



Envision Gallatin

LAND USE & HOUSING STRATEGY

Gallatin County Future Land Use Map *Amendment to the Growth Policy*

November 26th, 2024

Project Timeline

We are here!



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Purpose of Hearing

County Commission decision on resolution of intent to adopt the Future Land Use Map as an Amendment to the 2021 Growth Policy

November 19th
Planning Board:
Recommendation to
Commission

November 26th
County Commission:
Decision on Intent to
Adopt

December 10th
County Commission:
Decision Adoption



Outline

- Project Background
- Development of the FLUM
- Document Overview

Outreach & Engagement





Project Background

Why Create the FLUM?

- The **FLUM** is a short-term action item in the **Gallatin County 2021 Growth Policy Implementation Table**, required by Montana law
- The **FLUM** will serve as the community's visual, spatial guide to manage future growth consistent with their goals
- Builds on the goals, policies identified in the 2021 Growth Policy and has been **continuously informed by public engagement**.

IMPLEMENTATION TABLE

Action	Associated Goals/ Policies	Associated Primary Criteria	Action Type	Responsibility	Time frame
Specific Zoning Updates	AGR-3.1, AGR-3.2, PR-1.1, PR-1.4, SCN-1.3, SCN-1.7, LU-1.3, LU-2.9, LU-3.2, HS-1.3	LS, PH	Code	County Planning Department	Ongoing
Land Planning Map Updates	LU Goal 1, LU Goal 2, LU Goal 3, LU Goal 4, LU-1.1, LU-1.5, LU-1.9, LU-2.3	AG, AW, LS, NE, WL, WH, PH	Plan	County Planning Department	Ongoing (as Neighborhood Plans, Zoning Districts, etc. are adopted)
Develop Future Land Use Map	LU Goal 1, LU Goal 2, LU Goal 3, LU Goal 4, LU-1.1, LU-1.5, LU-1.9, LU-2.3	AG, AW, LS, NE, WL, WH, PH	Plan	County Planning Department	Short-term



Problems with the Status Quo

- ~70% of private land in the County is not zoned¹ with no neighborhood plan, creates **uncertainty** for:
 - Existing property owners and residents
 - Infrastructure/utility owners and coordinators
 - Transportation investment/planning
 - Elected officials
 - Developers
- Lack of comprehensive, spatially-oriented and data driven plan has resulted in **unsustainable development patterns** that facilitate:
 - Sprawl
 - Conflicts with agricultural producers
 - Traffic, long commutes
 - Loss of wildlife habitat
 - Loss of viewshed
 - Wildlife-vehicle collisions
 - Water quality/quantity impacts



What the FLUM is and is not

The FLUM <u>is</u> :	The FLUM <u>is not</u> :
☒ A tool illustrating the community's vision for growth	☐ Regulatory (it's a guiding document)
☒ Guidance for decision making	☐ Zoning (although it helps inform zoning)
☒ Appropriate to establish intent, purpose, ranges, and guidelines	☐ Appropriate for specific, detailed standards
☒ Informed by the public, existing plans, and experts	☐ A development plan
☒ Amendable	☐ Going to impact existing approvals

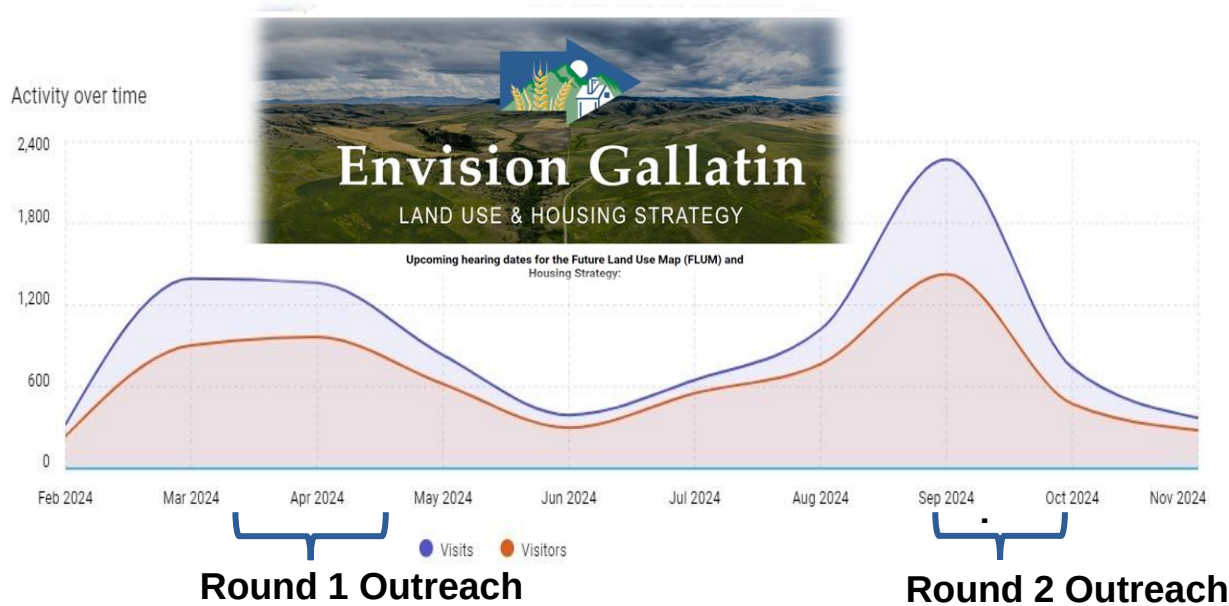




Development of the FLUM

Tools of Engagement

- Project website
- Press releases
- Social media
- Printed boards
- Interactive maps
- Meetings – In person and virtual
- Email list with partner shares
- Surveys
- Phone



Who We've Heard From & Where We've Been

Meeting Locations

- Amsterdam/Churchill
 - Bozeman
 - Belgrade
 - Big Sky
 - Manhattan
 - West Yellowstone
 - Online (Zoom)
- Agricultural producers
 - Businesses
 - Builders & Developers
 - Elected and appointed officials
 - Environmentalists
 - Federal and state land managers
 - Owner's associations
 - Housing advocates
 - Major employers and employees
 - Municipal partners
 - Non-profits
- Peer counties
 - Property owners
 - Recreation advocates
 - Residents
 - Realtors
 - Service providers
 - Water and groundwater experts
 - Wildlife experts
 - And many others!



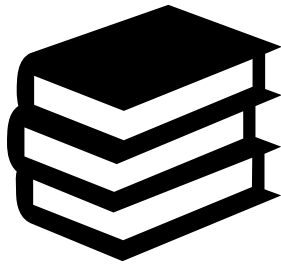
Steering Committee Representation

- Gallatin County **Planning Board**
- Gallatin County **Commission**
- Gallatin City County **Health Department**
- Gallatin County Department of **Planning** and Community Development
- Human Resources Development Council (**HRDC**)
- Northern Rocky Mountain **Economic Development** District (NRMED), and
- Gallatin County **Planning & Zoning Commission**



Round One Outreach – Visioning

County Adopted
Planning
Documents
(and associated
public input)



8 practitioner
meetings with **66**
participants

5 public meetings with
145 participants

61 e-mailed
comments

316 survey
responses

216 comments
on existing
conditions maps

Press releases
Listserv
Social Media
1,903 website visits

Steering Committee

DRAFTS



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What We've Consistently Heard:

Growth is most suitable:

- Within/near existing population centers
- Areas served/serviceable by public water & sewer
- Outside of areas with:
 - High wildlife value
 - High fire risk
 - Steep slopes
 - Floodplain, riparian areas, stream buffers
- Where impacts to agriculture and irrigation infrastructure are minimal

Development
Suitability
Analysis

Special
Topics

**Foundation – Growth Policy & Round 1
Outreach**



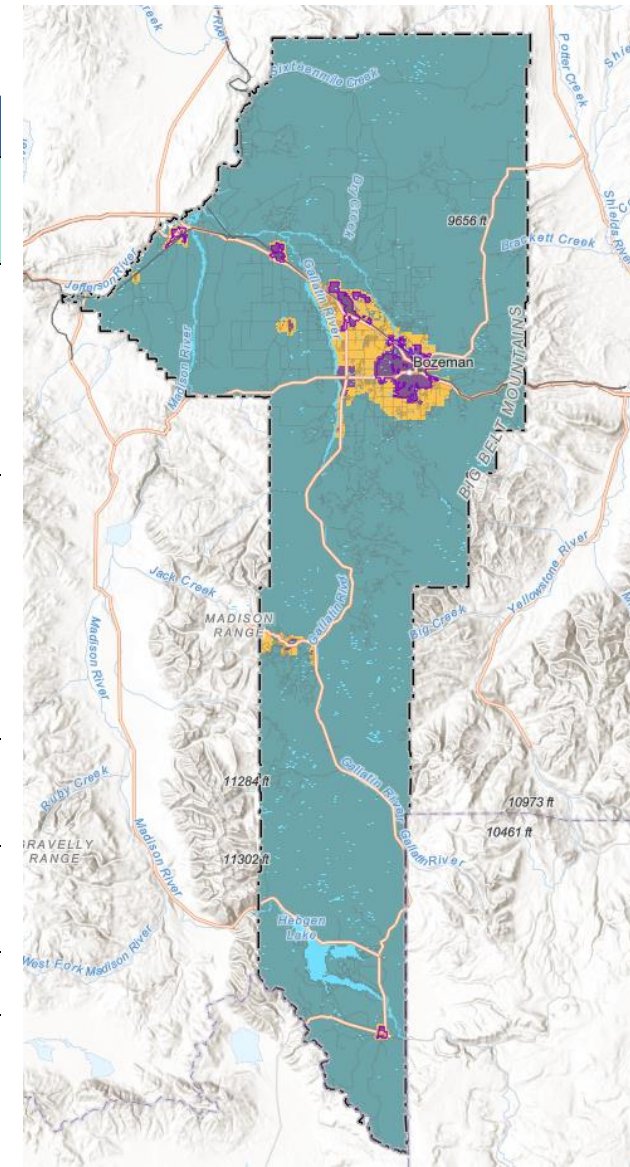
Development Suitability Analysis

Suitability Model Criteria Table

Category/Criterion - with weight %		Suitable	Moderately Suitable	Less suitable
40%	Proximity to Community Cores and Municipalities	Within Community core/municipal boundary	≤1/4 mile from Community core/municipal boundary	>1/4 mile from Community core/municipal boundary
30%	Within Established Water/Sewer District Service or Planning Area (including municipal)	Within service or planning area	Within, but only one service	Out of service or planning area
15%	Wildlife Resource Value on Private Land	Urban/Urbanizing Areas	Lower Value	Core Habitat & Higher Value
10%	Within Wildfire Risk Area	Very Low	Low	Moderate/High
5%	Slope (%)	<5%	>6% to <15%	>16% to ≤25%

Excluded Areas:

- Public lands, Protected, & Constrained areas: Slopes over 25%, Watercourse Commons¹, Conservation Easements, Public Lands
- Municipal Jurisdictions: Municipalities and Municipal Planning Areas



How was the FLUM Developed?



Round Two Outreach – Targeted Feedback

DRAFTS



8 public meetings
with 94 participants

134 survey
responses

39 Emailed
comments

4 practitioner or
stakeholder
meetings with 33
participants

County Adopted
Planning
Documents
(and associated
public input)



Press releases
Listserv
Social Media
2,039 website visits

Steering Committee



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How Feedback was Considered – Round 2

Type of Feedback	Definition	Outcome
No changes suggested	Respondent did not suggest any specific changes to the FLUM or HS or expressed a sentiment that does not correspond to an identifiable change request.	Staff response provides contextual information for why the comment did not result in a change to the project documents.
Outside the scope of the FLUM or HS	Respondent suggested a change to something that is outside of the purview of County government or outside the scope of the FLUM or HS.	Staff response provides contextual information for why the comment did not result in a change to the project documents.
Comment already addressed in the FLUM or HS	Respondent expressed a concern or sentiment that had already been considered and addressed in the FLUM or HS.	Staff response provides contextual information for why the comment did not result in a change to the project documents.
Changes made	Comment was consistent with the goals and policies stated in adopted plans, within the scope of the FLUM or HS, appropriate, and specific enough to result in a targeted change to the project documents.	Changes suggested were incorporated into the project documents. Staff response identifies how comments were addressed in FLUM/HS or if the changes suggested were partially incorporated and why.



Survey Results: Open-ended Feedback

Special topics/overlays:

- Confirmation of importance: Water, wildlife, agriculture, open space, trails & transit
- Growth contingent on water availability
- “No growth”
- Growth management
- Zoning standards



General Feedback:

- Adjust category boundaries based on existing development
- Concerns about the process or consultant
- Municipal policy/zoning standards (STRs, parking)
- General support or praise
- Amendment process
- Mapping error- roads in Am/Church
- Transfer of development rights
- Open space caretaker
- Ditch easements in State law
- General consistency

Changes
made





Document Overview

Growth Policy Amendment Overview

Contents

1. **INTRODUCTION**
includes foundation of and context for the plan. → New Preface & Acknowledgements
2. **VISION, THEMES, AND VALUES**
sets the stage with overarching guidance.
3. **OUTREACH PROCESS AND COMMUNITY PARTICIPATION**
includes a description of outreach by phase. → FLUM Outreach Overview and Themes
4. **EXISTING CONDITIONS AND FUTURE PROJECTIONS**
illustrate the current conditions in the County and identify trends. → Sidebars for Land Use Profile and Housing Needs Assessment
5. **GROWTH POLICY INFLUENCE MAP AND MATRIX**
describes category designations and includes the Growth Policy Influence Map and matrix. → Re-named Land Planning Map
6. **PRIMARY CRITERIA AND SUBDIVISION REVIEW**
gives an overview of the topics and review and evaluation process.
7. **GOALS AND POLICIES**
lists goals and policies, organized by vision and theme
8. **FUTURE LAND USE MAP**
includes the Future Land Use Map, associated category descriptions, and policy recommendations. → FLUM (New)
9. **IMPLEMENTATION AND ACTION PLAN**
identifies actions that support Growth Policy goals and policies and specifies the responsible parties and timeframe for completion. → Re-numbered Chapter Marked FLUM and other items as “Completed” FLUM Amendment Process
- GLOSSARY** → FLUM definitions added

Chapter 1 | Introduction iii

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What is in the FLUM?

Interactive Map

Map

- FLUM Categories & Overlays
- Suitability Model
- All Underlying Data

Chapter 8 – Amended Growth Policy

Overview

- Guiding Concepts
- Project Background
- Methods
- Use of the FLUM
- Limitations

FLUM Categories:

- Foundation:
 - Purpose, Rationale, Methods, Data Sources
 - Growth Policies & Outreach themes addressed
- Characteristics:
 - Typical uses
 - Density & Lot sizes
 - Optional Incentives
- Guidelines:
 - Framing, Development Constraints, Water and Sewer, Design Standards

Special Topics:

- Foundation:
 - Purpose, Rationale, Methods, Data Sources
 - Growth Policies & Outreach themes addressed
- Guidelines and Recommendations
 - FLUM Category tables
 - Text



What is in the FLUM?



URBAN GROWTH AREAS (UGA)

Foundation

Purpose: The purpose of the Urban Growth Areas is to direct the densest development to the areas of the County most suitable for development. The Urban Growth Areas promote efficient delivery of infrastructure and services, provide opportunity for diverse, accessible, and affordable housing in proximity to amenities and employers, and support the future expansion of transit and other transportation options to promote connected communities.

Rationale: There are limited areas within the County's jurisdiction that

WHICH GROWTH POLICY (GP) POLICIES INFORMED THIS CATEGORY?

AGR-1-4, PR-1-2, ENV-2-12, ENV-4-1, ENV-4-6, REC-1-5; LU-1-1; LU-1-2; LU-1-4; LU-1-6; LU-1-7; LU-1-8; LU-2-2; LU-2-3; LU-2-5; LU-2-6; LU-2-7; LU-2-8; RN-1-1, TRN-1-6; TRN-1-9; TRN-1-10; IES-1-2; IES-1-4; CO-1-3; CO-1-5; SCN-1-6.

WHICH FLUM ROUND 1 PUBLIC OUTREACH SUMMARY THEMES INFORMED THIS CATEGORY?

- » How the County should manage growth: Development should be focused in existing population centers, restricted appropriately based on water availability or quality, and directed away from critical areas to protect public lands, Wildlife, and agricultural lands.
- » County should be flexible with: High density housing concentrated to avoid sprawl, development of new transit/transportation options, community facilities, mixed use construction, accessory dwelling units, green building design and agrihoods.
- » Where housing is needed: In existing population centers with services, near employment centers.
- » Impacts from housing challenges: Dangerous commutes/increased traffic from commuters.
- » Recommended development standards: Multimodal transportation, stormwater and wastewater, viewsheds and dark skies, open space/community Agriculture, and landscaping standards.

Future Land Use Defining Characteristics

The recommendations contained within this FLUM category, together with the Integrated Special Topics and Special Topic Overlays sections, apply to both regulatory updates and development proposals.

Urban Growth Areas are best equipped to accommodate growth and are appropriate for a diverse range of uses due to their existing access to critical infrastructure (e.g., paved public roads, water and sewer services, and emergency services), proximity to amenities and employers, limited exposure to natural hazards, and limited impact on natural resources compared to other areas of the County.

Urban Growth Areas can accommodate mixed use and dense urban transit-oriented development (TOD) that enables the expansion of accessible public transit, vehicle shares, pedestrian, and multi-modal transportation networks.

Typical Uses: Recommended typical uses in Urban Growth Areas are diverse and include, but are not limited to, a range of housing options from high-density housing (e.g., fourplexes and greater, apartments, condominiums, townhomes) to accessory dwelling units, mixed-use development, retail and commercial, dining, personal services, employment centers, parks, urban scale Agriculture, schools, recreational facilities, libraries, places of worship, and other complementary uses.

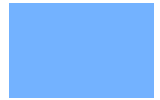
Base Density and Lot Sizes: Minimum lot sizes and maximum densities are not recommended in Urban Growth Areas and will instead be determined based on the capacity of available infrastructure and services at the time a development is proposed.

Where the FLUM Directs Growth:

As Is:



Urban Growth Areas



Rural Growth Areas

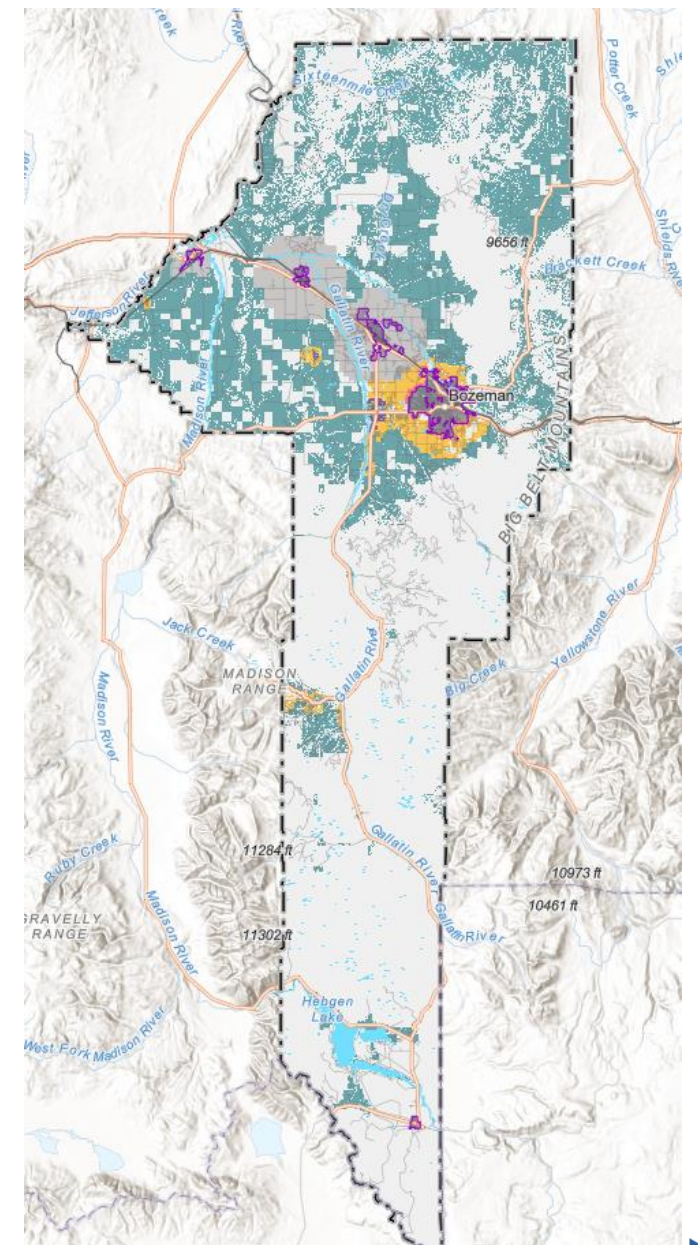
Contingent on Infrastructure:



Annexation Holding Areas



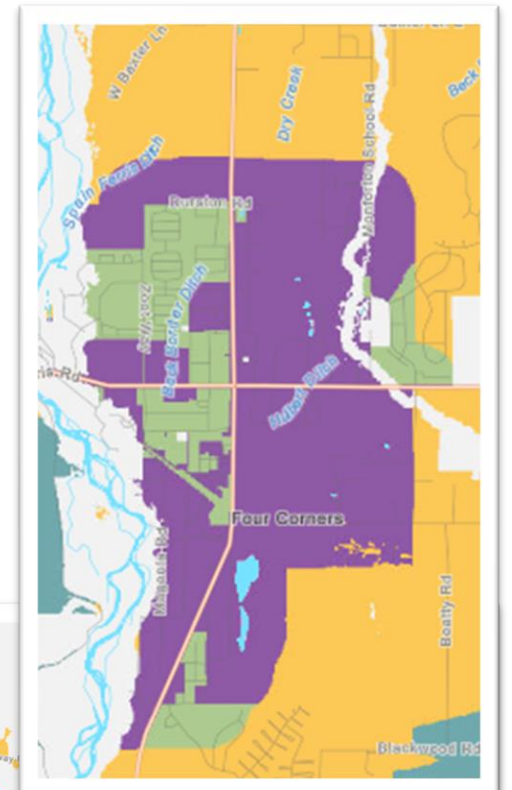
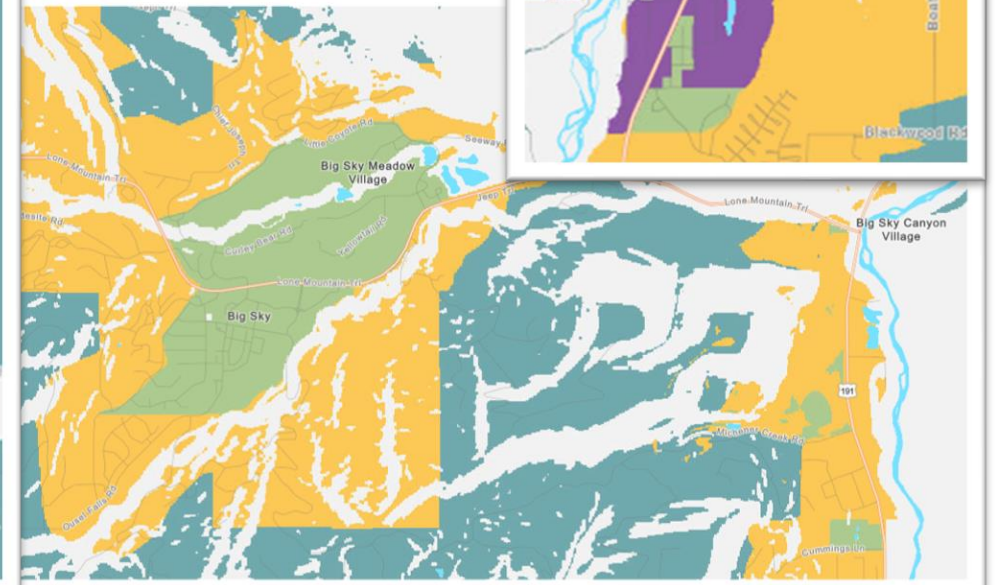
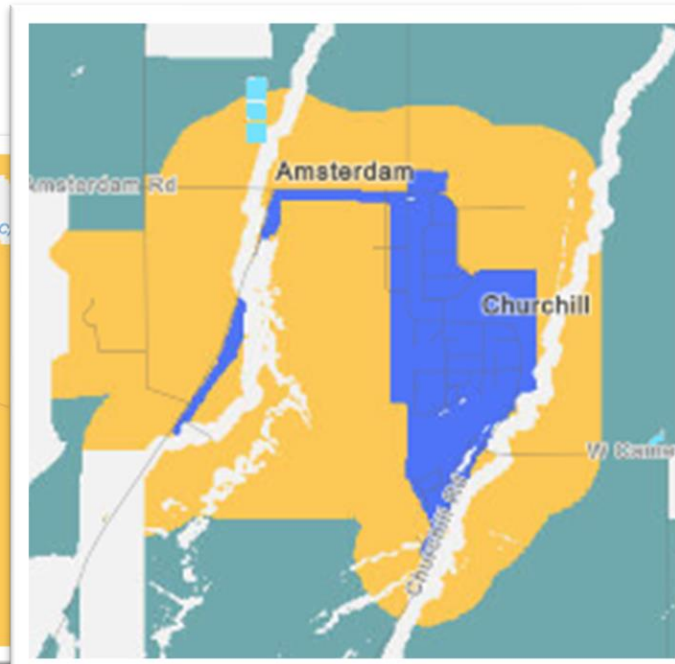
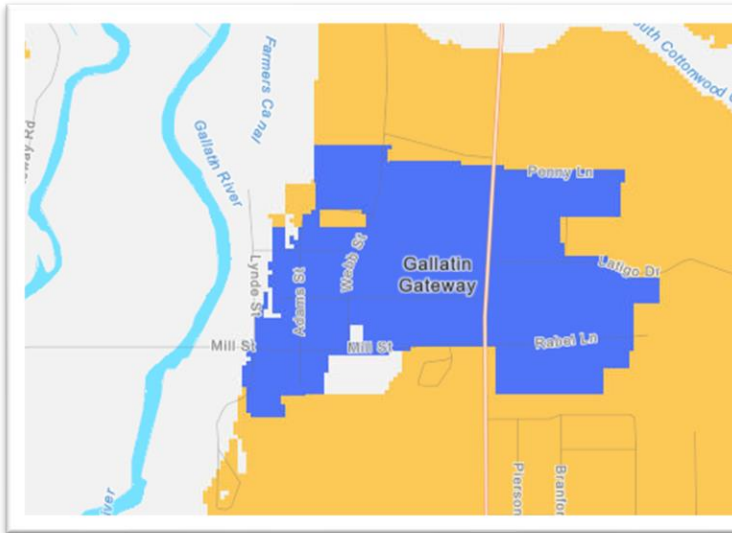
Public Infrastructure Holding Areas



Urban Growth Areas

Rural Growth Areas

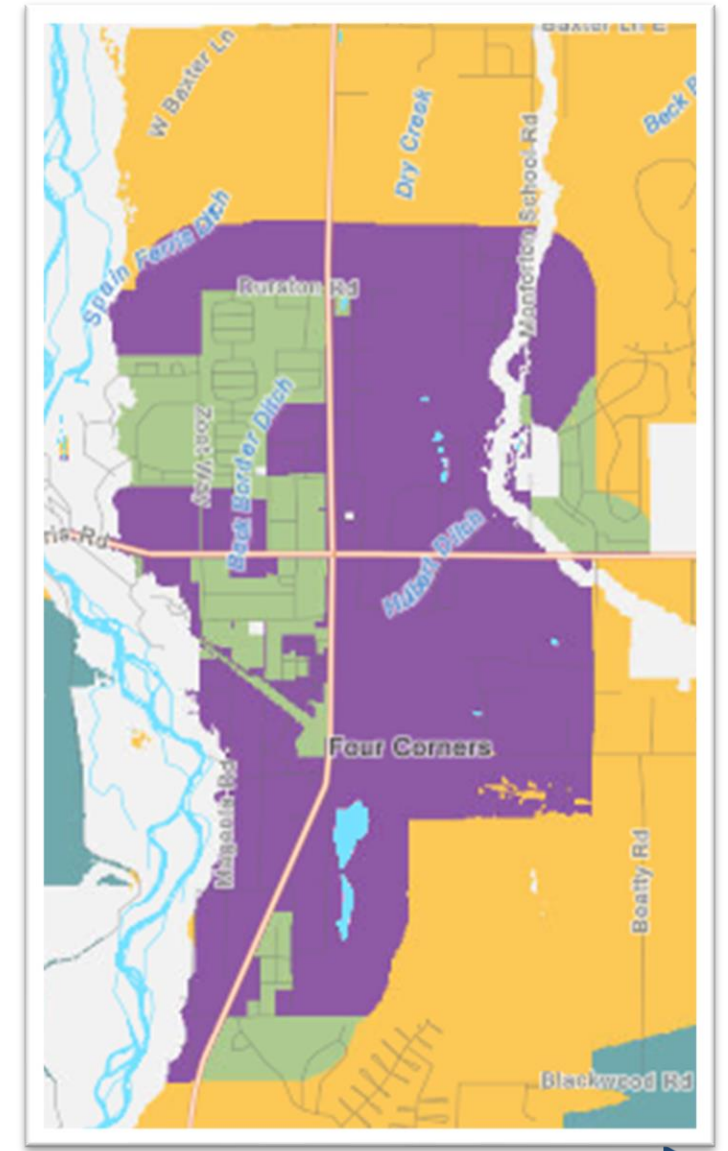
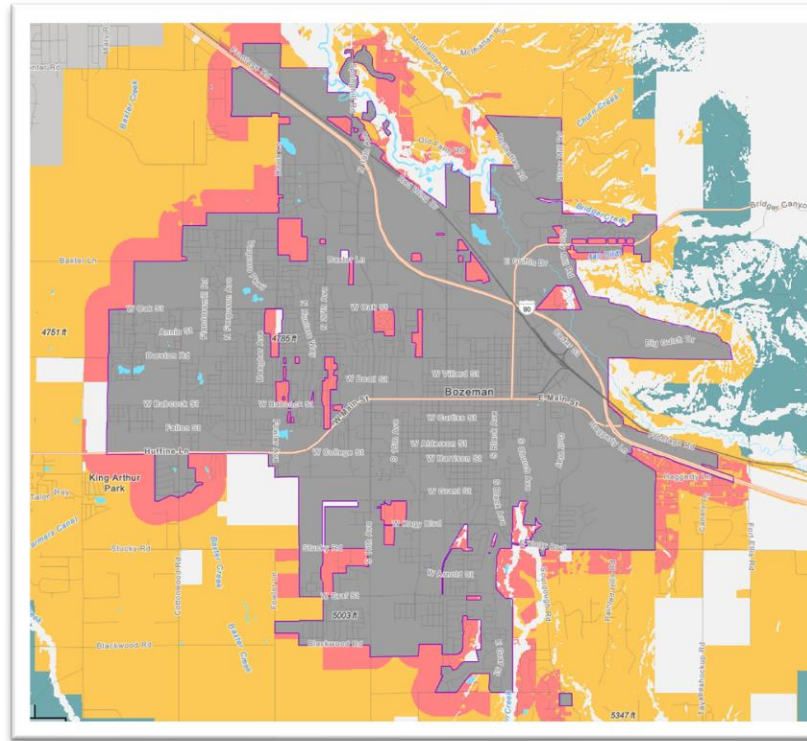
Purpose: Support development in community cores, with existing water and sewer, multi-modal transportation infrastructure



Annexation Holding Areas

Public Infrastructure Holding Areas

- **Purpose:** Promote coherent growth patterns, support efficient expansion of infrastructure, and discourage proliferation of individual well & septic in areas with high potential to be served by public water & sewer



Managed Growth Areas

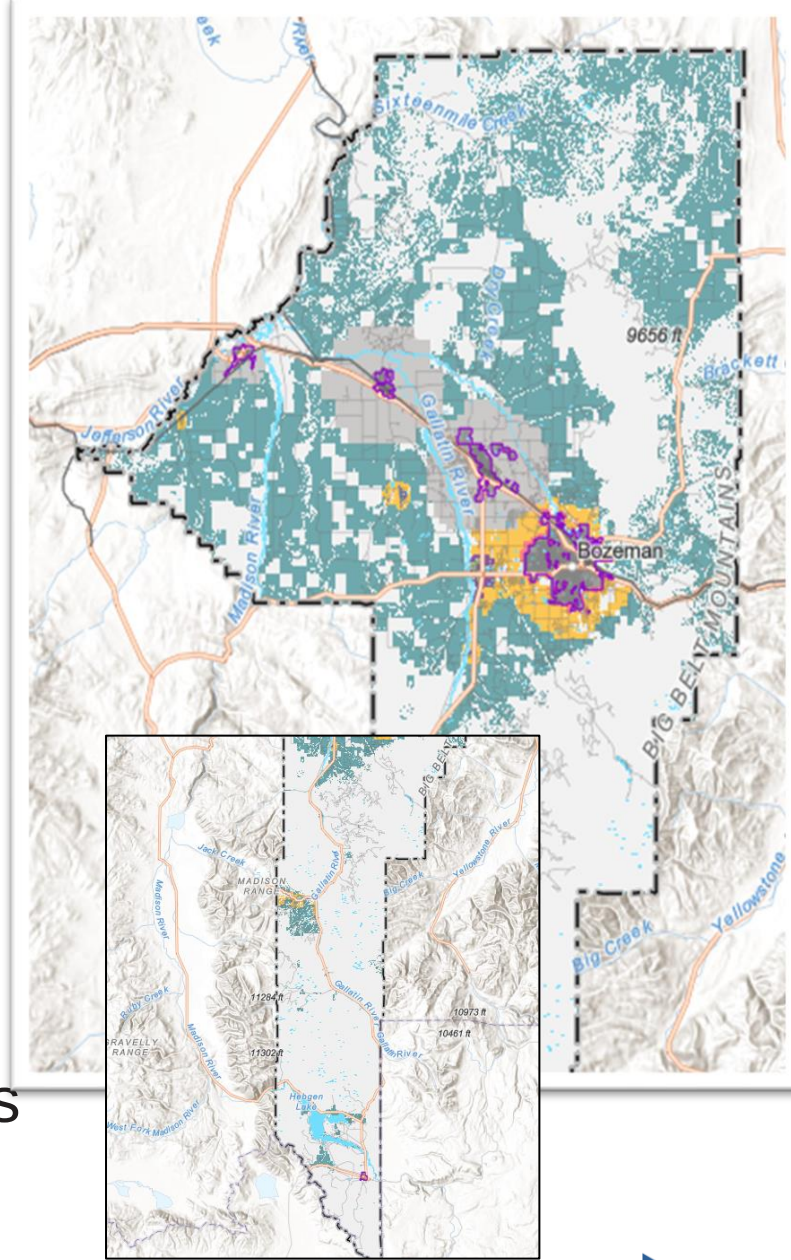
- **Purpose:** Allow for carefully planned growth in areas with some development constraints, with optional incentives for creative projects that provide some public benefit

Open and Working Lands

- **Purpose:** Appropriately limit growth in areas with multiple development constraints, while supporting contiguous areas of working, agricultural, and environmentally sensitive lands.

Public Land, Protected, and Constrained Areas

- **Purpose:** Identify areas limitations on development in areas that cannot accommodate growth due to the influence of limiting factors outside of the County's control.



Density Recommendations

- Recommendations **not** regulations
- Do **not** supersede existing zoning
- Developed with consideration of:
 - Goals and policies of the adopted Growth Policy
 - Suitability analysis and overlays: Best available data
 - Stated purpose of FLUM category, described in “Rationale”
 - Extent of alignment between existing zoning districts and Growth Policy
- Made available with entirety of the Draft FLUM content for public comment during Round 2, and generally positively received



How are Special Topics Addressed?

Integrated within FLUM Categories:

- Agriculture
- Accessibility
- Housing
- Transportation and Connectivity
- Water Quality and Quantity

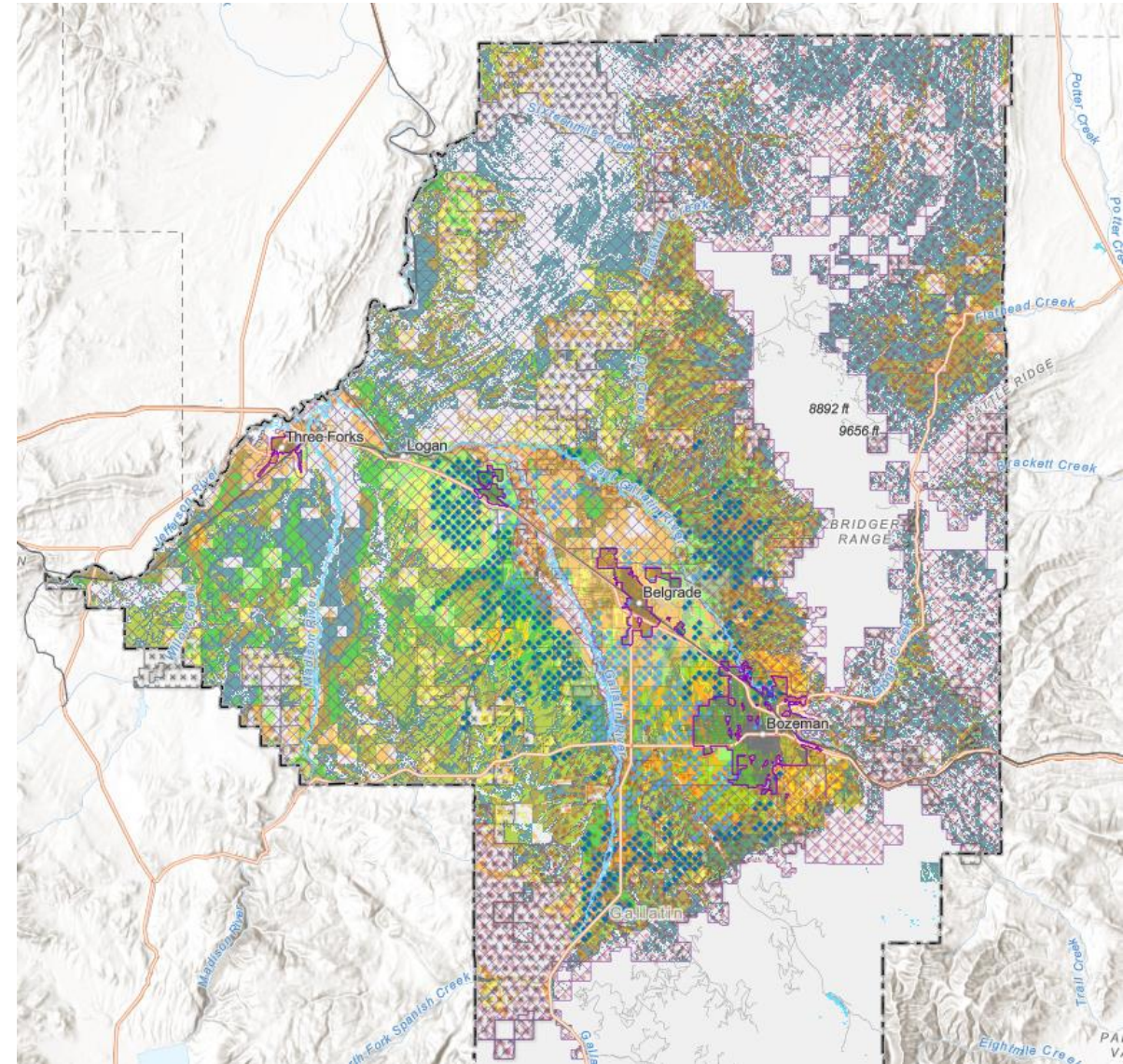
Recommendations		UGA	RGA	AHA	PIHA	MGA	OWL
7	In land use policies and regulations, include protections for ditches, enforceable during the development review process, including but not limited to: a. Acknowledgement of existing ditch access easements established by state law, b. Prohibition on building, grading or otherwise encroaching on existing easements in zoning, including ditch easements. c. Work with ditch companies and water conveyance facility stakeholders to establish minimum noninterference setbacks for ditches to be incorporated in land use and development regulations as a measure of protection enforceable during development review. d. Requirements for field verification of ditches prior to subdividing or building. e. Continue or expand on existing protections established in subdivision review, such as the requirement for developers to contact adjacent ditch companies and water conveyance facility stakeholders to verify non-interference easements and other requirements, lot line offsets, and setbacks from ditches.	X	X	X	X	X	X
8	Developers and property owners should explore potential partnerships and even memberships within ditch companies, to support the long term viability and maintenance of these systems and coordination in the stewardship of water resources.	X	X	X	X	X	X
9	Ensure development standards include Cluster provisions, or otherwise rely on density rather than minimum lot sizes, to allow smaller lots to be carved off from a larger tracts for sale to support continued agricultural production.			X		X	X
10	Cluster and Planned Unit Development provisions should be crafted to promote functional uses of reserved, undeveloped space.					X	X
11	Ensure land use regulations do not limit the ability of agricultural producers to diversify income as needed, with measures to mitigate potential impacts like traffic, light, noise, etc. Some examples may						



How are Special Topics Addressed?

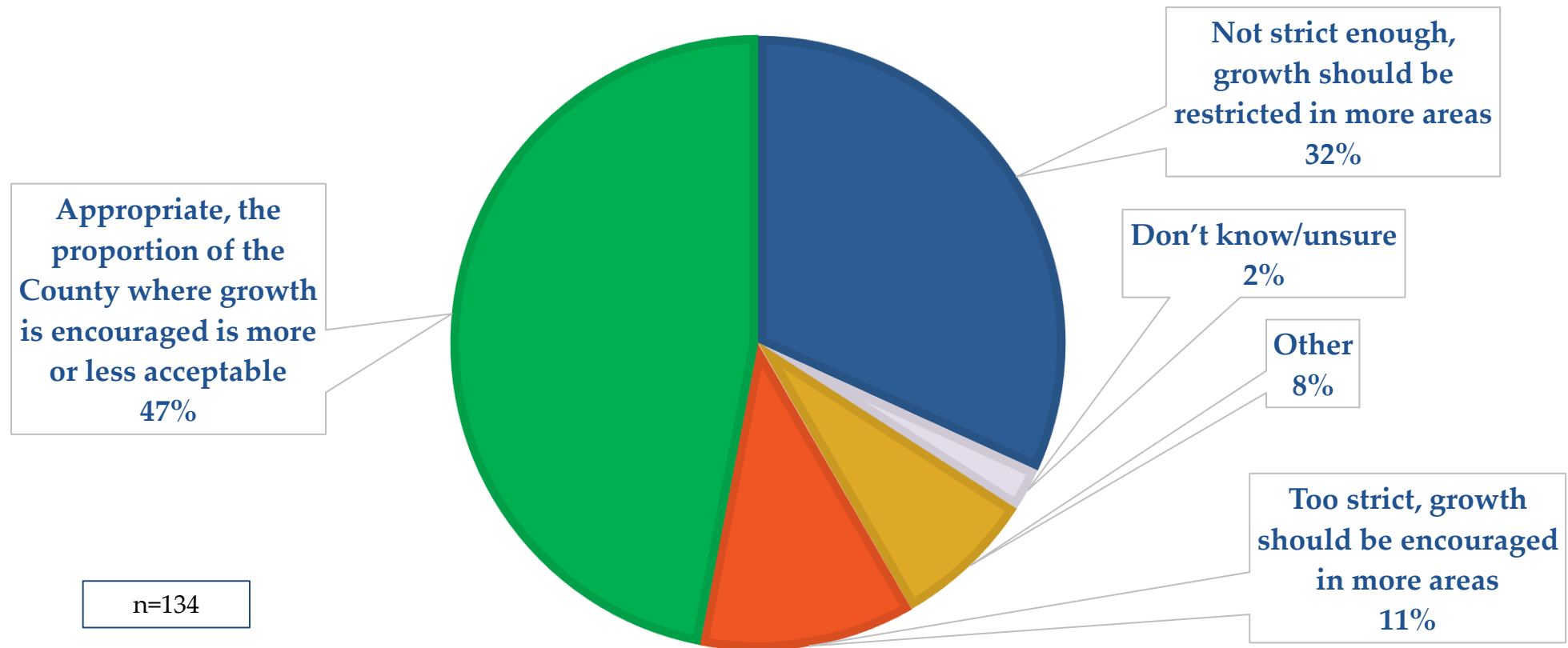
Overlays:

- Wildlife Overlays
- Groundwater Nitrate
- Groundwater Recharge
- Soils of Agricultural Importance
- Conservation Easements
- Open Space and Parkland



Round Two Survey Results

THE FLUM APPROACH IS.....



Amendment Process

FLUM Amendments: Integration of new/updated data following the **methods, criteria, and processes** used in FLUM

Who: Public or Planning Department

How:

Administrative updates: Official boundary, public property ownership, or property agreement updates

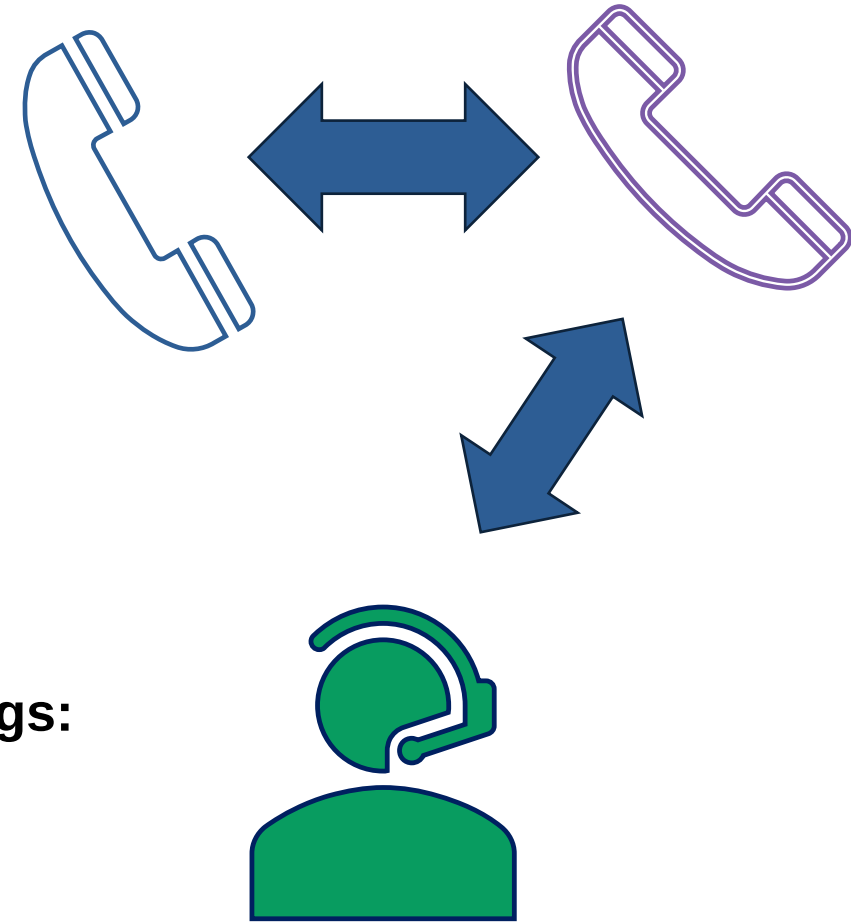
Other updates:

- Require public hearing
- Must meet Growth Policy amendment criteria
- Must meet new data criteria



Emerging Opposition

- Throughout development of FLUM, project team has addressed waves of opposition often based on a misunderstandings compounded with peer-to-peer sharing
- Staff has been available to respond to questions continuously and will continue to be available to address concerns
- Feedback is welcome, both positive and critical
- **Many oppositional comments are based on misunderstandings:**
 - FLUM is regulatory or de-facto regulation
 - Recommendations in the FLUM will not change
 - Developers will need to amend FLUM to propose projects
 - Lines on the FLUM are arbitrary
 - Public participation was atypically low



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☒ Amendable	☐ Going to impact existing approvals



Thank you and Next Steps

