Envision Gallatin

LAND USE & HOUSING STRATEGY

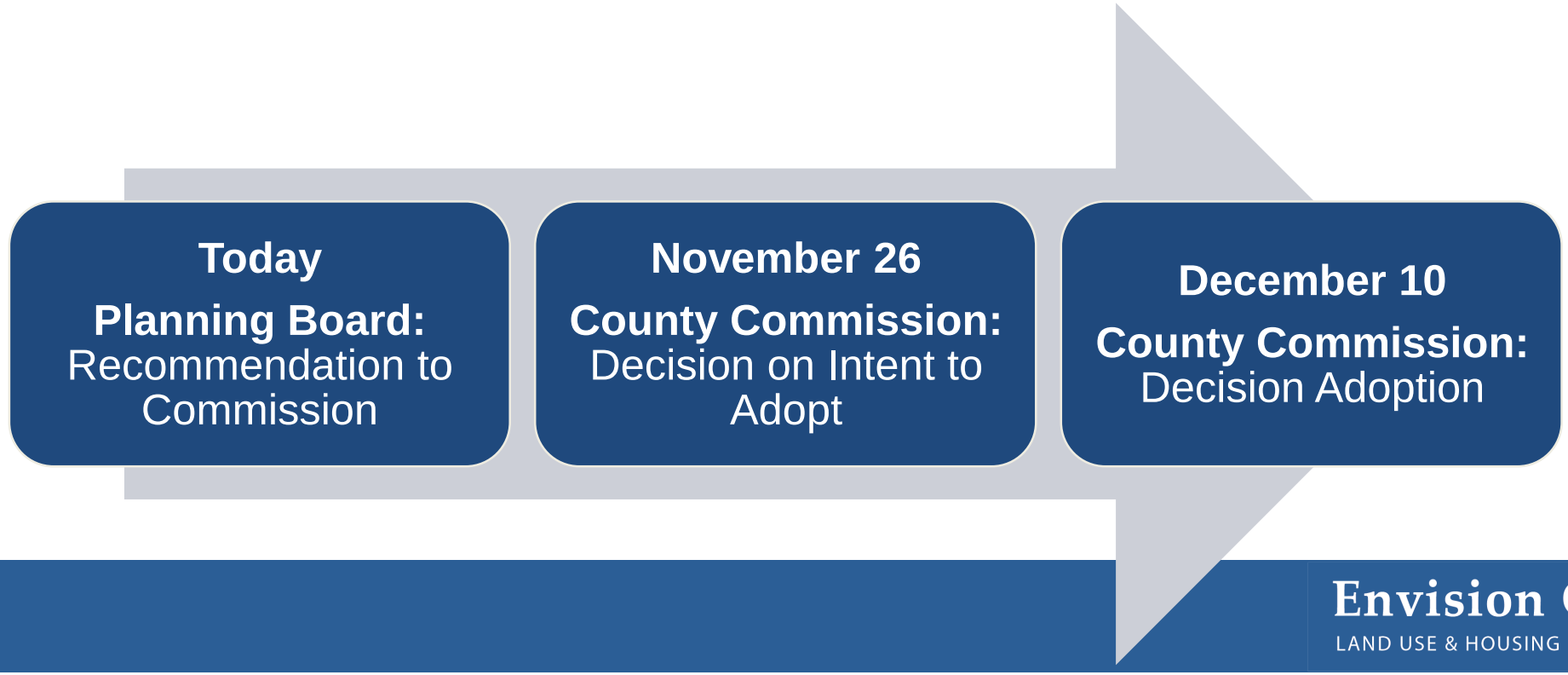
Gallatin County Future Land Use Map

Amendment to the Growth Policy

November 19th, 2024

Purpose of Hearing

- **Recommendation to County Commission on the adoption of the Future Land Use Map as an Amendment to the adopted Growth Policy**



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 adopted **Gallatin County 2021 Growth Policy Implementation Table** and is required by Montana state law

- The **Future Land Use Map (FLUM)** serves as a community's visual, spatial guide to manage future growth consistent with their goals

- Builds on the goals and policies identified in the 2021 Growth Policy, and is **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

What the FLUM is and is not

The FLUM is:	The FLUM is not:
☑ 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

Project Timeline

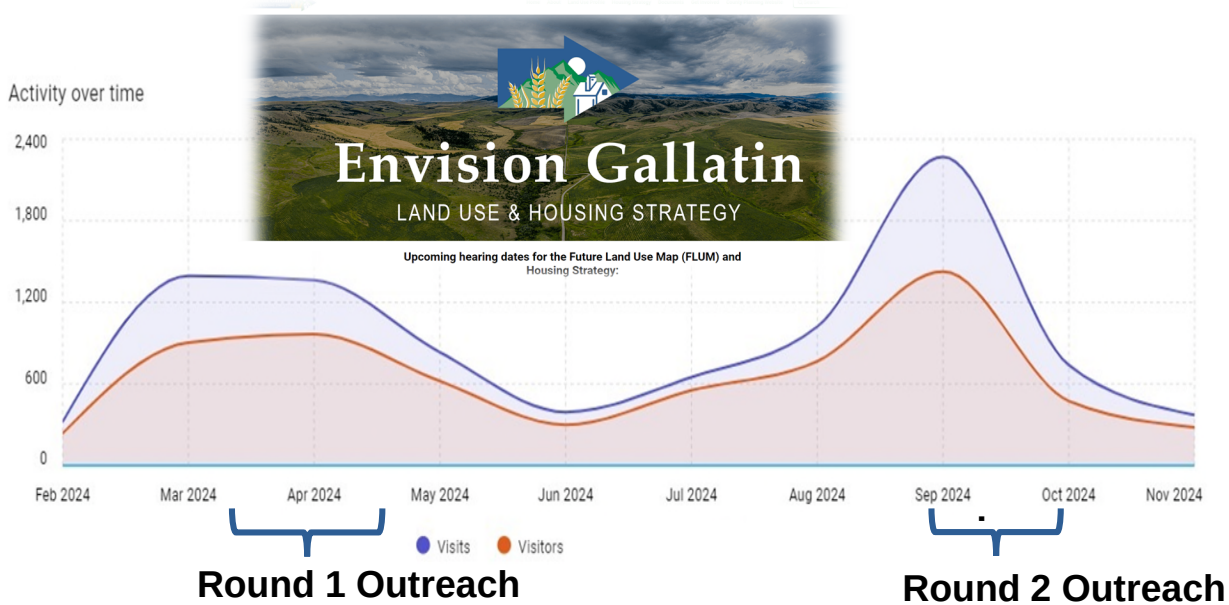
We are here!



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!

Round One Outreach – Visioning

8 practitioner meetings with **66** participants

5 public meetings with **145** participants

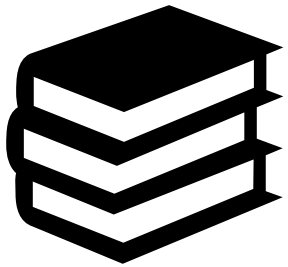
County Adopted Planning Documents *(and associated public input)*

61 e-mailed comments

316 survey responses

216 comments on existing conditions maps

Press releases
List serve
Social Media
1,903 website visits



Steering Committee

DRAFTS



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

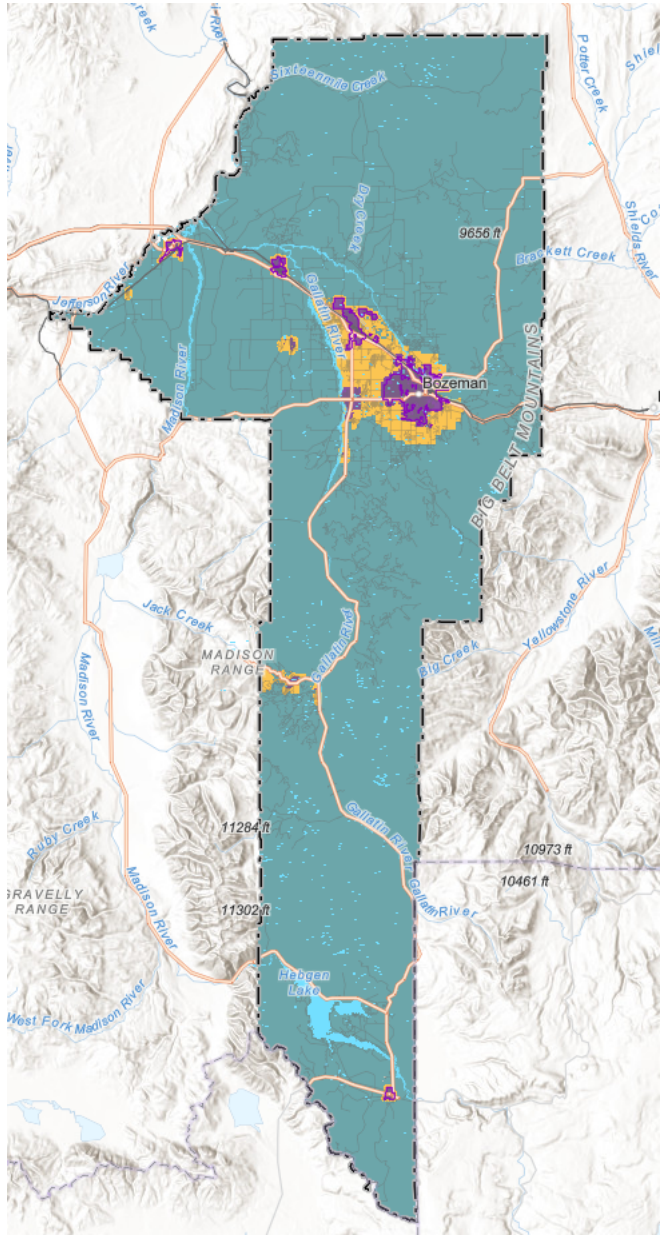
Foundation – Growth Policy & Round 1 Outreach

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 Commons[1], Conservation Easements, Public Lands
- Municipal Jurisdictions: Municipalities and Municipal Planning Areas



How was the FLUM Developed?

SUITABILITY

INCLUDES:
DEVELOPMENT SUITABILITY ANALYSIS

- EXCLUDED
- LEAST SUITABLE
- MODERATELY SUITABLE
- MOST SUITABLE

+

SPECIAL TOPICS

INCLUDES: RECOMMENDED STANDARDS, IMPACT MITIGATIONS, INCENTIVES, CONSIDERATIONS

INTEGRATED

- Housing
- Agriculture
- Accessibility
- Water Quality & Quantity
- Transit / Connectivity

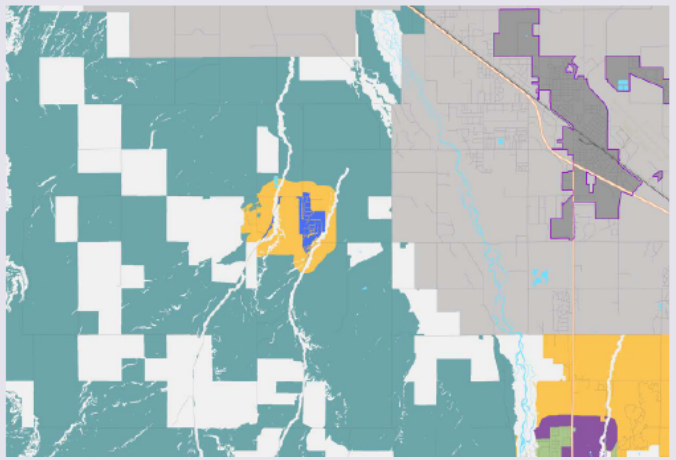
OVERLAY

- Future Public Infrastructure Areas
- Ag. Soils
- Groundwater Recharge
- Groundwater Nitrate
- Open Spaces
- Wildlife Conflict

=

COUNTY-WIDE FLUM CATEGORIES

INCLUDES: PURPOSE, RATIONALE, METHOD, GENERAL LOCATIONS, DEFINING CHARACTERISTICS, AND GUIDELINES



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
List serve
Social Media
2,039 website visits

Steering Committee

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

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.

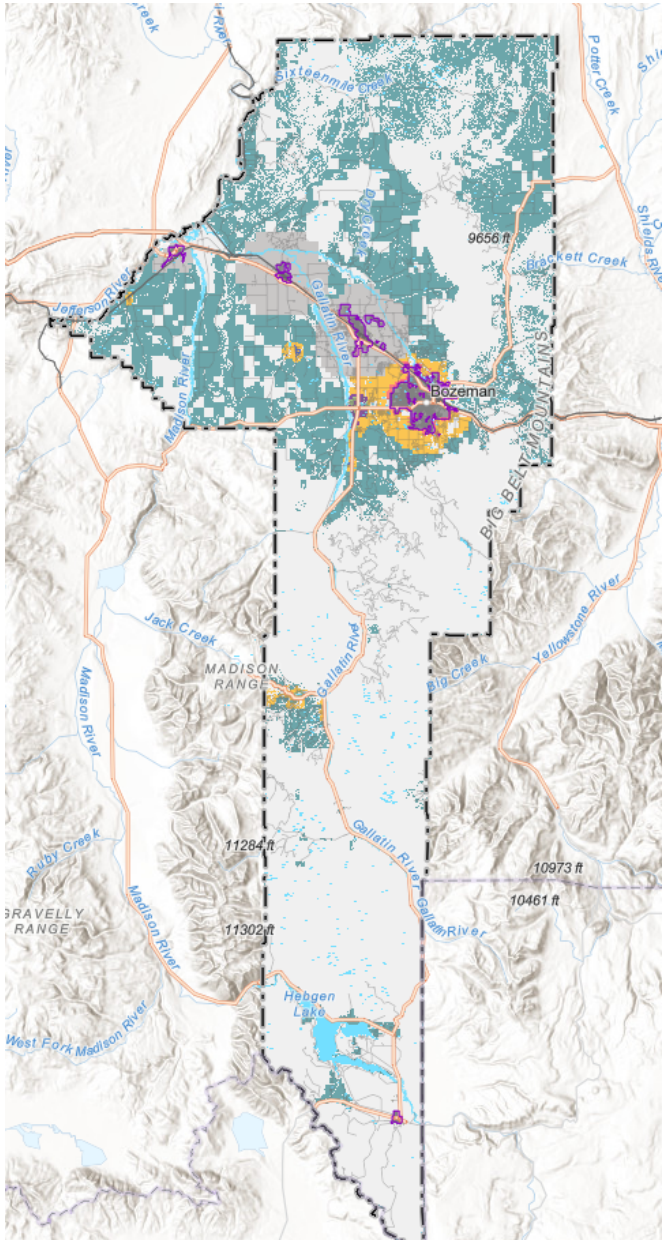
Where the FLUM Directs Growth:

As Is:

- Urban Growth Areas
- Rural Growth Areas

Contingent on Infrastructure:

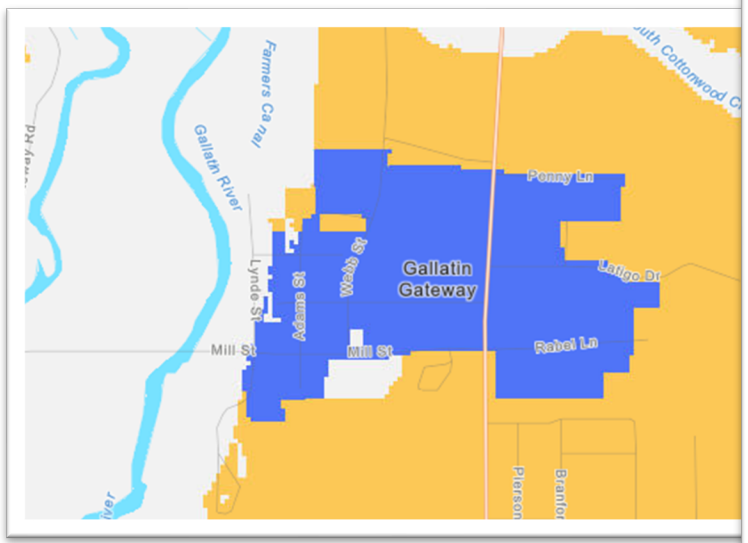
- Annexation Holding Areas
- Public Infrastructure Holding Areas

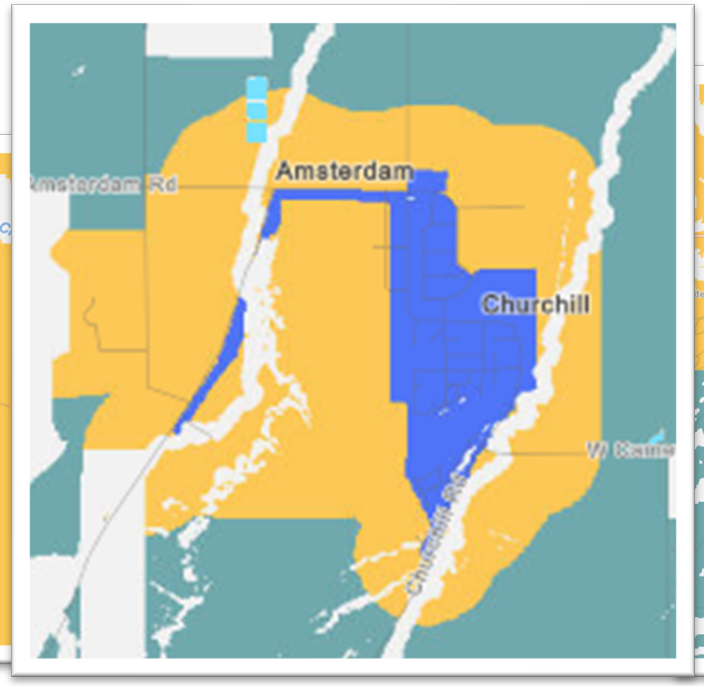


Urban Growth Areas

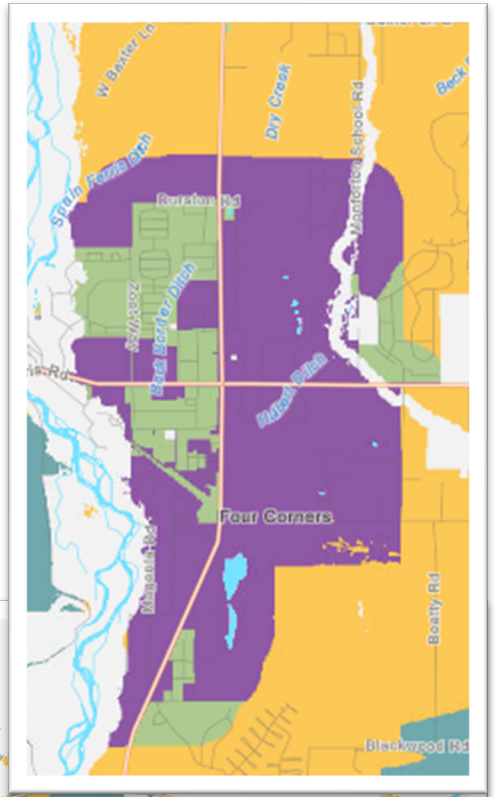
Rural Growth Areas

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





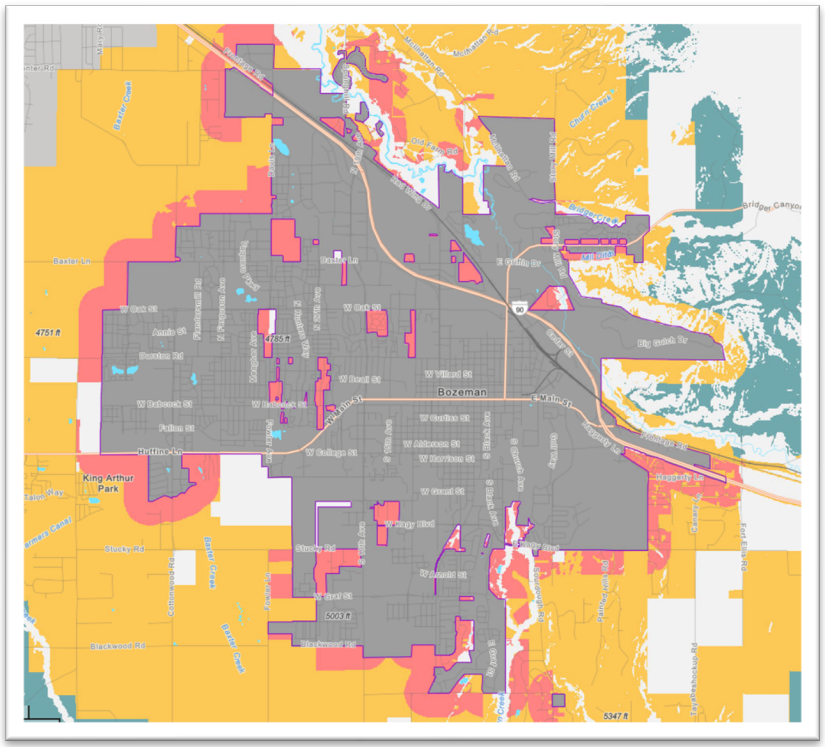


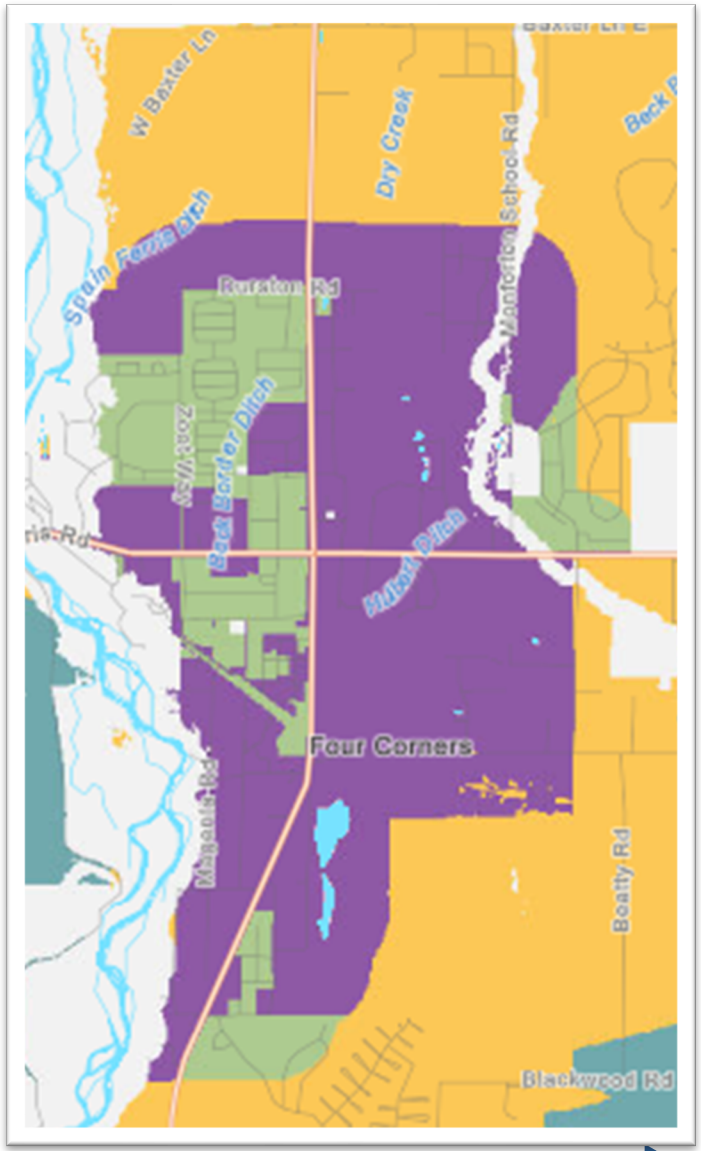


Annexation Holding Areas

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

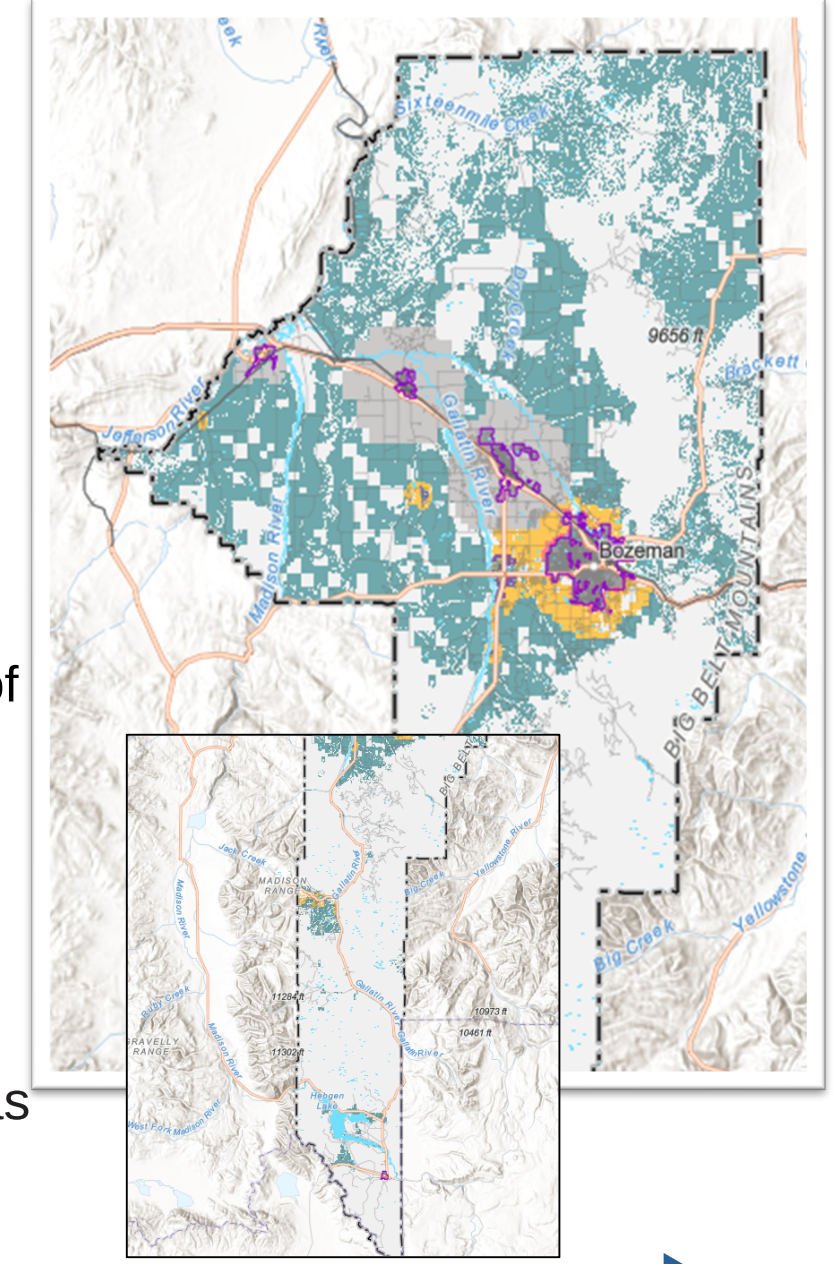
- ***Purpose:*** Allow for carefully planned growth in areas with some development constraints, with optional incentives for creative projects that provide some public benefit

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.



How are Special Topics Addressed?

Integrated within FLUM Categories:

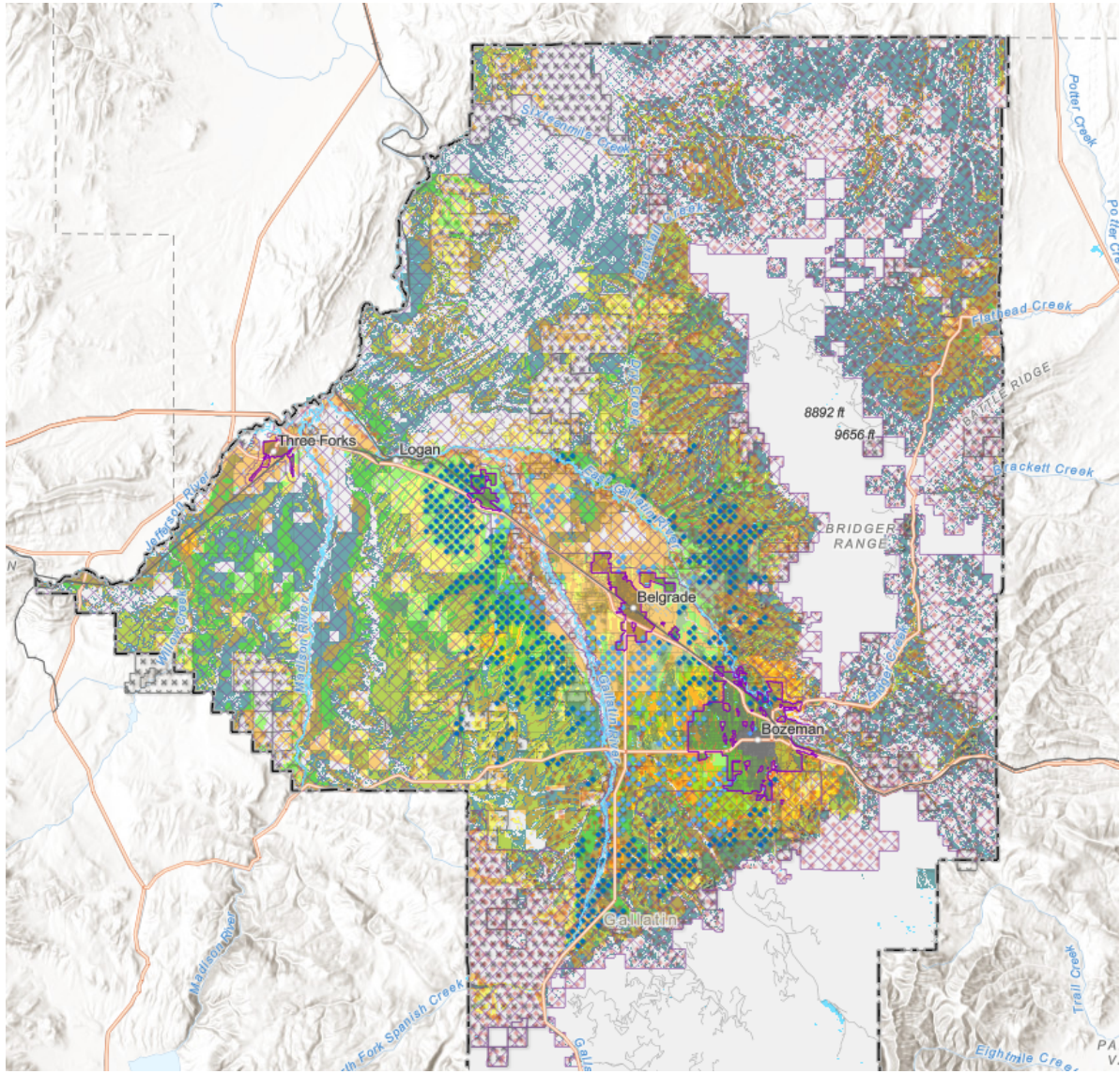
- Agriculture
- Accessibility
- Housing
- Transportation and Connectivity
- Water Quality and Quantity

	Recommendations	UGA	RGA	AHA	PHA	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?

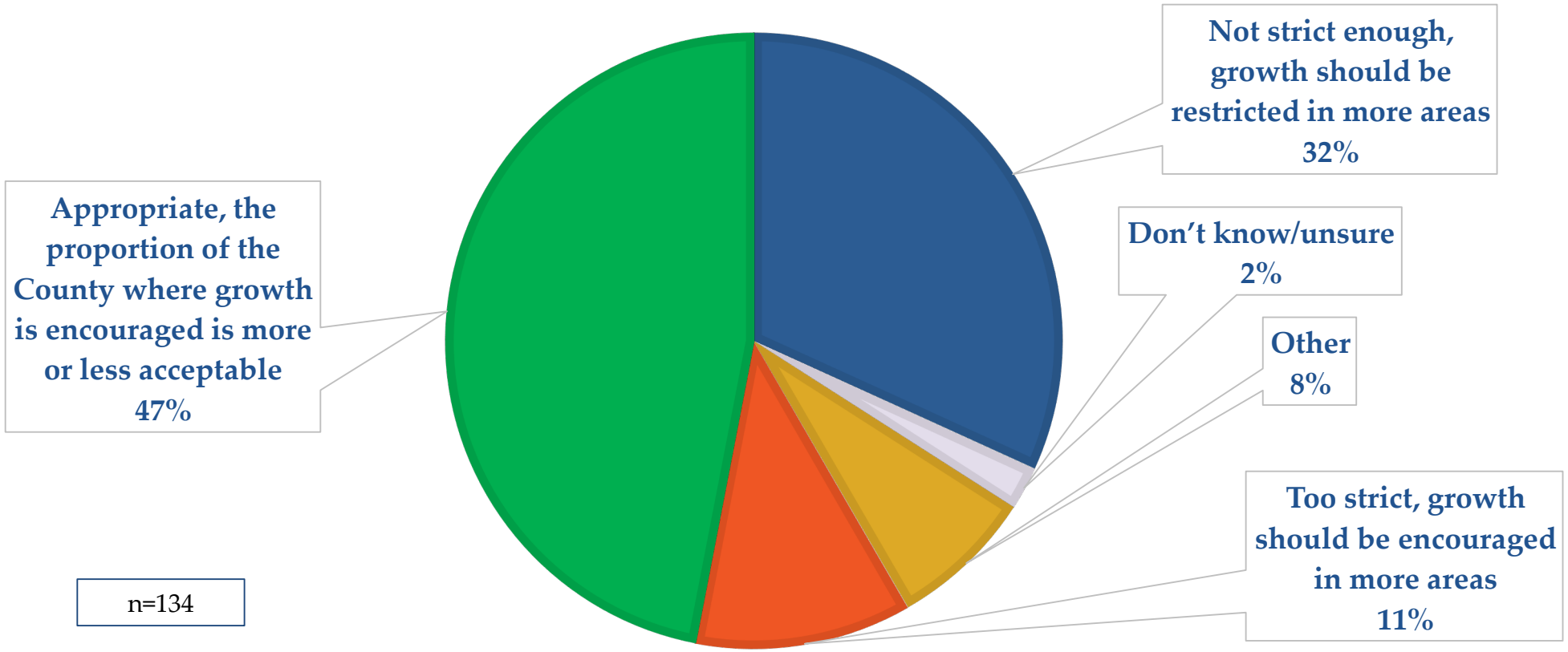
Overlays:

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



Survey Results – Round 2

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

What the FLUM is and is not

The FLUM is:	The FLUM is not:
☑ A tool illustrating the **community's vision for growth**	☒ **Regulatory** (it's a guiding document)
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☑ **Amendable**	☒ Going to **impact existing approvals**

Thank you and Next Steps

Today

Planning Board: Recommendation to Commission

November 26

County Commission: Decision on Intent to Adopt

December 10

County Commission: Decision Adoption