbors to assert that protecting neighborhood character was a very high priority. Inhabitants who own their homes free and clear were more likely to agree with their older neighbors than were renters or those who own their home with a mortgage.

More of Missoula County's oldest citizens asserted that protecting agriculture and forestry operations from the encroachment of residential development was a very high priority than did its youngest citizens.

Females, low income residents, and renters all were more likely to assert that requiring developments to include some low income housing is a very high priority than were males, higher income residents, and home owners.

When asked their opinion about the priority of concentrating development in or near existing communities, young adults were more likely to say this was a very high priority than were the oldest adults. People who live in the urban area that surrounds Missoula City but that is outside the City limits were more likely to say concentrating development in or near existing communities was a somewhat high priority when compared with people from other regions in the County.

County planning region was the demographic characteristic that exhibited the greatest variation when examining the priority of commercial and retail area planning objectives. Lolo residents said that supporting the development of smaller town or neighborhood commercial centers was a very high priority more often than did residents of other locations. Lolo residents also asserted that improving the appearance and function of existing commercial strips leading to and from the community was a very high priority more frequently than residents of other County planning regions. Missoula City residents were more likely to say encouraging housing in or near commercial areas was a very high priority than were residents of other areas.

Growth-Related Problems

The survey also examined people's views on possible problems caused by growth (see Table 7). The issues examined were chosen in part because they had been cited by citizens involved in previous growth management efforts. Residents said that high housing costs and traffic congestion were the most severe growth-related problems in Missoula City and County. Almost nine in ten (89.9 percent) Missoula City and County residents said high housing costs were a moderate or serious problem. A similar proportion, 85.4 percent, said traffic congestion was a moderate or serious problem. Rated just under the two top problems was a group of four issues: increased crime, the declining quality of the natural environment, loss of open space, and the quality of streets inside the City of Missoula. Each was rated as a moderate or serious issue by between 63.2 and 71.5 percent of City and County residents. Just under a majority (47.6 percent) said streets and roads outside the City of Missoula were a moderate or serious problem. Only 38.1 percent of people said adequate public safety response was at least a moderate problem.

Table 7: Possible problems caused by growth				
	Moderate or Serious	95% Confidence Interval		Total N
		Lower	Upper	
High housing costs	89.9%	86.7%	92.4%	879
Traffic congestion	85.4%	81.6%	88.5%	881
Increased crime	71.5%	67.1%	75.5%	877
Declining quality of our natural environment	71.5%	67.5%	75.3%	879
Loss of open space	66.4%	62.2%	70.5%	878
Street and road maintenance INSIDE the City of Missoula	63.2%	58.8%	67.5%	879
Street and road maintenance OUTSIDE the City of Missoula	47.6%	43.3%	51.9%	877
Adequate public safety response	38.1%	33.8%	42.6%	878

Intensity of Opinions

There were differences in the intensity of opinions expressed across the possible problems examined. While nearly two-thirds of Missoula City and County residents combined (64 percent) viewed high housing costs as a serious problem, and 54.1 percent held the same opinion about traffic congestion; only 14.4 percent asserted that street and road maintenance outside the City in Missoula County was a serious problem, and only 10.4 percent said adequate public safety response was a serious problem.

Demographic Characteristics

People were unanimous within the various demographic groups when asked about the adequacy of public safety response in the County. In contrast, sex, age, household income, and voter groups all demonstrated differences in their reactions to high housing costs. Middle aged residents (ages 30-59) and middle income residents (\$20,000 - \$75,000) were more likely to cite high housing costs as a serious problem than were their older and higher-income counterparts. Female residents said high housing costs were a serious problem more often than males, and registered voters said high housing costs were a problem more often than those who were not registered.

Missoula County's oldest residents and those who lived in the County the longest were more likely to say that traffic congestion was a serious problem than were younger residents and those with shorter tenure in the County. Missoula City inhabitants said traffic congestion was a serious problem less often than did inhabitants of the County outside the City of Missoula (see Figure 3 on the following page).

Missoula County residents' views about increased crime demonstrated a similar pattern. The County's adults aged 60 and older and those who lived in the County at least 20 years were more likely than their neighbors to say increased crime was a serious problem. People who lived outside Missoula City but in the County also said increased crime was a serious problem more often than people who lived in the City.

People who lived in households with total 2004 incomes of under \$20,000 were more likely to cite the declining quality of our County's natural environment as a serious problem than were those whose 2004 household income was at least \$75,000. Inhabitants with the longest tenure in Missoula County said the declining quality of the County's natural environment was not a problem more often than others. Renters said the declining quality of the environment was a serious problem more often than home owners.

Older County inhabitants and residents who own their home free and clear asserted that loss of open space was not a problem more frequently than did renters or homeowners with mortgages.

Inhabitants of the Missoula urban area outside the City of Missoula, Lolo inhabitants, and Frenchtown-Ninemile inhabitants were more likely than City of Missoula inhabitants to say street and road maintenance inside the City of Missoula was a serious problem. People with at least a Bachelor's degree more often said that street maintenance in Missoula City was not a problem than those with less education.

More County residents who lived outside the City cited street and road maintenance outside the City in Missoula County as a serious problem than did City residents. New in-migrants

were less likely to say road maintenance in the County was a serious problem when compared with those who lived in the County longer. People who owned their homes free and clear said road maintenance outside the City was a serious problem more often than renters. Un-registered voters said road maintenance in the County outside the City limits was not a problem more often than did registered voters.

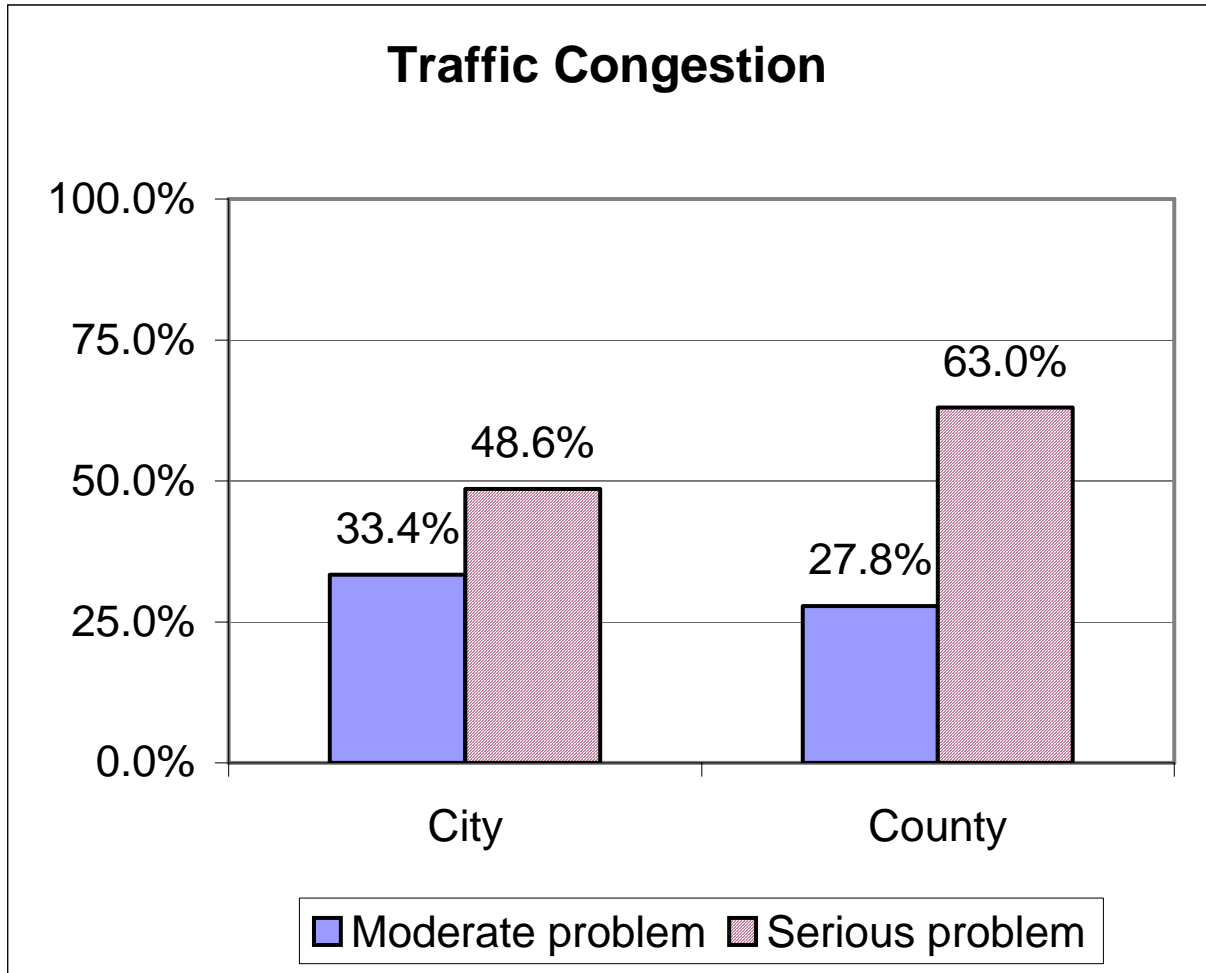


Figure 3

Availability of Services or Amenities

Residents were also asked about the availability of selected services or amenities (see Table 8). Six in ten (60.1 percent) said there were too few employment opportunities in the area around where they live. Four in ten (41.8 percent) said that there was too little housing for people with special needs around where they live. About one third said that, in the area where they live, there was not enough: low income housing, public transit, sidewalks and trails, and shopping within walking distance. Only one in five (21.5 percent) said there were too few parks, playgrounds, and places to recreate around their home, and even fewer (14.6 percent) said there were too few emergency services.

Table 8: Availability of services or amenities in area where respondent lives

	Too little or too few	95% Confidence Interval		Total N
		Lower	Upper	
Employment opportunities	60.1%	55.7%	64.3%	875
Housing for people with special needs	41.8%	37.5%	46.2%	868
Low income housing	37.8%	33.6%	42.1%	875
Public transit	35.4%	31.4%	39.6%	878
Sidewalks and trails	30.9%	26.9%	35.3%	881
Shopping within walking distance	30.4%	26.4%	34.7%	878
Places to recreate	21.5%	18.2%	25.2%	882
Emergency services	14.6%	11.5%	18.3%	879

Demographic Characteristics

Residents of the Lolo, Clinton, Potomac, and Seeley-Swan planning regions were more likely than Missoula City residents to say there were too few employment opportunities in the area where they live. Registered voters were also more likely than un-registered voters to say there were too few employment opportunities around their home.

Residents of the County outside the Missoula urban area said there was too little housing for people with special needs more often than residents of the Missoula urban area.

County inhabitants who lived outside the Missoula City limits said there was too little public transit in the area around their home more often than did those in the City. This was particularly true for residents outside the Missoula urban area.

Missoula County's oldest citizens, those aged 60 and older, were less likely to say there were too few sidewalks and trails in the area around their home than were younger citizens, as were registered voters when compared with un-registered voters.

County residents outside Missoula City, particularly Lolo (34.2 percent) and combined Frenchtown and Ninemile planning area residents (32.3 percent), said there were too few parks, playgrounds, and places to recreate around their homes when compared to City residents (16.5 percent). People with less than a high school diploma or general education degree (GED) were also more likely to cite a lack of places to recreate around their home when compared with those who have more education.

Missoula County's youngest adults and renters were more likely than the oldest adults and those who own their homes free and clear to say there were too few emergency services in the area around their home.

Growth Management Tools

Missoula City and County residents supported all nine possible local government actions to manage growth (see Table 9). This fact should be understood in the context that 61.5 percent of residents believed growth can be effectively managed by local government and 68 percent said local government should exercise about the same or more control over the development and use of private property. In addition, the need to do more to regulate growth was the most common problem cited by those who said local government's response to growth was not as effective as expected. Doing more to regulate growth was also a very prominent theme in peoples' answers when asked an open-ended question about the most important thing local government should do to respond to growth. Missoula City and County residents were quite willing to support a wide range of government actions designed to manage growth.

	Support	95% Confidence Interval		Total N
		Lower	Upper	
Protect sensitive lands by regulation	86.9%	83.9%	89.5%	868
Adopt detailed infrastructure plans prior to considering development	83.5%	79.9%	86.5%	867
Require new developments to be linked to roads, trails, buses	78.2%	74.6%	81.5%	867
Use voter approved gov't money to purchase open space	71.3%	67.2%	75.1%	862
Use voter approved gov't money to purchase land for affordable housing	70.2%	66.0%	74.1%	869
Charge a development fee	68.8%	64.6%	72.7%	871
Encourage development that combines commercial and residential uses	67.1%	62.9%	71.1%	865
Adopt county-wide zoning standards	61.0%	56.5%	65.2%	867
Limit the number of building permits each year	55.6%	51.1%	60.0%	859

Inhabitants of the City of Missoula and the County outside the City were most willing to support protecting sensitive lands by regulation (86.9 percent), adopting detailed infrastructure plans prior to considering development (83.5 percent), and requiring new developments to be linked to roads, buses, trails, and bike paths (78.2 percent).

About seven in ten Missoula City and County inhabitants (71.3 percent) supported using voter approved government money to purchase open space. Very similar proportions supported using voter approved money to buy land for affordable housing, charging a development fee, and encouraging development that combines commercial and residential uses.

Three in five Missoula City and County residents combined (61.0 percent) supported adopting County-wide zoning standards. A majority (55.6 percent) also supported limiting the number of building permits issued each year.

Intensity of Opinions

Support among citizens of Missoula City and the County was most intense for adopting detailed infrastructure plans prior to considering development and protecting sensitive lands by regulation. A majority of residents strongly supported adopting detailed infrastructure plans (55.7 percent), and a majority also strongly supported protecting sensitive lands by regulation (54.3 percent). Strongest opposition was found against limiting the number of building permits each year, though this opposition opinion was in the minority. About 17 percent of Missoula City and County combined strongly opposed limiting the number of building permits, while another 21 percent somewhat opposed the measure.

Demographic Characteristics

Examining potential growth management tools illuminates differences within demographic groups. People with at least a Bachelor's degree were more likely to express strong support for protecting sensitive lands by regulation and adopting plans for infrastructure before development than were those with less education. Conversely, people who own their homes free and clear were less likely to assert strong support for protecting sensitive lands by regulation and adopting plans for infrastructure before development than were homeowners with mortgages or renters.

Missoula City residents strongly supported requiring development to be linked to the transportation system more often than did County residents who lived outside the City. Seeley-Swan, Frenchtown, and Ninemile residents were most likely to strongly oppose this possible action.

People aged 18-29 and those with at least a Bachelor's degree more often asserted their strong support for using voter approved government money to purchase open space than did people aged 60 and older or those with less education. Males and inhabitants who own their home free and clear were more likely to strongly oppose this measure than were females, people with a mortgage, or renters.

Residents who lived in low-income households and renters more frequently expressed strong support for using government money to purchase affordable housing than did members of Missoula County's wealthiest households and home owners. Males, Missoula County's oldest residents, and people who lived outside the Missoula City asserted strong opposition to this possible action more often than did females, the County's youngest adults, and City residents.

Inhabitants with at least a Bachelor's degree and older inhabitants were more likely to cite strong support for charging a development fee than were inhabitants with less education or younger inhabitants. More County residents who lived outside the City limits expressed strong opposition to development fees than did City residents.

People with less than a high school education opposed encouraging development that combines commercial and residential uses more often than people with more education.

Males, older inhabitants, Missoula City residents, people with at least a Bachelor's degree, people who own their home free and clear, and registered voters most often expressed strong support for adopting County-wide zoning standards (see Figure 4 below). Relatively

stronger opposition was found among residents of the combined Clinton-Potomac, Frenchtown-Ninemile, and Seeley-Swan planning regions.

Missoula County residents aged 18-29, inhabitants of lower income households, and renters more often voiced their strong support for limiting the number of building permits issued each year than did older residents, the wealthiest inhabitants, and homeowners. Males and County residents who lived outside the City limits expressed strong opposition to this possible government action more frequently than did females or Missoula City residents.

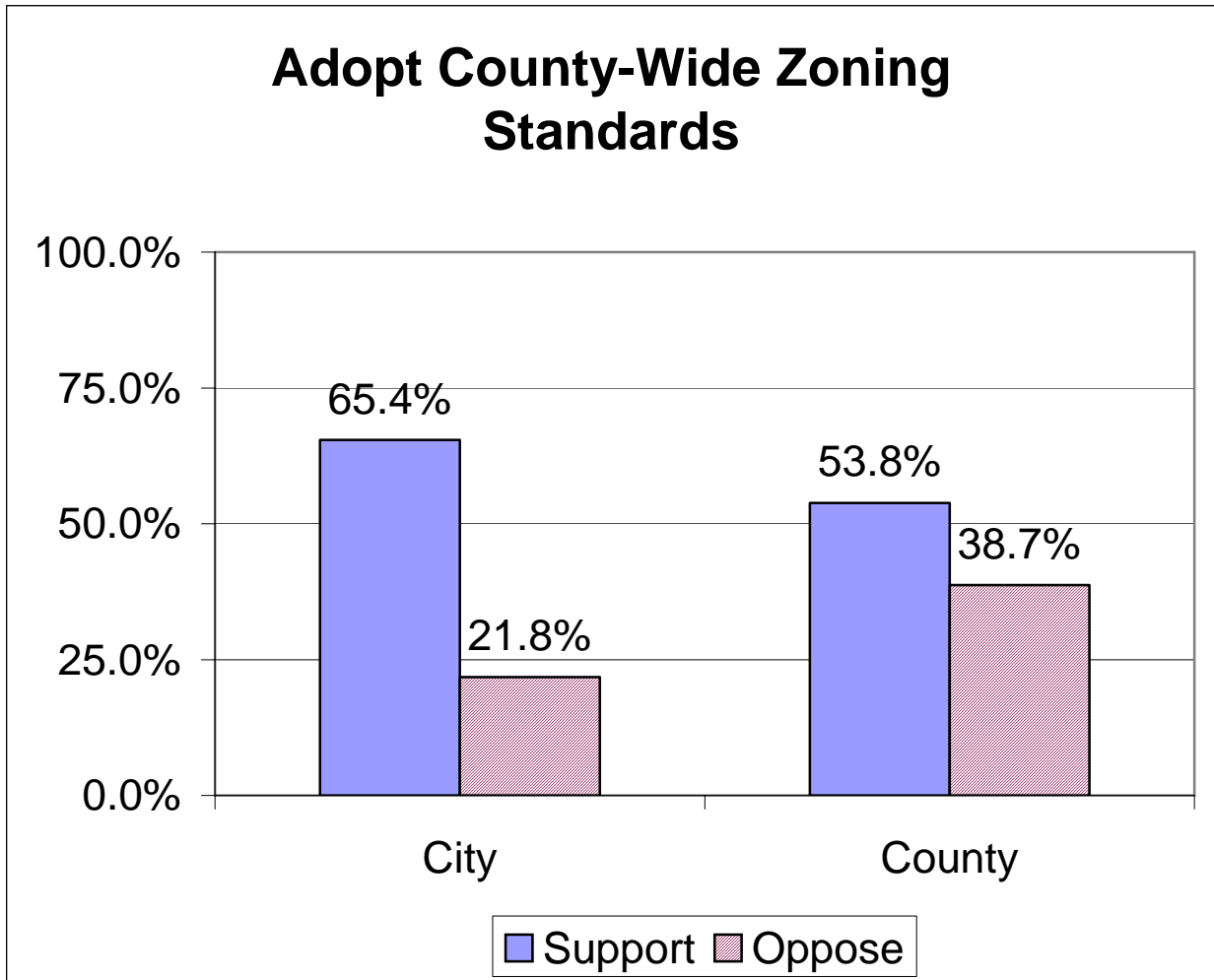


Figure 4

Development Pattern Preferences

The survey examined Missoula City and County residents' level of support for increasing residential density as a way to decrease urban sprawl. People's attitudes about development patterns were examined in more detail by asking them to choose development patterns from three different scenarios.

A bare, but statistically significant, majority of Missoula City and County residents combined (50.0 percent) opposed adding more housing inside a city or town as a way to decrease development in rural areas between cities and towns. Four in ten (40.1 percent) supported this growth management tool. There was no statistical difference between the views of Missoula City residents and Missoula County residents on this issue (see Figure 5 on the next page).

Assessment of residents' development pattern choices in the three scenarios revealed that many Missoula City and County residents liked larger lot sizes generally, but not at any cost. When an increase in lot size comes with a significant increase in commute time many residents choose smaller lot sizes.

The more detailed investigation of people's views on development patterns began by asking people to imagine that they were moving. In each of three scenarios residents were read two contrasting descriptions of places where they might like to live. Respondents were asked to choose the place where they would be most likely to live. In the first scenario, nearly six in ten residents (58.9 percent) said they preferred one acre lots where you have to drive to stores and restaurants over $\frac{1}{4}$ acre lots where you can walk to stores and restaurants. However, City residents' and County residents' choices differed dramatically. Eight in ten County residents who live outside Missoula City (80.4 percent) chose one acre lots while a slim majority of Missoula City residents (52.6 percent) chose $\frac{1}{4}$ acre lots.

A second scenario was more focused on conditions that might be found in rural Missoula County. People were asked to choose between 20 houses built on one acre lots surrounded by 80 acres of preserved open space, or twenty houses each built on five acre lots spread evenly over 100 acres. Almost six in ten residents (57.1 percent) chose houses built on five acre lots. In this scenario, majorities of both Missoula City (52.3 percent) and County residents (65.2 percent) preferred five acre lots.

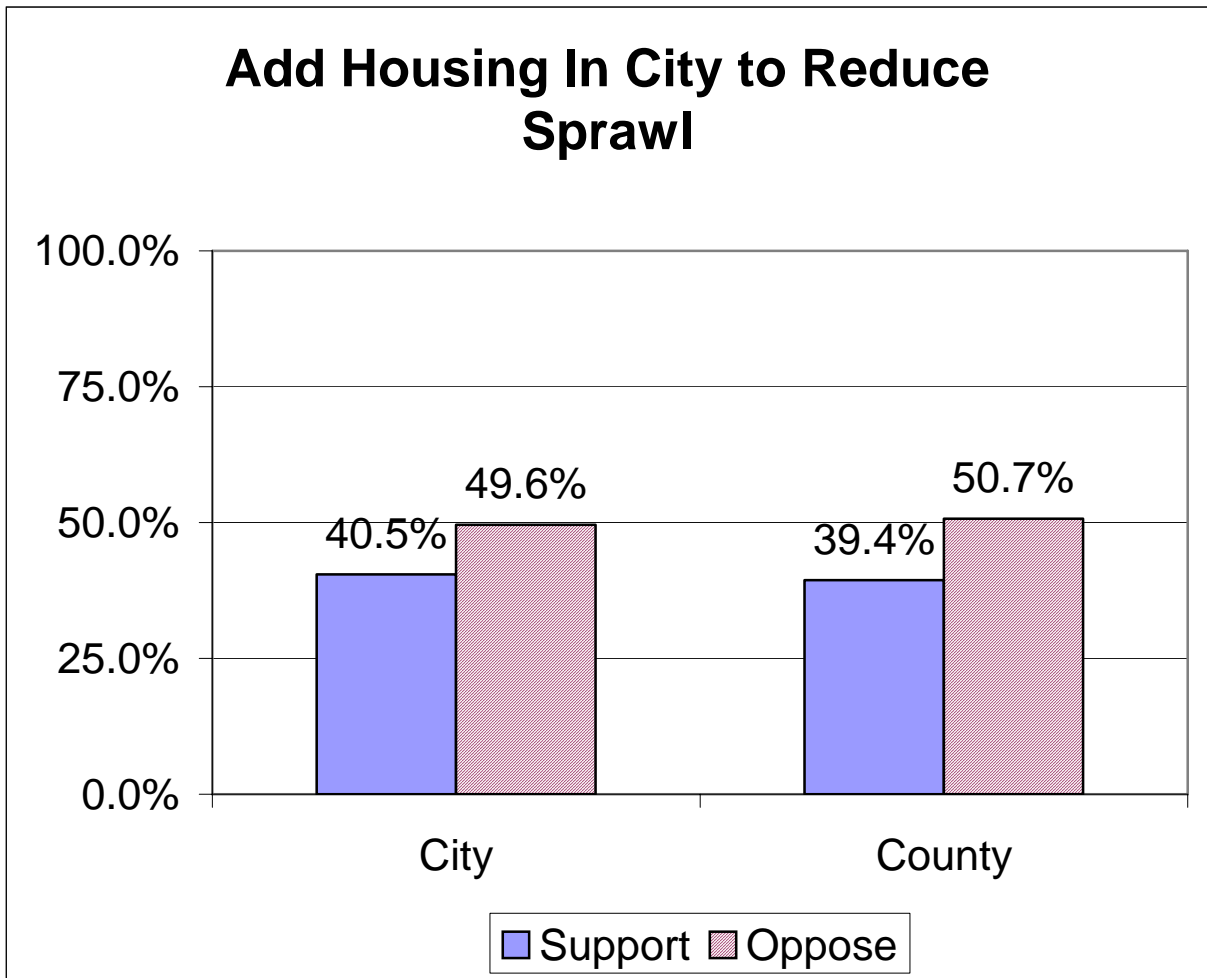


Figure 5

The third scenario was more urban focused and more detailed. Residents were asked to choose between:

- a. single family houses on one acre lots, with no sidewalks, shopping and schools are within a few miles, your one-way commute is at least 30 minutes, and bus service is distant or not available; or
- b. a mix of single family houses, townhouses, and apartments on various sized lots, all streets have sidewalks, shopping and schools are within a few blocks, your one-way commute is less than 30 minutes, and bus service is nearby.

People's choices in this scenario were much different. Over two-thirds of residents County-wide (68.8 percent) chose the smaller lot option. Geographic differences within the County persisted. While four in five Missoula City residents (80.6 percent) chose the smaller lot option, County residents outside the City were split with 48.4 percent choosing the larger lot option and 49.4 percent choosing the smaller lot option.

Commute Time and Other Demographic Characteristics

The difference between people's choice in the third scenario and that found in the first is probably explained by the addition of a 30 minute commute time in the third scenario. This becomes apparent when the results are tabulated by residents' current commute times. In the first scenario residents with longer commute times were more likely to choose larger lots. Three quarters of respondents (74.5 percent) with a greater than 30 minute one-way commute chose larger lots in the first scenario, and 67.4 percent of those with a 15-29 minute commute chose larger lots, while 51.3 percent of those with a less than 15 minute commute agreed. However, in the third scenario people with current commute times of 30 minutes or more were evenly divided between one acre lots (48.8 percent) and smaller lots (49.8 percent). This represents a 25.5 percentage point decrease in support for larger lots between scenarios one and three. Perhaps even more significant was the shift among those with a 15-29 minute commute. When faced with an increase in commute time almost seven in ten (69.2 percent) chose smaller lots in scenario three. This represents a 36 percentage point shift from scenario one to scenario three. Confronted with a 30 minute commute in scenario three, residents with a current commute time of less than 15 minutes increased their support for smaller lots by 27 percentage points.

When examining demographic characteristics in addition to commute time and geographic location a few differences within groups appear. In scenario one people with at least a Bachelor's degree and renters were more likely to prefer smaller lots than were people with less education or home owners. In the second scenario residents with less than a Bachelor's degree were more likely to prefer five acre lots than were those with more education. In the third scenario middle-aged City and County residents and middle income residents were more likely to express a preference for one acre lots than were residents on the ends of the age and income spectrum. Home owners were more likely than renters to agree with this preference.

Appendix A: Detailed Response Tables

Appendix B: Open-Ended Question Response Frequencies

Appendix C: Questionnaire