### Gallatin County Board of Park Commissioners



### FY 2006 STRATEGIC PLAN

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#### **EXISTING CONDITIONS**

The current population of Gallatin County is estimated to be nearly 68,000 people (based on the 2000 census) with nearly 45% of the residents living outside the five incorporated towns. Gallatin County continues to be one of the fastest growing counties in Montana.

State and county regulations require that the developers of major subdivisions donate parklands. In the absence of a comprehensive park and trail plan, this has resulted in 40+ county owned parks totaling 245+ acres of land and 17+ Homeowners' Association Parks totaling 245+ acres of land. The majority of these subdivision parks are five acres or less in size, and are scattered throughout the county. The vast majority of these parks are undeveloped and unmaintained, and master plans for their development do not exist. Many of these parks are not signed or open for public access and in some cases, infested with weeds. Much of the dedicated parkland in the county may not be useable for ball fields or group activity based recreation. Historically the land dedicated for parks has been land that was not suitable for building homes on. In other cases, the parkland dedicated is the area that was set aside for the septic drain fields, making it unusable for developed park facilities.

This means we currently have .44 acres of parkland for every resident of Gallatin County or 44 acres per 1000 people.



In 2000 and again in 2004, Gallatin County residents approved a \$10MM bond for open space acquisition. Gallatin County purchased a 100-acre regional park in 2002 utilizing those bond funds, however, because of contract issues and limited county staff capacity, the Regional Park has not been developed. The Gallatin County Trails Plan was adopted in 2002 but aside from assisting with trail additions through the subdivision review process, the County is able to give only limited assistance with implementation of that Plan. The implementation and maintenance of trails is falling to volunteers and civic groups, chiefly the Gallatin Valley Land Trust. On a positive note, we are fortunate to have easy access to over 600,000 acres of National Forest and Park lands and 3000+ acres in seventeen State Parks within Gallatin County.

Gallatin County is one of the fastest growing counties in Montana, has a population of over 68,000 and has over 41 parks (including an undeveloped 100-acre Regional Park), yet has no Parks Department, and no dedicated source for paying for park and trail development and maintenance.

#### NEED TO IMPROVE PARKS AND TRAILS PLANNING AND PROVISION

The population of Gallatin County has been predicted to reach and probably exceed 100,000 by 2025. At that time, at least 50,000 residents or **one half of the County's population will probably live outside the five incorporated towns**. Faced with increasing population, subdivision, and requests for recreational facilities, Gallatin County must make a change in the methods used to address the provision of public parks and recreation.

In order to better define the existing and current requirements for parks and recreation in the county we must abandon the old method of simple formulas for dedication of raw land. What has not been addressed by that method is a number of questions:

- What is Gallatin County's role in providing recreational services and amenities to an increasingly urban county?
- Are we providing the appropriate level of recreational facilities and services for the public?
- Will our current policy resulting in a mixture of predominantly small public and private subdivision parks scattered throughout the county meet our recreational needs in upcoming decades?
- What is Gallatin County's role in providing recreation with relation to the other recreation providers in the county?
- How can we provide a template to guide the subdivision process resulting in an interconnected park and trails system?
- How can we finance park and trail construction and maintenance along with all the other services the County is asked to provide?

The concept of creating a better park system rather than focusing only on land dedication was the nexus of the recommendation by the Gallatin County Parks and Trails Task Force in 2004. Their recommendation was to create a system of interconnected parks and trails that would serve a broader segment of the public. The Task Force recommended development of a comprehensive plan for parks, trails and recreation facilities and to develop a way to finance these facilities.

#### STRATEGIC PLAN

Based on the history of efforts to provide park and recreation services in Gallatin County, the Board of Park Commissioners has adopted the following goals and objectives for its strategic plan to move toward a higher recreational Level of Service for the people of the county.

#### Mission Statement:

To provide a system of interconnected parks and trails for a wide range of recreational opportunities.

#### GOAL 1: COMPLETE A MASTER PLAN FOR PARKS AND TRAILS

The primary goal of the Board of Park Commissioners is to complete a Master Plan for Parks and Trails in Gallatin County. The last comprehensive park and recreation planning effort was the <u>1989 Gallatin County</u> <u>Recreation Plan</u>. Little or nothing has been accomplished of this 16-year-old plan since its adoption. As populations have grown and the demographics of Gallatin County have changed, the expectation for recreation services has also increased. To complete this goal, the Park Commission will create a Master Plan based on Level of Service (LOS) standards that will address the recreational needs of the public for future generations. This would be a direct abandonment of our traditional parkland dedication requirements that are based on acreage formulas.

In order to provide a plan that is based on LOS standards the Park Commission will have to undertake a comprehensive analysis through public meetings, external surveys, GIS based modeling and other input devices. Using both qualitative and quantitative data, the Park Commission will answer the basic questions of where we have been, where are we now, and where are we going.

The intended outcome of this process will be to create a method by which developers would come to the Board of Park Commissioners (or support staff) and work out the details of park dedication, type of facility, location of facilities, and maintenance. By doing this, the park and, in the future, trail design and location will occur prior to a development being submitted to the planning authority for subdivision review. This system would be far more effective than the Park Commission trying to review each individual subdivision after they have been designed and submitted for review.

#### Objective 1.1: Complete an inventory of existing parklands

In order to determine our current situation we must have a completed inventory of existing park and recreation facilities in the county. Additionally, an updated inventory is required by state law in order to sell or trade any parkland so designated through the Master Plan.

The County will have a GIS technician complete an inventory that will include a site visit and location of parks based on our parcel data, a photo archive of the parcel, a classification of that parcel as to its ownership, i.e., county park, subdivision park, private or public access to the park, its current condition, and its geographical structure. The attributes listed in the inventory should be similar to the criteria used in the 1989 Recreation Plan to identify tracts for disposal.

From the inventory, a database will be created of existing parklands in the county listing its attributes. The database will be linked to a classification system and a GIS layer created that will show the location of the parcel and its attributes.

In order to complete this objective the Park Commission will have to undertake the following activities.

- a. Recruit a GIS technician to conduct the county inventory
- b. Establish a budget for the inventory completion including workspace, travel, insurance, computers, IT expenses, etc.
- c. Working with county GIS department, develop a classification system for existing parklands that can be easily input into a GIS layer and updated as new parklands are dedicated. The classification system will need to address the following:
  - a. Size in acres
  - b. Ownership
  - c. Current condition (primitive, partially developed, developed)
  - d. Topographic condition
  - e. Type of park (park, linear park, open space)
  - f. Access
- d. Create a database for existing and future parklands
- e. Combine the existing parkland layer with the existing and proposed trails layer, and existing and proposed school sites
- f. Review 1989 Recreation Plan disposal criteria to ensure inventory reflects those attributes
- g. Determine the scope of the inventory that needs to be completed (county lands only or inside municipalities)

#### Objective 1.2: Complete survey or study to determine park and recreation needs

The Park Commission will conduct a survey or study of the public to determine what the recreational needs of the community are. After the survey of needs is completed, LOS standards for Gallatin County can be developed. LOS standards from other similar communities will also be examined for equity purposes. This study is critical to determine what the LOS standards will be as we plan for better recreation facilities and services in the future. Without the study to determine the LOS standards we will be again left with uncontrolled dedication of parklands with no plans in place for use, operations or maintenance.

From the analysis, we will be able to determine both the future needs and the land requirements for future dedications of parklands based on expanding populations. To undertake a survey of this nature the Park Commission will contract with a consulting group experienced in the process of combining quantitative and qualitative data that can be implemented through a GIS based modeling system.

This is necessary if we are to move towards a dedication system through subdivision that locates parks centrally and utilizes cash in lieu over dedication when beneficial. Additionally, the LOS standards are critical for understanding how future resources will be allocated to recreation; disposal of existing parklands; identifying the funding requirements needed for the development; operation and maintenance of recreation facilities; and most importantly, justification of a funding initiative to support recreation.

#### Objective 1.3: Complete G.I.S. modeling for park development needs

Once we have completed the inventory and the LOS study, we will move to designing a new system for the location of recreation facilities. To do this we will develop a GIS based modeling system that will utilize the data from the inventory and the LOS study. From the GIS modeling system, the Park Commission will be able to identify a design for interconnected developed recreation facilities based on expanding population patterns, subdivision location, and transportation infrastructure. From this model we can determine the

general vicinity that parks should be located in conjunction with new development, and identify existing parklands that maybe sold or exchanged in order to establish larger centrally located parks.

An outside contractor in conjunction with the County GIS department will develop the GIS model. It is critical that the modeling system created can be continually updated through county resources and that all data is based on county GIS standards.

#### Objective 1.4: Draft and adopt a revised Gallatin County Park and Trails Master Plan

Once recreational needs and standards are determined and we have completed an analysis of the recreational resources in the county, we will develop the revised Park and Trails Master Plan. Standards to guide planning at the neighborhood level for trails will be developed. We may also examine the transportation and education plans to guide park and trail locations. Utilizing the new LOS standards, we can then identify shortfalls or excesses, and prioritize the greatest needs for facilities and/or services. The final step will be to secure adoption of the revised Gallatin County Parks and Trails Master Plan from the County Commission. Throughout the entire process, public comment and review will be sought from community members and recreation partners.

## GOAL 2: ADDRESS ISSUES OF OPERATION AND MAINTENANCE REQUIREMENTS FOR COUNTY PARKS AND TRAILS.

Our second goal is to identify and address the requirements for the operation and maintenance of recreation facilities. The county currently has no park maintenance department, equipment or funding to conduct even minimal maintenance on county parklands.

Using the City of Bozeman estimates for acquisition, operations and maintenance of parklands of \$1835 per acre we can estimate that the existing need for fully developed recreational facilities will be roughly \$1.357 million dollars. This figure is based on the 10 acres per 1000 people standard. To truly gauge the requirements for maintenance we need to look further than the traditional land based formulas to the LOS standards. Depending on the LOS formula we may require more or less annual funding for parks and recreation. To complete this analysis we will contract with an outside entity to work with existing professionals to determine our funding needs for operations.

This component is critical if we are to establish a county-wide source of funding through a Levy.

#### Objective 2.1: Conduct an operations and maintenance cost analysis

Using outside Contractors we will incorporate into the Master Plan a study that will utilize local information and national data standards to estimate the cost of maintenance and operation for park and recreation facilities in this valley. The estimates will be based on the LOS standards developed through the Master Planning Process.

Objective 2.2: Create and adopt Operation and Maintenance Standards for the Gallatin County Park and Trails System.

Potentially, desired standards may be queried during the needs questionnaire, or in focus group discussions with other recreation providers and park/trail users. Secure and examine standards from other comparable communities.

#### Objective 2.3: Establish interagency, intergovernmental or countywide parks maintenance program

One of the challenges the Park Commission will face is the jurisdictional boundaries of municipalities and the county. There exists a belief that municipalities provide most of the developed recreational facilities and those residents outside of the municipalities use them without paying. Additionally, some areas of the county have done a far better job developing recreation facilities than others. The structure of the potential tax levy and funding scenarios will also be impacted by the jurisdictional issue.

In order to instill confidence in the voters of the county we need to show that we have done everything possible to combine resources between county and municipalities to provide recreation services at a reduced cost. Through the cost of services analysis we should be able to develop a scenario using either expanded jurisdictional boundaries for park maintenance or combine all park and recreation maintenance into one countywide entity.

This needs to be looked at from the perspectives of management, logistics, costs and equity.

#### Objective 2.4: Establish funding sources for parks and recreation programs

Our next objective will be to establish a funding source for the construction, operations and maintenance of recreational facilities. We must analyze the different funding methods available for parks and recreation and determine the public support for funding. While there are various methods of funding that need to be looked into, a consistent source of funding needs to be achieved through annual tax revenue if we are to expand our recreation facilities. There are two methods available to the Park Commission to achieve this, a mill levy or a bond.

The county has currently passed two bonds for Open Space Conservation. Bozeman and Belgrade recently approved bond measures for high school improvements. At some point in the future, it is anticipated that the County will once again seek funding for jail improvements. These existing and potential bond commitments add a large amount of debt to the taxpayers and may reduce the willingness to support additional increases. Bonds are not an effective tool for operation and maintenance since they have to be reauthorized once they have been expended and there is no certainty of reauthorization.

When considering that maintenance will be required in perpetuity the only tenable public funding initiative is a mill levy. The current value of a mill levy in the county is roughly \$166,000. This would mean that based on our suggested per acre requirement we would need an increase of a minimum of 8 mills. This is not taking into account the LOS standards, which may bring our funding needs into a higher or lower requirement.

The "2004 Report of Recommendations" from the Gallatin County Parks & Trails Task Force recommended that the ability to assess a fee per household be added to MCA 7-16-101 through a legislative amendment. The next opportunity for seeking this fee per household (after legislative action) would be during the November 2006 General Election.

Objective 2.5: Create business plan for generation of revenue from existing park facilities

In order to show the public that we have looked at all avenues of funding recreation in the county, without going to the voters first, we must examine other alternatives for partial funding of our programs. One of these methods will be to look at existing and future recreational facilities for value added programs. Other counties have been successful in establishing recreational opportunities that can generate revenue to pay for their maintenance.

Those revenue generation programs may be from leases of parkland to private individuals, businesses or nonprofit groups, fee recreational areas, day use permits, concerts, or other county sponsored events.

To complete a business plan of this nature will again require a significant amount of planning and analysis to determine the possible scenarios available. It would be best to contract with an outside entity with experience in creating value added recreation facilities to assist the county.

#### Objective 2.6: Supervise planning, development, and maintenance of the County Regional Park

In 2002, Gallatin County purchased a 100-acre Regional Park located between Durston and Oak Streets for \$2.4 million. Because the County does not have a Parks Department, the purchase, design and development of this park has been largely conducted by the volunteer group FORParks. It is assumed that development of the Regional Park will continue to be largely a volunteer effort until a funding source for a Gallatin County Parks Department or other regional park entity can be established. In the interim, the Board of Park Commissioners, working with FORParks, will provide for adoption of a master plan through a public process, creation of a facilities and infrastructure construction plan, necessary permitting, contracting, and maintenance of this park.



#### GOAL 3: UPDATE CURRENT RULES AND REGULATIONS

Through the creation of the Park Commission, the County Commission emphasized that an official entity was needed to oversee the administration of parks and recreation in the county. The county has a backlog of issues needing to be addressed regarding existing parklands. The Master Plan will help guide the process of developing better use regulations in the future, however the Park Commission will be required to address existing requests and complaints prior to the completion of a Master Plan.

#### Objective 3.1: Review of individual subdivisions for parkland and trail dedication

Our first objective for updating current rules and regulations will be to determine the level of participation the Park Commission will have in the dedication of parklands and trails through the subdivision process. The County Commission has indicated that they are interested in the Park Commission becoming more active in the subdivision process in order to develop better parks in relation to growth.

The Park Commission intends to become proactive in the location of recreational facilities through the Master Planning process. Rather than review each subdivision in isolation we will look towards comprehensively locating parks and trails based on the Master Plan and LOS. In order to accomplish this we will need to review the legal abilities of the park dedication requirements through the subdivision and zoning regulations and other state laws to determine what requirements we can place on developers to ensure a better park system. Through this process, we will work closely with the existing Gallatin County Trails Committee that advises the Planning Board. Providing certainty to the public and development community regarding the location and standards for park and trail development will be critical to making this work.

#### Objective 3.2: Weed management on county parklands

One of our largest maintenance responsibilities is the spread of noxious weeds through county parks. While the county weed department does maintain some of our parks, there is limited time and resources to properly manage the current weed problem. As we add more and more acreage to our current system, we anticipate this situation will only worsen.

To address this issue we will use the data from the inventory to develop a weed management plan in cooperation with the county weed department. This plan will include a review of existing management needs, costs for existing management, responsibility of weed management, cost sharing and management agreements with homeowners associations and possible civil fines for noncompliance with the management plan.

The Park Commission intends to actively manage noxious weeds on all county parklands.

#### Objective 3.3: Update existing regulations

The 1989 Recreation Plan was the last time that we made any changes to the rules and regulations governing use of county parks. In order to adequately address current requests for enforcement of perceived violations in county parks, we need to update existing regulations.

These regulations need to include the enforcement mechanism to deal with violations of county ordinances. The Park Commission has the authority to enforce their rules including levying fines to those individuals who they believe are in violation. The following will be completed:

- a. Consultation with County Attorney on legality of enforcement
- b. Consultation with County Compliance Officer on methods of enforcement
- c. Establishment of violations as civil or criminal
- d. Adopt a MOU with the County Sheriffs office outlining how violations will be handled
- e. Authorization from the County Commission to use County Compliance Officer for enforcement needs.
- f. By resolution create Park Warden with directed actions.

#### Objective 3.4: Create guidelines/ordinances requiring adoption of Park Master Plans for County Parks.

Prior to the development of a County Park, a Park Master Plan should be adopted through a public hearing process. The Park Master Plan will identify planned facilities and infrastructure, natural or restored areas; and will include a development schedule, financing sources, and maintenance plans. This is to ensure that neighbors and the greater community agree on the level of development to be undertaken in each County Park and to provide residents the opportunity to comment on permanent commitments to park maintenance. Master plans will need to be developed for the existing county (and private?) subdivision parks that will be retained.

#### GOAL 4: IMPLEMENT EXISTING TRAILS PLANS

In 2002, the County Commission adopted the <u>Connecting Communities</u>: <u>Gallatin County Trails Plan and</u> <u>Report</u> after over 1 <sup>1</sup>/<sub>2</sub> years of work by 10 county residents. This Plan provides a template for linking our county through healthy and scenic trail opportunities.

#### Objective 4.1 Implement the 2002 Gallatin County Trails Plan and Report

Assist with implementation of the two highest priorities in the Plan: the connection of Belgrade and Bozeman via trails. Assist with coordination between Bozeman, Belgrade, and Gallatin County; the utilization of C-TEP funds; and scheduled road improvements to accomplish these goals. Assist non-profits and other communities in the County, at their request, in order to implement the other high priority recommendations in the plan.

## GOAL 5: INVOLVE THE COMMUNITY IN THE PLANNING, DEVELOPMENT, AND MAINTENANCE OF COUNTY PARKS AND TRAILS

Gallatin County residents highly prize their recreational opportunities and quality of life, indeed that is why many of us live here! Many communities throughout the county have dedicated volunteers that assist with the provision of parks and trails in their own communities. As the County develops its capacity to provide parks and trails, it is reasonable to expect that community support for such County endeavors can be cultivated.

#### Objective 5.1: Include county residents in the development of the revised Park and Trails Master Plan

Because Gallatin County has never had a dedicated revenue source for parks and trails, it will be helpful to provide the opportunity for the community to be involved in the Master Plan development process. In this way, the community will be invited to assist with the evaluation of identified need and recommended

improvements. At the appropriate time, the media should be invited to introduce the Park Commission and the Master Planning process to County residents.

#### Objective 5.2: Cultivate volunteers to assist with County Park and trail development and maintenance

Because the County has such limited staff, volunteer help can be very helpful in park and trail development and maintenance. It is anticipated that volunteers will be solicited once maintenance standards are adopted and sufficient staff capacity is developed at the county level to supervise volunteers.

#### Objective 5.3: Disseminate information on the location and proper use of county parks

Currently, the public has no means to find out where county parks are, or the rules that govern park use. Methods for disseminating this information include a web page, or printed materials available at the Courthouse or sporting goods stores. Because there is limited enforcement staff, the assistance of citizens would be very helpful in acting as the "eyes and ears" for our county parks.

## Objective 5.4: Develop methods to encourage and acknowledge the voluntary dedication of parks and trails that exceed the minimums required by state and local laws or standards.

Every year, civic minded individuals or corporations dedicate more than what is required in the way of parks and trails to enhance the quality of life in Gallatin County. We should develop ways to encourage and acknowledge such generous actions. We should also develop ways to support innovative community design that places parks and trails as the central part of a development rather than as a burdensome afterthought.

#### STRATEGIC PLAN TIMELINES:

Full Plan Implementation period FY 2010 (5 year plan)

Individual Target Dates

#### Goal 1: Complete Master Plan for Parks and Recreation: January 2007

Objective 1.1. Complete an inventory of existing parklands and create a classification system: January 2006

- 1. Recruit a GIS technician to conduct the county inventory
- 2. Establish a budget for the inventory completion including workspace, travel, insurance, computers, IT expenses, etc.
- 3. Working with county GIS department develop a classification system for existing parklands that can be easily input into a GIS layer and updated as new parklands are dedicated. The classification system will need to address the following:
  - a. Size in acres
  - b. Ownership
  - c. Current condition (primitive, partially developed, developed)
  - d. Topographic condition
  - e. Type of park (park, linear park, open space)
  - f. Access
- 4. Create a database for existing and future parklands
- 5. Review 1989 Recreation Plan disposal criteria to ensure inventory reflects those attributes.
  - a. Determine the scope of the inventory that needs to be complete (county lands only or inside municipalities)

Objective 1.2: Complete survey or study to determine park and recreation needs: March 2006

- a) Create Park and Trails level of service (LOS) standards for Gallatin County
  - b) Identify prioritized gaps in service and recommended acreages/facilities needed for current situation
  - c) Draft revised Park and Trails Master Plan, utilizing public input, and coordinating it with transportation, school needs for the county.
  - d) Seek adoption of the revised Parks and Trails Master Plan from the County Commission.

Objective 1.3: Complete G.I.S. modeling for park development needs: June 2006

# Goal 2: Address the issues of operation and maintenance requirements for county Parks and Trails: January 2008

Objective 2.1: Establish interagency, intergovernmental or countywide parks maintenance program: January 2008

Objective 2.2: Conduct an operations and maintenance cost analysis: June 2006

Objective 2.3: Create and adopt Operation and Maintenance Standards for the Gallatin County Park and Trails System.

Objective 2.4: Establish funding sources for parks and recreation programs prior to legislative session: November 2008

a) Explore fee per household tax in the 2007 Montana legislative session.

b) Explore countywide levy for park and trail development and maintenance in the 2008 General Election.

Objective 2.5: Create business plan for generation of revenue from existing park facilities: December 2007

#### Goal 3: Update current rules and regulations January 2007

- Objective 3.1: Develop process for and conduct review of subdivisions for Parkland and Trail dedication.
- Objective 3.2: Weed management on county parklands:
- Objective 3.3: Update existing regulations:

Objective 3.4: Create guidelines/ordinances requiring adoption of Master Plans for County Parks.

#### **Goal 4: Implement Existing Trails Plans**

Objective 4.1: Objective 4.1 Implement the 2002 Gallatin County Trails Plan and Report.

### GOAL 5: Involve The Community In the Planning, Development, and Maintenance of County Parks and Trails.

Objective 5.1: Include county residents in the development of the revised Park and Trails Master Plan Objective 5.2: Cultivate volunteers to assist with County Park and trail development and maintenance Objective 5.3: Disseminate information on the location and proper use of county parks

Objective 5.4: Develop methods to encourage and acknowledge the voluntary dedication of parks and trails that exceed the minimums required by state and local laws or standards.