

# GALLATIN TRIANGLE PLANNING STUDY

Recommendations for Regional Planning Cooperation for  
Gallatin County  
City of Belgrade  
City of Bozeman



September 17, 2014

# Acknowledgements

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# Table of Contents

EXECUTIVE SUMMARY.....	1
INTRODUCTION .....	2
REGIONAL COOPERATION.....	4
INTERGOVERNMENTAL COOPERATION .....	5
EXISTING INFRASTRUCTURE.....	11
EXISTING SERVICES.....	15
GROWTH POLICIES .....	19
SCENARIO MAPS .....	23
GROWTH POLICES AND SCENARIOS .....	26
FUTURE SERVICE NEEDS .....	34
RECOMMENDATIONS FOR REGIONAL COOPERATION .....	36
ADDENDUM: REGIONAL EXAMPLES .....	38
RESOURCES .....	42
SCENARIO MAPS .....	44



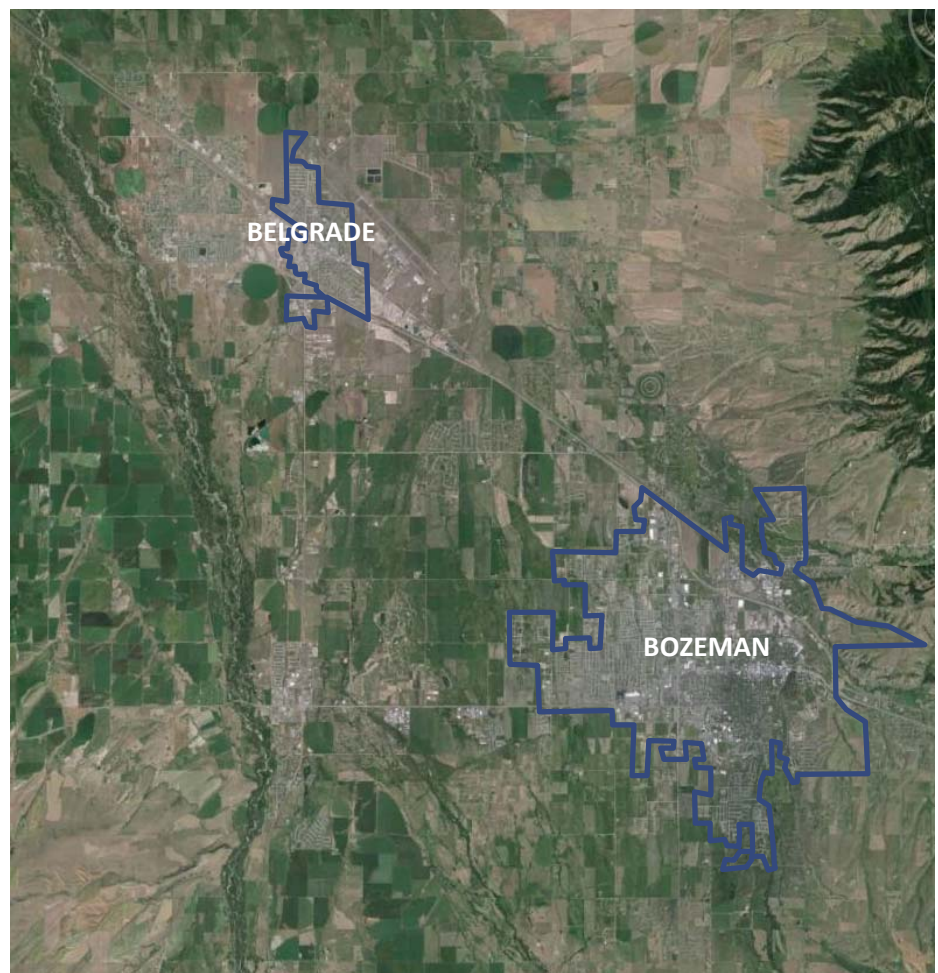
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## EXECUTIVE SUMMARY

The Montana Department of Commerce estimates that in less than three years, the population of Gallatin County will exceed 100,000. That is double the population of 1990. Any Google search for Bozeman or Gallatin County and “best places to live” is inevitably part of the results. And for good reasons: access for public lands and unlimited recreational activities, a growing tech industry, a world class university and a quaint downtown. Old west meets modern lifestyles.

The “Triangle” area of the Gallatin Valley, generally described as the area between Bozeman, Belgrade, and the unincorporated area of Four Corners, has seen a significant portion of this recent population growth. It is anticipated that this trend will continue.

When growth and development affect multiple jurisdictions, cooperation among those affected communities can have positive results. This report examines existing and potential opportunities for regional cooperation by Gallatin County and the Cities of Belgrade and Bozeman in order to coordinate planning activities regarding infrastructure, land use and public services within the Triangle area.



Gallatin County, the City of Bozeman and the City of Belgrade have a long history of cooperative efforts, underscored by the extensive list of intergovernmental agreements between these organizations. Yet, this cooperation has rarely extended to the area of land use planning. Examining existing cooperative efforts and projected impacts of future development, this report explores opportunities to expand cooperation to include land use, infrastructure and public service planning.

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# INTRODUCTION

This study identifies and provides recommendations to Gallatin County and the cities of Belgrade and Bozeman regarding coordination of planning activities of infrastructure, land use and public services in the “Triangle” area of the Gallatin Valley – generally the land area in and around Bozeman, Belgrade and the unincorporated community of Four Corners. It is intended to provide a framework for how the County and Belgrade and Bozeman can work effectively and efficiently together in the future to meet the goals of their respective growth policies and ensure the public health, safety and welfare of existing and future generations of the citizens of the Gallatin Valley.

The population of Gallatin County has steadily grown in the past 25 years, with 70% of the growth attributed to in-migration. Increase in population due to migration indicates a growing and healthy economy with increasing employment opportunities and growing personal incomes. It can also lead



to a higher quality of life, with more employment opportunities, shopping and services. But population growth can also mean a decline in quality of life: higher crime, more traffic, loss of rural lifestyle. Are there ways for communities to grow without sacrificing quality of life?

The Gallatin Valley, roughly bounded by Bozeman Pass, Gallatin Gateway, Manhattan and the Bridger Mountains, is home to the majority of Gallatin County residents. With relatively low vacancy rates, the ability to absorb new residents is

predicated on the development of new housing and commercial areas. The demand for this new development is met by the private industry, with services supporting the development provided by local and state government, public districts and private enterprise. Growth pressures confronting the valley do not represent exclusively municipal or county challenges; they are regional challenges.

Within the project area there are multiple jurisdictions, reviewing agencies and guiding documents involved in the review and approval of new development. But impacts of development, for example effects on water and air quality, don't fall neatly within jurisdictional boundaries. And, built improvements like roads, cross jurisdictional boundaries, but need to provide a consistent level of service to drivers.

Regional cooperation in a state with a strong tradition for private property rights and local land use control can seem contradictory and impossible to implement. Regional cooperation does not mean giving up local control or adding another unwanted layer of regulations, but it will require public and private interests to work together, using the best information available, towards a common future.



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Regional cooperation takes on many forms. In larger metropolitan areas, a formal governmental district can be formed to address regional issues. Examples include the Denver Regional Council of Governments, consisting of more than 50 local county and municipal governments, and Metro Council in Portland, Oregon, serving 1.5 million people in three counties and 25 cities. Other metropolitan areas have no formal agency overseeing regional issues, but choose to work collaboratively on issues. Envision Utah is one such organization, encompassing 10 counties, 88 municipalities and 157 special service districts. It works to bring public and private stakeholders together to coordinate activities related to growth along the Wasatch Front.

In 2012, the Urban Land Institute (ULI), a non-profit research and education organization in the area of land use and real estate development, asked its 31 district councils to convene meetings to discuss a 10-question survey about trends and challenges to growth and development in their regions. Although Montana does not have a district council, local reports from Idaho and Colorado follow the national trends in the survey answers and those conclusions could be applied to Montana. The report, *What's Next at the Local Level*, summarized the responses of ULI members who participated in the survey. Among the findings relevant to the Gallatin Valley, respondents acknowledged,

» the greatest challenges facing the regions were a lack of age-in-place opportunities, ***regional collaboration***, and multimodal transportation (emphasis added).

As evidenced in the ULI survey of its members, the Gallatin Valley is not alone in thinking about regional collaboration and the difficulties in its implementation. Regional cooperation within the context of the study area will have to be voluntary and include multiple interests in order to be successful.

It is intended that the analysis and recommendations of this study be used by elected officials, planning boards and citizens interested in the future of Gallatin County to understand existing conditions of cooperation, opportunities to improve coordination of services and the value of regional cooperation.

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## REGIONAL COOPERATION

As the population within the Triangle area grows, there will be an increase in demand for services and infrastructure and increasing impacts to existing resources. These issues do not necessarily adhere to jurisdictional boundaries. Addressing these issues at a regional scale can be effective and efficient.

Regional cooperation has been documented within the United States as far back as the mid-1800s. The geography of issues associated with land use transcends the territorial reach of a single jurisdiction or institution. Additionally, competing interests within the geographic area and lack of any one authority to resolve conflicts can hamper any real advancement in the area of regional cooperation.

Regional responses to planning and land use issues have generally fallen along two lines. The first is the creation of a governmental organization, often called a council of governments, to be the lead on issues within the region. State legislatures establish the authority, requirements and general duties of these organizations. According to the National League of Cities, of the 39,000 local governments in the United States, over 35,000 of them are served by a metropolitan council or council of government. Services typically performed by regional councils of government include transportation planning, economic development, workforce development, administration of grants and services to citizens with specific needs.

The second type of regional response to address issues are ad-hoc committees and organizations, often started by citizens concerned about their region. These organizations lack authority but also are not restricted by jurisdictional boundaries. These organizations are often started by people rallying around one issue of concern, and work with local leaders to collectively address issues. Many of these types of organizations go on to create a more formalized organization.

The Lincoln Institute of Land Policy has studied and evaluated regional collaboration. One of their findings is that regional collaboration includes both a procedural element, i.e. identifying ways to work together, as well as a substantive element that addresses specific policies and programs to address issues specific to a region. This analysis of how Gallatin County, City of Belgrade and City of Bozeman can cooperate in planning within the Gallatin Valley was conducted with an understanding that no single policy can be the deciding factor in shaping the growth of the valley. It is ultimately up to the community as a whole, piecing together individual and collective decisions to create a future for the Gallatin Valley.

This report is the first step in addressing procedurally how the communities can expand regional cooperation. Subsequent policies and programs would need to be evaluated and discussed by the communities and their elected officials. This report provides specific recommendations for actions toward procedural approach to regional cooperation for the Triangle area.



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# INTERGOVERNMENTAL COOPERATION

Governments recognize the value of working cooperatively to solve common problems. Often there are efficiencies that can be achieved by one entity completing work for multiple jurisdictions. Alternately, one facility that is supported by many organizations can be cost effective. One of the ways that governments work together is through the use of an intergovernmental agreement or Memorandum of Understanding. These agreements and memos outline the purpose, function and responsibilities of all parties involved. Gallatin County, the Cities of Bozeman and Belgrade and Montana State University have entered into many of these agreements throughout their history. A summary of existing agreements and cooperation that pertain to the study area are described below:

## **Joint City-County Planning Boards**

Within Gallatin County, there are two joint City-County Planning Boards: Belgrade and Manhattan. These Boards have jurisdiction within their respective city limits, as well as extra-territorial lands surrounding the community. These citizen boards have representatives from the local jurisdiction, as well as from the County.



Belgrade City-County Planning Board – The Belgrade Council and the Gallatin County Commission established the Belgrade City-County Planning Board in 1975 to develop a growth policy and serve in an advisory capacity to the two governing bodies in making decisions regarding land use and development in the Belgrade area. The Planning Board is made up of nine members. Four members of the Planning Board reside within the City limits of Belgrade and are appointed by the Belgrade City Council. Four additional members reside outside the City limits and within the Board's 4.5 mile jurisdiction around the City limits are appointed by the Gallatin County Commission. The ninth member is appointed by the Planning Board and approved by the City Council and County Commission and may reside either in the City limits or outside the City limits but within 4.5 mile Planning Jurisdiction.

Manhattan City-County Planning Board – The Planning Board is made up of nine members, with appointed members from both Manhattan and the County.

## **City-County Health Department**

Gallatin County and the City of Bozeman have a consolidated City-County Health Department to provide a full range of services to City and County residents. There is a Board of Health that is required to fulfill all duties as assigned by MCA 50-2-116(1). The joint City-County Health Department provides a variety of services to the public including restaurant inspections,

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immunizations, permits, and licensing of child care facilities and approval of private septic systems. The Department is also responsible for providing public health-related news and information.

### **County Library Fund**

The County Library Fund is a fund created by a citizen-approved property tax to support County residents' use of City libraries. Libraries supported through this fund include Belgrade, Bozeman, Manhattan, Three Forks and West Yellowstone.

### **Transportation Facilities Improvements**

There are several intergovernmental agreements in place that address existing transportation facilities and planning for future facilities.

The Bozeman Area Transportation Plan was adopted in 2009 by the Bozeman City Commission and the Gallatin County Commission. The Transportation Plan study area went beyond the City of Bozeman city limits, acknowledging that large areas of unincorporated Gallatin County are likely to see future growth and those areas will impact the transportation system.

The Transportation Coordinating Committee (TCC) was created to coordinate and develop transportation planning within a regional context. A memorandum of understanding was completed in 1996, and updated in 2009, by and between the State of Montana, Gallatin County, the City of Bozeman, Bozeman City Planning Board and the Gallatin County Planning Board. Representatives



from each of these signatories plus additional staff and citizen representatives meet quarterly to provide updates and input on current and future transportation issues. Meetings of the TCC allow agencies to report on specific projects and deliver updates on issues of concern. The continuation of the TCC is essential to sustain a coordinated approach towards planning a transportation system that aligns with regional growth policy objectives. This non-regulatory committee provides a public forum for information sharing and is the lead agency for the Bozeman Area Transportation Plan.

A Memorandum of Understanding between Bozeman and the Montana Department of Transportation (MDT), signed September 7, 2012, establishes roles, responsibilities, and commitments relative to funding, administering, and long-term implementation of a Community Transportation Safety Plan for the City of Bozeman. There is no expiration date.

An Interlocal Agreement between the city of Belgrade and the Gallatin Airport Authority was signed July 9, 2007 to establish the coordinated planning and construction of the Belgrade I-90 Interchange

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serving the Gallatin Field Airport. This agreement established the roles, responsibilities and commitments relative to the planning sequencing, costs, administration, design, construction and maintenance responsibilities necessary for the planning and construction of a new Interstate 90 interchange and connector roadways to be located in the vicinity of the Gallatin Field Airport. Construction is now underway.

A Memorandum of Understanding between the city of Belgrade, Gallatin County and MDT was signed December 14, 2013 to establish the roles, responsibilities and commitments relative to the Eastside Bypass connection to Dry Creek and outline those procedures necessary to add the project to the Urban Highway System. The County will assume full and complete responsibility for the project upon completion of the roadway, and MDT will conduct the required project reviews.

A Memorandum of Understanding between the city of Bozeman and Montana State University was signed May 1, 2011 to establish the roles and responsibilities for using and maintaining the center island of the roundabout located at College Street and 11<sup>th</sup> Avenue.

### **Water Resources**

Public water supply within the Study area is addressed through several regional agreements.

An Interlocal Agreement between the city of Bozeman and the Montana Department of Fish, Wildlife and Parks (FWP) was signed November 7, 2012 to establish a framework for mutual cooperation between the City and FWP for operation and maintenance of a portion of the City's water resource facility. The 10-year agreement ensures provision of fishing access to the East Gallatin River, including parking, which complements FWP's management of the adjoining Cherry River Fishing Access Site.

A Memorandum of Understanding was signed between the city of Bozeman and U.S. Forest Service on March 29, 2011 to document the cooperation between the parties to maintain (in the long term) a high-quality, predictable water supply for Bozeman through cooperative efforts in implementing sustainable land management practices in accordance with agreement provisions.

A Memorandum of Agreement between the city of Bozeman and Montana State University was signed on February 25, 2013 to clarify the responsibilities of both parties with respect to National Primary Drinking Water Regulations. The city agrees to administer water quality tests for MSU while the university assumes responsibility for any required water facility upgrades.

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## Association of Agricultural Irrigators (AGAI) Canal Mapping Project.

Montana State University, Gallatin County GIS Department and the Association of Agricultural Irrigators (AGAI) have been collaborating since 2007 to map and update the inventory of water resources in the Gallatin Valley. This information is used by AGAI, land owners and others interested in water rights issues.

## Fire Protection Agreements

Mutual aid and response agreements ensure that backup is available when emergencies occur. Under these agreements, each fire service and district remain an independent service provider within their respective areas. However, the ability to provide aid increases response when needed. A Mutual Aid Agreement was signed on June 5, 2012 between Gallatin County and the city of Bozeman to provide mutual assistance to signatory agencies for control of fire, fire prevention, emergency medical services, hazardous materials control, and/or emergency support in the event of disaster. The agreement only expires if terminated.

## School District Agreements

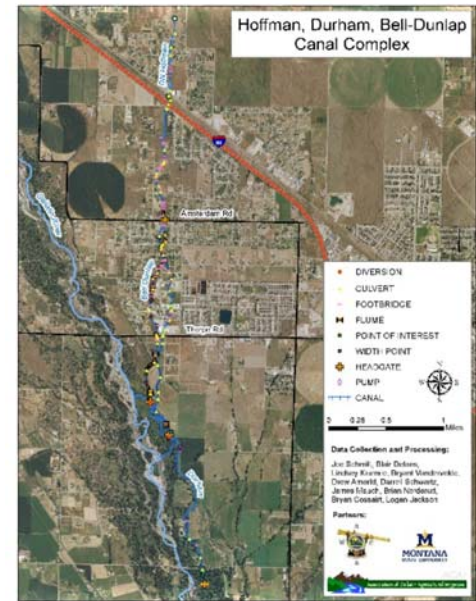
Bozeman School District and the city of Bozeman signed an Interlocal Agreement on November 12, 2012 to develop an operating process and guidelines relative to school siting, development within the City of Bozeman, and the creation of Tax Increment Financing Districts. The agreement only expires if terminated.

## Solid Waste Agreements

The consolidated Solid Waste District provides a central means to handling solid waste in the County. This agency manages and operates the Logan Landfill and the Bozeman Convenience Site to ensure current and future solid waste disposal needs are met. An Interlocal Agreement was signed in July 2013 between the Gallatin Solid Waste Management District, Gallatin County, and the city of Bozeman to establish a framework of cooperation between the signatory parties with regard to the operation of the Bozeman Convenience Site located on the City of Bozeman Landfill property.

## Hazard Mitigation

A Memorandum of Understanding was signed between Gallatin County, the city of Bozeman, Montana Department of Natural Resources and Conservation, and the Federal Emergency Management Agency on January 2, 2014 to establish a Risk Map, Assessment, and Planning project charter to assist local communities in mitigating flood risks. The charter describes that project,



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identifies areas where floodplain changes are expected, and identifies the roles and responsibilities of the parties.

### **Law Enforcement Agreements**

There are multiple agreements in place regarding law enforcement within Gallatin County. Those pertaining to the Study area include the following.

The City of Bozeman and Gallatin County have multiple Interlocal agreements pertaining to cooperation of law enforcement. These agreements relate to the Missouri River Drug Task Force Project, Support to the Victims and Witnesses in the criminal justice system, allocation of Justice Assistance Grants, and multi-agency creation of the Domestic Violence Response Team.

A Memorandum of Agreement was signed between the City of Bozeman and Bozeman School District on August 12, 2013 to address the growing problem of juvenile-related crime. This agreement establishes terms and conditions for allocating school resource police officers to the district. The agreement terminates September 13, 2014.

An Interlocal agreement was signed between the city of Bozeman, the city of Belgrade and the Public Defender's Office on May 20, 2003 for the establishment of a joint and coordinated public defenders program to be known as the Public Defender's Office. The County and the cities enter into this joint agreement in which they will pay their proportionate shares for, and participate in the joint operation of this office.

In March 2012, the members of the Cardiac Arrest Survival Team (CAST), including the city of Bozeman Police and Fire Departments, Bozeman Deaconess Health Service, the Montana State University Police Department, and Gallatin County signed Memorandum of Agreement that stipulates the individual responsibilities of each CAST partner agency. The CAST program is intended to acquire and utilize Automated External Defibrillators to save lives.

A Memorandum of Understanding was signed on June 29, 2012 between the Gallatin County Attorney's Office, the Gallatin County Victim Services Office, the Misdemeanor Probation Office, the Gallatin County Sheriff's Office, the Bozeman Police Department, the Montana State University Police Department, Hearts and Homes, the Office of Court Services, the Bozeman City Attorney, VOICE Center, Child Protection Services, and HAVEN. The document establishes Domestic Violence Response Team

intended to improve the provision of services to victims of domestic violence-related crimes and to ensure accurate and complete evidence collection, prosecution, advocacy and the protection of victim safety.



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A Memorandum of Understanding between the city of Bozeman Police Department and the Montana State University (MSU) Police Department was signed July 9, 2012 to authorize the MSU Police Department to perform all duties as peace officers within the university, including acting as primary enforcer of felony and misdemeanor crimes on MSU property. The agreement does not diminish the ultimate jurisdiction or authority of the Bozeman Police Department within the university. It also establishes procedures and responsibilities for prosecution, addressing abandoned vehicles, animal impounding, and emergency situations.

As demonstrated above, intergovernmental cooperation, whether through agreements or other forms, address a wide array of issues that address the needs of citizens. Local jurisdictions have successfully collaborated on a number of issues, resulting in cost savings and/or improved services throughout the region.



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## EXISTING INFRASTRUCTURE

Infrastructure is generally defined as physical elements providing services, including roads, water systems and sewer. The infrastructure servicing land within the project area is a mix of public and private. This chapter describes the existing inventory of such infrastructure.

### Water Supply

Within the study area, potable water is provided for residential and business uses from decentralized private groundwater wells and centralized public and private water systems. Centralized water systems serve the citizens of Bozeman and Belgrade, as well as the residents of the RAE and Four Corners water and sewer districts.



Bozeman municipal water and sewer system is connected to approximately 11,500 customers serving over 37,280 residents. The city's source water comes from Lyman Creek in the Bridger Mountains and from Sourdough and Hyalite Creek in the Gallatin Mountains. Water from the Hyalite and Sourdough drainages is treated in the recently upgraded Sourdough Treatment Plant, which is located at the mouth of Sourdough Canyon. The plant has a processing capacity of 22 million gallons per day and supplies approximately eighty 80 percent of Bozeman's water needs. Groundwater from Lyman creek supplies a maximum of 3.7 million gallons of water per day, and is treated before being introduced to the city's water delivery system. Bozeman's municipal water system also consists of three finished water storage tanks that together possess a maximum capacity of eleven million gallons.

The Belgrade municipal water system is connected to approximately 2,500 customers serving approximately 7,439 residents. The city's source water is taken from six deep-water wells located throughout the city, and is pumped, untreated, into the city's water delivery system. The city plans to incrementally permit and drill new wells as development continues.

The Four Corners County Water and Sewer District consists of two water conveyance systems owned and operated by Utility Solutions, a private utility company. These systems deliver well water to approximately 2,500 residents within several local subdivisions. The Elk Grove system draws water from three deep water wells located within the Elk Grove Subdivision. The Northstar-Zoot system draws water from three active wells within the Northstar Subdivision and three wells in the Galactic Park Subdivision. Two additional well sites have been approved for future expansion.

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The RAE Water and Sewer District is connected to approximately 450 customers and serves over 1,000 residents. The district's water is drawn from five deep-water wells located in several local subdivisions. The district plans to iteratively permit and drill more wells as new development occurs. The system also consists of a 500,000 gallon water storage tank.

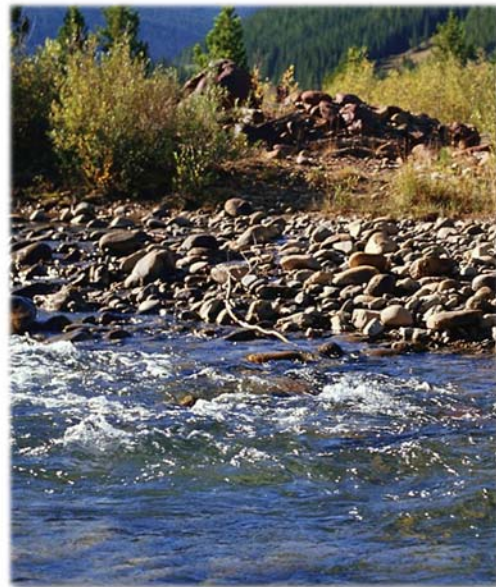
## Wastewater Systems

Sewage collection, treatment, and disposal are provided by decentralized, private septic and drainfield systems and centralized public and private wastewater systems within the study area. According to the 2010 Gallatin County Regional Wastewater Management System Feasibility Study, residents and businesses not connected to a centralized system use approximately 13,350 private septic and drainage systems that discharge roughly 3.5 million gallons of wastewater per day (mgpd). Centralized sewage systems serve the residential customers of Bozeman and Belgrade, as well as the residents of the RAE and Four Corners water and sewer districts.

The Bozeman municipal wastewater system was modernized in 2011 with a design loading capacity of 8.5 mgpd. The system currently processes on average 5.6 mgpd. The facility expansion plan provided room for additional expansion.

The Belgrade municipal wastewater system mains convey sewage to three aerated treatment lagoons located to the northeast of the Bozeman Yellowstone International Airport. These lagoons treat approximately 550,000 gpd, roughly 70% of their total system capacity. Based on current growth projections, the city estimates that the existing wastewater treatment facility will reach its loading capacity in approximately ten years.

The Four Corners County Water and Sewer District's mains and lift stations deliver wastewater to an oxidation ditch treatment system located within the Elk Grove Subdivision that is owned and operated by Utility Solutions. The facility treats approximately 150,000 gpd. This represents 50% of the system's overall loading capacity.



The RAE Water and Sewer district's mains convey approximately 70,000 gpd of wastewater to a tertiary treatment sequencing batch reactor facility that has a design loading capacity of 200,000 gpd. In anticipation of future growth, the district plans to double – and potentially quadruple - the capacity of this facility.

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## Solid Waste Collection

Solid waste collection, disposal and recycling services within the study area are provided by the Gallatin Solid Waste Management District, in partnership with municipal solid waste collection services. The District manages Logan Landfill and the Bozeman Convenience Site, receiving approximately 105,000 tons of waste per year from Gallatin, Broadwater, and Jefferson Counties, as well as Yellowstone National Park. Based on average annual disposal rates and the maximum capacity of landfill waste cells, the District projects an estimated landfill life of approximately 13.5 years. Consequently, the District is in the process of negotiating a land exchange with the Montana Department of Natural Resources and Conservation (DNRC) for a 636 acre parcel of land adjacent to landfill for future expansion. Acquisition of this property is projected to extend the life of the landfill for at least 50 years based on future population projections.

## Transportation

The study area's transportation system consists of federal, state, county roads, and municipal streets and alleys, as well as private access roads and a commuter and recreational trail network. Major



collector thoroughfares like Cottonwood Road are maintained by Gallatin County, while municipal roads like Black Avenue in Bozeman and Broadway in Belgrade are maintained by their respective cities. Private access roads such as North Shore Drive in River Rock are maintained by homeowners associations. Within the study area there are 77.1 miles of principal arterial roads, 80.03 miles of minor arterial roads, and 102.7 miles of collector roads.

Approximately 183 miles of city streets are maintained by Bozeman's Street Department. Belgrade maintains roughly 47 miles of municipal streets and alleys. Local roads within the unincorporated areas are maintained by private homeowner associations or by Rural Improvement Districts. There are approximately 94 Rural Improvement Districts within Gallatin County, serving approximately 8,900 lots.

Increasing traffic congestion is placing strain on existing transportation infrastructure. The current construction of a second I-90 interchange in Belgrade is intended to reduce traffic congestion along state and county roads to the Bozeman Yellowstone International Airport. Moreover, plans to reconstruct and widen a section of Montana Highway 85 north of U.S. Route 191 into a four-lane facility with turn lanes, a center median and signalization at major intersections is also intended to add capacity, reduce traffic congestion, and improve safety along this critical thoroughfare.

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There are approximately 50 miles of trails within the Bozeman Area. Additional trails within the study area are maintained by private homeowner associations and nonprofit organizations such as the Gallatin Valley Land Trust.

Public transit within the study area is provided by the Streamline bus service. The service is jointly administered by the Human Resource and Development Council and the Associated Students of Montana State University. Streamline operates three bus routes within Bozeman and a commuter route to Belgrade five days a week. Approximately 343,214 passengers ride Streamline 511,838 miles annually.

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# EXISTING SERVICES

Like infrastructure, provision of services is provided by a collection of public and private enterprises. Services range from law enforcement to parks. Services within the study area are described below.

## Law Enforcement

Countywide law enforcement and criminal investigation in the study area is provided by the Montana State Highway Patrol and the Gallatin County Sheriff's Office. The Belgrade Police Department (PD) and the Bozeman PD provide these services for the citizens of their respective cities.

The Montana State Highway Patrol is the traffic law enforcement division of the Department of Justice responsible for the enforcement of motor vehicle and highway safety laws, as well as for the investigation of traffic crashes. State troopers patrol assigned highways to ensure that traffic is moving safely and crashes are prevented. The Division employs 243 troopers, fifteen of which are assigned to the Greater Gallatin Valley Area.

Gallatin County Sheriff's Office is the county law enforcement division, consisting of 51 deputies serving approximately 45,000 county residents. The agency responds to approximately 37,000 service calls annually. The Patrol Division consists of 37 sworn deputies, 27 of which are assigned to the Greater Gallatin Valley Area. The Patrol Division consists of a Bicycle Patrol, K-9 Patrol, Animal Patrol, Marine Patrol, Search and Rescue Team, and Special Response Team. Four sheriff's detectives handle a case load of 280 felony cases per year. The Detective division also collaborates with the Missouri River Drug Task Force. In addition to law enforcement and criminal investigation, the Sheriff's Office also operates the Gallatin County Detention Center, houses the county coroner, and conducts arson investigations as well as other civil services, including

courtroom and judicial security, prisoner transportation, warrants, and extraditions.



Bozeman PD consists of 64 police officers responsible for enforcing State laws and City Ordinances. Several divisions comprise the department, including the Motorcycle Patrol, the Bicycle Patrol, the K-9 Patrol, the Special Response Team, and the Honor Guard. The department's Detective division investigates felony cases

within the City limits and allocates full-time detectives to Missouri River Drug Task Force. The department provides public education, maintaining administering the Sexual and Violent Offender Registry Program. They also offer school patrol and animal control services.



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Belgrade PD employs 15 sworn officers serving approximately 7,389 residents. The department provides law enforcement and criminal investigation services within the city limits and consists of divisions in Internet Crimes Against Children, Crisis Intervention Team, Sexual Assault Response Team, Bicycle Patrol, and School Patrol. Officers are also involved in public education.

## Fire Protection

Residents within the study area receive fire protection services from four fire districts and one fire service area. The distinction between a fire district and a fire service area is its means of revenue generation. A district's revenue comes from the imposition of a mill levy on all the property in the district. A fire service area generates revenue by charging a fee on each property upon which a qualifying structure is built. The four fire districts serving the study area include RAE, Sourdough, Central Valley, and the Bozeman municipal fire department. Story Mill fire service area also provides volunteer fire protection for residents south of Bozeman.

The Bozeman Fire Department is a full-service fire department providing fire suppression, emergency medical response, rescue, fire code enforcement, building inspection, and public education services for the citizens of Bozeman. The department also staffs five Paramedics, five EMT Intermediates, and 32 Emergency medical technicians who provide critical pre-hospital invasive procedures. Finally, the department administers one of six regional hazardous materials response teams.



Central Valley Fire District Belgrade City Fire Department (formerly Belgrade Rural Fire District) is the largest fire district in Gallatin County, operating out of five fire stations, and serving a population of approximately 26,500 county citizens and approximately 7,439 citizens within the city of Belgrade. In addition, the fire district serves Gallatin County in areas where no other wildland fire protection is available. The district is a full-service county and municipal fire department providing fire suppression, emergency medical response, rescue, hazardous materials response, public education, code enforcement, building inspections, and other services. The Fire District employs 11 firefighters supporting 40 volunteers.

The Sourdough Fire Department and the RAE Fire Department are full-service fire departments providing fire suppression, emergency medical response, rescue, hazardous materials response, public education and other services to citizens in unincorporated neighborhoods south and southwest of Bozeman. The departments are staffed by all-volunteer teams of emergency services providers. Both departments operate out of two fire stations located south of Bozeman.



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## Schools

Five school districts are located within the study area, all of which are experiencing rapid growth. Bozeman Elementary and High School Districts serve citizens within the city of Bozeman and the surrounding region. Belgrade Elementary and High School Districts serve the city of Belgrade and the surrounding area. Monforton Elementary School District provides k-8 education for the residents of Four Corners. This district's secondary students transfer to Bozeman High School.

Currently, 6,114 students are enrolled in Bozeman Primary and Secondary Districts. Combined, the districts consist of eleven facilities, including one high school, two middle schools, and eight elementary schools. In response to rapid population growth in the region, the Primary District built Meadowlark Elementary School in 2013. The districts have experienced a 6.7% annual increase in enrollment for the last five years. Anticipating future growth, the district has purchased land for a new high school and middle school and is currently considering expansion of Sacajawea Middle School.



Belgrade Primary and Secondary Schools Districts consist of one high school, one middle school, and three elementary schools and currently enroll over 3,100 students. With the failure of a recent school levy, the districts are struggling to fund the construction of a new elementary school to accommodate annual enrollment increases that have ranged from five to seven percent over recent years.

Monforton School District in Four Corners consists of one school facility, in which approximately 300 students are enrolled. District voters recently passed a \$2.9 million bond issue to expand the school, add three more classrooms, turn the current lunchroom back into a classroom, and build a new cafeteria which will double as a community room. This is in response to a spike in enrollment from 234 in 2010 students to 312 in 2013.

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## Parks

Growth policies for Bozeman, Belgrade, and Gallatin County identify the need for open space and public park lands. Approximately 667 acres of parks are located within the city of Bozeman. Notable parks include Beall Park, Bogert Park, East Gallatin Recreation Area, and Lindley Park. Additionally, the Bozeman Recreation Division operates and manages Bozeman Swim Center, Bogert Pool, Beall Park Recreation Center, and five ice skating rinks. The city of Belgrade maintains seventeen parks, including Lewis and Clark Park, Kathy Hollensteiner Memorial Park, Lion's Park, and Kiwanis Park. Roughly 100 acres of county parkland are located within the study area, within the Gallatin County Regional Park.



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## GROWTH POLICIES

Growth policies are the method by which communities articulate goals, provide objectives and strategies for maintaining public infrastructure and establish a vision for current land use decisions. Within the Triangle area, growth policies for the County, Belgrade and Bozeman all come into play. Understanding the legal requirements for these documents, the purpose and the broad goal statements of the documents help provide a framework for the planning issues within the Triangle.

Local governments adopt growth policies in order to formally articulate a community vision. Growth policies can be used as a source of information for community demographics, environmental characteristics and common goals. It is used to guide the community when making decisions regarding its development.

While a growth policy is not required, if a local government chooses to prepare and adopt one, there are certain required elements, including:

- Community goals and objectives;
- Maps and text that describe the characteristics and features of the jurisdiction, including population, land uses, housing needs, economic conditions, local services, public facilities, and natural resources;
- Projected trends of the characteristics and features;
- Policies, regulations and other tools to be implemented in order to achieve the goals and objectives;
- A strategy for development, maintenance and replacement of public infrastructure, including roads, water systems, wastewater treatment, sewer systems, solid waste facilities and fire protection facilities;
- An implementation strategy identifying timing for implementation; and a list of conditions that will instigate a revision to the policy;
- A description of how the jurisdiction will coordinate and cooperate with other jurisdictions;
- A description of how the jurisdiction will review subdivisions for impacts on the public interest criteria of the subdivision review criteria established in Section 76-3-608(3)(a), MCA. Those criteria include agriculture, agricultural water user facilities, local services, the natural environment, wildlife and wildlife habitat, and public health and safety;
- A description of how public hearings for subdivisions will be conducted;
- An evaluation of the potential for fire, including wildland fires.

Growth policies are required to be prepared by the local planning board and are adopted by the elected governing board. Planning boards work with their planning staff or consultant to prepare the plan, including developing a public input process for residents to participate. The governing body of the local jurisdiction adopts the growth policy after preparation by the planning board and

public participation. Growth policies should be reviewed every 5 years to ensure the policy reflects current information and current community goals.

Gallatin County adopted its current growth policy in 2003; City of Belgrade in 2007; and the City of Bozeman adopted the Bozeman Community Plan in 2009.

## Gallatin County Growth Policy

The Gallatin County Planning Board is currently reviewing the 2003 Growth Policy and preparing an update to that policy. The 2003 policy as well as the 2014 draft lists the ideas that the Planning Board and Commission are striving for when preparing the Growth Policy and reviewing development projects. These include:

*A coherent pattern of land use will be established and will not sprawl across the countryside or along major transportation corridors.*



*Compact development is encouraged as a way to achieve an efficient use of land and infrastructure, reducing sprawl, preserving open space and creating a separation between communities (e.g recreational parkway, etc.).*

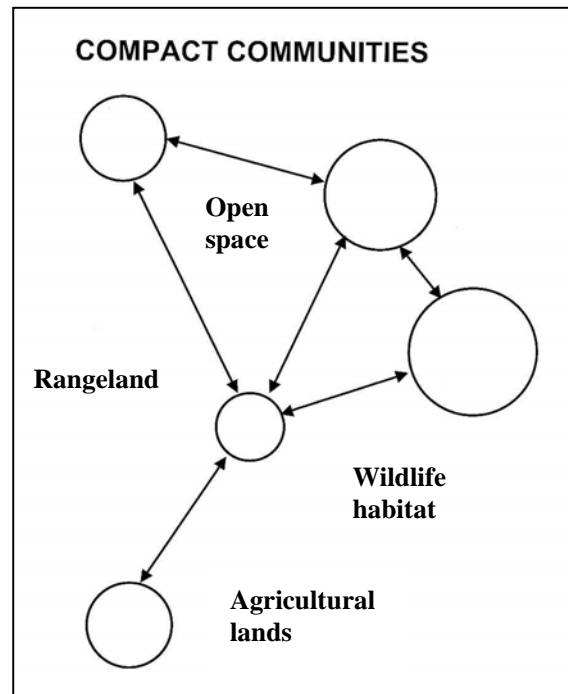
*Existing communities and neighborhoods will encourage and reward infill and contiguous development.*

*Transportation systems consistent with the overall growth management vision will be carefully planned.*

*Community centers will grow only with adequate highway, utility, health, educational and recreational facilities.*

*The needs of agriculture, industry and business will be recognized in future growth.*

*Residential areas will provide healthy surroundings for family life.*



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*Agricultural, wildlife and hydrological resources will be identified and steps taken to help conserve these resources.*

*The demand for new housing units will be adequately and timely met, and excessive regulation that adversely impacts housing affordability will be avoided.*

*The growth of the community will be commensurate with and promote the efficient and economical use of public funds.*

*Coordination and cooperation with municipalities so that development in the County does not compromise the ability of municipalities to grow in the future or expand necessary infrastructure.*

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## **Belgrade Growth Policy**

The Belgrade Growth Policy was adopted in 2006, with this as the stated primary goal:



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*The primary goal of the Belgrade Area Growth Policy is to improve the efficiency of land use in the Belgrade City-County Planning Jurisdiction (planning jurisdiction), as shown on the attached Future Land Use Map, by concentrating development within and adjacent to Belgrade on soils which would be considered marginal for agricultural production. As the distance increases from the City, the Growth Policy encourages the preservation of farmland, open space, and protection of the East and West Gallatin rivers.*

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## **Bozeman Community Plan**

The Bozeman Community Plan was prepared and adopted in 2009 after an extensive participation public process, from which the following vision statement was developed.

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*Bozeman's unique identity, characterized by its natural surroundings, its historic and cultural resources, and its downtown, which is the heart and center of the community, is preserved and enhanced.*

*Bozeman's economy is strong, diverse and sustainable.*

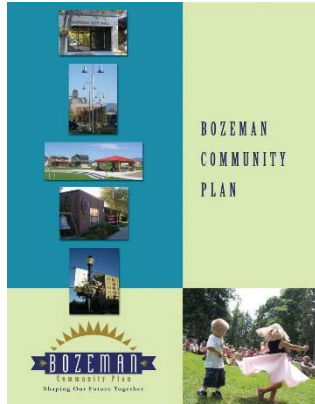
*Our natural resources are protected and preserved for future generations.*

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*A diversity of recreational facilities, activities, and parks are provided.*

*Public services and infrastructure support our growing population in a cost-effective manner.*



*The community development pattern is sustainable, and preserves our health, safety, and quality of life.*

*The housing stock provides quality, affordability, and choice.*

*Our development pattern encourages and enables the use of diverse modes of transportation.*

*Our quality of life is enhanced by the arts.*

*Our governmental agencies, including the City of Bozeman and Gallatin County, work together in a cooperative and coordinated way for the good of the region.*

*An actively engaged citizenry has a wide array of opportunities to participate in civic life.*

*Our community recognizes that the individual and collective choices we make have consequences.*

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## SCENARIO MAPS

Envision Tomorrow is a mapping and data tool that can be used to model land use scenarios and evaluate results of those scenarios. It allows communities to analyze their current growth pattern and understand how future decisions about growth and land use can impact issues such as public health, fiscal responsibility and environmental quality. Students at Montana State University (MSU) created a series of scenario maps for the Gallatin Valley by working with a stakeholder group comprised of representatives from City of Bozeman, City of Belgrade, and Gallatin County to develop and refine several future growth scenarios for the Gallatin Valley. The scenarios developed are simply tools to help communities visually and numerically compare and contrast the implications of different future growth scenarios. Scenarios are not plans. Development of the scenarios emphasized various goals and objectives from the adopted growth policies and other planning documents of the participating jurisdictions and demonstrate alternative actions.

Using existing development within the Gallatin Valley, students in the MSU School of Architecture identified common residential and commercial development types. They researched characteristics typically associated with these development types, such as average densities, water and wastewater facilities, energy consumption, and property tax revenues. From these local examples, a generalized development summary was created and used as the basis for the Envision Tomorrow growth scenario models.



Using the Envision Tomorrow tool, various types of development can be “painted” on the landscape to create different scenarios. The scenarios result in a map of the spatial development that could occur, as well as the cumulative impacts of that development.

Six scenarios were developed based on historic patterns of development, existing growth policies, and current thinking about development. These scenarios were analyzed and three were selected for use in this study. The three scenarios are identified as Gallatin Growth Policy, Fiscally Efficient, and Villages. These scenarios are located in Appendix A. As viewed on paper, these scenarios would result in very different futures for the valley, with various growth impacts.



Each scenario represents a population increase of an additional 126,500 people. Based on a population in 2013 of approximately 94,720, this represents an annual growth rate of 2.6 percent. As a comparison, from 2000 to 2014, the annual average population growth was 2.75 percent. The

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scenarios use a lower percentage of growth but overall reflect a consistent pattern of growth that has been experienced within the county. Considering that the majority of past population growth has occurred in the study area, county-wide growth rates should reflect growth within the study area.

The scenarios produce maps as well as estimated values for average home price, property tax revenue per acre, developed land area, and infrastructure needs. These values are estimated projections. However, the results are still useful because they enable relative comparisons to be made between the three scenarios.

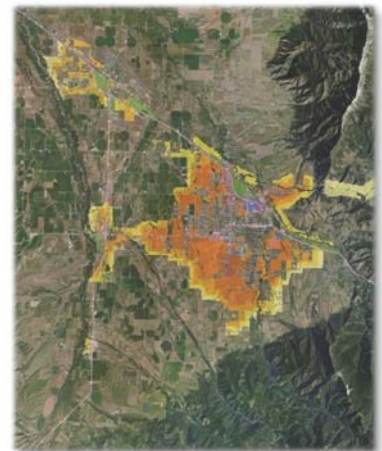


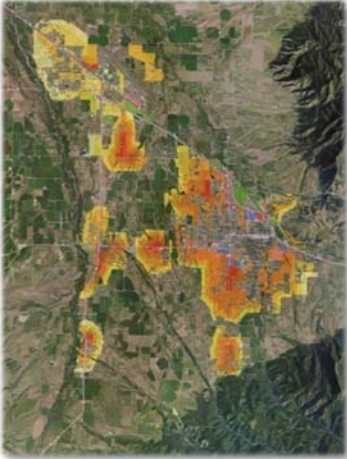
### **Scenario 1: Gallatin Growth Policy**

The Gallatin Growth Policy Scenario was developed based on the principle that growth is guided by the current Gallatin Growth Policy. This policy loosely discourages development in areas currently at less than one unit per 160 acres and encourage development near existing communities. This scenario focuses on development around Bozeman and Belgrade with higher density development adjacent to the cities and lower densities farther from the cities.

### **Scenario 2: Fiscally Efficient**

The guiding principle of the Fiscally Efficient scenario is to focus growth in and around Bozeman, Belgrade and Four Corners, thus reducing costs related to new infrastructure. This strategy emphasizes small-lot single family homes and apartments. Large lot subdivisions (5 to 20 acres per lot) are minimized. A paper published in 2011, *Understanding Smart Growth Savings* by Todd Litman with the Victoria Transport Policy Institute (Canada) cites previous studies of infrastructure costs in urban, rural and low density suburban development areas and supports compact development as a fiscal efficient approach to development. This scenario reflects that analysis.





### Scenario 3: Villages

The guiding principal of the Villages scenario is that growth is focused to create self-sufficient villages. Each village has a live-work core for zero commute housing, all with services and entertainment available within walking distance. This scenario encourages more commercial development away from the city center in order to encourage the development of villages.

	Gallatin Growth Policy	Fiscally Efficient	Villages
<i>New Developed Acres</i>	89,961	22,707	24,805
<i>People per Net Acre</i>	3.1	12.6	11.1
<i>Housing Units per Net Residential Acre</i>	2.6	9.0	6.5
<i>Total New Roads needed, in miles</i>	80.48	25.04	50.8
<i>Total new private wells and septic systems</i>	2,623	309	523
<i>Property Tax Revenue, per acre, estimated</i>	\$1,711	\$7,348	\$6,684

### Summary

There is more than one way to grow. Land use patterns over a large area can significantly vary depending upon goals and policies implemented to support those goals. These scenarios are examples only, but show how policy decisions can affect long term and permanent outcomes.

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# GROWTH POLICIES AND SCENARIOS

Because growth policies are the roadmaps that communities have and use for identifying goals and objectives, comparing the growth policies to the scenarios to see how they align is a practical undertaking. Communities wishing to fulfill a certain scenario can use this analysis in their own evaluation of their growth policy.

This section analyzes the growth policies within the study area to the scenarios produced by Envision Tomorrow, in order to identify conflicts between stated goals and potential outcomes.

## Scenario 1 Gallatin Growth Policy

Each scenario was analyzed and compared to each of the jurisdiction's growth policies, including the Gallatin County Bozeman Area Plan and the Four Corners Community Plan. The first analysis compared the Gallatin Growth Policy Scenario to each of the community growth policies. Below are the goals and objectives that substantially conflict with the scenario.

### Gallatin County Growth Policy

Below are the goals and policies from the Gallatin County Growth Policy that are currently in place that conflict with Scenario 1: Gallatin Growth Policy. Policy conflicts that are shared with the Four Corners Community Plan and the Gallatin County Bozeman Area Plan are noted.

#### 3.1 Water Quality

GOAL 1: Promote Water Quality

Policy 4: Encourage multiuser or public water and wastewater treatment systems

Rationale for Conflict Identification: The Scenario identifies an additional 2,623 of new wells and septic systems that would be required for the new lots greater than 2 acres to be developed. This scenario would generate 5 times more wells and septic systems than projected for the other two scenarios.

#### 3.3 Fish, Wildlife and Plant Habitat

GOAL 1: Conserve Important Habitat

Policy 2: Encourage development to conserve important habitat

Promote open space corridors for identified wildlife migration corridors

This goal is also articulated in the Gallatin County Bozeman Area Plan, which calls for policies that encourage cluster and low-impact development, such as a Transfer of Development Rights.

Rationale for Conflict Identification: The low density development pattern projected in Scenario 1 carries significant quality implications for fish, wildlife, and plant

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habitat. According to the model, this growth trajectory results in the development of 6,792 single family mid-sized lots and 2,623 single-family 2-acre lots dispersed over a surface area of 85,357 acres.

### 3.7 Residential

GOAL 1: Encourage Residential Development in Areas Planned or Zoned for Residential Use

Policy 2: Development should document: Provision of adequate local services and public facilities

Policy 3: Discourage Sprawl

Policy 4: Promote residential development adjacent to existing developed land, and that does not foster sprawl development: Discourage leapfrog development and support land use patterns that are not energy and land consumptive and do not require a high ratio of road surface to development served.

Policy 5: Promote residential development that is clustered and compatible with existing developed land.

This goal is also found in the Gallatin County Bozeman Area Plan, which supports policies that encourage cluster development.

Rationale for Conflict Identification: The scenario indicates substantial low density development outside of the planning jurisdictions. This is the type of sprawl that Policy 3 seems to be discouraging. Scenario 1 also has the highest miles of new roadways required for development, which is in conflict to Policy 4.

### 3.12 Mobility and Circulation

GOAL 1: Provide a safe and efficient transportation system.

Policy 1: Promote multi-modal transportation opportunities: encourage development to be consistent with countywide trails plan.

Rationale for Conflict Identification: At an average density of 3.1 persons per net acre, this scenario is not conducive to multi-modal transportation options. Density at this rate requires private automobiles as the primary and most likely only transportation option available to those residents.

### 3.13 Local Services

GOAL 1: Provide for local services and public facilities

Policy 2: Encourage multi-user, public water and wastewater treatment systems

GOAL 2: Provide cost effective extension of public facilities and local services



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This goal is shared by both the Gallatin County Bozeman Area Plan and the Four Corners Community Plan which both support the use of centralized wastewater and water systems within their planning areas.

Rationale for Conflict Identification: This scenario identifies the largest number of private wells and septic systems needed of the three scenarios. Large acre lot development is not cost-effective for providing community or public facilities. According to the *Gallatin County Regional Wastewater Management System Feasibility Study*, serving low density areas with centralized wastewater treatment is uneconomical because the necessary collection costs are too large and the rate payer base too small. For a centralized wastewater system to be economically viable, a minimum density of four persons per acre is necessary. Scenario 1 projects development of over 2,600 lots larger than 2 acres. Given that the average household size within the Gallatin Valley is 2.17 persons per dwelling unit, the economically feasible development density for centralized wastewater systems consists of at least one-half acre lots.

### 3.15 Agriculture

GOAL 1: Preserve Productive farm and ranch lands

Policy 2: Support development standards that protect agricultural activities from incompatible uses and encourage development to buffer between non-agricultural uses in agricultural areas.

Both the Gallatin County Bozeman Area Plan and the Four Corners Community Plan contain language calling for the preservation of existing farm and ranch lands.

Rationale for Conflict Identification: This scenario replaces large areas of agricultural land with low density housing. There is a significant shift from productive farmland to housing development within this scenario with no apparent buffers between residential uses and existing agricultural uses.

## Belgrade Growth Policy

GOAL 2: Land Use – Agriculture.

Protect and promote agriculture and agri-business as the agriculture industry contributes to the economic well-being of the valley and provides many benefits to the area including a rural atmosphere, open space wildlife habitat and certain recreational opportunities.

D. Encourage rigidly maintained land buffer zones that will provide acceptable distances between people and certain types of land uses, i.e. certain crops livestock businesses industry public facilities etc. to reduce or eliminate nuisance complaints.

J. Development should be discouraged and agriculture should be encouraged on land with productive soil structure with adequate water availability.

Rationale for Conflict Identification: This scenario does not preserve existing agricultural land, and does not provide buffers between new development and



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existing agricultural land uses. As with the similar goals outlined in the Gallatin County Growth Policy, the scenario does not preserve and support agriculture and agri-business within the Belgrade Growth Policy Area.

**GOAL 5: Economic Conditions**

Promote the local economy and employment by providing for adequate commercial areas for retail light manufacturing and industrial areas etc.

H. Encourage the continuation of the establishment of commercial and light industrial corridors to the east west and south including a commercial corridor south of Belgrade on Jackrabbit Lane.

Rationale for Conflict Identification: This scenario envisions the majority of development surrounding Belgrade to be residential in nature, particularly along the Jackrabbit Lane corridor.

**GOAL 7: Public Facilities Parks and Recreation**

Provide adequate public facilities efficiently and effectively.

A. A modern and adequate sewage disposal system to meet the present and expected needs of the community should be developed and maintained. With an adequate system the use of septic tanks can be curtailed thereby safeguarding underground water supplies.

G. Modern community waste disposal must replace individual septic systems that may degrade groundwater New development should not be allowed if it lowers existing levels of service including questionable cumulative effects regarding waste.

Rationale for Conflict Identification: The future development surrounding Belgrade in this scenario is low density residential, which is more likely to use wells and septic systems. This type of low density development is not cost-effective to serve with public water and waste water systems.

**GOAL 9: Natural Resources Surface and Groundwater Quality and Availability**

Protect surface and groundwater quality and availability

A. Encourage developments outside the City limits to provide potable water from public water system versus individual wells for each lot and the creation of Water Maintenance Districts to maintain the system

Rationale for Conflict Identification: The future development surrounding Belgrade in this scenario is low density residential, which is more likely to use wells for potable water. This type of low density development is not cost-effective to serve with public water systems.

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## Bozeman Community Plan

The Bozeman Community Plan has 17 chapters or elements detailing the community's vision. Thirteen of those chapters have goals and objectives that can be weighed against the scenario maps. The overarching goals of the plan support a sustainable development pattern for the community. The low density, sprawling development pattern of this scenario conflicts with many of these goals. The following goals are representative of that conflict.

### 3.3 Land Use Goals

Goal LU-1: Create a sense of place that varies throughout the City, efficiently provides public and private basic services and facilities in close proximity to where people live and work, and minimizes sprawl.

Rationale for Conflict Identification: The Gallatin Growth Policy scenario shows sprawling areas of suburban type development adjacent to the existing City limits. The type of development pattern depicted in the scenario does not encourage services and facilities close to housing and does not minimize sprawl.

Goal LU-2: Designate centers for commercial development rather than corridors to encourage cohesive neighborhood development in conjunction with non-motorized transportation options.

Rationale for Conflict Identification: The land use pattern depicted in the scenario is a single use type pattern that is consistent with sprawl, corridor development.

### 11.3 Transportation Goal

Goal T-2: Ensure that a variety of travel options exist which allow safe, logical, and balanced transportation choices.

Rationale for Conflict Identification: In this scenario, a typically low density type of development pattern is oriented toward the private automobile. Distances between uses become too large for walking and biking, and inefficient for public transportation.

Goal T-3: Encourage transportation options that reduce resource consumption, increase social interaction, support safe neighborhoods, and increase the ability of the existing transportation facilities to accommodate a fast growing city.

Rationale for Conflict Identification: As with the previous goals, the low density type of development will increase the amount of new roads required and decrease the ability for multi-modal uses.

## Summary

The growth pattern depicted in Scenario 1 is inconsistent with several of the goals and objectives of the three growth policies. Substantial changes to the overarching vision statements would be needed to enact policy that would create the growth pattern depicted. The policy would need to reflect a turn away from agricultural heritage preservation in favor of low-density suburban development.

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Based on the principles outlined in each of these growth policies, we cannot recommend specific changes to goals that would encourage this type of development. According to adopted growth policy objectives, Scenario 1 represents an undesirable future for the valley. These policies and vision statements should be reviewed during the public input and outreach phase of any growth policy revision.

## **Scenario 2: Fiscally Efficient**

The fiscally efficient scenario projects a land use pattern that minimizes public development costs by focusing future growth within and around existing communities. The land use pattern of Scenario 2, which develops one-fourth the land area to accommodate the same population increase as Scenario 1, is comprised of more mixed use compact development.

### **Gallatin County Growth Policy**

The goals within the existing and proposed Growth Policy update, as well as the Gallatin County Bozeman Area Plan and the Four Corners Community Plan, are consistent with the type of development depicted in Scenario 2. The goals support preservation of farm land and farming practices, compact development, water quality protection and open space preservation. The goals, particularly related to the Housing Section of the Growth Policy, support the development pattern within this Scenario.

### **Belgrade Growth Policy**

The Fiscally Efficient scenario results in growth of residential and industrial uses surrounding Belgrade. Many of the goals outlined in the Belgrade Growth Policy encourage the type of development shown on this scenario. However, the limits of development are shown on the Future Land Use Plan is greater than what is indicated on the Scenario.

The Fiscally Efficient Scenario depicts the vast majority of new housing to be multifamily around the Belgrade area. The Belgrade Growth Policy seeks to encourage a variety of housing types, including more affordable manufactured and mobile homes. This scenario may limit the ability to provide for this variety of affordable housing types.

### **Bozeman Community Plan**

Under the Fiscally Efficient Scenario, the majority of new development within the existing Bozeman City limits consists of apartment buildings and townhouses with an average development density of 12 household units per acre. The Bozeman Community Plan states that “the provision of a range of housing options...is an important consideration.” For such a scenario to be realized, the city would need to implement policies that strongly favor high-density, multifamily development.

## **Summary**

For the Fiscally Efficient Scenario to align with the growth policy objectives adopted by Gallatin County, the city of Bozeman, the city of Belgrade, the Gallatin County Bozeman Area, and the Four Corners Zoning District, the land use maps associated with each of the policies would need to be evaluated for fit with the scenario. While the goals and objectives of the policies support the type of

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development shown in Scenario 2, the language of those goals would need to be strengthened in order to support regulations that would implement it.

The Gallatin County Growth Policy supports and encourages the development of citizen petitioned 201 zoning districts. Under this scenario, implementation of those 201 zone districts may be in conflict with the growth pattern shown. This conflict would need to be identified and resolved.

The City of Belgrade Land Use Map shows a larger area for development than is depicted on the Scenario. In order to align with the scenario, the Land Use Map would need to be updated.

## Scenario 3: Villages

This scenario depicts the development of self-sufficient villages located throughout the valley, expanding areas of development that already exist. These villages contain compact, mixed-use development with live-work village cores that reduce or eliminate automobile commutes and enable multiple modes of transportation. Large areas of the study area remain in their current use.

### Gallatin County Growth Policy

The compact development pattern envisioned in Scenario 3 takes on a similar look to the diagram in the introduction to the Growth Policy (see page 19 of this report for that diagram). Clustered development with areas of agriculture and open space separating areas of development. However, individual goals and policies within the plan conflict and may not support the development of villages in unincorporated areas. Specific conflicts include:

#### 3.7 Residential

GOAL 1: Encourage Residential Development in Areas Planned or Zoned for Residential Use

Policy 2: Development should document: Provision of adequate local services and public facilities

Policy 3: Discourage Sprawl

Policy 4: Promote residential development adjacent to existing developed land, and that does not foster sprawl development: Discourage leapfrog development and support land use patterns that are not energy and land consumptive and do not require a high ratio of road surface to development served.

Similar language calling for the promotion of residential development adjacent to existing developed land is found in the Gallatin County Bozeman Area

Rationale for conflict: Creating self-sustaining villages within unincorporated areas of the County could lead to leapfrogging of development, and unintended sprawl.

#### 3.15 Agriculture

GOAL 1: Preserve Productive farm and ranch lands

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3. Promote development adjacent to or within cities, unincorporated communities and other areas planned for such development where public facilities and infrastructure are available, and away from areas exclusively for agricultural.

Likewise, the Four Corners Community plan supports “development standards that protect agricultural activities.”

Rationale for conflict: This scenario would promote high intensity uses adjacent to productive farmland in areas without public infrastructure.

### **Belgrade Growth Policy**

This scenario shows increased development around Belgrade, with a large village center located south and east of the city along Alaska Road. With the completion of the new interstate interchange at the airport, it is likely that this area will see increased activity. When the Growth Policy was adopted in 2006, the Land Use Plan does not contemplate this type of intense use. Rather, the growth policy encourages development around the City and along Jackrabbit Road. The Land Use Map would need to be updated as well as development of goals and policies that would support intense development away from the core downtown area.

### **Bozeman Community Plan**

One of the seven components that form the land use policies of the Bozeman Community Plan is the idea of Centers. Within the Plan, centers are defined as areas of commercial activity that provide employment opportunities, convenience to residents and create efficiencies in delivery of public services. This scenario aligns with the center-based concept laid out in this plan.

### **Summary**

The development depicted in this scenario aligns well with the policies of the Gallatin County Growth Policy, the Gallatin County Bozeman Area Plan, the Four Corners Community Plan, and the Bozeman Community Plan. The changing landscape surrounding Belgrade as it relates to the new airport interchange should be addressed in any update to the Belgrade Growth Policy. As depicted in this scenario, increased development along Alaska Road is not representative of the Growth Policy. However, this development projection is likely in response to the new I-90 interchange.

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## FUTURE SERVICE NEEDS

The different growth scenarios will have different impacts on existing and future infrastructure and services. Analyzing each scenario for resources that would be needed to support such a growth pattern can help communities evaluate and think about future growth. These scenarios are a broad brush approach and therefore specific impacts may be difficult to measure. The summary below uses information available within the scenarios, as well as information from public reports and interviews of service providers.

### Scenario 1: Gallatin Growth Policy

The development footprint projected in Scenario 1 would require additional infrastructure and public resources to provide quality service for new and existing residents. The low density nature of the new development will likely develop in the County and not annex into either city. This impacts County services. The following is a summary of the anticipated additional services required for this scenario:

- An additional 82.48 miles of roadways
- 2,653 new wells and septic systems for private, low density residential lots
- New suburban style lots, needing private community wastewater treatments
- New urban units to connect to existing municipal services
- Additional County services, such as Sheriff's Patrol, and maintenance of County roads would be required.
- Rural Fire Districts will also see increased demands for services and additional fire stations.
- Rural School Districts will also see additional students.



### Scenario 2: Fiscally Efficient

The fiscally efficient scenario envisions the majority of new development to surround the Cities of Belgrade and Bozeman. Under this scenario, the density surrounding the cities would enable practical and efficient expansion of City services. The following additional infrastructure, services and agreements would be needed:

- An additional 24.04 miles of roadways
- 309 new wells and septic systems for private, low density residential lots
- New urban units to connect to existing municipal services
- The additional population would likely reside within the Cities of Bozeman and Belgrade, thereby increasing the need for all municipal services, including police, fire, street, stormwater, and planning.



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### Scenario 3: Villages

The Villages Scenario would place additional growth surrounding the existing municipalities of Belgrade and Bozeman, but would also increase density within unincorporated areas of the County. Of the three scenarios, this would require the most involvement of all three jurisdictions in to order to fulfill this growth scenario. Additional infrastructure, services and agreements include the following:

- An additional 50.8 miles of additional roadways
- 523 new wells and septic systems for private, low density residential lots
- New suburban style lots needing private community wastewater treatment
- New urban units to connect to existing municipal services
- The additional intensity of development in unincorporated areas of Gallatin County would require additional services such as Sheriff, Fire Districts, public transportation (Streamline), community or municipal water service, stormwater management

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# RECOMMENDATIONS FOR REGIONAL COOPERATION

Places that have diverse views and policies seem unlikely to reach common ground. Yet, there is public support for regional cooperation. This is evidenced in the Envision Utah or the Blackfoot Challenge in Montana. Finding common ground and seeking cooperation is not always a short task. The steps recommended below are intended as stepping stones to build knowledge and trust so that cooperation becomes easier. These are intended to enable the procedural elements of regional cooperation to be established.

## 1. Create a Planning Coordinating Committee

Modelled after the Transportation Coordinating Committee (TCC), each jurisdiction should appoint a group dedicated to working on and interested in regional planning issues.

Representatives from elected officials, City offices, County offices, Montana State, fire districts and other service providers should be included. As with the TCC, quarterly meetings should be established for the purposes of information sharing. Such a coordinating committee should be tasked with the following items:

- a. Create a common portal for property information, including service district boundaries for multiple agencies including schools, postal services, planning districts, zoning information, water and sewer service information. Throughout the development of this study, access and availability to public information was often scattered across a variety of websites or public offices. Anyone seeking information, whether it be a resident, consultant, or service provider would benefit from a consolidated source for information related to property within the study area. A likely portal for such a site, where much of the information is already available, is the Montana Governor's Office of Economic Development Site Selector.
- b. Investigate cooperation between the City of Bozeman, Gallatin County and Belgrade City/County Planning Boards. Opportunities to increase communications regarding policies and projects should be evaluated. Discussions should include potential benefits to regional cooperation by providing formal comments on relevant projects, coordinating and discussing policies related to regional issues, and future impacts on services.
- c. Send a study team to evaluate the regional success stories. A commitment to regional cooperation should include learning from others. Successful communities referenced in the Addendum could provide insights that would benefit discussion and actions of regional cooperation.
- d. Continue the work by MSU on the Envision Scenarios. Understanding and using the Envision Tomorrow software can be a tool for communities to talk about change. Participating with MSU and building upon their knowledge of the scenarios and the software can benefit discussions about a community's future and provide a strong visual understanding of choices and decisions.

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## 2. Review and Update Growth Policies

Growth policies should be reviewed by their approving agencies at least every 5 years. In a fast growing area, a lot of change can happen in that time. Committing to a review of the document will ensure that goals and policies still reflect community values and choices. Evaluate the goals and policies identified as being in conflict with a particular scenario. The scenarios can be used to help communities evaluate those goals. Planning Boards for each of these jurisdictions with the support of staff will need to implement.

## 3. Increase Community Participation

Implementation cannot be by government alone. Individuals and private interests must be part of the solution. Invite interested community members to be part of the discussion. Much like the work of Envision Utah where success came through citizens concerned for the future, community members can build commitment to solving community issues.

## 4. Continue the evaluation of items identified in this study

This broad analysis of possible growth scenarios and impacts on the community has touched on many topics. It was not intended to provide in-depth analysis of all the issues facing the Triangle area. The issues should continue to be reviewed and evaluated. These include:

- a. Items identified in the Stahly Wastewater Study.
- b. Coordination of infrastructure issues, including transportation, water and wastewater service.
- c. How to address impacts on services, such as schools and fire districts, in the Triangle area should continue to be evaluated.

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## ADDENDUM: REGIONAL EXAMPLES

### Montana

There are two fully-consolidated city-county governments in Montana. Anaconda - Deer Lodge County formed in 1977, and the City and County of Butte Silver Bow became incorporated in 2006. These jurisdictions are legally designated as both incorporated municipalities and counties with county boundaries serving as consolidated city-county boundaries. The Anaconda – Deer Lodge Commission as well as the Butte – Silver Bow Commission are the legislative and policy-making bodies of their respective governments, and all government departments and agencies serve both city and county residents. This governmental framework replaced the separate municipal and county governments of both communities as a means of maintaining infrastructure and public service quality in response to local depopulation and tax base reduction.

Yellowstone County and the Cities of Billings and Broadview operate with a single planning department, providing planning services to residents and supporting the Yellowstone County Board of Planning and the City and County Zoning Commissions and Boards of Adjustments. Yellowstone County and the City of Billings prepared and adopted a joint Growth Policy Update in 2008. However, each separately maintain zoning and subdivision regulations. Additionally, the Yellowstone County Planning Board is the designated Metropolitan Planning Organization (MPO) and oversees transportation planning for the Billings Urban Area. The area includes Billings and extends approximately 4.5 miles outside of the City limits. The MPO is responsible for preparing a Unified Planning Work Program on an annual basis that addresses capital projects to be undertaken and specific funding information.



### Idaho

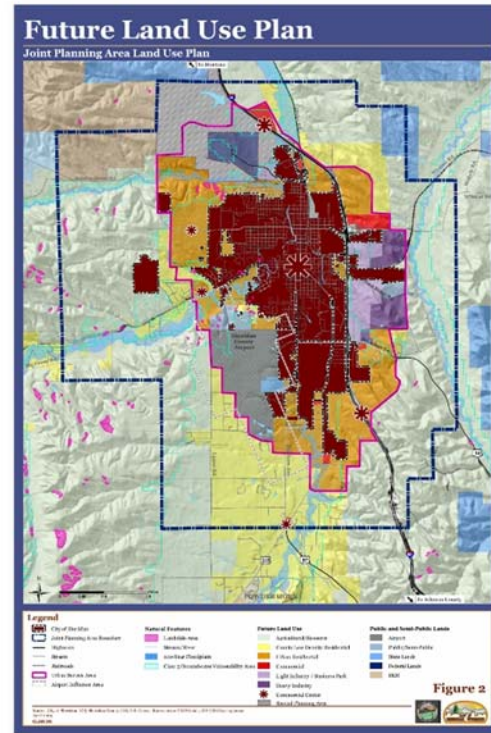
Idaho's Local Land Use Planning Act (1975) requires cities to identify areas they may wish to annex in the future by designating such areas as part of an Area of City Impact (AOI). Locations where infrastructure expansion is likely to occur are thus identified by both the city and the county. Lands not included in the AOI are not typically eligible for annexation. The AOI approach allows for the rational extension of city streets and utilities. Cities and counties in Idaho negotiate AOI agreements and maps of AOI boundaries. Area of City Impact agreements determine whether the plans or regulations of (1) the county, (2) the city, or (3) some combination of both apply within the AOI

boundary. When city or county land use plans are revised in Idaho, AOI agreements and boundaries are reviewed and potentially updated, along with relevant regulations.

## Wyoming

### City of Sheridan/Sheridan County

While the city of Sheridan and Sheridan County each possess separate planning commissions and departments, these entities adopted a Joint Planning Area (JPA) in 2008 as a component of the Sheridan County Comprehensive Plan. The JPA, located around the City of Sheridan, is an area of approximately 60 square miles, of which approximately 10 square miles are currently incorporated into the City of Sheridan. The boundary encompasses the area where future development and conservation activities and future decisions are of joint interest to residents and government of both the city and the county. The JPA provides long-range guidance to property owners, citizens, and decision makers on land use issues, such as where and how future residential, commercial, and industrial development should occur, irrespective of jurisdiction (city or county) and facilitates the development and implementation of policies that encourage compact urban growth as a means of protecting and conserving riparian areas, groundwater quality, and agricultural lands outside the urban areas. Subdivisions located within the JPA require approval by both the city and the county. All other development within the JPA requires final approval by the county. However, under these circumstances, both entities frequently utilize an established system of notice and comment.



### East Fifth Corridor Plan

In addition to establishing a growth policy for the JPA, Sheridan County and the City of Sheridan in partnership with The Wyoming Department of Transportation integrated the Sheridan County Comprehensive Plan and the Future Land Use Plan for the JPA to develop a corridor plan for East 5th Street. This plan articulates a collective vision for the future the corridor that reflects the views and objectives of various community stakeholders, providing a framework of principles, policies, design options and implementation strategies for guiding future development along this historic thoroughfare.



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## Teton County/Town of Jackson

Teton County and the city of Jackson jointly fund and share a long range planner who worked with both entities in 2012 to develop the Jackson/Teton County Comprehensive Plan. This plan establishes a coordinated growth management approach, in which municipal and county Land Development Regulations have been aligned. The city and county are currently developing an Integrated Transportation Plan. Its creation will establish a community-wide vision for meeting future transportation needs through the use of alternative modes.



## Utah

### Envision Utah

Envision Utah is a public, regional planning effort launched in 1997 aimed at addressing the impacts of rapid population growth and improving the quality of life within the Greater Wasatch Area, the narrow corridor stretching one hundred miles north and south of Salt Lake City. Envision Utah is a unique non-profit organization comprised of leaders within the public and private sectors that – over the course of two years - brought together diverse stakeholders across the region to develop a Quality Growth Strategy for the Greater Wasatch Area. The organization continues to engage regional stakeholders in growth strategy revisions, the most recent of which being the Wasatch Choice for 2040 Vision, adopted in 2005.

Key to Envision Utah's success was its early leadership. Envision Utah sprang from a multi-issue organization called Coalition for Utah's Future. In 1995, the Coalition established the Quality



Growth Steering Committee to research and make recommendations to the Coalition Board on how to address recent and rapid growth in the state of Utah. The Coalition was chaired by prominent and well-respected business leaders, including Robert Grew, President and Chief Operating Officer of Geneva Steel,

former Utah governor Jon Huntsman, Jr., and Greg Bell, a former mayor, land-use attorney and successful developer. These leaders engaged mayors, city council members, developers, legislators, and other key stakeholders in discussions about regional growth issues, fostering enough interest in development impacts to convince then Utah Governor Michael O. Leavitt to ultimately throw his weight behind the movement. That same year, the Utah legislature appropriated research funds for growth analysis, and the organization that would become Envision Utah launched a public participation and education campaign unprecedented in scope.

Envision Utah successfully created the Quality Growth Strategy in a state where regional land use planning is viewed with suspicion because of its broad stakeholder consensus-building and public



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participation approach. Since its inception, the organization sought out government and community leaders that were representative of each major stakeholder group and jurisdiction within the Wasatch region, including local and state government, businesses, developers, utility companies, religious leaders, educators, conservation and citizen groups, and the media. Government participants included the mayors, city council members, planning and development departments, and leaders of the 10 counties, 91 cities and towns, and 157 special service districts within the Greater Wasatch Area. Moreover, Envision Utah created opportunities for area residents to play a key role in the decision-making process. They launched a comprehensive media campaign, encouraging residents to participate in visioning and growth scenario selection workshops that were held throughout the region. Overall, between 1997 and 1999, Envision Utah held over 200 public workshops, and listened to more than 20,000 residents express their visions for the future.

Such diverse community participation helped ensure that the target growth pattern and implementation strategies developed by Envision Utah aligned with the values, preferences, and desires of the regional community. The Quality Growth Strategy therefore reflected community preference for incremental, market-based approaches and incentives; education and promotion over regulation; and retention of local land use control. Following the regional adoption of the Quality Growth Strategies, no region-wide land use regulations were established. Rather, local communities could voluntarily select those growth management tools developed by Envision Utah that adhered to their unique challenges and aspirations. The success of the Envision Utah pioneering approach has prompted other metropolitan areas to model their own regional planning initiatives after it, including the Austin, Texas region and the Kansas City region.

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## RESOURCES

In preparing this study, we reviewed a number of documents pertaining to the study area, general reports relating to planning and development, and spoke to numerous service providers and people with interest in the future of the Gallatin Valley.

### Interviews

Herb Bartle, City of Bozeman Water and Sewer Division

Ed Blackman, Financial Director, Gallatin County

Barb Campbell, Utility Solutions

Elaine Clegg, Idaho Smart Growth

Tammy Crone, District Manager, Gallatin Local Water Quality District

Jon Henderson, GIS Manager, city of Bozeman

David King, Manager RAE Water and Sewer District

Steve Johnson, Assistant Superintendent, Bozeman Public Schools

Steve Klotz, City of Belgrade Public Works

Ron Lindroth, Chief Central Valley Fire District

Jennifer Madgic, Former Planning Director, Gallatin County

Denise Moldroski, City-County Health Department

Bob Murray, Project Engineer, city of Bozeman

Chris Naumann, Executive Director, Downtown Business Partnership

Jim Simon, District Manager, Gallatin Solid Waste Management District

Dan Springer, Undersheriff, Gallatin County

Darren Strauch, Superintendent, Monforton School

Mike Waterman, Director of Business Services, Bozeman School District

### Local Reports

City of Bozeman Interlocal Agreements, City of Bozeman website

Gallatin County Interlocal Agreements, Gallatin County website

*Gallatin County Regional Wastewater Management System Feasibility Study*, Stahly Engineers, 2010

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*Gallatin County, Montana Fiscal Impact Analysis*, Sonoran Institute and RPI Consulting, March 2009

*Monforton School District Growth Rate Study*, Dowl HKM, October 2012

*PROST Plan*, City of Bozeman, 2010

*Streamline 2012 Business Plan*, January 2013

*Subdivision Regulations*, Gallatin County, City of Belgrade and City of Bozeman

## State and National Studies and Documents

*A History of Envision Utah and the Quality Growth Strategy*, Envision Utah, 2003

*Agricultural Protection in Montana: Local Planning, Regulation, and Incentives*, Land Use Clinic, University of Montana School of Law, Spring 2012

*Learning to Think and Action Like A Region*, Matthew McKenney and Kevin Essington, Lincoln Institute of Land Policy, January 2006

*Montana's Growth Policy Resource Book*, Montana Department of Commerce, April 2009

*Our Built and Natural Environments: A Technical Review of the Interactions among Land Use, Transportation, and Environmental Quality*, US Environmental Protection Agency, Office of Sustainable Communities, Smart Growth Program, June 2013

*Regional Approaches to Sustainable Development: Linking Economic, Transportation, and Environmental Infrastructure in Rural and Small Metropolitan America*, National Association of Development Organizations Research Foundation, September 2011

*Smart Growth and Conventional Suburban Development: An infrastructure case study completed for the EPA*, Jonathan Ford, PE, Morris Beacon Design, January 2010

*This Shifting Nature of US Housing Demand*, The Demand Institute, May 2012

*Understanding Smart Growth Savings, What We Know About Public Infrastructure and Service Cost Savings, and How They are Misrepresented by Critics*, Todd Litman, Victoria Transport Policy Institute, June 17, 2011

*What's Next*, Urban Land Institute, 2010

*What's Next at the Local Level*, Urban Land Institute, 2011

*Working Across Boundaries: Principles of Regional Collaboration*, University of Montana Public Policy Research Institute, April 15, 2008





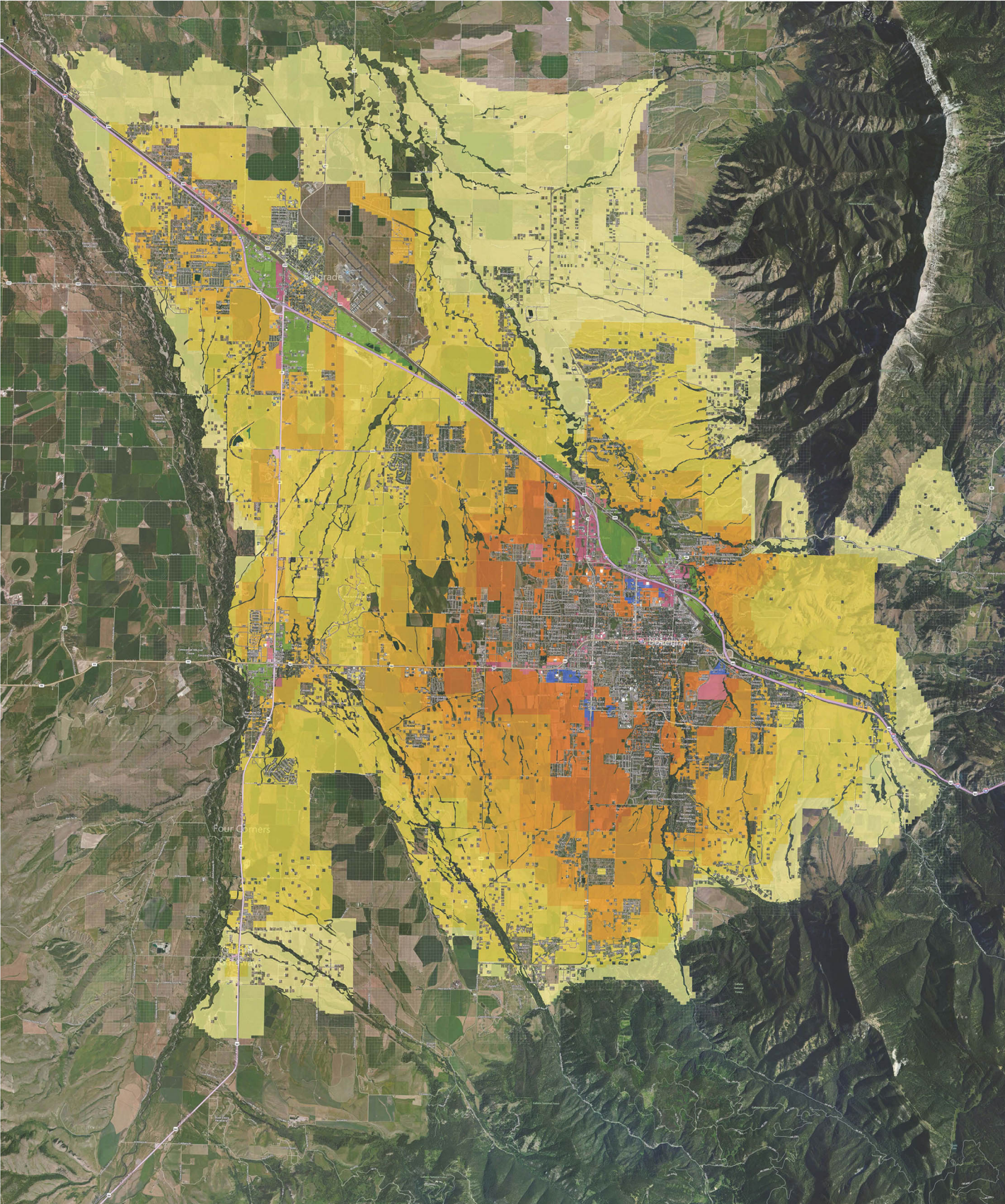
# GALLATIN 2050 SCENARIO 2: GALLATIN GROWTH POLICY

(GROWTH AT 1 DU / 160 ACRES OUTSIDE URBAN GROWTH AREA')

POPULATION INCREASE 126,500

7/23/2013

Guiding Principle: Growth is guided by the current Gallatin Growth Policy. This policy loosely discourages development in areas currently at less than one unit per 160 acres.





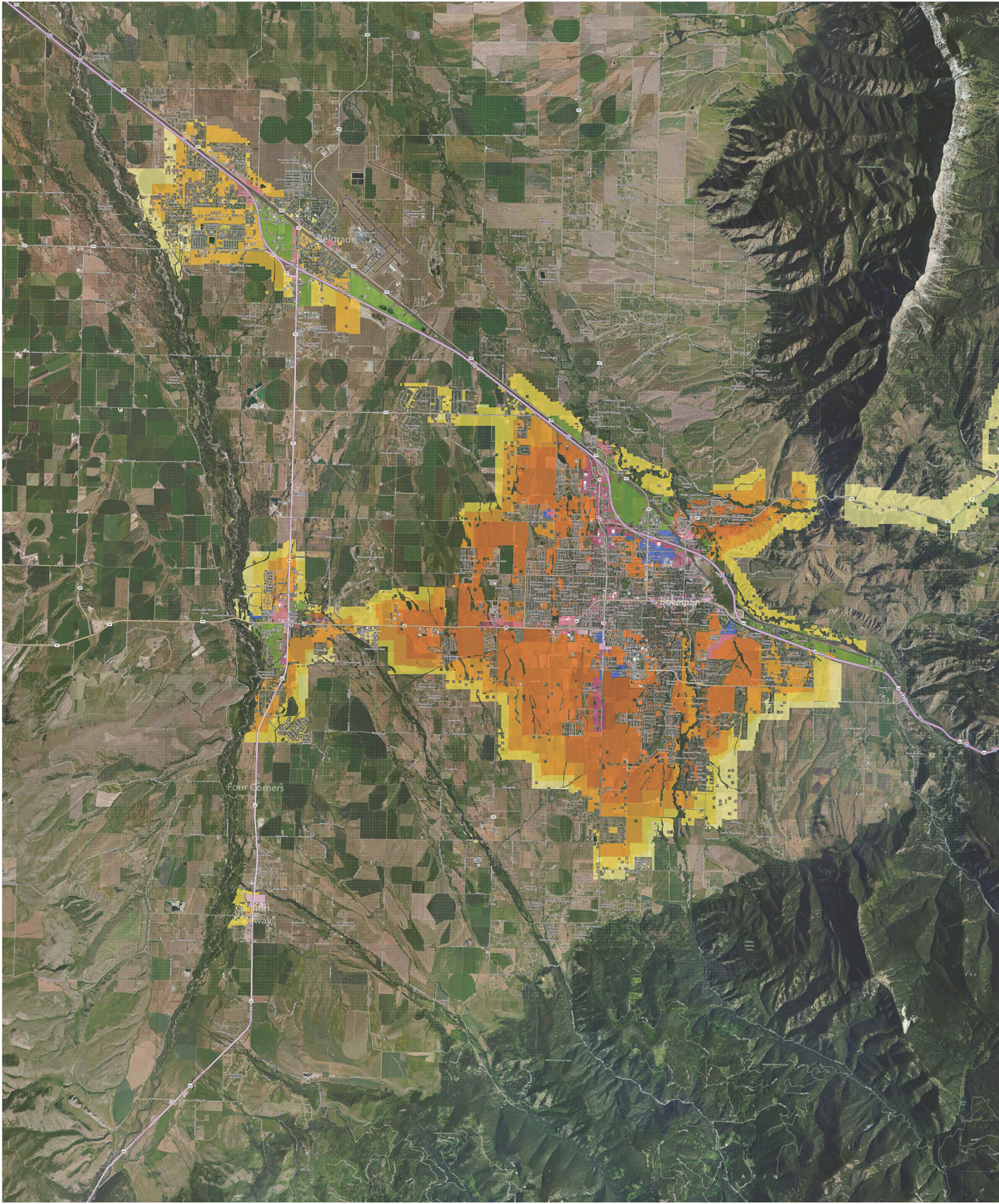




# GALLATIN 2050 SCENARIO 3: FISCALLY EFFICIENT

(“HIGH DENSITY”) POPULATION INCREASE 126,500 7/23/2013

Guiding Principle: Growth is focused in the existing communities of Bozeman, Belgrade, and Four Corners. This strategy emphasizes small-lot single family homes and apartments. 20-acre lots and 5-acre lots are minimized.







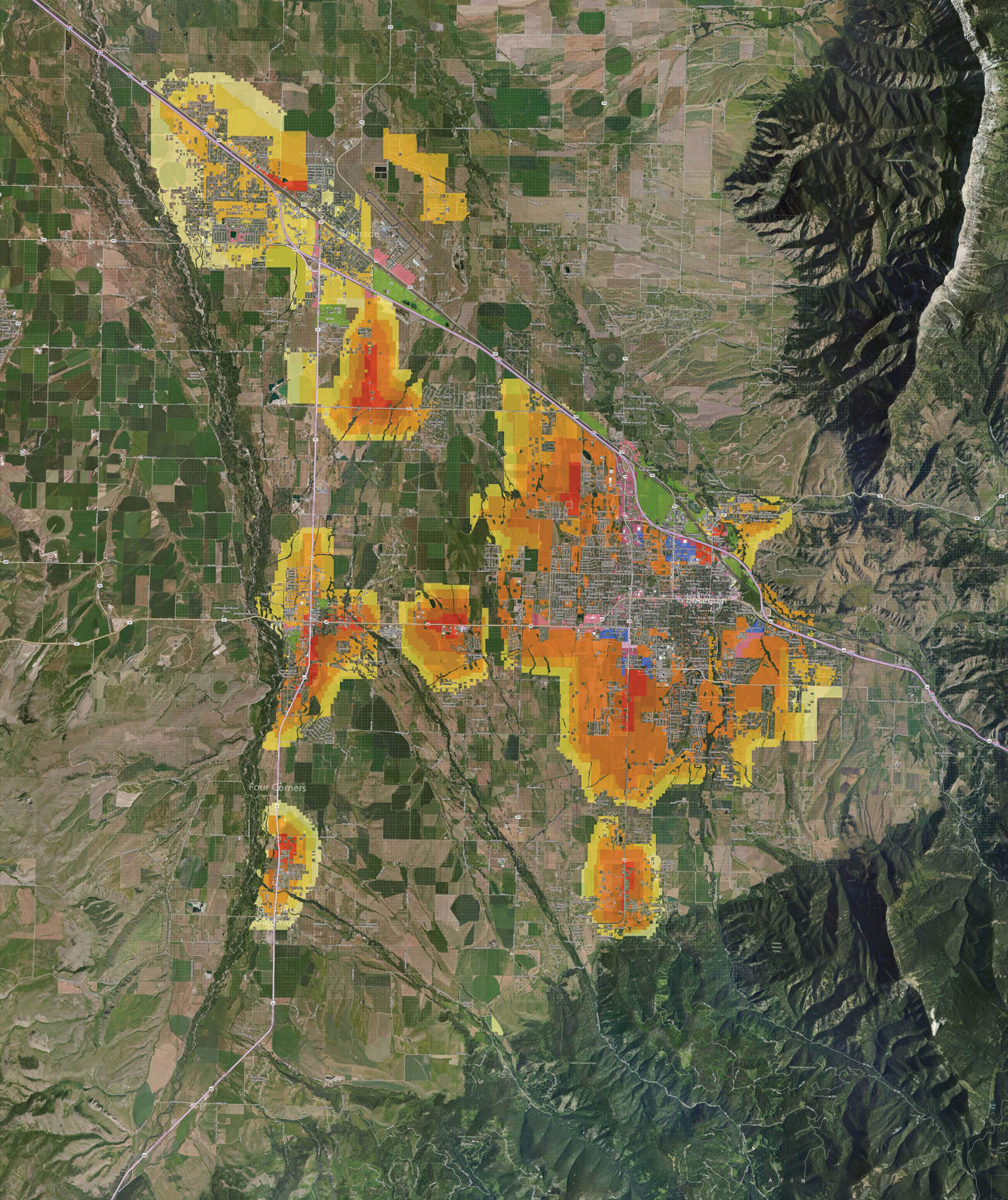


# GALLATIN 2050 SCENARIO 4: VILLAGES

POPULATION INCREASE 126,500 7/23/2013



Guiding Principle: Growth is focused in self-sufficient villages. Each village has a live-work core for zero commute housing, with all services and entertainment available within walking distance. Each village has a localized wastewater system based on natural biological treatment of waste water.







**...To Plan and Design Enduring Communities.**

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