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Executive Summary Plan Overview

Gallatin County is internationally known for impressive natural resources, blue ribbon trout streams, world class skiing and scenic mountain beauty. The County has a noted history of providing recreational opportunities and conserving natural resources and agricultural lands. The Gallatin County Parks and Trails Plan: Gallatin County Interconnect celebrates the County's past successes and sets forth a road map to address future recreation needs. Additionally, the plan establishes Parks and trails not only for the quality of life they offer, but as necessary infrastructure for the population's health and welfare.

The Gallatin County Parks and Trails Plan takes into account all the types of recreation provided by different user groups, agencies and governments throughout the County. Both young and old, motorized and human powered, advanced and beginners are recognized as legitimate and important recreational users. All forms of recreation, both privately and publicly managed, provide a level of service to the people who live and recreate here.

While the intent of this planning effort is to provide quality recreational experiences for those who live in and visit Gallatin County, the County cannot meet all recreation needs. Private entities like Bridger Bowl and Big Sky Ski Resort, non-profits, and the public parks and trails made available by federal, state, and municipal agencies, play a key role in meeting the area's demand for recreation access. In order to comprehensively plan for future recreation the facilities and resources provided by both private and public entities play an integral part.

For example, it is unlikely the County would undertake the construction of a special park and trail facility to serve private pilots flying into Gallatin County. At the same time, though, it is important to recognize that park and trail facilities offered by the County and other agencies enhance the experience of private pilots who visit and add economic benefit to local hotels, restaurants and guide shops.

The goals and policies of the Parks and Trails Plan are designed to support economic growth and development through the stimulation of tourism and the provision of quality of life amenities. Ideally, the development of parks and trails should also minimize impacts on agriculture by providing adequate access to recreation in appropriate areas, while at the same time protecting unique natural and scenic resources.

Creating a comprehensive recreation plan required identifying needs by inventorying existing conditions through mapping and public outreach. The input collected provided enough information to create a reasonable, updated list of priority routes and facilities as well as the administrative policies for their implementation and management. The County realizes acquiring and providing public access to recreation amenities cannot be accomplished solely through fee simple acquisitions. Gallatin County will seek partnerships with other governmental entities, businesses, interest groups and individual landowners to achieve any land acquisition needs.

The current inventory of parkland in Gallatin County, not including State and Federal Lands, is over 4,905 acres. These parklands are comprised primarily of lands dedicated through the subdivision process and most are managed and maintained by Home Owners Associations (HOAs). There are also many parks managed and maintained by local governments, community organizations and the County. As the County grows so does interest in recreation and its associated need for management and maintenance. Tools for addressing these concerns will be increasingly critical.

The framework of the County Parks and Trails Plan: Gallatin County Interconnect is to make better use of land already available and to prioritize the most suitable sites for future dedications or acquisitions. The criteria recommended to assess specific sites being considered for acquisition are listed in II.6.A.1-2.

Implementation and on-going maintenance are important challenges to park and trail development in Gallatin County. Volunteers continue to drive the development and maintenance of parks and trails in the County. Through the efforts of various groups like Gallatin Valley Land Trust, Back Country Horsemen, the Gallatin Valley Snowmobile Association and Friends of Regional Parks Inc. facilities such as the Dinosaur Park and hundreds of miles of trails have been established and maintained.

Volunteers will remain integral to any future effort the County undertakes to provide higher levels of recreation service. In order to continue to build on current successes the County will need to partner with willing organizations to organize and administer projects, provide logistical and legal assistance in the planning of projects, and most importantly, provide long-term resources to ensure adequate construction, operation and maintenance of park and trail facilities are met (II.5.C).

Part A. General Provisions

1. Title. This plan will be known as “The County Parks and Trails Plan: Gallatin County Interconnect” referred to throughout the document as “Parks and Trails Plan” or “the Plan.”
2. Authority. Authorization for adopting the Parks and Trails Plan is the Montana Code Annotated (MCA §7-1-2103(4); §7-1-2104; §7-1-2105; §7-16-2301, et. seq.); the Gallatin County Growth Policy (Goal 3.6, Policy 3), and the Gallatin County Trails Plan (Recommendations, p. 43). In addition, the Parks and Trails Plan fulfills the requirements for the sale, lease or exchange of dedicated parks, as defined in MCA §76-16-2324(3)(b).
3. Jurisdiction. The Parks and Trails Plan governs the policies for parks and trails within the jurisdictional area of the governing body of Gallatin County.

Part B. Purpose.

1. To update the existing Trails Plan: Connecting Communities, adopted in 2001 and the Gallatin County Recreation Plan, adopted in 1989.
2. To establish policies addressing area-specific recreation priorities, as discovered through mapping and public outreach needs assessment; and
3. To identify the long term strategies needed, including regulations, funding, and partnerships, to create an interconnected system of parks and trails.

To address these three purposes the Gallatin County Parks and Trails Plan is organized into four separate titles:

Title 1: Vision describes the general method the County will undertake to establish a system of interconnected parks and trails.

Title 2: Policy outlines the policies and priorities for existing and new facilities. Priorities were developed based on levels of service (LOS) measures for different Service Areas within the County (II.1). The Policy Document is intended to be part of the Gallatin County Growth Policy; however it is not a regulatory document.

Title 3: DRAFT Regulation sketches regulatory guidelines for the dedication of needed parks and/or trails through subdivision. The DRAFT regulations are designed and written to be incorporated into the Gallatin County Subdivision Regulations at such time as citizens, the Planning Board and County Commission deem them necessary.

Title 4: Funding Analysis provides an overview of the funding needed to meet the established levels of service for parks and trails in the County and provides an overview of possible funding sources.

(Note: Terms defined in the Definitions Section are shown with the first letter Capitalized at the first use of the word.)

Part C. Acknowledgements

The Parks and Trails Plan: The Gallatin County Interconnect was made possible by generous funding from MontanaPBS and Blueprint America, the National Park Service “Rivers, Trails, and Conservation Assistance” (RTCA) Program, the Gallatin Equestrian Partnership (GalleP), Citizens for Balanced Use (CBU) and staff support from the Gallatin Valley Land Trust (GVLT), Montana Nutrition and Physical Activity Program, the Western Transportation Institute (WTI), the Yellowstone Business Partnership (YBP) and many other non-profits, user groups, businesses, and citizens. For a full list of contributors and contacts see Appendix A. The Parks and Trails Committee is grateful for everyone’s hard work, patience, and open-mindedness.

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Title I. VISION

How the County will approach a system of interconnected parks and trails

Chapter. 1 Introduction

The Parks and Trails Plan is intended to update the 2001 Trails Plan: Connecting Communities and further its purpose of developing a countywide trail system. In addition, the Parks and Trail Plan will also update the 1989 Gallatin County Recreation Plan. As a result, parks and trails planning will be dovetailed in order to address recreation needs comprehensively. The Parks and Trails Plan will establish citizen-initiated planning priorities and lay the foundation for their implementation through funding and partnerships. The plan will be revisited a minimum of every five years to accommodate the evolution of priorities and needs, and a comprehensive update will be undertaken every ten years. The public and staff will be able to review and modify components of the plan at any time in order to address new challenges and opportunities as they arise (II.7).

The intent of the Parks and Trails Plan is to build on the County's history of recreation planning to continue the development of a system of parks and trails for residents and visitors throughout Gallatin County to enjoy now and in the future.

Part A. Parks and Trails Planning in Gallatin County: A Quick History

1. Gallatin County Fairgrounds Created, 1903

The Gallatin County Fairgrounds was established by the Interstate Fair Commission and served as a location for county recreation activities for over a century. The Fairgrounds is governed by the Fair Board, which administers all decisions regarding management and maintenance of Fairground activities. Maintenance and long term capital improvements are continual challenges. Recently the Fair Board changed their vision to include the entire Fairgrounds into one park-like setting with improved green space, trails, swimming facilities and a multiple-use events center. A Master Plan for the Fairgrounds was approved in 2007 by the County Commission (Appendix E).

1. Gallatin County Preliminary Parks Survey, 1978

Recreation planning began in Gallatin County with the Gallatin County Preliminary Parks Survey. The survey was in response to a suburbanizing population. The introduction states, "This trend creates a need to provide recreational spaces for these developments and for that matter, developments throughout the county where the need arises."¹ The survey recommended the creation of a park north of the Riverside Country Club on Springhill Road, collaboration with the State and Forest Service to create the Hyalite Youth Camp, the creation of a park near the Hillcrest Rest Home (now near Pete's Hill), and a linear park along the Milwaukee RROW (now the Galligator Trail).

2. County-wide Recreation and Open Space Plan, 1980

The County-wide Recreation and Open Space Plan, which generally explored the impacts of growth in Gallatin County, attempted to measure and define how open space, recreation, and growth would interact.

¹ "Gallatin County Preliminary Parks Survey." Prachal, Doug. February 1978.

3. Gallatin County Recreation Plan, 1989

The Gallatin County Recreation Plan was written to address a desire for more developed recreational facilities. Building on the work done in 1980, this plan went on to identify local recreation issues in the context of the County's physical and financial ability to provide them. The Recreation Plan also offered alternative policies and methods to help plan for future recreation needs.

4. Open Lands Bond, 2000

The fifteen member citizen advisory committee known as the Gallatin County Open Lands Board was formalized by the County Commission and a bond was passed for \$10 million with 56 percent approval from County residents. These monies were distributed to assist conservation easements sought by local farmers and ranchers and also to purchase parkland.

5. Trails Report and Plan: Connecting Communities, 2001

A group of concerned citizens worked with the County to create the Trails Report and Plan: Connecting Communities. This plan was a landmark effort that more specifically investigated the trail connections people used and where new ones ought to be created. The following trail connections were recommended as priorities: Belgrade to Bozeman, a Valley Center Corridor, Bozeman to the "M," Springhill to Bozeman, Gateway to Four Corners, Four Corners to Bozeman, and Three Forks to Trident.

6. The County Regional Park, 2002

The County purchased 100 acres to establish a County Regional Park with Open Space Bond Funds for \$2.3 million. The Park is located in northwest Bozeman between Baxter Lane and Oak Street. The purchase and initial development of the Park was coordinated by FORParks, Inc., a local non-profit. A master plan for the Regional Park was adopted in 2007 by the Board of Park Commissioners (BPC).

7. Second Open Lands Bond, 2004

A second Open land bond was passed in 2004 for an additional \$10 million with 63 percent approval from county residents. Open Lands Board continues to review applications for the disbursement of funds. As of July 2010 there is roughly \$5 million left in bond authorization from the original approval that may be spent on conservation of private agricultural lands, natural resource lands, the acquisition of parklands and to obtain trail easements for the use of the public.

8. The Park Commission, 2005

The County created a Park Commission as an administrative body to address rising concern over the management of park and recreation facilities that are the County's responsibility. Due to the diverse needs and demands of the County's recreational users, the BPC represents a cross-section of County residents. Membership is required to represent each of the incorporated municipalities of Bozeman, Belgrade, Manhattan, West Yellowstone and Three Forks. In addition, two at-large members are also included, with a preference towards those who can represent unincorporated communities like Big Sky or Amsterdam. The BPC meets monthly to hear and address various park management issues.

9. Current Process, 2007 to Present

The Planning Department approached the County Commission about incorporating the Connecting Communities Trails Report and Plan into the Growth Policy, as per the plan's recommendations. The Commission requested the plan be updated before considering its incorporation into the Growth Policy. A resolution was passed by the Gallatin County Commission, the Park Commission and the Planning Board to jointly undertake the update of the Trails Report and Plan (Resolution No. CC 2008-076, Resolution No. BPC 2008-04, and Resolution No. PB 2008-01)(Appendix B). In approaching an update to

the Connecting Communities Trails Plan of 2001 and the 1989 Recreation Plan, all three entities agreed to merge parks and trails planning.

Part B. The Parks and Trails Committee

The P&T Committee was formed to guide the update process and ensure its implementation. The committee is made up of members from the County Park Commission, the County Planning Board, the County's Conservation and Parks Coordinator, and County Planning Department and several interested citizens.

10. List of Committee Members

- a. Planning Board Representative:
Marianne Amsden, Chair
- b. Park Commission Representative:
Rick Fink
- c. County Staff:
Mike Harris, Parks and Conservation Coordinator
Ada Montague, Planner
- d. Citizen Members:
Kerry White, Citizens for Balanced Use
Chris Seifert, MontanaPBS
Deb Kimball-Robinson, My Montana Rentals, Inc.
Ted Lang, GVL

Chapter. 2 Mission Statement

The nature of Gallatin County's system of parks and trails has evolved over time, and will continue to do so to meet the changing needs of urbanizing areas in the County. The mission of the current planning effort is to *link the County's communities and recreation areas through a network of parks and trails for the use and enjoyment of its residents and visitors*. The Parks and Trails Plan complements the County's previous efforts in open space preservation and recreation planning. It also addresses the community's evolving spectrum of values in relation to healthy living, access to recreation for all, and the protection of natural and cultural resources.

Part A. Planning Process

The four Titles of the Parks and Trails Plan provide information about current conditions, future needs, potential implementation through DRAFT regulations, and existing funding options. Current conditions and future needs were compiled through an inventory of existing parks and trails and community outreach designed to collect demand-based and standards-based data on area priorities (I.4-5). Priority routes and facilities as well as corresponding incentives and regulations were developed for the Plan from the input collected (II.1-4 & III.1-2). The funding analysis was completed by Alta Planning and Design (IV.1-5).

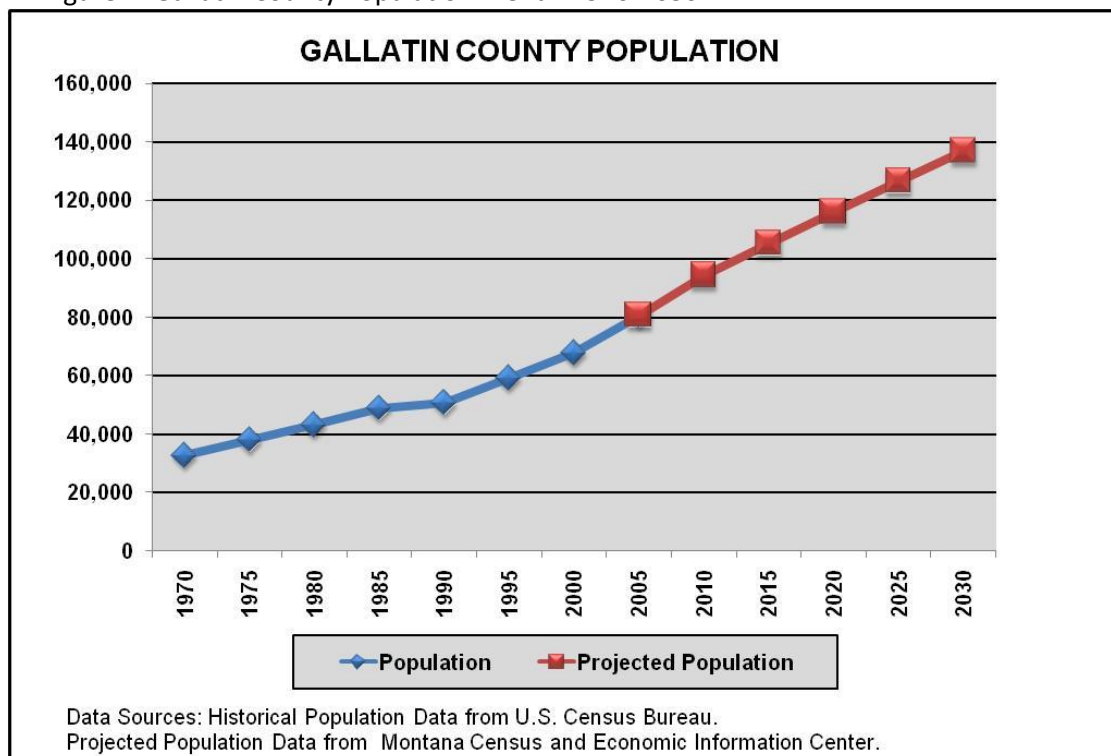
The P&T Committee held open meetings twice a month to ensure goals were met and concepts were informed from the various perspectives represented by the Committee. In addition to open meetings, progress was made available to the public via the County website.

Chapter. 3 County Demographics and Economic Information²

Part A. Population.

The U.S. Census Bureau reported Gallatin County's population to be 67,831 in 2000, and estimated Gallatin County's population to be 89,824 as of July 2008. These numbers represent a rate of population increase of 28.8%, according to the Montana Census and Economic Information Center.³ As shown on the chart below, projections from the same source show this trend continuing into the future with an annual growth rate of approximately 2.5 percent. The incorporated towns of Belgrade and Bozeman have experienced the highest growth rates in the County from 2000-2007, with West Yellowstone coming in third.

Figure 1: Gallatin County Population Trend: 1970-2030



1. Population Projection 2000-2030.

According to the U.S. Census Bureau's 2009 "American Communities Survey," Gallatin County was the fastest growing Montana County between 2000 and 2008, experiencing a 32.4 percent increase in population. Overall state growth is more conservative. The state as a whole grew 7.2 percent from 2000 to 2008, with 35 Montana counties losing population. As a comparison, the U.S. population grew approximately 8 percent over the same period.⁴ Since its peak in 2007, the County has experienced a marked decrease in development. Out of the 338 subdivisions processed by the County since 2005, only sixty-two were processed from 2009-2010, or approximately 5.45%.

² Gallatin County Planning Department Analysis

³ Montana Department of Commerce, Census and Economic Information Center, "Demographic and Economic Information for Gallatin County", published February 2009 (www.ourfactsyourfuture.org)

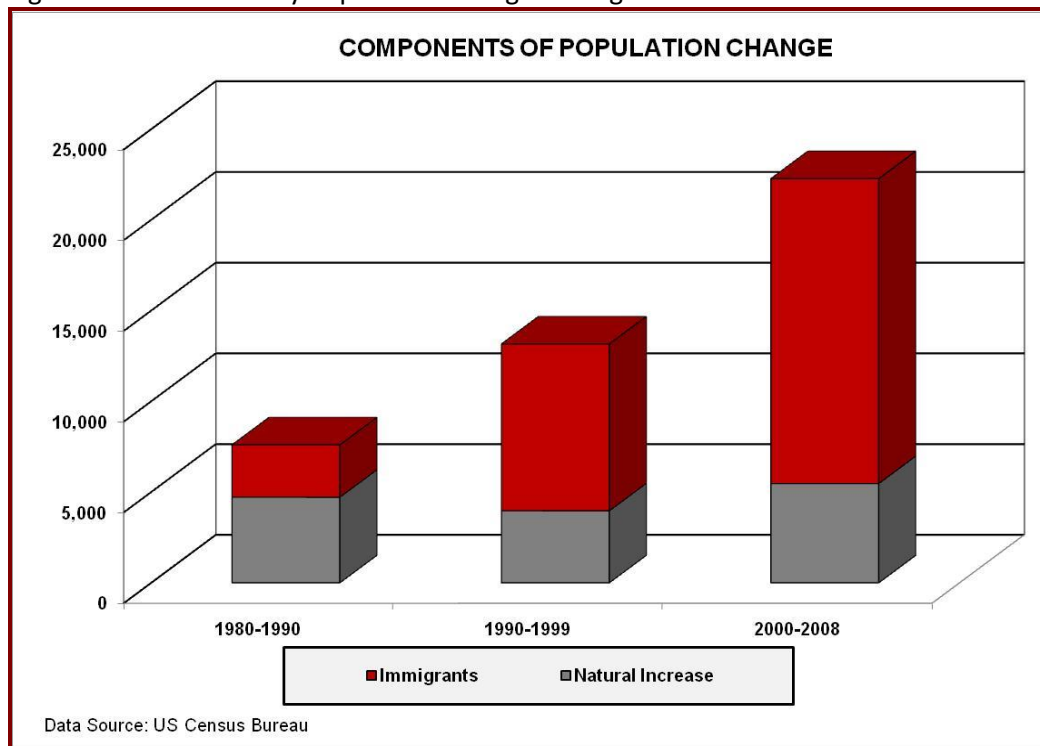
⁴ US Census Bureau

Gallatin County has a relatively young median age (32) compared to the national median (36.6) and the Montana median (39.2), which is typical of a university community.⁵ However, the County population is aging. This growing number of older residents is particularly noteworthy when compared to overall economic trends in Gallatin County.

Based on the 2008 population estimates from the U.S. Census Bureau, approximately 59 percent of County residents reside in incorporated areas while approximately 41 percent of residents reside in the unincorporated areas of the County. Although more people live within Gallatin County's cities and towns (Belgrade, Bozeman, Manhattan, Three Forks, West Yellowstone), rural living has been outpacing city living. The proportion of people living in incorporated areas peaked in 1970 at 70 percent, dropping to 55 percent by 2000. It is often difficult, however, to accurately predict rural population and changes may be related to ease of development outside municipalities due to fewer regulations.

Other factors attribute to an overall change in the County. For instance, the rate of people moving here is outpacing the local birth rate. During the '80s, the County experienced a natural population (ratio of births to deaths) increase of 4,700 individuals, and a net increase of approximately 2,900 moving to the community. Things have since changed. During the '90s, migration outpaced the natural increase by nearly 5,000 individuals, and between 2000 and 2008, migration outpaced natural increase by over 11,000 individuals.⁶

Figure 2: Gallatin County Population Change: Immigrants and Natural Increase



⁵ U.S. Census Bureau

⁶ U.S. Census Bureau

As the County's population grew so did its recreation use. Growing demand for more recreation access within developing areas have galvanized efforts to plan for future recreation use in the County. In order to assess the growing demand an inventory of current conditions as well as what levels of service ought to be required is needed.

Part B. Economic Changes: 1970-2010.

The County's local economy is also experiencing change. The fastest growing areas of the local economy have become those associated with the service industry. In 1970, the service and professional sectors of the economy made up 48 percent of overall jobs, by 2000 this increased to 64 percent. Meanwhile, farm and agricultural services dipped from 9.8 percent in 1970, to 4 percent of total employment in 2000.⁷

The County continues to be one of the most economically stable counties in the State of Montana. The basis for the stability is in part due to Montana State University (MSU), the state headquarters for the Natural Resources Conservation Service (NRCS), and the regional office of the Gallatin National Forest Service being located in Bozeman, but also due to the continued presence of tourists. With the help from Yellowstone National Park, destination ski areas, and rivers full of trout, tourism has played a significant role in helping maintain local economic stability.

According to the US Census Bureau, private nonfarm employment increased by 39.5percent between 2000 and 2006, outpacing, the 23.4percent population increase during the same time period, and outpacing job growth within the state and nationally. State and national projections indicate that job growth should continue, if at a somewhat slower pace. Although MSU continues to be the area's single largest employer, and Gallatin County still leads the state in dairy production, the local economy is diversifying away from government and agriculture with new activity in manufacturing, tourism, and services. Given the livability and amenities of the community, Gallatin County's economy seems to be diverging from non-metropolitan Montana and becoming more like other similar areas of the Western United States. For additional information on economic conditions, see *A Socioeconomic Profile, Gallatin County, Montana* (Headwaters Economics, 2009).

Chapter. 4 Inventory of Existing and Planned Trails

Part A. The Inventory

The County maintains an inventory of Parks and Trails within the County through the Conservation and Parks Department and the Gallatin County Geographic Information Systems (GIS) Department. The data is collected by temporary staff, GIS staff, and Conservation and Parks staff and from other agencies such as the NFS, WTI and the City of Bozeman. Data is collected using both field gathering with GPS systems or through air photos from the Montana Cadastral System.

The resulting information was compiled into maps and used for modeling and planning purposes (Appendix D). An interactive form of the map was made available to the public on-line (<http://gis.gallatin.mt.gov/trails/>). The inventory was used to assist the public and the P&T Committee to identify gaps in recreation service and develop potential solutions throughout the remainder of the planning process.

⁷ *A Socioeconomic Profile, Gallatin County, Montana*. Headwaters Economics, 2009.

The inventory was augmented by information from the Gallatin National Forest Service detailing public access and travel management on surrounding National Forest lands. The final draft of this plan will contain a list of all trails in the county, including city, county, state and national trails, in Appendix O. Similar to the 2001 Trail Plan, each trail will have the following information: name, number, location, access road, ownership, responsibility, emphasized uses (on Forest Service trails only), and allowed uses and prohibited uses.

Chapter. 5 Public Outreach

Part A. The Public Outreach Process:

The P&T Committee agreed the Parks and Trails Plan Update should be well-informed by County communities and residents. Thanks to a grant from Blueprint America through MontanaPBS, the P&T Committee held a year-long public outreach effort. The goal of meeting both demand-based and standards-based assessments was accomplished through an eight part outreach effort including surveys, public meetings, stakeholder roundtables, mailings and the production of educational media.

Public outreach occurred from March 2009 - March 2010, involved over 2,000 people and reached every community in the County. The effort was made possible by the Blueprint America grant mentioned above. Blueprint America is a national, multi-lateral effort investigating infrastructure issues across the USA. The County received one of only seven grants nationwide.⁸

Blueprint America made possible eight different approaches, each one with the goal of gathering quality information from as many different perspectives as possible. The public outreach process consisted of (1) a general public survey “The Interconnect Survey,” (2) a user group sponsored community tour called “The Interconnect Challenge,” (3) a series of eight stakeholder roundtables, (4) a town hall meeting, (5) ten community meetings to discuss local priorities with local citizens and decision makers, (6) a mailed survey to every Home Owners Association (HOA) to gauge homeowner interest, (7) a user group survey, and (8) the production of ten public service announcements.

The following will provide an overview of each method and present a summarized version of the findings derived. A more detailed discussion and complete results are included in Appendix C. The resulting information provides a snapshot of the County’s current use and future needs through qualitative and quantitative analysis and provides a set of parameters for local recreation planning.

Part B. The Interconnect Survey (1,189 Participants)

1. Purpose:

The purpose of undertaking the Interconnect Survey was two-fold; (1) to determine the current use of existing trails and parks within the County, and (2) gather input in regards to their adequacy as recreation facilities. Trail and *park* questions included types of trails and parks, site placement, and future funding needs for acquiring, constructing, and maintaining any future infrastructure investments.

2. Findings:

⁸ Blueprint America in Montana: <http://www.pbs.org/wnet/blueprintamerica/reports/partner-stations/report-blueprint-montana/830/>

A total of 1,189 people completed the survey, a response level of 67.4percent. An on-line analysis program, Question Pro, was used to conduct the survey. The statistical level of confidence was 95 percent (Part 1, Appendix C).

Trails:

Just over 83percent of users report using trails at least once per week (Question No. 2). An overwhelming amount of respondents prefer natural fine trails to surfaced trails (Question No. 7). Just over half of respondents (51.39 percent) presently use trails located on public lands and parks/recreation areas (Question No. 4). Respondents' preferential ranking revealed they would like to see future trails link to trails they currently use on public lands and parks/recreation areas as determined in question 4 (Question No. 5). A majority of respondents report they use trails primarily for recreation, as opposed to transportation (Question No. 6). The use of rural roads for recreational purposes was reported by 80 percent of respondents (Question No. 8).

Parks:

68.10 percent of survey participants reported they use parks in Gallatin County at least one time per week in the past year (Question No. 10). 88.63 percent of respondents said they use parks in Gallatin County for recreation (Question No. 9). Just over two-thirds (67.51 percent) of the respondents report their use of parks as passive versus active (Question No. 12). When asked about what makes current park facilities inadequate, 49.91 percent say issues related to the lack of field space (not enough fields, inadequate space at current fields, and scheduling conflicts) is the biggest issue (Question No. 14).

Funding:

In order to fund park and trail maintenance and improvements 63.51 percent of respondents were willing to pay \$10/year, 50.56 percent were willing to pay \$25/year and 34.31 percent strongly opposed paying more than \$75/year (Question No. 23). 49.29 percent of respondents reported an annual income of between \$32,550 and \$78,850 (Question No. 28).

Part C. The Interconnect Challenge (49 Participants)

1. Purpose:

The purpose of undertaking a community-wide tour, sponsored by different user groups was three-fold; (1) allow County staff to better understand the challenges and possibilities of creating interconnected communities through parks and trails, (2) provide user groups the chance to better understand each other's needs by working together to problem solve, and (3) to highlight the recreation amenities and needs of almost every community in the County (Part 2, Appendix C).

2. Findings:

- a. The primary use of parks and trails in the County is for recreation. The long distances between communities and the rural location of towns make physical connections difficult in the County. However, certain areas may be appropriate for trails that can serve both recreation and transportation purposes.
- b. It was observed transit could increase access to recreation for non-drivers, which would also help address health concerns, reduce traffic congestion, increase safety for pedestrian users, and better serve economic resources such as tourism and the county's workforce.
- c. Physical *park* and trail connections will be achieved through better collaboration among user groups. It is unlikely there will be enough resources to build all the infrastructure and improvements needed to accommodate every user group's specialized demands.

Facilities that accommodate a broad variety of uses will therefore be necessary. If user groups don't work together to ensure new facilities are built and maintained, the resources needed to complete them will most likely be unavailable.

- d. Opportunities for multiple use recreation continue to decrease. It is important that continued multiple-use access to and on federally managed lands is critical as over 40% of Gallatin County is managed by the Forest Service. Providing leadership and establishing connections with Federal and State land use managers may be a role the County can play.

Part D. Stakeholder Roundtables (256 Invitees)

1. Purpose:

The purpose of holding several stakeholder roundtables was to gather input regarding the needs and concerns of specific community groups who have a vested interest in parks and trails infrastructure. The focused listening sessions identified particular needs and concerns from a broad group of interested parties in an anonymous setting.

The following groups were identified as stakeholders by the P&T Committee: Transportation Managers, Health and Safety Advocates, Land Use Managers, Businesses, Tourism, Developers & Realtors, User Groups, and Agricultural Landowners. Members from each group were asked the same questions: "What is working?", "What is not?", "What are solutions?", and "Who should be responsible?"

2. Findings:

The following findings list the top three answers to each of the four questions posed. After each answer is an example of participant feedback from one of the stakeholder groups. (Only one stakeholder quote is given as an example for each answer). While many more issues were raised than are reflected here, the top three held in common by all the stakeholders at every round table are included. The reason for compiling the data in this manner is to create a well-informed, but general view of parks and trails planning needs. A more specific breakdown of needs was taken on in the Community Priority Meetings (See Part 6). The Stakeholder Roundtables provide a wide array of information. For a complete list of the concerns raised and a larger compilation of quotes please see Part 3, Appendix C.

a. Q1: What's Working

- i. The Gallatin Valley Land Trust (GVLT)
"GVLT's 'Main Street to the Mountains' has been highly successful, and as a result attitudes towards trails are changing" - Land Use Managers Roundtable
- ii. Greater Bozeman Area Transportation Plan (GBAT)
"Implementation of the Greater Bozeman Area Transportation Plan will improve many of the unsafe and inconvenient situations now faced by citizens." - Transportation Managers Roundtable
- iii. Headwaters Trail System
"The Three Forks Trail System out to the Headwaters State Park and its overall good connectivity is a success for both health and safety reasons." - Health and Safety Advocates Roundtable

b. Q2: What's Not Working

- i. Fragmented Parks and Trails

- “There is a lack of connectivity among different subdivisions, neighborhoods, communities, and recreation areas within the county.” - Tourism Roundtable*
- ii. Maintenance
“Both the state and the County should establish funding to allow for proper management and enforcement provisions for existing recreation uses.” - Agricultural Landowners Roundtable
 - iii. 3. User Group Conflicts and Lack of Education
“Education of public is needed to better facilitate the discussion of future connections, user group conflicts, maintenance, trespass, and vandalism among other issues.” - Developers Roundtable
- c. Q3: What are Solutions
- i. Education
“Create more education about good neighbor policies and rural/agricultural production in schools and adult education classes.” – Agricultural Landowners Roundtable
 - ii. Improved Safety Standards
“Provide safe connections between trails and parks and if needed along roads. In addition, bike and pedestrian safety education, as well as education about shared use, should be part of county, municipality, and local organization and school programming. Signage of unsafe roads or “Black Diamond” roads is recommended in addition to the provision of emergency phones along remote or poorly lit routes. Obtain money to build safe trails.” - Health and Safety Advocates Roundtable
 - iii. Integrate all transportation elements together- Bus stops, trails, roads, sidewalks, parks
“Set the goal of linking infrastructure throughout the county through public transit, trails, and park land by prioritizing routes for pedestrians vs. roads for car travel. Follow the “Complete Streets” standards. Create the regulatory authority to allow integrated alternative transportation at all levels.” -Transportation Managers Roundtable
- d. Q4: Who is Responsible
- i. County to create a Comprehensive Master Plan & Map
“A plan is needed to show where links to recreation through development and along road infrastructure should go. The current system of reactive and opportunistic park and trail establishment is short-sighted.” -Businesses Roundtable:
 - ii. Communities to work together to provide connectivity between each other.
“Municipal and county governments should work together to create policies that enable decision makers to connect and address identified areas of concern. Ultimately, their collaboration should provide a trail system that seeks to link Three Forks, Manhattan, Belgrade, Bozeman, Four Corners, and Gallatin Gateway. A partnership with local transit should also be made in order to connect with Big Sky and West Yellowstone.” - Health and Safety Advocates Roundtable
 - iii. All levels of government need to collaborate to provide the periodic review of corridors and ongoing planning

"The county's efforts to engage in more public outreach to inform their planning process for the creation of a Parks and Trails Plan is something that is working." - User Groups Roundtables

Part E. Town Hall Meeting (163 Attendees)

1. Purpose:

The purpose of holding a Town Hall Meeting was to gather the needs and concerns of the general public regarding parks and trails infrastructure. The Town Hall Meeting was held on January 21, 2010 at the County Courthouse. Each participant was asked to comment on the same four questions asked of the stakeholder roundtables by writing their thoughts and suggestions on current and future needs of the county (Part 4, Appendix C). There were four survey stations where over 360 comments were gathered regarding: *What is working? What is not working? What are the solutions? Who is responsible?* In addition, they were asked to organize their comments by the level of service: *County, Regional, Community and Neighborhoods.*

2. Comments Received:

- a. Q1: What's Working: Maintaining and updating the Fairgrounds, concerts, Regional Park, beginning of bike routes, some parts of the trail system, conservation easements, dog waste stations.
- b. Q2: What is Not Working: HOA ownership role, weed management, trail/bike maps, ongoing funding for maintenance and expansion of existing parks and trail systems for pedestrians, bikes, horse riders, motorized users and pocket parks/trail systems. There is no connectivity within the county.
- c. Q3: What are Solutions: Create a Park Department (not 1 employee), implement an incentive plan for landowners to provide access to conservation easements, organize HOAs to maintain parks, require developers to connect parks/trails and provide amenities (benches, landscaping, dog waste stations), add horse trail compost stations, more signage, trailhead fees, education programs for community/user groups, slower speeds on rural roads, a county-wide bond, sales/tourism tax, or special tax levies.
- d. Q4: Who is Responsible: Primarily the county needs to take the lead to create/distribute maps, organize the HOAs, provide forums to educate the community, facilitate communication among user groups, increase weed management efforts, add more Parks and Trails signage, encourage businesses to sponsor parks and trails, set standards (and enforce) new developments to provide connectivity of parks and trails, provide incentives to landowners. Finally, the county should create a bond for maintenance and expansion of current parks and trails. HOAs need to take responsibility for their parks and Chambers of Commerce should assume a leadership role with the county businesses to support parks and trails through the distribution of recreation information and maps.

Part F. Community Priority Meetings (91 Attendees)

1. Purpose:

There were four goals in holding a Community Priority Meeting in each community: (1) inform citizens of the planning effort; (2) answer questions; (3) review of proposed Service Areas; and (4) establish priorities for each community. The effort was also to gather input from individuals who were unable to take part in previous public outreach efforts either due to travel time or lack of access to internet-based

technology. Meetings were held in the communities of Bozeman, Belgrade, Manhattan, Three Forks, Amsterdam/Churchill, Four Corners, Gallatin Gateway, Big Sky and West Yellowstone.

2. Comments Received:

Input was gathered from the attendees in each community regarding priorities for each Service Area identified through the planning process. These priorities were then compiled by staff and organized into those held in common by all the communities visited and cross referenced the list with all the other public outreach input (Part 5, Appendix C). These priorities form the basis for the County's Service Area LOS policies and priority routes and facilities (II.1-3)(Appendices D & E).

Part G. Homeowners Association Mailing (337 Sent, 45 Responded)

Prior public outreach established a broad range of interest in locating facilities close to population centers and connecting existing subdivisions. In an effort to address this concern and gauge interest from homeowners in getting involved in connecting communities via parks and trails a survey was sent to every HOA. 337 post cards were sent asking the contact what aspects their HOA may be interested in making improvements to: parks, trails, open space or if they were not interested. 45 were returned.

Of those 26 were interested, 14 not interested and 5 not applicable. Due to the possibility that a majority of HOA's have changed leadership, have expired, or are no longer active, the results are a fairly good indicator of HOA support for park and trail improvements within existing subdivisions. A map identifying those subdivisions with some interest to improve these facilities was created for use in future route and facility planning (Part 6, Appendix C).

Part H. User Group Survey (102 Sent, 68.63% Completion Rate)

The purpose of the User Group Survey was to gather demand based information regarding recreation use in the county. The Parks and Trails Committee surveyed 102 User Groups. User Groups were defined for this research as any organization with individual and/or family memberships and run organized activities using Gallatin County parks and trails. Examples of User Group organizations are: BWAGS, BAHA, Gallatin Valley YMCA, Gallatin County Extension 4-H, Bozeman Boulder Initiative (a complete list is available in Part 7, Appendix C). The Executive Director, the Board Chairman or designated leader for the organization was sent an email with a weblink to the User Group online survey. The individuals were asked to complete the questionnaire from the organization's perspective, not from their personal experience.

Of the 102 groups contacted 62 percent responded. Slightly over one half of the User Groups maintain memberships of 300 participants or more. The age of participants span across all demographic groups. 58 percent reported participants 17 years or younger. 68 percent of the groups assess participant fees, with approximately one half reporting fairly low fees of \$30 or less for membership. In terms of facilities used, both parks and trails were used weekdays and weekends. Two-thirds of the park facilities or trails were located outside an incorporated city.

Unfortunately 66% of the User Group respondents reported that the current recreational facilities were inadequate or did not meet the needs of their members. Reasons noted were: not enough or inadequate space (34%), scheduling conflicts (13%), general maintenance (13%) and parking (13%). Bike racks and parking spaces were the top two "must haves" at current Gallatin County parks and trails.

Part I. Public Service Announcement (PSA) Production

Throughout the public outreach phase of this plan, the need for public education became evident, especially as to how user groups interact. In partial answer to this, a series of ten 30-second public service announcements were developed around specific topics, including health, connectivity, etiquette, safety, economic benefits and maintenance. These ten PSAs were sent to all local radio outlets in the County for distribution on a “run of schedule” basis, which means the stations were able to decide which spots would run at which times. There is also no date after which they must be pulled off air. No County monies were used in this effort as they were produced at Peak Recording in Bozeman using grant funding from Blueprint America, which specified a broadcast production component. A copy of the scripts can be found in (Part 8, Appendix C).

Chapter. 6 Introduction of Master Plan concept

The overall intent of the Parks and Trails Plan is to provide a framework for the future development of parks and trails so existing recreation infrastructure can be used as efficiently as possible in reaching the long-term goal of creating an interconnected system. The process used to create the plan was based on public input in the hopes of avoiding a “top-down” process. As discussed in I.5 above, an intensive community outreach process was developed through grant assistance to establish priorities and identify implementation practices. The input collected directly frames the priority routes and facilities described in II.3, and DRAFT Regulations in III.1 of the Parks and Trails Plan.

The Parks and Trails Plan provides a tool for developers, non-profits, citizens, and governments in their various efforts to determine the future need, location, and resources required for recreation infrastructure. This tool will provide more predictability for future development as well as opportunities for collaboration as the County continues to grow.

Recreation does not stop at a city limit sign or a National Forest Service boundary. The Parks and Trails Plan looks not only at what is within the County’s jurisdiction but also at all the entities involved in land use management, i.e., the US Forest Service, municipalities, for-profits, non-profits, etc., because people recreate regardless of management entities and jurisdictions. A recreational outing may go from a city trail to a county road to a forest service trail to a state park. In order to avoid the duplication of recreational opportunities and ensure more collaboration, a multi-lateral approach to recreation planning and implementation is needed.

Part A. Master Plan Defined

A Master Plan is defined here as a guiding document compiling multiple planning efforts into one. In order to fulfill this definition, the Parks and Trails Plan establishes Service Areas and corresponding Levels of Service to set recreation planning priorities (II.1-4), which can be followed and updated as needs change. The Parks and Trails Plan will take into account legislation and planning pertaining to recreation at the federal, state, county, municipal and community levels in order to provide an overarching view of existing efforts. The master plan facilitates coordination and provides a foundation for partnerships between different recreation entities. In addition, the scoping efforts of the planning process tie public comment directly to the priorities of the plan, allowing those priorities to be both area-specific and community-driven.

Part B. Policies & Priority Infrastructure

Title II of this plan outlines the County's recreation policies. Specifically, the policies deal with how existing recreation infrastructure should be managed in regards to construction, maintenance and collaboration. The policies go on to establish what is needed administratively to create an interconnected system of parks and trails. Title II also provides for how future development can most efficiently provide missing infrastructure while at the same time establishing a baseline level of predictability by suggesting where routes ought to be installed and what facilities may be needed based on levels of service standards, previous planning efforts, and through public feedback.

Part C. Service Areas and Levels of Service (LOS)

One unique aspect of Gallatin County's Parks and Trails Plan is the introduction of Level of Service (LOS) planning for parks and trails. LOS are "...measures of the amount (and/or quality) of the public facility being provided to meet that community's basic needs and expectations. LOS measures are typically expressed as ratios of facility capacity to demand by existing and projected future users."⁹ This measure typically corresponds to service areas consisting of urban centers with a medium to high concentration of people and a single governmental or managing entity.

In the case of the County, there are multiple user groups, population densities, geographies and jurisdictions to be taken into account. To do so, a simplified version of the LOS ratio was developed based on a combined analysis of the population served, the frequency of recreation facility use, and the capacity of the facility for the amount of use. The LOS Service Areas are defined as County-wide, Regional, Community, and Neighborhood. Meeting a Regional LOS, for example, is determined by estimating a route or facility's monthly use by two or more communities. If a particular community is not meeting a Regional LOS, that missing route or facility becomes a priority.

A more in-depth discussion of the County's service areas and LOS needs, as well as the resulting planning priorities, can be found in II.1-4

Chapter. 7 Related Recreation Planning

In order to account for the various planning efforts affecting recreation in Gallatin County, the following summary of federal, state, and local plans was compiled. Through awareness of ongoing related efforts, the County will be able to better address common priorities and goals as well as foster partnerships for their implementation (IV.3).

Part A. Federal Recreation Planning in Gallatin County

1. National Forest Service: Recreation planning by the Forest Service most directly affects Gallatin County through its Travel Management program. The decisions made by the Forest Service in management of travel routes can cause increased pressure on recreational facilities provided by the County. Gallatin County recently approved the creation of a Resource Advisory Committee (RAC) to foster better communication between Forest Service priorities and those of the County.

Members of a RAC review projects proposed by the National Forest Service in participating counties, propose projects and funding, and coordinate with the Forest Service in recommending certain projects. RAC members also provide opportunities for other

⁹ City of Bozeman Parks, Recreation, Open Space and Trails Plan, adopted December 17, 2007, Chapter 7, page 7-1.

interested parties to participate in developing certain projects, monitor project implementation, and make recommendations for project adjustments or changes as needed.

2. National Park Service: Recreation planning from the Park Service most directly affects Gallatin County through the use and maintenance of Highway 191, which connects Belgrade to West Yellowstone via Big Sky. This road is the only connection to all communities and recreation facilities within Gallatin Canyon. Planning and maintenance for Highway 191 is provided in coordination by the state and Yellowstone National Park. In addition, federal dollars support Yellowstone National Park through the Land and Water Conservation Fund (LWCF). The LWCF has a Federal program and a “Stateside” program (I.7.B). The Federal program includes funding for the Greater Yellowstone Ecosystem.

Part B. Montana State Recreation Planning in Gallatin County

1. SCORP: On a state level, Montana created the Montana Statewide Comprehensive Outdoor Recreation Plan (SCORP) in 2008 through the Montana Fish, Wildlife, and Parks. The plan outlines the state’s “...five-year plan for recreation management, conservation and development.”¹⁰ The plan is a requirement for the allocation of Stateside Land and Water Conservation Funds (LWCF) provided through the Federal Government.

The plan outlines recreation facility supplies, demands, issues and gaps, as well as goals and strategic actions. Participant groups included the Montana Association of Counties and the Montana League of Cities and Towns. Goals of the plan include increasing access to local swimming pools, enhancing local recreation for youth, continued multi-use access to and maintenance of rural and backcountry trails, implementation of ADA improvements and creation of sufficient funding and stable resources.¹¹ Other funding goals include the development of public-private-nonprofit-tribal partnerships, user fees, nonresident visitor fees, and improving private sector concessions.¹²

2. Montana Department of Transportation (MDT) - Greater Bozeman Area Transportation Plan (2007 Update) (GBAT): GBAT was created in response to increasing population and development around the Bozeman area, and to update the Greater Bozeman Area Transportation Plan of 2001. The plan addressed motorized and non-motorized transportation needs through the collaboration of multiple stakeholders. The priorities set forth in the plan accommodate a wide array of recreation needs and is a very useful tool to the Parks and Trails Plan. However, the transportation planning cannot address all recreation needs. The Parks and Trails Plan carries further the planning efforts established in GBAT to encompass recreational needs more completely.

Part C. Community Recreation Planning in Gallatin County

1. City of Bozeman- Parks, Recreation, Open Space, and Trails (PROST) Plan: The PROST Plan “...provides a framework for integrating existing facilities and programs and further

¹⁰ “Montana Statewide Comprehensive Outdoor Recreation Plan: 2008-2012.” Brian Schweitzer, Montana Fish, Wildlife, and Parks. Helena, MT.: January 2008; page ES-1.

¹¹ ... page ES-7

¹² ... page 85

developing a system of parks, recreation facilities and programs, open spaces and trails.”¹³ The PROST Plan intersects with Gallatin County planning in the areas surrounding the municipal boundaries but still considered part of the PROST “plan area.” These areas include recreation amenities such as the “M” and Drinking Horse Mountain trails, Sourdough trail head, and Kirk Hill trail head. In addition, multiple corridors were identified along waterways and ditches within the county’s jurisdiction. Some of the proposed trails within the PROST Plan correspond with county priorities, but not all.

2. City of Belgrade- Belgrade Transportation Plan: The Belgrade Transportation Plan addresses sidewalks, bicycle and pedestrian facilities, which could provide for recreation access. The plan reports, “It is apparent that significant work has been done recently towards providing a contiguous system of walks connecting neighborhoods with schools. There are some gaps in this system, which should be eliminated to accommodate pedestrian travel, particularly school-related traffic.”¹⁴ The provision of sidewalks was highlighted as a community service area level of service need in communities across the county.
3. Big Sky Community- Big Sky Trails Master Plan: The Big Sky Community developed a trails master plan in response to increased development in the area and the recognized importance of “...preserving and improving the community’s multi-use trails system.”¹⁵ The goals of the plan include mapping of existing trails and wildlife corridors, establishing criteria for trail development, and connecting existing and planned trails in areas bordering Big Sky. The community’s efforts are an exemplary demonstration of how unincorporated areas in the county can address recreation planning. The county’s priorities have taken into account and attempted to complement Big Sky’s needs (II.3.B.3).
4. Town of West Yellowstone- West Yellowstone Parks Master Plan: The plan details the future plans for each of the Town’s eight parks. The plan addresses concerns of recreation access at the community level, which is of great assistance to the county in serving this service area’s level of service needs.

¹³ “Bozeman Parks, Recreation, Open Space, and Trails (PROST) Plan.” City of Bozeman Commission and the Recreation and Parks Advisory Board, Adopted December 17, 2007: page 1-3.

¹⁴ “Belgrade Area Transportation Plan.” Prepared by Morrison Maierle, Inc. for the Montana Department of Transportation, City of Belgrade, Gallatin Airport Authority, and Gallatin County. Adopted June 2001: page II-4.

¹⁵ “Big Sky Trails Master Plan.” Prepared by the Trails, Committee of the Big Sky Community Corporation. Adopted January 2009: page 4.

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Title II. POLICY

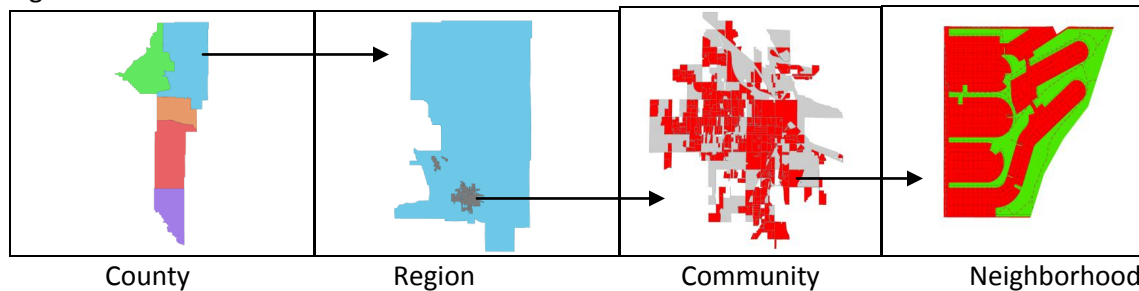
The policies and priorities for existing and new recreation infrastructure

Chapter. 1 Service Areas and Levels of Service (LOS)

The purpose of a Levels of Service (LOS) approach is to provide the County and its residents with a way to measure and address the varied and area-specific recreation needs of each service area. Each service area is defined by certain socio-political or geographic boundaries and each LOS is defined based on population served, frequency of use and capacity for use. Within the county there exists (Figure 3):

- One County-wide Service Area
- Five Regional Service Areas
- Eleven Community Service Areas
- Numerous Neighborhood Service Areas

Figure 3: Schematic of Service Area Definitions



Within each Service Areas any of the four LOS measures can be applied to assess the need and capacity for parks and trails (Figure 4).

LOS A, County: Federal, State, and County recreation facilities serving all populations and visited by individuals on average once per year. This facility has a large capacity for use by many people. Examples include Yellowstone National Park, Gallatin County Fairgrounds, Headwaters State Park and Big Sky Ski Resort.

LOS B, Regional: Federal, State, County, and community recreation facilities, serving the population of several communities and visited by individuals on average once per month. These facilities have a medium to large capacity for use. Examples include Forest Service Trail Heads, the Gateway to Four Corners Trail, and the Big Sky Community Park.

LOS C, Community: Municipal or unincorporated community facilities, serving cities, towns and unincorporated urban populations, visited by users on average once per week, with a medium capacity for use. Examples include Pete's Hill in Bozeman, Splash Park in Belgrade, Taylor Park in Manhattan, and the Headwaters Trail System in Three Forks.

LOS D, Neighborhood: Neighborhood recreation facilities, serving subdivisions or small populations, visited on average once per day and has a limited capacity for use. Examples include, Williams Park, River Rock Park, Bozeman Ponds and Cooper Park.

Figure 4: LOS Measures

| LOS A: County | Managing Agencies | Population Served | Frequency of Use | Capacity |
|---------------------|---|-------------------------|-------------------|--------------|
| | Federal, State, County, and recreation facilities | ALL | AT LEAST 1X/YEAR | LARGE |
| LOS B: Regional | Managing Agencies | Population Served | Frequency of Use | Capacity |
| | Federal, State, County, and community recreation facilities | MORE THAN ONE COMMUNITY | AT LEAST 1X/MONTH | MED to LARGE |
| LOS C: Community | Managing Agencies | Population Served | Frequency of Use | Capacity |
| | Community recreation facilities | 1 COMMUNITY | AT LEAST 1X/WEEK | MED |
| LOS D: Neighborhood | Managing Agencies | Population Served | Frequency of Use | Capacity |
| | Neighborhood recreation facilities | 1 NEIGHBORHOOD | AT LEAST 1X/DAY | SMALL |

One of the challenges in creating a comprehensive parks and trails plan was applying defined levels of service to varying needs, uses and population sizes. To achieve the required nuanced approach, the Plan established priority routes and facilities for the County and Regional Service Areas (II.1.D-E), but left the Community and Neighborhood Service Areas to more localized efforts.

The Community of River Rock, for example, has not yet created a detailed plan establishing levels of service for parks and trails. The Community of Big Sky, on the other hand, has completed a Trails Plan. In the future, as the need arises, individual Community and Neighborhood plans can be completed to better address their individual needs. Any Neighborhood or Community Service Area recreation plans approved by the BPC will be adopted and referenced, or included in the Park and Trails Plan as an appendix.

The LOS Policies discussed here were established directly from feedback received during the public outreach described in I.5. The following priorities should be referenced at the beginning of all future recreation improvements proposed by developers, non-profits, user groups or other entities.

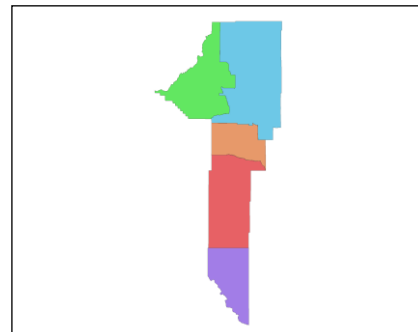
Part D. County-wide Service Area (LOS A)

This service area is defined by the County's physical boundary.

1. County-wide LOS Policies

a. **Implement Fairgrounds Master Plan**

- i. Work with the Gallatin County Fairgrounds Staff, the Gallatin County Fair Board, the City of Bozeman, and other interested



parties to fulfill the Fairgrounds Master Plan (Appendix E).

b. Improve Education for Safe Recreation Use and Etiquette

- i. County to provide consistent signage that quickly summarizes multi-use ethic of County parks and trails and who yields to whom. Creating a signage policy was also a recommendation of the Trails Plan of 2001.
- ii. County to establish safety criteria for recreational routes and facilities.
- iii. County, through partnerships with local businesses and non-profits, to prepare and make available an inter-agency County-Wide Travel Map. The Travel Map should provide route information such as ADA accessibility, parking, rules of conduct, and area attractions. The Travel Map should also color code routes based on potential hazards and level of expertise needed. The Travel Map should be distributed throughout the County and be linked to on the County's website.
- iv. County to provide a forum for discussion with user groups and other interested stakeholders a minimum of every five years to discuss further educational strategies that could be implemented as well as areas that need to be addressed.

c. Promote Parks and Trails for Economic Development

- i. County to work with State Office of Tourism, FWP, local Chambers of Commerce, and tourism industry representatives to:
- ii. produce and distribute an inter-agency Travel Map;
- iii. establish a system for tracking spending habits and recreation use;
- iv. investigate and generate new sources of revenue; and
- v. create measurable goals to better address tourist needs through County recreation programming and planning.

d. Connect Communities and Trail Accesses through Alternative Transportation:

- i. County to support and implement, where applicable, all adopted County Neighborhood or Community Plans, the Greater Bozeman Area Transportation Plan (GBAT), the City of Bozeman PROST Plan, the Big Sky Trails Master Plan, and the West Yellowstone Parks Master Plan.
- ii. County to work with existing transit providers and managers to link existing and planned alternative transportation infrastructure to create connections between communities.

e. Foster Relationships with Land Use Managers to Improve and Preserve Multi-use Access to Recreation:

- i. County to support area Resource Advisory Committee (RAC) and maintain contact with them.
- ii. County to foster partnerships through cooperation and coordination with area land use managers, including the NFS, the NPS, the FWP, the DNRC, and the NRCS.
- iii. County to invite partner land use managers to meet annually to discuss priorities, implementation, and address concerns.

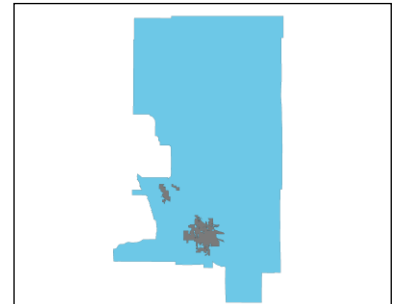
f. Address Long-Term Operation and Maintenance Issues:

- i. Establish cost estimates for long term maintenance needs including capital improvements.
- ii. County to work with volunteer organizations, Home Owners Associations, community service workers, and other local governments to adequately maintain Parks and Trails in Gallatin County.

- iii. County to maintain an accurate HOA contact list.
- iv. County Conservation and Open Space Coordinator to communicate with the Weed Department to address weed control priorities and implementation of those priorities.
- v. County to partner with user groups for volunteer operations and maintenance work.
- vi. County to consider user fees for Active Recreation facilities in site-specific areas (i.e. ball fields, swim centers, etc.)
- vii. County to work with other land use managers to develop a trail condition reporting system.
- g. **Address Long-Term Liability Issues:**
 - i. County to consider assuming liability for authorized donated or purchased trail easements and park land.
 - ii. County to work with non-profits and user groups to create a volunteer trail crew for inspections and maintenance.
 - iii. County to track/document maintenance and inspection of facilities.
- h. **Provide a Phased Approach to Implementation of Long-Term Priorities for Parks and Trails:**
 - i. County to establish an implementation schedule based on public outreach feedback, priority setting criteria, and in cooperation with area transportation, land use management, and development projects.
 - ii. County to work with local and State transportation managers to establish a schedule for trails to be built in ROWs.
 - iii. County Planning Department to work with developers at Pre-Application phase of development proposals to ensure connectivity and design standards are met.
 - iv. County to coordinate with MDT and the TCC to install park and trail facilities that correlate with existing transportation plans.
- i. **Assist Communities and Regions with Grants & Other Funding Sources:**
 - i. County to partner with non-profits, regional and community entities to apply for grants.
 - ii. County to establish partnerships with grant seekers in municipalities and county communities.

Part E. Regional Service Area (LOS B)

This service area is divided into five (5) regions organized by existing geographic and economic conditions, as well as recreation planning priorities held in common by the communities within the region. The regions follow existing, consolidated voting precincts whose boundaries were reviewed and approved by the attendees of the Community Priority Meetings. The LOS in the Bozeman/Belgrade and Big Sky Regions are somewhat affected by users from Madison and Park Counties, which should be considered in future recreation service assessment and in making funding allocation decisions.



1. Regional LOS Policies

a. Work to improve communications between County and communities:

- i. Hold annual meetings with community planners/officials to discuss “4 Qs”: What’s working, what’s not, what solutions are, and who’s responsible and

- any new projects and priorities the community/county will be working on in the coming year.
- ii. Develop partnerships with Park and Trail organizations in every community.
 - iii. County to recognize those projects moving forward due to multi-party collaboration, through its priority setting and funding allocations.
- b. **Improve access to Forest Service Trailheads and County Parks through area bussing (public transportation):**
- i. County to distribute inter-agency Travel Map to transit providers to inform them of existing recreation routes.
 - ii. County to meet with public transit providers to explore adding routes and identifying recreational trail connections based on Parks and Trails Plan Priorities (II.3.B).
- c. **Connect individual subdivisions for safe routes to other subdivisions and commercial areas:**
- i. County to encourage connections between existing subdivisions/ commercial areas through landowner granted easements, road rights-of-way, utility easements, and any other alternatives.
 - ii. County to encourage new development to allow for connections to existing recreation infrastructure and any central business districts, public lands and trailheads, or other recreation amenities within a one (1) mile radius of the subdivision.¹⁶
- d. **Preserve public access to recreation facilities through the subdivision process:**
- i. County to support making all future parks and trails public.
 - ii. If a trail/park has been identified within the subdivision, either through the Parks and Trails Plan or through the parkland dedication process, and no other alternative route is possible, that park/trail should have public access.
 - iii. County to prioritize roads used for rural recreation based on public input, level of use, and proximity to existing recreation facilities. These priorities should be used to identify when and where recreational infrastructure may be needed to mitigate impacts on area recreation.
 - iv. The dedication of parks and trails through the subdivision review process should create excellent recreational opportunities for everyone, protect unique natural features, and provide connections to existing or planned public recreation facilities.
 - v. Wherever possible, areas identified for park and trail uses shall be dedicated to the county by the initial phase of the development. If dedication is not possible, easements should be obtained with the initial phase for all lands identified for park and recreation uses. Lands being dedicated should be done so incrementally and proportionally with each phase.
- e. **Wherever possible use Railroad Rights of Way (RROW) for Trail Connections:**

¹⁶ “LEED for Neighborhood Development,” LEED 2009 for Neighborhood Development Rating System Created by the Congress for the New Urbanism, Natural Resources Defense Council, and the U.S. Green Building Council. NP D Credit 10: Access to Recreation Facilities: “Locate and/or design the *project* so that a publicly accessible outdoor recreation facility at least 1 acre in area, or a publicly accessible indoor recreational facility of at least 25,000 square feet, lies within a 1/2-mile *walk distance* of 90% of new and *existing dwelling units* and nonresidential building entrances. Outdoor recreation facilities must consist of physical improvements and may include “tot lots,” swimming pools, and sports fields, such as baseball diamonds.”

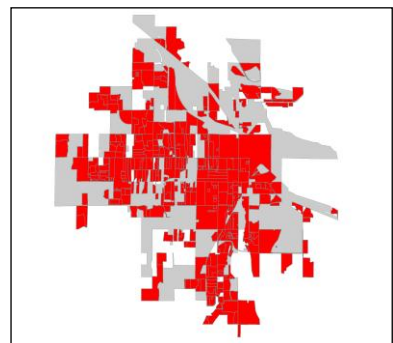
- i. The County recognizes retired RROW typically provide excellent trail corridors between communities.
 - ii. The County supports organizations, communities, and individuals who want to use retired RROW to install trails where there is landowner support.
 - iii. County to inventory all existing, intact retired RROW, map them, and make them available to serve those interested in “Rails to Trails” projects within the County’s jurisdiction.
- f. **Increase safe routes to area schools:**
 - i. The County supports the safe pedestrian school routes identified by GBAT and will assist in their implementation through subdivision review, grants, and partnerships.
 - ii. The County recognizes community schools as active and Passive Recreation sites and encourages connections to them.
- g. **Create recreational routes between communities:**
 - i. It is a long-term goal to create recreational corridors between all communities in the County.
 - ii. The County will help facilitate community planning, construction, and maintenance of parks and trails that connect communities.
 - iii. County has established priority routes to begin connecting communities (Appendix D).
 - iv. County encourages communities to work together to establish connections and will recognize and partner with well-organized, sustained efforts.
 - v. County recognizes the need to take into account recreation on unpaved roads.
 - vi. County recommends the use of Greenways to preserve recreation and wildlife corridors between communities.

Part F. Community Service Area (LOS C)

The Community service area is any community with a fire station, school, and commercial activity.

1. Community LOS Policies

The Community LOS is often served by a local municipality, quasigovernmental agency, or community planning effort in cooperation with County government. A full list of their priorities can be found in Appendix C. The following communities contributed a list of their priorities through the Public Outreach Process: West Yellowstone, Big Sky, Gallatin Gateway, Four Corners, Amsterdam/Churchill, Three Forks, Manhattan, Belgrade, and Bozeman.



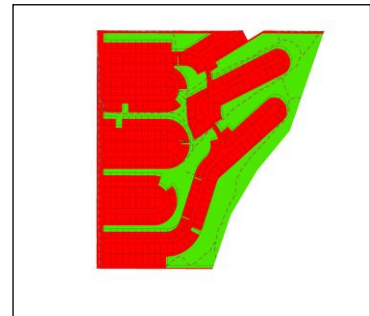
The following policies were identified as necessary by communities across the County:

1. Weed management and general maintenance is the number one priority.
2. Conflicts between user groups need to be better addressed. Trails need to have a multi-use designation for motorized, horseback, bike, and pedestrian users to avoid conflicts.
3. The lack of basic pedestrian infrastructure, such as sidewalks, is a problem for all communities.
4. There is a need for better maps and promotion of existing trail systems.

5. Access to rivers in general, as well as existing river access maintenance and rule enforcement, needs to improve.
6. Individual subdivisions need to connect via safe recreational routes to other subdivisions and commercial areas. Investing in loop trails around communities that connect to developed/developing areas as well as existing and proposed trailheads could help this effort.
7. The County needs to provide some “Limit of Liability” to landowners granting recreation access.
8. Dog parks are needed.
9. Access to public lands through bussing and bike lanes should be provided.
10. Support is needed for the use of road tunnels and their proper maintenance.
11. Swimming facilities are needed.
12. Utilize and follow existing highway and roads to avoid having to go through farmland in rural areas not likely to develop.

Part G. Neighborhood Service Area (LOS D)

The scope of the Neighborhood LOS is any area where residents live in fairly close proximity. Typically these areas have been created through subdivision.



1. Neighborhood LOS Policies

A Neighborhood LOS is typically met by Homeowners Associations (HOA) or cooperative efforts among neighbors. In certain municipalities formal neighborhood associations also exist to establish and implement priorities, such as the Northeast Neighborhood Association (NENA) in Bozeman. Through the subdivision of land, HOAs are often the “go-to” entity for maintenance and facility management. In the County these HOAs are relied upon for weed management and infrastructure maintenance, such as roads, parks, and trails. In order to ensure Neighborhood LOS Priorities are being met, developers are encouraged to view the lists and maps of the County’s Priority Routes and Facilities found in Appendices D & E. This list can also serve as a starting point for project development for non-profits, concerned citizens, and government entities.

Chapter. 2 Previous Priority Routes- 2001 Trails Plan

As discussed in I.1, the Trails Plan of 2001 established potential corridors showing where future development should consider installing trails. The following trail connections were established as priorities: Belgrade to Bozeman, Valley Center Corridor, Bozeman to the “M,” Springhill to Bozeman, Gateway to Four Corners, Four Corners to Bozeman, and Three Forks to Trident. Since that time, some improvements have been made and parts of those priority corridors have been implemented. The following is an update on each one.

Part A. Belgrade to Bozeman

The 2001 Gallatin County Trails Plan suggested three alternative alignments for a connector trail between Belgrade and Bozeman, all within the I-90/frontage road corridor. This would suggest that, at

the time, the desired function was a direct, commuter route. In 2005-06, a group calling itself the Safe Trails Coalition (STC) developed a vision for a multi-use paved pathway located mostly along road corridors. The STC held community meetings, identified preferred routes, met with homeowners along these routes, and generated names of over 100 people who supported a Belgrade-to-Bozeman connection, some of whom expressed a possible willingness to help. The group got people talking, but no money was raised for project implementation, and energy was diverted toward revision of the GBAT.

As part of the planning process for this Parks and Trails Plan, the P&T Committee applied for assistance from the NPS RTCA Program¹⁷. Through assistance from their staff, additional potential routes to Belgrade were established (Appendix F). The Summary Report provided by the RTCA indicates that all resources available should be used to implement several concurrent efforts through subdivision, county funding, and non-profit support to slowly establish a multi-purpose trail network serving the Belgrade-Bozeman-Four Corners, “Triangle” area. The RTCA report concludes:

*The Belgrade-to-Bozeman/triangle area trail network is a long-term project that will develop incrementally, as a constellation of projects that coalesce into a system over time. The overall vision should be established by the county, given the size of the area under consideration and the long-term nature of the task. Every mechanism available to improve bicycle-pedestrian facilities should be employed. Community trails enthusiasts can assist by advocating for the projects most important to them.*¹⁸ (Appendix F)

Part B. Valley Center Corridor

This route called for a Boulevard Trail for bicycles from Jackrabbit Lane to North 19th Avenue along Valley Center Road. Since 2001 MDT has been planning to install a separated, shared use path to the south of Valley Center Road. MDT had the route slated for installation in 2012, but stimulus funding from American Recovery and Reinvestment Act (ARRA) moved the project up for completion in 2010. MDT installed a 10-foot paved path on the south side of Valley Center Road from the Frontage Road underpass to Alaska Road in the summer of 2010. An estimated 1.000 mile remains to complete a paved, boulevard trail to Jackrabbit Lane.

Part C. Bozeman to the “M”

Three potential routes from the intersection of Bridger Drive and the Story Mill Road to the “M” were identified as part of the 2001 Trails Plan; a northern route across private lands, a middle route along Bridger Canyon Drive, and a southern route across private holdings in the Story Hills. Since that time, several subdivisions have installed portions of the northern and roadway options. The Legends at Bridger Creek Subdivision and Creek Wood Subdivision established a trail corridor along Bridger Creek fulfilling a portion of the northern route.

In addition, Headlands Subdivision, Green Acres Subdivision, and Creek Wood Subdivision established a trail connection from the intersection of Story Mill Road with Bridger Drive to the intersection of Boylan Road and Bridger Canyon Drive, an estimated distance of 1.023 miles, leaving an estimated 1.221 miles along Bridger Canyon Drive to connect to the “M.” The creation of a trail head, Drinking Horse Trail,

¹⁷ The Rivers and Trails (RTCA) Program implements the natural resource conservation and outdoor recreation mission of the National Park Service in communities across America. Gallatin County applied for RTCA assistance to investigate the potential for developing a Belgrade-to-Bozeman trail connection.

¹⁸ Weiner, Gary. “A Belgrade to Bozeman Trail Connection,” Rivers, Trails, and Conservation Program, National Park Service; June 2010.

across from the “M” has provided a desirable destination and could tie into a southern route should it be created.

Finally, the Gallatin National Forest, in partnership with the Gallatin Valley Land Trust (GVLT), the Western Transportation Institute (WTI), US Fish and Wildlife Service (FWS), Bridger Bowl (BB), and Bohart Ranch applied to the Paul Sarbanes Transit in Parks Program to make a feasibility assessment for a separated shared use path from Story Mill to the “M” and Drinking Horse trail heads, as well as research and plan expanded transit to Bridger Bowl and Bohart Ranch and potentially even high use trailheads in the area. Whether or not this grant was successful will be announced in the fall of 2010.

Part D. Springhill to Bozeman

A **boulevard** trail within the ROW of Springhill Road from the Springhill Community Road to the terminus of North 19th Avenue was recommended to accommodate bikes and dog walkers. The trail would be most feasible if TEA-21 funds were used and the trail built in conjunction with a road construction project. To date, no construction of this trail has occurred. Regular clearing of the existing wide shoulders and installing rumble strips within the fog line would facilitate bike travel.

Part E. Four Corners to Gallatin Gateway

A paved **boulevard** trail on the east side of Highway 191 from the Gateway Underpass to the Four Corners intersection of Huffine and Jackrabbit Lanes was recommended to accommodate local pedestrian traffic. Since the adoption of the 2001 Trails Plan, a 10-foot wide paved trail from the Gateway underpass to Zachariah Lane has been installed. Approximately 4.134 miles remains to complete the trail connection into Four Corners. An unofficial, trail-by-use, however does exist from Gallatin Gateway to Four Corners on the west side of Highway 191.

Chapter. 3 Updated Priority Routes and Facilities

Part A. Priority Setting Process

The County worked with individual user groups and community representatives from each of the County’s communities to determine what types of parks, trails, and improvements were most needed. A large spectrum of potential recreation projects were raised that would improve all LOS. The challenge of breaking down the larger projects, like a trail between two towns, was addressed by ranking them in regards to the Priority Setting Criteria established, including largest population served, improvements to public safety, physically feasibility, and cost.

One of the challenges faced in the prioritization process was that facilities and routes were redundant at all the county, regional, community and neighborhood levels of service and comprehensively would meet a county or regional level of service but individually would only serve a community or neighborhood level of service. For example, in the Community of Amsterdam/Churchill the basic lack of sidewalks or trails along the highway or neighborhood streets was an issue. Safely riding bikes, walking dogs, pushing strollers or otherwise recreating in the Churchill Community was both difficult and potentially unsafe.

The community asked the County to prioritize the installation of basic trails to connect area schools, neighborhoods and commercial centers. This effort would meet a Community/Neighborhood LOS. At the same time, the community representatives requested recreational trail routes south along Churchill

Road towards Norris Road; east along Cameron Bridge to the Gallatin River; and north along Churchill Road to Manhattan. This effort would meet a Regional/County LOS.

The following descriptions provide the basic top priority routes and facilities for each region based on public input and the County's priority setting criteria. Maps showing the recommended recreation infrastructure improvements are available in Appendices D & E.

Part B. Updated Recreation Priorities

Based on the Priority Process and Criteria, the Plan recommends the following priorities for implementation by the County. In order to fulfill these priorities, the County will work collaboratively with landowners, developers, decision makers, non-profits, and interested citizens to establish long-term, consensus based plans to guide future action. The priorities have been broken down into regions for organizational purposes; however all of the priorities meet a County-wide LOS A (II.1.1).

The list of priorities as established below is described in detail and mapped in Appendices D & E. Many of the trail routes that were established in this plan currently are described in broad terms as they have not yet been established with constructed trails. As pieces or segments of the trail system are constructed the trail route will be updated.

For example, the route described below as "Loop trail around town and connecting to future development south of the interstate in Manhattan" is very broad. As pieces of the trail system are completed the corridor will shrink and the route will become more defined. As part of the update process individual trail routes will be amended by the Park Commission and adopted into the document. The priority routes and facilities listed below are further described and mapped in Appendices D & E.

1. Manhattan/Three Forks/Amsterdam/Churchill (MTAC)

| MANHATTAN/ THREE FORKS/ CHURCHILL PRIORITY FACILITIES |
|---|
| Loop trail around town and connecting to future development south of the interstate in Manhattan. |
| Trail to Logan from Manhattan along Gallatin River, where possible linking to fishing access sites. |
| Trail Connection from West Cameron Bridge to River Rock Along Gallatin River |
| Trail loop under interstate through old town of Three Forks |
| Signage for designated bike route from Bozeman through Churchill and Manhattan. Route to start at Regional Park following Durston to Monforton School Road to Huffine west to River Road north to Cameron Bridge west to Churchill Road through the town of Churchill north continuing on Churchill Road through the town of Manhattan east to Dry Creek Road to Penwell Bridge Road to Springhill Road south to Sypes Canyon Road to McIlhattan Road to Manley Road and finishing the East Gallatin Rec. Area. |
| Trail to Logan from Three forks along Gallatin River, where possible linking to fishing access sites. |
| Park and Trail system along Gallatin River with appropriate maintenance and parking. |
| Route from Churchill to Gallatin River along Cameron Bridge Road. |
| Trail from Manhattan to Amsterdam/Churchill following ROW or abandoned rail road bed where possible. |
| Better paved trails inside Headwaters State Park |
| Safe bike loop (4' wide, road grade shoulder) north of interstate along Springhill Road connecting Bozeman to Manhattan possibly along Penwell Bridge Road. |
| Trail to Willow Creek from Three Forks along Old Yellowstone Road |
| Walking Trail headed west of town from the Thriftway in Manhattan along Milwaukee looping around residential area. |
| Trail between Amsterdam School and Manhattan Christian School through Ecton Ranch property or along Amsterdam Road to Camp Creek. |

| |
|---|
| Trail from West Dry Creek Road into Belgrade |
| Shared Use Path connecting residences south of Churchill to the Ams/Church Community |
| MANHATTAN/ THREE FORKS/ CHURCHILL PRIORITY ROUTES |
| Athletic facilities for active recreation (all communities in Region) |
| Water park or splash park for children in Manhattan. |
| Access to swimming facilities for Manhattan even if it is by transport to Bozeman or Belgrade. |
| Public Transportation for those who can't drive to recreation in other communities for Manhattan and Churchill residents. |
| Better boat parking and river access at East Gallatin, Nixon and the Four Corners fishing access sites. |
| Sidewalks and basic pedestrian transportation from neighborhood to commercial areas in Manhattan, Churchill/Amsterdam. |
| Improve safety of railroad crossing in the town of Manhattan for cyclists and pedestrians. |
| Address athletic field use by public on private facility in Churchill. |
| Community or Centralized parks system to benefit Amsterdam/Churchill. |
| Existing BMX park in Manhattan needs improvement. |

2. Bozeman/Belgrade/Four Corners (BB4)

| |
|---|
| BOZEMAN/ BELGRADE/ FOUR CORNERS PRIORITY FACILITIES |
| Create a park at the current county road and bridge shop when gravel pit use is finished. |
| Fulfill Regional Park Master Plan |
| Fulfill Fairgrounds Master Plan |
| Fulfill Belgrade Splash Park Master Plan |
| Complete master plan for splash park in Belgrade. |
| Create an Aquatic Recreational Center for all communities (location unspecified). |
| Bike Park |
| Large Acre Equestrian Facility for passive use and larger events (location TBD). |
| More Athletic Fields (location unspecified). |
| Signage for a designated Horse Route around Bozeman. |
| Provide bus service connections to recreational facilities and trail heads. |
| Convert Cooper Pit in River Rock to future parkland and ball fields. |
| Increased trail access to area bus stops. |
| Dog Park(s) |
| Create better recreation connectivity from outside subdivisions into Belgrade. |
| More family oriented parks and rec. facilities, (picnic areas) |
| Need safe crossings at the Jackrabbit and Huffine Intersection. |
| Sidewalks and basic pedestrian transportation from neighborhood to commercial areas in Belgrade, Four Corners, and Bozeman. |
| BOZEMAN/ BELGRADE/ FOUR CORNERS PRIORITY ROUTES |
| Shared use paved path along South 19th and/or Fowler to Hyalite within ROW per GBAT |
| Recreational trail from the Four Corners intersection to the Regional Park through Black Bull Run subdivision and meandering between Durston and Baxter as development occurs. |
| Recreational Trail from Belgrade to Bozeman following south of the interstate towards the Regional Park connecting existing subdivisions, such as Valley Grove and Wylie Creek. |
| Shared use path along Bozeman Trail from Kagy to Mt. Ellis Road connecting to Bear Canyon Road. |
| Extend Sourdough Trail from Forest Service trail head north to Goldenstein. |

| |
|--|
| Create a connection via a recreational trail from the Regional Park along old RROW to Gallatin Heights. |
| Trail following the abandoned RROW near Cobb Hill Road southeast from Four Corners in the direction of Bozeman toward "Middle Creek Park" identified in the Gooch Hill West Neighborhood Plan. |
| Park and Trail system along Gallatin River with appropriate maintenance and parking. |
| Trail between River Rock and Belgrade along Amsterdam Road and the old RROW across I-90 to Madison Road to Jackrabbit. |
| Create a Bozeman Creek Corridor Trail System. |
| Create a recreational route connecting Arrowleaf Hills into Bozeman. |
| Mount Ellis Loop Trails from Painted Hills, Arrowleaf and Tripple Tree (GVL T Project) |
| Create a trail running west towards the Gallatin River from Belgrade to Central Park Road north of 4 Dot subdivision, possibly using old RROW. |
| Shared use path through intersection at Four Corners along Jackrabbit north/south from Baxter to Elk Grove. |
| Trail along west side of Monforton School Road from Baxter to Huffine. |
| Trail from Regional Park to Gallatin Heights to E. Belgrade interchange |
| Trail System from Garfield to Kirk Hill between 19th and Fowler |
| Trail Connections from Nash Park to Leverich and Sourdough |
| Trail Connection from the M to Fairgrounds |
| Trail from Regional Park to Fairgrounds |
| Loop trail around interior of Fairgrounds |

3. Gallatin Gateway (GG)

| GALLATIN GATEWAY PRIORITY FACILITIES |
|---|
| Better parking at fishing access sites at Axtell, et. al. |
| Work with Forest Service to create an east-west trail along the Gallatin Face |
| Improved safety and signage at Zachariah, Gooch Hill, Cottonwood and Little Bear Subdivision |
| Acquisition of Community Parkland for Gateway Community or using existing state land for community park facilities. |
| Improve basic pedestrian transportation in the town of Gallatin Gateway |
| Safe Crossing of 191 at Little Bear |

| GALLATIN GATEWAY PRIORITY ROUTES |
|---|
| Connect to Four Corners along 191 continuing from existing trail at Zachariah along east or west side as needed, as per GBAT. |
| Loop Trail system connecting Zachariah Lane, to Gooch Hill Road, to Cottonwood Road, to Yonder Road to Little Bear Road. |
| Improve access to Gallatin River along Mill Street as per Gallatin Gateway Community Plan. |
| Gallatin Face Trail |

4. Big Sky (BS)

| BIG SKY PRIORITY FACILITIES |
|--|
| Event center at Big Sky Community Park with concession facilities |
| Recreational fields |
| Indoor Recreation Facility for the Community |
| Dog Park potentially at Big Sky Community Park |
| Pedestrian Crosswalk at the intersection of Ousel Falls Road and Big Sky Spur Road |

| |
|-------------------------------------|
| Climbing Wall |
| BIG SKY PRIORITY ROUTES |
| Fulfill Big Sky Trails Master Plan. |

5. **West Yellowstone/Hebgen Lake (West)**

| |
|--|
| WEST YELLOWSTONE/ HEBGEN LAKE PRIORITY FACILITIES |
| Better designate routes (through signage) linking town to areas outside of Yellowstone Park. |
| Expand existing parks to include skate park and ice rink |
| WEST YELLOWSTONE/ HEBGEN LAKE PRIORITY ROUTES |
| loop trail around town of West Yellowstone |
| Nature Trail through Duck Creek |
| Facilitate Rail to Trail effort all the way to Ashton Idaho |
| Accommodate wide or clean shoulder along roadways in the West Yellowstone area. |
| Shared use trail connecting Targhee Pass to town to Duck Creek to Hebgen Lake and around Hebgen Lake following along highway |

Chapter. 4 Updated Administrative Recommendations

Both the 1989 Recreation and Open Space Plan and the 2001 Trails Plan contained administrative recommendations. The following represent updates to previous administrative recommendations that we have continued to pursue or amended to meet current and future needs.

Part A. **Motorized Use and Transportation Infrastructure**

1. Update: Motorized Use- the Parks and Trails Plan update has taken a different approach and included all users in an attempt to build trails everyone can access. However, the inclusion of all users is not to be done at the expense of safety.

Recommendation- If usage and patterns evolve that necessitate restrictions the Board of Park Commissioners will designate trail use strategies to resolve conflicts as necessary. Strategies may include shared use days and restricted use areas.

2. Update: Transportation Infrastructure- The Parks and Trails Plan update has focused primarily on recreation infrastructure as opposed to transportation routes. The development of GBAT addresses pedestrian transportation needs in the most highly populated area of the County and appears to adequately address transportation needs.

The Parks and Trails Plan is intended to create a system of parks and trails for recreational use that may or may not provide for transportation. It is understood that some routes may provide for useful transportation connections between various areas and some transportation routes may double as recreation routes. Trails that serve both transportation and recreation will likely be more prevalent in areas of lower population not included in GBAT or other transportation planning processes.

Recommendation- Follow GBAT planning model for areas needing more transportation-based pedestrian planning.

Part B. Adoption into the Gallatin County Growth Policy

1. Update: Growth Policy- Since the adoption of the Trails Plan of 2001 the County has struggled to adequately include park and trails criteria in the Growth Policy, Transportation Planning Policy, or other health and safety planning policies.

Recommendation- In order to better address the needs of recreation infrastructure through the future land use and development process the County should include appropriate provisions of this Park and Trails plan into the Growth Policy and other policy and planning tools as they are updated.

Part C. Planning Department Use of Park and Trails Plan in Subdivision Review

1. Update: Subdivision Review- Since the adoption of the Trails Plan in 2001, a challenge of the ensuring compliance with the needs of Park and Trails infrastructure has been lack of standards, specific routes and regulatory language that could be incorporated into the Subdivision Regulations. As a result the County accepted proposal by developers with no long term strategy for connection and use of the improvements.

The updated Park and Trails Plan is written to ensure the language and requirements for future land use decisions can be adopted into the Subdivision Regulations (II.6 & III.1).

Recommendation- The review process for subdivisions should follow the “Subdivision Review Procedure” in II.6.

Part D. Partnering with Communities

1. Update: Adoption by Communities- Communities like Three Forks, Manhattan, Belgrade, and Big Sky, have in the past had limited Recreation Planning adequate to meet their recreational needs. This Plan takes into account the needs of the people inside those communities as well as those who reside outside the community.

Past planning efforts like the 2001 Trails plan were not widely recognized or incorporated into planning efforts done by individual communities. This Plan looks to partnerships with communities and municipalities to better and more efficiently meet cross-jurisdictional needs.

Recommendation- While it is not necessary for each community to adopt the Park and Trails Plan, it is important the County and communities recognize the need to jointly approach the priorities, policies and needs set forth in this plan. Additionally the County should adopt or reference, whenever possible, any individual community based plan into the Parks and Trails Plan as an update.

Part E. Open Space Board (Open Lands Program)

1. Update: Open Lands Program – The Open Lands Program has achieved \$20 million in bond approval by the voters, the conservation of over 50 square miles of agricultural and natural resource lands, and the purchase of lands and easements for parks and public access projects. As of July 2010, approximately \$5 million remains in funding authorization under the Open Lands Board. Additionally the Open Lands Program is funding the administration of the Park Commission and County park and trail requirements.

Recommendation-The Open Lands Board continue to oversee the approval of land and conservation easement acquisition through Open Space Bond Funds. The Open Lands Board should also continue to work with the Park Commission to administer the Park and Trail programs through the Conservation and Parks Department. As bond funds run out the Open Lands Board and Park Commission need to actively work together to determine if another funding program is needed; what projects should be funded; and how they should be funded.

Part F. County Parks and Trails Review Committee

Update: Parks and Trails Review Committee- As part of the 2001 Trails Plan the Planning Board established a Trails Subcommittee that would review incoming subdivision applications in an attempt to meet the recommendations of the 2001 plan. After the creation of the Board of Park Commissioners the Trails Subcommittee evolved to include members of the Park Commission as well and to look at both park and trail related issues.

Recommendation- The Plan recommends the creation of a standing subcommittee of the Park Commission and Planning Board that will serve to review any future subdivision application for compliance with the park and trails plan. Utilizing a subcommittee will hopefully avoid the bureaucratic process of having a developer attend numerous additional board meetings and reviews.

Part G. County-Wide Park District

1. Update: County-wide Park District- Prior to 2009 the Park District laws were flawed and could not be implemented. The State Legislature amended the Special District laws making it much simpler for a Special District to be created for the purpose of the construction and maintenance of parks. The specific “Park Districts” and the law governing “Park Districts” has been repealed and replaced with the general district law.

Recommendation- The Plan recognizes the use of special districts as a method of funding the construction and maintenance of parks as part of the financial analysis.

Part H. County Parks and Trails Coordinator

1. Update: Parks and Trails Coordinator- The County Commission created the Board of Park Commissioners to oversee the administration of parks and trails in the County. The Conservation and Parks Department created by the County Commission serves as staff for the Park Commission as well as the Open Lands Board. The Conservation and Parks Department is responsible for coordinating all activities related to the acquisition, construction and maintenance of most park and trail activities.

Recommendation- The Plan recommends the Open Lands Program and the Park Commission continue to function under their individual missions. The Conservation and Parks Department will continue to handle the administration of the two programs. However, the plan recognizes that the Conservation and Parks Department cannot continue to meet the increasing needs of administration and maintenance of parks and trails in the county without increased resources.

Part I. Maintenance of Parks and Trails

Update: Maintenance Funding- Maintenance has been an issue for parks and trails for decades. The County has been fortunate to rely on HOAs, user groups, volunteers and grant funds to maintain trail systems and parklands.

Recommendation- The Plan recommends that the County Commission determine a long term funding strategy for the maintenance of parks and trail in the county based on the priorities within this plan.

Part J. Signage for New Trails

Update: Signage- No signage policies have been developed for parks and trails as recommended by previous plans.

Recommendation- The Plan recommends the creation of a sign policy and uniform signage for access, any potential use restrictions, trail etiquette, etc.

Part K. Mapping public parks in the County

Update: Mapping- All parks were inventoried and labeled as public or private with the update of this plan (Appendix D).

Recommendation- Continue to update inventory with all new parklands added either through subdivision or other development (non-profit, community-initiated, etc.)(II.7).

Part L. Electronic Availability of Planning Documents

Update: Electronic Availability- The Trails Report of 2001 was posted electronically on the County website and copies were made available to the public in the Planning Department's office. Additionally electronic medium has exponentially increased the tools available for the public to access information.

Recommendation- Park and Trails Plan, Maps, Master Plan Documents, etc. continue to be made available to the public to maximize the use and understanding of the parks and trails priorities of the county.

Part M. Liability

1. Update: Liability- The County holds trail easements and undertakes liability on a case-by-case basis. All Public Dedicated parklands also fall under the liability of the county as well.

Recommendation- the county develop a clearer process for the acquisition of new trail or recreational facilities in regards to protection from liability as well as address the issues of liability and workers compensation coverage so non-profits and organizations can effectively negotiate trail easements and park facilities with private landowners in the interest of a unified county trail system. (Appendix G).

Chapter. 5 Management

The BPC is responsible for overseeing the creation, operation, and maintenance of County parks and trails. The BPC under its creation by the County Commission and statutory authority is an administrative

and quasi-judicial board. They have the ability to make rules, enforce those rules, enter into contracts and are authorized to expend monies as approved by the County Commission. The decisions of the BPC have the same weight as those of the County Commission. Park and trail use policies are implemented and enforced through the Gallatin County Conservation and Parks Department.

The BPC has oversight for all County owned parks including those parks which have been dedicated to the public through the subdivision process. While the BPC has authority over subdivision parks, HOAs hold the primary responsibility for operation and maintenance of subdivision parks.

Currently the Conservation and Parks Department consists of one Department Head, one maintenance truck, one dump truck and one tractor with various implements. Funding for the Conservation and Parks Department and the BPC is entirely made up of private donations and a small amount of revenue generated from the sale of hay off of parklands and small grants.

The construction and maintenance of recreation facilities relies heavily on partnerships with volunteers, HOAs, and local non-profits, such as FORParks, Inc. and GVLTL.

The following administrative policies comprise the rules and regulations the BPC and County will utilize in the management, maintenance and enforcement of park and trail facilities. The enforcement of these policies can only be done after the adoption of them into specific rules by resolution of the BPC. Resolutions effecting enforcement of policies will be updated as part of the appendices of the Plan.

Part A. Construction of County Park and Trail Facilities

1. County owned parks. Construction of facilities inside county owned parks requires the approval of the BPC. Any facility being constructed on a county owned park requires approval by the BPC at a public hearing.
2. Construction of facilities by volunteer groups. Volunteer organizations are encouraged to work with the BPC in constructing facilities on county parks and trails.
 - a. License Agreement. Volunteer groups wishing to construct facilities on a county park will be issued a license agreement to utilize the property for the period of construction of the facility. Once completed the facility is required to be deeded over to the County and becomes the responsibility of the county to administer and maintain.
 - b. Insurance Requirements. Any group constructing a facility on county property must supply sufficient liability coverage and workers compensation insurance for the period of the build. If the organization is not able to provide the required insurance they may request the county cover the construction project under the county liability and workers compensation coverage.
 - c. Documentation of expenses. Any group construction a facility on county property must document the cost of materials and volunteer labor for the completed project and insurance reporting purposes. The documentation will be used to establish valuation of the facility for insurance and asset inventory purposes.
 - d. Outside contractors hired by volunteer groups. Any contractors hired to complete part of all of a construction project on a county park must be a registered contractor with the state of Montana and must meet the same employment and insurance requirements of any county contractor. These requirements are spelled out in the License Agreement issued by the county to the Volunteer Group.

Part B. Subdivision Parks

1. Subdivision parks primarily are the responsibility of an HOA when it comes to the construction of any facilities in a HOA park. Since the original statutory intent of Subdivision dedicated parklands was to serve the people who would eventually reside there the Park Commission infers little oversight into the operation and maintenance of these facilities. If an HOA becomes unwilling or unable to take care of their parks then the BPC may have to intervene.
 - a. Liability Insurance. It is recommended that all HOA who manage their own parkland carry the same level of liability insurance coverage as the county standard as the county may be liable for the actions of an HOA.
 - b. Approval of BPC for new facilities. Any HOA building new facilities on a public dedicated park notify the BPC or Conservation and Parks Department of the new facility as the construction of any permanent structure or improvement on county parkland is prohibited by county ordinance without BPC permission.
2. Subdivision Parks with no existing HOA. Some parklands in the County were dedicated to the public through the subdivision process but over time there has been no established HOA or the HOA has disbanded. These parks are governed as any other county owned parkland and are the responsibility of the BPC.

Part C. Volunteer Coordination

1. Volunteer Coordination is the responsibility of the Conservation and Parks Department staff. Any project being constructed or maintained by volunteers the park staff shall act as liaison to ensure that volunteer projects are being properly managed but more importantly to ensure that volunteers have the support needed to complete the project. The parks staff will often times work with the volunteer organization on the project to ensure its success. The staff assigned to the volunteer project is spelled out in the License Agreement.

Part D. Facility Design Standards

1. Standards for the design of parks were developed to establish certain basic criteria for the development of quality parks and recreational facilities. These can be found in the Construction and Design Standards, Appendix H. The design standards should be considered by the BPC before approving the construction of any new facilities on county parks or subdivision parks.
 - a. What is the benefit of the proposed project
 - b. Who will be responsible for the construction of the project
 - c. Who will be responsible for the long term maintenance of the project
 - d. Who will level of service with the project serve, Neighborhood, Community, Regional or County
 - e. Is the project identified in a master plan for the park property
 - f. What are any potential user conflicts that may arise from the project
 - g. Is there an increased liability that will be caused by the project to the HOA or the County

Part E. License Agreements

1. The BPC may issue license agreements for certain activities that occur on a county park. Activities requiring a license agreement include but are not limited to, organized events hosted by a civic organization on a county park, use of county parklands or park facility that

will restrict use by the general public, use for an organized event hosted by a private group, or construction of installation of any improvements by a volunteer organization.

- a. License Agreements issued by Parks Director. Parks Director may issue License Agreements pursuant to Resolution BPC2009-003 for use of County park property for special events meeting the following criteria:
 - i. Use is only temporary for no longer than seven (7) days
 - ii. Use is for an event that does not restrict us of the greater park property
 - iii. Use does not include the sale of goods and services including food or alcohol vending
 - iv. Use does not charge for attendance to the event

Part F. Leases

1. The BPC has the ability pursuant to MCA §7-16-2322 MCA to lease county parklands as established through the rules and ordinances passed by the BPC.
 - a. Leasing of county parkland for park purposes. The BPC may enter into long term lease agreements with user groups or organizations that will utilize the parklands for park and recreational purposes. Leases can be for a period not longer than 10 years. The value of the lease will be determined by the taxable value of the land or facilities being leased if it were in private hands.
 - b. Leasing of county land for non-park purposes. As authorized by MCA §7-16-2323. The BPC has the power to lease county parklands for non-park purposes if in the judgment of the board the parklands are not required for park use. Such lands shall not be leased for a longer time than 5 years and not for a longer time than 1 year without the concurrence of two-thirds of the entire board of park commissioners.
 - c. Leasing of dedicated parklands. Pursuant to MCA §7-16-2324 leasing of county lands acquired through the subdivision dedication process must be done so under the provisions of MCA §7-8-25.
 - d. Lease of Open Space Parklands. Gallatin County has purchased and designated parkland with Open Space Bond Funds authorized under the MCA §76-6-106, Open Space Act. The lease of any parkland purchased under the Open Space Act must be in compliance with 76-6-108.
 - e. Use of revenue from leased lands. Any revenue derived from the lease of county parklands or dedicated parklands shall be deposited into the County Park Fund to be used at the discretion of the BPC for operation and maintenance of county parks and trails.

Part G. Grazing

1. The BPC may by Lease or License agreement allow for grazing on public parklands.
 - a. Grazing allowed by License Agreement. Grazing will be permitted by a license agreement for a short term only for the purpose of vegetation control of weeds. Grazing authorized for this purposes is exempt from any applicable fee or lease rate.
 - b. Grazing authorized by Lease. Any grazing not strictly for vegetation control shall be done pursuant to the lease requirements in II.5.F above.

Part H. Fencing.

1. It is the policy of the county that it will not fence county parkland unless warranted for livestock control. If a neighboring landowner is faced with issues of trespass of the public

through their property from public parklands it is the responsibility of the private landowner to fence or sign the private property to prevent public trespass. Fencing of parkland or trail easements adjoining or through private property may be done by the county as part of a use agreement or easement.

Part I. Land Disposal.

1. Disposal of parklands is limited to the discretion of the County Commissioners pursuant to MCA §7-8-2211 et.seq.
 - a. Sale of county parkland. The county commission may sell or exchange county owned parkland that it determines no longer is needed for park and recreation purposes subject to the provisions of MCA §7-8-2211 through MCA §7-8-2219.
 - b. Sale of dedicated parklands. Pursuant to MCA §7-16-2324 leasing of county lands acquired through the subdivision dedication process must be done so under the provisions of MCA §7-8-25.
 - c. Use of revenue from the sale of parklands. Any revenue derived from the lease of county parklands or dedicated parklands shall be deposited into the County Park Fund to be used at the discretion of the BPC for operation and maintenance of county parks and trails.
 - d. Sale of Open Space Parklands. Gallatin County has purchased and designated parkland with Open Space Bond Funds authorized under the MCA §76-6-106, Open Space Act. The sale, conversion or diversion of any parkland purchased under the Open Space Act must be in compliance with MCA §76-6-107.

Part J. Park and Trail Master Plans.

1. All county owned parks and subdivision parks shall have a master plan completed and adopted by the BPC or as part of the subdivision platting process prior to making any improvements to the park. The Parks and Trails Master Plan should detail the types of recreation facilities to be installed and an implementation strategy for how any facilities (i.e. ball fields, picnic areas, restrooms, etc.) will be developed and maintained. A park master plan does not have to be done by a professional architect or engineer, however it should at a minimum meet the following requirements:
 - a. Park Level of Service
 - b. Trail Use and Design Standards
 - c. Types of facilities that will be constructed
 - d. Who will be served by the park
 - e. Connections to other parks or trails
 - f. Parking
 - g. Lighting
 - h. Water Features
 - i. Irrigation
 - j. Utilities
 - k. Adjoining land use, residential, schools, farms, etc.
 - l. Street crossings and pedestrian access
 - m. Maintenance plan
 - n. Use restrictions or special rules

Part K. Cash-in-lieu Funds.

1. In addition to the statutory requirements of MCA §76-3-621, the following policies reflect the process for collection and distribution of monies received in lieu of parkland dedication.

- a. Collection of funds. All monies collected in lieu of parkland dedication will be deposited into the county park fund in a designated account to reflect the Regional Service Area it was derived from.
- b. Distribution of funds. The BPC is responsible for the distribution of cash in lieu funds. When the BPC determines that sufficient funds are available for projects they can utilize the funds for capital improvements on parklands or park maintenance equipment, or may distribute it through a grant process to HOA or user groups. All cash in lieu funds will be expended on projects that meet a minimum of a community level of service and are within the Regional Service area the funds were collected from.

Part L. Enforcement of Rules.

1. Pursuant to MCA §7-16-2322. The BPC can establish rules for park use and enforce those rules. The BPC upon establishing rules by Ordinance are recorded in the Gallatin County Clerk and Records Office and published on the county website.
 - a. County Park Wardens. The BPC has the ability to appoint Park Wardens to enforce the rules and ordinances adopted by the board. Park Wardens are not sworn peace officer in the State of Montana and are limited to writing civil violations. Enforcement of civil violations is the responsibility of the County Attorney's office.

Part M. Land Acquisition.

1. The county may acquire land as needed to provide for the use and enjoyment of the public for park and recreational uses. The authority for acquisition is limited only to the County Commission. There are several different methods of acquiring land for park use including but limited to:
 - a. Acquisition by purchase, grant, deed, gift or devise pursuant to MCA §7-16-2105.
 - b. Dedication of parkland through the subdivision and platting process under MCA §76-3-621.
 - c. Purchase of land with Open Space Bond Funds under MCA §76-6-106.

Part N. Trail Classification and Use Matrix

Priority routes between Gallatin County's communities have been established and mapped. These routes should be referenced at the beginning of every private, non-profit, or government initiated land use project (Appendices D & E).

1. Trail Classifications and Use Matrix (Appendix I)

The Trails Plan of 2001 established three (3) Trail Use Classifications in order to clarify construction practices for each and to facilitate mapping and route finding. Trails were classified based on "... the intensity and type of use"¹⁹ and were compiled from the Bozeman Area Master Plan, the 1995 Bozeman Area Trail System: *Main Street to the Mountains*, City of Bozeman Parks Department, and the City of Bozeman Department of Planning and Community Development. The three classifications established heavily used, moderately used, and infrequently used trail development standards.

In updating the 2001 Trails Plan the Plan used the same criteria and many of the same sources to create three (3) similar Trail Use Classifications with the addition of a "Use Matrix" to allow for variation in

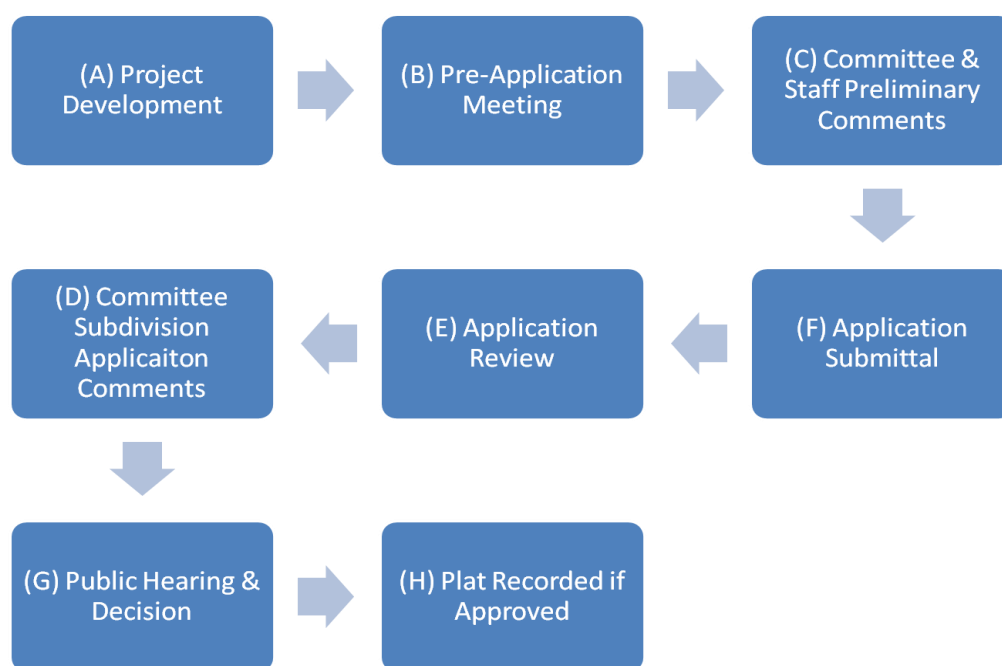
¹⁹ "Connecting Communities: Gallatin County Trails Report & Plan." Prepared for the Gallatin County Planning Board by the Trails Advisory Committee, March 2001 (Adopted January, 2002 per Res. No. 2002-04), Appendix L "Trail Standards and Specifications."

construction methods. The Use Matrix addresses the particular needs of certain activities, such as road biking or horseback riding. The Trail Classification and Matrix are provided in Appendix I along with their corresponding Construction Standards.

Chapter. 6 Subdivision Review Procedure

The following represents the policy of the Gallatin County Commission, the Gallatin County Planning Board and the Gallatin County Board of Park Commissioners (BPC) for the dedication of parks and trails through subdivision review.²⁰

Figure 5: Subdivision Review Procedure in Regards to Parks and Trails



Part A. Project Development

1. Suitable Locations for Parks and Trails

The location of new parks and trails should follow the LOS Policies and Priorities adopted in this Plan (II.1-3). Project development should begin by consulting the list of LOS Priority Routes and Facilities (Appendices D & E) as well as the public outreach feedback (Part 5, Appendix C) for the area to be developed.

In addition to the Parks and Trails Plan, developers considering the Greater Bozeman area should also consult GBAT and any municipal planning for the City of Bozeman to identify other planned routes. If any priority trails identified in this Plan fall within a proposed development they shall be installed, as per §7.K of the Gallatin County Subdivision Regulations. Parkland dedication, or Cash-in-Lieu, shall be

²⁰ The Subdivision Review Procedure has been designed and written to be incorporated into the Gallatin County Subdivision Regulations at such time as the County Commission deems it necessary.

incompliance with §6.G.1-2 of the Gallatin County Subdivision Regulations. The following criteria detail the types of lands acceptable for dedication.

2. Connectivity.

- a. Each new trail or park project should take into consideration:
 - i. Any existing or proposed routes within a one (1) mile radius of the park or trail construction project (Appendix E).
 - ii. In addition, each new trail or park project should take into consideration any existing or proposed facilities within a one (1) mile radius of the park or trail construction project (Appendix F).
 - iii. Documentation should be in the form of a Parks and Trails Development plan (see II.6.D.1) describing how the park or trail connects to those recreation features.
 - iv. Also, connections to any area neighborhoods, commercial areas, schools, libraries and other public facilities, trail heads, and fishing accesses within a one (1) mile radius should be documented.
 - v. Finally, the Park and Trail Development Plan should demonstrate any specific use infrastructure (ADA, youth specific, use specific, etc.).
- b. As pieces of a given trail system are completed the corridors shown in Appendix D will shrink and the route will become more defined. As part of the update process individual trail routes will be amended in Appendix D by the BPC and adopted into the Plan.

3. Greenways.

- a. Certain areas have been designated as possible greenways. These areas are not intended to limit or prohibit construction, but rather to encourage the protection of the natural features and amenities within that area (i.e. waterways, agriculture, hunting, fishing). The policy of the County is to encourage development within the greenway to preserve those features as much as is economically and physically possible. No regulatory Guidelines for a Greenway are established at this time. It is a voluntary consideration by the developer that is intended to both preserve the natural buffer between communities and at the same time add a feature to the development that will enhance and attract new subdivisions of the same type. Public access is not required in a greenway, as the primary function is to preserve the separation of community and to leave corridors for wildlife. While greenways may be part of a park and trail system the entire greenway is not required to be open to the public.

4. Land dedication criteria.

- a. Primary criteria.
 - i. For any park or trail lands being dedicated through the subdivision process the following criteria should be met:
 - The land should be useable for both passive and active recreation.
 - The land should have a suitable slope to meet ADA requirements.
 - Parks and trails adjoining other existing parks and trails in adjacent subdivisions are preferred.
 - Parks that maximize street frontage and parking are preferred.
 - Parks and trails dedicated and open to the public are preferred.
 - Parks and trails that fulfill missing LOS are preferred.

b. Secondary criteria.

- i. Parklands not meeting the primary criteria but offering unique natural amenities, such as scenic views or stream corridors, may be used to meet land dedication requirements. These proposals will be evaluated on a case-by-case basis by the BPC.

5. Cash-in-Lieu of Parkland Dedication

As required by Montana Law in §76-3-621(4-5) MCA, the BPC and County Commission may determine whether a required park dedication must be a land donation, cash donation, or a combination of both, giving due weight and consideration to the expressed preference of the subdivider. The recommendation as to a land donation and/or the use of Cash-in-Lieu is based on the County's LOS Priority Routes and Facilities (Appendices D & E).

a. Grants of Cash-in-Lieu funds:

In accordance with §76-3-621.5(b)(ii) MCA the Park Commission may, when funds are available, develop a dispersal program whereby HOAs, local governments or qualified nongovernmental entities may apply for Cash-in-Lieu funds for park and trail projects to serve the community as provided in II.5.K.

Part B. Pre-Application Meeting & Review

It is the policy of the County to ensure subdivision review is expedient and timely in determining the suitable location for parks and trails. The pre-application meeting, required for major subdivisions and recommended for first minor ones, is an important tool that can save time and money for developers. The pre-application meeting provides an opportunity for both developers and planners to discuss the design of subdivisions, any regulatory constraints and all relevant planning.

In order to better address the policies and priorities established in the Parks and Trails Plan, a draft concept drawing detailing any parks and trails proposed is requested to be submitted at the pre-application meeting in addition to any other information provided. The planner assigned to the meeting will notify the Park and Trails Review Committee (review committee) of the meeting and route the draft concept drawing to them for comment one week prior to the meeting.

When the developer submits for a Pre-Application Review, again required for major subdivisions and recommended for first-minor ones, the concept drawing and review committee comments should be included as part of the submittal. The Pre-Application will be routed by the assigned planner to the review committee, as part of the existing review process. The review committee will review the submitted Pre-Application concept drawing for any changes and comment accordingly by the deadline communicated by planning staff.

Part C. Committee & Staff Pre-Application Submittal Comments

The Review committee will respond by the deadline communicated by planning staff with any concerns regarding proposed park and trail installations. Comments should be sent to both the developer and the Planning Development. Staff and review committee members will evaluate the submitted information and address:

1. The suitable locations for parks and trails within the proposed subdivision; and
2. How to meet the LOS priorities described for the Service Area the project lies within (Appendices D & E).

As per §76-3-621.5(b) MCA, upon agreement with subdivider staff may look to make improvements in an existing park adjacent to or near the proposed subdivision. The process of locating off-site improvements may not delay the subdivider's application. The review committee comments will recommend based on LOS Priorities (Appendices D & E) if the subdivision should include parkland dedication, Cash-in-Lieu, or a combination of both.

Parkland dedicated through subdivision not required by the MCA or County Subdivision Regulations does not need to meet the County land dedication criteria (II.6.A.1-4).

Part D. Application Submittal

The following outlines the submittal items requested as part of any preliminary plat application for subdivisions with park and trail facilities.

1. Parks & Trails Development Plan

If a subdivision will dedicate parkland(s) or trail(s) a Development Plan should be included with all preliminary plat applications. The Parks and Trails Development Plan should detail the types of recreation facilities to be installed and an implementation strategy for how any facilities (i.e. ball fields, picnic areas, restrooms, etc.) will be developed and maintained. If facilities are to be installed by an HOA, the Parks and Trails Development Plan should be recorded as an exhibit to the covenants. The following list details the components of a Parks and Trails Development Plan:

- a. Documentation of land suitability factors including soil, slope, vegetation, land use and land cover.
- b. List any scenic attractions, views, vistas, or special features that can be seen from the property.
- c. Plan and elevations for any structures to be constructed.
- d. Provide a landscaping plan.
- e. Provide a lighting plan.
- f. Document the history of use of the property – was there any commercial or industrial use or storage of hazardous materials on the site that would make the property unsafe?
- g. Document surrounding land uses – what will be located next to the parklands (i.e. commercial or industrial activity, agriculture, transportation routes, schools, other parks or recreational amenities, etc.)
- h. Document any applicable zoning
- i. Document any water rights associated with the property and how the proposed parkland/trail will be irrigated.
- j. Document any water access and address issues of streams and/or private water conveyance facilities, maintenance along water conveyance facilities, erosion control, wetland areas, floodplain permitting, etc.
- k. Document the type and location of all recreation facilities, when they should be installed, by whom and how funding will be acquired.
- l. A traffic safety plan should be included with any plans for future construction showing ingress/egress, parking, access, and any signage.
- m. A weed management plan should be included along with any associated covenants.

2. HOA Maintenance Plan & Covenants

A Maintenance plan for the park/trail to be carried out by the HOA should be included with all preliminary plat applications. The maintenance plan should include a fee structure for assessments and provide for how they will be collected and spent on park and/or trail maintenance. In addition, a

provision for keeping the County updated of current HOA contacts should also be part of the maintenance plan. A sample maintenance plan is provided in Appendix J. The HOA Maintenance Plan will be the responsibility of the HOA to implement and should be tied to their covenants.

a. Covenants

b. The following Covenants are suggested for HOA's maintaining parks and trails:

- i. The HOA shall be responsible for the operation and maintenance of all parks, trails and common open space within the subdivision. The HOA shall follow a Maintenance Plan for the parks, trails and common open space (Appendix J).
- ii. Title to the parks, trails and common open space within the subdivision shall vest in the HOA and be maintained and controlled by the Board of Directors of the Association.
- iii. Membership in the HOA shall be mandatory for each lot owner. Each lot owner shall be required to pay such fees as the Board of Directors of the Association deems appropriate for real estate taxes, insurance, and the maintenance of the roads, parks, trails, or common open space.
- iv. The Parks and Trails Development Plan (Exhibit...) for the subdivision shall be installed and maintained as per the HOA Maintenance Plan.
- v. The on Public Dedicated Parks, the HOA shall be responsible for liability insurance in an amount to be determined by the Board of Directors of the Association, which insurance shall name Gallatin County as a loss payee.
- vi. A portion of the assessments levied by the Board of Directors of the HOA shall become a lien on the lots within the subdivision in the event the taxes on the common open space become delinquent. The Board of Directors shall adjust the assessments as the taxes on the common open space increase.
- vii. Ownership shall be structured in such a manner that real property taxing authorities may satisfy tax claims against the common open space lands by proceeding against individual owners in the HOA and the dwelling or building units they own.

3. Minor Subdivision Review.

Parkland is not required to be dedicated for minor subdivisions. However if a trail segment identified in the Park and Trails Plan is adjacent to or through a subdivision it shall be installed or an easement dedicated, as required by Section 7.K of the Subdivision Regulations. All subdividers should consult the list of County's Priority Routes (Appendix D) to determine what, if any, trail connections are identified in the area of the proposed development.

Part E. Subdivision Application Review

The application is routed by the Planning Department to the Review committee as part of the sufficiency review of the application.

Part F. Committee Subdivision Application Comments

The Review committee will respond with any comments by the date specified by the Planning Department. These comments may make suggestions as to conditions of preliminary plat approval.

Part G. Public Hearing & Decision

The hearing date is communicated by the Planning Department to the Review committee as part of the scheduling process.

Part H. Recording of plats with Parks and/or Trails

The County only recognizes those parcels on a subdivision plat specified as a “park” or “public square” as being open to the public. Any parcels titled as “Open Space” are not considered public parks unless specifically noted on the plat.

1. Plat language shall read as follows:
 - a. A fully executed and notarized copy of the restrictive deed, transferring fee title of the park land within the subdivision to the County and the maintenance thereof to the home/property owners’ association, along with the protective covenants, shall be recorded in the Office of the Clerk and Recorder of Gallatin County simultaneously with the filing of the final plat for the subdivision. The Deed shall contain the following restrictions:
 - i. As recorded on the final plat and stated in the restrictive deed, the home/property owner’s association grants fee title to park land/open spaces within _____ Subdivision to Gallatin County for the use of the general public in perpetuity.
 - ii. The maintenance of lands designated as park land shall be the responsibility of the home/property owner’s association. The owner agrees that the County has no obligation to maintain the lands in all streets, avenues, alleys, or public parks and lands hereby dedicated to public use. An HOA Maintenance Plan shall be created for the subdivision and shall be a legally binding agreement for the maintenance of commonly held parks, trails, or open space.
 - iii. All Parks and Trails shall perpetually remain in that use and be preserved and maintained for passive and active recreation, wildlife habitat, and the protection of scenic, and unique or important natural features.
 - iv. The Parks and Parking/Snow Storage Areas shall not be further subdivided.
 - v. These deed restrictions and covenants may not be amended or revoked without the mutual consent of the property owners association and the governing body of Gallatin County.
2. The following language shall be included within the Certificate of Dedication:

The above described tract of land to be known and designated as the _____ Subdivision, Gallatin County, Montana; and the lands included in all streets, avenues, alleys, and parks, hereafter known as “public lands,” and shown on said plat are hereby granted and donated to Gallatin County for the public use and enjoyment forever. Unless specifically listed herein, “public lands” are dedicated to the public for its use, but the County accepts no responsibility for maintaining the same. The owner agrees that the County has no obligation to maintain “public lands,” which are hereby dedicated to public use. The “public lands” as shown are being dedicated to the County by this plat and are to be maintained by the Homeowners Association.

3. All Parks should be listed as “Parks”, all Trails shall be listed as “Trails,” and all Open Space shall be listed as “Open Space” on the final plat.
4. All easements for parks and trails should follow the format provided for in Appendix G. The examples used come from GVL, the City of Billings and Yellowstone County to acquire trail rights-of-way.

Chapter. 7 Plan Revision Procedure & Data Management

The Parks and Trails Plan shall be updated every 10 years through a comprehensive, public outreach based process. The public outreach process will include a general survey and priority meetings in every community with local community leaders and decision makers as well as any interest members of the public (see II.1.D.1 for a list of communities). The Plan shall be updated on an as-needed basis by staff and appropriate boards, and every five (5) years by a joint effort of the Planning Board and the BPC. All updates will include a reevaluation and inventory of the County’s recreation infrastructure as per I.4.1. The inventory should be completed by staff hired by the Conservation and Parks Department in cooperation with the Gallatin County GIS Department. The inventory should collect the following park and trail data to be made available on a public mapping site:

- | | |
|-----------------|---------------------------------|
| 1. Name | 16. Width |
| 2. Status | 17. Type |
| 3. Class | 18. Built |
| 4. System | 19. Restrictions |
| 5. Surface | 20. Length (feet) |
| 6. Width (feet) | 21. Length (miles) |
| 7. Clearance | 22. Route Number |
| 8. Parking | 23. Trail ID |
| 9. Maintained | 24. Shapefile |
| 10. Easement | 25. Township, Section and Range |
| 11. Notes | 26. Parking Lot Access Road |
| 12. Drawn | 27. Ownership |
| 13. Built by | 28. Responsibility |
| 14. Year built | 29. Point of Origin |
| 15. Source | |

As pieces of the trail system are completed the corridor will shrink and the route will become more defined. As part of the update process, changes to individual trail routes will be amended in Appendix D by the Park Commission and adopted into the document.

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Title III. DRAFT Park and Trail Subdivision Regulations

The following are recommendations to the County Commission for specific changes that should be amended into the Subdivision Regulation process. The intent is not to increase the administrative

requirements or burden of the Subdivision Process, rather to make the process more predictable and provide a better system of parks and trails with limited resources.

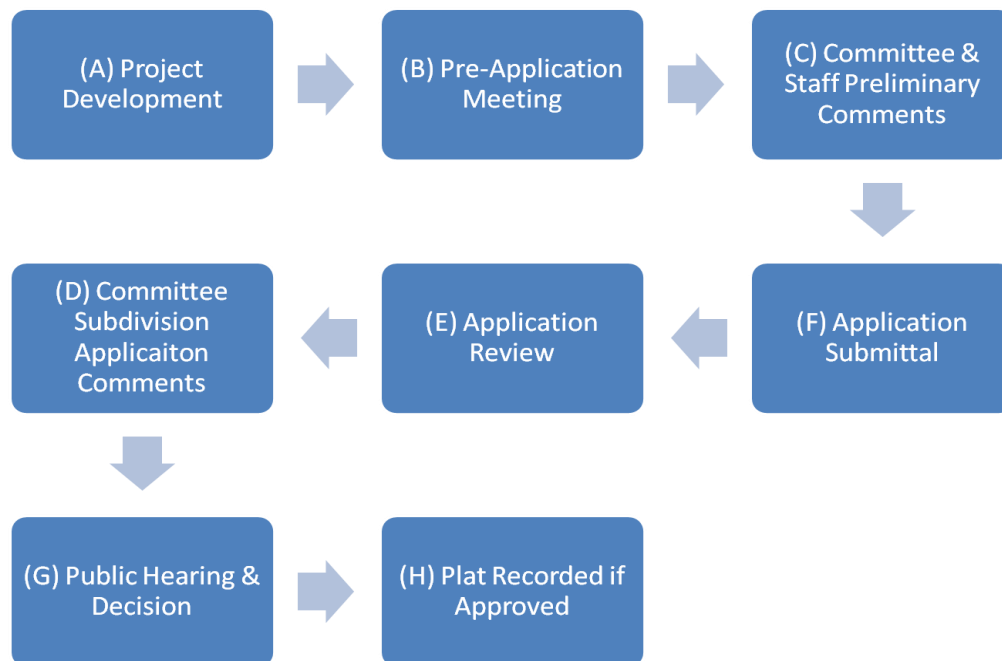
The recommended changes below are a mirror to the Policies adopted in Title II, Chapter 6 above. Because the policies are not enforceable in a regulatory nature without the changes being adopted into the subdivision regulations they will merely be recommended rather than required.

In order to ensure that this plan covered both policies and regulatory issues but not to lose important pieces through the regulator adoption process the Commission in their enabling resolution separated out the Policy section and Draft Regulation sections.

Before any of the below recommended changes can be adopted it will require sufficient legal review and follow the Subdivision Amendment process. It is not anticipated that all of the provisions will be adopted at once, rather that the sections pertinent to the needs of the county be amended into the regulations over time.

Chapter. 1 DRAFT Regulations

Figure 5: Subdivision Review Procedure in Regards to Parks and Trails



Part I. Project Development

1. Suitable Locations for Parks and Trails

The location of new parks and trails shall follow the LOS Policies and Priorities adopted in this Plan (II.1-3). Project development shall begin by consulting the list of LOS Priority Routes and Facilities (Appendices D & E) as well as the public outreach feedback (Part 5, Appendix C) for the area to be developed.

In addition to the Parks and Trails Plan, developers considering the Greater Bozeman area shall also consult GBAT and any municipal planning for the City of Bozeman to identify other planned routes. If any priority trails identified in this Plan fall within a proposed development they shall be installed, as per §7.K of the Gallatin County Subdivision Regulations. Parkland dedication, or Cash-in-Lieu, shall be in compliance with §6.G.1-2 of the Gallatin County Subdivision Regulations. The following criteria detail the types of lands acceptable for dedication.

2. Connectivity.

a. Each new trail or park project shall take into consideration:

- i. Any existing or proposed routes within a one (1) mile radius of the park or trail construction project (Appendix E).
- ii. In addition, each new trail or park project shall take into consideration any existing or proposed facilities within a one (1) mile radius of the park or trail construction project (Appendix F).
- iii. Documentation shall be in the form of a Parks and Trails Development plan (see II.6.D.1) describing how the park or trail connects to those recreation features.
- iv. Also, connections to any area neighborhoods, commercial areas, schools, libraries and other public facilities, trail heads, and fishing accesses within a one (1) mile radius shall be documented.
- v. Finally, the Park and Trail Development Plan shall demonstrate any specific use infrastructure (ADA, youth specific, use specific, etc.).

b. As pieces of a given trail system are completed the corridors shown in Appendix D will shrink and the route will become more defined. As part of the update process individual trail routes will be amended in Appendix D by the BPC and adopted into the Plan.

3. Greenways.

- a. Certain areas have been designated as possible greenways. These areas are not intended to limit or prohibit construction, but rather to encourage the protection of the natural features and amenities within that area (i.e. waterways, agriculture, hunting, fishing). The policy of the County is to encourage development within the greenway to preserve those features as much as is economically and physically possible. No regulatory guidelines for a Greenway are established at this time. It is a voluntary consideration by the developer that is intended to both preserve the natural buffer between communities and at the same time add a feature to the development that will enhance and attract new subdivisions of the same type. Public access is not required in a greenway, as the primary function is to preserve the separation of community and to leave corridors for wildlife. While greenways may be part of a park and trail system the entire greenway is not required to be open to the public.

4. Land dedication criteria.

a. Primary criteria.

- i. For any park or trail lands being dedicated through the subdivision process the following criteria shall be met:
 - The land shall be useable for both passive and active recreation.
 - The land shall have a suitable slope to meet ADA requirements.

- Parks and trails adjoining other existing parks and trails in adjacent subdivisions are preferred.
- Parks that maximize street frontage and parking are preferred.
- Parks and trails dedicated and open to the public are preferred.
- Parks and trails that fulfill missing LOS are preferred.

b. Secondary criteria.

- i. Parklands not meeting the primary criteria but offering unique natural amenities, such as scenic views or stream corridors, may be used to meet land dedication requirements. These proposals will be evaluated on a case-by-case basis by the BPC.

5. Cash-in-Lieu of Parkland Dedication

As required by Montana Law in §76-3-621(4-5) MCA, the BPC and County Commission may determine whether a required park dedication must be a land donation, cash donation, or a combination of both, giving due weight and consideration to the expressed preference of the subdivider. The recommendation as to a land donation and/or the use of Cash-in-Lieu is based on the County's LOS Priority Routes and Facilities (Appendices D & E).

a. Grants of Cash-in-Lieu funds:

In accordance with §76-3-621.5(b)(ii) MCA the Park Commission may, when funds are available, develop a dispersal program whereby HOAs, local governments or qualified nongovernmental entities may apply for Cash-in-Lieu funds for park and trail projects to serve the community as provided in II.5.K.

Part J. Pre-Application Meeting & Review

It is the policy of the County to ensure subdivision review is expedient and timely in determining the suitable location for parks and trails. The pre-application meeting, required for major subdivisions and recommended for first minor ones, is an important tool that can save time and money for developers. The pre-application meeting provides an opportunity for both developers and planners to discuss the design of subdivisions, any regulatory constraints and all relevant planning.

Very little monetary investment is needed at the pre-application meeting for a project. A simple concept drawing for the subdivision is all that is typically required. In order to better address the policies and priorities established in the Parks and Trails Plan, a draft concept drawing detailing any parks and trails proposed is requested to be submitted at the pre-application meeting as well. The planner assigned to the meeting will notify the Park and Trails Review Committee (review committee) of the meeting and route the draft concept drawing to them for comment one week prior to the meeting.

When the developer submits for a Pre-Application Review, again required for major subdivisions and recommended for first-minor ones, the concept drawing and review committee comments shall be included as part of the submittal. The Pre-Application will be routed by the assigned planner to the review committee, as part of the existing review process. The review committee will review the submitted Pre-Application concept drawing for any changes and comment accordingly by the deadline communicated by planning staff.

Part K. Committee & Staff Pre-Application Submittal Comments

The Review committee will respond by the deadline communicated by planning staff with any concerns regarding proposed park and trail installations. Comments shall be sent to both the developer and the Planning Development. Staff and review committee members will evaluate the submitted information and address:

1. The suitable locations for parks and trails within the proposed subdivision; and
2. How to meet the LOS priorities described for the Service Area the project lies within.

As per §76-3-621.5(b) MCA, upon agreement with subdivider staff may look to make improvements in an existing park adjacent to or near the proposed subdivision. The process of locating off-site improvements may not delay the subdivider's application. The review committee comments will recommend based on LOS Priorities (Appendices D & E) if the subdivision shall include parkland dedication, Cash-in-Lieu, or a combination of both.

Parkland dedicated through subdivision not required by the MCA or County Subdivision Regulations does not need to meet the County land dedication criteria (II.6.A.1-4).

Part L. Application Submittal

The following outlines the submittal items requested as part of any preliminary plat application for subdivisions with park and trail facilities.

1. Parks & Trails Development Plan

If a subdivision will dedicate parkland(s) or trail(s) a Development Plan shall be included with all preliminary plat applications. The Parks and Trails Development Plan shall detail the types of recreation facilities to be installed and an implementation strategy for how any facilities (i.e. ball fields, picnic areas, restrooms, etc.) will be developed and maintained. If facilities are to be installed by an HOA, the Parks and Trails Development Plan shall be recorded as an exhibit to the covenants. The following list details the components of a Parks and Trails Development Plan:

- a. Documentation of land suitability factors including soil, slope, vegetation, land use and land cover.
- b. List any scenic attractions, views, vistas, or special features that can be seen from the property.
- c. Plan and elevations for any structures to be constructed.
- d. Provide a landscaping plan.
- e. Provide a lighting plan.
- f. Document the history of use of the property – was there any commercial or industrial use or storage of hazardous materials on the site that would make the property unsafe?
- g. Document surrounding land uses – what will be located next to the parklands (i.e. commercial or industrial activity, agriculture, transportation routes, schools, other parks or recreational amenities, etc.)
- h. Document any applicable zoning
- i. Document any water rights associated with the property and how the proposed parkland/trail will be irrigated.
- j. Document any water access and address issues of streams and/or private water conveyance facilities, maintenance along water conveyance facilities, erosion control, wetland areas, floodplain permitting, etc.
- k. Document the type and location of all recreation facilities, when they shall be installed, by whom and how funding will be acquired.

- l. A traffic safety plan shall be included with any plans for future construction showing ingress/egress, parking, access, and any signage.
- m. A weed management plan shall be included along with any associated covenants.

2. HOA Maintenance Plan & Covenants

A Maintenance plan for the park/trail to be carried out by the HOA shall be included with all preliminary plat applications. The maintenance plan shall include a fee structure for assessments and provide for how they will be collected and spent on park and/or trail maintenance. In addition, a provision for keeping the County updated of current HOA contacts shall also be part of the maintenance plan. A sample maintenance plan is provided in Appendix J. The HOA Maintenance Plan will be the responsibility of the HOA to implement and shall be tied to their covenants.

a. Covenants

b. The following Covenants are suggested for HOA's maintaining parks and trails:

- i. The HOA shall be responsible for the operation and maintenance of all parks, trails and common open space within the subdivision. The HOA shall follow a Maintenance Plan for the parks, trails and common open space (Appendix J).
- ii. Title to the parks, trails and common open space within the subdivision shall vest in the HOA and be maintained and controlled by the Board of Directors of the Association.
- iii. Membership in the HOA shall be mandatory for each lot owner. Each lot owner shall be required to pay such fees as the Board of Directors of the Association deems appropriate for real estate taxes, insurance, and the maintenance of the roads, parks, trails, or common open space.
- iv. The Parks and Trails Development Plan (Exhibit...) for the subdivision shall be installed and maintained as per the HOA Maintenance Plan.
- v. The on Public Dedicated Parks, the HOA shall be responsible for liability insurance in an amount to be determined by the Board of Directors of the Association, which insurance shall name Gallatin County as a loss payee.
- vi. A portion of the assessments levied by the Board of Directors of the HOA shall become a lien on the lots within the subdivision in the event the taxes on the common open space become delinquent. The Board of Directors shall adjust the assessments as the taxes on the common open space increase.
- vii. Ownership shall be structured in such a manner that real property taxing authorities may satisfy tax claims against the common open space lands by proceeding against individual owners in the HOA and the dwelling or building units they own.

3. Minor Subdivision Review.

Parkland is not required to be dedicated for minor subdivisions. However if a trail segment identified in the Park and Trails Plan is adjacent to or through a subdivision it shall be installed or an easement dedicated, as required by Section 7.K of the Subdivision Regulations. All subdividers shall consult the list of County's Priority Routes (Appendix D) to determine what, if any, trail connections are identified in the area of the proposed development.

Part M. Subdivision Application Review

The application is routed by the Planning Department to the Review committee as part of the sufficiency review of the application.

Part N. Committee Subdivision Application Comments

The Review committee will respond with any comments by the date specified by the Planning Department. These comments may make suggestions as to conditions of preliminary plat approval.

Part O. Public Hearing & Decision

The hearing date is communicated by the Planning Department to the Review committee as part of the scheduling process.

Part P. Recording of plats with Parks and/or Trails

The County only recognizes those parcels on a subdivision plat specified as a “park” or “public square” as being open to the public. Any parcels titled as “Open Space” are not considered public parks unless specifically noted on the plat.

1. Plat language shall read as follows:
 - a. A fully executed and notarized copy of the restrictive deed, transferring fee title of the park land within the subdivision to the County and the maintenance thereof to the home/property owners’ association, along with the protective covenants, shall be recorded in the Office of the Clerk and Recorder of Gallatin County simultaneously with the filing of the final plat for the subdivision. The Deed shall contain the following restrictions:
 - i. As recorded on the final plat and stated in the restrictive deed, the home/property owner’s association grants fee title to park land/open spaces within _____ Subdivision to Gallatin County for the use of the general public in perpetuity.
 - ii. The maintenance of lands designated as park land shall be the responsibility of the home/property owner’s association. The owner agrees that the County has no obligation to maintain the lands in all streets, avenues, alleys, or public parks and lands hereby dedicated to public use. An HOA Maintenance Plan shall be created for the subdivision and shall be a legally binding agreement for the maintenance of commonly held parks, trails, or open space.
 - iii. All Parks and Trails shall perpetually remain in that use and be preserved and maintained for passive and active recreation, wildlife habitat, and the protection of scenic, and unique or important natural features.
 - iv. The Parks and Parking/Snow Storage Areas shall not be further subdivided.
 - v. These deed restrictions and covenants may not be amended or revoked without the mutual consent of the property owners association and the governing body of Gallatin County.
2. The following language shall be included within the Certificate of Dedication:

The above described tract of land to be known and designated as the _____ Subdivision, Gallatin County, Montana; and the lands included in all streets, avenues, alleys, and parks, hereafter known as “public

lands,” and shown on said plat are hereby granted and donated to Gallatin County for the public use and enjoyment forever. Unless specifically listed herein, “public lands” are dedicated to the public for its use, but the County accepts no responsibility for maintaining the same. The owner agrees that the County has no obligation to maintain “public lands,” which are hereby dedicated to public use. The “public lands” as shown are being dedicated to the County by this plat and are to be maintained by the Homeowners Association.

3. All Parks shall be listed as “Parks”, all Trails shall be listed as “Trails,” and all Open Space shall be listed as “Open Space” on the final plat.
4. All easements for parks and trails shall follow the format provided for in Appendix G. The examples used come from GVL, the City of Billings and Yellowstone County to acquire trail rights-of-way.

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Title IV. FUNDING ANALYSIS

An overview of funding needs and options

Chapter. 1 Implementation Costs

Part A. Cost Analysis

In order to evaluate the infrastructure costs associated with parks and trails in Gallatin County the Park Commission hired Alta Planning and Design, an outside consultant with experience in planning and cost estimation for recreation infrastructure in Gallatin County and the greater Northwestern USA. The analysis they completed was to give planning estimates for all facility and route design standards established by the Plan (Appendices H & I). The resulting numbers offer a high end, low end and median price range. In addition, the cost analysis covers improvements only and does not account for land acquisition. An exact cost is difficult to estimate due to site specific variables. Cost estimates for trail construction are available in Appendix M. Cost estimates for facility construction are available in Appendix L.

Chapter. 2 Funding Options

Part A. Impact Fees-

1. Impact Fees are commonly utilized for the development of new parklands in urbanized areas. This plan follows a LOS approach commonly utilized for the calculation and collection of Impact Fees in other states. They can be used only for capital improvements lasting more than 10 years and costing \$10,000. They cannot be used for operation or maintenance.

Gallatin County currently is not collecting any impact fees for other improvements such as roads or fire. The cumbersome collection process and expensive administration costs have deterred impact fee efforts. Additionally impact fees are only good in a high growth rate, but if adequate maintenance and improvement funding isn't realized from other sources a community relying on Impact Fees for park and trail funding would run into a difficult long term solution.

Impact Fees are not recommended for funding of parks and trails.

Part B. Recreation Districts

Repeal of the Park District Law meant that districts could be created for the construction, operation and maintenance of parks and trails by virtually any group of people centrally located. A special district for parks and trails could be created at the county level, regional, by cities or by cities and surrounding subdivisions. They can be governed by individual boards or one board. They can have elected representatives or appointed.

Funding allocations can be through several different assessment options from a broad based mill, to square footage to individual dwelling unit.

Utilizing special districts for the funding of Parks and Trails will likely be an important and effective tool in the near future.

Part C. User Fees

1. User fees are an important part of funding the long term maintenance and operation of some recreational facilities. Primarily these types of facilities would include ball fields, and other active sporting event facilities. Other types of user fees would include rental of picnic pavilions or specific facilities for larger events.
2. The importance of analyzing user fees, even if they are not collected is that it will help define the cost of providing those services and gauge long term funding needs.

Part D. Public Funding Sources

1. Federal and State Funding Sources

- a. *Community Transportation Enhancement Program (CTEP)*: A state program that allocates federal funds for transportation related projects designed to "... strengthen the cultural, aesthetic, and environmental aspects of Montana's intermodal transportation system."²¹ The program is administered by MDT, who distributes funds based on population figures reported by the US Census. CTEP activities are a sub-component of the Surface Transportation Program (STP).
- b. *Stateside LWCF*: LWCF funds originated from off shore oil royalties. The original intent of the program was to provide funds for local communities to improve lands for parks and recreation. Over time different administrations changed the focus of LWCF funds making Federal Land acquisition the priority for the funds and eliminating grants to states for parks and trails. In 2002 the LWCF budget once again contained monies for communities to be allocated through the state.

There has been a movement by conservation organizations, Associations of Counties, National Recreation and Parks Association, and others to reinstate a high level of funding from LWCF to come back to parks and trails projects for local governments.

- c. *Recreational Trails Program (RTP)*: Federal funding administered through the Montana FWP in coordination with the Federal Highway and Administration. Funding is allowed for up to 80 percent of a project and its dispersal is advised through the State Trails Advisory Committee (STAC).
- d. *Safe Routes to School (SRTS)*: Funding from the annual Federal-aid Highway apportionment, administered by MDT, to provide reimbursement for expenditures related to community assessments. Infrastructure projects may include crosswalks, sidewalks, pathways, bike racks, and speed trailers. All infrastructure projects must be publicly accessible, within two miles of a K-8 school, and maintained by a local government. School districts and local governments are eligible applicants for SRTS funding.²²
- e. *Congestion Mitigation & Air Quality Improvement Program (CMAQ)*: Federal funds available for transportation projects to meet the requirements of the Clean Air Act.

²¹ "Bozeman Parks, Recreation, Open Space, and Trails (PROST) Plan." City of Bozeman Commission and the Recreation and Parks Advisory Board, Adopted December 17, 2007: page 11-1.

²² ... Page 11-3.

Bike/pedestrian projects, intersection improvements, and travel demand management are some of the funded projects.

- f. *Energy Efficiency and Conservation Block Grant (EECBG) Program*: Funded for the first time by the American Recovery and Reinvestment Act (Recovery Act) of 2009, represents a Presidential priority to deploy the cheapest, cleanest, and most reliable energy technologies we have—energy efficiency and conservation—across the country. Modeled after the Community Development Block Grant program administered by the Department of Housing and Urban Development (HUD). It is intended to assist U.S. cities, counties, states, territories, and Indian tribes to develop, promote, implement, and manage energy efficiency and conservation projects and programs. Projects to improve energy efficiency in the transportation and building sectors are part of those funded. Through formula and competitive grants, the Program empowers local communities to make strategic investments to meet the nation's long-term goals for energy independence and leadership on climate change.
 - g. Additional Federal programs and grants can be found at: *Federal Grants Wire* (<http://www.federalgrantswire.com/recreation-community-development-federal-grants.html>).
2. Gallatin County Funding Sources
- a. *Gallatin County Open Space Bond*: The \$20 million raised for the purchase of land and conservation easements from willing landowners in order to manage growth, preserve ranches and farms, protect wildlife habitat and water quality, and provide for parks and recreation areas.
3. Private Grant Resource Examples
- a. *Cal Ripken Sr. Foundation Grants*: The Cal Ripken, Sr. Foundation provides a variety of grants to community groups and schools that meet eligibility requirements, in order to support the growth of youth baseball and softball, as well as promote character growth in children.
 - b. *NIKE Bowerman Track Renovation Program*: The Bowerman Track Renovation Program provides matching cash grants to community-based, youth-oriented organizations that seek to refurbish or construct running tracks. The program distributes approximately \$200,000 in matching grants each year. Recipients of a Bowerman Track Renovation grant are encouraged, but not required, to use Nike Grind technology to resurface their track. Nike Grind material is made of recycled athletic shoes sliced and ground into rubber granules, providing a superior, environmentally conscious all-weather track surface.
 - c. *The Finish Line Youth Foundation*: Funding to make a difference in the lives of youth in the communities where employees and customers live, work and play. The Finish Line Youth Foundation financially supports opportunities for participation in youth programs that place an importance on youth development and an active lifestyle.
 - d. *Tony Hawk Foundation Skatepark Grants*: Grants awarded for the construction of free, public skateparks in disadvantaged communities in the U.S. and its territories. Over \$2-

million has been awarded to 365 communities since 2002. Grants range from \$1,000 - \$25,000. Municipalities, public agencies, and community nonprofit organizations working on public-skatepark projects are eligible to apply.

- e. *The Wal-Mart Foundation Grants:* The Wal-Mart Foundation has adopted four areas of focus: Education, Job Skills Training, Environmental Sustainability and Health. While the Wal-Mart Foundation encourages funding requests that align with its four areas of focus – programs that do not align with the four areas of focus will also be given full consideration.
- f. *United States Soccer Foundation Program & Field Grants:* The Foundation annually provides assistance to develop fields, including state-of-the-art synthetic grass surfaces, irrigation and lighting.
- g. *Baseball Tomorrow Fund:* The Baseball Tomorrow Fund is intended to provide funding for incremental programming and facilities for youth baseball and softball programs, not as a substitute for existing funding or fundraising activities. Baseball Tomorrow Fund generally considers projects that include capital expenditures for youth baseball and softball programs such as baseball/softball equipment and uniforms, basic baseball/softball field renovations and construction (e.g. infield mix, sod/seeding, bases, dugouts, fencing, field lighting, irrigation system, grading, etc.).

Part E. Private Funding Sources²³

- 1. *User Groups:* funding generated by users of a recreation facility or route for improvements. Typically monies are generated through fees and/or fundraising by members.
- 2. *Fundraising:* Private stakeholders or community members donating money to recreation amenity efforts typically spearheaded by a non-profit or government entity.
- 3. *Private Donation:* Donations of cash, land, labor, and equipment made by individuals. These donations are often tax deductible.
- 4. *Foundations:* Many private foundations make funding available for the development and maintenance of parks and trails. Some examples include the American Hiking Society's National Trails Fund, the Wounded Warrior Project, and the National Forest Foundation.

Part F. Parkland Dedication Credits: Incentive Package

The purpose of this policy is to create a method of locating and constructing parks and park facilities within Gallatin County in order to provide the greatest level of service for the people who reside in the county. As a tool to better implement the location of parks within the county the Gallatin County Board of Park Commissioners, the Gallatin County Commission and Local Governments shall developed a tool that utilizes the Local Government Powers given under MCA §7-1-2103, §7-1-2105, 7-8-2201, §7-16-2105, and §76-3-621, to enter into contracts with landowners in the county or city to donate land, capital improvements or assets to the people of Gallatin County or Local Government in exchange for credit towards future parkland dedication required through subdivision.

²³ "Bozeman Parks, Recreation, Open Space, and Trails (PROST) Plan." City of Bozeman Commission and the Recreation and Parks Advisory Board, Adopted December 17, 2007: page 11-6.

For example, if Mr. Smith is a landowner and a developer owns a parcel of land and is willing to donate the land to Gallatin County, under this policy Mr. Smith would be able to receive credit towards future subdivision parkland dedication. The county would then enter into a contract with Mr. Smith allowing him to apply the size of the land parcel toward the parkland dedication requirements of a future subdivision.

The public benefits by gaining access to additional recreational lands and by better locating parklands in areas that will serve a broader level of service and population. The landowner/developer benefits by receiving credit for the parkland dedication as well as not having to maintain or pay taxes on the parkland. It has the potential to be a win-win scenario for everyone.

A draft policy has been constructed and is included in Appendix N, however this policy will need to be reviewed by legal counsel and adopted by the County Commission and potentially municipal governments prior to it being enacted.

Chapter. 3 Official County Roles & Partnerships Defined

In the interest of forming partnerships to establish and implement common goals, the County has established contacts with planners and decision makers in each community, the state DNRC and FWP, and local branches of the federal Park and Forest Services. Through these relationships, the County hopes to address Service Area LOS Priorities without infringing on jurisdictions. Shared priorities can be updated and relationships more clearly defined as they evolve. In order to begin the process of defining relationships and responsibilities the following items shall be considered and work plans developed:

1. Administration and maintenance options
2. Working with user groups
3. Contracting with private groups, businesses and HOAs
4. Partnerships with municipalities
5. Diversification of duties for maintenance and administration at the County
6. Utilizing existing County expertise in particular trades to ensure all aspects are fully met without increasing staffing
7. Determining per facility what is needed for maintenance, improvements and event management

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Glossary of Terms

Terms used throughout the Parks and Trails Plan are abbreviated as follows:

| | |
|---|--------------------|
| 1. Gallatin County Clerk and Recorder | Clerk and Recorder |
| 2. Gallatin County Commission | County Commission |
| 3. Gallatin County Planning Board | Planning Board |
| 4. Gallatin County Board of Park Commissioners | BPC |
| 5. Gallatin County Parks and Trails Committee | P&T Committee |
| 6. Park and Trails Review Committee | Review Committee |
| 7. Gallatin County | County |
| 8. Gallatin County Attorney | County Attorney |
| 9. Gallatin County District Court | District Court |
| 10. Gallatin County City-County Environmental Health Department | GCCHD |
| 11. Gallatin County Road and Bridge Department | Road Department |
| 12. Gallatin County Geographic Information Systems Department | GIS Department |
| 13. Gallatin County Weed Control Department | Weed Department |
| 14. Transportation Coordinating Committee | TCC |
| 15. Montana Subdivision and Platting Act | MSPA |
| 16. Montana Department of Environmental Quality | MDEQ |
| 17. Montana Department of Natural Resources | DNRC |
| 18. Montana Department of Transportation | MDT |
| 19. Montana Fish, Wildlife, and Parks | FWP |
| 20. Natural Resources Conservation Services | NRCS |
| 21. National Forest Service | NFS |
| 22. National Park Service | NPS |
| 23. American Association of State Highway and Transportation Officials | ASHTO |
| 24. Greater Bozeman Area Transportation Plan | GBAT |
| 25. Parks, Recreation, Open Space, and Trails Plan | PROST |
| 26. Home Owners Association | HOA |
| 27. Right-of-Way | ROW |
| 28. Rail Road Right-of-Way | RROW |

Definitions

Whenever the following words or phrases appear in this text, they shall have the meaning assigned to them by this subsection. When not inconsistent with the context, words used in the present tense shall include the future; the singular shall include the plural, and the plural the singular; the word “shall” is always mandatory and the word “may” indicates use of discretion in making decisions.

1. **ADA** Americans with Disabilities Act

2. **Active Recreation** Active recreation refers to a mix of uses in a Neighborhood Park that includes the following facilities or facility types: athletic fields, building or structures for recreational activities, concession, community garden, courses or courts, children's play area, dog play area, or a bike path.
3. **Boulevard Trail** A trail bordered by a row of planted trees either on one or both sides. Boulevard Trails are typically used to buffer a recreational route from a transportation corridor, but may be used in any instance to provide a separation. Examples include near parkland or ball fields, residences, commercial activity or other uses.
4. **Cleared Zone** The minimum distance on both sides of the tread and the air space above that is cleared of obstructions and maintained to facilitate passage and insure safety of trail users.
5. **Full Access** For any allowable use; barrier free.
6. **Geo-textile** A synthetic woven or non-woven textile used to reinforce and support trail surface materials and to enhance drainage.
7. **Greenway** a belt of land that is designated between communities in order to give a physical separator between the communities comprised of open space, stream corridors, agricultural fields, or other natural amenities. It is a planning tool whereby an area currently containing natural features like a waterway or agricultural belt the policy of the county would be that upon any development inside the **Greenway** that the developer do as much as physically and economically possible to design the subdivision to preserve the Greenbelt corridor.
8. **Guidelines** Practices not required but highly desirable.
9. **Law Enforcement Officers** the Sheriff, Undersheriff, and his deputies.
10. **Master Plan** A guiding document compiling multiple planning efforts into one.
11. **Multiple Use Trail** A trail that can be used by multiple modes of transit, including bicycles, pedestrians, and motorized vehicles.
12. **Natural Fines** Preferred surfacing material consisting of 3/8 inch minus gravel with 15% clay binder.
13. **Natural Playground** A creative play area made of locally available natural materials and used to construct equipment and spaces that inspire connection with nature, an appreciation of open space, and offer options for interactive fun such as fort-building, digging, tower climbing, trail walking, stick stacking.
14. **Neighborhood Park** Includes physical characteristics appropriate for both active and passive recreation uses in a park setting with opportunities for interaction with nature such as trees and plantings. A Neighborhood Park has pedestrian access, and is accessible by bicycle and public transit.
15. **Park** Wherever used in these rules and regulations means all public recreation lands and all trails, waters, buildings, structures, roads, parking lots and facilities located on such lands owned or operated by Gallatin County that are managed or administered by the Gallatin County Conservation and Parks Department.
16. **Park Warden** An employee of Gallatin County, authorized by the Board of County Commissioners to enforce the rules and regulations on Park and Trails, as per §___ MCA.
17. **Parkway** A secondary road with a lower speed limit and additional ROW for parkland/trails, boulevard trees and multimodal alternative route features in populated, highly-used areas.
18. **Passive Recreation** refers a mix of uses in a neighborhood *park*, undeveloped land or minimally improved lands which includes the following: landscaped area, natural area, ornamental garden, non-landscaped greenspace, stairway, decorative fountain, picnic area, water body, or trail without recreational staffing.

19. **Rural Recreation Route** Legal use of existing low-traffic road surfaces, ROWs for recreation. The scope includes areas around municipalities with a preponderance of medium-sized lots (approximately 5-40 acres) with existing residential use and documented use of roads for recreational purposes.
20. **Shared Use Trail** A Class I trail that is physically separated from motorized traffic by an open space or boulevard strip, and is either within the street right-of-way or a public trail easement on private property. Shared use trails may be used by all recreational users.
21. **Specifications** Specific construction and material requirements.
22. **Surfaced Trail** Trail with the tread hardened with a compacted aggregate mixture, asphalt, or concrete paving. The tread surface must be resistant to wear and erosion providing all-weather non-dusty passage.
23. **Trails** Wherever used in these rules and regulations means (a) any land that Gallatin County owns in fee, designated by the Board of County Commissioners as a trail; (b) any land or interest in land that Gallatin County holds through recreation or landowner dedicated easements under §__MCA; (d) other lands owned or operated by Gallatin County that are managed or administered by the Gallatin County Conservation and Parks Department; and (e) all improvements or facilities located on such lands.
24. **Trail Easement** Side boundaries within which activities or structures are excluded that would interfere with or are incompatible with the use or purpose of the trail.
25. **Tread** Trail surface meant for actual foot, ski, and/or wheel contact.
26. **Unsurfaced Trail** Trail with a tread consisting of vegetation and soil, wood chips, or of gravel.
27. **Usable Slope** For purposes of this policy usable open space of lands with a slope includes that portion of the site which has a slope of less than 25% (**ADA Accessibility Guidelines - ADAAG**).
28. **Water Conveyance Facility** Agricultural water user facilities and other facilities that convey water for agriculture, stock, domestic, fish and wildlife, industrial, irrigation, mining, municipal, power, recreation, aquifer recharge or mitigation, and all other beneficial uses set forth in Section 85-2-101, *et seq.*, MCA. These facilities include, but are not limited to, ditches, canals, pipelines, flumes, wells, infiltration galleries, diversion structures, head gates, pumps, blowoffs, swales and associated infrastructure. This term is not intended to include a “watercourse” as defined in these regulations or any man-made structure the primary purpose of which is to convey stormwater.

Citations & References

Part G. Citations

1. The Montana Code Annotated (MCA) can be searched at the following site:
http://data.opi.mt.gov/bills/mca_toc/index.htm
2. The Gallatin County Growth Policy can be read at the following site:
3. http://gallatin.mt.gov/Public_Documents/FOV1-0000F32F/GallatinCoMT_LRPlan/growthpolicy
4. The Trails Report and Plan: Connecting Communities (2001) can be read at the following site:
http://gallatin.mt.gov/Public_Documents/FOV1-0000F32F/trailsplan?textPage=1

Part H. References

1. “Gallatin County Preliminary Parks Survey.” Prachal, Doug. February 1978.

2. Gallatin County Planning Department Analysis
(http://www.gallatin.mt.gov/Public_Documents/gallatincomt_plandept/planning)
3. Montana Department of Commerce, Census and Economic Information Center, "Demographic and Economic Information for Gallatin County", published February 2009 (www.ourfactsyourfuture.org).
4. Headwaters Economics <http://www.headwaterseconomics.org/>
5. City of Bozeman Parks, Recreation, Open Space and Trails Plan, adopted December 17, 2007, Chapter 7.
6. Federal Highway Administration website, "Recreational Trails Program." <http://www.fhwa.dot.gov/environment/rectrails/>
7. "Montana Statewide Comprehensive Outdoor Recreation Plan: 2008-2012." Brian Schweitzer, Montana Fish, Wildlife, and Parks. Helena, MT.: January 2008.
8. "Bozeman Parks, Recreation, Open Space, and Trails (PROST) Plan." City of Bozeman Commission and the Recreation and Parks Advisory Board, Adopted December 17, 2007.
9. "Belgrade Area Transportation Plan." Prepared by Morrison Maierle, Inc. for the Montana Department of Transportation, City of Belgrade, Gallatin Airport Authority, and Gallatin County. Adopted June 2001.
10. "Big Sky Trails Master Plan." Prepared by the Trails, Committee of the Big Sky Community Corporation. Adopted January 2009.
11. Weiner, Gary. "A Belgrade to Bozeman Trail Connection," Rivers, Trails, and Conservation Program, National Park Service; June 2010.
12. "Connecting Communities: Gallatin County Trails Report & Plan," page 41. Prepared for the Gallatin County Planning Board by the Trails Advisory Committee, March 2001 (Adopted January, 2002 per Res. No. 2002-04).
13. "Bozeman Parks, Recreation, Open Space, and Trails (PROST) Plan." City of Bozeman Commission and the Recreation and Parks Advisory Board, Adopted December 17, 2007.
14. "LEED for Neighborhood Development," LEED 2009 for Neighborhood Development Rating System. Created by the Congress for the New Urbanism, Natural Resources Defense Council, and the U.S. Green Building Council.

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