



DRAFT

BELGRADE
GROWTH
POLICY

September 2019



“Thanks for all of the hard work going into this process and intentionally making Belgrade a great place in the future.”

-Public Survey Respondent

ACKNOWLEDGMENTS

This plan would not have been possible without the time, commitment, resources and input of the people of the City of Belgrade. Special thanks goes to the hundreds of individuals that provided input on the online survey, in-person open houses, or comment cards.

The following public boards, councils, or groups provided input, guidance, and steering:

- Belgrade Community Coalition
- Gallatin Valley Land Trust
- Bozeman Yellowstone International Airport/
Gallatin Airport Authority
- River Rock Home Owners Association
- Gallatin Valley American Youth Soccer
Organization
- Belgrade Chamber of Commerce
- Knife River Corporation, Belgrade Division
- Belgrade Planning Board
- Belgrade Public Works
- Belgrade Planning Department
- Belgrade School District
- Belgrade Senior Center

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01. PLAN OUTCOMES

*“A city is not gauged by its length and width,
but by the broadness of its vision and the
height of its dreams.”*

-Herb Caen

The Belgrade Growth Policy is a planning tool used to communicate the future vision for the community with the goal of improving the lives of all people who live, work, play, learn, grow, and move within the Belgrade community.

The community vision heard during the public engagement process, reflected the objective of the planning process and was initiated by the City and the project planning team through a robust public engagement process. In tandem with the communities vision is an important look back at the City’s history, going back to its early settlers. Belgrade’s Vision statement aims to answer the following questions:

- **Who are we and what is our heritage?** In short: we’re a small-town community steeped in our agricultural history, our heritage of building

things and relationships, and our resiliency, which is bolstered by our grit and common-sense understanding of the world.

- **What community do we want to leave to our children and grandchildren?** In short: A tight-knit City full of enriching and lively gathering places where we can build a sense of community, raise our children, spend our retirement years, and share our stories.
- **What does this place look like in the future?** In short: Belgrade is a place where farmland or green open space stretches between vistas of mountain peaks, where anyone can attain a home, find a job, and enjoy recreational opportunities. Where it is easy and safe to walk to and from neighborhoods, schools, and workplaces, including shopping, recreational areas and eateries.



- **What will it take to create this place?** In short: It will take hard work and even more of the volunteer spirit already prevalent in the community. It will need more of the pioneering and common sense ethic that built this City. Most importantly, it will take all the people who live here, who work here, who lead here, and who teach here, to be the voice and vision illustrated in this Plan and use it to make decisions about their future, in harmony with their fellow community members.



*“The Only Thing that is
Constant is Change.”*

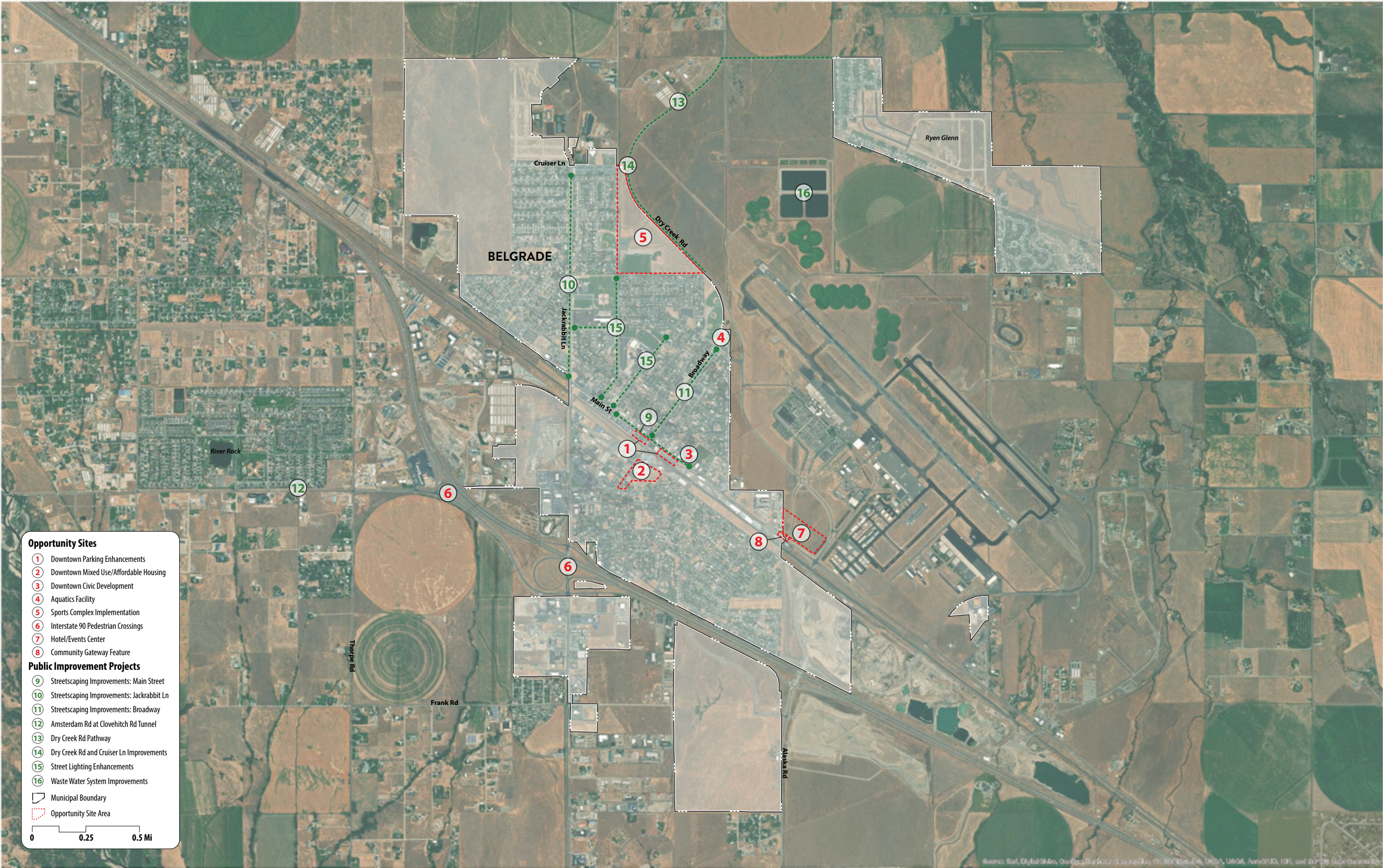
*—Heraclitus of Ephesus
c. 500bc*

Change is inevitable and communities cannot sit still. As the larger region of the Gallatin Valley experiences changes in character, Belgrade continues to experience rapid growth which places increasing pressure on City services. As a guiding plan for all aspects of Belgrade’s future, this growth policy channels the community vision using a comprehensive set of statements and visual ideas that will guide ongoing discussions on growth and change. These tools, like Future Land Use Maps and lists of improvement projects, remain fluid and are meant to be changed as the people, industries,

marketplaces, streambeds, animals, plants or other human and physical elements change within and around the community.

This growth policy will be a success if one fundamental outcome is achieved: learn from the past to craft this vision of the future by guiding growth in a logical and sustainable way. There is not one outcome but many, and in this process the community has stated their vision for the change that is needed to elevate Belgrade.





02. INTRODUCTION

*“Whatever good things we build
end up building us.”*

–Jim Rohn

The Belgrade Growth Policy begins with an understanding of where Belgrade has been and where it is now, followed by a vision statement of where the community wants to go, and finishes with a road map of methods describing how to get there describing how to implement the vision.

To establish an understanding of where we are, two general kinds of input were gathered in a process of listening and learning. First was a review and assessment of all histories, maps, demographic data, studies, plans or connected development efforts completed by the City within the last five-year period. Second was a verbal intake of comments and ideas through written notes, online surveys, and anecdotal discussions with stakeholders and the public.

Stakeholder Process

During initial meetings, the Project Team held phone interviews, one-on-one meetings and in-person discussions with individuals representing the following stakeholders:

- Belgrade Community Coalition
- Gallatin Valley Land Trust
- Bozeman Yellowstone International Airport/
Gallatin Airport Authority
- River Rock Home Owner’s Association
- Gallatin Valley American Youth Soccer
Organization (AYSO)
- Belgrade Chamber of Commerce
- Knife River Corporation, Belgrade Division



- Belgrade Planning Board
- Belgrade Public Works Department
- Belgrade Planning Department
- Belgrade School District
- Belgrade Senior Center

Information gathered from stakeholders regarded their plans for the future, their interaction with the City, their involvement in the current growth planning process, their immediate needs, long-term visions and needs, and how their entity currently interacts or affects City services or residents.



Open discussions included feedback on how their entity currently impacts the Belgrade community, as well as what their plans are for services and business expansion. Are there particular locations in the City or within the City-County Planning Jurisdiction that are considered opportunity sites?

Public Process

The public engagement process was multi-faceted and included several ways of obtaining feedback, including handwritten responses on a short pamphlet, an online survey, live audience survey sessions, visioning boards, and in-person “on the

street” discussions. In total approximately just about 10% of the community’s total population submitted one or more methods of input, including 750 online surveys responders and about 100 people that were in attendance at one or more public open houses. Survey results can be found in the Appendix.

How Was This Information Used?

To understand where the community wishes to go, the qualitative input was collected, compared, and synthesized using the thematic framework of Live, Work, Play, Learn, Grow, and Move. Listening to the community, and understanding its past history and present condition, the input was translated into ideas, words, statements, images, maps, and lists of projects organized into the following Thematic Framework:

- **Live:** Wellness, Housing, and Livability
- **Work:** Jobs, Commerce, and Economic Development
- **Play:** Parks and Recreation
- **Learn:** Education
- **Grow:** Land Use and Development
- **Move:** Transportation and Mobility

Montana state law requires communities to have a plan for their future using a hierarchy of standard statements (MCA 76-1-601) outlining the goals, objectives, and tasks needed to achieve the vision. To build this hierarchy, goals, objectives, and tasks from the existing Growth Policy were revisited, revised and reorganized to match new circumstances found in 2019.

To plot a road map, the information was translated into actual, physical outcomes. Goals, objectives and tasks provide an excellent hierarchy for framing a growth policy planning effort, however this information must be communicated in a way that City leaders, the general public, developers, land owners, business leaders, and visitors can understand. Therefore the Implementation chapter envisions actions, events or projects that will make this vision and plan relatable and come to life.

The Implementation Plan is organized into five sections:

1. **Future Land Use Maps:** A visual geographic guide for where and what kind of growth may occur in the City’s core or City-County Planning Jurisdiction.
2. **Public Improvement Projects:** A prioritized list of potential projects related to infrastructure, beautification, or other capital improvements.

- 3. **Opportunity Sites:** A framework of places or events with concept designs that translate input received into built places that achieve the vision spoken of by the community and its builders.
- 4. **High-Level Infrastructure Assessment:** A broad discussion on the relationship between the capabilities of various infrastructure systems to service new growth based on the amount of potential growth possible.
- 5. **Implementation Table:** A matrix that organizes tasks into priority levels and identifies leading agencies.

Finally, the Appendix holds supporting analysis, charts and data (demographic, geographic, economic, fiscal, etc.) that act as the mechanisms moving behind the policies and projects above.



SUMMARY

- 1. Where do we want to go?**
Chapters 2, 3, and 4 -- the Introduction, Vision, and Visioning Themes imagine Belgrade of the future as expressed by its people and leaders.
- 2. Where are we now and how did we get here?**
Chapters 6 -- the Planning Framework tells the story of how Belgrade became what it is today, and projects where it might go.
- 3. How do we get to where we're going?**
Chapter 7 -- the Implementation Plan visualizes new places, lists aspirational projects, and describes actions that will lead Belgrade to where it wants to be.



03. VISION

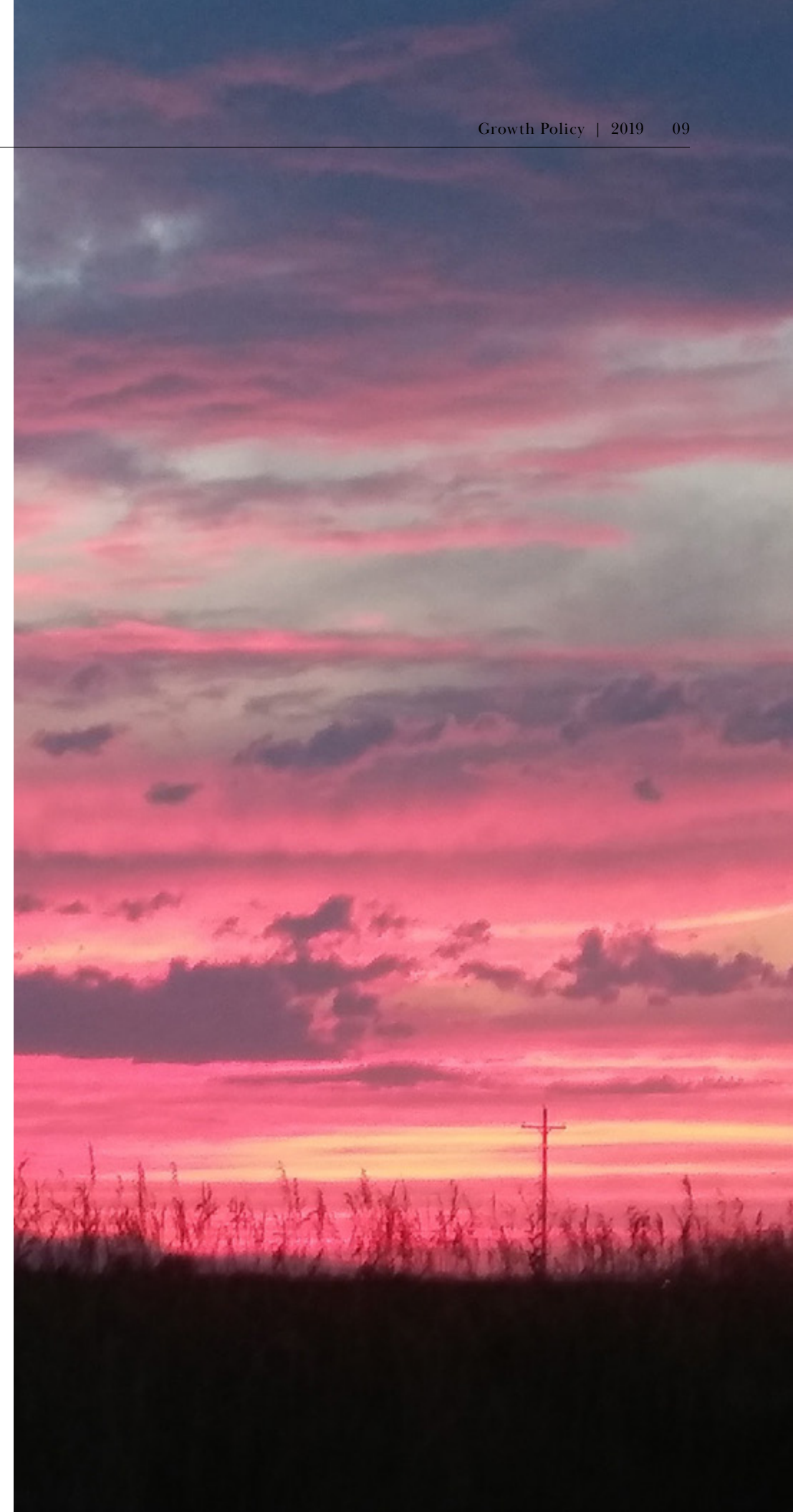
This Vision Statement represents the values, identity, and character of the Belgrade for the next generation.

This aspirational Vision Statement is the result of community engagement and visioning process that asked the question “My Future Belgrade looks like...”

This statement paints a picture of life in the City of Belgrade that embraces a proactive planning and growth management planning process over several decades and embodies the highest and most ambitious future for the community.

“Belgrade is a place where the pastoral vistas and snow-capped mountains frame the iconic images of Big Sky Country. Where green prairies dotted with Black Angus cattle, fields lined with pivot irrigators, streams covered with Cottonwood trees, and expansive fields painted violet by Alfalfa blooms are common.

Between its sophisticated eateries and country cafes, its micro-housing units and rural acreages, its gravel pit operators and computer engineers, and its fishing accesses connected by miles of trails, Belgrade is the best place for a person to start a career, raise a family, or age peacefully in the broad expanse of the Gallatin Valley.”



“I’d really like to see more things to do in the Belgrade area.”

“Music, fun day activities for kids and family’s, sports”

“I shouldn’t have to drive to Bozeman, Manhattan, Three Forks or Churchill to find trails to walk and jog on”

“Art fairs, farmer’s markets, free music events”

“Parks & Recreation areas should be MANDATORY for new developments”

“I think ‘urban’ bike trails and trails connecting communities are the top priority.”

“My dog loves running around and meeting new friends and driving in to Bozeman can be a pain.”

”Belgrade needs to deal with [their] traffic issues”

“There are enough people in Belgrade to justify a department store and new innovative business. Some independence from Bozeman is needed.”

CHAPTER 04
VISIONING THEMES



04. VISIONING THEMES

This Chapter discusses in simple, clear terms the big ideas heard through the planning process, distilled into six themes: Live, Work, Play, Learn, Grow, and Move.

During the Growth Policy update, Belgrade stakeholders and public spoke passionately of many aspects of life in the Belgrade community that either affirmed ideas from the 2006 growth policy or other plans, made statements that were interpreted into new themes, or identified new motions that were discrepancies from previously established trends or ideas. As these themes emerged, they were synthesized – or blended – into a revised list of goals, objectives, and tasks.

The following Visioning Themes are simply a way to organize the community’s vision in a way that satisfies regulatory requirements for updated growth policies established in Montana Code Annotated (MCA) MCA 76-1-601.



LIVE: Wellness, Housing, and Livability

Belgrade should be the most Livable city in Montana.

Livability can be said to be the capability of a community to promote a high-quality day-to-day lifestyle characterized as safe, energetic, healthy, engaged, and connected with plentiful economic opportunity.

Through thoughtful growth planning, Belgrade will cultivate a lifestyle that allows its people to live in sound and reasonably priced houses, to gather with neighbors, and to fully enjoy the natural environment. In addition to low-income housing, housing for the “missing middle” or the segment



Live



Learn



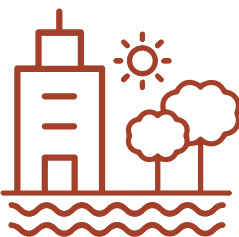
Work



Move



Play



Grow

of the population that cannot attain the highest priced homes but strives for high quality living conditions has been and can continue to be built in Belgrade through compact, dense development in the most appropriate areas.



WORK: Jobs, Commerce, and Economic Development

People will come to Belgrade to get the best things Made in Montana.

Belgrade desires to have a strong, energetic local economy based on retail, manufacturing and technology. Local institutions that fabricate stone, wood, or metal choose to locate in Belgrade and anchor the manufacturing economy based on several reasons, locations, affordability, workforce, and a development friendly climate. The wheels are in motion to shed Belgrade’s image as Bozeman’s “bedroom community”. A diversity of locally-serving jobs within Belgrade matched with a housing base that supports large employers – like Montana State University – will assist in Belgrade’s emerging identity as the production hub of the Gallatin Valley.

The working-class spirit is the present and future of Belgrade, with large companies like Knife River Corporation employing over 100 people and the Yellowstone International Airport employing close to 1,000 people. Belgrade’s established commercial and light industrial areas prove there is plenty of room to grow.



PLAY: Parks, Recreation, and Entertainment

The stage is set for Belgrade to be the hub of Montana’s athletic and recreational activities.

It may not be widespread knowledge that people come from miles around for trademark events such as the Fall Festival and to visit its renowned parks, sports fields, but it should be. With a school district population that nearly triples its municipal population, Belgrade is home to several youth sports tournaments. The community shall continue to be characterized as the epicenter of Montana scholastic athletics by building the best facilities – and supporting facilities like hotels and large post-event gathering and catering spaces.

Belgrade strives to establish destinations on Main Street so that adults and families no longer have to drive to Bozeman for after-work entertainment. To attract fine dining establishments, live music venues, and family activities like a bowling alley or community theatre, Belgrade will need to harness the energy of its youth, educators, and volunteer spirit to uplift Belgrade’s appeal to existing residents and newcomers alike by out-competing nearby population centers for quality entertainment facilities or venues.



LEARN: Education

By recruiting the finest educators and building high-quality learning environments, Belgrade will provide an atmosphere where all people can take advantage of a learn environment.

Most of those who live in Belgrade that commute work at Montana State University’s campus in Bozeman, and this proximity to the State’s largest institution of higher education brings intellectuals of all varieties to the community.

Conference space is limited in Montana, and the proximity to Bozeman or Big Sky’s larger event and convention spaces makes it difficult to host large events in the City of Belgrade. By targeting special interest groups related to youth sports, agriculture, or recreational endeavors, a community facility or convention center in Belgrade can support these large gatherings in the future.



GROW: Land Use and Development

Belgrade has plenty of space for intelligent growth.

As spoken by the community, the three most pressing issues were housing attainability, multi-modal connectivity, and the need for more restaurants and shopping. Future development can alleviate these issues by building dense housing in the right places, enhancing mobility infrastructure like trails and highway crossings, and enticing downtown revitalization and mixed-use development projects.

Belgrade should leverage its regional position, its regulatory climate, and relatively inexpensive property values to promote dense vertical development on opportunity sites near the City’s core. In addition, resources should be focused on capital improvements in the public realm, such as sidewalk improvements, new public spaces, or wastewater system upgrades to promote development where it makes logical sense.



MOVE: Connectivity and Mobility

With connectivity improvements like bridges, underpasses, and expanded trails, it doesn’t take much effort to get around Belgrade.

Because of its history as the railroad hub of the Gallatin Valley, the City of Belgrade is crossed by a couple of physical barriers that hinder smooth connectivity across town. Active rail lines, an Interstate with approximately 25,000 vehicles passing through town every day, and the state’s largest and busiest airport, make transportation issues within the City complex.

Fast-paced growth and the work and housing dynamic between communities in Gallatin County and beyond add to the transportation discussion. According to US Census data from 2015, 90% of employed people living in the Belgrade’s planning jurisdiction commute to jobs elsewhere. Of the estimated 11,600 people who live in Belgrade, about 4,500 of them (about 40%) commute to Bozeman for work. On the other hand, about 1,200 people are commuting to Belgrade from Bozeman.
































Better connectivity for all transportation modes is clearly needed, and the City’s recent Long Range Transportation Plan offered diverse solutions to these issues – many of which are represented in this plan. It is the intent of this growth policy not to restate those solutions, but rather to strategize and prioritize actions according to aspirations for better pedestrian and bicycle connectivity heard throughout the planning process.



05. GOALS AND OBJECTIVES

Goals and Objectives are a combination of statements that link the Vision and the Implementation Plan. Based on a topic, the Goals present broad initiatives while Objectives present actionable motions taken by agencies, groups, or individuals.

Goals and Objectives specify the above themes into goal statements and actionable items that are organized into the following categories as specified in MCA 76-1-601.

	Live	Work	Play	Learn	Grow	Move
• Land Uses						
• Population						
• Housing Needs						
• Economic Conditions						
• Local Services						
• Public Facilities						
• Natural Resources						
• Sand and Gravel Resources						
• Other Characteristics						

Land Use and Agriculture

Goal 1: Provide efficient use of land for the public interest and environment considerations.

Objective 1.1: Discourage fragmented subdivisions.

Objective 1.2: Give priority to annexations that are adjacent to developed areas. Discourage distant unincorporated annexations unless there is a clear path to continuity and contiguous annexation.

Objective 1.3: Meet the needs of public when approving subdivisions.

Goal 2: Protect agriculture industry and land as it contributes to Belgrade’s rural atmosphere, sustainability, and recreation.

Objective 2.1: Encourage the preservation of open space and agricultural land using conservation easements, County open space bonds, or similar regulatory tools.

Objective 2.2: Encourage and define standards for buffers between people and particular uses (certain crops, livestock businesses, industry, public facilities, etc.).

Objective 2.3: Control all existing sources of pollution within the planning area.

Objective 2.4: Push for agriculture and not development on land with good soils and adequate water.

Objective 2.5: Inform new subdivisions that adjacent farmers and ranchers have the right to continue to farm or ranch.

Objective 2.6: Keep large animal operations buffered from unlike uses using design standards.

- Goal 3:** Pursue innovative and next-generation land use regulatory approaches.
- Objective 3.1: Transition land use regulations in defined areas to a form-based code approach.
- Objective 3.2: Create design standards for the Main Street/Downtown area.
- Objective 3.3: Promote zoning & subdivision policies rather than covenants in new subdivisions in the County.
- Objective 3.4: Utilize zoning standards to manage land use requirements previously regulated through covenants.

Population

- Goal 1:** The population within the City must grow faster than in the unincorporated planning jurisdiction.
- Objective 1.1: Encourage development adjacent to Belgrade or to existing development on marginal farmlands.
- Objective 1.2: Discourage development in unincorporated areas where it doesn’t make sense for safety, public infrastructure, noise, traffic, etc.
- Objective 1.3: Pace growth so it does not overtake the ability to provide infrastructure and public services.

Housing

- Goal 1:** Provide adequate housing for moderate incomes in appropriate areas.
- Objective 1.1: Encourage mixed use buildings to promote new and innovative housing options Downtown.
- Objective 1.2: Enforce existing plumbing, building, fire, and life safety codes.
- Objective 1.3: Encourage PUDs or other tools that diversify housing cost and type.
- Objective 1.4: Target developers that can supply low to moderate income housing.
- Objective 1.5: Eliminate housing deficiencies and prevent future blight through conservation, construction rehabilitation, and removal.
- Objective 1.6: Identify areas for the rehabilitation of mobile homes and mobile home parks.
- Objective 1.7: Allow the development of high quality manufactured housing subdivisions.
- Objective 1.8: Maintain and enhance the character and quality of manufactured housing subdivisions.
- Objective 1.9: Supply adequate housing for future generations.

Economics

- Goal 1:** Provide adequate commercial areas for retail, light manufacturing, and industrial areas.
- Objective 1.1: Retain existing businesses.
- Objective 1.2: Expand the clean industrial base with smaller businesses.
- Objective 1.3: Evaluate creating new standards like BP and BP-I0 zoning to encourage high quality commercial development.
- Objective 1.4: Consider impact on municipal services as business expands.
- Objective 1.5: Keep strong enforcement of building and life safety codes and ADA standards.
- Objective 1.6: Renovate existing buildings that may cause public safety issues.
- Objective 1.7: Encourage growth in the east, west, and south commercial/industrial corridors.
- Objective 1.8: Modify sign regulations for size, height, lighting, and for new types of signage including electronic message boards.
- Objective 1.9: Modify landscaping requirements to help commercial uses blend with the community.

- Objective 1.10: Promote businesses within the Belgrade municipal boundaries.
- Objective 1.11: Prioritize commercial sites near the airport, Interstate 90, and existing industrial parks.
- Objective 1.12: Evaluate safety measures of commercial and industrial businesses during review of projects.
- Objective 1.13: Encourage land to be used for commercial activities in accordance with the area’s land inventory.
- Objective 1.14: Utilize innovative land use regulations such as performance-based zoning standards and planned developments to ensure compatibility between commercial and residential areas.
- Objective 1.15: Establish standards for appropriate buffers between commercial and residential areas.
- Objective 1.16: Encourage local industry and business leaders to participate in the planning process.
- Objective 1.17: Encourage improvement of the viewscape from I-90.
- Goal 2:** Promote a vibrant and dense downtown Main Street with a mix of housing and business.

- Objective 2.1: Utilize urban renewal district to focus resources on public improvement projects that will promote mixed use projects downtown.
- Objective 2.2: Encourage economic growth in downtown Belgrade through encouraging existing and new businesses to locate and expand, and to maintain and beautify parking areas.
- Objective 2.3: Identify publicly-owned sites in downtown Belgrade to potentially leverage value to develop affordable housing.
- Objective 2.4: Increase allowable building heights in the Zoning Ordinance in appropriate districts.
- Objective 2.5: Reduce or eliminate parking minimums in appropriate downtown districts.

Local Services

- Goal 1:** Provide adequate local services efficiently and effectively.
- Objective 1.1: Give foresight to the present and long range development of the Belgrade school system.
- Objective 1.2: Take measures to assist funding and staffing for City services commensurate to the size of Belgrade.
- Objective 1.3: Evaluate impact fee policies to ensure ‘growth pays for growth’.

- Objective 1.4: Coordinate with the Fire Dept. for the review of projects to ensure fire safety standards are met.

Public Facilities

- Goal 1:** Provide adequate public facilities efficiently and effectively.
- Objective 1.1: Create a modern water system adequate for future growth so that septic systems can be eliminated.
- Objective 1.2: Ensure an adequate and modern water system that can meet fire protection needs.
- Objective 1.3: Identify criteria to be included for proposed upgrades and expansions to public facilities.
- Objective 1.4: Give proper foresight to present and future development of the school system.
- Objective 1.5: Keep schools and facilities in the core of Belgrade.
- Objective 1.6: Encourage year-round use of school facilities (night school, adult education recreation community functions, etc.).
- Objective 1.7: Replace septic systems with community waste water disposal systems.

- Goal 2:** Maintain, upgrade, and expand parks, trails, and recreation facilities.
- Objective 2.1: Public facilities must comply with ADA standards.
- Objective 2.2: Evaluate the need for right-sizing parks to lead to more diversification.
- Objective 2.3: Evaluate community needs through observing how people are or are not using parks.
- Objective 2.4: Consider how the City can acquire lands for new recreation facilities.
- Objective 2.5: Encourage linear parkways that connect residential areas or schools etc.
- Objective 2.6: Include recreational amenities in high-density housing developments.
- Objective 2.7: Encourage parks within residential developments outside the City and connect them with greenways or linear paths.
- Objective 2.8: Proposed subdivisions should be reviewed for compliance with all current parks and recreation plans or policies.

Natural Resources

- Goal 1:** Protect surface and groundwater quality and availability.
- Objective 1.1: Provide potable water from public water systems versus individual wells.
- Objective 1.2: Developments in the County should provide for their own sewage and waste water systems.
- Objective 1.3: Limit individual wells and or septic systems in appropriate areas by seeking advice from MTDEQ, Gallatin County Environmental Health Department, Local Water Quality District, or DNRC.
- Objective 1.4: Encourage enforcement of state and federal water quality regulations to prevent water contamination.
- Objective 1.5: Continue to encourage riparian buffer zones in new subdivisions through stream setbacks in the zoning code.
- Objective 1.6: Establish regulations or standards for riparian buffer zones in new subdivisions to preserve habitat and prevent flood damage and erosion.

- Objective 1.7: Minimize effects of storm runoff during subdivision review process.
- Objective 1.8: Study existing and historic flooding information to identify areas of potential flooding that are not included in official floodplain maps and require setbacks through zoning.
- Objective 1.9: Require compliance with City of Belgrade and Gallatin County Floodplain Regulations.
- Objective 1.10: Any development near the E. and W. Gallatin River or any other natural rivers/streams and their adjacent riparian areas should ensure the stream’s protection as a natural and dynamic force utilizing setbacks in the zoning code.

Mobility and Circulation

- Goal 1:** Provide for the free, safe movement of people throughout the planning area.
- Objective 1.1: Coordinate new roads within subdivided land with other roads.
- Objective 1.2: Implement the 2017 Long Range Transportation Plan and participate in countywide transportation plans.

Objective 1.3: Encourage pedestrian and bike paths to connect residential, commercial and recreational sites, as per the Parks and Recreation Master Plan.

Objective 1.4: City streets should be upgraded if existing primary access roads do not meet current standards.

Objective 1.5: Require curbs, gutters and sidewalks, storm treatment, and lighting within the City-County Planning Jurisdiction.

Objective 1.6: Prioritize street improvements relative to available revenue.

Objective 1.7: Arterial streets should be planned for movement of through traffic and local access limited.

Objective 1.8: Encourage pedestrian safety improvements for major roadway crossings in accordance with MDT requirements.

Objective 1.9: Encourage pedestrian safety improvements for railroad and roadway crossings including above or below grade crossing structures or eliminating at-grade crossings in the future.

Objective 1.10: Streets crossing railroad tracks at-grade should have crossing gates.

Objective 1.11: Encourage a circulation system of the planning jurisdiction that supports other community growth and urban form goals.

Objective 1.12: Identify rights of way to be reserved in advance of permitting future widening of major streets.

Objective 1.13: Discourage and evaluate street vacations in terms of future traffic needs.

Objective 1.14: Evaluate widening of State Route 205 for safety reasons.

Objective 1.15: Establish a policy for appropriate setbacks on roadways based on their urban character.

CHAPTER 06
PLANNING FRAMEWORK



*Main Street Belgrade,
2019 (CTA)*

06. PLANNING FRAMEWORK

The Planning Framework explains Belgrade’s existing position in the Gallatin Valley in terms of socio-economic, demographic, geographic, and other physical and human conditions.

06.1 Regional Context and Background

Belgrade’s location in the Central Gallatin Valley has historically been its greatest advantage. Located eleven miles (20 minutes drive time, one hour cycling) from the regional economic hub of Bozeman has given Belgrade a strategic and historic advantage over other nearby communities. Livingston, for example, is 25 miles (30 minutes driving) to the east however commuters must navigate the Bozeman Pass which can make travel challenging in certain seasons.

Belgrade is also near many attractions and destinations in Central Montana. About an hour from the year-round resorts of Big Sky, and less than a half hour from the natural allure of the Absaroka-Beartooth Mountains and the Bridger

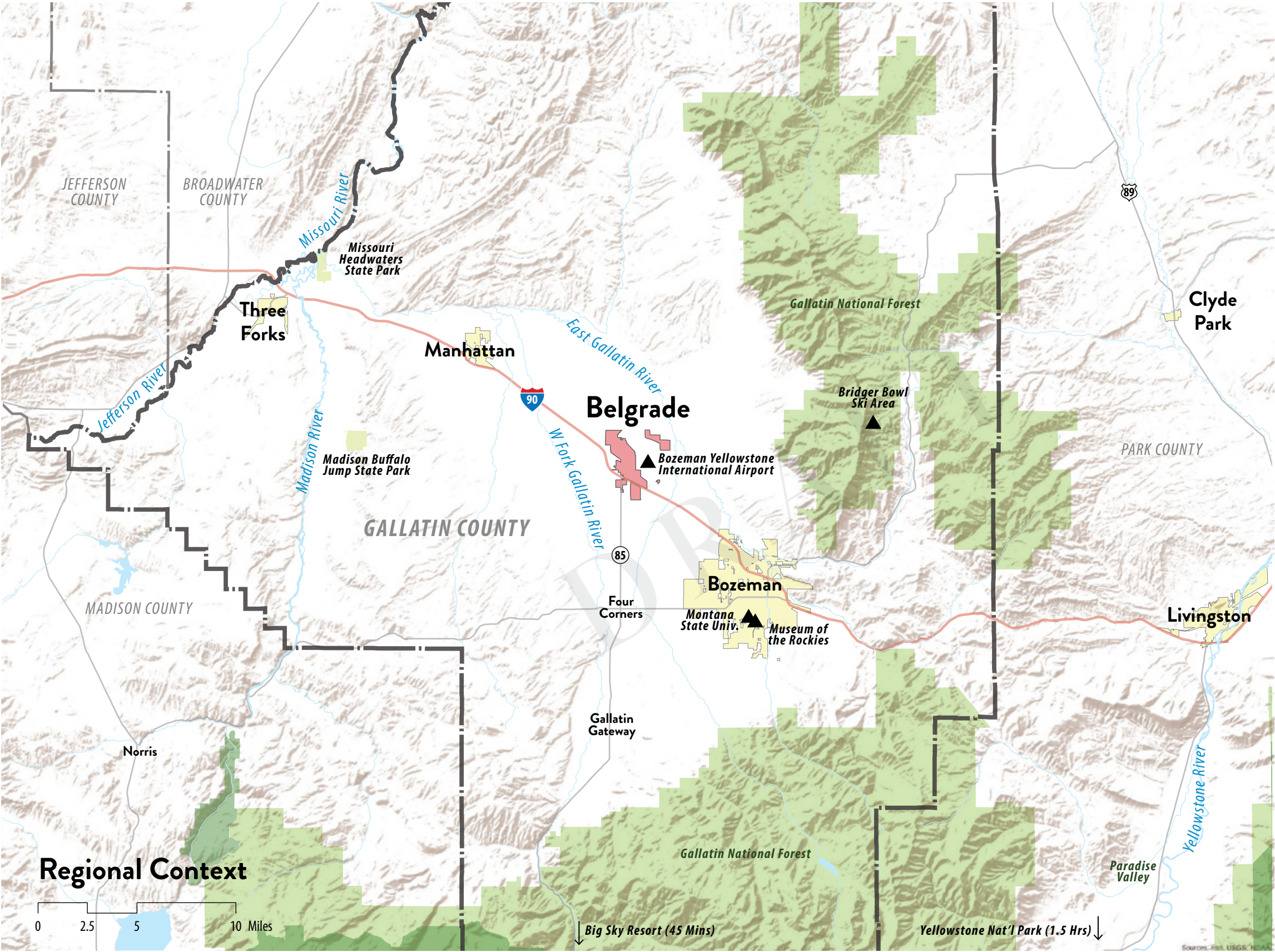
Range, outdoor enthusiasts have long come to live in Belgrade for proximity to this lifestyle without the costs of living in Bozeman.

Wintertime activities and skiing are abundant at Bridger Bowl and Big Sky, both within an hour’s drive. Summertime brings locals and visitors to the many world-class trout streams and rivers including the Gallatin, Madison and Jefferson Rivers.

Gallatin Gateway is the portal to Yellowstone National Park which sees several million visitors per year and has seen that number increase recently. Many of these visitors arrive at Bozeman Yellowstone International Airport and travel through Belgrade to reach their destination. Although proximity to the Airport is a decided advantage, it will become more so with additional economic development efforts to attract tourism into the City of Belgrade.



Belgrade’s proximity to the Airport is a growing advantage



Nearby Regional Destinations:

- Bridger Bowl Ski Area
- Museum of the Rockies
- Montana State University, Bozeman
- Gallatin National Forest
- Big Sky Resort
- Norris Hot Springs
- Bozeman Yellowstone International Airport

National and State Parks:

- Yellowstone National Park
- Madison Buffalo Jump State Park
- Missouri Headwaters State Park

06.2 Existing Conditions

A Brief History of Planning in Belgrade

The basis for this growth policy update is stated in the 2006 growth policy. From page 3 of the 2006 plan:

“Belgrade’s first master plan was developed in the early 1970 s by the Bozeman City-County Planning Staff under contract with the Town of Belgrade. The plan was updated by the Belgrade City-County Planning Staff in 1979 in a document entitled Belgrade Update The Belgrade Planning staff also conducted a master plan update and expansion study in 1992 In 1999 the Planning Board completed The Belgrade Area Plan 1999 which was adopted by the Belgrade City Council and the Gallatin County Commission as a Master Plan for Belgrade and its Planning Jurisdiction.”

Many of the core planning policies included in the 2006 plan were found to be relevant today and have been kept, while some were redundant and integrated with the new. New policies reflecting the need to accommodate innovative city building, land planning, multi-modal transportation and conservation methods were discussed and incorporated in this update.

What is the 4.5-Mile City-County Planning Jurisdiction?

Cities of Belgrade’s current population are allowed to plan for and have jurisdiction over an area that is up to a 4.5-mile radius around the incorporated municipal boundary. This means that the Belgrade City-County Planning Board (Planning Board) has authority to recommend approval, approval with conditions, or denial of development projects within this area. These recommendations are presented to the Gallatin County Board of County Commissioners (BOCC), who make the final determination. The Planning Board will use this growth policy document and all its text, maps, and implementation actions as guidance in making these recommendations.

Plan and Study Assessment Summary

Step One in the planning process is to gain an understanding of the current condition of the regulatory and planning framework of the City by reviewing existing planning documents, studies, or other relevant reports. The following summary provides a brief assessment of documents reviewed and considered during this process.

Belgrade Growth Policy, 2006

The City’s 2006 growth policy has a primary goal of “concentrating development within and adjacent to Belgrade on soils which would be considered marginal for agricultural production.”

This vision is repeated through the contents of the document and is reflected in the goals, objectives and actions for each of the chapters.

Has the 2006 growth policy achieved the primary goal and vision established at that time?

Recent residential development has not consistently followed a logical pattern. . Annexations of property not co-terminus with City boundaries stretch public facilities and infrastructure and provide significant investments of public resources. This example is expressed in outlying areas of Ryan Glen and Meadowlark Ranch subdivisions. Now is the time to strategize where the City needs to invest in significant public facilities in order to provide expected levels of service the community in 2019 and beyond.

This 2019 update revisits the goals and objectives and eliminates redundancy where possible, and creates new ideas that address current issues. In addition, the Team must take a close look at the task list from 2006.

What was completed, attempted or forgotten and why? At the end of this update, the Team needs to create a new task list that includes projects that we can fund and build.

It is recommended the districts, locations and use definitions in the Future Land Use Map chapter be revisited in detail and finer resolution in the 2019 update.

Belgrade Commercial Center Urban Renewal District Plan, 2017

The 2017 Urban Renewal Plan correctly recognizes that physical conditions within the central Belgrade District are not contributing to a vibrant, thriving, pedestrian-oriented Main Street in the downtown.

It is recommended that the general guidance and language of the URD Plan be made more specific to further encourage and catalyze development that meets the vision of this growth policy update. A list of public improvements should be created through a set of rigorous stakeholder and public input sessions. Further, the growth policy and URD Plan may be linked by producing design concepts for identified opportunity sites with the City to spur ideas and to clearly communicate the community’s vision for new development within the Urban Renewal District.

Title 10 Belgrade Municipal Code Zoning Regulations

The City’s zoning code regulates land use including standards for the design of new development such as parking, signage, and landscaping requirements. This is done through 18 zoning districts as well as the Planned Unit Development zone. Implementation of this growth policy update will directly occur as a result of amendments to the Zoning Regulations. As such, the 2019 update

should consider the existing Zoning Regulations, and evaluate where changes could be made to the language, design standards, the applicable districts, or to the Zoning Map, to ensure the vision for community growth is consistent between the growth policy as a guiding document, and with the Zoning Regulations as the regulatory framework.

Changes in the community’s vision have occurred in this growth policy update, and as a result, it is recommended that the language or standards of the following items in the Zoning Regulations be reevaluated as the vision, goals, objectives, tasks or any other element of the growth policy are updated:

- B-3 Central Business Zone
- R-4 Residential Apartment Zone
- R-S-M, R-2, R-3, and R-4 Residential Zones
- Parking Requirements
- Official Zoning Map
- Explore the creation of new zone districts

Gallatin County Growth Policy, 2003/2014

As the guiding plan for growth in unincorporated Gallatin County, the 2013 growth policy’s primary goal is to preserve agriculture and open space and to guide development to areas near established communities. In general, goals and policies in

this plan aim to prevent inconsistent patterns of development, or unsuitable development to preserve the health safety and welfare of all county residents through inter-jurisdictional cooperation.

The 2013 Gallatin County growth policy encourages smaller area planning as growth occurs in unincorporated areas. Two of these neighborhood planning areas are adjacent to or intersect Belgrade’s 4.5 mile planning area and as such are evaluated in this assessment to ensure compatibility of each planning effort’s respective vision.

As updates occur to the 2013 Gallatin County Growth Policy, county planners should evaluate the Belgrade Growth Policy and ensure compatibility in community vision, particularly in any new or existing neighborhood planning areas that intersect or overlap with the 4.5 mile planning jurisdiction. All future land use maps should be consistent in description of the land uses and delineation of their boundaries.

Four Corners Neighborhood Plan, 2006

The Four Corners Neighborhood Plan guides growth in the unincorporated community surrounding Four Corners, and is adjacent to the 4.5 mile Belgrade Planning Jurisdiction’s southern boundary.

The 2013 Gallatin County Growth Policy directs growth to both Belgrade and Four Corners. Rapid growth over the last decade has resulted in the two

communities quickly growing together. In addition, the substantial growth that has recently occurred along Jackrabbit Lane/Route 85 has amplified traffic congestion, and reformed the gateway to the Belgrade community. Future land use mapping must be coordinated to safeguard a pattern of development that maintains the health and welfare of new residents and does not limit the ability of the City of Belgrade or the County to serve new development.

Amsterdam-Churchill Neighborhood Plan, 2009

The Amsterdam-Churchill Neighborhood Plan was developed to guide suitable development along corridors into and out of the Amsterdam-Churchill community, as land becomes increasingly subdivided for development. Common themes such as preserving the right-to-farm and preserving open space and the agricultural lifestyle are outlined in the plan’s Guiding Principles.

This neighborhood planning area is adjacent to the southern and western boundaries of the Belgrade 4.5 mile jurisdiction. Important considerations should be made in this 2019 update regarding locations of development and traffic along the Amsterdam Road corridor and Cameron Bridge Road corridor. As development creates destinations in both communities, they will become more interconnected and the roads between them will become important transportation linkages for more and more people.

Long Range Transportation Plan, 2017

Several community stakeholders were involved in the drafting of the recent Long Range Transportation Plan (LRTP) including City Council, the school district, HRDC, the airport, Streamline, Chamber of Commerce, and was adopted by the City-County Planning board, Belgrade City Council, and the Gallatin County Commission.

One significant similarity between the growth policy update and the LRTP is the process and stakeholders. This continuity between plans includes many of these same parties and results in a list of projects in the LRTP that should be included in the mobility implementation measures.

Belgrade to Bozeman Corridor Frontage Road Study, 2017

This study included stakeholders from Gallatin County with input from Belgrade City Planning and outlined feasible improvements to the frontage road over the next 20 years. The primary improvement included expanding and adding a shared use path along the MTDOT right of way between Belgrade and Bozeman. Currently there is no funding identified to complete any of the recommended improvements.

Growth in the Belgrade community will continue to increase traffic on the corridor between Belgrade and Bozeman, including the frontage road.

Improvements to this corridor are critical and could be a viable alternative transportation route for recreation and commuting.

Gallatin Triangle Planning Study, 2014

This document has a substantial summary of partnerships between governments and local organizations. The document also includes summaries of shared infrastructure. The Gallatin Triangle Study discusses current growth policies for these areas and requirements for growth policies.

Envision Tomorrow is a mapping and data tool included in the plan that is used to model land use scenarios and evaluate results of the scenarios. The study creates three scenarios that are evaluated utilizing the current growth policies within the Triangle. The modeling exercise includes recommendations for regional cooperation, including:

The scenarios in the Envision Tomorrow planning exercise provide an immediate base to build upon for future land use mapping around Belgrade and in the 4.5 mile jurisdiction. The growth policy update should synthesize the location and types of development in these scenarios with public and landowner input to begin building future land use maps.

06.3 Community Profile



The Community Profile paints a picture of how people live life in Belgrade. We get a better understanding of this by capturing information on items like who has been in the community over a period of time, who is moving in, and what has recently changed.

To do this we use quantitative data that tracks changes in population or socioeconomic indicators, and qualitative data from the online survey, from conversations, and from anecdotal storytelling.

Who Is Belgrade?

It is no secret that Belgrade and the area's immediately surrounding Belgrade have grown, but how have they changed? Is there a particular place where most people are coming from? Is there a reason?

A Snapshot

- Belgrade is growing: It is in the top five of the fastest growing communities in Montana in population growth along with Whitefish, Kalispell, Bozeman, and Manhattan.
- Belgrade is young and family-centric: Belgrade's Median age is 32.9, compared to 34.1 in the County and 39.8 in the State.
- Belgrade is hard-working: 77% of people aged 16 or over are in the labor force, which is led by manufacturing, wholesale trade, and transportation jobs. From 2010 to 2015, Belgrade added about 2,200 jobs or grew about 52%, compared to 22% in Gallatin County and 8% job growth in the State.

- Belgrade is relatively affordable: according to a report from the Gallatin Association of Realtors, median sales prices in 2018 were \$295,000 in Belgrade, up 9.2% from 2017. This is compared to \$376,070 in Bozeman and \$470,588 in the area just outside Bozeman city limits.

(Source: US Census ACS Estimates 2013-2017)

Community Design and Character Summary

Steeped in agricultural history and embodying a pioneering mentality, Belgrade's built environment is reflected in the materials things are built from, the size and shape of buildings, and its iconic landmarks. Things are made from wood, stone, metal and softened by grasses and trees. Spruce trees, grain bins and elevators, and the water tower are landmarks in the community to navigate from, and fences line trails that follow roads deeper into the country. Future development should capture and build upon this authenticity, while promoting new and innovative building forms and means of transportation.



EXISTING CHARACTER

Different eras of development have left iconic landmarks, signs, and landscapes that are important to Belgrade's identity.

Belgrade's existing character includes natural materials reflective of local agricultural heritage and farming history.

Building on this identity while preserving the things that give Belgrade its small-town character is important to the community.



06.4 Plan Elements

Population

Belgrade is experiencing unprecedented growth in and around the community. The most significant indicator of this growth is the number of new people who are moving in to town. It is important to understand not only where they are moving to, but also how long they are staying, how old they are, and what they are doing once they get to Belgrade.

The last time Belgrade's population declined was in 2010, when the City lost about 100 people according to Census estimates. Since then growth has increased, with the fastest rates occurring in recent years. From 2016 to 2017 alone, Belgrade added approximately 370 people a 4.5% year-on-year increase.

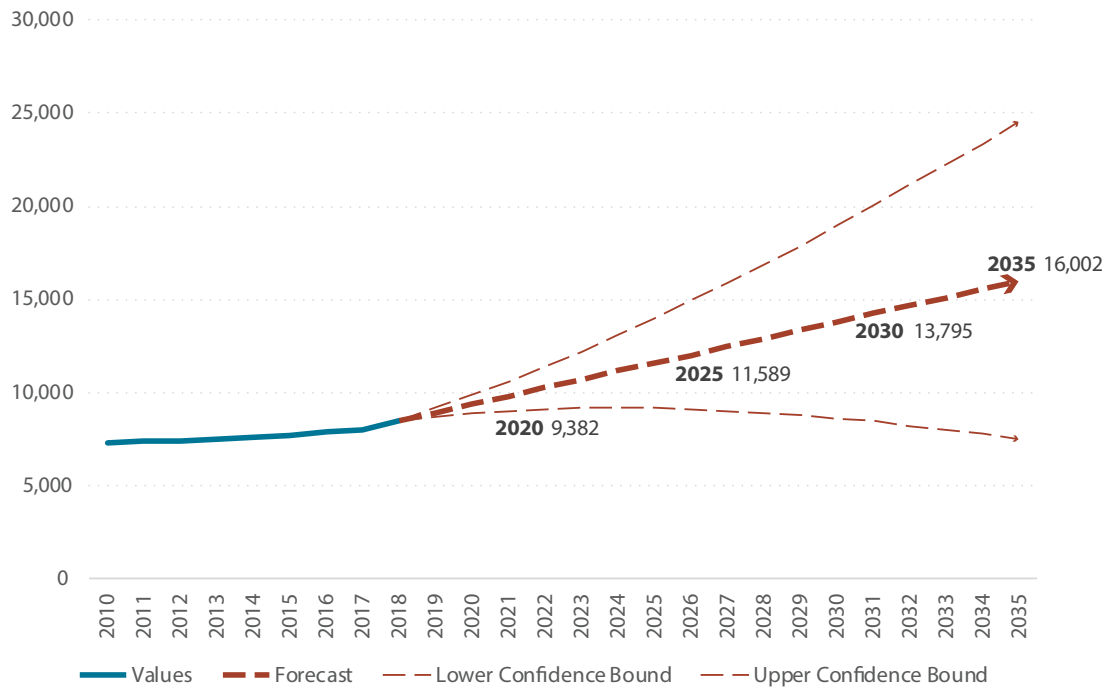
Generally, Belgrade's population is young, with a median age of 32.9 years, which is younger than the State average at 39.8, but very similar to the Gallatin County average of 39.2. The City's population pyramid visualizes its age and gender structure, describing where generations exist in comparison to each other. This is an important distinction for predicting social and infrastructure needs of a community. For example, this data indicates anticipated future demand for day care services, recreational opportunities, educational opportunities, or forecasting an increasing need for healthcare as a population ages.

Belgrade's population pyramid from the 2017 US Census estimates indicates a large population of children under 15 years of age, then another for people ages 20 to 39. Belgrade has a smaller percentage of elderly population than Gallatin County particularly those older than 79 years. These demographic figures indicate there will be a growing need for facilities for school-aged children, as the largest percentage of the population is 30 to 34 years – the age at which many young adults form households. The second largest age group is five to nine years, which indicates the need for adequate educational facilities as this age group will be in the school system for several years to come.

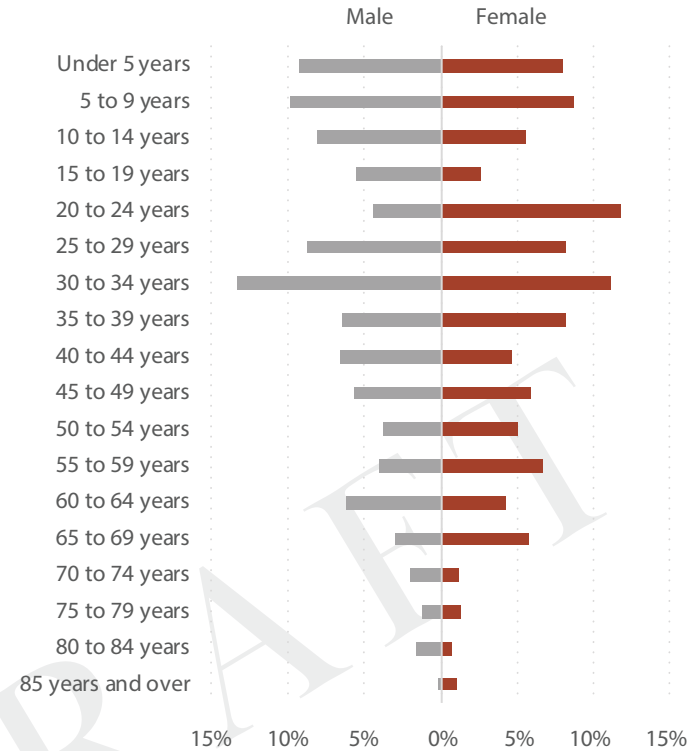
Population Trends and Projections

Population projections from the 2017 Belgrade Water and Waste Water System Master Plans were used to estimate the infrastructure capacity needed to provide adequate waste water and water services to the growing population. These estimates used historical data to project a population of 10,423 in 2020 and 14,703 in 2030. Utilizing more recent US Census data going back to 2010, an exponential smoothing forecasting model estimated a population of 13,795 in 2030, with an upper confidence bound of 18,951 people. Although there is currently developable land for housing and building associated development (retail and other local services) for these populations, significant financial investment and capital improvement projects to public facilities such as waste water and water will be required to serve these projected populations.

Population Projections, Belgrade, 2010 - 2035
(US Census ACS 5 Yr)



Population Pyramid, Belgrade, 2017
(US Census ACS 5 Yr)



PLAN ELEMENTS SUMMARY

- Plan Elements are organized by the contents of state statute in MCA 76-1-601.
- Census estimates were used to quantitatively analyze existing conditions, trends and projections.
- Maps in this section visualize the geography of how land is conserved and used, where people work, and how people move across the Belgrade community.



Issues and Constraints

Pending unforeseen circumstances, Belgrade will add somewhere between 4,800 and 6,000 people between 2019 and 2030 who will need adequate housing, services, goods, and recreational activities to maintain the livability that attracts people to this community. Preventing the overburdening of the City’s ability to provide for the safety, health, and wellbeing of its citizens through smart growth planning is the primary objective of this plan. To ensure residential and other development occurs in a sound, logical manners, Future Land Use Maps are a part of the Implementation Plan to help guide leaders, developers, and the community in making decisions on land use and future development.

These opportunities, issues, or constraints to growth are discussed in the next several topics, as outlined in MCA 76-1-601.

Land Use: City

Within the incorporated municipal boundaries, single family residential land uses occupies the bulk of land with approximately 30% or 596 acres of the total 2,397 acres within the municipal boundary. This land use accommodates about 3,200 housing units. Land used for agricultural activities such as farming, grain storage, transport or elevators occupies about 23% or 457 acres, while retail and office commercial uses occupy 13% or 258 acres of the total area. There are approximately 108 acres of parks or open space within the City which averages to about 586 square feet-per-person, slightly less

than the 650 square feet-per-person rule of thumb established by landscape architects in the early 20th century.

About 114 acres are used for institutional activities (local government facilities, schools or places of worship). This is a considerable amount of land, the value of which could potentially be leveraged to accomplish certain goals such as completing the trail network across publicly-owned parcels or land contributions to build affordable housing.

Belgrade Zoned Area

The Belgrade Zoned Area is the area that the City administers zoning, beyond the incorporated municipal boundaries. The extent of areas that are zoned were used to calculate densities of future development in the waste water and water systems master planning processes, which were also used on Future Land Use Map for the 4.5 mile planning jurisdiction.

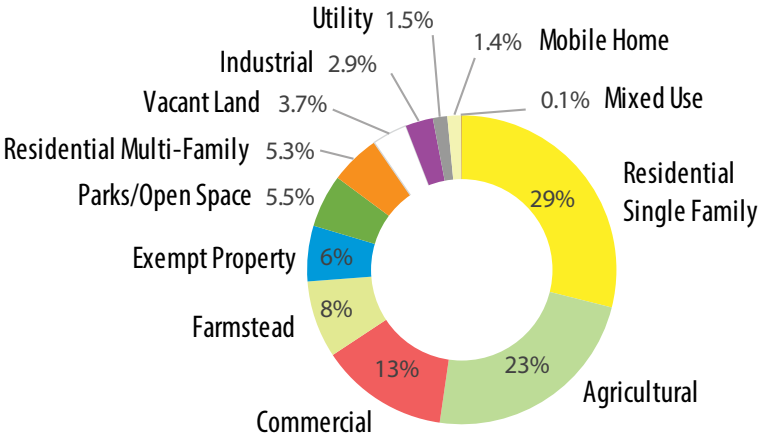
Land Use: 4.5 Mile Planning Jurisdiction

Land use outside the incorporated municipal boundaries is largely agricultural and low-density residential. There are many physical barriers to development in this area such as the railroad, the interstate, and the airport and it is the intent of this growth policy to prevent a sprawling pattern of development within this area and to protect the agricultural and natural resources the community finds valuable. This extent of a jurisdictional area is quite large for a planning jurisdiction.

Undeveloped Land, Belgrade Planning Areas, 2019 (CTA)

Planning Area	Undeveloped Land (acres)
East 1	78
East 2	63
Northeast	82
Northwest	431
Southeast	127
Southwest	498
West	12
Total	1,399

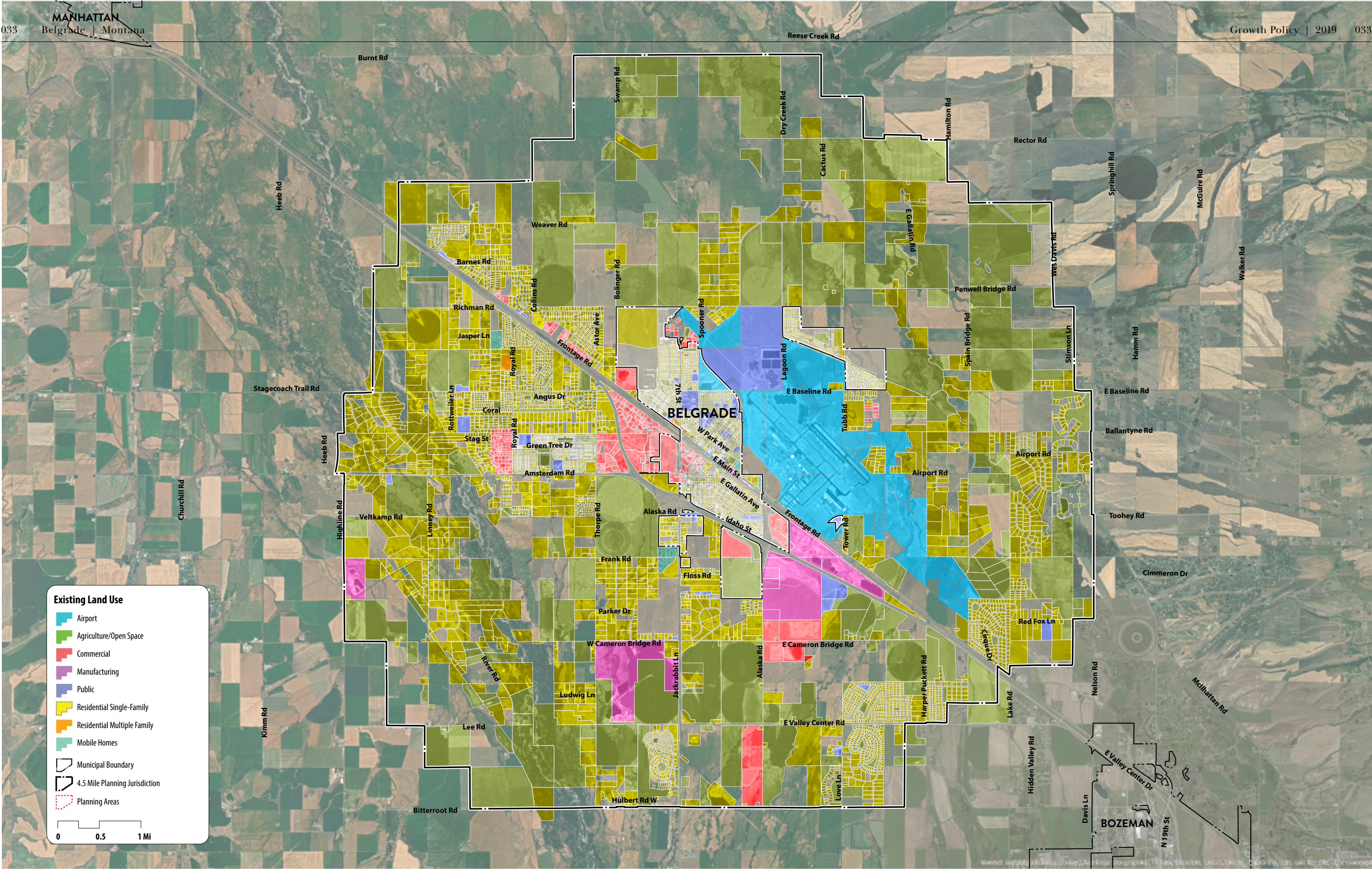
Existing Land Use, Belgrade, 2019 (CTA)



Development Potential

Development potential describes the amount of available land for future growth within Belgrade’s municipal boundaries. Housing – at low or medium densities of five to 50 units per acre – is indicated to be the predominate form of new development in future growth areas, with schools and neighborhood commercial uses providing local amenities.

It is estimated that about 1,400 acres of undeveloped land exists in these Planning Areas.



This growth pattern provides a challenge with the current capacity of municipal water, sewer, and other infrastructure systems. According the Water and Wastewater Master Plans (2017) there is only capacity for a limited amount of additional units. As indicated in the recently updated Water and Wastewater Master Plans, the City is aggressively pursuing the completion of public improvement projects to accommodate projected demand for new housing or commercial development should current growth rates remain.

Issues and Constraints

Land use goals and objectives of agricultural preservation limit the areas for new housing and commercial land uses in the planning jurisdiction. Stream protection, habitat preservation, protection of productive agricultural land, poor soils, groundwater, and floodplain issues must be balanced with growth pressure, while at the same time providing for and maintaining access to open space and recreational amenities.

Efficient infill urban development can alleviate some of these constraints by minimizing urban sprawl and creating for efficient land use and low impact development. Creating and promoting zoning districts that support vertical mixed use buildings on small undeveloped or redevelopable sites is a critical component to smart growth and urban infill. These mixed use opportunities offer living spaces and leasable square footage that attract a wide range of demographics,

creating an attractive and livable community. Dense development within the downtown and identified core areas within the City provide a level of sustainable public infrastructure such as police, fire, emergency medical, water, sewer, and transit. Economic benefits are felt by the greater community with new employment centers providing the residents and works with needed day to day services. The incorporation of connectivity and transit oriented development can reduce miles traveled, reduce air pollution, and provide for a healthier and more connected community.

Current City zoning generally does not allow for buildings over three stories, which can be a limiting factor when trying to implement mixed use developments. To promote the vision of a dense mixed use urban form, it is an implementation measure of this growth policy to amend the City's Municipal Code to allow for taller, denser buildings in the downtown area or within appropriate areas of the City.

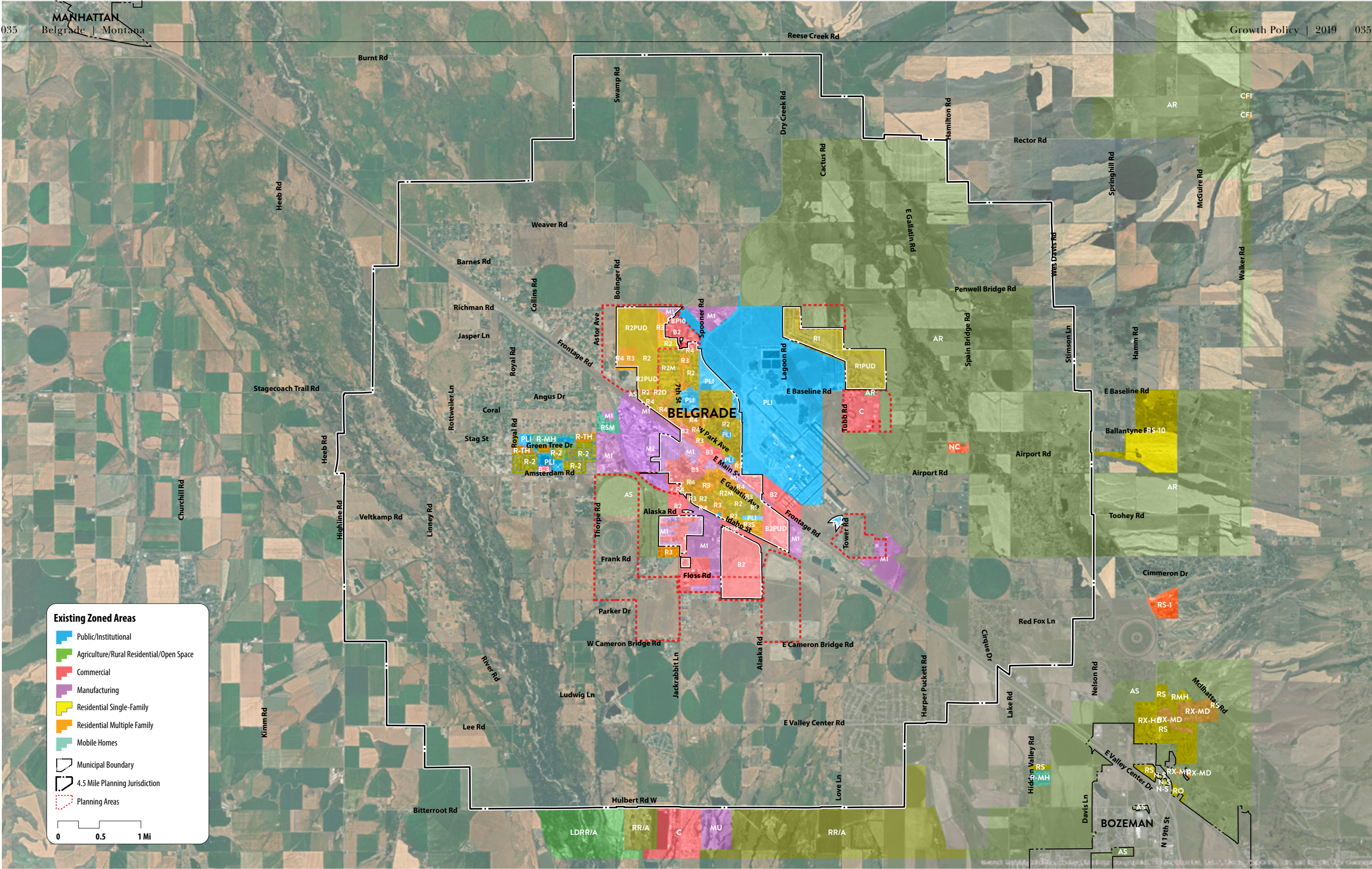
Housing

Housing is the predominant form of new development and construction in Belgrade. According to US Census estimates, there were 3,238 housing units in Belgrade in 2017. Based on Montana Building Industry Association information, there were 148 new home starts in 2017 which is 4.5% of the total housing stock in the Belgrade area built in one year. This represents a growth increase

of 13% from 2016, and early information indicates home starts have continued strong through 2018 and into 2019.

The 2006 Growth policy states “The City of Belgrade has always provided a significant amount of the attainable and affordable housing for the Gallatin Valley”, and robust new home start figures make clear that Belgrade continues to be a target for regional housing development within the Gallatin Valley. Although home value margins within the Gallatin Valley are becoming similar, the same reasons for the housing building boom primarily includes land availability, affordability, and proximity to Bozeman.

Housing Growth: : In the six-year period from 2013 to 2018, Belgrade's new home starts exploded from a modest 44 new home starts in 2013 to an unprecedented 148 new home starts in 2017 and a steady 141 starts in 2018. This 220% growth rate outpaced Gallatin County at 87% and the overall State growth rate of 12%. In those same years Bozeman's home starts decreased 47%, as the boom experienced there peaked in 2013 with 432 starts. Most of Belgrade's growth occurred at Ryen Glenn and Meadowlark Ranch subdivisions, with other homes being built in the Henson Subdivision, a place likely to continue to absorb new housing development, as there are approximately 200 unbuilt single family residential lots as of April 2019.

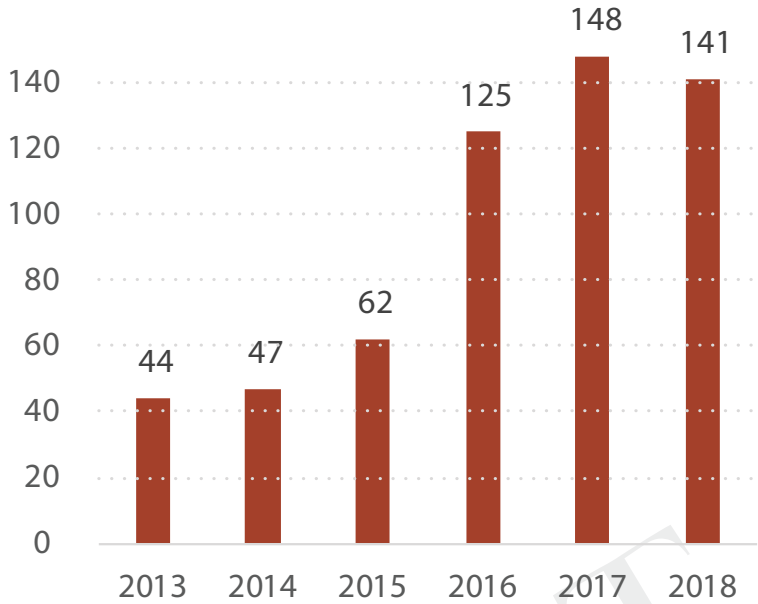


Unit Type: Housing type varies widely in the City and its surrounding subdivisions. In 2006 36% of housing were rental units, likely to support students and people who work in Bozeman and could not afford to live there. A goal of the City at that time was to increase ownership through annexation and subdivision of areas for new single-family detached homes. As a result of this goal, the rental housing percentage dropped to 32% of total units in 2017 (US Census ACS).

Much of the new housing development within the incorporated municipal area has been multifamily dwellings in subdivisions such as Ball Park Greens, Las Campanas, Bullthistle Addition, and Armstrongs Addition. With a few exceptions including the Timberline Apartments and the Emerald Park Condos, large apartment or condominium developments with densities over 20 units in one structure are limited. However, multifamily structures between two and eight units have been very marketable in Belgrade’s platted urban area in recent years.

Density and Mixed Use: Continuing to promote denser multifamily housing in the City’s downtown core could add to housing supply, which in turn, could mitigate the exponentially large price increases for housing units in this area. Adding density in strategic areas close to transportation corridors and community amenities and services would improve Belgrade’s overall economic vitality by providing additional rooftops to support retail; while enhancing mobility by locating people closer

Housing Starts, Belgrade, 2013 - 2018
(MT Building Industry Association)



to destinations they want to travel to for day-to-day amenities and services. A visual example of mixed use development with integrated opportunities for leasable retail space, office space, and housing can be found in the Implementation Plan in section 7.3: Opportunity Sites.

Home Values: Most of the dramatic increase in Belgrade’s housing values has occurred in recent years. According to home price indicators (Zillow.com), the value of homes in the Belgrade area were \$319,000 in 2019, up 19% from 2018 and up 50% from 2015. In 2012 home values were around \$200,000 and have only risen at an increasing rate since then, climbing a net \$119,000 in seven years.

Housing Trends and Projections

Although the unofficial home value indices show a value index as of January 2019 of \$319,000 in the Belgrade area, an increasing number of buyers are

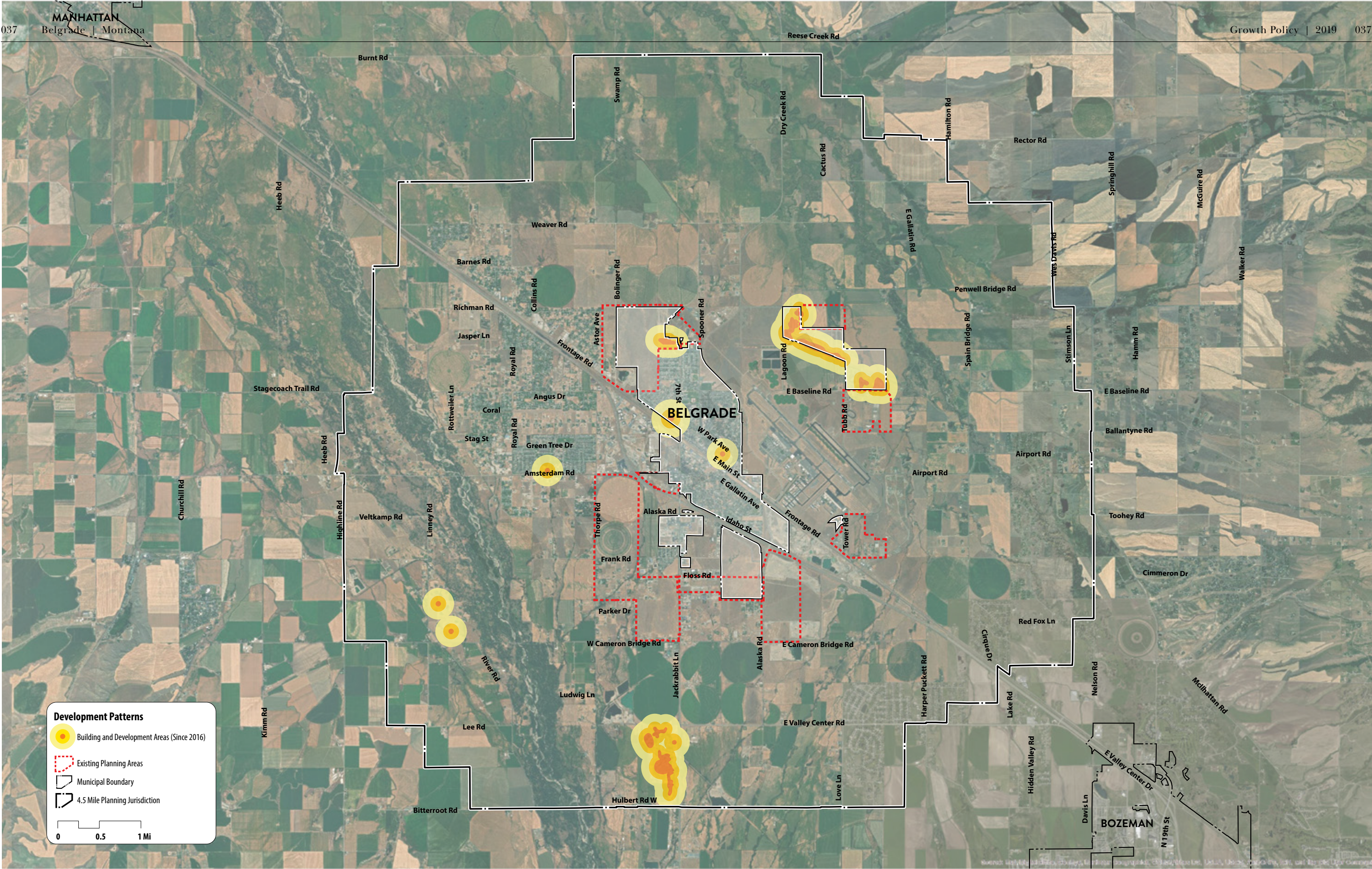
pushing up the listing and sales prices even higher, as many people are moving to Belgrade as an opportunity to buy a newly or recently built single family home. An independent snapshot analysis of ‘for-sale’ homes in Belgrade indicates an average listing price of \$393,000 for single family home active listings (April 2019) that were an average of 1,440 square feet on 0.23 acre lots (CTA).

Should new single family home demand remain steady, projected trends indicate a large amount of land [quantity forthcoming] would be required to accommodate this pace of residential growth over the next 5-10 year period.

Issues and Constraints

People primarily move to Belgrade to live in lower-density single family neighborhoods. The Future Land Use map indicates there are a few places identified for such growth. Note that if all the vacant land in the identified growth areas becomes developed, infrastructure capacity must be added at the same rate as development is approved. This will be necessary to continue to provide expected levels of service for water and wastewater service and to protect public health, safety, and welfare.

For example, the housing density in the new growth areas of Ryen Glenn, Ball Park Greens, and Henson subdivisions is roughly five units per acre. At this density, the Future Land Use Map’s residential Planning Areas have physical capacity to add roughly an additional 2,385 units, which calculates





Micro-units can offer a supply-side response to attainable housing



Dense downtown mixed use projects create opportunities for new housing

to 5,700 to 6,200 additional people (at 2.39 to 2.6 people per household) if these subdivisions are fully built out. The water and wastewater plans identify necessary capital infrastructure projects to meet the required capacity to service this amount of growth.

Skyrocketing home values in the area pose a threat to affordability and livability. This was stressed as critically important in the survey responses and public outreach sessions. Increasing the supply of affordable housing units is a paramount goal of the

growth policy and for sustainable growth and there are indications that homebuilders and developers are interested in assisting with this growing demand by reducing home sizes and increasing density. Very small units or micro-cabins have proven in Belgrade and in other places to be a viable market-driven solution to housing affordability. Providing opportunities for dense, urban housing in the City's core near Main Street could assist in accomplishing this goal. Gap financing affordable housing through subsidies and funding programs

continues to be a viable option. Recent projects like the Cottages at Menicucci Square continue supply affordable housing, and strategic partnerships with non-profits such as HRDC should be maintained to continue building new and innovative housing projects.

Housing for all cohorts of Belgrade's people will be increasingly important as the demographics change and retirees and the elderly move from other parts of the state to be closer to healthcare or other amenities.

The intent of this growth policy is to promote a logical pattern of residential development that allows for a walkable environment. Within the 4.5-mile jurisdiction this means promoting new housing near communities where existing services can easily be provided and where there are no physical constraints such as poor soils or floodplain. This means discouraging new subdivisions on unincorporated land that is not adjacent to existing development in the planning jurisdiction area.

Meanwhile, continuing to promoting denser multifamily housing in the City’s downtown core could add to supply, which in turn may increase attainability. Adding density in strategic areas close to transportation corridors and amenities would improve Belgrade’s economic vitality by providing rooftops to support retail, while enhancing mobility by locating people closer to destination they want to travel to for day-to-day amenities or services. Mixed use development with integrated opportunities for leasable retail space, office space, and housing may also accomplish this, and a vision for this type of development can be found in the Implementation Plan in section 6.5 Opportunity Sites.

Economics

Belgrade’s economy benefits from its productive agricultural resources, proximity to a major population center, proximity to the airport, and to the number of outdoor and recreational resources.

Employer	No. of Employees
Knife River Corp	100-199
Flying J Travel Plaza	50 - 99
Lee & Dad’s IGA	50 - 99
Anderson Precast & Supply Inc	20 - 49
Arlin’s Aircraft Svc Inc	20 - 49
Belgrade Clinic PLLP	20 - 49
Belgrade Liquor Store Inc	20 - 49
Big Sky Insulations Inc	20 - 49
Broadway Restaurant	20 - 49
Montana Canvas	20 - 49
Specialty Steel Fabricating Co	20 - 49

Manufacturing, repair, and transportation businesses are also located in Belgrade, however employment sectors indicate a balanced economy with no single sector dominating. According to Census estimates from 2017, the top three sectors in the City are educational services and health care (17.7%), retail trade (17.6%), and arts, entertainment, and recreation (15.5%), indicating that many of the City’s workers are in establishments that serve locals and families that also live in Belgrade.

There are only a few large single employers, however the community has been growing as an employment center since the last recession. Between 2005 and 2010, the workforce in the 4.5 mile jurisdictional area grew by about 2,200 jobs for an increase of 52%, significantly higher than the growth rate in the County (22%), or the State (8%).

Employment Projections

Using an exponential smoothing forecasting model to project job growth in the 4.5-mile planning jurisdiction, there is potential to add between 2,300 and 3,600 new jobs by 2030. This growth rate is not as fast as the projected population growth rate during the same years (54% population growth compared to 31% job growth) however it continues to indicate that Belgrade could become a major employment center in the Gallatin Valley with job sectors that are diverse and well-rounded.

Employment areas in Belgrade are clustered in the City core, at the public educational institutions, the Airport, and along major transportation corridors like Jackrabbit Lane on the south end of town, however most of the people working in Belgrade live elsewhere. According to Census data from 2015, 18.4% of the workers who are employed in the Belgrade area came from Bozeman, while 17.5% lived in Belgrade. About 3% commuted in from Four Corners, while 2% came from Billings. Of the residents in Belgrade who were employed, 38% commuted to Bozeman, 10% stayed within Belgrade for work, and 6% went to Four Corners for work. This indicates that people in the community are very mobile in finding work, which has economic implications that stem from a geographic jobs and housing imbalance that adds to traffic congestion as people continually travel between Bozeman and Belgrade for employment. Job growth between 2005 and 2015 has occurred mostly outside the downtown core in areas south of the interstate and

rail corridor, and in the Bruce Industrial Park (US Census LEHD).

Belgrade’s economy is strongly tied to the families that have their children in Belgrade schools. The estimated population within the school district is 21,000 [source?], meaning twice as many people that reside within the City itself are coming into to town for events and activities, doubling the Cities population at any given point in time. This indicates a large market trade area, and stakeholders and the public speculated that more could be done to capture spending activity from people taking their kids to and from school, or attending youth activities or sports events. In addition, the proximity to the Airport brings valuable economic benefit and tourism spending to the Gallatin Valley.

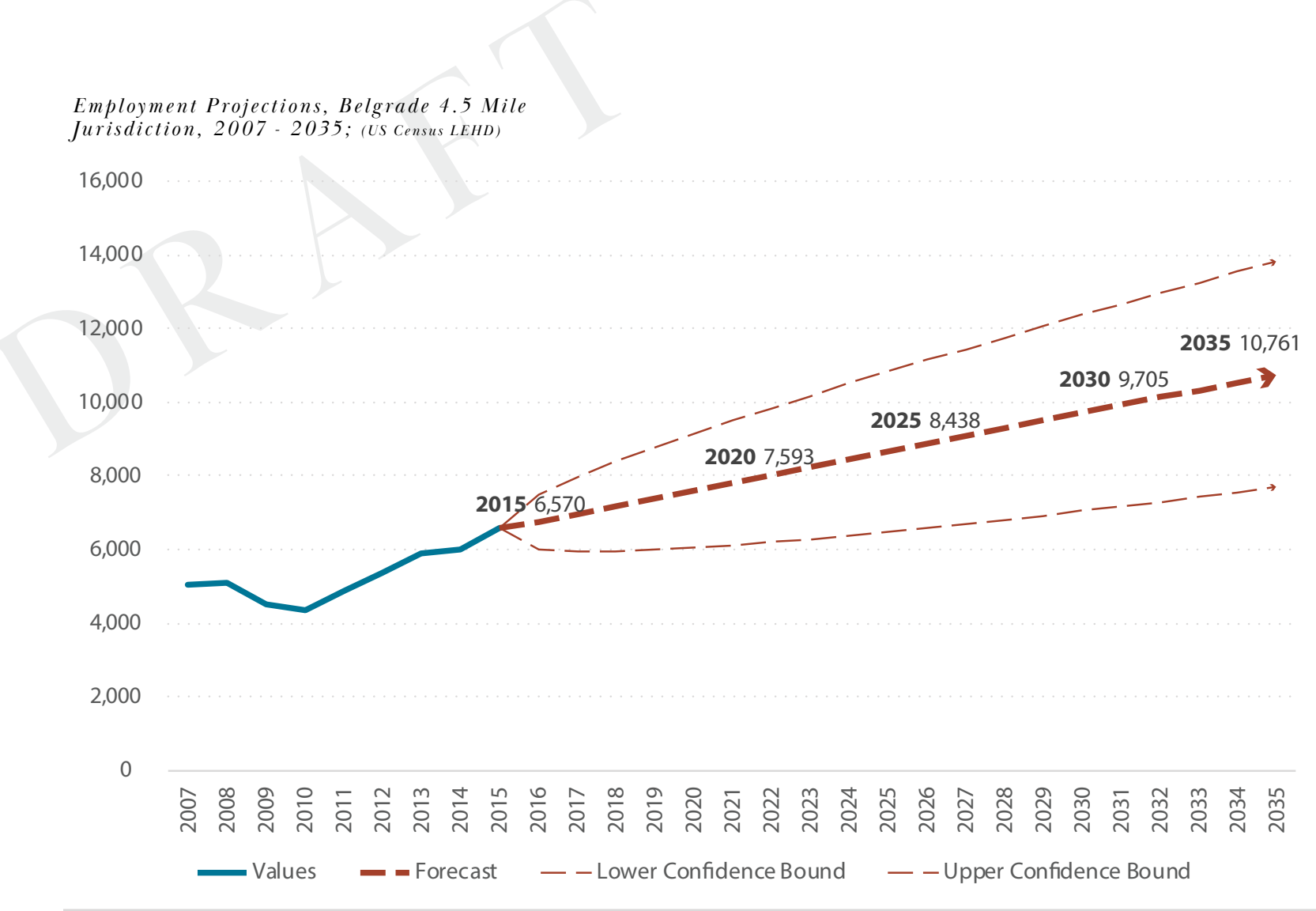
Economic development efforts should be targeted towards Main Street and downtown Belgrade to promote a denser more walkable urban environment that better balances living and working within the community. The City now has an opportunity to implement this vision with a productive urban renewal district, focusing financial and other resources on mixed-use development projects that provide housing and employment opportunities downtown. This investment would accomplish land use, population, economic, and connectivity goals and objectives listed in this plan.

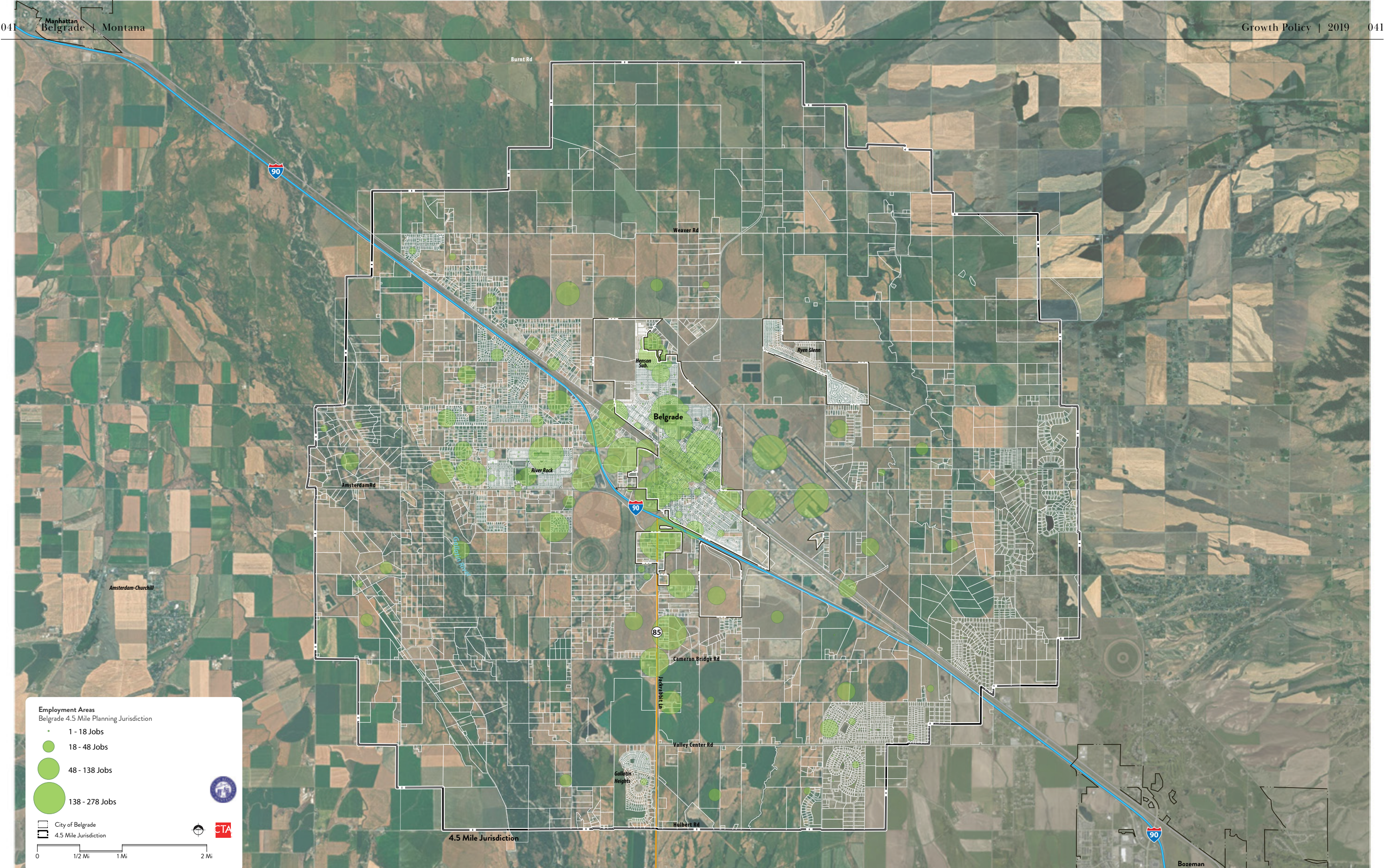
Issues and Constraints

According to the online survey results, half of the responders do not work where they live, adding to transportation problems and traffic congestion.

Stakeholders have stated certain types of businesses are missing, specifically those typically found along Main Streets such as food and beverage establishments or entertainment options. People in Belgrade seek amenities such as entertainment

and dining options and often travel to Bozeman or other places to fill this desire, removing economic opportunities for the community. While Belgrade’s past identity as a bedroom community may have prevented an independent small business owner from opening a location in Belgrade, making Bozeman the current hub of commerce, current public engagement indicates a strong desire to have these services available within the community, eliminating the need to travel outside of Belgrade.





People also clearly felt there is latent demand for activities related to tourism and business brought in by the Airport, and that measures could be taken to grow the local tourism-based economy. Hotel and conference space is limited in the area and the proximity to the state’s busiest airport could signal significant potential for a successful partnership in the development of such a space. Capturing spending dollars of people going through town from the Airport poses a challenge given the City’s orientation relative to traffic patterns. Traffic currently is encouraged to utilize either the Frontage Road or the newly constructed round about to head directly to Bozeman. An opportunity for the City exists to capture some of this traffic by increasing signage to Belgrade and by providing amenities such as hotels, eateries, and recreational opportunity. Recent development trends such as Yellowstone Airport Plaza may indicate Belgrade could soon become more of a destination for airport travelers.

Local Services

Schools

Belgrade schools continue to grow with the increasing population. The School District completed additions to the high school and the middle and intermediate schools in 2006, and have been on pace to outgrow the existing facilities within the school district. A significant bond measure passed February 26, 2019 for \$48 million to accomplish four primary goals in order to address student population demand and aging facilities:

- 1) Replacement of Heck Quaw Elementary, 2) Development costs for purchasing land and on-site development for two new elementary school parcels, 3) Improvements to Saddle Peak Elementary, 4) Development costs for a new fourth elementary school. Voters approved the bond by 57%, which should allow the district to have the capacity for 10-year growth projections.

Law Enforcement

Law enforcement is served by the Belgrade Police Department which has 15 full time sworn officers, three civilian staff members and one volunteer chaplain. The department offers the following local services: Snow Removal (City Ordinance 2007-1), Street and Sidewalk Obstructions (Chapter 12.04), Parking (Ordinance 86-2), Abandoned Vehicles (City Ordinance 2002-7), Animal Control Regulations (Chapter 8.02), Water Rules and Procedures (Water Ordinance 90-4), Signs (City Ordinance 2005-8), Refuse Collection and Removal (City Ordinance 85-2), Business Licenses (City Ordinance 2005-18), Live Animal Traps, and Nuisance (City Ordinance 2002-6).

The Belgrade Police Department presently employs about 1.4 officers per 1,000 residents. That is down from 1.6 officers per 1,000 residents in 2006, and down further from 2.4 officers per 1,000 residents in 1980. Law enforcement standards from the Federal Bureau of Investigation report an average of 1.59 officers per 1,000 residents (2015 FBI UCR).

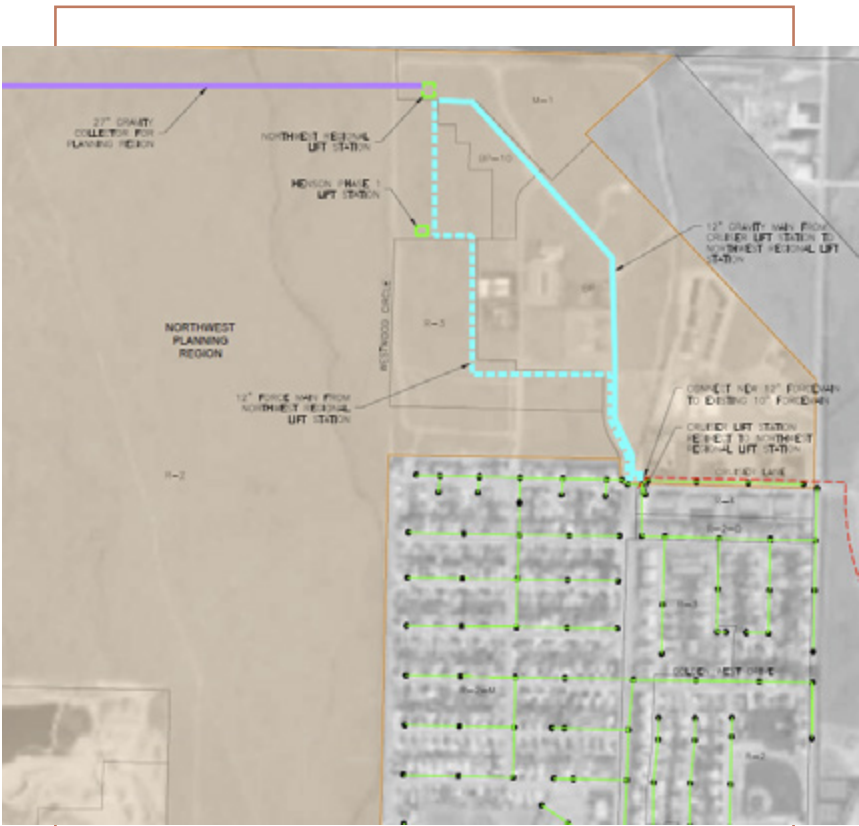
Fire Protection

The City of Belgrade contracts with the Central Valley Fire District for fire protection services within the City limits. Central Valley Fire is also the fire service provider for most of Belgrade’s 4.5 mile planning area, with the exception of the western portion of the area that is protected by the Amsterdam Rural Fire District. The County approved additional subdivision review fees to go to the Fire Department to help cover the cost of preliminary plat and final plat subdivision review. Impact fees have been implemented to help the fire department purchase needed equipment and facilities in Belgrade’s downtown. This has included a ladder truck that could enable the fire protection of larger or taller buildings. These fees should be reviewed periodically to ensure adequate services are being provided.

A combined fire department with career and volunteer firefighters, the CVFD has seven fire stations and Station 1 is undergoing replacement and relocation to 215 Wings Way. [Staffing and facilities needs forthcoming]

Public Facilities

Water and wastewater system capacity have the largest physical impact on future growth in the coming years. The Waste Water Master Plan from 2017 went through a rigorous process of evaluation and prediction of future growth to understand and be proactive about needs for waste water servicing and treatment. This Master Plan identified seven



The Waste Water Maser Plan identified system improvement projects for Planning Areas, such as here the Northwest Planning Area, in anticipation of growth.

planning areas for potential future growth and calculated system demand and cost estimates for improvements to handle growth in these areas. Honoring that planning process, this growth policy concurs with the same population calculations and planning areas in the Future Land Use Map for Belgrade’s zoned areas.

Transportation, Mobility, and Connectivity

The overwhelming majority (93%) of survey responders were single-person commuters and

drove alone in their own vehicle to work, school, or other daily activates. Although most people moved through the community this way, there was a large cohort that walked or biked not only because they enjoy it for recreation, but also because it was stated that no other means were available. Although a few selected they rode the Streamline bus service, it only runs to and from Bozeman with a Belgrade stop located at Missoula Avenue near the grocery stores south of Main Street. The nearest next stop is at Four Corners (seven miles away) with no service to other locations within Belgrade.

As of the last update to this growth policy in 2006, the most ambitious and expensive transportation project planned for the Belgrade area was the East Belgrade I-90 Interchange planned to be located near Alaska Road and I-90. The interchange connected Main Street to the Interstate one way and connected the Airport another way with simple, direct routes. This roughly \$20 million improvement was a monumental step forward in planning for future transportation impacts to the Airport and Belgrade and took a collaborative effort between the City, Montana Department of Transportation, the Airport, and local developers. A new set of ambitious transportation projects stemming from this process should now focus on bicycle and pedestrian mobility in tandem with improving vehicle traffic flow across the community. Such projects are listed in the Public Improvement Projects and Opportunity Sites in the Implementation Plan.

Issues and Constraints

The lack of transportation alternatives, Montana’s seasonality, the geographic imbalance between homes and workplaces, and physical barriers like the railroad and interstate have dramatically increased vehicle traffic congestion on local streets.

The Streamline bus is a strong community asset, however with no Airport connection and no late night or early morning service, it is difficult for those working unusual hours at the airport or in other industries to consistently utilize this for commuting.

A lack of non-motorized connectivity between neighborhoods and destinations such as schools, grocery stores, or parks has become a significant barrier to smooth mobility across the City. Bridging these disconnected areas with over or underpasses to connect paths over railroads, interstates, or both, has significant positive economic development impacts where those connections are made, potentially increasing property values and promoting private development in underutilized areas.

Demand for bicycle parking has been increasing in the downtown area specifically. The City along with new or existing businesses should support the goals of promoting non-motorized transportation by partnering to add bike racks to appropriate areas near new and existing downtown businesses.

Natural Resources

Generally, natural resources can be defined as a resource that is supplied or created naturally that can be used for economic gain or for human enjoyment. Forests, water, oil and gas, and productive agricultural soils are natural resources, but so is the right for a community to maintain and improve access to the outdoors or livelihoods through view preservation, agricultural, and open space conservation.

Groundwater: The underground aquifer that all residents within the 4.5-mile jurisdictions rely on may be the most important natural resource in Belgrade. Previous development patterns in the planning jurisdiction have threatened groundwater quality by potentially contaminating individual wells with the proliferation of individual septic system drain fields. In addition to frequent testing by State of Montana Department of Environmental Quality, the Belgrade City Council adopted a wellhead protection ordinance in 1995. By avoiding individual wells and septic systems, new development should be guided to residential growth areas on the Future Land Use Map where the existing municipal water system can be extended to continue to avoid threats to the underlying aquifer.

Surface Water: It has been a longstanding effort from the City and many other stakeholders the Gallatin Valley to protect surface water, riparian habitat, and stream from effects of development.

Agriculture is the primary historic, cultural, and economic natural resource in the central Gallatin Valley. Productive farmland is plentiful surrounding Belgrade, with Alfalfa being the most prevalent in the 2018 crop (9,000 acres), followed by Other Hay/Non Alfalfa (5,250 acres), Spring Wheat (2,000 acres), and Winter Wheat (1,250 acres) (USDA NASS CropScape).

Soils: Highly productive agricultural lands are very prevalent in the Belgrade area. It is an objective of this plan to preserve areas with highly-productive agriculture, therefore such areas as identified in the USDA NRCS as having those soil types are not appropriate for development (see Soils Map). Being in between the East and West Forks of the Gallatin River, Belgrade's soils are ideal for many extractive economic activities. Representatives from nearby sand and gravel mining operations stated Belgrade is rich in surface materials for aggregate and gravel for the many construction projects needed to support the Gallatin Valley's growth.

According to the Montana Board of Oil and Gas Conservation's online database, oil and gas resources may exist in the central valley, but limited activity has occurred in recent years within Belgrade's 4.5-mile jurisdiction.

Issues and Constraints

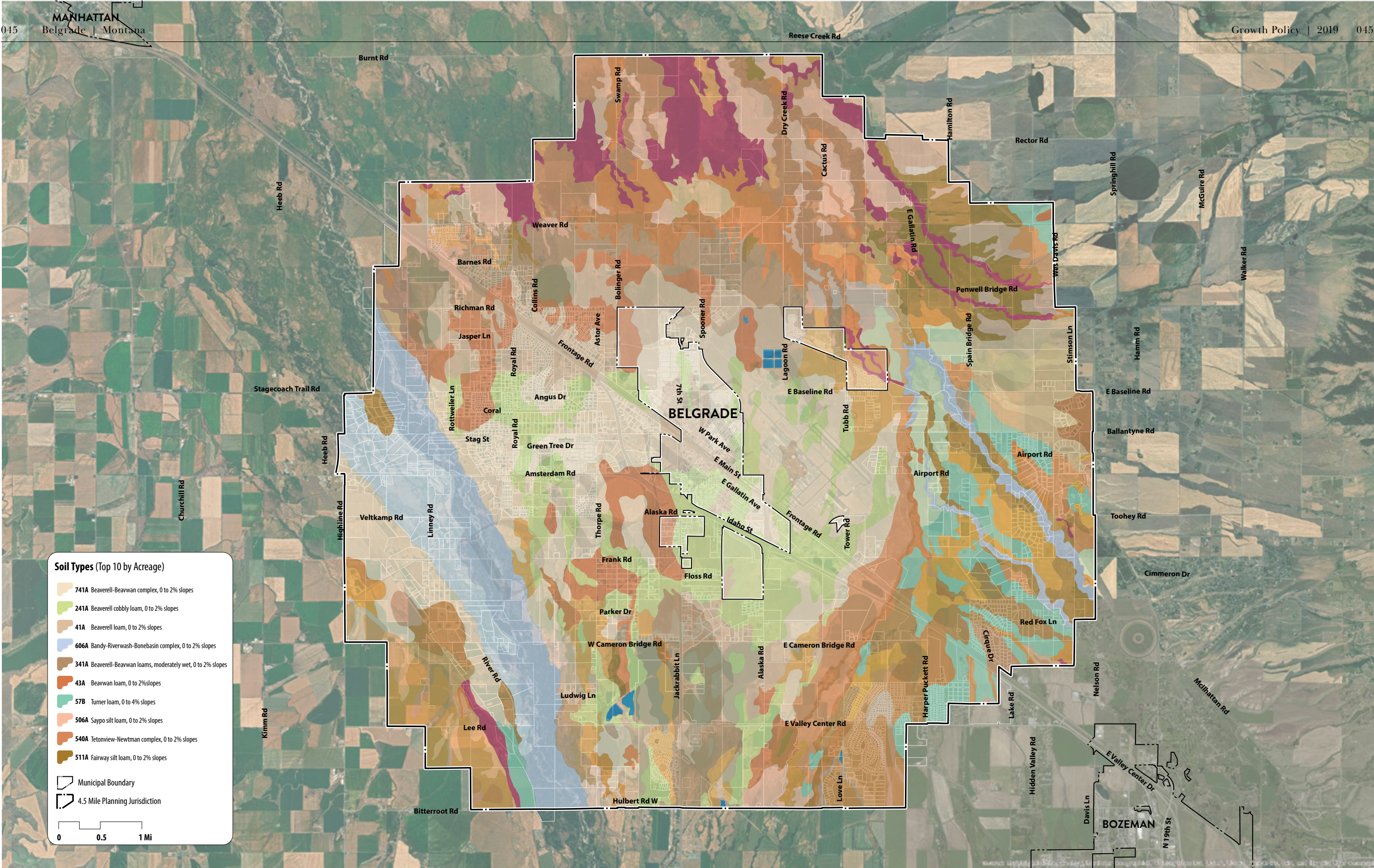
In the past, rapid subdivision of rural land has threatened to reduce the amount of agricultural land. As residential subdivisions swallow up more affordable farmland which is easier to subdivide for

developers, growing concerns about groundwater safety and ability for local governments to service that pattern of development increases. It is a primary statement of this growth policy that existing agricultural land is a productive natural resource and the Future Land Use Map designates much of the remaining farm land in the 4.5-mile jurisdiction as No Change in Use. Should markets or physical conditions change, this growth policy must be amended to change the vision for those lands.

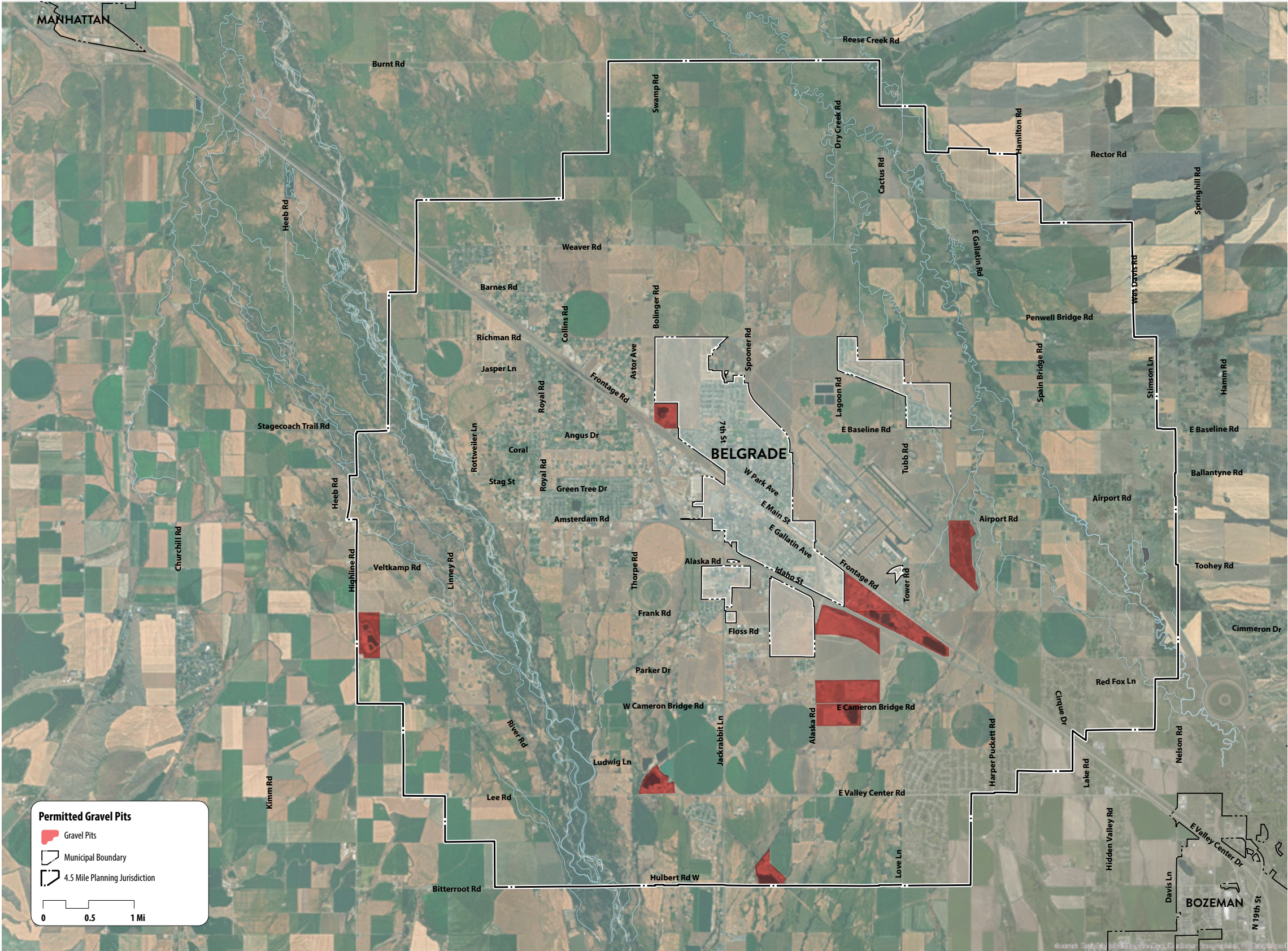
Sand and Gravel Resources

Local open-cut surface mining operators were interviewed in the growth policy planning process and mentioned the area has high-quality sand and gravel resources. Existing operators of such businesses are likely to continue to operate in the Belgrade area. Such operations are in continuous collaboration with the City regarding land use, utility infrastructure, and growth management issues. The ability for private developers to mitigate impacts and redevelop gravel pits makes them a potential target for future development, as Belgrade has among the largest pits in the State of Montana.

Continued cooperation between the sand and gravel operators, private developers interested in redeveloping such sites, and the City's growth policies will ensure all future visions for gravel pit sites are congruent, particularly on the Future Land Use Map.



The Montana Department of Environmental Quality permits and tracks sand and gravel mines in Gallatin County. The MT DEQ’s Open-cut Permit Database indicates there are seven permitted and active gravel pits in the 4.5-mile planning jurisdiction.



Belgrade Gravel Pits
(MT DEQ)

Other Elements: Mobility and Circulation

Belgrade has always been situated in an advantageous position in the center of the Gallatin Valley, however this creates transportation challenging as several important transportation modes (rail, freight, agricultural transport, air traffic and travelers, and daily commuter travelers) converge at the City.

Issues and Constraints

Two main mobility issues—vehicle traffic congestion and non-motorized network connectivity—were central to the growth planning discussion at the local and regional level. Several unique geographic conditions lead to these circumstances, including a lack of grade-separated rail crossings. Existing downtown businesses state they suffer from long traffic waits from trains that deter people from visiting downtown during busy times. The Long Range Transportation Plan explores alternative solutions to this, however further studies must be performed to understand the feasibility of enhancing grade separated connectivity across the rail corridor.

Wherever a vehicle crossing is proposed, pedestrian and bicycle infrastructure and pathways should be enhanced as well. Feasibility studies should be performed to understand the feasibility of an additional underpass at Jackrabbit Ln connecting to Main St.

Specific projects in the growth policy’s Implementation Plan aim to complete the trail network to produce safe and comfortable routes from destinations within and outside of the community including, schools, parks, and outside neighborhoods. This means completing necessary linkages and removing dead-ends. In addition, the City adopted a Safe and Usable Streets Resolution to promote street design and construction that meets the needs of all, specifically non-motorized users.

Other Elements: Historic and Cultural Resources

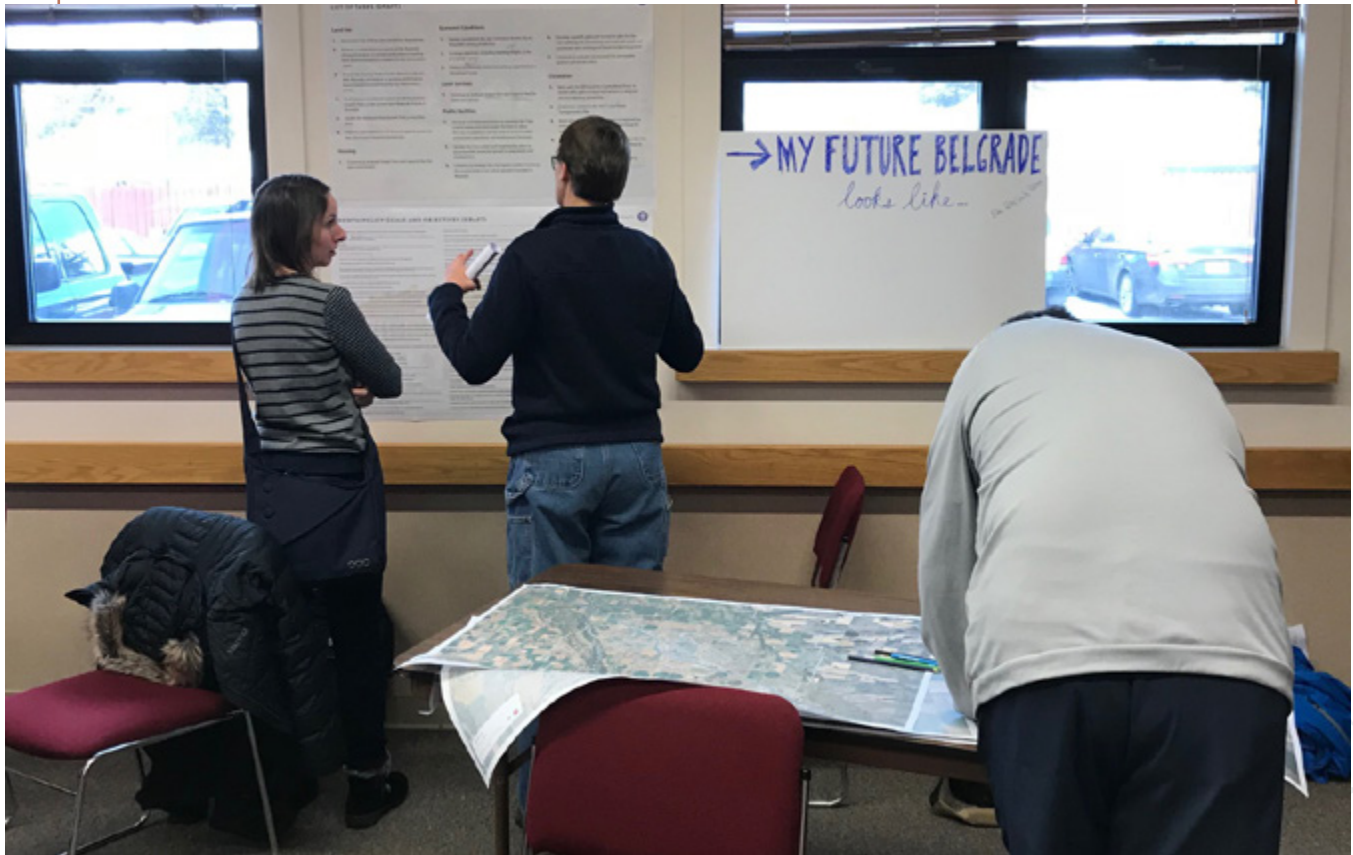
Heritage is important to the people of Belgrade and historical architecture and buildings helps reinforce the sense of community, particularly on Main Street and downtown. Seven buildings and/or sites are currently on the National Register of Historic Places in or around Belgrade. The two inside the City limits of Belgrade include the old Belgrade City Hall and Jail building on Broadway anchors the Main Street corridor and offers a strong, prominent corner contributing to the downtown character and the Thomas Quaw House, the original home of one of the City’s founders, located downtown. The remaining five are outside the planning jurisdiction .

Although there are only a handful of registered historical sites in the City, there are many other buildings that contribute to the local character and

heritage of the community. Iconic landmarks like the grain elevator towers located along Main Street are important to the town’s identity and economic history. The airport control tower and water tower are also familiar sights in Belgrade. Views of the nearby Bridger Range, the Horseshoe Hills, and the Absaroka Beartooth mountains – the highest in the State – are iconic and unique to the Valley and attract people from all over the country.

Issues and Constraints

Many historic main streets across Montana and the West have struggled to preserve their rich architectural heritage in the face of rapid change due to the economics of renovation, coupled with the condition of older buildings, demolition becomes a more feasible result. Public and owner partnerships, benefiting from tools available through urban renewal and tax increment financing, could be formed to preserve these resources. The community deemed preserving small-town character a critical goal and to keep some of this identity becomes critical to keeping Belgrade what it is to its people. A balance must be made between valuing these cultural and historic resources and the need for new development, particularly in the downtown. Creating architectural and historical design guideline requirements for development in these areas may help protect some of this vital heritage.



06.2 Public & Stakeholder Input Summary

Public Input Summary I

“Let’s keep the small town feel, make Belgrade a cute town.”

“We need to improve the roads and develop traffic patterns which will accommodate for future growth.”

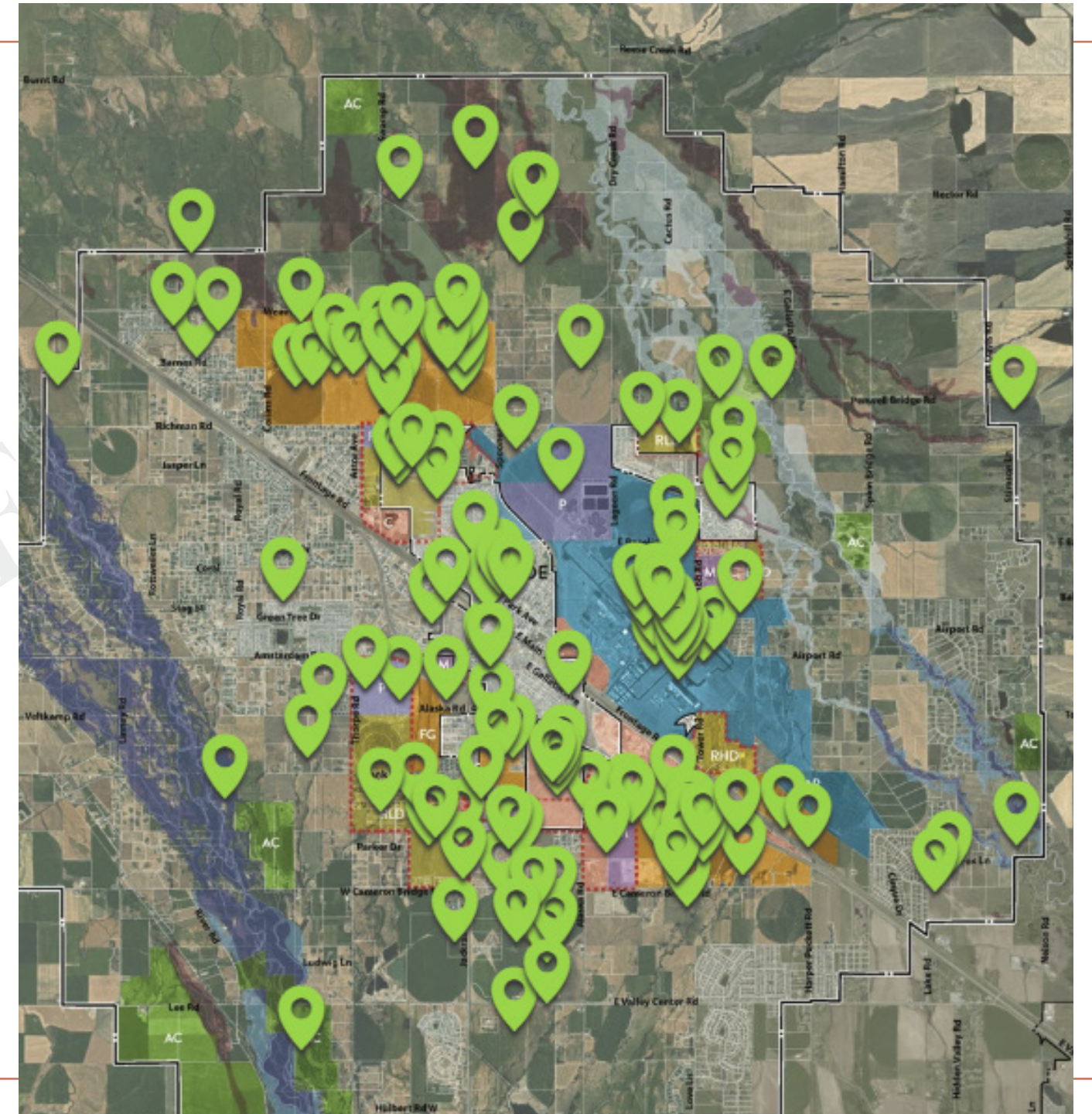
“We need trails, trails and more trails.”

“People need another reason to come here other than ‘it’s all I can afford’. “

The general public provided outreach in several means over the spring of 2019, with over 750 people providing input through live and online surveys.

The online survey was designed to capture growth issues through the lens of the day-to-day lives of people who live, work, or recreate in Belgrade. Questions were posed to discover where people go for lunch or dinner on a weeknight, how they move across town, where they get their groceries. This allowed the project team to define successes and issues related to growth and change.

A “tag cloud” was generated to observe what words were repeatedly mentioned in the open-ended questions and thoughts from the survey. The words “Trails”, “Parks”, “Entertainment”, “Bike”, and “Community” rose to the surface, indicating potential wants and desires for such amenities.



The above map illustrates responses given by online survey responders to the question of “Where do you think Belgrade should grow?” In general, responders tagged areas north and west of the City, or clusters along major transportation corridors such as south along Jackrabbit Rd, and along the interstate to the south and east. A large cluster of tags were observed at the airport indicating the importance of the airport’s expansion to local economic conditions.

What people from the Belgrade community took the survey?

Thirty-eight percent of responders were between the ages of 31 and 40, mostly female (76%), and just over half lived within Belgrade, while another 34% lived in Belgrade but just outside the city limits. Just over half of responders to the online survey have lived in their community for over ten years. At the time they moved to their home, the large majority (67%) said it was because housing was less expensive than other options. Considering Belgrade’s changing affordability, responders were asked: “What is your idea of an affordable home?” to which most answered “Between \$150,000-\$250,000”, far less than the local home value estimate of \$319,000 (Zillow.com).

What parts of their day-to-day lives were affected by growth issues?

The survey shed light on the commuting patterns and issues between Belgrade and Bozeman. Only half of the responders actually lived and worked in the same community, and of those, 40% said it took 10-20 minutes to commute to work or school from home. Bozeman was the primary outside destination for any work or non-work trip as over 500 responders said Bozeman is the community they most visit outside of Belgrade.

Where people lived seemed to influence spending patterns seemed as well. About 42% of responders stated they usually stay at their workplace for a

typical weekday lunch, rather than going home (24%) or spending money in a café or restaurant in Belgrade (20%). Interestingly, half of responders stated should they go to dinner on a weeknight, they would stay in Belgrade, while 46% would go to Bozeman. When asked “Where do you shop for groceries the most?” three quarters of survey participants stated grocery stores within Belgrade (Albertsons or Town and Country) with 25% going elsewhere (mostly Bozeman) for grocery items.

Survey responders said clothing and similar retail items were the most difficult thing to find in Belgrade (53% of the response), followed by entertainment (31%) and pet supplies (4%). When responders stated “Other” many said groceries were easy to get, but every other retail item was difficult to find, particularly at reasonable prices.

How did they feel about growth?

Responders were split on their general feelings toward the pace and amount of growth in the community. Fifty-three percent of responders thought Belgrade was experiencing too much growth, while 41% said it was seeing just the right amount of growth. Very few people (6% stated they thought there was not enough growth occurring in Belgrade. One responder stated, “Quit annexing land without infrastructure!!!!”, while another said, “Belgrade does not offer the infrastructure for this kind of growth”, and another suggested to “Keep infrastructure ahead of growth.” Responders appeared to be cautious on the ability of public



services to keep up with the current pace of growth should it continue.

What did they think was missing?

Restaurants were chosen as the most needed type of business in Belgrade, followed by entertainment options, and small locally-owned business. Specific to downtown Belgrade, respondents chose family entertainment options, locally-owned small businesses, and trails as the most needed improvements. Specifically, an aquatics facility, sidewalks, lighting improvements downtown, a

new park on Jackrabbit Lane, and a dog park were frequently mentioned as things that were missing in Belgrade.

What does this mean for the growth policy?

The growth policy is implemented through a list of specific projects and actions and the following list of desires, projects, or actions was identified and distilled through the public input process. This is not a list of future developments or buildable capital projects, but it is representative of the public’s vision of what could make Belgrade a greater community.

- Aquatics facility
- Central park near Jackrabbit Lane
- Bike path for commuting between Bozeman
- Dog park
- Road surface repairs
- Sports and athletics complex expansion
- Events center
- Creation of a Parks District
- Affordable housing
- Movie theatre
- Bowling alley
- Safer trails from neighborhoods to downtown
- Lighting improvements at schools and on Main Street
- Community pond
- Year-round recreation center/gym

- Sidewalks in all subdivisions
- Public bathrooms

Stakeholder Input Summary

“A stakeholder in an organisation is (by definition) any group or individual who can affect or is affected by the achievement of the organisations objectives.”

-Freeman,1984, p. 46

Through the lens of growth management planning in smaller communities, stakeholders could be defined as those who significantly contribute to or have a responsibility for the advancement of the community’s economy, culture, or politics and who represent a broad range of local demographics. These could be municipal administrators or staff, leaders from the business community, representatives from community organizations or non-profits, large land owners, businesses that operate over large areas or employ many people, leaders from local educational, worship, or wellness institutions, and people representing the volunteer community.

As such, the Project Team held phone interviews, one-on-one meetings, and in-person discussions with individuals representing the following stakeholders:

- Belgrade Community Coalition
- Gallatin Valley Land Trust
- River Rock Home Owners Association

- Bozeman Yellowstone International Airport/Gallatin Airport Authority
- Gallatin Valley American Youth Soccer Organization (AYSO)
- Belgrade Chamber of Commerce
- Knife River Corporation, Belgrade Division
- Belgrade Planning Department
- Belgrade School District
- Belgrade Senior Center
- Belgrade City-County Planning and Zoning Board
- Belgrade Public Works Department
- Belgrade Senior Center

Information from stakeholders most important to the success of the growth policy regarded their plans for the future, their interaction with the City, their involvement in the current growth planning process, their immediate needs, their long-term visions, and how their entity currently interacts or affects City services or residents. These were open discussions occurring over the length of the planning process.

Ultimately this input was synthesized into additions or revisions to the goals and objectives, additions to the list of potential projects, and to potential changes to the updated Future Land Use Map. The following is a high-level summary of each stakeholder response and conversation.

Belgrade Community Coalition

A significant stakeholder and front-running organization in furthering the development of Belgrade’s trails, parks, or events the Belgrade Community Coalition (BCC) has a mission of connecting Belgrade for the safety, well-being, and recreation of all residents. Their recent successes include constructing the skate park and organizing the popular Festival of Lights event. Some of their aspirational project goals includes

- Linkage/crossing over or under the interstate.
- A trail or path system to connect Belgrade and Bozeman.
- Creating and improving path and trail access within town.

Connectivity for pedestrians and bikes across the community’s largest physical barrier – Interstate 90 –is among the highest aspirations of BCC, largely because of infeasible design and construction costs. Coalition members mentioned several locations targeted for connectivity and non-motorized mobility improvements, including:

- Ryan Glenn to Belgrade through Airport property along Penwell Bridge Road and Dry Creek Road.

- Along Amsterdam Road from Jackrabbit Road past River Rock to the Gallatin River fishing access.
- Continuous trail connection from Belgrade to Manhattan.
- Maintenance and snow removal on the trail along Jackrabbit Road to Valley Center
- Connecting existing subdivision trails that are already built (e.g. Landmark and Cobblestone Subdivisions) but not continuous.
- Signage on existing trails and for the whole network.

Considerable energy and fundraising has recently grown for trail development and for projects that connect these “gaps” in the network. The Coalition continues their partnerships with HRDC and the Streamline system to help enhance future mobility across the Gallatin Valley.

Gallatin Valley Land Trust

The intersection between the Belgrade growth policy update and the mission of the Gallatin Valley Land Trust (GVLT) exists largely with agricultural land conservation and trails. The stakeholder input discussion with GVLT focused heavily on building energy for inter-jurisdictional cooperation between Belgrade and GVLT for trail and park development. The Belgrade Parks and Recreation Master Plan

being completed concurrently in 2019 became the perfect venue to launch a collaborated effort to gather a regional trails vision into one plan. Future projects for GVLT included:

- Development of linear parks.
- Develop the Frontage Road corridor between Bozeman as a multi-modal corridor.
- Utilization of abandoned rail lines as trail corridors.
- Expansion of conservation easements.
- Riparian streamside protections in rural areas around Belgrade.
- Supporting the visionary coast-to-coast Great American Rail-Trail to connect to Belgrade and the Gallatin Valley.

River Rock Home Owners Association

Residents of the River Rock community, with 1,214 individual properties about one half mile from the incorporated municipal boundary, face issues similar to those who live in Belgrade. Traffic congestion and bicycle/pedestrian connectivity were the largest concerns facing the neighborhood’s approximately 3,400 residents. Having a completed sidewalk network has been a goal throughout the neighborhood, with good connections between existing, but fragmented path segments. Ultimately

connecting these paths to the center of Belgrade is the long-term vision. In 2019 the last remaining commercial parcels were developing as mixed-use neighborhood developments. Projects mentioned by the HOA board included:

- Construct a covered pavilion or gathering structure in the existing parks.
- Re-open the pedestrian tunnel under Amsterdam Road at Clovehitch Road.
- Build out final residential and mixed-use parcels.
- Improve stormwater management infrastructure.
- Drill an additional irrigation well for existing parks.
- Add more vehicle parking to existing parks.

**Bozeman Yellowstone International Airport/
Gallatin Airport Authority**

Coming off the busiest year in its history in 2018, the Gallatin Airport Authority met with the Project Team to describe how they are continually adapting and expanding to meet growing demand and to discuss the importance of collaboration between the City and the Airport. Controlling about 2,200 acres of land and employing about 1,000 people – many of whom live in Belgrade – the airport is possibly

the single largest stakeholder affecting the physical environment around the community.

Existing Airport Influence Area Zoning is currently in place to regulate surrounding land uses and to prevent nuisances between aviation and urban uses (see Existing Zoned Areas Map).

Future plans may include additional facilities related to growing aviation operations, however the Authority does not intend to interfere with private development. Lands to the south of the airport adjacent to the incorporated municipal boundary that may be appropriate for commercial uses are likely to be held by the authority until development or market conditions change. There were concerns of increasing residential encroachment near the airport, and conflicts were discussed related to bird migration patterns related the open surface water ponds of the waste water treatment system located nearby. Infrastructure demand and improvements will need continual communication between the City and the Airport as demands increase and infrastructure upgrades are required.

Regarding participation in projects enhancing connectivity from Ryen Glenn across airport property (i.e. trails or paths), the level of participation must be determined by the authority’s board. There may be opportunities for collaboration. Once a trails plan is in place for the feasibility and prioritization of construction projects, communication should be between the City and Gallatin Airport Authority.

The City and the Gallatin Airport Authority will continue to be partners in the development of land where the two entities are adjacent. A larger impact may come from the projected 1.5 million people who will either stop or pass through Belgrade as they travel through the airport in 2019.

Belgrade Chamber of Commerce

Several of the Chamber’s members attended a discussion with the Project Team at the Chamber building downtown to gauge opportunities and constraints related to the small business community, tourism, and other aspects of the future of the Belgrade’s economy in the face of changing conditions. To the local business community, Belgrade has many things that bring people to town and contribute to its small town identity. Places like the parks and splash pad bring families from far away, and events like the Fall Festival and Farm Fair strengthen the local character.

With the backing of the Belgrade school district parents and students, which was reinforced by the February 2019 passage of a \$48 million bond, youth sports in particular attract many people to town. The largest softball tournament in the State occurs in Belgrade, but without several hotels for out of town teams to stay, or a restaurant that can handle a full team of players, parents, and coaches, the local economy loses valuable tourism spending to Bozeman and other nearby areas. Chamber members supported the statement that one of Belgrade’s prime opportunities for future economic

development opportunities is in capitalizing on the assets of the community as a destination spot for organized youth sporting events.

Chamber members stated there were challenges faced by entities interested in starting a business in Belgrade including high rents, lack of available leasable space, difficult accessibility and visibility downtown, and lack of parking. Lack of affordable housing also hampers start-up businesses due to difficulty in finding and retaining good employees. Business owners said that most of the workforce struggled to afford anything over \$1,500 per month either for a mortgage payment or for rent.

Knife River Corporation, Belgrade Division

Along with the Gallatin Airport Authority, Knife River is a very large land user operating an approximately 325-acre surface mining operation occupying a large sliver of land between the railroad, Interstate 90, and the eastern municipal boundary at Hawaii Road. Knife River employs about 110 people in the community and have done several philanthropic projects to benefit the community, particularly with contracting support using excess materials for trail building or other site improvements.

Current and future plans for the mining operation are to move all equipment and expand operations to the south side of Interstate 90 onto a 300-acre

site. The transition is planned to occur over a ten-year period, however certain occurrences may speed up the process. The operation would not be able to relocate under any circumstances in less than five years. Once relocated the former mine north of the interstate would be sold for private development.

These mines, once their permit has been completed, present redevelopment opportunities. As an example, Knife River recently sold about 50 acres of land to a private developer which was subsequently master planned, annexed, and entitled for commercial development on a completed surface mining operation. The corporation and the developer partnered to grade and prepare the site for large-scale retail center with future phases to include hotels and restaurants intended to attract and serve airport travelers and tourists, as well as potential sites for a movie theatre or bowling alley as amenities for the local community. Generally the operation is not disruptive to nearby residential and needs minimal site remediation or reclamation to convert to any other urban or non-urban land use.

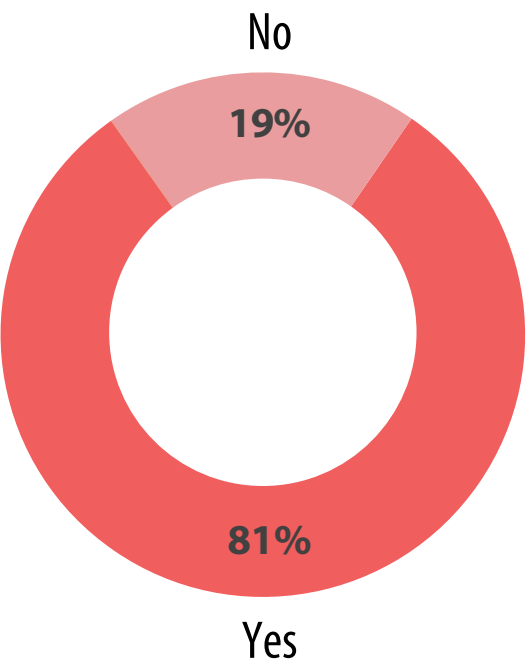
The Future Land Use Map reflects the stated 10-year plans of Knife River Corporation. The City of Belgrade has and will continue to partner with Knife River and other operators to cooperate on trails projects on or adjacent to these operations so as to leverage concurrent construction staging and timing.

The City has and will also continue to coordinate utility extensions into areas where potential surface mining may occur to coordinate future needs for all parties.

Public Input Summary II

A second survey was made available online to verify findings and to prioritize recommendations presented in the public open houses. The following is a snapshot of responses. Over 220 participants responded to questions regarding many facets of community growth including how and where development may occur. When asked: “Belgrade could add between 4,800 and 6,000 people and between 2,300 and 3,600 jobs in the next 10 years” 81% of respondents agreed that the community should “Carefully regulate this growth with stronger development policies.”

Survey: *Should Belgrade... “Carefully regulate growth with stronger development policies”:*



When asked where the City should support and target housing supply particularly for promoting affordability, respondents ranked “Anywhere in the City but should be more regulated” the highest, followed by “The Downtown Core at suitable medium densities” the second highest. Density “within the City at low densities” was the third highest ranking option.

Survey: *“Please rank where housing is most appropriate”:*

- 1) Anywhere in the City but should be more regulated
- 2) The Downtown Core at suitable medium densities
- 3) The City at low densities
- 4) The Downtown Core at high densities
- 5) High density housing is not appropriate in the Community

Throughout the planning process, much discussion was had on how Belgrade must grow a strong economy through a diversified business environment and high-paying jobs. Conversations revolved around whether the community should seek new industries and businesses or focus on supporting who was already established in the City. As such respondents were asked to rank where the City should focus economic development efforts. Ranking first was “Directly invest and support existing small/local businesses” followed by “Attract and pursue new industries and technologies”.

Survey: *“Please rank where the City should focus economic development efforts”:*

- 1) Directly invest and support existing small/local businesses
- 2) Attract and pursue new industries and technologies
- 3) Focus efforts on supporting infrastructure (utilities, broadband)
- 4) Focus resources on incentivizing affordable housing

Gauging efforts to focus limited financial resources in establishing Belgrade as a destination through public improvements and economic development, respondents were asked to rank where the City should concentrate efforts. “Focus resources in parks and recreation facilities” was ranked first, followed by “Support revitalization of underutilized properties”, and Focus resources on Downtown beautification”.

Survey: *“Please rank the following areas where the city should focus resources to create destinations”:*

- 1) Focus resources in parks and recreation facilities
- 2) Support revitalization of underused properties (façade improvements, demolition of old buildings, property cleanup)
- 3) Focus resources on Downtown beautification (lighting, better sidewalks, trees, art)
- 4) Focus on identifying as an airport and tourism destination
- 5) Invest in structured parking

These results largely verified community vision on policies for growth, including:

- Appropriateness of pace and location of growth
- Location/appropriateness for density
- Resource allocation for public improvements



06.3 Other Required Growth Policy Elements

Subdivision Review

Subdivisions in the planning jurisdiction must conform with state and local requirements specifically the Gallatin County Subdivision Regulations for subdivisions located outside the City limits, the Belgrade City Subdivision Regulations for subdivisions located within the City limits and the Criteria for Local Government Review found in MCA 76-3-608 of the Montana Subdivision and Platting Act.

Subdivisions are reviewed for conformance with the Belgrade Area growth policy and the Gallatin County growth policy as applicable in the criteria listed in MCA 76-3-608-3.A. *Criteria for Local Government Review*.

Subdivisions within the Belgrade City-County Planning Jurisdiction adhere to the following criteria definitions:

Agriculture: The use of the land for grazing and cropping to produce food feed and fiber commodities. Examples may include cultivation and tillage of the soil dairying growing and harvesting of agricultural or horticultural commodities and the raising of livestock bees fur bearing animals or poultry. Not including animal feeding operations as defined.

Agricultural water user facilities: Facilities that provide water for the production of agricultural products on agricultural land including but not limited to ditches canals pipes and head gates.

Local services: Any and all services or facilities local government entities are authorized to provide including such things as water supply sewage disposal law enforcement fire protection transportation system and educational system.

Natural environment: Existing physical conditions relating to land water air plant and animal life of an area and the interrelationship of those elements such as soils geology topography vegetation surface water ground water aquifers drainage patterns recharge areas climate floodplains noise scenic resources and objects of historic or aesthetic significance.

Wildlife Animals: e.g. mammals birds reptiles fish that are neither human nor domesticated existing in their natural environment.

Wildlife habitat: Geographic areas containing physical or biological features essential to wildlife for breeding rearing nesting or winter feeding and forage and essential to the conservation of listed endangered and threatened species under the Endangered Species Act.

Important and critical wildlife habitat: includes but is not limited to elk winter range, mule deer winter range, moose winter range, deciduous

vegetation (cottonwood, aspen, willow) areas, riparian areas, and migration corridors such as the Bozeman Pass.

Public health and safety: A condition free from danger risk or injury for a community at large or for all people not merely for the welfare of a specific individual or a small class of persons.

As required by MCA 76-3-608-3.A *Criteria For Local Government Review* and as the primary criteria all proposed subdivisions are evaluated for their effect on agriculture agricultural water user facilities local services natural environment wildlife and wildlife habitat and public health and safety along with all other elements of the growth policy.

The purpose of this review is to determine if there are significant unmitigated adverse impacts The governing body can deny a subdivision if adverse impacts associated with the development are not appropriately mitigated.

The following six criteria are examples of items considered in evaluating the overall impact of a proposed subdivision. These examples do not reflect all potential items but they do include a preponderance of the items under consideration and some items may not apply to all subdivisions. In addition some proposals may require evaluation of the effects of other items not included in these examples on these criteria It is the developer s responsibility to document proposed mitigation of

any adverse impacts in these critical areas.

Effect on agriculture including but not limited to:

- Historic and current agricultural productivity and profitability
- Impact on productivity of adjacent farm operations e g access for agricultural machinery water available for irrigation or livestock
- Prime agricultural land (soils as defined by the Natural Resources Conservation Services NRCS)
- Prime rangeland soils (as defined by NRCS)

Effect on agricultural water user facilities including but not limited to:

- Water availability to agricultural water users
- Access for maintenance of facilities
- Reasonable and prudent precautions to prevent injury to children who may be attracted to play in the area of the agricultural water user facility
- Liability resulting from proximity to agricultural water user facilities (eg blowouts flooding artificially elevated high groundwater)
- Impact on owners of the agricultural water user facility

Effect on local services including but not limited to:

- Logical expansion of local services and public facilities
- Level of service to meet demand
- Provision of adequate local services and public facilities simultaneous or prior to onset of impact
- Location and provision of multi modal transportation facilities including pedestrian and bicycle safety measures and interconnectivity
- Fiscal impact relating to cost of local services and public facilities for all stages of development including projected future subdivision

Effect on natural environment including but not limited to:

- Runoff reaching surface waters (eg streams rivers or riparian areas)
- Impacts on ground water supply quantity and quality
- Impacts on air quality
- Impacts on scenic resources

- Noxious weeds
- Wetlands not covered under nationwide permits
- Light pollution on adjacent property

Effect on wildlife and wildlife habitat including but not limited to:

- Loss of significant important and critical habitat as defined
- Impacts on significant important and critical habitat

Effect on public health and safety including but not limited to:

- Creation of potential man made hazards (eg unsafe road intersection development in wildland residential interface fire areas)
- Demonstration of freedom from natural hazards e g wildfire flooding steep slopes
- Existing potential man made hazards (eg high pressure gas lines lack of fire protection cumulative impacts)
- Traffic safety
- Emergency vehicle access
- Emergency medical and law enforcement response time

- Cumulative impacts on groundwater from individual sewage disposal systems or individual wells
- Any other item that endangers public health and safety

Public Hearing Statement

Public hearings follow a general process that allows an opportunity for public input. The general steps are as follows:

1. Introduce public hearing
2. Planning Department staff report
3. Applicant presentation
4. Public testimony
5. Applicant rebuttal
6. Close public testimony
7. Board discussion
8. Recommendation or decision

Additional public comment may not be submitted after the close of public testimony unless additional information is submitted by the applicant that substantially changes the application and the governing body specifically requests additional public comment.

Board determination of conformance with the growth policy is based on all other elements of

the growth policy including the evaluation of the criteria listed in MCA 76-3-608(3)(A).

Public hearings are not required for all proposed subdivisions and the statutory review time varies. Descriptions of the review process for each type of subdivision are contained within the Belgrade City Subdivision Regulations and the Gallatin County Subdivision Regulations as applicable.

Coordination Statement

The Belgrade City Council and the Gallatin County Commission have established and maintained a healthy working relationship throughout the entire existence of the planning jurisdiction. The process of coordination and cooperation starts with the Belgrade City County Planning Staff who will continue to work with and relay information between both governing bodies city staff and county staff including but not limited to the Gallatin County Planning Department, Gallatin County Road Department, Gallatin County Environmental Health Department, the Gallatin Local Water Quality District, and the Gallatin County Attorney’s Office.

The governing bodies share the responsibility of appointing the Belgrade City County Planning Board membership.

Even as this growth policy is being developed the governing bodies are working closely together to formulate inter local agreements for the maintenance of County roads that will serve the

Ryen Glenn and Meadowlark Ranch subdivisions which are part of the City. An example of coordination and cooperation is the continued adoption and amendment of the Four Corners Community Plan. And finally this document must be adopted by both the Belgrade City Council and the Gallatin County Commission.

The Belgrade City Council and Belgrade City Staff have and will continue to work with Gallatin County, Gallatin Airport Authority, Central Valley Fire District, Amsterdam Rural Fire District, Bozeman City Commission, the Manhattan Town Council, the Three Forks City Council and representatives of the State of Montana and Federal Government on various regional issues common to each respective agency.



07. IMPLEMENTATION PLAN

The Implementation Plan illustrates how and where the Community will achieve its vision .

There is potential in Belgrade to add between 4,000 and 6,000 people by 2030, and these people will need places to live, work, and play. Understanding this, the Implementation Plan gathers all the input, assessments, and knowledge to illustrate and visualize build-out of the goals, objectives, and tasks through improvement projects and opportunity sites in anticipation of this growth.

Key elements of the Implementation Plan include:

Future Land Use Map: The Future Land Use Map is made up of the Future Land Use Map envisioning areas for growth and describing what could develop in those areas and descriptions of corresponding land use categories. The Future Land Use Map visualizes community preferences expressed as part of the growth policy update process as to describing types, location, and intensities of development, influenced by other plans like the Waste Water and

Water Master Plans and policies and the densities and intensities of Belgrade’s Zoned Area.

During the input process, stakeholders and residents expressed a desire to balance the need to accommodate future growth with the desire to protect Belgrade’s small-town character and livability.

Opportunity Sites and Projects: The visionary aspect of this growth policy and comprehensive planning effort, the Opportunity Sites are actual physical planning and design projects that came from direct observation from the input process, from previous plans or studies, and determined through anecdotal evidence repeated by many parties. The Opportunity Sites represent an demonstration of community visions in actual places. Although Opportunity Sites directly implement the goals and objectives of this growth

policy, they are not intended to be financed or designed as projects to be built at this time – rather they are intended to communicate a vision for what is possible on a particular site, path, or street, or park space to make a road map for future projects. The Opportunity Sites include:

1. Downtown parking structure
2. Downtown civic development
3. Downtown affordable housing/mixed use project
4. Aquatics facility
5. Belgrade Sports Complex implementation/Dog park
6. Interstate 90 crossing at Amsterdam Rd
7. Airport-area hotel and conference center concept
8. Gateway Feature on Frontage Rd

Public Improvement Projects: This is a list of projects interpreted from public and stakeholder input and from infrastructure reports and needs expressed by City staff or stakeholders. Although not an exhaustive list of potential projects, these improvements indicate the :

1. Streetscaping Improvements: Main St
2. Streetscaping Improvements: Broadway
3. Streetscaping Improvements: Jackrabbit Ln
4. Re-opening Tunnel: Amsterdam Rd at Clovehitch Rd
5. Dry Creek Rd and Cruiser Ln Improvements
6. Street Lighting Enhancements: Primary Pedestrian Routes around Belgrade School District Facilities
7. Connectivity Enhancements: Dry Creek Rd from Ryen Glenn and Meadowlark Ranch to Belgrade Core
8. Waste Water System Improvements
9. Parks Improvements

Heck Quaw Elementary School



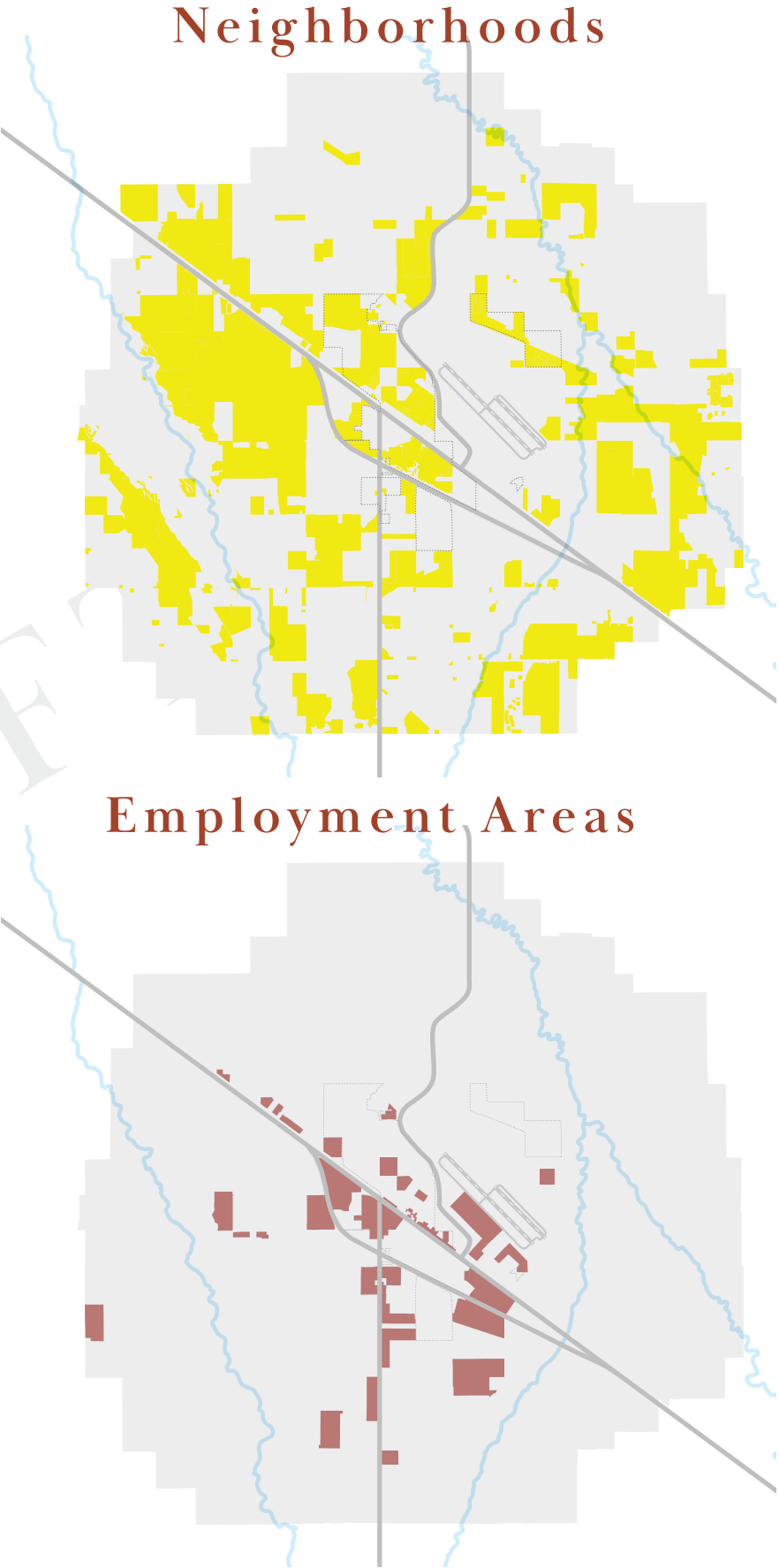
Factors Influencing Future Growth

Existing Neighborhoods

Belgrade’s established neighborhoods will maintain the core of the population and activity within the town and 4.5 mile jurisdiction. These are likely to remain intact at their existing density, however their people may change over time. Much of the interior of the land within the City is occupied by neighborhoods, while much of the residential in the 4.5 mile jurisdiction is low-density rural acreages. There is a noticeable ring of undeveloped agricultural open space around the City between these rural subdivisions and denser urban neighborhoods. Pressures from growth should not be allowed to push development in these areas.

Commercial and Employment Areas

Job centers, and business parks are likely to remain where they are which is largely along major transportation corridors. Although these areas are stable and are intended to remain the same in character, there is a catalogue of undeveloped industrial and commercial platted lots that will continue to be built upon. In some cases neighborhoods and employment areas are growing together and measures should be taken to ensure compatibility in compliance with this growth policy.



Open Space, Agriculture, and Floodplain

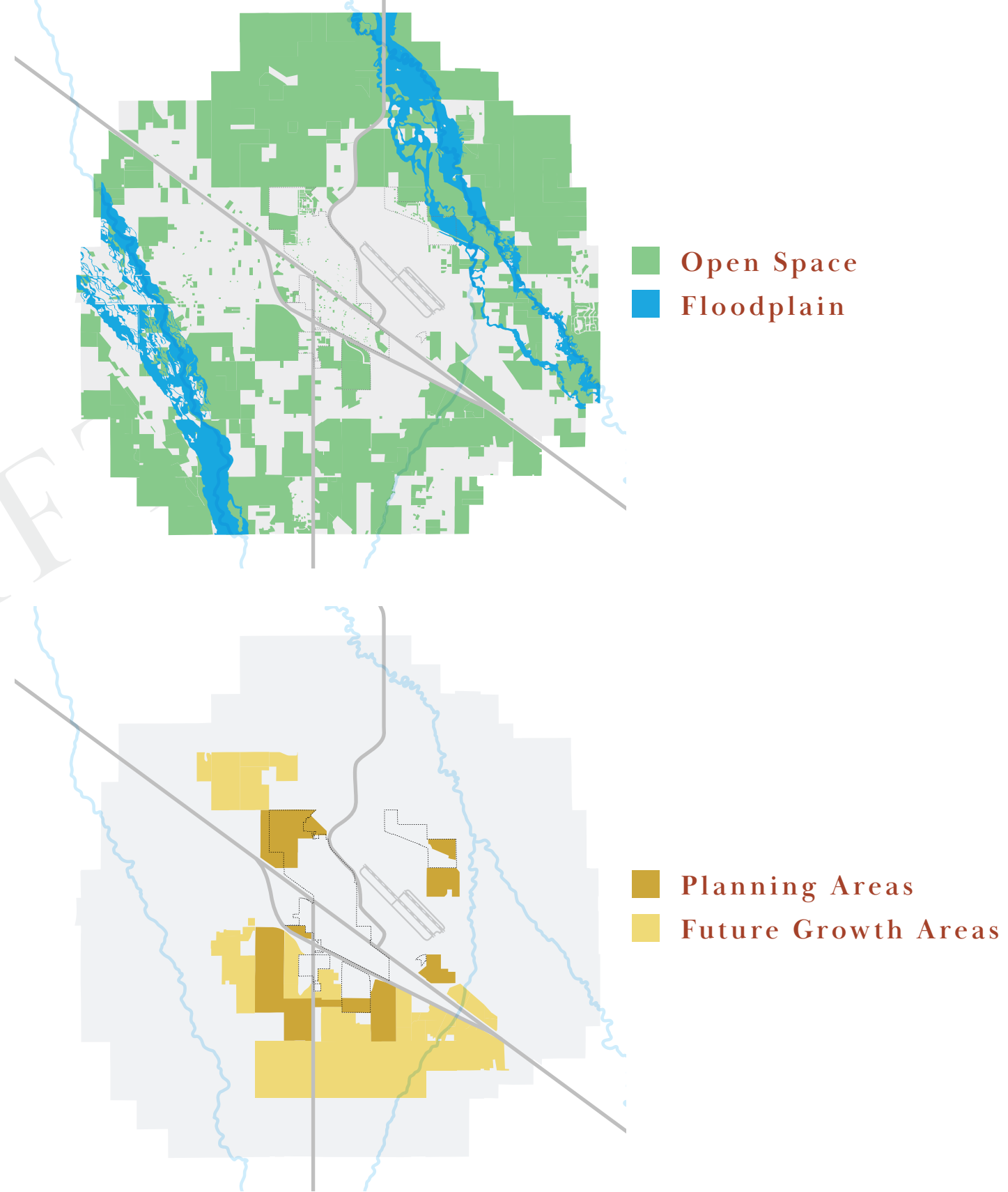
The Central Gallatin Valley is home to rich agricultural and open space resources. Very productive soils with good water supplied from the East and West forks of the Gallatin River contribute to this, but also contribute to large flood hazard areas as delineated by FEMA Flood Insurance Rate Maps. These physical conditions in the planning jurisdiction affect where things can change and where places are inappropriate for development.

Planning Areas

Utilizing the planning forecasting process from the Waste Water Master Plan, Planning Areas are districts where it is anticipated future growth will occur. This was based on a process that considered land ownership, existing land use, real estate market conditions, and the location of existing public infrastructure. Parcels in these areas are then applied a Future Land Use on the Future Land Use Map.

Future Growth Areas are future land planning areas intended to maintain the current use of the property until growth occurs in the existing Planning Areas adjacent to them, or until conditions change enough to justify an amendment to the Future Land Use Map and growth policy, at which point a Future Land Use can be assigned and further development of property in the former Future Growth Area can occur in a logical manner.

Open Space and Floodplain



07.1 Future Land Use Map

Based on the physical and non-physical factors at play, future growth in the City of Belgrade and its Planning Jurisdiction over the next 5-10 years is anticipated to occur in the designated located on the Future Land Use Map. Much of this land is undeveloped agricultural land inside the city or in the 4.5 mile jurisdiction that are planned for future development and already assigned a zoning district.

Areas without a designated Future Land Use are not anticipated to change largely due to existing development in those areas or conservations measures already exist.

Developed areas within the city are not planned for redevelopment. Vacant or undeveloped sites with the potential for infill or redevelopment are identified as Opportunity Sites in later sections of the Implementation Plan.

Although urban areas within the City or undeveloped areas with no Future Land Use designation have been identified as not planned for change, it does not mean they cannot or will not change in the future. Where necessary, conservation or protective measures may be needed.

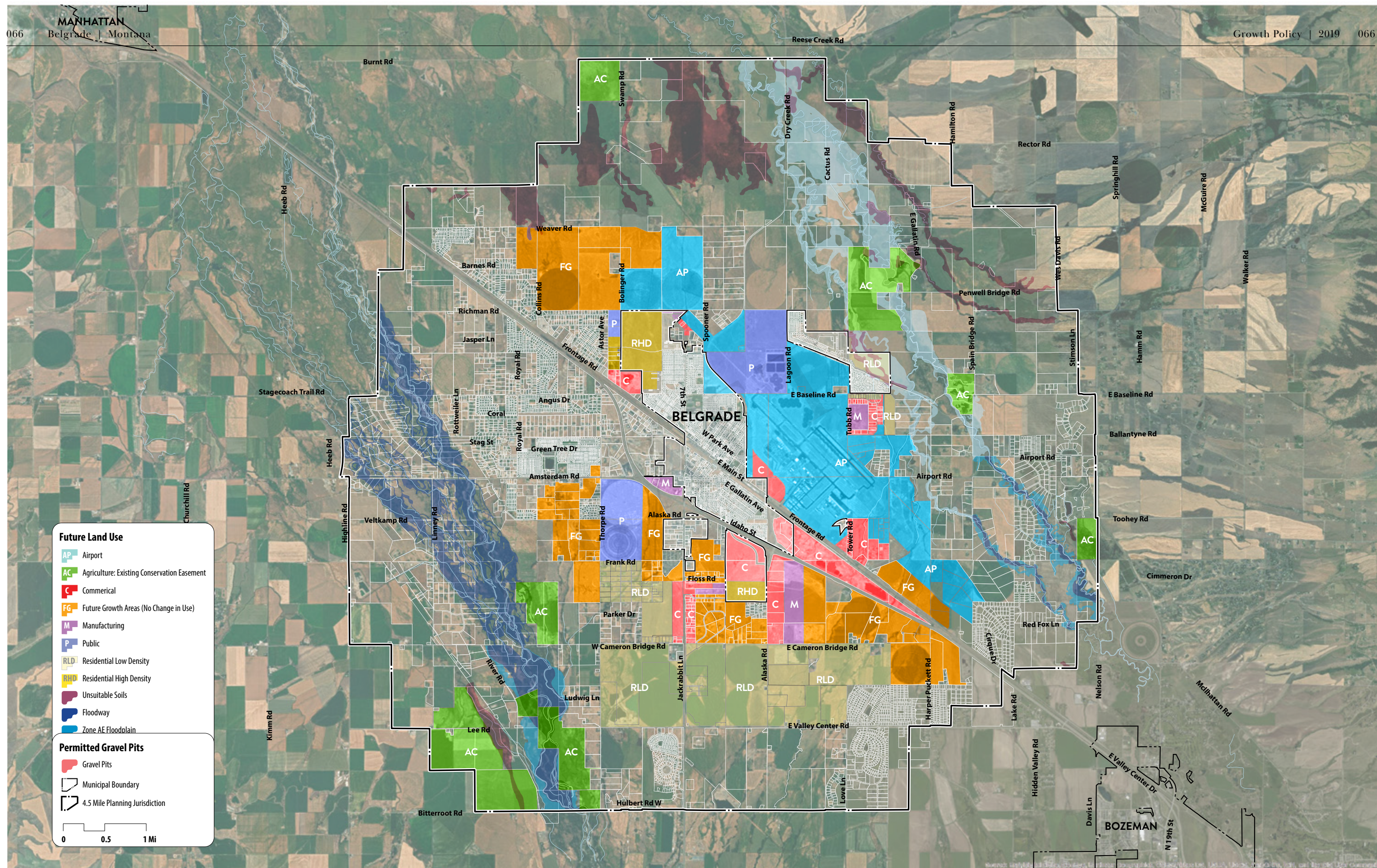
How To Use the Future Land Use Map

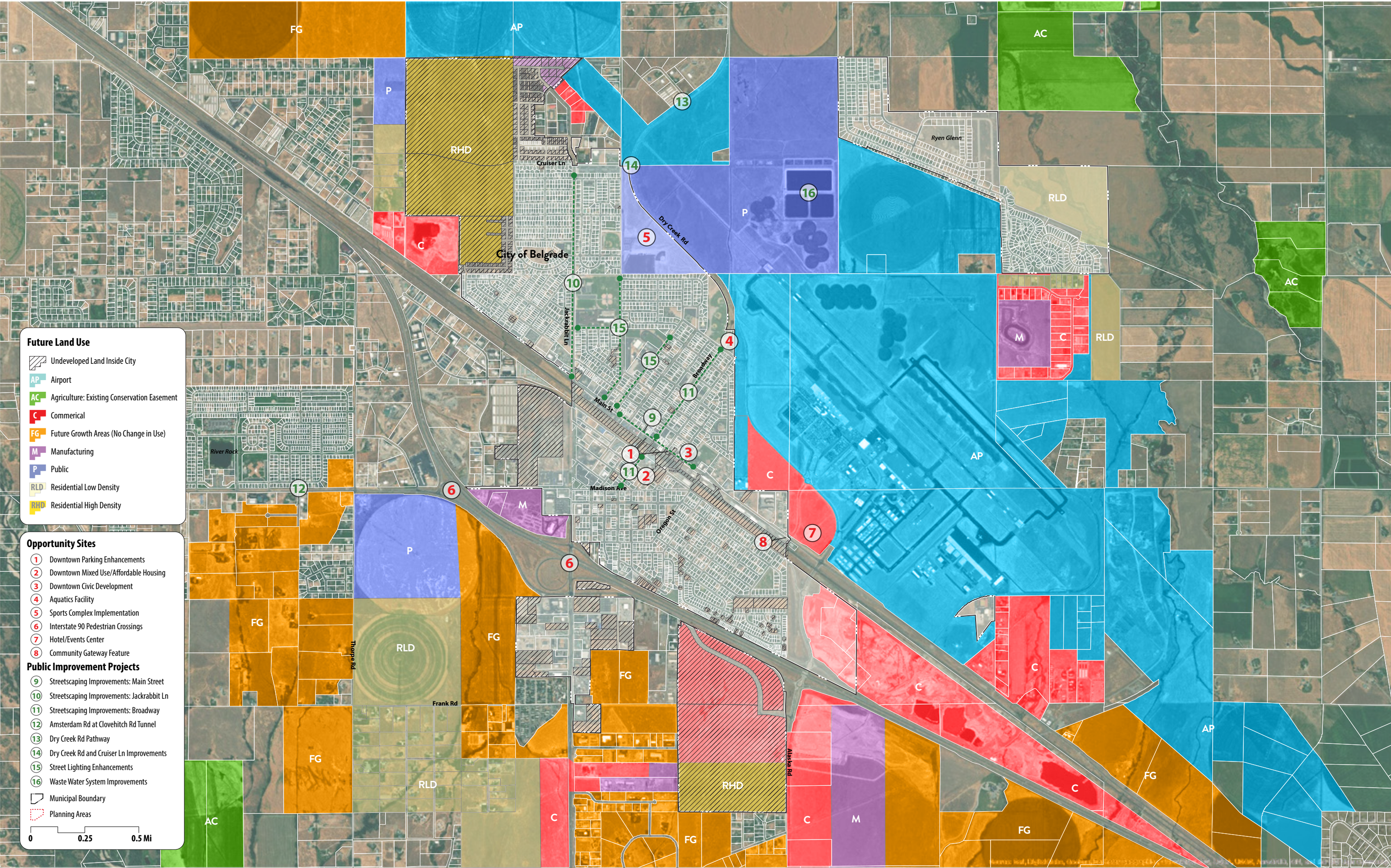
The Future Land Use Map (FLUM) is a non-regulatory growth visualization tool for the area in which the Belgrade City-County Planning Board has jurisdictional authority to make recommendations on land development or redevelopment projects. A Future Land Use on a property does not mean there is a prescriptive assignment for a use, but rather a given use is a representation of the thoughts and ideas of public and stakeholders, and the history of development and planning within the community that best guides logical growth patterns for the next several years.

As designated Future Land Use districts represent areas of anticipated change, future land use categories are envisioned for individual parcels based on existing use, parcel size, existing zoning, the physical capability for accommodating types of development, and adjacent land uses. Each Future Land Use is described in the following table by describing the character of its future built environment.

Areas with designated future land uses may be further entitled and developed under existing zoning. Areas without designated future land uses are not anticipated to change but should conditions of this growth policy’s goals or objectives change, an amendment to the FLUM will be necessary to carry out development.

Future Land Use	Undeveloped Acres	Total Acres
Residential Low Density	2,080	2,518
Residential High Density	75	341
Commercial	340	986
Manufacturing	38	278
Public/Institutional	397	829
Airport	1,206	2,792
Future Growth Area	1,903	2,809
Agricultural -- Conservation Easement	--	2,890
TOTAL	6,038	13,443





Future Land Use	Characteristics	Typical Uses
Residential Low Density	<p>Supports new family-oriented neighborhoods with ancillary uses needed to accommodate day-to-day livability and convenience. May include schools, neighborhood-serving retail, churches, or community centers.</p> <p>Similar in scale to new residential areas in Belgrade such as Ball Park Phase 2 or Henson Subdivisions at approximately 5 - 10 units per acre.</p>	Single family detached housing units (1 to 5 units/acre); Small-scale neighborhood-serving commercial retail.
Residential High Density	<p>These areas are located adjacent to Belgrade’s zoning jurisdiction and are likely to be zoned and/or annexed by the City in the future.</p> <p>Intended to accommodate denser apartment or condominium development to support housing supply and attainability goals. Similar existing neighborhoods include Emerald Condos on Cruiser Lane at approximately 15 to 30 units per acre.</p>	Multi-family attached housing units (5 to 25 units/acre); Apartment/condominiums (5 to 25 units/acre); Small-format neighborhood-serving commercial retail; Commercial personal services.
Commercial	Supports uses and activities that provide employment in existing retail centers, commercial business parks, or business zone districts. Commercial future uses may be oriented toward major transportation corridors and may support medium scale business facilities.	Small to large-format commercial retail; Commercial personal services; Small to large-format commercial offices.
Manufacturing	Envisions uses and activities such as light industrial, fabrication, or sand and gravel mining and processing. These uses are intended to not be adjacent to, or are buffered from, existing residential areas.	Industrial uses varying in scale dependent on surrounding and adjacent uses.
Public	Typically occupied by government buildings or facilities, schools, or by institutional uses such as churches, or non-profit organizations. Public uses are envisioned to be in or near residential ares to promote walkability to the adjacent neighborhoods.	All civic and public uses. Density and hight varies depending on use.
Airport	Supports aviation-related uses. Conforms to Airport Zoning.	Includes Gallatin Field Airport Noise Contour According to the Gallatin Field Airport Noise Land Use Study areas within the noise contour that are not zoned by the County as non development zones permit commercial development and very low density residential development (1 unit/10 ac).
Agriculture: Existing Conservation Easement	Has existing conservation easement on property. No change in use from existing agricultural activities.	Agricultural facilities and uses; Agri-industrial and supporting uses.
Future Growth Area	No change in use from existing uses or activities until growth policy or FLUM is amended.	Existing uses.
Non-Designated Areas	No change in use from existing uses or activities until growth policy or FLUM is amended.	Existing uses.

07.2 Opportunity Sites and Public Improvement Projects

Opportunity Sites—which could also be called catalyst sites or projects—are the realized vision of this plan on existing sites within the community. These are planning and design projects derived from direct observation from public and stakeholder input, from previous plans or studies, or determined through anecdotal evidence that emerged during the plan making process.

In some cases actual physical locations were used, however many of these sites are representative of the plan’s vision and could be completed at any number of similar sites to catalyze a similar outcome. This is particularly true of example visions for private development – this plan has no regulatory ability to create development on private sites, however envisioning the type and location of development is intended to communicate the community vision and spur interest in such projects.

The list of Opportunity Sites and Public Improvement Projects includes:

- 1. Downtown parking enhancements
- 2. Downtown civic redevelopment
- 3. Downtown affordable housing/mixed use

- 4. Aquatics facility
- 5. Belgrade Sports Complex implementation/Dog park
- 6. Interstate 90 crossing at Amsterdam Rd
- 7. Hotel and events center concept
- 8. Community gateway feature on Frontage Rd
- 9. Streetscaping Improvements: Main Street
- 10. Streetscaping Improvements: Jackrabbit Ln
- 11. Streetscaping Improvements: Broadway
- 12. Re-opening Tunnel: Amsterdam Rd at Clovehitch Rd
- 13. Dry Creek Rd and Cruiser Ln Improvements
- 14. Street Lighting Enhancements: Primary Pedestrian Routes around Belgrade School District Facilities
- 15. Connectivity Enhancements: Dry Creek Rd from Ryen Glenn and Meadowlark Ranch to Belgrade Core
- 16. Waste Water System Improvements
- 17. Parks and Recreation Master Plan Recommendations



Downtown Parking Enhancements

Local businesses consistently state there is a need for more parking downtown. Short-term strategies like parking demand management—which may includes better signage guiding drivers to open parking areas—are likely more feasible in the next one to three years. A medium term solution is improving sites along the railroad to create more formal surface parking lots. This not only increases supply, but potentially reserves a future location for structured parking. Public amenities like or small parks or plazas could accompany a formal redesign of these sites. Including streetscaping along Main Street should occur simultaneously with and construction.

In the long term, developing a parking garage on former surface parking lots can be an economic development tool for the growing downtown. Structured parking can be expensive and requires demand from users who are willing to pay a determined fee for parking. These fees are often in turn used to continue to improve the downtown area.

Feasibility studies should be performed to determine the appropriate size of the structure and mix of uses. Many parking garage projects incorporate small format retail or food and beverage to help the project generate income. Financial studies should also be performed to understand how tax increment financing or other tools can be used to finance the project. In such cases an urban renewal authority would share ownership and operation of the project.



*Potential sites for downtown parking enhancements include:
1) Existing parking on West Main Street and Broadway.*



2) Property along East Main Street on vacant land between the road and the railroad.

Over time structured parking could become feasible on these sites, with a commercial component on the Main Street frontage to help feasibility and provide downtown amenities.

Downtown Affordable Housing & Mixed Use Development

Increasing housing supply by building dense, small housing units on a formerly underutilized or vacant downtown parcel could be a visionary project that could catalyze the downtown area with people and activities. Mixing retail could offer food and beverage business opportunities demanded by the public while helping the project's feasibility. Office space could also be a potential use.

Targeting the area within the Urban Renewal District along Broadway south of Main Street, and north of Madison Ave would bring housing to an established commercial district. Several vacant parcels and underutilized buildings in this area offer opportunities for assembling enough land to make a project feasible. A combination of small and medium sized (12-50 units) development would establish a new mixed use district within the downtown.

Any commercial uses should be right-sized for the market so as not to underperform. Recent investment on Main Street indicates there is potential for some amount of commercial activity.

Development of such a project on a public-owned site suggests financial tools could be utilized to build some amount of affordable housing units. Feasibility studies should be performed to understand the applicability of federal housing dollars or TIF financing.



Downtown Civic Development

Expanding public facilities and offices to match the pace of growth in Belgrade is a goal of the growth policy, and as such the publicly-owned site on East Main Street was identified as having potential to redevelop as new municipal offices, shops or other public service facilities such as a police station. The firefighter training center would relocate to a new facility, allowing for new buildings on the roughly half-acre site located in the heart of the community.

Because of the site’s location near downtown directly adjacent to Lewis and Clark Park, it has great potential to become a community gathering space. Community-serving uses such as a library, art gallery, or other civic space would bring vibrancy and year-round activity to Downtown Belgrade. Having a small event space to hold classes, workshops, lectures, or markets would create a destination meeting the needs of local citizens who otherwise would have to go elsewhere for such activities.



Aquatics Facility

The 2006 growth policy stated: “Over the years, City and County residents have repeatedly asked for a swimming pool to be built in Belgrade.” This sentiment has only grown, as an indoor and outdoor aquatics facility and recreation center was the most desired facility mentioned outside of trail enhancements.

A master plan was included in 2006, that envisioned this facility at Lewis and Clark Park, however several other potential sites may exist in the City. One of the parks in the north of Belgrade could accommodate a site, which required roughly 2 to 4 acres. The City should partner with community organizations spearheading the effort to the extent possible.

Belgrade Sports Complex Implementation

This opportunity is to complete the park Master Plan provided by the School District.

- Add shared use path along Dry Creek Road
- Add safe crossings at Spooner Road and Softball Complex
- Add safe crossing across from Medina Park
- Future expansion to consider airport height and light limitations
- Add dog stations

Interstate 90 Crossings

Public and Stakeholder input specified a safer pedestrian and bicycle crossing or connection of the Interstate is greatly desired to improve connectivity for youth and others living in subdivisions. The existing pedestrian facilities on the Interstate 90 overpass on Jackrabbit Rd create unsafe conditions, particularly in winter when snow piles up on the east sidewalk. Solutions such as a separated attached bridge on the west side not only improves pedestrian safety but offers a more feasible solution than building an entirely new pedestrian only structure.

Although a crossing or bridge west of town along Amsterdam Rd is a long-term improvement, this would provide a critical linkage in the pedestrian network and could enhance economic opportunities on either end of the bridge connection.

Hotel and Events Center

Considerable discussion was had—particularly amongst stakeholders and the business community—in support of a place for business or recreational expositions, events, small conferences or other gatherings in or near the community.

Proximity to the airport is important to the success of such a facility. Accompanied by a hotel, such an events center could become a regional destination,

and the City could potentially be able to support ancillary activities such as restaurants, additional hotels, or shopping within the community.

Enhanced Community Gateway Feature

A gateway feature that includes signage, branding, wayfinding and landscape design that includes benches, weather protection creates a public gathering place while emphasizing the point of arrival into the community. Possible locations include Frontage Road at Wings Way at the existing welcome sign, Main Street at Jackrabbit Ln, or W. Main Street at 13th Street at the western gateway.

List of Public Improvements

The following outlines a list of projects communicated by the public and stakeholders and are envisioned as elements that will help build the Belgrade of the future. This list encompasses performing studies, designs, or construction for projects that can be completed in the public realm. Each project is intended to be explored further for financial feasibility by various public agencies or public/private partnerships. Priority and time frame for estimated completion is assigned in the Implementation Table.

Streetscaping improvements, as outlined below, as well as many other public improvement projects downtown are ideally implemented throughout the Urban Renewal Plan area using TIF financing to plan, design and construct enhanced streetscapes. The first step of this process would be to complete an Streetscaping design guide and plan as part of a detailed urban renewal plan that prioritizes these projects and projects feasibility of completion based on projected TIF funding.

1. **Street Lighting Enhancements: Primary Pedestrian Routes around Belgrade School District Facilities**

To provide a safer, more accessible route to and from schools and nearby destinations, street

lighting improvements should be incorporated in a detailed urban renewal plan framework and capital projects planning.

2. **Connectivity Enhancements: Dry Creek Rd from Ryen Glenn and Meadowlark Ranch to Belgrade Core**

Providing a safe and comfortable pedestrian route from Ryen Glenn and Meadowlark Ranch subdivision through the airport and on to Belgrade’s downtown is a critical gap in the trail network. Existing conditions create an unsafe route for walkers and bicyclists and yet people still make the trip. The feasibility of a separated use path should be explored to enhance this major linkage gap.

3. **Re-opening Tunnel: Amsterdam Rd at Clovehitch Rd**

A pedestrian tunnel was constructed in the past at this location. Over time it was closed off, but in anticipation of existing and proposed growth, this tunnel should be re-opened to better connect north and south sides of Amsterdam Rd. The tunnel should be designed to accommodate all forms of non-motorized transport/

4. **Streetscaping Improvements: Main Street**

Streetscaping is a design concept that recognizes the public realm is a place where people move and gather for various activities and can be visually improved to make a stronger and more vibrant community. The aesthetic appeal of the interface where people interact with a private or public building is critical to the amount of time people may spend in a Main Street retail environment, a public plaza, or a restaurant patio. Sidewalks, vehicle travel lanes, building facades, crosswalks, signs, lighting are elements of a streetscape, and public investment in improving these pieces has been proven to be an effective means of encouraging people to come to an area, thereby catalyzing private investment.

Streetscaping improvements should build upon the existing pedestrian-oriented features on Main Street to promote an environment where it is comfortable to walk or bike between destinations and to gather. Such improvements may include:

- Pedestrian “bulb-outs” and crossing enhancements on Broadway, Weaver and Kennedy intersections. Ensure accessibility and stormwater standards are met.
- Street trees similar to those on the south side of Main Street between Davis and Quaw.
- Street lights at a pedestrian-scale to improve safety and mobility.

5. **Streetscaping Improvements: Jackrabbit Ln**

Jackrabbit Lane streetscaping improvements should build upon the character of that street as a main north - south transportation corridor for all modes of travel. As development occurs along Jackrabbit Ln in accordance with existing zoning and this growth policy, strong pedestrian and bicycle connectivity will be

6. **Streetscaping Improvements: Broadway**

Broadway streetscaping improvements should contextualize its use as a pedestrian connection from the neighborhoods to the north of downtown across Main Street, through the railroad crossing, and extending south into neighborhoods and commercial areas to the south.

7. **Dry Creek Rd and Cruiser Ln Improvements**

This is known to be a dangerous intersection and will continue to be a threat to public health and safety as growth occurs in north Belgrade. Design improvements that enhance visibility, separate modes of transport, and slow vehicle traffic should be studied.

8. **Waste Water System Improvements**

As growth occurs, recommendations from the Waste Water Master Plan should be studied, designed and constructed prior to growth occurring so as to not strain capacity for public services.

9. **Parks and Recreation Master Plan Recommendations**

The 2019 Belgrade Parks and Recreation Master Plan introduces several critical and longer-term recommendations that are referenced in this growth policy. Among these recommendations, the most critical is potentially the creation of a Parks and Recreation District that establishes a larger base to fund improvements and maintenance of Belgrade's parks and recreation facilities and programs.

The boundaries of this proposed district could be coterminous with the School District, although the exact boundaries should be studied for feasibility and vetted in a public process.

07.4 Implementation Table

The Implementation Table organizes the Tasks and Opportunity Sites and Projects by priority and timeframe for completion.

The left-hand column presents implementation action items in three categories:

- 1. Opportunity Sites
- 2. Public Improvement Projects
- 3. Tasks

Implementation Action		Priority	Timeframe for Completion
Opportunity Site			
1	Downtown affordable housing/mixed use	*****	Within 1 year
2	Downtown civic development	***	1-3 years
3	Community gateway feature on Frontage Road	***	1-3 years
4	Aquatics facility	**	1-3 years
5	Belgrade Sports Complex implementation/Dog park	***	1-3 years
6	Interstate 90 crossing at Amsterdam Road	**	3-5 years
7	Downtown parking structure	**	3-5 years
8	Hotel and events center development	*	3-5 years
Public Improvement Project		Priority	Timeframe for Completion
9	Street Lighting Enhancements: Pedestrian Routes around School District Facilities	*****	Within 1 year
10	Connectivity Enhancements: Dry Creek Rd from Ryen Glenn and Meadowlark Ranch to Belgrade Core	*****	1-3 years
11	Re-opening Tunnel: Amsterdam Rd at Clovehitch Road	***	1-3 years
12	Streetscaping Improvements: Main Street	***	3-5 years
13	Streetscaping Improvements: Jackrabbit Lane	***	3-5 years
14	Streetscaping Improvements: Broadway	***	3-5 years
15	Dry Creek Rd and Cruiser Lane Improvements	***	3-5 years
16	Parks and Recreation Master Plan Recommendations	***	Ongoing
17	Waste Water System Improvements	**	Ongoing
Tasks			
18	Perform a comprehensive rewrite of the Belgrade Zoning Ordinance to include performance-based or form-based standards to implement the community's vision	*****	1-3 years
19	Rewrite the Zoning Ordinance for districts in the 4.5 Mile Planning Jurisdiction to achieve performance-based standards established by the community's vision	***	1-3 years
20	Continue to evaluate and update the Belgrade growth policy and its amendment procedures to be current with Belgrade Area as it develops	*****	Ongoing

Implementation Action		Priority	Timeframe for Completion
21	Increase zoning standards, including building height, in the B-2 and B-3 zones	*****	Within 1 year
22	Create a Parks and Recreation District	*****	Within 1 year
23	Update the Belgrade Area growth policy every five years	***	Ongoing
24	Improve and implement the land use permitting system for the City-County Planning Jurisdiction	**	Ongoing
25	Continue to evaluate impact fees and capacity fees for new construction	***	Ongoing
26	Update the City of Belgrade Subdivision Regulations	***	1-3 years
27	Update and amend the sign ordinance for the City of Belgrade’s zoning jurisdiction	***	1-3 years
28	Establish Urban Renewal Authority and Detailed Urban Renewal District Plan	***	1-3 years
29	Implement actions in the 2017 Long Range Transportation Plan	***	1-3 years
30	Reduce or eliminate minimum parking requirements in downtown zones	**	1-3 years
31	Continue to evaluate impact fees and capacity fees for new construction	**	Ongoing
32	Develop and implement plans to renovate the City’s current water and waste water facilities to allow the City to expand its service area to accommodate anticipated population and employment increases	**	Ongoing
32	Update the City’s water and sewer facility plans to accommodate projected growth in population and employment	**	Ongoing
34	Implement the Parks and Recreation Master Plan to coordinate community recreational needs with existing and future residential growth	***	Ongoing
35	Continue to evaluate and expand City annexation policies and service plans	**	Ongoing
36	Work with the MDT and the County Road Department to install traffic lights at busy intersections in Belgrade and the planning jurisdiction	**	Ongoing
37	Develop a bike and pedestrian trail network for the City and Planning Jurisdiction including along Frontage Road to Bozeman and west along Amsterdam Road	**	1-3 years
38	Develop a bike and pedestrian trail connection to Manhattan	***	1-3 years
39	Coordinate with Rails-to-Trails Conservancy and others to connect the Great American Rail Trail to the Belgrade community	**	1-3 years