

Big Sky Parks & Open Space Plan

JULY 20, 2017





CONTENTS

Acknowledgments

Introduction

Executive Summary	1
Planning Area	2
Summary of Recommendations	3

Existing Conditions Analysis

Demographics.....	7
Park & Open Space Inventory.....	11
Statutes, Regulations & Adopted Plans.....	17

Needs and Priorities Assessment

Public Engagement & Participation	25
Level of Service	33

Recommendations

Administration	41
Policy.....	43
Operations & Maintenance	46
Financing Models	49
Programs	53
Capital Improvements	54

Appendix

Appendix A: List of Open Space Parcels.....	59
Appendix B: Special District Documents.....	65
Appendix C: Park Land Evaluation Checklist.....	76
Appendix D: Montana Peer Cities	81
Appendix E: Public Comments	82

References



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The Big Sky Parks & Open Space Plan contained herein was adopted by Resolution _____ of the Gallatin County Commission on _____, 2017.

Gallatin County Commissioners

ATTEST:

The Big Sky Parks & Open Space Plan contained herein was adopted by Resolution No. 33-2017 of the Madison County Commission on October 10, 2017.

Madison County Commissioners:

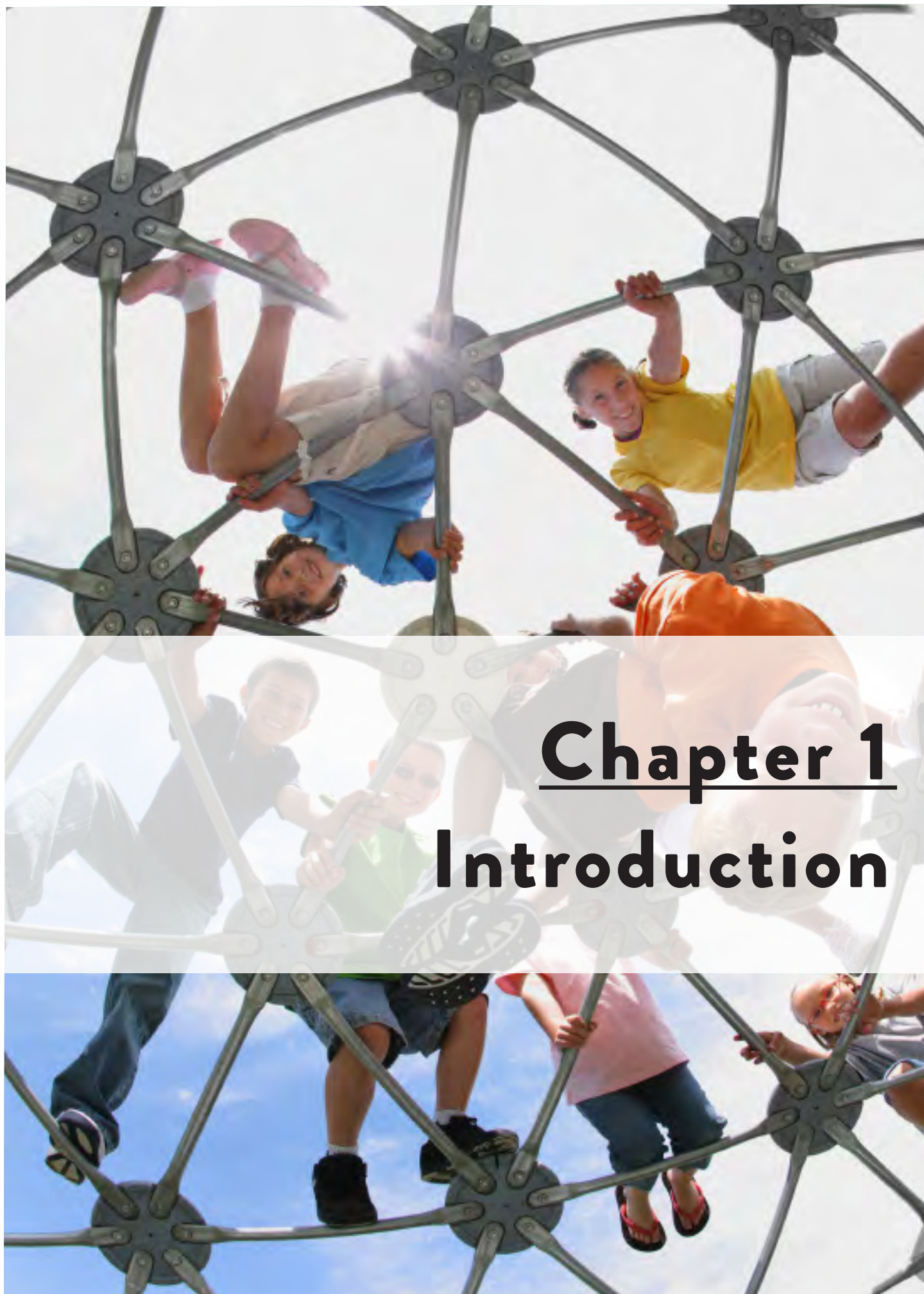
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Chapter 1 Introduction



Executive Summary

Big Sky has seen considerable growth since its inception by Chet Huntley in 1970s. What was once a young resort destination and retirement getaway, has transformed into a community with permanent residents and amenities. Big Sky has slowly evolved into a community with water and sewer service, schools, medical facilities, retail establishments and parks. New residents to Big Sky now expect certain infrastructure and services. The purpose of this plan is to address the community's needs with regards to parks and open spaces.

Parks and open spaces in Big Sky have primarily been dedicated through subdivision requirements allowed by Montana Statute. In 2011, County Commissioners in Gallatin County and Madison County created the Big Sky Meadows Trails, Recreation and Parks Special District and the Big Sky Mountain Trails, Recreation and Parks Special District. The purpose of the Districts are, through an interlocal agreement, to allow people and entities to work collaboratively to create a community trails, recreation and parks special district for the greater good of enjoyment for the residents of Big Sky community and visitors to the Big Sky area.¹

Each County has approached the implementation of State Statutes and County regulations in slightly different manners, although there are no publicly-owned (e.g. County-owned) parks or open spaces within this study area. The method of privately-owned, publicly-accessible parks and open spaces has been applied extensively here, and has generally worked well for the community over the years.

Privately-owned lands, with public access through easements or dedications, have pros and cons, which surface primarily as the system ages. Traditional community values such as equity of access, amenities and safety are more difficult to assess in privately-owned systems. With no single management entity (such as management by the parks district, etc.), the parks and open spaces are subject to multiple rules, standards and levels of service.

The Big Sky Community Organization and the Big Sky Trails, Recreation & Parks District Board commissioned the preparation of this plan to explore these issues. The plan is comprised of three components: an existing conditions analysis, needs and priorities assessment and recommendations. A volunteer advisory committee, consisting of people with a variety of interests in Big Sky, have participated in the research, brainstorming and formulation of the recommendations contained herein. The public has participated in this plan through public meetings and hearings, focus groups and a randomly-selected household survey.

The intent of the sponsoring entities is that the plan is adopted as an official document for both Gallatin and Madison County. Several recommendations in this document will require a separate process to fulfill regulatory requirements, and adoption of this plan does not necessarily guarantee that those regulations will be fulfilled.

The plan is intended to convey the Big Sky community's vision for the next ten years as it relates to the park and open space development, land acquisition and management responsibilities related to parks and open spaces.

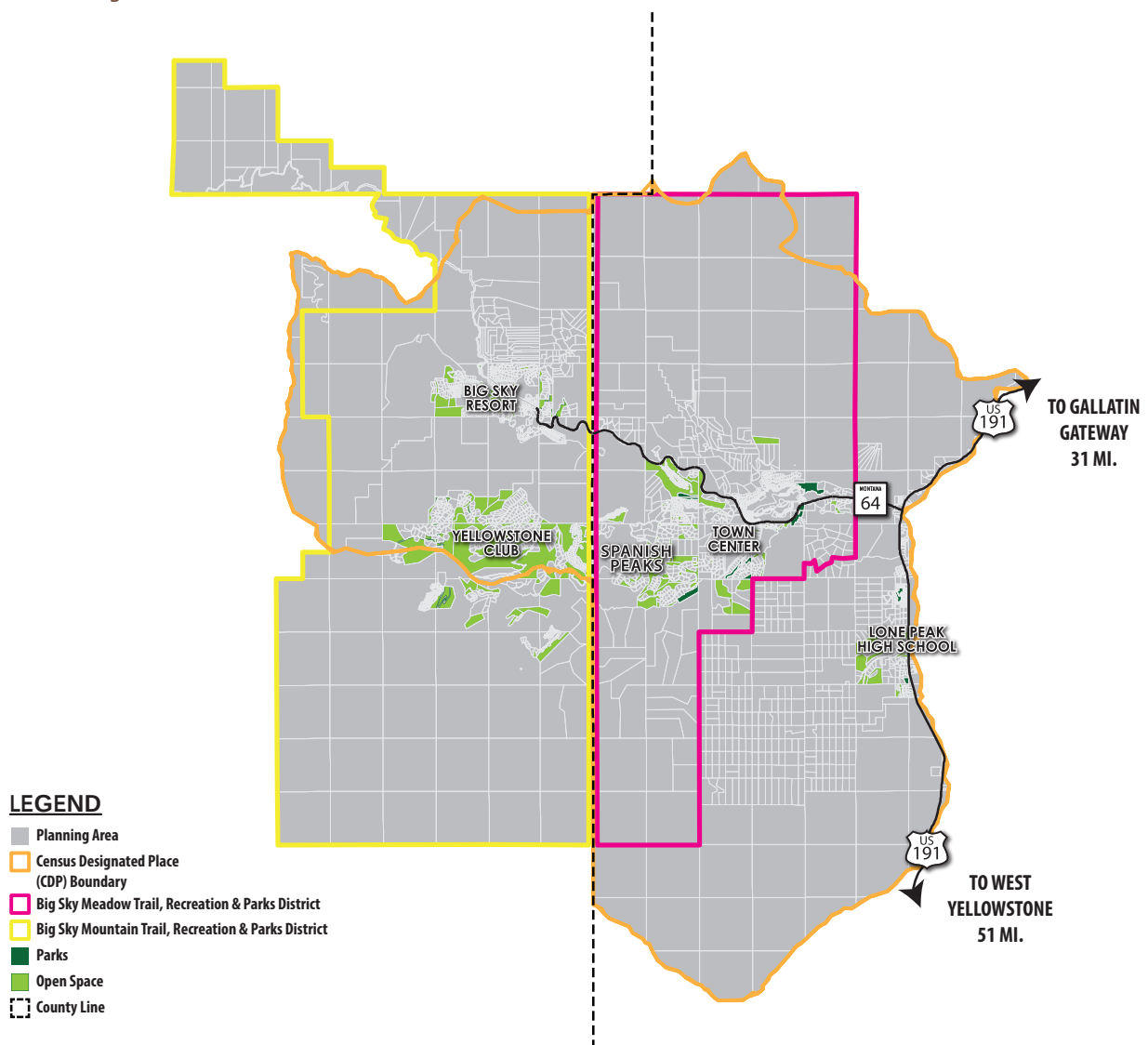
¹ Interlocal Agreement to Administer Gallatin County and Madison County Special Districts Pursuant to Montana Code Annotated Section 7-11-1001 Et. Seq. and Section 7-11-101 Et. Seq.

Planning Area

Big Sky is an unincorporated community of approximately 80 square miles situated in two counties: Gallatin and Madison. The primary focus of this plan is the area encompassed by the Big Sky Mountain Trails, Recreation and Parks Special District in Madison County and the Big Sky Meadow Trails, Recreation and Parks Special

District in Gallatin County. These two Special Districts are managed, through an interlocal agreement, by the Big Sky Trails, Recreation and Parks District Board. However, the plan also covers properties located along US Highway 191 towards the Ophir Elementary and Lone Peak High School. The planning area (see below) was determined by combining the two Park District boundaries with the Census Designated Place boundary.

Figure 1: Planning Area





Summary of Recommendations

Park Land Inventory

1. Review all the open space parcels (via plat and document research) to determine which open spaces have public access and which do not.

Level of Service

1. Develop the 38.2 acres of existing, partially-developed and undeveloped park parcels in Ramshorn & South Fork Subdivisions to help relieve pressure from Community Park. These parcels should be developed in accordance with “neighborhood park” classification development standards (see Table 2-2, p. 14).
2. Develop existing parcels and/or acquire new parcels to help address system gaps due to proximity. Ideal locations include: Big Sky Resort, Antler Ridge, the west areas of Spanish Peaks, Sweetgrass Hills and North Fork Subdivisions.
3. Acquire, through dedication, purchase, easements or licenses, areas to address connectivity within park system. The areas should be consistent with greenway park classification and development standards.
4. Conduct feasibility studies for a multi-generational recreation center, which could also include a pool.
5. Update the existing Big Sky Trails Plan to address non-motorized network connectivity, trails-related development and maintenance opportunities.

Administration

1. Investigate and implement one of three scenarios for administration:
 - Multiple-entity management (current status),
 - Partial consolidation of management, or
 - Full consolidation to a single-managing entity

Policy Recommendations

1. Consider adopting the following definition for “park:”

“Park: Lands that are dedicated in response to MCA 76-3-621 or acquired through donation or purchase and are designated on a plat as a park. A park can be publicly or privately owned, but in platting the property as a park, public access is implied, subject to the rules and regulations of the land owner(s). A park must be classified as defined in the adopted park plan applicable to that area.”

2. Consider adding the following to the definition of open space:

“Open space may be privately or publicly owned, and shall be designated through the plat or an easement whether or not the land is publicly accessible.”

3. Develop land designation and park and open space development criteria to provide greater transparency and guidance for all parties for the consideration of park or open space lands.



4. Update the existing trails master plan to integrate network connectivity and trail head features into park and open space planning considerations.
5. Develop plat submittal requirements that require a park or open space component to assist planners and managers in determining the level of compliance with this plan.
6. The Big Sky Trails, Recreation and Parks District Advisory Board is the entity that reviews all developments and provides their recommendations to the County (via their Planning Departments) for consideration.

Operations and Maintenance

1. Work with existing property managers to develop rules and regulations that would be most applicable to lands in Big Sky with public access. The suggested rules, based on those found in other Montana communities, are located on page 46 of this plan.
2. Implement a standardized cost-tracking system to track both operational and maintenance costs.

Financing Models

1. Expand the boundary of each District, following the procedures outlined in MCA to align with the Resort Tax District in order to encompass all areas of development with influence on the Big Sky area.
2. Cash-in-lieu funds collected, as a result of subdivision activity within the designated boundary, shall be allocated to the use of acquisition, development or maintenance of parks, recreational areas, public open space or conservation easements.

3. Assess feasibility of various, steady funding sources.

Programs

1. Ensure that all staff and leaders have training in emergency response, client service and safety. If possible, the staff or leader should be easily identified through a standardized uniform with the entity's branded logo.

Capital Improvements

1. Inventory and document all assets within park system to develop a complete inventory for the purposes of community-wide asset management and better forecasting of life cycle cost replacement needs.
2. Review all park and open space parcels for their potential to install park assets that can alleviate pressure from Community Park.
3. Develop a "go/no-go" procedure for land acquisition that is purchased in fee or donated (e.g. minimum size, natural qualities, proximity to existing inventory, etc.). Ensure properties have free and clear titles with no adverse environmental issues.



Recommendation Priorities

Short-Term (1-2 years)

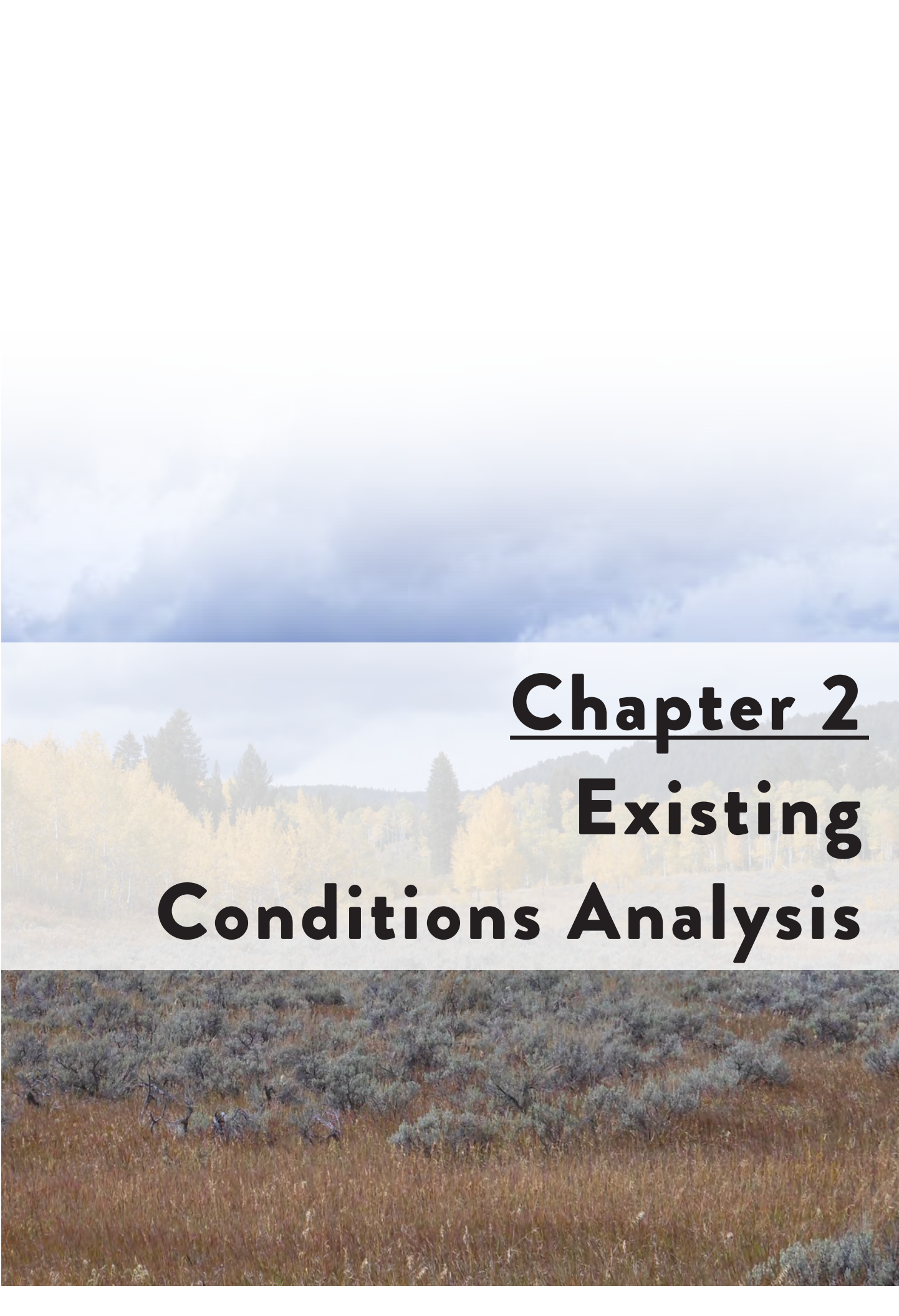
- Investigate and implement one of three scenarios for administration.
- Expand the boundary of each District, following the procedures outlined in MCA, to align with the Resort Tax District in order to encompass all areas of development with influence on the Big Sky area.
- Assess the feasibility of various, steady funding sources.
- Update the existing trails master plan to integrate network connectivity and trail head features into park and open space planning considerations.
- Update the existing Big Sky Trails Plan to address non-motorized network connectivity, trails-related development and maintenance opportunities.
- Cash-in-lieu funds collected, as a result of subdivision activity, within the designated boundary, shall be allocated to the use of acquisition, development or maintenance of parks, recreational areas, public open space or conservation easements.
- Review all park and open space parcels for their potential to install park assets that can alleviate pressure from Community Park.

Mid-Term (2-5 years)

- The Big Sky Trails, Recreation and Parks District Advisory Board is the entity that reviews all developments and provides their recommendations to the County (via their Planning Departments) for consideration.
- Develop plat submittal requirements that require a park or open space component to assist planners and managers in determining the level of compliance with this plan.
- Implement a standardized cost-tracking system to track both operational and maintenance costs.
- Develop the 38.2 acres of existing, partially-developed and undeveloped park parcels in Ramshorn & South Fork Subdivisions to help relieve pressure from Community Park. These parcels should be developed in accordance with “neighborhood park” classification development standards.
- Develop existing parcels and/or acquire new parcels to help address system gaps due to proximity. Ideal locations include: Big Sky Resort, Antler Ridge, the west areas of Spanish Peaks, Sweetgrass Hills and North Fork Subdivisions.
- Acquire, through dedication, purchase, easements or licenses, areas to address connectivity between parks. The areas should be consistent with greenway park classification and development standards.
- Conduct feasibility studies for a multi-generational recreation center, which could also include a pool.
- Develop land designation and park and open space development criteria to provide greater transparency and guidance for all parties for the consideration of park or open space lands.

Long-Term (6-10 years)

- Work with existing property managers to develop rules and regulations that would be most applicable to lands in Big Sky with public access.
- Ensure that all staff and leaders have training in emergency response, client service and safety. If possible, the staff or leader should be easily identified through a standardized uniform with the entity’s branded logo.
- Review all the open space parcels (via plat and document research) to determine which open spaces have public access and which do not.
- Develop a “go/no-go” procedure for land acquisition that is purchased in fee or donated (e.g. minimum size, natural qualities, proximity to existing inventory, etc.). Ensure properties have free and clear titles with no adverse environmental issues.
- Consider adopting the definition for “park.”
- Consider adding to the definition of open space.
- Inventory and document all assets within park system to develop a complete inventory for the purposes of community-wide asset management and better forecasting of life cycle cost replacement needs.



Chapter 2

Existing Conditions Analysis



Demographics

Introduction

Providing adequate recreation opportunities to the residents of the Big Sky region requires a thorough understanding of the community's demographics: past, present and future. Comprehending and identifying such demographic trends provides insight into Big Sky's ability to meet current service levels and by projecting future demands based on anticipated population levels. Additionally, an in-depth analysis of a community's profile helps to understand the composition of the population and begins to identify their current and future needs.

Big Sky is classified as a "census designated place" (CDP) by the U.S. Census Bureau. The CDP encompasses an area larger than the planning area, but it provides an opportunity to evaluate the basic profile features of the Big Sky area, rather than on a county-wide basis.

Population

The U.S. Census Bureau estimates that over 2,700 people identify their primary residence in the Big Sky CDP, with over 1,100 households.¹ An increase of 44 percent in population and an increase of 9 percent in households is projected within the in the next ten years (2026).² If Big Sky were an incorporated community, it would be classified as a "third class city" (populations of 1,000 to 5,000) by the State of Montana.

¹ U.S. Census Bureau, 2011-2015, American Community Survey, 5-Year Estimates

² 2015 Emergency Services Master Plan for the Big Sky Fire Department

Age Segmentation

Big Sky has a significant proportion of people in the age cohort of 25-34 years (20%) and 35-54 years (33%).³ In 2021, the projected age cohorts with the most gain will be in the 55-64 years and 65+ age segments. Each segment is projected to double from its 2016 estimated population.⁴ The advisory committee members suggested that the 24 and under age demographic is expected to increase due to the presence of the relatively new schools and additional community facilities (such as the medical center) that will attract families.

Ethnicity

The ethnicity of Big Sky's residence is primarily "white alone." However, the Hispanic population is projected to increase to 3.5 percent from 2.7 percent. Park systems that respond well to Hispanic populations include more family-orientated facilities.

³ U.S. Census Bureau, 2011-2015, American Community Survey, 5-Year Estimates

⁴ ESRI Community Analyst

Figure 2: Census Designated Place (CDP) Boundary

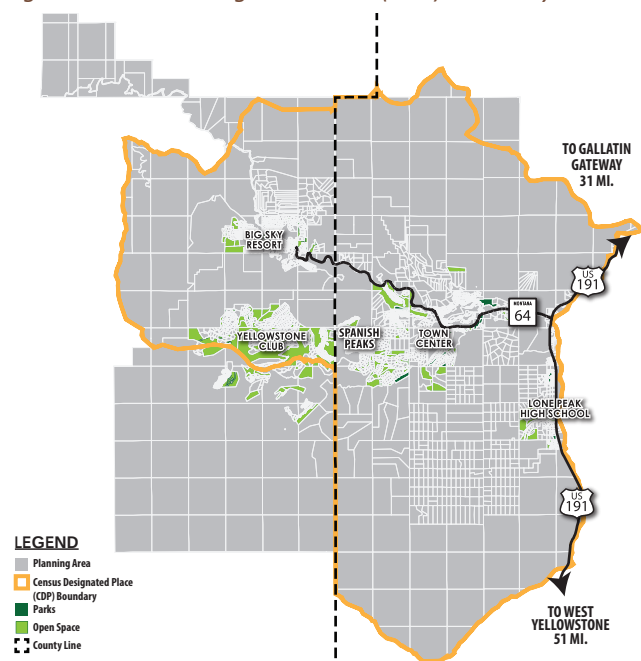




Figure 3: Population

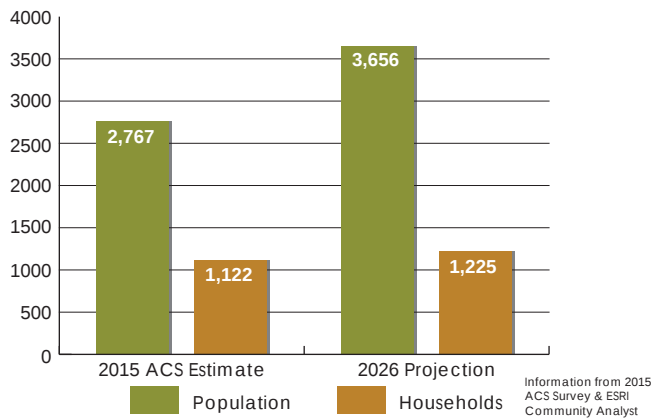


Figure 4: Age Segmentation

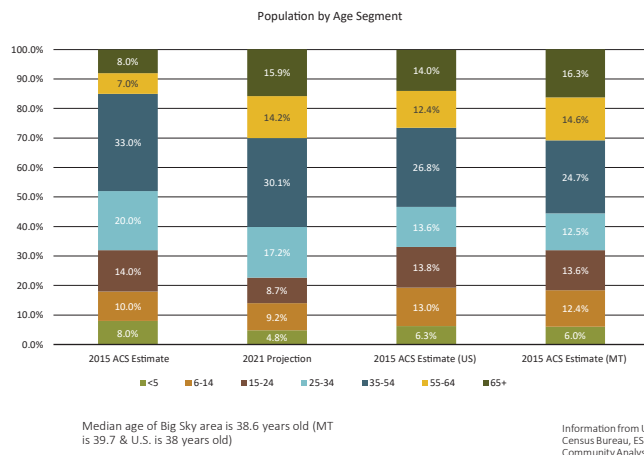
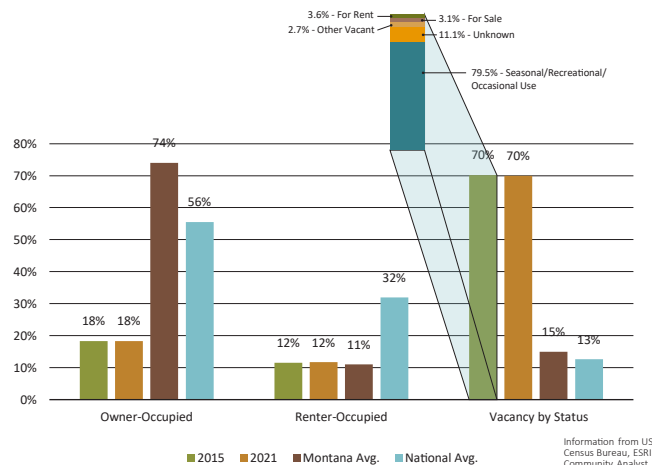


Figure 5: Housing and Vacancy by Status



Housing & Vacancy By Status

Owner-occupied homes in Big Sky is at 18.3 percent, far below the State of Montana average of 74 percent. An additional 11.5 percent of homes are renter-occupied, and the remaining 70 percent of homes are vacant. Of the 70 percent of vacant homes, almost 80 percent are used for seasonal, recreational or occasional use. The predicted trends for housing are expected to remain unchanged through 2021.¹

Income

Income is measured by the U.S. Census Bureau using two variables: per capita and median household income. Per capita income measures the average income earned per person in each area. It is calculated by dividing the area's total income by its total population. Median household income is the amount that divides the income distribution into two equal groups, half having income above that amount, and half having income below that amount.

Both measurements of income for Big Sky are above the State of Montana and United States income and are expected to continue to increase in the next five years.

Tapestry Segmentation

Tapestry segmentation provides a detailed description of America's neighborhoods, which are divided into 67 distinctive segments based on their socioeconomic and demographic composition. It further classifies the segments into LifeMode and Urbanization groups. This is a method based upon US Census data to further enhance basic demographic information into a

¹ U.S. Census Bureau & ESRI Community Analyst



customer profile. Agencies who understand their customer profile can better target a community's needs and be more apt to provide community infrastructure or programs targeted for the best potential outcome.

While most communities have multiple segments, Big Sky consists of two: *“Emerald City”* and *“Rural Resort Dwellers.”* The Emerald City population comprises almost 85 percent of Big Sky's population (compared to 1.4% nationally). Emerald City citizens are usually well-educated and employed. They are highly connected, young and mobile. They travel frequently and are typically environmentally-friendly or aware. They tend to be “foodies,” and they are interested in the fine arts and especially enjoy listening to music.

Rural Resort Dwellers comprise a smaller segment (15.2%) of Big Sky's population, but they are still statistically larger than the national average of 1.0 percent. As the name implies, these citizens reside in resort areas with a seasonal variety to support a range of outdoor activities. Most are near retired or retired and tend to have simple tastes. Rural Resort Dwellers tend to be passionate about hobbies like freshwater fishing and hunting or outdoor activities in general.

Spending Potential Index

The spending potential index (SPI) measures spending per household for a product or service in a particular county, ZIP code or other trade area. The SPI compares the expenditures per household in the trade area with the corresponding expenditure for that product or service nationally, which is represented as 100.

Figure 6: Income

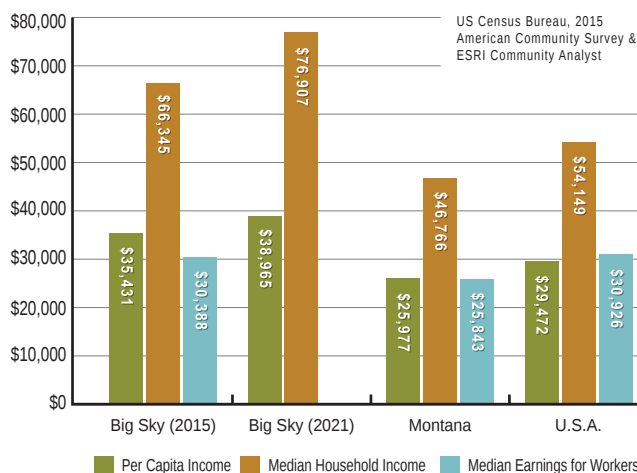


Figure 7: Tapestry Segment - Emerald City

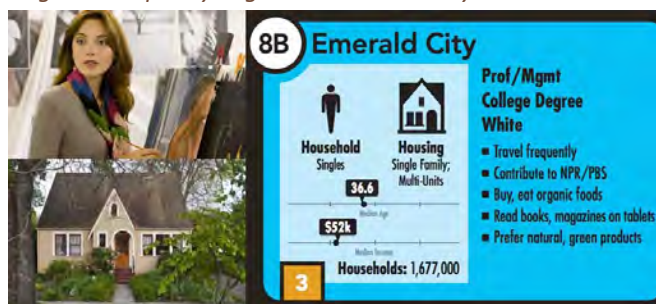


Figure 8: Tapestry Segment - Rural Resort Dwellers





The SPI was analyzed for recreational-type spending by the Big Sky area. Most of the indices were within plus or minus 5 percent of the national average of 100. The spending potential was higher for hunting and fishing equipment and bicycles. People in Big Sky households were less likely to spend money on camping fees or fees for recreational lessons.

Market Potential Index

The market potential index (MPI) was also analyzed to determine the relative likelihood of individuals to participate in a particular activity, as compared to the national average.

The top five sports and leisure activities in Big Sky are: backpacking, downhill skiing/snowboarding, Pilates, membership in a charitable organization, yoga and hiking (see Figure 10). Additional market potential analysis was conducted specific to fitness activities, outdoor sports and general sports that indicated that Big Sky households are far more likely (sometimes twice as likely) to participate in leisure activities than the rest of the country.

Both the SPI and MPI are important to know in a parks and open space plan because of potential programs that an organization may offer. They can provide insight into the best use of capital development funds for assets that the residents might use. Organizations should target the activities or facilities that provide the highest return on investment first. The other activities or facilities can be pursued as well, but targeted marketing will be required to ensure their success.

Figure 9: Spending Potential Index for Recreational-Type Spending by Big Sky Households

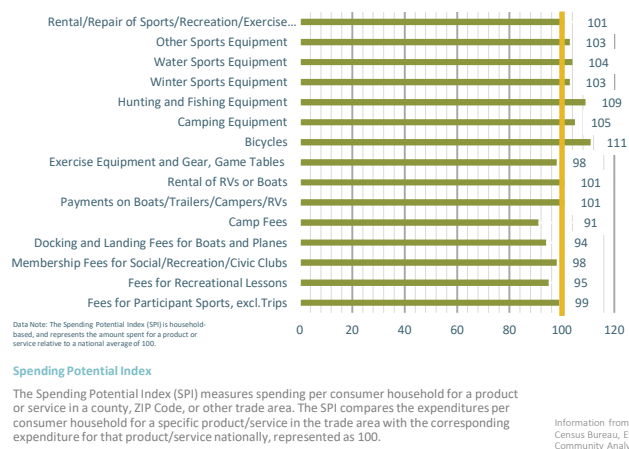
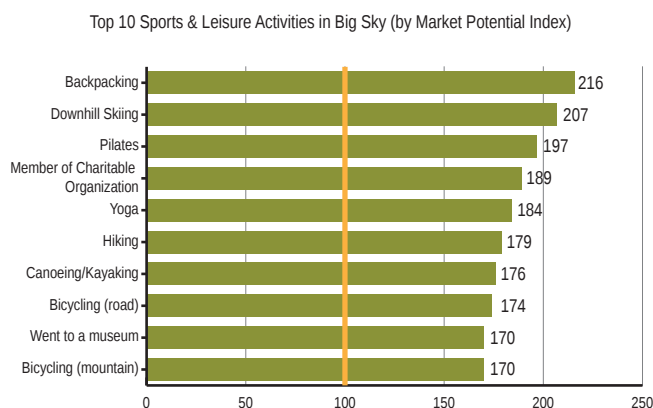


Figure 10: Market Potential Index for Sports and Leisure Activity Participation for Big Sky Households





Park & Open Space Inventory

Parks

Big Sky has twenty-five parcels platted as “park” space, which comprise a total 184.5 acres. The park parcels range in size from 0.5 to 44.5 acres. Park parcels are mostly developed or partially developed, with only 10 percent of the acreage undeveloped.

It is noteworthy to mention that 100 percent of the park parcels are privately-owned. Neither Gallatin nor Madison County have retained ownership of those parcels. However, because they are platted as parks, the private owners cannot dispose of the parcels unless agreed upon by the adjacent property owners and with County Commission approval per MCA 7-16-2324.

Open Spaces

Parcels platted as “open space,” “common open space,” and “private open space” are the most common in Big Sky, comprising of 3,250 acres. The parcels range in size from 0.1 to 165 acres in size. As consistent with the open space definition, only 34 percent of the acreage has limited development and amenities.

All of the open space parcels are currently privately-owned. Open space can have public access through an easement or dedication, or they may have no public access at all.

Figures 11, 12 and 13 display Big Sky’s park and open space inventory within the Canyon, Meadow and Mountain areas. Refer to Table 2-3

Figure 11: Parks & Open Space (Canyon)



Figure 12: Parks & Open Space (Meadow)

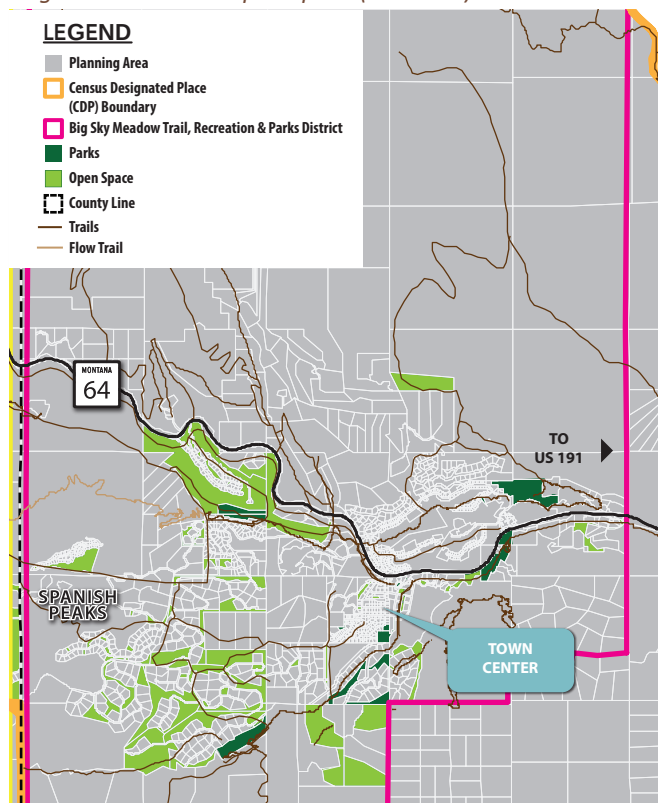


Figure 13: Open Space (Mountain)

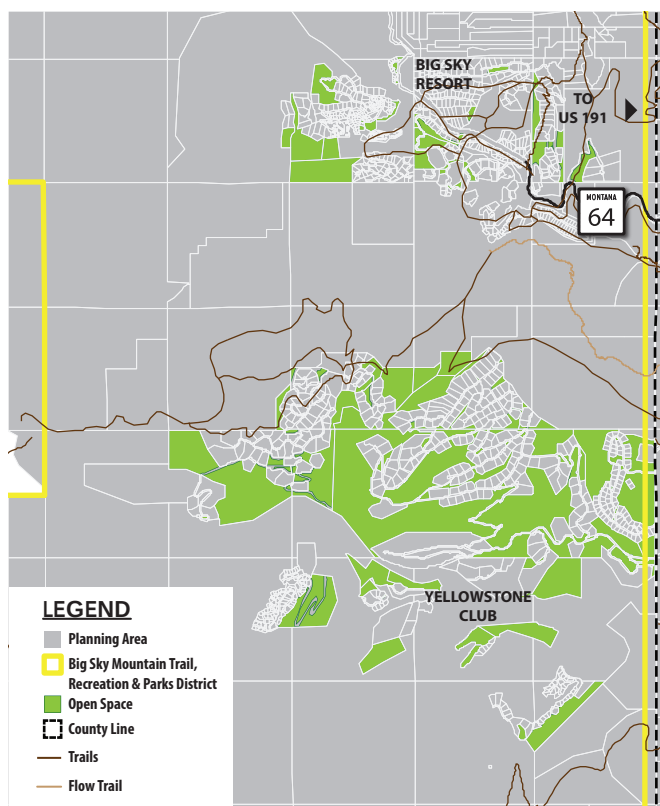


Table 2-1: Existing Park Assets

Asset	Park Parcels	School District	Total Asset(s)
Pedestrian Bridge	1	0	1
Basketball Court	1.5	0	1.5
Shelter	3	0	3
Signage	1	0	1
Plaza	1	0	1
Dog Area	2	0	2
Tennis Court	5	2	7
Softball Field	2	0	2
Skatepark	1	0	1
Climbing Wall	4	0	4
Parking Lots	6	0	6
Athletic Field	2	1	3
Playground	3	1	4
Restrooms	3	0	3
Pavillion	2	0	2
Seasonal Outdoor Ice Rink	1	0	1
Golf Course	3	0	3
Benches	2	0	2
Total	43.5	4	47.5

and the Appendix for a full list of park and open space parcels.

The park system contains various traditional assets, which are primarily located at “Community Park” and in the Canyon area. During the evaluation of the inventory, the publicly accessed outdoor assets at the school were included. Refer to Table 2-1 for list of existing park assets.

Classification of Park and Open Space Lands

Parks and open spaces are classified for purposes of defining use and associated size requirements. Note that the acreage amounts listed here are only a guideline and can vary per classification. Use should be the primary factor in determining the classification. Classifications can also be helpful in defining development standards and total cost of ownership for maintenance and operational aspects of a community’s system. Twelve classifications are provided, although Big Sky only currently has six classification types in its inventory, which are identified by an asterisk (*).

Mini Park*

A mini-park is also called a pocket park or plaza. The function of these parks is very site specific and are used to address limited or isolated recreational needs. They are generally less than one acre in size and serve a small area of one-eighths to a quarter of a mile or less or are part of a separate destination feature.



Neighborhood Park*

Neighborhood parks are the most common type of park in Montana. Neighborhood parks are generally established through Montana's Park Land Dedication statute. Neighborhood parks are established for both active and passive activities, serving the recreational and social focus of a subdivision or neighborhood. A neighborhood park varies between 1 acre to 10 acres in size, although 3-5 acres is generally recommended as a minimum size to serve the purpose of this type of park. Neighborhood parks tend to serve a larger radius of one-half mile or a five-minute walk from the park.

Community Park*

Community parks serve a community-wide need with multiple amenities and often contain both active and passive recreational activities. A community park may also encompass unique land or water features and contain undeveloped areas. Community parks draw users from beyond the surrounding neighborhood, so parking lots and restrooms are often present. Community parks range in size from 10 acres to 50 acres, depending on the types of environment present on the site.

Regional Park

Regional parks are very large, comprising typically over 50 acres. Amenities serve a community need, but may also draw tourists and visitors from other communities. Regional parks often have both active and passive recreation areas. An example of this park type is Gallatin County's Regional Park, located in Bozeman.

Sports Complex

A sports complex consists primarily of active recreational fields or courts. Supporting amenities usually include off-site parking, concessions and spectator seating. A sports complex often has specialty lighting and signage to extend the hours of use. There is no acreage requirement or service area.

Special Use Park*

These lands are often focused on single-purpose use. Historic sites, golf courses and cemeteries are examples of special use parks.

Natural Resource Areas*

These are lands set aside for preservation of significant natural resources, remnant landscapes, open space and visual/aesthetic buffering. Natural resource areas may provide passive facilities at a level that continues to preserve the resource itself. It usually includes parcels with steep slopes, drainage ways, ravines, surface water management and utility easements. Riparian areas, floodplains and wetlands are often included in this category.

Greenways*

Greenways are linear parks or corridors that provide key connectivity to form a continuous park or trail system. Greenways are usually defined through a specific use, rather than a land type. Greenways are usually between 25 feet and 30 feet wide at a minimum.



Boulevards, Medians, Roundabouts and Traffic Islands

These facilities are generally located within a road right-of-way and should not be utilized to satisfy park land dedication requirements. These facilities are functions of the road system, although it is common in many communities that the parks department maintains these facilities.

School Park

A school park is located on property owned by a school district. It may encompass recreational items such as ball courts and fields, playgrounds and unprogrammed open space. These facilities are generally open to the public during non-school hours, but the facilities are maintained by the school district.

Table 2-2: Characteristics of Typical Park Classifications

Classification	Typical Acreage	Typical Uses/Assets	Typical Service Area	Typical Length of Stay	Construction Cost Ranges (does not include land acquisition)
Mini-Park	0.5 - < 1 Acre	Small event space, plazas, public art, accessible, bench seating, enhanced landscaping	1/8 to ¼ mile	Less than 1 hour	\$400,000 - \$800,000
Neighborhood Park	1 – 10 Acres (85% active/15% passive)	Playgrounds, unprogrammed, flat open space (lawns), perimeter sidewalks, individual picnic shelters/tables, accessible, one sport court, boulevard trees, irrigation	½ mile or 5-10 minute walk	1 hour or less	\$500,000 - \$5,000,000
Community Park	10-50 Acres (65% active/35% passive)	Signature amenities: sport fields and courts, large picnic shelters, community playgrounds, public restrooms and drinking fountain, ADA compliant, off-street parking, dog parks, security lighting	1-3 miles	2 – 3 hours	\$5,000,000 - \$50,000,000
Regional Park	> 50 Acres (up to 50% active/50% passive)	Multiple signature amenities: revenue generating assets, pools/aquatics, zoos, camping, extreme sports, regional playground, sports complex, concessions, public restrooms, recreation center, etc.	> 3 miles	All day	\$50,000,000 +
Sports Complex	> 40 acres (95% active/5% passive)	Multi-purpose fields and courts, spectator seating, scoreboards, amplified sound, public restrooms and drinking fountains, concession facility, specialty lighting and off-street parking	N/A	2 – 3 hours to all day	
Special Use Park	Depends on the facility	Historic/cultural/social sites, arboretums, golf courses, indoor recreation facilities, aquatic parks, extreme sports parks, disk golf, community centers, off street parking, etc.	Depends on the facility	Varies	
Natural Resource Area	Varies	Undeveloped areas containing natural vegetation, topography and hydrologic features, wildlife corridors, utility easements, etc. Trailheads and trail corridors (paved or unpaved) and vault toilets in addition to interpretative and wayfinding signage	N/A	Varies	
Greenways	25 feet wide (30 feet preferred)	Multi-use trails (8-foot wide minimum, 10 feet wide preferred), sidewalks (5-foot wide minimum, 6-foot wide preferred), multiple surface types, natural or irrigated vegetation, watercourse setbacks, trailheads, wayfinding signage	Connects neighborhoods, parks, facilities and natural areas	Varies	
Boulevards, Medians, Roundabouts, Traffic Islands	Less than 1500 SF, boulevards <10 feet or > 5 feet	Usually not part of the parks system, serves as a function of the transportation network, but often maintained by a park agency. Landscaping: boulevard trees, woody shrubs, irrigation	N/A	Less than 10 seconds	
School Park	>1/2 acre to 5 acres	Playgrounds, ball courts, unprogrammed open space, backstop	½ mile	Less than 1 hour	



Table 2-3: List of Park Parcels

Parcel ID	Park Name/ Subdivision	Park Classification	Size (Acres)	Existing Amenities	Development Level	Plat Type
06033801203256500	Big Sky Town Center	Mini-Park	0.56	Shelter, Benches, Sidewalks, Restrooms, Landscape, Signage, Plaza, Open Space	Developed	Park
06033802142396500	South Fork Subdivision	Neighborhood Park	1.71	None	Undeveloped	Park
06042734474306500	Aspen Groves Subdivision	Mini-Park	0.57	None	Undeveloped	Park
06042734105336500	Antler Ridge Subdivision	Natural Resource Area	13.54	Native Trail, Bridge Crossing	Partially-Developed	Park
06033908103016500	Ramshorn View Estates Subdivision	Neighborhood Park	6.48	Basketball Court (.5), Stormwater Management, Unprogrammed Open Space	Partially-Developed	Park
06033908402776500	Ramshorn View Estates Subdivision	Greenway	0.08	None	Undeveloped	Park
06033908402766500	Ramshorn View Estates Subdivision	Greenway	0.13	None	Undeveloped	Park
06033908402726500	Ramshorn View Estates Subdivision	Mini-Park	0.90	Dog Area, Playground (1), Picnic Tables, Benches, Open Space	Developed	Park
06042736402086500	Minor Subdivision 312	Community Park	16.72	Asphalt Road	Partially-Developed	Park
06033802417016500	Firelight Subdivision	Natural Resource Area	13.41	None	Partially-Developed	Park
06042734476076500	Aspen Groves Subdivision	Natural Resource Area	8.09	Native Trail, Bridge Crossing	Partially-Developed	Park
06033802425126500	Firelight Subdivision	Natural Resource Area	15.75	Asphalt Road	Partially-Developed	Park
06033908105576500	Ramshorn View Estates Subdivision	Mini-Park	0.46	None	Undeveloped	Park
06033801212206500	Big Sky Town Center	Neighborhood Park	6.50	None	Undeveloped	Park
06033908105706500	Ramshorn View Estates Subdivision	Neighborhood Park	6.65	Dog Area, Tennis (1)	Partially-Developed	Park
06033920101516500	Rimrock Meadows Subdivision	Neighborhood Park	1.16	Stormwater Management	Partially-Developed	Park



06033802101076500	South Fork Subdivision	Neighborhood Park	1.00	Gravel Drive/Parking	Partially-Developed	Park
06033802102316500	South Fork Subdivision	Greenway	0.10	None	Undeveloped	Park
06042831205160000	Community Park	Community Park	44.59	Tennis (4), Softball (2), Athletic Fields, Basketball Court, Skatepark, Climbing Walls, Trails, Signage, Parking, Playgrounds, Restrooms, Shelters, Pavillion, Disc Golf	Developed	Parcel
06033810120010000	Ousel Falls Park	Community Park	29.52	Restrooms, Gravel Trail, Signage, Parking	Developed	Parcel
06042736402560000	Kircher Park	Neighborhood Park	6.97	Asphalt And Gravel Trails, Bridge Crossing	Partially-Developed	Parcel
06042736103310000	Crail Ranch Historic Site	Special Use Park	1.00	Historic Crail Ranch	Developed	Parcel
06033917410016500	Beaver Creek	Neighborhood Park	7.75	2-Track Road	Undeveloped	Park
06033917410016500	Beaver Creek	Neighborhood Park	0.87	None	Undeveloped	Park

Table 2-4: Acreage by Type and County

County	Plat Type	Total Acres
Madison County	Open Space	2,131.17
Gallatin County	Open Space	1,122.88
Gallatin County	Park	184.51



Statutes, Regulations & Adopted Plans

Introduction

This section summarizes the statutes and regulations that affect the acquisition and management of parks and open spaces. The full text of the statutes and plans are available on-line. Statutes, Regulations and Adopted Plans outline the legal framework for the acquisition, development and management of parks and open spaces.

State Statutes

Montana Code Annotated 76-3-621

Park Dedication Requirement

The park dedication requirement statute is the foundation for the establishment of neighborhood parks in Montana. The requirements are based upon the premise of subdividing real property, primarily when more than five lots are established. The section outlines the requirements of land dedication or cash contribution. Many local governments often integrate this entire section into their subdivision or development regulations. However, many local governments, exercising their rights provided under statute, provide additional clarification as to the statute for the requirements of land dedication or cash contribution.

Montana Code Annotated 76-6 et. seq.

Open Space Land & Voluntary Conservation Easement Act

This chapter defines the term “open space,” which is utilized in many local government regulations. This section defines the criteria for open space and conservation easements, in addition to the procedural rules for the Clerk and Recorder

and tax assessments. The chapter identifies the role of easements, public access, planning commission responsibilities and enforcement procedures.

Montana Code Annotated 7-16-2324

Sale or Exchange of Park Lands

This section outlines the requirements for the sale, lease or exchange of dedicated park lands. Any revenues from the sale, exchange or disposal of lands dedicated to public use must be paid into the County’s park fund in a similar manner for cash received in lieu of dedication.

Montana Code Annotated 70-16-3

Recreational Use Statute

This statute defines recreational purposes and the restriction on liability for a land owner. A person who uses property, including property owned or leased by a public entity, for recreational purposes, with or without permission, does so without any assurance from the landowner that the property is safe for any purpose if the person does not give a valuable consideration to the landowner in exchange for the recreational use of the property.

LINKS TO CODES & STATUTES

Montana Code Annotated

<http://leg.mt.gov/bills/mca/index.html>

Gallatin County Subdivision Regulations

http://gallatincomt.virtualltownhall.net/Public_Documents/gallatincomt_plandept/1SUBDIVISION/REGS/subregs

Gallatin Canyon/Big Sky Zoning Regulations

http://gallatincomt.virtualltownhall.net/Public_Documents/gallatincomt_plandept/1zoning/districts/zd

Gallatin County Growth Policy

http://gallatincomt.virtualltownhall.net/Public_Documents/gallatincomt_plandept/Plans&Policies/P&P

Madison County Subdivision Regulations & County Growth Policy

<http://madisoncountymt.gov/314/Planning-Office-Publications>



County Subdivision & Zoning Regulations

Gallatin County Subdivision Regulations (2014)

Section 6: Design and Improvement Standards, General, Subsection G. Park Requirements

These regulations generally follow State Statute for park dedication requirements. Subsection H, Trail Corridors, allows for trail corridors within a publicly dedicated right-of-way with a minimum 25-foot width. However, the requirement also allows right-of-way dedication to count towards the park land dedication requirement.

The County is encouraging subdividers to dedicate privately-owned parks or open space to serve their developments. In many cases, the open space is required to have public access, which is indicated on the plat as a certificate of dedication. However, in the Big Sky area, open space lands are both publicly accessible and non-publicly accessible. If a property is platted as a “private park,” it implies that public access is granted whether specifically stated or not.

The County has not been encouraging the application of cash-in-lieu funds from the Big Sky area, as allowed by Montana Statute, because the County has not defined a geographic reasonable proximity for those funds prior to this document. Adoption of this document would provide the framework to accept cash-in-lieu contributions.

Gallatin Canyon/Big Sky Zoning Regulations (2016)

Sections 27-30: Community/Resource Districts

Section 27 Community Facilities Zoning District provides for public or semi-public community facilities, and includes cemeteries, open space, parks, playgrounds and play fields, picnic area, tennis courts and non-motorized trails among other utilitarian uses.

Section 28 Community Recreation Zoning District provides for public or private recreation lands, including golf courses, open space, information centers, parks, picnic areas and non-motorized trails. Conditional uses include community buildings, swimming pools, and planned unit developments.

Section 29 Open Space Preserve Zoning District is to provide for the preservation of the environmental quality, wildlife habitat and undeveloped character of designated open space lands. Agricultural activities are permitted in addition to recreational trails for non-motorized use. It should be noted that a parcel can be platted as open space, it may not necessarily be zoned as open space preserve.

Section 30 Public Lands Zoning District is to provide for lands which are in public ownership and to provide for the preservation of the environmental quality, wildlife habitat and undeveloped character.

Many of parcels dedicated as private park or open space are zoned under other designations, that most commonly reflect the zoning adjacent to the parcel.



Madison County Subdivision Regulations (2015)

IV-A. General Standards

17. Parkland

The provisions of this section generally follow State Statute for Parkland Dedication. Madison County places high value on dedicating open space lands to provide long-term protection of critical wildlife habitat; cultural, historical or natural resources; agricultural interests of aesthetic value. Madison County does not differentiate the terms parks versus open space. Since the State Statute definition for open space includes “lands preserved for parks and recreation,” Madison County utilizes the term open space on subdivision plats. They rely on the statute that allows the governing body to waive park dedication if additional land is set aside for purposes afforded by open space designation.

County Growth Policies

Gallatin County Growth Policy (2003)

Chapter 3: County-Wide Goals and Policies

3.6 Open Space

The Gallatin County Growth Policy states as its first goal for open space to “conserve open space.” Policies encourage development to conserve and preserve open space by encouraging development to comply with plans for parks, recreation, open space and trails. The policy also supports the dedication of parks, recreation, open space and trails that are adjacent to or continuations of existing or planned parks, recreation, open space, trails, public lands and riparian areas.

The policy also encourages private ownership (such as homeowners’ associations) and private maintenance of areas conserved or dedicated as parks, recreation open space and trail area(s).

3.13 Local Services

To provide for local services and public facilities. The policy is to encourage development to comply with plans for parks, recreation, open space and trails.

Chapter 6. Incentive Programs

6.3 Open Space Bond Funds

The Open Space Bond fund was established for preserving open space in Gallatin County by purchasing land and conservation easements from willing landowners for the following purposes: managing growth, preserving ranches and farms, protecting wildlife habitat and water quality of streams and rivers, and providing parks and recreation areas. The Gallatin County Open Lands Board established a process for the distribution of the funds.

6.4 County Participation Incentive Programs

In exchange for preservation in perpetuity of significant land, or public access to open space or land designated as open space more than requirements, the County Participation Incentive Program provides an opportunity for infrastructure cost sharing, waiving certain impact fees, waiving certain regulations and providing county support on grant or loan applications. This same incentive also applies to extended neighborhood infrastructure that includes park development.



Chapter 8: Infrastructure Strategies

8.6 Parks, Recreation, Open Space and Trails

Gallatin County does not develop or maintain parks, recreation open space or trails for public use. The current policy is to require private organizations to develop or maintain these facilities. The private organizations are eligible to apply for a share of park fund monies (received as cash-in-lieu of park land dedication) to help support the development or maintenance of their facility.

Madison County Growth Policy (2012)

1.3 Guiding Principles

Guiding principle two reflects the protection of river corridors. This requires attention to environmental, public health and safety, recreation and aesthetic concerns.

Under Land Use, the policy recommends locating and designing developments in ways that preserve open space.

1.6 and 3.5 Shared Community Values

Development should enhance or support the values that apply to this plan.

Open Space: an area of land that is valued for natural processes and wildlife, for agriculture, for active and passive recreation and/or for providing other public benefits.

Natural Beauty: Those qualities of the landscape which appeal to all our senses, but particularly the visual and experiential. In general the term 'natural beauty' is simply interpreted as what people see, experience and enjoy as they react to surroundings unaffected by man.

Viewshed: The landscape visible from a particular viewpoint, with emphasis on the natural environment.

Outdoor Recreation and Public Land Access: Diversity of outdoor activities in settings that are easily accessible.

4.18 Recreation (districts, facilities, public lands)

Madison County has three recreation districts, including the Big Sky Mountain Trails, Recreation and Parks Special District. Local civic, cultural and recreation groups have developed public-use facilities, including parks, trails and museums. State and federal agencies maintain fishing access sites, campgrounds, parking areas, trails and roads on their property.

County Special Districts

Special Districts are authorized under Montana Code Annotated 7-11-1001 through 7-11-1029, a local government as the authority to create a special district for various purposes. The Big Sky area encompasses two districts whose purposes are for trails, recreation and parks. Two districts are required because the area encompasses two county jurisdictions. Both districts are administered through an Interlocal Agreement between Gallatin and Madison Counties through a joint board of citizens from each district. This section discusses each district and the joint board.



Big Sky Meadow Trails, Recreation & Parks Special District (2011)

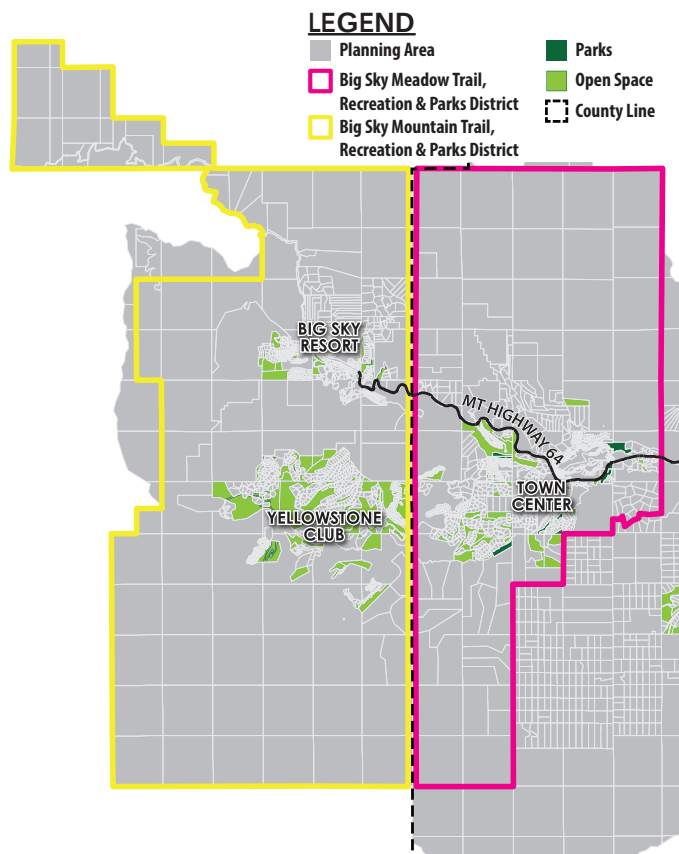
On July 26, 2011, by Resolution 2011-061, the Board of County Commissioners of Gallatin County created the Big Sky Meadow Trails, Recreation and Parks Special District.

The necessity and purpose for the District is that “the area around Big Sky Ski Mountain, and the greater Big Sky Resort area consists of several large entities who own large tracts of land and developments, as well as many individual and smaller tracts belonging to homeowners and businesses. These collective landowners hold property and businesses in either Gallatin or Madison County, or both.” The District allows these various people and entities to work collectively to create trails, recreation opportunities and parks for the greater enjoyment of the residents of the Big Sky community, and all visitors to the Big Sky area.

The intention of the County was that this special district is created contemporaneously with (or nearly contemporaneously with) a similar district covering the Madison County portion of the Big Sky area, and that the two districts will be managed and governed through an Interlocal Agreement entered between the County Commissions of Gallatin and Madison Counties.

The intention of the Big Sky Meadow Trails, Recreation and Parks Special District is that it is a self-funded district. Alternatively, MCA provides for the process to implement assessments or fees to cover costs and expenses. The application of assessments or fees would require additional notice and a resolution as provided in MCA. The revenues can be dedicated to the creation and

Figure 14: Park Districts' Boundaries



implementation of recreation programs, and for the creation, acquisition, establishment, operation, improvement and maintenance of parks, trails, and recreation in the greater Big Sky area. This includes but is not limited to parks, playgrounds, athletic facilities, ball fields, trails, rest rooms, picnic shelters and camp grounds.

Working in conjunction with the Big Sky Mountain Parks, Trails and Recreation Special District, the Big Sky Meadow Trails, Recreation and Parks Special District may raise funds and administer those funds to create, maintain, establish and improve a usable, functioning and vibrant trails, recreation and parks special district in the Big Sky area.



Big Sky Mountain Trails, Recreation & Parks Special District (2011 & 2012)

On October 18, 2011, the Madison County Commissioners passed Resolution 37-2011 to create The Big Sky Mountain Trails, Recreation & Parks Special District. On January 31, 2012, the Madison County Commission passed resolution 3-2012 to affirm the previous resolution and to allow the entrance into an interlocal agreement with Gallatin County. The 2012 resolution also expanded the boundaries of the District in Madison County.

The necessity and purpose for the District is that “The greater Big Sky area is made up of several large entities owning large tracts of land and developments, as well as many individual and smaller tracts belong to homeowners and businesses. These collective landowners hold property and businesses in either Gallatin or Madison County, or both. It is necessary to allow these various people and entities to work collectively to create a community trails, recreation and parks special district for the greater enjoyment of the residents of the Big Sky community, and all visitors to the Big Sky area.”

The intention is that the district be self-funded through grants, gifts, donations or rental or user fees and that any budget shall not exceed revenues from those sources. However, the resolution acknowledges that pursuant to Montana Code Annotated for the potential of the imposition of assessment or fees through following the requirements of state statute.

Big Sky Trails, Recreation and Parks District Board

On February 7, 2012, an Interlocal Agreement between Gallatin County and Madison County established joint administration of the Trails, Recreation and Parks Special Districts. The Interlocal Agreement has a duration of ten (10) years, unless terminated by mutual consent of both parties. The board operates under the provisions of the Interlocal Agreement, along with Bylaws adopted by the Board and both Counties. While the powers of the board are outlined the Interlocal Agreement, the ultimate authority of the Districts lies with the elected officials (County Commissioners) for each County.

According to the Bylaws, regular meetings will be held at least quarterly in the months of March, June, September and December of each year, or more often at the discretion of the Board. The budget and fiscal year begins on July 1. The Board is responsible for considering, approving and presenting for the consideration of both County Commissions, a preliminary budget on the time line required by the County Commissions.

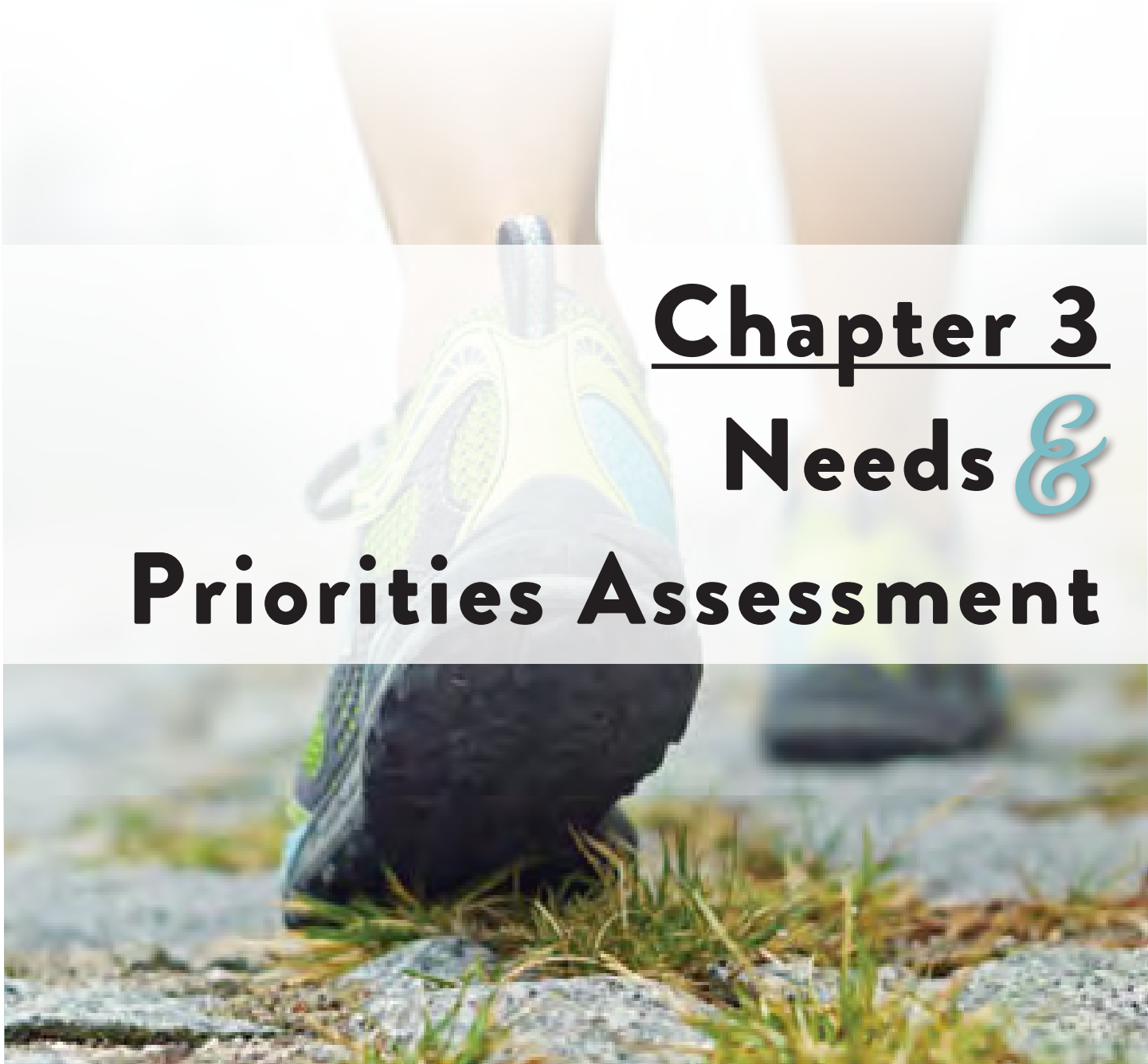
The Board may exercise only the specific powers and duties:

1. Implement a program and order improvements for the special district designed to fulfill the purposes of the special district;
2. Administer the budget of the special district;
3. Employ personnel;



4. Purchase, rent or lease equipment, personal property and material necessary to develop and implement an effective program;
5. Cooperate or contract with any corporation, association, individual or group of individuals, including any agency of federal, state or local government in order to develop and implement an effective program;
6. Receive gifts, grants or donations for the purpose of advancing the program and by gift, deed, devise, or purchase, acquire land, facilities, buildings and material necessary to implement the purposes of the special district;
7. Construct and maintain facilities and buildings necessary to accomplish the purposes of the special district; and
8. Submit an annual budget and work plans to the Counties for review and approval.

The Board has five members, with two members appointed by the Gallatin County Commission, two members appointed by the Madison County Commission and one member approved by either County Commissions.

A photograph of a person's legs and feet in running shoes, captured from a low angle. The person is wearing grey and yellow running shoes with black soles. They are standing on a rocky, uneven path with some green grass. The background is blurred, showing more of the path and the other leg in a similar shoe.

Chapter 3 **Needs &** **Priorities Assessment**



Public Engagement & Participation

Volunteer Advisory Committee

A volunteer advisory committee (VAC) was utilized in the planning processes to guide the plan's development through the lens of several different stakeholders. The committee members represented a cross-section of stakeholders from both the public and private sector, including:

Big Sky School District	Lone Mountain Land Company
Big Sky Resort	Big Sky Sotheby's
Big Sky Discovery Academy	Gallatin County
Yellowstone Club Community Foundation	Big Sky Town Center
Big Sky Real Estate Company	Big Sky Chamber of Commerce
Big Sky Trails, Recreation & Parks Board	Big Sky Owner's Association
Big Sky Medical Center	United States Forest Service, Bozeman Ranger District

Madison County

The VAC met with the consultants to help identify issues and trends and to formulate recommendations that consider existing conditions, community desires, resource needs and available human and fiscal resources.

The VAC participated in six committee meetings throughout the duration of this planning process. Each meeting focused on specific topics that included an introduction to the topic and a group discussion or activity that helped to drive the outcomes formulated in this plan.

- Meeting #1: Logistics, Typical Park Plan Elements, Focus Group Results and SOAR Activity

- Meeting #2: SOAR and Visioning Exercise, Activities Inventory, Demographics and Parks and Open Space Inventory
- Meeting #3: Policy and Regulatory Framework, Peer Community Presentation, Community-wide Survey Question Development
- Meeting #4: Town Hall Meeting Results, Parks vs Open Space: Defined, Operations & Management and Identifying Areas of Consideration & Recommendations
- Meeting #5: Community Survey Assessment Results, Implementation Strategies and Plan Outline
- Meeting #6: Draft Plan Review Comments, Prioritizing Recommendations and Plan Adoption Procedures

The committee utilized an appreciative planning process, a proactive, strengths-based approach that focuses on finding solutions and common ground for all involved. This approach suits the Big Sky community particularly well because of the success surrounding the existing parks and opens spaces, even in absence of a comprehensive plan.



PARKS & OPEN SPACE VISION

Big Sky celebrates the value of its ecosystem which contributes to the sense of community that is fueled by sustainable partnerships that empower people to engage in the environment through recreation and the arts.

SOAR Analysis Introduction

A strengths, opportunities, aspirations, results (S.O.A.R.) analysis is a strategic planning tool that helps groups to focus their energy on current strengths and vision of the future for developing strategic goals. This method focuses on what is done well rather than concentrating on perceived threats and/or weaknesses. The VAC completed an exercise to identify the strengths, opportunities, aspirations and results related to the parks and open space system at Big Sky. They also developed a vision for the park and open space system (see above).

Strengths

These are proactive statements centered on the values, activities and perceptions of the things that are already currently working well in Big Sky. These statements reflect the items that people feel should continue, and the skill sets that the community already utilizes well.

Opportunities

The opportunity statements identify the “asks” of the community, while beginning to explore the partnerships that can be utilized to achieve those requests. Many community members already visualize opportunities for Big Sky, and stating those opportunities is an affirmation of the potential outcomes from the plan.

Aspirations

This section highlights the values of the community and the aspirations that the community is passionate about. Aspirations reflect the community, both present and future, and the futuristic endeavors to be attained.

Results

Considering the community’s strengths, opportunities and aspirations, the results column indicates the meaningful measures that indicate that the community is on track to achieving the stated goals.



Figure 15: SOAR Analysis Results

Strengths

- Existing environment is conducive to recreation
- Users of the system are naturally outdoors and recreationally orientated
- A privately-owned system can be dynamic and adaptable to quickly changing conditions
- Community steps forward with volunteerism and support
- Four season recreational opportunities
- Adjacency to the National Forest and proximity to Yellowstone National Park
- Scenic views and experiences

Opportunities

- Need for connectivity and safe passageways
- Ability to act on opportunities: “ready to act”
- Provide more amenities at the parks and open spaces
- Establish a reliable funding stream to acquire, construct and maintain publicly accessible lands
- Consolidation of management of parks and open spaces
- Ability to provide outreach and educational messaging
- Broaden the volunteer base by conveying a clear purpose and need

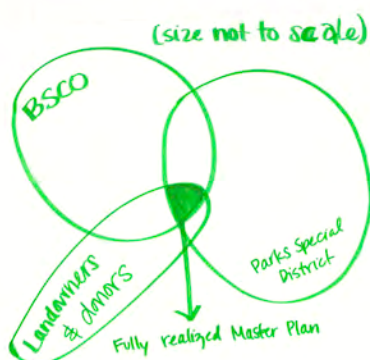
Aspirations

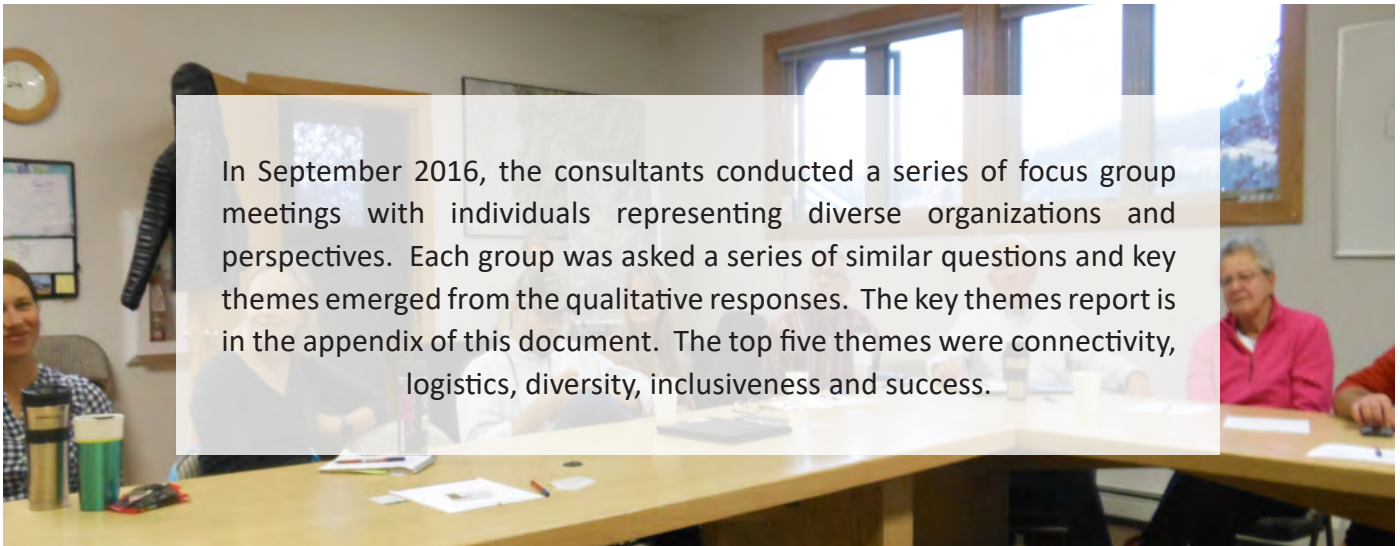
- Protection of resources
- Healthy lifestyles
- Conservation and preservation of the natural environment
- Providing an appropriate level of development
- Securing long-term, reliable funding
- Transmit the values of the parks and open spaces to the next generation
- Build a multi-generational recreation center

Results

- Long-term, reliable funding is in-place
- People are engaged and are willing to volunteer
- The parks and open spaces are being used
- Grassroots support is expressed and utilized
- Environment is cared for by its users
- Key assets/corridors are identified and secured by acquisition or easements
- Attraction of like-minded residents and visitors
- Family destination

Figure 16: “Preferred Future” Vision Drawings



A group of people are seated around a large, light-colored wooden conference table in a well-lit room. In the foreground, a woman with dark hair is partially visible on the left, looking towards the camera. Further down the table, several other individuals are seated, some looking towards the camera and others looking away. The room has large windows in the background, letting in bright natural light. On the table, there are various items including a silver and black thermos, a green cup, papers, and pens. A semi-transparent white rectangular box is overlaid in the center of the image, containing a paragraph of text.

In September 2016, the consultants conducted a series of focus group meetings with individuals representing diverse organizations and perspectives. Each group was asked a series of similar questions and key themes emerged from the qualitative responses. The key themes report is in the appendix of this document. The top five themes were connectivity, logistics, diversity, inclusiveness and success.

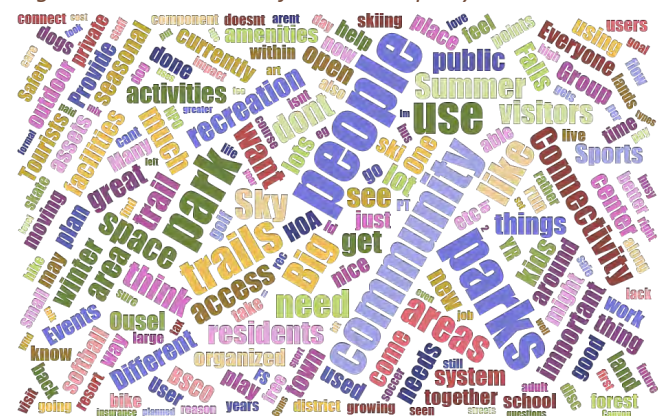
Connectivity

Logistics

Diversity

Inclusiveness

Figure 17: Word Cloud of Focus Group Key Themes



spaces. Community events attract a diverse population, and people liked that diversity. Many felt that the community parks system should provide “a little something for everyone.”

Success

Big Sky has been able to utilize its homeowner associations and non-profit organizations to manage parks and open spaces. This non-governmental entity model certainly has merit. People appreciate and acknowledge the efforts of all parties maintaining and managing lands. The only shortcoming to the current model is a lack of continuity throughout the system and unreliable funding to make future strategic investments.

Town Hall Meeting

A publicly advertised meeting was held on January 10, 2017 for purposes of soliciting public comments and suggestions on the parks and open space system in Big Sky. Participants separated into four small groups and were asked to respond to four questions.

For the first question, participants were generally asked to describe the ideal community parks and open space system in the year 2027. Connectivity between parks and destinations was discussed frequently. People wanted the community spaces to be dog friendly. People appreciated that their system was not artificial. The parks system should reinforce the organic or natural environment in which they reside. People also desired to have an indoor recreation center to fulfill recreational needs along with a system containing multiple destinations for varying experiential opportunities.

Below: Town Hall Meeting



The second question asked about missing amenities or areas of opportunity. Many cited the need for evening and night activities, along with family-friendly facilities and activities. Many felt that the cultural aspects could be improved such as the arts, educational programs and museums. Surprisingly, many felt that the winter activity offering could be expanded (off the mountain) to include sledding hills, ice activities, walking areas and ice castles.

The meeting presentation shared some of the findings to date. Participants were asked to share what information they found surprising

or what they learned from the meeting. People were surprised that none of the parks were owned by Gallatin or Madison County. Because many of the parks and open spaces require public access, they assumed that the lands were publicly owned. People were also surprised that their comments were not kid-focused. The offerings centered upon adult preferences, and they felt that more concentration on the needs of children may be missed.

Finally, participants shared their suggestions for the planning process. They recommended continual public input and visitor feedback. They felt strongly that improvements should strive to not compromise the natural state. They wanted to acknowledge a diverse type of users, such as young, old, mobility-impaired, etc. Finally, people were steadfast in wanting to make informed decisions and to have representatives and elected officials not be unduly influenced by politics and power.

Community Survey

The Big Sky Community Survey was administered online from February 25 to March 15, 2017. Email addresses were acquired from numerous organizations serving Big Sky. Over 1800 invitations were sent out to randomly selected addresses. Questionnaires were completed by 291 respondents, representing a gross overall response rate of 16 percent. The survey sample was classified into two groups: residents (including full and part-time residents, spending more than 6 months per year, but less than 12 months, in Big Sky), and investors (people who own residential property, but spend less than 6 months per year in Big Sky.)

Usage

Eighty percent of Big Sky's residents visit a park or open space one or more times per month, and about 70 percent of residents use the trails one or more times per month. Barriers to visiting these entities more often included uncontrollable factors such as time and weather. Factors that can be improved are not barriers to usage for large numbers of residents.

Households with children are utilizing the greatest number of recreational amenities, such as athletic fields, playgrounds, restrooms, ice rinks, climbing walls, and ball courts. Based upon widespread use and relatively low perceived condition, the top candidates for upgrades among existing amenities including, parking facilities, restrooms and the golf course.

Figure 18: Frequency of Visits to Parks, Open Space & Trails



Figure 19: Barriers to Visiting Parks, Open Space & Trails





Priorities for Recreational Options

Twenty-five different recreational options (including amenities/facilities, venues, and sports courts/fields) were identified and presented in a survey model that facilitates scaling of the priorities among this large number of options. Resident priorities reflect the relative perceptions of how each option meets their households' recreational needs; investor priorities are based on the relative perceptions of how each option enhances their property values.

The top amenities or elements that best meet recreational needs and enhance property values are walking and bicycling trails, a recreation center, an amphitheater and river access. Cross-county ski trails and mountain bike trails/flow trails also ranked high. Households with children also give high priority to a swimming pool.

Priorities for Facilities Improvement/Development

Thirteen potential strategies for development of new or improvements to existing recreational facilities were identified and presented for consideration. Respondents were asked to select their top 5 choices from this set.

Residents and investors shared many of the same priorities, but residents gave higher priority to options they might use, while investors tended to prioritize options that enhance the user's experience. Adding more miles to the existing trails system ranked as a high priority for both groups. However, residents prioritized a multi-generational recreation center and life-cycle replacement of amenities. Investors assigned higher priority to development of trailhead amenities and additional parks amenities. Two

features that ranked comparatively low in the survey but actually ranked high in the qualitative interviews: diversify experiences and include new dog parks (though these two options were included in the top 5 choices of about 25% of all survey respondents combined).

Figure 20: Facility/Amenity Usage over past 12 Months

Usage of Big Sky Recreational Facilities/Amenities: Usage over past 12 months

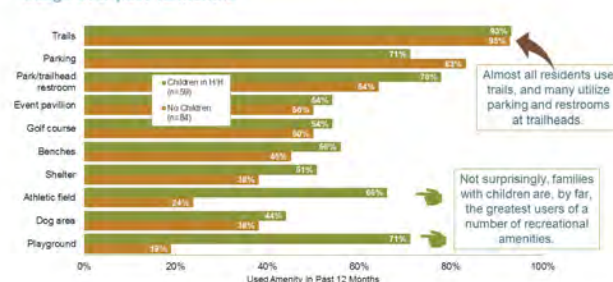


Figure 21: Priorities for Recreation Options - Residents

Priorities for Recreational Options: Residents – Option that best meets recreational needs



Figure 22: Priorities for Recreation Options - Investors

Priorities for Recreational Options: Investors – Option that best enhances property value





Funding and Administration

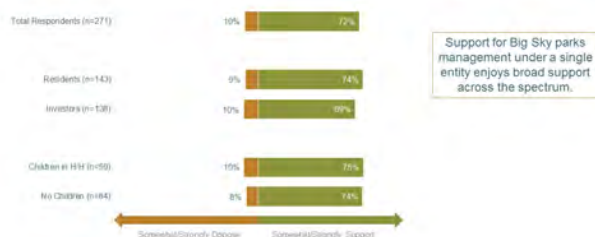
The survey evaluated the levels of support for parks funding and administrative options. On only one option was there a significant difference in support between residents and investors. Overall, almost 90% of those surveyed supported the allocation of resort tax revenue for parks and open space. Support for this option was observed for 92% of residents but only 84% of investors.

User or membership fees was the second most popular funding option, supported by 47% of residents and investors combined. The least popular funding options were a perpetual property tax levy for parks or an HOA assessment dedicated to parks. However, households with children were more supportive of property tax levies for parks funding, whether used to pay off bonds or as a general, perpetual tax.

Respondents generally support the requirement to have developers improve park lands to minimum standards. However, when faced with the concept that less land or money would be provided in exchange for improvements, the support drops from 70% to 40% among all survey respondents combined.

Figure 23: Single-managing Entity

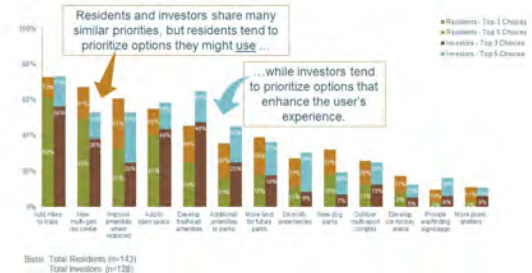
Support for Parks Funding and Administration: Support for consolidating public parks under a single Big Sky entity



Seventy-two percent of respondents supported consolidating the administration activities of parks and open spaces under a single entity.

Figure 24: Priorities for Facilities Improvement/Development

Priorities for Facilities Improvement/Development: Top ranked options (comparing residents to investors)



Priorities for Facilities Improvement/Development: Top ranked options (comparing presence/absence of children)

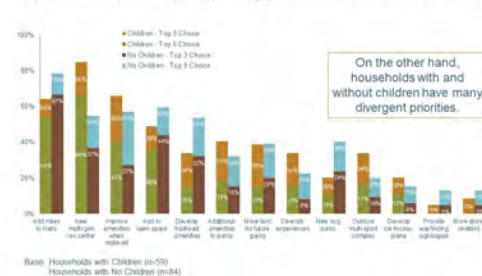


Figure 25: Funding & Administration Alternatives

Support for Parks Funding and Administration: Support for funding alternatives (residents compared to investors)

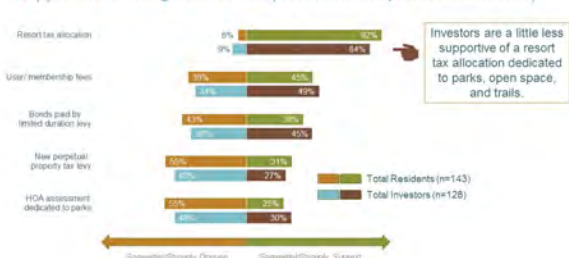
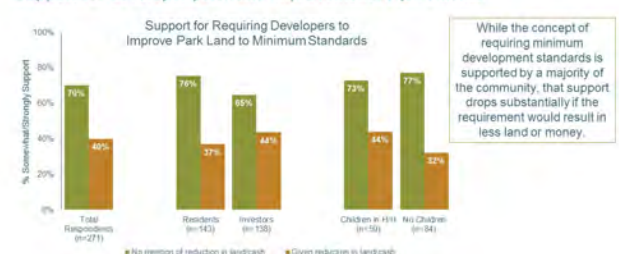


Figure 26: Developer Park Land Improvements

Support for Parks Funding and Administration: Support for developer park land improvement requirements





Level of Service

Introduction

The level of service analysis reviews the existing inventory of parks and park amenities in relation to the total population of the study area. The level of service (LOS) for park land is a ratio expressed in terms of acres per 1,000 residents. The analysis was used to assess if there are any deficiencies in the level of service of the current system, as well as to determine the prevailing needs that may arise in the future with population growth. The level of service also establishes a “baseline” (or standard) level of service for the community using several metrics, including acres per capita, facilities per capita, proximity, operating expenditures and operating expenditures per capita. The analysis identifies minimum quantities that are necessary to maintain these standards based upon projected population growth.

The National Recreation and Parks Association has developed level of service indicators based on a nation-wide metric. The results are not typically oriented towards the unique needs of smaller communities and recommend that communities define for themselves what level of service is desired. The volunteer advisory committee utilized the following recommendations based on the results of the community-wide survey, national standards and the standards from peer communities.

Case Studies of Peer Communities

“A standard for parks and recreation cannot be universal, nor can one city be compared with another even though they are similar in

“A standard for parks and recreation cannot be universal, nor can one city be compared with another even though they are similar in many respects” (Barth, 2016)

many respects” (Barth, 2016). However, peer communities can be used to help provide the framework to begin discussions regarding levels of service (or a platform to start the conversation). The volunteer advisory committee chose peer communities that had geographic and functional attributes similar to Big Sky. The communities selected were Crested Butte, Colorado and Whitefish, Montana. Additionally, “Class 2” Montana cities have been included in the Appendix to provide a more local perspective and comparison.

The peer community review explored the level of service provided by other similar communities to assist in the development of Big Sky’s own level of service recommendations. Although communities are unique, they provide useful insight to gauge existing levels of service within Big Sky. While population was a consideration in selecting peer communities, greater weight was placed on choosing peers that are geographically and functionally similar (e.g. mountain resort community).

The key points of peer review include parkland service levels (acreage per capita), management and governance and funding sources. The data used in the peer review comes from each community’s most recent park master plan.



Table 3-1: Peer Community Characteristics

Community	Population	Service Area (in square miles)	Primary Funding Source	Total Park Land (in acres)
Crested Butte	1,579	0.8	Taxes	28.62
Whitefish	7,073	11.8	Taxes	138.6
Big Sky	2,767	242.7	Grants & Donations	133.72

Crested Butte, Colorado

Crested Butte is a community of nearly 1,600 people. The community provides almost 30 acres of park land of varying types in addition to a 1-mile trail. Crested Butte has a traditional city management and governance structure, utilizing both a City Council and City Manager. The community has no parks board or advisory committees.

The community's Parks Department budget is nearly \$400,000 (FY2016), not including land transactions. Its primary source of funding for staffing and operations is the allocation of funds from the town's general fund (sales tax). Park maintenance comes from the same sales tax; however, 0.5% of the sales tax is specifically allocated to park capital and maintenance. The

Table 3-2: Crested Butte Level of Service

Park Classification	Acreage	Acreage Per Capita (per 1,000)
Pocket/ Neighborhood Park	1.62	1.09
Recreation Park	3.91	2.63
Regional Park	18.28	12.29
Greenway	4.81	3.23
TOTAL	28.62	19.24

Park Department utilizes grants to supplement programs and capital projects, but the grants are typically small.

Crested Butte offers programs mainly related to traditional and league-type sports, such as youth soccer, adult softball, youth baseball and ice hockey. These programs realize a 130 percent cost recovery through fees and earned revenues.

Like Big Sky, one of Crested Butte's key constraints is the limited space to either expand existing park assets and infrastructure or to develop new ones to better meet public need. Ninety-eight percent of Crested Butte is contained within a 78-block footprint, and much of the land outside of this footprint is topographically undesirable for development, environmentally sensitive, privately-owned (thereby too expensive), and is either open space or wetland, or National Forest land. Nonetheless, Crested Butte strives to meet community need by exploring adaptive reuse of existing facilities and land, with limited acquisition of new property when it is relevant and within the means of the community.

Whitefish, Montana

Whitefish is a community of over 7,000 people. It provides its citizens approximately 140 acres of park land of varying types in addition to a 12-mile long trail system. Like Crested Butte, Whitefish has a traditional city management and governance structure. Whitefish's City Council appoints a Park Board to oversee Park Department operations. Several city council-appointed advisory committees are used to provide the Park Board with additional guidance. The advisory committees include the Bike and Pedestrian Committee, Ice Rink Committee, and



Table 3-3: City of Whitefish Level of Service

Park Classification	Acreage	Acreage Per Capita (per 1,000)
Pocket Park	2.4	0.37
Neighborhood Park	17.4	2.70
Community Park	29.3	4.60
Linear Park	33.7	5.30
Sports Complex	47	7.39
Special Use Park	8.8	1.38
TOTAL	138.6	21.8

Tree Advisory Committee.

Whitefish's Parks and Recreation Department budget is nearly \$1.5 million, which does not include parkland acquisition and development. The primary source of funding for the department is the allocation of funds from the City's general fund (property taxes). One creative mechanism for revenue includes leasing land to a communication company for a cell tower.

A separate assessment (Parkland Acquisition and Development Fund) is a capital fund designed to accommodate parkland purchase and park improvements funded through contributions, grants, small allocations from impact fees, payments made in lieu of park land dedication and small allocations the from Resort Tax.

The resort tax allocates funds in an amount equal to 5% of the 2% resort tax revenues for the preceding fiscal year, and is used for bicycle paths and other park capital improvements. A Tax Increment Financing (TIF) District is also used to provide funds for parks located within the boundaries of the district. Whitefish offers several recreation and sports programs. These programs are self-sustaining, and the fees

charged cover the operations and maintenance of the facilities that they utilize.

Big Sky, Montana

Level of Service of Park by Classification

Big Sky's existing level of service is *48.3 acres per capita (per 1,000 residents)*. This LOS is significantly higher than the national average of 9.5 acres, City of Whitefish at 21.8 acres and City of Crested Butte at 19.24 acres per 1000 people. Recommendations for per capita service levels were developed using information gathered from the three focus groups, community-wide survey, national standards and the levels of the "peer" communities identified by the volunteer advisory committee (VAC).

Table 3-4: Big Sky's Current Level of Service

Park Classification	Acreage	Acreage Per Capita (per 1,000)
Mini-Parks	3.35	1.21
Neighborhood Parks	38.23	13.82
Community Parks	90.83	32.83
Greenways	0.31	0.11
Special Use Parks	1.00	0.36
TOTAL	133.72	48.33

Table 3-5: Big Sky's Recommended Level of Service

Park Classification	Acreage Per Capita (per 1,000)	Additional acreage needed based upon a projected population of 3,656 in 2027
Mini-Parks	1.25	1.22 acres
Neighborhood Parks	5.00	0 acres
Community Parks	20.00	0 acres
Greenways	4.00	14.31 acres
Special Use Parks	0.50	0.83 acres
TOTAL	30.75	



Neighborhood and Community Parks

Information from the focus groups and inventory indicated that the 44-acre Community Park is the only parcel within Big Sky that provides active, organized and unorganized programs, which results in high demand for its amenities. This high demand decreases the park amenities' lifespan and causes increased maintenance or replacement costs.

Relieving the increased pressure on Community Park can be achieved by developing the existing inventory within park system; therefore, no new acquisitions are necessary to maintain the desired level of service. In fact, there are 38.2 acres of existing, partially-developed and undeveloped neighborhood parks within the Ramshorn and South Fork subdivisions that can be developed. Development within these parks should provide amenities, such as unprogrammed open space, which can be used for many organized activities, play equipment, sports courts and shelters.

Mini Parks

The service level recommendation for mini-parks was increased to help address the system (proximity) gaps found in Big Sky. All of the park land in the study area is located on the Gallatin County side of Big Sky, of which, the majority is concentrated within the Canyon and Meadow. Developing existing parcels and acquiring new ones will help address proximity issues by providing recreation amenities within a 1/4-mile of residences. Based on the existing inventory, the ideal locations for Mini-Parks are in the Big Sky Resort area, Antler Ridge, the eastern areas of Spanish Peaks, Porcupine Park, Sweetgrass Hills and North Fork subdivisions. It should be recognized that there may be existing

open space areas within these subdivisions that can be developed to provide mini-park level of amenities.

Greenways

Greenway parks are also recommended to increase based on the need for connectivity within the community. Similar to the mini-parks, there are several open space areas that can be successfully used to provide connectivity throughout the area. Nonetheless, the recommendation for Greenways is to be aware of any twenty to thirty-foot wide (minimum), linear parcels that help to connect the existing park system together. Additionally, such property should be coordinated during any new subdivision review.

Level of Service of Park Assets

Table 3-6 represents the current service levels for park assets. Big Sky School District's outdoor inventory was included to prevent over-building the system. Recommended service levels were developed from qualitative community research (focus groups, town hall, etc.) and by modifying peer community data and national recommendations to suit the Big Sky community.

The recommendations are shown in Table 3-7. Currently, Big Sky meets the recommendation levels for outdoor amenities, except for baseball/softball diamonds. This reinforces the qualitative data gathered, which suggested that more ball diamonds were desired. The level of service analysis also indicates that the 10-year population projections will not negatively impact the existing inventory, except for disc golf courses and baseball/softball diamonds. However, many of the amenities within the Big



Table 3-6: Big Sky's Current Level of Service for Park Amenities

Outdoor Amenity	Current Inventory (per each)	LOS based upon current population (2,767; ACS 2015)		
Picnic Shelter	3	1	Shelter(s) per	922 people
Baseball/Softball Diamonds	2	1	Field(s) per	1,383 people
Rectangular Sports Field (Soccer, Lacrosse, etc.)	3	1	Field(s) per	922 people
Sports Courts	13.5	1	Court(s) per	204 people
Playgrounds	4	1	Site(s) per	691 people
Dog Park/Off-Leash Area	2	1	Site(s) per	1,383 people
Disc Golf Course	1	1	Site(s) per	2,767 people
Skate Park	1	1	Site(s) per	2,767 people
Ice Rink (outdoor)	1	1	Site(s) per	2,767 people
Climbing Wall	1	1	Site(s) per	2,767 people

Sky park system are concentrated within two areas of Big Sky, the Canyon area and Town Center. The recommendation for Mini-Parks will help to spread the amenities throughout the community. This analysis does not include other desired recreation amenities that currently do not exist, such as a multi-generational recreation center or pool.

Proximity Analysis

Another way to evaluate park needs is by considering park access. Park access can be measured in terms of the distance people must travel to reach a park. Fewer parks result in

Table 3-7: Big Sky's Recommended Levels of Service for Park Amenities

Outdoor Amenity	Recommended additional facilities needed in 2027, based upon population projection of 3,656	
Picnic Shelter	0	Shelter(s)
Baseball/Softball Diamonds	1	Field(s)
Rectangular Sports Field (Soccer, Lacrosse, etc.)	0	Field(s)
Sports Courts	0	Court(s)
Playgrounds	0	Site(s)
Dog Park/Off-Leash Area	0	Site(s)
Disc Golf Course	1	Site(s)
Skate Park	0	Site(s)
Ice Rink (outdoor)	0	Site(s)
Climbing Wall	0	Site(s)
Swimming Pool (outdoor)	1	Site(s)

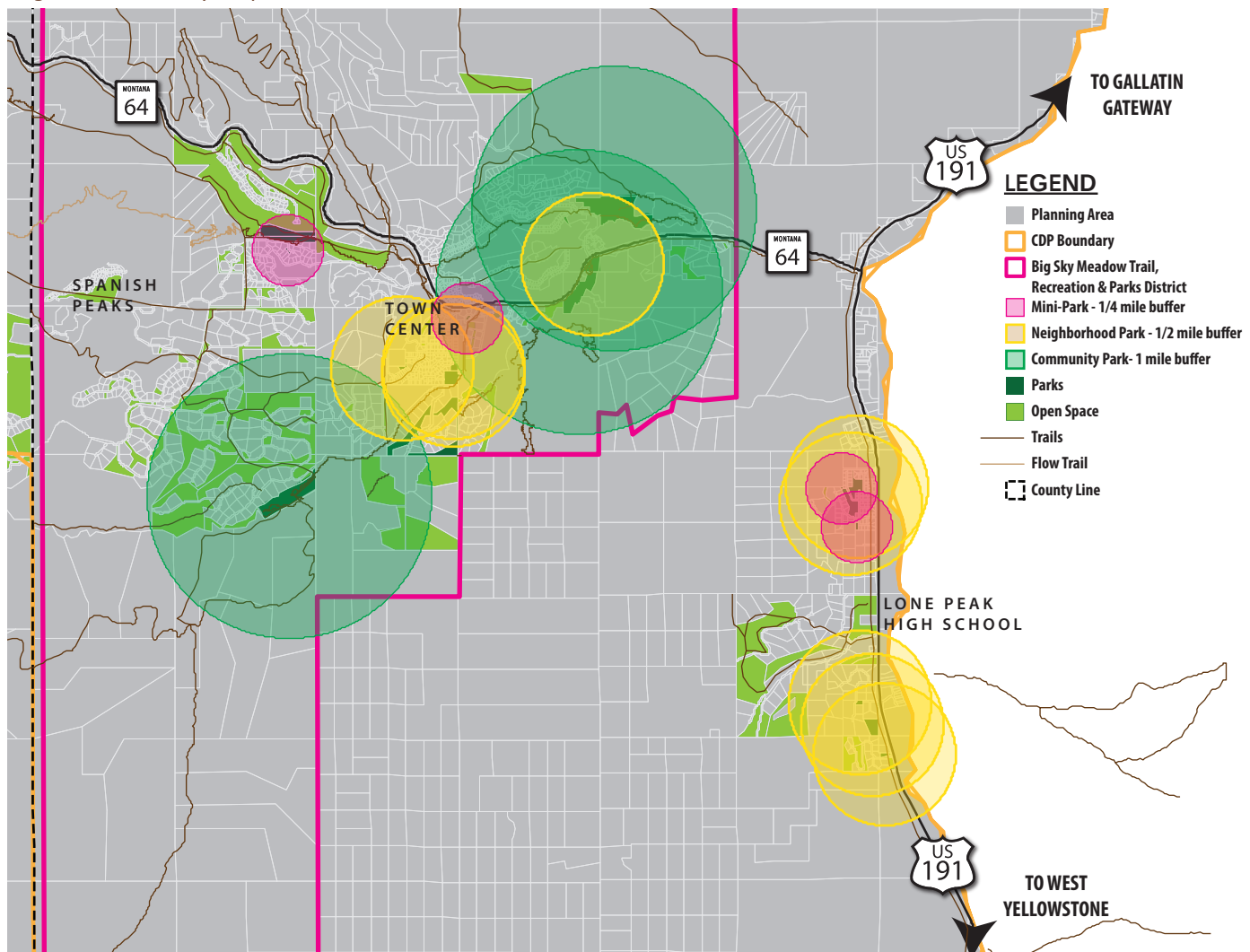
further travel to parks for some individuals. A park proximity analysis was conducted as part of this planning effort. The following travel distances were applied to the various park types, based on NRPA recommendations:

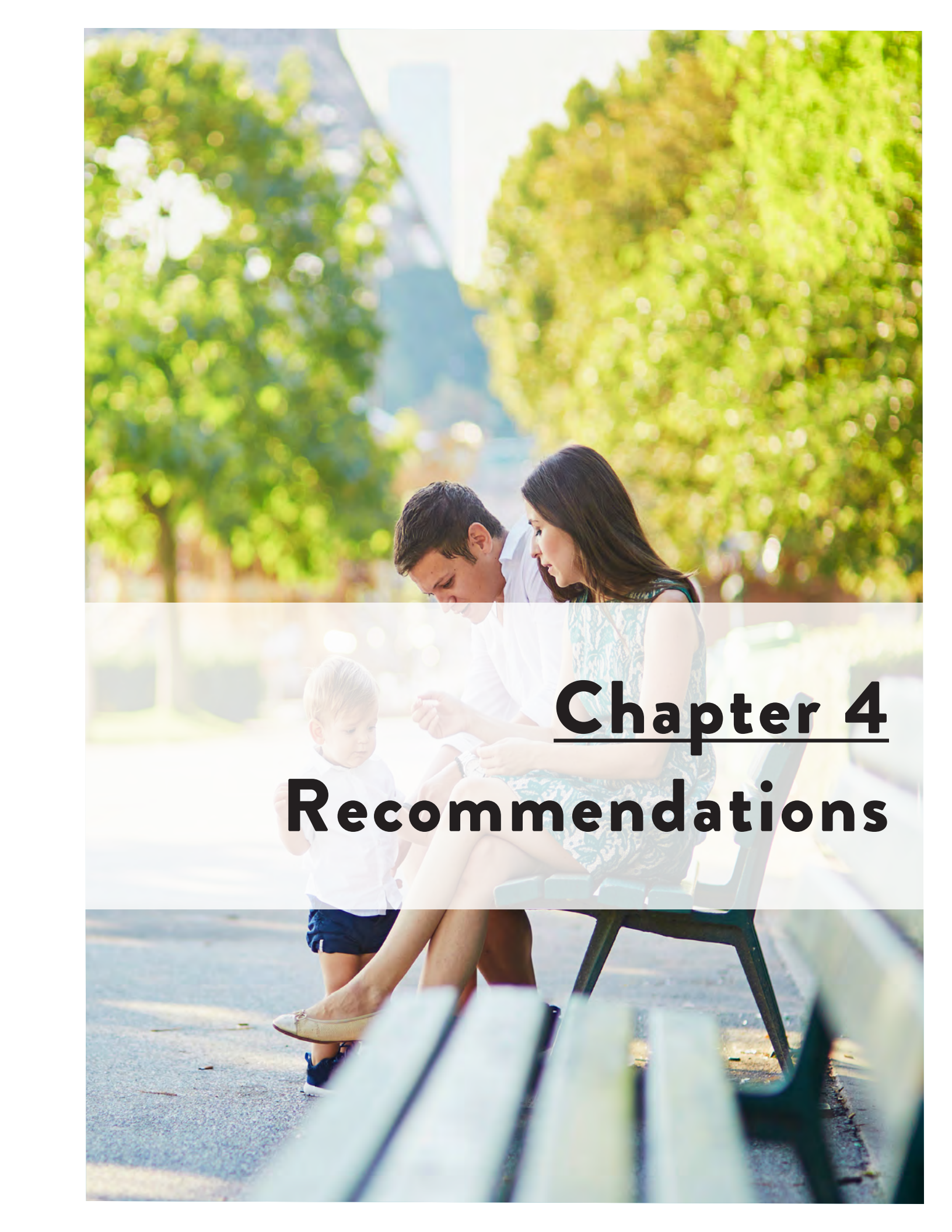
- Mini Park - 1/4 mile
- Neighborhood Park - 1/2 mile
- Community Park - 1 mile

The proximity analysis confirms that parks with amenities is concentrated in the "Meadow" and "Canyon" areas of Big Sky. The Madison County side of Big Sky has no parks. It be acknowledged that many recreation amenities, such as ski, golf and trail facilities, are provided by the private clubs (e.g. Yellowstone Mountain Club). Additionally, the analysis documented that there are gaps where residents do not have easy access to recreation amenities and/or parks within desired travel distances.



Figure 27: Proximity Map



A photograph of a family sitting on a park bench. A man and a woman are sitting on the bench, looking down at a small child who is standing next to them. The background shows a city skyline with a prominent skyscraper, all framed by lush green trees. The scene is bathed in warm, golden light, suggesting late afternoon or early morning. The text "Chapter 4" is written in a large, bold, black font, underlined, and "Recommendations" is written in a similar bold, black font below it. The text is overlaid on a semi-transparent white rectangular area.

Chapter 4 **Recommendations**



Administration

Scenario 1: Multiple entity management (current status)

The park and open space parcels are currently owned by non-public entities. The entities include developers, property management companies, non-profit organizations and common ownership by the surrounding property owners (HOA's). The costs of managing the land are paid for by the property owners surrounding the land or through grants, donations, resort tax allocation, and fundraising.

The benefits of this scenario are that managing entities are focused on a single parcel or group of parcels that are associated with nearby development. Issues can be quickly addressed and, if necessary, contracts can be issued to mitigate the issue without a public involvement process. Property owners can more directly manage the costs associated with the park or open space, as their dues, primarily through a property owner association or through grants, are used to offset costs.

The drawbacks of multiple entity management are primarily in the level of service and the development of an equitable system. Private property owners are not held to a level of service standard. Each property owner has the right to set their own rules and regulation, which may be different than the next park or open space. The visitors only view the system through one lens, and may not differentiate between the different user experience.

Often property owners are not parks and recreation or land management professionals. If an area is receiving extreme use, they may lack the proper training to manage the property. Likewise, as the system ages, the assets are susceptible to failure and replacement costs, if not budgeted for, could result in loss of the asset completely.

Scenario 2: Partial consolidation of management

In this scenario, property owners would assign the park or open space management responsibilities to a singular entity that is designated or created for park and open space management. The single entity would manage all parcels under its jurisdiction in a consistent manner. Dedicated staff with expertise in safety, scheduling, maintenance and other items would be part of the managing entity.

The benefit of this scenario is that property owners would have a choice whether to manage their parcel individually or through a consolidated entity. The property owner association would essentially enter into a third-party contract with the entity through a standardized contract and payment schedule. The responsible entity would be responsible for developing an equitable means of assessing costs for payment by the property owners' association and ensuring it has qualified staff for safety and maintenance.

The difficulty in this scenario is that the managing entity would need to establish for each parcel the level of service and cost scenario. It does not completely solve the issues raised in scenario one.



Scenario 3: Full Consolidation to a Single Managing Entity

This scenario would place the administration and maintenance responsibilities for all the publicly-accessed parks and open space parcels to a single entity. This scenario was highly supported in the community survey. This scenario operates the most like a municipal or park district. For Big Sky, the single entity could be a new or existing non-profit organization or it could be under the authority of the two existing Special Districts for Parks, Trails and Recreation. The single managing entity would need to track its costs through a work order management system and provide a means for billing back to the residents.

The benefit to this scenario is that there is one point of contact and responsibility for all comments and concerns regarding publicly accessible parks and open space. Rules and regulations developed for Big Sky could be applied evenly to all parcels. Overhead costs can be consolidated and shared amongst all the property owners. Development standards would apply to the different park classifications and the entity would be responsible for projecting and budgeting the costs of any life-cycle replacement items.

The difficulty in this scenario, is that the single managing entity may not be the best fit for one-size-fits-all system of park and open space management. Additionally, parks and open space often have maintenance and programming, and the single management entity may not want responsibility to maintain and program certain parks or open spaces. Similarly, not all existing property owners may want to transfer their management or programming to the chosen entity.

RECOMMENDATION

Investigate, analyze and proceed to implement one of the three administration scenarios.



Policy

Subdivision Regulations

This section will only provide recommended topics of consideration for amending either or both Gallatin County or Madison County's subdivision regulations. Adoption of this plan, by itself, does not automatically create new regulations. Regulatory processes, especially subdivision regulations, occur through a separate process. However, the efforts around parks and open space are highlighted here for reference.

Definition of "Park"

Montana Statute does not define the word "park" as a recreation component. Local governments can define "park" through the subdivision or development ordinances and regulations. Many local governments interweave the words "park" and "open space," meaning the same thing. Montana Code Annotated 76-3-621 has specific requirements for park land dedication and separate requirements for "open space."

RECOMMENDATION

Adopt the following "park" definition: "Park: Lands that are dedicated in response to MCA 76-3-621 or acquired through donation or purchase and are designated on a plat as a park. A park can be publicly or privately owned, but in platting the property as a park, public access is implied, subject to the rules and regulations of the land owner(s). A park must be classified as defined in the adopted park plan applicable to that area."

Definition of "Open Space"

Open space is more commonly defined in local government regulations and in Montana Code Annotated 76-6-104.3. "'Open space land' means any land which is provided or preserved for: (a)

park or recreational purposes; (b) conservation of land or other natural resources (c) historic or scenic purposes; or (d) assisting in the shaping of the character, direction and timing of community development."

RECOMMENDATION

Add to the open space definition: "Open space may be privately or publicly owned, and shall be designated through the plat or an easement whether or not the land is publicly accessible."

Land Designation Criteria

Governing entities can set criteria as to which lands are eligible for designation of parks or open spaces. These criteria are often found in the municipal code, zoning regulations, or county subdivision regulations and can exceed the requirements as set forth in State statute.

The criteria could include, but is not limited to:

- Distance from another park
- Distance from properties served
- Accessibility and street frontage
- Minimum acreage and useful shape
- Proposed park classification
- Suitable soils
- Maximum slope
- Recommendation from management entity

Open space land dedication may include lands that are not as suitable for park development, but provide an essential conservation such as riparian or wetland buffers, storm water treatment, wildlife habitat, rock or cliff faces or forest cover.



The City of Missoula, in Article 3-080.8 Park and Open Space Requirements, outlines the criteria for the acceptance of park or open space lands that may be a source for Big Sky. The City of Helena has integrated a park land evaluation checklist that guides their park board in determining whether the lands meet their criteria. A copy of the checklist is provided in the Appendix.

Park Development Criteria

Once the land is dedicated as park land, the applicable government can choose to impose development criteria to bring the park land up to minimum standards. To do this, the park should be classified in one of the categories as outlined in the existing conditions section of this plan. Each classification should identify a minimum standard of development. Note that people in Big Sky supported the notion of requiring developers to install park features, but the support waned when the trade-off of less land or cash was required.

For example, the City of Bozeman's Unified Development Ordinance Section 38.27.080, Park Development, outlines the minimum required improvements to land dedications. The subdivider is responsible for leveling any park area, amending the soil, seeding disturbed areas to allow mowing with turf type mowers and installing an underground irrigation system. In addition, the subdivider is required to mark the park boundary with flexible fiberglass posts and install sidewalks where the park borders or crosses a public or private street.

The benefit of this requirement is that the bulk of park land development costs is borne

by the subdivider, but the work is completed concurrently with other infrastructure, such as water, sewer and roads. It is then up to the residents of the neighborhood to determine and finance additional features such as playgrounds, picnic shelters, dog stations or other specialty amenities in their park. The result is that the market has tended to reward subdividers who installed and paid for the specialty amenities up front because the lots sold quicker and for higher amounts.

Open Space Development Criteria

Open space by its very nature and definition is not subject to extensive development like a park. Open space is typically managed to remain in a near natural state when it has been dedicated for preservation or conservation purposes, and managed for noxious weeds and public safety concerns such as wildland fire and hazard trees. Public trails are typically allowed in open spaces if deemed appropriate by the governing body.

Preliminary Plat Submittal Requirements

Some local governments require as a part of the preliminary plat, a supplemental plan

RECOMMENDATION

Develop land designation and park and open space development criteria to provide greater transparency and guidance for all parties for the consideration of park or open space lands.

RECOMMENDATION

Update the existing trails master plan to integrate network connectivity and trail head features into park and open space planning considerations.



and narrative that outlines the proposed development for both parks and open spaces. The City of Bozeman Unified Development Ordinance 38.41.060 outlines the requirements for the submittal. Some items include, but are not limited to:

- Site plan showing developer-installed improvements and desired future amenities.
- Drainage and storm water detention/retention areas.
- Utilities in and adjacent to the property.
- Zoning and ownership for adjacent properties.
- Location of riparian features and any watercourse setbacks.
- Landscaping plan outlining woody and herbaceous vegetation.
- Trail alignment and design.
- Playground equipment and fall zone material, if applicable.
- Soils information.
- Wildfire fuels management.
- Maintenance information, including levels of maintenance, maintenance schedule and responsible parties.
- Plan for garbage collection, snow removal and weed control.
- Irrigation plan showing locations and types of lines, heads, valves, apparatuses and controls.

- Phasing and opinion of probable cost.

The Big Sky Trails, Recreation & Parks District Advisory Board should work with the Gallatin and Madison County planners to determine what information would be most appropriate and needed to effectively evaluate parks and open space (both publicly or privately owned) as part of the criteria for review and recommendation.

RECOMMENDATION

Develop plat submittal requirements that require a park or open space component to assist planners and managers in determining the level of compliance with this plan.

RECOMMENDATION

The Big Sky Trails, Recreation and Parks District Advisory Board is the entity that reviews all developments, and provides their recommendations to the County (via their Planning Departments) for consideration.



Operations & Maintenance

Standardized Rules and Regulations

Because the parks and open spaces are currently all privately owned, it is difficult for a local government to impose rules and regulations regarding the use of those lands, even though those lands are accessible to the public. No one reported issues related to improper use at any parks or open spaces through this process, but the potential certainly looms. As a private property owner, one has the right to set rules governing the use of the property.

Strategies for Setting Rules and Regulations

During the subdivision process, include language in the codes, covenants and restrictions outlining a standardized list of rules and regulations for parks and open spaces. However, a CCR is only enforceable upon the property owners of the subdivision. If a non-property owner broke a rule, the subdivision would have no recourse on that person.

Set rules and regulations for all publicly accessible parks and open spaces within the Parks, Trails and Recreation District. The enforcement of those rules and regulations would need to be vetted with the local government for legal recourse and enforcement assistance.

The rules and regulations should be posted at the main entry to each publicly accessible park or open space with a sign and on any online venues for access. A QR code on a sign could link to a webpage with the rules, and could also allow people to report any violations for non-emergency situations.

RECOMMENDATION

Work with existing property managers to develop rules and regulations that would be most applicable to lands in Big Sky with public access. The following rules are only suggestions, based upon common rules found in Montana communities.

Best Practices and Common Rules and Regulations for Publicly Accessible Parks and Open Spaces

1. Implement “Day Use Only” for park and open spaces. Parks are closed to people and vehicles from dusk to daylight (or designate hours).
2. It is unlawful for any person or persons to cause to be started or to maintain any open fire of any nature in any publicly accessible park or open space.
3. It is unlawful to hunt, trap, gather firewood or use motor vehicles in any publicly accessible park or open space. “Leave only footprints.”
4. Destruction, defacement or dismantling of any equipment, furnishings, vegetation or facilities is prohibited.
5. Leashed pets must be on a leash and shall be restricted to areas such as sidewalks, roads, trails or designated pet walking areas. Please deposit pet waste in designated locations.
6. No person shall deposit, leave garbage or refuse or litter in any manner, in a publicly accessible park or open space, except in a container provided for such use.



Additional Best Practices Rules and Regulations that may be considered with dedicated management personnel.

1. Organized athletic activities or group functions are allowed upon written permission from the park and open space director.
2. No erection, construction or maintenance shall be made above or below ground, across or beneath the publicly available park and open space land without written permission from the park and open space director.
3. The use of the publicly accessible park or open space other than its intended use must be approved in writing by the park and open space director.
4. Public drinking and public display and exhibition of beer, wine or liquor are prohibited unless approved in writing by the park and open space director.
5. Selling, advertising or solicitation of products/services from within publicly accessible park or open space lands are prohibited unless written permission is received for the park and open space director.

Operational Benchmarks

A survey was sent to nineteen different land managers in Big Sky to gain perspective on the operational and maintenance aspects of privately-owned parks and open spaces. Five responses were received, but the low response rate rendered the data unusable for this report. The questions were derived from the National Recreation and Parks Association Agency performance benchmark survey. The 2017 nation-wide survey results were released

at www.nrpa.org, with the following highlights applicable to Big Sky.

Nationally, for jurisdictions of 20,000 people and less: there are 1,331 people per park, with 10.5 acres of park land for every 1,000 residents. Staffing for small jurisdictions include 10.5 FTE's per 10,000 residents.

The duties of park and recreation staff span many functional areas: Maintenance at 31 percent, Operations at 27 percent, Programming at 21 percent and Administration at 17 percent.

Operating expenditures per capita for less than 500 people per square mile averages \$34.46. Operating expenditures per acre for low density areas are \$3,657 per acre. Revenue capture per capita is \$6.96 with revenue as a percentage of operating expenditure of 22.7 percent.

For capital expenditures are a part of the capital budget: 55 percent is spent on renovations, 30 percent is spent on new development, 7 percent is spent on acquisition and 8 percent is spent on other items.¹

Similar to the caveats through the level of service, benchmarking operations and management statistics should only frame the discussion with specific community operations. Table 4-1 indicates nation-wide metrics for best practices of maintenance costs by park classification.²

¹ National Recreation and Park Association. 2017 NRPA Agency Performance Review.

² PROS Consulting, 2017.



Table 4-1: Nation-wide Best Practices Cost of Maintenance Per Acre Per Year by Park Classification Type

Classification	Cost of Maintenance Per Acre/Year
Mini Park	\$5,000 - \$7,000
Neighborhood & School Parks	\$7,000 - \$9,000
Community Parks	\$10,000 - \$12,000
Greenways	\$4,000 - \$6,000
Special Use Parks	N/A
Sports Complexes	\$10,000 - \$12,000
Leased Land	\$1,000 - \$3,000
Natural/Conservation Areas	\$3,000 - \$5,000
Undeveloped Parks	N/A

The case for a consolidated management entity could be made based upon the selling point of a work order-task management system that could ultimately provide greater assurance that the costs are accurately tracked and allocated to each parcel.

RECOMMENDATION

Implement a standardized cost-tracking system to track both operational and maintenance costs.

The challenge with Big Sky's system of private ownership and maintenance is that costs for operations and maintenance are difficult to track. For example, snow removal for a home owner's association may include general parking lot snow removal and sidewalk or trail removal as one cost item. It is difficult to ascertain costs without a formalized system of tracking expenses.

If a full or partial management consolidation is pursued, a standardized cost tracking system will need to be instituted by the managing entity. There are many different standardized software programs that can be purchased that can track costs for equipment, materials and labor hours that can provide verifiable data to track the cost of doing business in a community system.



Financing Models

Special District

Pursuant to Sections 7-11-1001 through 7-11-1029 of the Montana Code Annotated, a local government has the authority to create a special district for various purposes.

In 2011, Madison County created the Big Sky Mountain Trails, Recreation and Parks District through resolution 37-2011. In 2012, Madison County affirmed the previous resolution and passed a resolution to have the District administered through an Interlocal Agreement. Concurrently, in 2011, Gallatin County created the Big Sky Meadow Trails, Recreation and Parks Special District.

In the resolution documentation for both Counties, the following language is included: “The intention is that this district be self-funded through grants, gifts, donations or rental or user fees that any budget shall not exceed funding through grants, gifts, donations or rental or user fees. Pursuant to Montana Code Annotated there is the potential for the imposition of assessment or fees to cover costs and expenses as provided in 7-11-1024, MCA; 7-11-1025 MC. Any assessment or fees would require additional notice and a resolution for assessment as provided by 7-11-1024, MCA 7-11-1025, MCA.”

This means that it was the intent not to provide any assessments initially, but the language does allow for the consideration of an assessment or fee, through the Districts, to fund activities related to the District’s intent. Note, however, the community survey did not indicate strong support at this time to do so.

Currently, the District’s authority does not extend to the rapidly developing “Canyon” area of Big Sky.

RECOMMENDATION

Expand the boundaries of each District, following procedures outlined in MCA, to align with the Resort Tax District boundary in order to encompass all areas of development with influence on the Big Sky area.

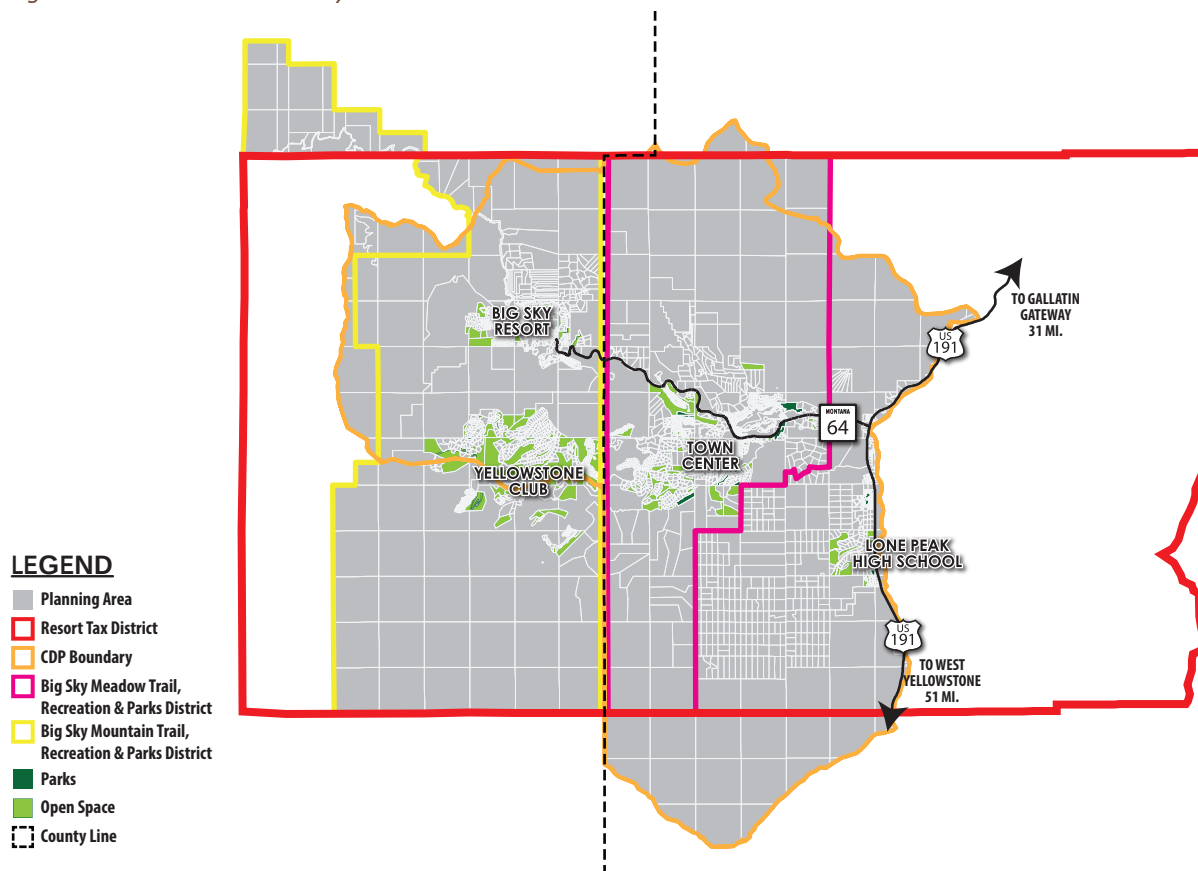
Conservation Easements

As outlined in earlier section, 76-6, et. seq. of the Montana Code Annotated outlines the requirements for open spaces and conservation easements through the Open Space Land and Voluntary Conservation Easement Act. A public body or qualified private organization may acquire a conservation easement and provide the funding to acquire or maintain such responsibilities as outlined under statute and the terms of the agreement.

Resort Tax (www.resorttax.org)

The Resort Tax is a 3 percent sales tax passed in 1992 to improve the community of Big Sky. The funds support services and programs including tourism development, infrastructure, parks and trails among other items that provide for the public health, safety and welfare within the Big Sky Resort Area District. Funding is appropriated on an annual basis to organizations or programming within the District area. Approximately \$6 million was available for request in fiscal year 2017. The funding allocation amounts and frequencies are not guaranteed for any particular request.

Figure 28: Resort Tax Boundary



Impact Fees

Authorized by 7-6-1601 through 7-6-1604, MCA, communities such as Missoula, Polson and Sidney, Montana have instituted impact fees in order to fund park improvements. In Missoula, the development impact fee is imposed on new residential development to fund the proportionate share of the costs generated by the new development for public facilities, including neighborhood, community and regional park and recreation facilities and for the acquisition and improvements of open space lands and trails.

Impact fees can be used for land or capital improvements, buildings or equipment with a life of 10 years or more, planning, easements, design, construction as well as administration of

an impact fee program, and improvements at the scale of the whole community or large service area. Impact fees could be implemented following required documentation and compliance with applicable sections in MCA.

Incentive Programs

Park land incentive development (or dedication) programs have been implemented by municipalities around the United States to encourage developers to voluntarily provide additional community benefits, such as a fully-developed park, in exchange for incentives. A good incentive program is a “win-win” solution for both the public and developer, and it must be structured in a way that makes it attractive for



a developer to voluntarily provide quality public amenities. The most common incentives include relaxations of development requirements, such as parking requirements or park land dedication; height, density and Floor Area Ratio (FAR) bonuses; fee waivers; or tax abatements, rebates, or credits.

Cash-in-Lieu Funds

As allotted per the State Statute, the local governing body can accept funds in lieu of land dedication for purposes of development, acquisition or maintenance of parks to serve the subdivision. Two caveats must be identified in order to allow this to happen. The use of the funds must be applied to an area within reasonably close proximity to the proposed subdivision, and the governing body has a formally adopted park plan that establishes the needs and procedures for the use of the money. However, the governing body cannot use more than 50 percent of the funds for maintenance.

Procedures for Use of Cash-in-Lieu Funds

The Gallatin and Madison County local governing bodies convey authority to the Big Sky Trails, Recreation and Parks District Board, through the powers and duties allowed through the Bylaws of the Board, to determine the procedures and distribution of the cash-in-lieu funds to projects throughout the Big Sky area.

Utilize the boundaries of the resort tax boundary or other boundary determined by the District Board, to determine “reasonably close proximity” for the applicability of the funds to the Big Sky area.

RECOMMENDATION

Cash-in-lieu funds collected as a result of subdivision activity, within the designated boundary, shall be allocated to the use of acquisition, development or maintenance of parks, recreational areas, public open space or conservation easements.

Fundraising

The Big Sky Trails, Recreation and Parks District Board in its powers and duties has the ability to receive gifts, grants, or donations for purpose of advancing the program and using those funds to acquire land, facilities, buildings and materials necessary to implement the purposes of the special district.

Fundraising can be accomplished through special events, grants and by soliciting donations. Big Sky has had significant success in utilizing its non-profit organizations to achieve goals related to parks and open space. In general, donors tend to be more willing to donate to a non-profit organization rather than a government entity.

Grants are available for parks and recreation improvements or programs. Usually, the grants are very amenity or program specific. The most common grants are for recreational trails, inclusive play facilities, health-related activities and special features.

Property Owner Dues or Assessments

The current scenario is that individual property owner associations are individually maintaining park and open space lands. The costs for maintenance are most likely tracked on a broad level and applied to the association membership



in conjunction with other expenses. The difficulty in this method is that no one really knows the true cost of ownership for park and open space lands.

The execution of maintenance tasks can be completed quickly or not, depending on the level of sophistication of the association's managing entity. To maximize the best use of the land's carrying capacity and efficiencies in labor, equipment and materials resources, people managing parks and open spaces may benefit from continued education opportunities that could be sponsored by the Special District Board.

The community survey did not indicate significant support of funding park and open space needs through an assessment of property owner dues.

RECOMMENDATION

Assess the feasibility of various, consistent funding sources for parks and open space development, operations, maintenance and life-cycle cost replacements.



Programs

Programs or activities provide an enhanced experience for the user, and can introduce people to other lands besides Community Park. Many communities have a dedicated recreation staff and programming, which generates revenue for the agency. Others rely on non-profit, school and community outreach programs run by others. Conflicts can occur when multiple entities are vying for the same facilities to run their programs, as often happens with sports like lacrosse and soccer.

In a consolidated management scenario, these conflicts can be mitigated through a single entity managing use on Big Sky's parks and open spaces. Scheduling software can be a tool that a land manager can use to allow for field rest time, maintenance activities and overall event scheduling. The recommendations outlined in the policy section of this document provide the administrative tools to help land managers be effective at setting boundaries for usage.

If an entity begins to evaluate its staffing need to manage program and event uses, be sure to keep track of hours incurred by all personnel, not just paid staff. Volunteer hours can be accounted for and utilized as "in-kind" services for grant applications. It is important to consider the true cost of doing business, even if the staff time is part of one's normal work day.

If an entity offers a formal program to the community, incorporate evaluation metrics to ensure that the program is meeting a community need. Too often a community offers a program only because "we've been offering the program

for years." Like physical improvements, programs go through a life cycle of emerging, stable and retired. A diverse palette of offerings keeps the potential clients interested and eager to return for more.

When developing a recreational-based program, ensure that all staff and leaders have training in emergency response, client service and safety. If possible, the staff or leader should be easily identified through a standardized uniform, with the entity's branded logo. This conveys professionalism and a quality level of service. This confidence is highly sought after especially by parents who make the decisions to enroll their children in programs.

RECOMMENDATION

Ensure that all staff and leaders have training in emergency response, client service and safety. If possible, the staff or leader should be easily identified through a standardized uniform, with the entity's branded logo.



Capital Improvements

Capital improvements include acquisition, amenities and facilities as new components into a community's system. When capital improvements are entered into a system, they inherently have a useful life span. The life span depends on the quality of the initial construction, the recurring maintenance efforts and usage levels.

Asset Management

Park agencies must manage their assets in order to understand the value and costs associated with their systems. When an asset is installed on any publicly accessed site, the District Board should inventory the component with the following documentation, with the installation of a playground as an example (see Table 4-2).

In this example, this is only one component of a new playground. A separate inventory would be identified for the playground surfacing, as an example. Note that one facility or site may have multiple (20+) assets within one park. Consider also including any equipment that may be dedicated, such as mowers, vehicles, drills, trimmers, etc. Assets that are used throughout a system would be under a "system wide" facility location variable.

The Board can complete an inventory of existing in-place assets. If the cost of installation is unknown, the board can consult with manufacturer vendors to get an estimate of the cost if the asset was installed in the current year. Then, identify the estimated year of installation. The idea is that at the completion of the inventory, the District can project the next 10 years' worth

of life-cycle improvements necessary per year (2018, 2019, 2020, etc.).

RECOMMENDATION

Inventory and document all assets within park system to develop a complete inventory for the purposes of community-wide asset management and better forecasting of life cycle cost replacement needs.

Land Acquisition

In the "Level of Service" chapter, it was noted that Big Sky already exceeds the acreage averages per capita for neighborhood and community parks. However, land managers for Community Park indicate above average use that results in higher than expected maintenance and scheduling issues.

The initial reaction to this is often, "we need to acquire more land." In reality, Big Sky has several existing parcels that could be developed with traditional park assets that would relieve pressure off of Community Park.

The reality is that the District Board and community partners will need to be strategic in their quest for another large parcel that can serve a neighborhood or community park function, and should not rule out existing lands already publicly accessible as an alternative to land acquisition.

RECOMMENDATION

Review all existing park and open space parcels for their potential for installing park assets to alleviate pressure from Community Park.



Table 4-2: Example Asset Inventory Documentation

Documentation	Example	Notes
Asset Name	Playground Equipment	Name of the asset in generic terms
Asset Description	Landscape Structures Model 124x	May way to note the manufacturer
Model year or year acquired	2017	This is the year that the cost was expended
Unit Cost	\$125,000	This is the dollar amount of the equipment (material cost), plus the cost of installation (labor cost)
Unit Type	Lump Sum	The unit type can be per each (EA), Square Foot (SF) or lump sum (LS)
Funding Source	Resort Tax Funds	This helps to provide documentation of the asset's history
Facility Location	Community Park	Where the asset is located
Warranty Information	10 years	Not all assets have warranties
Full Life Expectancy	20 years	The estimated lifespan of different park assets
Scheduled Replacement Year	2037	The year in which under typical conditions, the equipment is due to be replaced
Safety Inspection Schedule	Monthly	District Board may want to set standards for inspections
Responsibility	Community Subdivision Home Owner's Association	Who actually "owns" the asset and is ultimately responsible for its maintenance

Subdivision Dedication

While many communities rely on the park dedication requirement as a means to acquire land, Montana's scale of subdivisions usually does not result in the acquisition of large enough tracts of traditional land for a community park classification.

Additionally, it was noted that much of the "buildable" area for Big Sky has already been subdivided. The reality of acquiring continuous acreage through subdivision park land dedication or open space requirements may be limited. Gallatin County's zoning regulations requires only open space for certain zoning designations. The allowable uses for the zoning designations may or may not allow for traditional park assets as a permitted use.

Direct Purchase

While it was recognized that the number of new parcels to be created may be nearing the end of its lifespan in the next 10 to 20 years, that does not mean that all the parcels have been built out. An effort to identify undeveloped parcels that can meet park standards should be evaluated. The Park Districts, a land trust or a non-profit organization could purchase the parcels outright from the owner.

Donation

Philanthropic corporations or individuals may be interested in donating property to the District, land trust or non-profit organization. When this occurs, due diligence must be conducted to ensure that the property has a clean title and has no adverse environmental issues. When receiving a donation of land, donors often look



to organizations who can demonstrate a financial commitment to the upkeep of the property through an endowment or other stable funding source.

Conservation Easement

A conservation easement essentially “sells” the development rights to the property for a fixed period. As covered in the policy section, Montana statute has strict regulations on the value of the easement and associated requirements for public access.

Public Access Easement

Many existing parks and open spaces in Big Sky have a public access easement or dedication. The parcel remains in private ownership; however, the public can access the property without restriction. Property owners can post rules and regulations; however, enforcement can be difficult.

Public Access License

The difference between an easement and a license is that an easement is generally recorded as a part of a plat or deed restriction. A license is an agreement between a private property owner and another entity for the right to allow public access on the property. The agreement/license should indicate the terms of the access, maintenance responsibilities and other important considerations. A license can be perpetual or termed. The Gallatin Valley Land Trust has experience in negotiating and managing licenses for public access.

RECOMMENDATION

Develop a “go/no-go” procedure for land acquisition that is purchased in fee or donated (e.g. minimum size, natural qualities, proximity to existing inventory, etc.). Ensure properties have free and clear titles with no adverse environmental issues.





Appendix A: List of Open Space Parcels

Parcel ID	Size (Acres)	Existing Amenities	Development Level	Plat Type
06033920101016500	0.22	None	Undeveloped	Private Open Space
06042734104016500	0.56	None	Undeveloped	Common Open Space
06042734301536500	4.16	None	Undeveloped	Common Open Space
06033803441016500	1.81	Fencing	Undeveloped	Common Open Space
06033803160016500	4.93	None	Undeveloped	Common Open Space
06033804401016500	1.39	None	Undeveloped	Common Open Space
06033803220016500	19.46	None	Undeveloped	Common Open Space
06042734104016500	0.49	None	Undeveloped	Common Open Space
06033801301016500	20.33	None	Undeveloped	Common Open Space
06033917101500000	9.29	Gravel Road	Partially-Developed	Private Open Space
06033804401016500	2.57	None	Undeveloped	Common Open Space
06033804401016500	0.70	None	Undeveloped	Common Open Space
06042734104016500	6.66	None	Undeveloped	Common Open Space
06033804401016500	3.17	None	Undeveloped	Common Open Space
06033804401016500	1.30	None	Undeveloped	Common Open Space
06033803220016500	9.86	None	Undeveloped	Common Open Space
06033803160016500	5.76	None	Undeveloped	Common Open Space
06042734460756500	7.63	Usfs Road 2697	Undeveloped	Common Open Space
06042831401026500	1.49	None	Undeveloped	Common Open Space
06033801203016500	0.14	None	Undeveloped	Common Open Space
06033803441016500	1.29	None	Undeveloped	Common Open Space
06033803441016500	11.41	None	Undeveloped	Common Open Space
06033917140010000	26.52	Gravel Road, Tennis Courts (2), Track And Field	Developed	Common Open Space
06033905302096500	1.07	None	Undeveloped	Common Open Space
06042734104016500	164.88	None	Undeveloped	Common Open Space
06033811101500000	40.43	None	Undeveloped	Common Open Space
06033811101100000	32.78	None	Undeveloped	Common Open Space
06033804401016500	0.63	None	Undeveloped	Common Open Space
06033803160016500	11.32	None	Undeveloped	Common Open Space
06042734104016500	0.18	None	Undeveloped	Common Open Space
06033802160060000	0.31	None	Undeveloped	Common Open Space
06033803220016500	6.20	None	Undeveloped	Common Open Space
06033804401016500	2.32	None	Undeveloped	Common Open Space



06042725201106500	38.84	None	Undeveloped	Common Open Space
06033917320016500	42.48	None	Undeveloped	Common Open Space
06033920101016500	4.01	None	Undeveloped	Private Open Space
06042734104016500	5.28	None	Undeveloped	Common Open Space
06042734150246500	11.82	None	Undeveloped	Common Open Space
06042735305250000	62.59	None	Undeveloped	Common Open Space
06033803431016500	2.27	None	Undeveloped	Common Open Space
06033803441016500	12.87	None	Undeveloped	Common Open Space
06033811201400000	19.99	None	Undeveloped	Common Open Space
06033811201200000	46.56	None	Undeveloped	Common Open Space
06033917201656500	6.30	None	Undeveloped	Common Open Space
06033917201656500	20.33	None	Undeveloped	Common Open Space
06033803441016500	1.20	None	Undeveloped	Common Open Space
06033920101016500	12.42	None	Undeveloped	Private Open Space
06033920101016500	1.73	None	Undeveloped	Private Open Space
06033803220016500	2.18	None	Undeveloped	Common Open Space
06042734301536500	4.69	None	Undeveloped	Common Open Space
06042831401026500	11.75	None	Undeveloped	Common Open Space
06033917220016500	51.23	Asphalt Road	Partially-Developed	Private Open Space
06033803441016500	2.26	None	Undeveloped	Common Open Space
06033917301016500	9.87	None	Undeveloped	Private Open Space
06033917301306500	39.55	None	Undeveloped	Private Open Space
06042734301486500	5.62	Gravel Trail	Partially-Developed	Common Open Space
25033705404010000	12.23	Native Trail	Partially-Developed	Common Open Space
25033612101100000	28.50	Asphalt Trail	Partially-Developed	Common Open Space
25042524201450000	26.55	Native Trail	Partially-Developed	Common Open Space
25042524203090000	4.92	None	Undeveloped	Common Open Space
25033708201100000	64.67	None	Undeveloped	Common Open Space
25033707101200000	5.26	Native Trail	Partially-Developed	Common Open Space
25033706201500000	2.08	None	Undeveloped	Common Open Space
25042524304010000	60.82	Native Trail	Partially-Developed	Common Open Space
25042524412010000	1.07	Native Trail	Partially-Developed	Common Open Space
25033707401010000	38.15	None	Undeveloped	Common Open Space
25033707401050000	17.19	None	Undeveloped	Common Open Space
25033705102010000	26.87	Tom Weiskopf Signature Golf Course	Developed	Common Open Space
25033705105090000	0.37	None	Undeveloped	Common Open Space
25033705110010000	0.33	None	Undeveloped	Common Open Space



25042619302010000	19.39	Gravel Road	Partially-Developed	Common Open Space
25042619301150000	4.70	Gravel Road	Partially-Developed	Common Open Space
25042619202070000	2.91	None	Undeveloped	Common Open Space
25042536401010000	31.32	None	Undeveloped	Common Open Space
25033612106170000	0.24	None	Undeveloped	Common Open Space
25033612106330000	6.82	None	Undeveloped	Common Open Space
25033705202010000	69.57	None	Undeveloped	Common Open Space
25033706403010000	0.13	None	Undeveloped	Common Open Space
25042524204390000	41.93	Water Tower	Partially-Developed	Common Open Space
25042619202470000	1.82	Utility Easement	Undeveloped	Common Open Space
25033707201010000	19.41	None	Undeveloped	Common Open Space
25033705106010000	3.81	None	Undeveloped	Common Open Space
25042619103010000	4.52	None	Undeveloped	Common Open Space
25042631301010000	26.36	2-Track Road	Partially-Developed	Common Open Space
25042523401010000	8.19	None	Undeveloped	Common Open Space
25042536301190000	20.86	None	Undeveloped	Common Open Space
25033706201250000	108.55	Native Trail	Partially-Developed	Common Open Space
25033705201300000	33.70	Asphalt Road	Undeveloped	Common Open Space
25033706402010000	0.11	None	Undeveloped	Common Open Space
25033612101017000	33.62	None	Undeveloped	Common Open Space
25042524412050000	4.37	Covered Trail/ Boardwalk	Partially-Developed	Common Open Space
25042619202460000	1.67	None	Undeveloped	Common Open Space
25033705407010000	67.45	Tom Weiskopf Signature Golf Course	Developed	Common Open Space
25033708101200000	12.08	None	Undeveloped	Common Open Space
25033705304100000	20.57	None	Undeveloped	Common Open Space
25033705304010000	3.41	None	Undeveloped	Common Open Space
25033706403010000	28.53	Native Trail	Partially-Developed	Common Open Space
25033705303010000	17.27	None	Undeveloped	Common Open Space
25033705402010000	29.68	None	Undeveloped	Common Open Space
25033706402010000	0.06	None	Undeveloped	Common Open Space
25033706101600000	1.08	None	Undeveloped	Common Open Space
25033705201250000	1.54	None	Undeveloped	Common Open Space
25033705201200000	1.82	None	Undeveloped	Common Open Space
25033601101200000	1.66	None	Undeveloped	Common Open Space
25033706402010000	165.31	None	Undeveloped	Common Open Space
25033706101550000	1.22	None	Undeveloped	Common Open Space



25033705201150000	8.33	None	Undeveloped	Common Open Space
25033706101500000	0.52	None	Undeveloped	Common Open Space
25033706101400000	1.03	None	Undeveloped	Common Open Space
25033601101900000	333.63	Trails	Partially-Developed	Common Open Space
25042631404010000	8.37	Chair Lift	Partially-Developed	Common Open Space
25033706201200000	7.65	None	Undeveloped	Common Open Space
25042631302010000	40.29	None	Undeveloped	Common Open Space
25042631104010000	8.53	None	Undeveloped	Common Open Space
25042631402010000	3.71	None	Undeveloped	Common Open Space
25042631303010000	5.43	None	Undeveloped	Common Open Space
25033717203010000	49.30	None	Undeveloped	Common Open Space
25033707404010000	6.43	None	Undeveloped	Common Open Space
25033602301090000	0.74	None	Undeveloped	Common Open Space
25033602106010000	134.46	None	Undeveloped	Common Open Space
25033601204010000	46.30	Utility Easement, Gravel Road	Partially-Developed	Common Open Space
25033705109030000	0.74	None	Undeveloped	Common Open Space
25042524412030000	0.28	None	Undeveloped	Common Open Space
25042620201990000	15.19	None	Undeveloped	Common Open Space
25042619202480000	10.55	None	Undeveloped	Common Open Space
25042619303250000	11.58	None	Undeveloped	Common Open Space
25033706101450000	2.88	None	Undeveloped	Common Open Space
25042535404190000	10.95	2-Track Road	Partially-Developed	Common Open Space
25042631302030000	17.55	2-Track Road	Partially-Developed	Common Open Space
25033708101150000	4.51	None	Undeveloped	Common Open Space
25033705401900000	1.85	Entry To Yellowstone Club	Developed	Common Open Space
25033705303050000	0.89	None	Undeveloped	Common Open Space
25033612201016500	48.63	Asphalt Road	Partially-Developed	Common Open Space
25033705403490000	0.06	None	Undeveloped	Common Open Space
25042619401050000	3.26	None	Undeveloped	Common Open Space
25042524207010000	15.09	Native Trail	Partially-Developed	Common Open Space
25042524107270000	4.87	None	Undeveloped	Common Open Space
25042632303010000	6.56	None	Undeveloped	Common Open Space
25042536204130000	9.48	Gravel Trail	Partially-Developed	Common Open Space
25042536401110000	42.18	Gravel Trail	Partially-Developed	Common Open Space
25033718101040000	4.00	Stormwater Pond	Developed	Common Open Space
25042524101420000	0.66	None	Undeveloped	Common Open Space
25042619303820000	1.08	None	Undeveloped	Common Open Space



25042619303830000	0.31	None	Undeveloped	Common Open Space
25042619303840000	0.75	None	Undeveloped	Common Open Space
25042513101020000	0.72	None	Undeveloped	Common Open Space
25042524101640000	1.72	None	Undeveloped	Common Open Space
25033602106010000	1.86	None	Undeveloped	Common Open Space
25033602106010000	4.93	None	Undeveloped	Common Open Space
06033801205016500	0.83	Asphalt Trail, Shelter	Developed	Common Open Space
06033801205016500	0.59	Asphalt Trail, Shelter	Developed	Common Open Space
06033801205016500	0.68	Asphalt Trail	Developed	Common Open Space
25042620201996500	10.62	None	Undeveloped	Common Open Space
25042620201996500	1.77	None	Undeveloped	Common Open Space
25042620201996500	11.68	None	Undeveloped	Common Open Space
25042620201996500	15.85	None	Undeveloped	Common Open Space
25033602106010000	69.86	None	Undeveloped	Common Open Space
25033601204010000	0.11	None	Undeveloped	Common Open Space
25033601204010000	0.16	None	Undeveloped	Common Open Space
25033601204010000	3.05	None	Undeveloped	Common Open Space
25033601204010000	1.30	None	Undeveloped	Common Open Space
25042536301210000	1.59	None	Undeveloped	Common Open Space
25042536301210000	2.53	None	Undeveloped	Common Open Space
25033601204010000	1.67	None	Undeveloped	Common Open Space
25033601204010000	4.93	None	Undeveloped	Common Open Space
25033602106010000	0.64	None	Undeveloped	Common Open Space
25033601204010000	6.02	None	Undeveloped	Common Open Space
25042536401150000	4.45	None	Undeveloped	Common Open Space
25042536401130000	4.03	None	Undeveloped	Common Open Space
25042631304010000	5.86	None	Undeveloped	Common Open Space
25042632303010000	1.06	Bridge	Partially-Developed	Common Open Space
25033612201016500	21.48	None	Undeveloped	Common Open Space
06033801202096500	1.11	None	Undeveloped	Common Open Space
06033801202096500	0.45	Entry Feature, Asphalt Trail	Partially-Developed	Common Open Space
06033802164026500	0.96	Picnic Shelter, Benches, Picnic Table, Playground, Open Space, Parking	Developed	Common Open Space
06033802164026500	2.55	None	Undeveloped	Common Open Space



06042733301296500	0.60	None	Undeveloped	Common Open Space
06042733301296500	24.43	None	Undeveloped	Common Open Space
06042733301296500	0.32	None	Undeveloped	Common Open Space
06042733301296500	0.08	None	Undeveloped	Common Open Space
06033803201406500	2.78	None	Undeveloped	Common Open Space
06033803201406500	0.79	None	Undeveloped	Common Open Space
06033803201406500	2.74	None	Undeveloped	Common Open Space
06033801202586500	1.17	None	Undeveloped	Common Open Space
06033801202586500	0.56	Asphalt Trail	Partially-Developed	Common Open Space
06033804410046500	9.81	None	Undeveloped	Common Open Space
06033804410046500	7.47	None	Undeveloped	Common Open Space
06033804410046500	19.36	None	Undeveloped	Common Open Space
06033801202296500	0.37	Asphalt Trail	Partially-Developed	Common Open Space
06033801202296500	7.71	None	Undeveloped	Common Open Space
06033801202296500	1.36	Asphalt Trail	Partially-Developed	Common Open Space
06033810107016500	4.65	None	Undeveloped	Common Open Space
06033810107016500	6.22	None	Undeveloped	Common Open Space
06033810107016500	1.23	None	Undeveloped	Common Open Space
06033810107016500	5.91	None	Undeveloped	Common Open Space
06033810107016500	28.03	None	Undeveloped	Common Open Space
06033803431016500	13.91	None	Undeveloped	Common Open Space
06033803431016500	35.42	None	Undeveloped	Common Open Space
06033802303036500	0.33	None	Undeveloped	Common Open Space
06033802303036500	1.76	None	Undeveloped	Common Open Space
06033802303036500	3.44	None	Undeveloped	Common Open Space
06033810210016500	42.09	None	Undeveloped	Common Open Space
06033810210016500	14.85	None	Undeveloped	Common Open Space
06033810302056500	17.92	None	Undeveloped	Common Open Space
06033810302056500	32.75	None	Undeveloped	Common Open Space
06033810302056500	1.19	None	Undeveloped	Common Open Space
06033810302056500	0.55	None	Undeveloped	Common Open Space
06033810302056500	5.54	None	Undeveloped	Common Open Space
06033801204170000	1.48	Pavillion, Signage, Seasonal Ice Rink, Lighting, Gravel Entry, Open Space	Developed	Common Open Space
06033908105496500	1.78	2-Track Road	Partially-Developed	Common Open Space



Appendix B: Special District Documents

INTERLOCAL AGREEMENT TO ADMINISTER GALLATIN COUNTY AND MADISON COUNTY SPECIAL DISTRICTS PURSUANT TO MONTANA CODE ANNOTATED SECTIONS 7-11-1001 ET SEQ AND SECTION 7-11-101 ET SEQ.

This Interlocal Agreement (Agreement) is made and entered into on this 7 day of February, 2012, by and between Gallatin County, Montana a general powers political subdivision of the State of Montana, and Madison County, Montana a general powers political subdivision of the State of Montana, jointly referred to as "parties" or "counties" or in the singular "party" or "county" herein.

WHEREAS, on July 26, 2011, by Resolution No. 2011-061 the Board of County Commissioners of Gallatin County created "The Big Sky Meadow Trails, Recreation and Parks Special District" pursuant to Montana Code Annotated Sections 7-1-201 et seq., 7-11-1001 et seq.; and

WHEREAS, on 1/31, 2012, by Resolution No. 3-2012 the Board of County Commissioners of Madison County created "The Big Sky Mountain Parks, Trails and Recreation Special District" pursuant to Montana Code Annotated Sections 7-1-201 et seq., 7-11-1001 et seq.; and

WHEREAS, the Resolutions creating these special districts provided for administration by a joint board to provide the residents and owners across jurisdictional boundaries and lines with improved opportunities to plan, manage, develop, create, maintain, finance and improve trails, recreation and parks in the area which would promote quality of life and be of general benefit to the inhabitants; and

WHEREAS, Montana Code Annotated Sections 7-11-101 et seq. and 7-11-1022 authorize the counties herein to enter into this interlocal agreement for the purpose of a having a joint board administer the special districts; and

Based on the foregoing, the parties agree as follows:

1. DURATION. The duration or term of this agreement shall be TEN (10 YEARS) unless sooner terminated by mutual consent of the parties.
2. PRECISE ORGANIZATION, COMPOSITION AND NATURE OF ANY SEPARATE LEGAL ENTITY CREATED BY THE CONTRACT. The parties agree that a separate legal entity is not created and that this agreement does not void or supersede the existing special districts that are to be jointly administered by this agreement.
3. PURPOSE OF INTERLOCAL CONTRACT. The area around Big Sky ski mountain, and the greater Big Sky Resort area is made up of several large entities owning large tracts of land and developments, as well as many individual and smaller tracts belonging to homeowners and businesses. These collective landowners hold property and businesses in either Gallatin or Madison County, or both. It is necessary to allow these various people and entities to work collectively to create a community trails, recreation, and parks special district for the greater enjoyment of the residents of the Big Sky community, and all visitors to the Big Sky area. This agreement establishes a means of jointly administering the special districts that share a common boundary and purpose to collectively be dedicated to the creation and implementation of recreation programs, and for the creation, acquisition, establishment, operation, improvement and maintenance of parks, trails, and recreation in the greater Big Sky area. This

1 | Page June 9, 2011



includes but is not limited to parks, playgrounds, athletic facilities, ball fields, trails, rest rooms, picnic shelters, and camp grounds. The intention of this joint effort is to work collaboratively as a self funded district.

4. THE MANNER OF FINANCING THE JOINT OR COOPERATIVE UNDERTAKING AND MAINTAINING A BUDGET.

Estimated costs are not known at this time. The intention is that this joint undertaking be self funded through grants, gifts, donations, or rental or user fees and that any budget shall not exceed funding through grants, gifts, donations, or rental or user fees. Montana Code Annotated provides for potential assessments or fees to cover costs and expenses as provided in § 7-11-1024, MCA; § 7-11-1025, MCA. Any assessments or fees would require additional notice and a resolution for assessment as provided by § 7-11-1024, MCA, § 7-11-1025, MCA.

5. TERMINATION. Whenever in the best interests of their respective special district or the owners of property subject to potential assessments, fees or taxes the parties may on mutual consent terminate this agreement either completely or partially and shall at such time make provisions for the disposition of property, if any, that may have been acquired on such terms and conditions that the parties shall agree in good faith.

6. ADMINISTRATION BY JOINT BOARD POWERS & DUTIES. In accordance with Montana Code Annotated Sections 7-11-1021 and 7-1-201 et seq. and 7-11-105(7) and applicable law:

- (a) The board shall have 5 members with 2 appointed by Gallatin County Commissioners and 2 appointed by Madison County Commissioners and 1 appointed by either the Madison or Gallatin County Commissioners with approval or consent of the other Commissioners. Members must reside in the respective county and either own property or reside within the district boundary from which they are appointed and shall serve at the discretion of the commission that appoints the member.
- (b) Members of the board shall serve 3-year terms.
- (c) Members are not entitled to mileage, expenses, salary, or per diem.
- (d) The board may exercise all powers that are necessary and proper to the establishment, operation, improvement, maintenance, and administration of the special district.
- (e) The board shall not pledge the credit of Gallatin or Madison County or impose a tax unless specifically authorized by state law.
- (f) The County Commissioners shall maintain a register of appointments, including: the name of the board, district or commission; the date of appointment and confirmation, if any is required; the length of term; the name and term of the presiding officer and other officers of the administrative board or special district; the date, time, and place of regularly scheduled meetings.
- (g) The board shall adopt bylaws consistent with § 7-1-201(11) – (13), MCA and this Resolution, including: a majority of members constitutes a quorum for conducting business, and action may be taken by a majority vote of members present and voting; the board shall provide for keeping of written minutes, including the final vote on all actions and the vote of each member, and all records shall be preserved consistent with



- public records law; the board shall provide by rule for the date, time, and place of regularly scheduled meetings and file the information with the County Commissioners.
- (h) The County Commissioners shall assume the duties of the administrative board, district, or commission if the minimum number of qualified persons is not available, and in such case the County Commissioners shall have all the same powers and duties and act in the same capacity of an administrative board, district, or commission, and shall not receive any additional compensation.
 - (i) The Board may exercise only the specific powers and duties granted as follows:
 - (1) implement a program and order improvements for the special district designed to fulfill the purposes of the special district;
 - (2) administer the budget of the special district;
 - (3) employ personnel;
 - (4) purchase, rent, or lease equipment, personal property, and material necessary to develop and implement an effective program;
 - (5) cooperate or contract with any corporation, association, individual, or group of individuals, including any agency of federal, state, or local government, in order to develop and implement an effective program;
 - (6) receive gifts, grants, or donations for the purpose of advancing the program and, by gift, deed, devise, or purchase, acquire land, facilities, buildings, and material necessary to implement the purposes of the special district;
 - (7) construct and maintain facilities and buildings necessary to accomplish the purposes of the special district;
 - (j) The entity chosen to administer the special district shall submit annual budget and work plans to the governing body for review and approval.

7. MANNER OF ACQUIRING, HOLDING AND DISPOSING REAL AND PERSONAL PROPERTY USED IN THE JOINT UNDERTAKING. Personal or real property shall be acquired, held and disposed of in accordance with the recommendations of the joint board. All real or personal property that may be acquired or held shall be adequately insured in accordance with accepted standards applicable in the counties. The county where the real property is located shall continue to hold such property upon partial or complete termination, unless the counties agree otherwise.

8. RETIREMENT SYSTEM REPORTING. The members of the joint board shall serve as volunteers without compensation and therefore no retirement reporting shall be required regarding the members. If employees are hired that would be entitled to retirement benefits, then reporting shall be made by the county in accordance with recommendations of the joint board.

9. SHARING PROFESSIONAL EMPLOYMENT. In accordance with Montana Code Annotated Section 7-11-105(9) the parties may share the employment of any professionals in accordance with the recommendations of the joint board.

10. OTHER NECESSARY AND PROPER MATTERS. The parties agree to mutually indemnify, hold harmless and defend the other party and its officers, directors, agents and



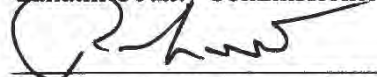
employees for liability, damages, losses, or costs, against any suit, cause of action, claim, cost, expense, obligation or liability of any character, including attorney's fees, which is brought or asserted for any bodily injury, death, or physical damage to property received or sustained by any person, persons, property, business or any other entity, arising out of or resulting from, or in connection with the this agreement.

11. **FILING OF INTERLOCAL AGREEMENT.** Each party shall file this agreement with their respective county clerk and recorder and with the secretary of state.

12. **AUTHORIZATION TO APPROPRIATE FUNDS.** In accordance with Montana Code Annotated Section 7-11-108 each county "may appropriate funds for and may sell, lease, or otherwise give or supply to the administrative board created for the purpose of performance of said contract and may provide such personnel or services therefore as may be within its legal power to furnish."

Dated 2/7, 2012

Gallatin County Commissioners

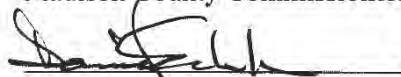

R. Stephen White, Chairman

ATTEST:

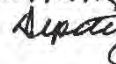

Charlotte Mills, Clerk & Recorder

Dated Oct. 18, 2011

Madison County Commissioners


Dave Schulz, Chairman

ATTEST:


Peggy Kaatz Stemler, Clerk & Recorder 





GALLATIN COUNTY RESOLUTION NO. 2011-061

A RESOLUTION CREATING THE BIG SKY MEADOW TRAILS, RECREATION AND PARKS SPECIAL DISTRICT PURSUANT TO MONTANA CODE ANNOTATED SECTION 7-11-1001 ET SEQ. AND ADMINISTERED BY INTERLOCAL AGREEMENT PURSUANT TO MONTANA CODE ANNOTATED SECTION 7-11-101 ET SEQ.

The resolution was introduced by Katie Morrison, the Executive Director of Big Sky Community Corporation (BSCC); moved by Commissioner SKINNER and seconded by Commissioner MURDOCK. The Resolution was approved by vote of 2 in favor and 0 opposed this July 26, 2011. Commissioner White was excused.

WHEREAS, on May 23, 2011, a public meeting, duly noticed in accordance with the law, was held before the County Commissioners, Conference Room 301, 311 W. Main St., Bozeman, MT 59718, whereat the County Commissioners met and discussed with representatives of the Big Sky Community Corporation and Big Sky Town Center the intent of those organizations and community members to form a trails, recreation and parks special district; and

WHEREAS, on June 14, 2011, a public hearing, duly noticed in accordance with the law, was held before the County Commissioners, 3rd Fl. Public Meeting, 311 W. Main St., Bozeman, MT 59718, where the Resolution of Intent was introduced by Katie Morrison, and then after public comment was received and considered the County Commissioners moved to adopt, discussed and passed Resolution No. 2011-045, a "RESOLUTION OF INTENT TO CREATE THE BIG SKY MEADOW TRAILS, RECREATION AND PARKS SPECIAL DISTRICT PURSUANT TO MONTANA CODE ANNOTATED SECTION 7-11-1001 ET SEQ. AND ADMINISTERED BY INTERLOCAL AGREEMENT PURSUANT TO MONTANA CODE ANNOTATED SECTION 7-11-101 ET SEQ"; and

WHEREAS, a "NOTICE OF PASSAGE OF RESOLUTION OF INTENT TO CREATE THE BIG SKY MEADOW TRAILS, RECREATION AND PARKS SPECIAL DISTRICT TO BE ADMINISTERED BY INTERLOCAL AGREEMENT" was published in accordance with Montana Code Annotated Section 7-11-1007 as follows:

- *Bozeman Daily Chronicle* 06/23/2011 and 06/30/2011;
- *Lone Peak Lookout* 06/23/2011;
- *Big Sky Weekly* 07/01/2011; and

WHEREAS, the Gallatin County Clerk & Recorder mailed a notice of passage of resolution of intention on June 22, 2011, to the owners of the property included on the list of "those properties subject to potential assessment, fees, or taxation under the creation of the proposed special district" as required by Montana Code Annotated Section 7-11-1007(3); and

WHEREAS, the Big Sky Community Corporation held an informational meeting open to the public on July 13, 2011, that was noticed by publication in the Big Sky Weekly on July 1, 2011, and mailed separately information to the persons on the mailing list provided by the Gallatin County Clerk & Recorder; and

WHEREAS, a copy of the Resolution of Intent, sample Interlocal Agreement, boundary description, map, protest form and other information was made available on the Gallatin County website: http://www.gallatin.mt.gov/Public_Documents/gallatincomt_clerk/bspd/bspdfiles, and

WHEREAS, Gallatin County maintains copies of the documents in accordance with public records law; and

WHEREAS, the County Commissioners find that the notice, mailing and right to protest procedure as required by Montana Code Annotated Section 7-11-1008 was proper; and

WHEREAS, the County Commissioners have considered all protests and public

**GALLATIN COUNTY RESOLUTION NO. 2011-061**

comments and find that at the close of the protest period not sufficient protests were filed; and

WHEREAS, the Gallatin County Big Sky area includes homes, condominiums, businesses, resorts, facilities, infrastructure, and open space and shares a common boundary with the Madison County Big Sky area that includes similar characteristics and three ski mountains; and

WHEREAS, residents and owners desire to plan, create, improve, maintain and develop and trails, recreation and parks with the residents and owners in Madison County but lack means of accomplishing these goals across county jurisdictional lines and boundaries; and

WHEREAS, Gallatin County has the authority to create special districts for the purpose of creating, improving, maintaining, planning, developing and administering trails, recreation and parks pursuant to Montana Code Annotated Sections 7-11-1001 et seq.; and

WHEREAS, the County Commissioners are advised that the Madison County Commissioners are pursuing the formation of a similar special district in Madison County for similar purposes; and

WHEREAS, the County Commissioners find that the creation of this special district and administration by a joint board may provide the residents and owners with improved opportunities to plan, manage, develop, create, maintain, finance and improve trails, recreation and parks in the area which would be of general benefit to the County and its inhabitants; and

WHEREAS, Gallatin County has the authority pursuant to Montana Code Annotated Section 7-11-101 et seq. to enter into an interlocal agreement with Madison County for the purpose of having a joint board administer the special districts; and

WHEREAS, the County Commissioners find that public convenience and necessity require that a special district should be formed to benefit the inhabitants of the Big Sky area and community for all the reasons and findings herein; and

WHEREAS, the County Commissioners have the authority to create this special district pursuant to Montana Code Annotated Section 7-11-1013 within 30-days of the close of the protest period and said 30-days has not expired;

NOW THEREFORE BE IT RESOLVED, by the County Commissioners hereby create the Big Sky Meadow Trails, Recreation and Parks Special District as follows:

1. **NAME**. The special district shall be known as "The Big Sky Meadow Trails, Recreation and Parks Special District."

2. **NECESSITY AND PURPOSE**. The area around Big Sky ski mountain, and the greater Big Sky Resort area is made up of several large entities owning large tracts of land and developments, as well as many individual and smaller tracts belonging to homeowners and businesses. These collective landowners hold property and businesses in either Gallatin or Madison County, or both. It is necessary to allow these various people and entities to work collectively to create a community trails, recreation, and parks special district for the greater enjoyment of the residents of the Big Sky community, and all visitors to the Big Sky area. It is the intention of the County that this special district will be created contemporaneously with (or nearly contemporaneously with) a similar district covering the Madison County portion of the Big Sky area, and that the two districts will be managed and governed by an interlocal agreement entered into between the County Commissions of Gallatin and Madison Counties.

3. **GENERAL DESCRIPTION OF THE TERRITORY INCLUDED IN THE BIG SKY MEADOW SPECIAL PARKS DISTRICT**. The boundary of the special district will be as shown on the attached map: Sections 1-4, 9-16, 21-28, and 33-36 in T6S, R3E; Sections 6, 7, 18, 19, 30,



GALLATIN COUNTY RESOLUTION NO. 2011-061

and 31 in T6S, R4E; Sections 1-4, 9-11, 15-16, 21-22, 27-28, 33-34 in T7S, R3E; and Section 6 in T7S, R4E, excepting therefrom Tracts 18-22 and 27-30 of COS 1754A.

4. **THE GENERAL CHARACTER OF THE BIG SKY MEADOWTRAILS, RECREATION AND PARKS SPECIAL DISTRICT.** The general character of the proposed Big Sky Meadow Trails, Recreation and Parks Special District is that it is the intention that it shall be a self funded district dedicated to the creation and implementation of recreation programs, and for the creation, acquisition, establishment, operation, improvement and maintenance of parks, trails, and recreation in the greater Big Sky area. This includes but is not limited to parks, playgrounds, athletic facilities, ball fields, trails, rest rooms, picnic shelters, and camp grounds. Working in conjunction with the Big Sky Mountain Parks, Trails, and Recreation Special District, the Big Sky Meadow Trails, Recreation, and Parks Special District may raise funds and administer those funds so as to create, maintain, establish and improve a useable, functioning, and vibrant trails, recreation, and parks special district in the Big Sky area.

5. **ESTIMATED COST AND METHOD OF FINANCING.** Estimated costs are not known at this time. The intention is that this district be self funded through grants, gifts, donations, or rental or user fees and that any budget shall not exceed funding through grants, gifts, donations, or rental or user fees. Pursuant to Montana Code Annotated there is the potential for the imposition of assessment or fees to cover costs and expenses as provided in § 7-11-1024, MCA; § 7-11-1025, MCA. Any assessment or fees would require additional notice and a resolution for assessment as provided by § 7-11-1024, MCA, § 7-11-1025, MCA.

6. **ADMINISTRATION BY INTERLOCAL AGREEMENT.** In accordance with Montana Code Annotation Section 7-11-1022 the special district will be administered by an appointed board of representatives of the participating jurisdictions pursuant to an interlocal agreement in form substantially conforming to the attached sample agreement.

7. **BOARD POWERS & DUTIES.** In accordance with Montana Code Annotated Sections 7-11-1021 and 7-1-201 et seq. and 7-11-101 et seq.:

- (a) The board shall have 5 members with 2 appointed by Gallatin County Commissioners and 2 appointed by Madison County Commissioners and 1 appointed by either the Madison or Gallatin County Commissioners with approval or consent of the other Commissioners. Members must reside in the respective county and either own property or reside within the district boundary from which they are appointed and shall serve at the discretion of the commission that appoints the member.
- (b) Members of the board shall serve 3-year terms.
- (c) Members are not entitled to mileage, expenses, salary, or per diem.
- (d) The board may exercise all powers that are necessary and proper to the establishment, operation, improvement, maintenance, and administration of recreation facilities in the special district.
- (e) The board shall not pledge the credit of Gallatin County or impose a tax unless specifically authorized by County Commissioners with jurisdiction over the lands in the district.
- (f) The County Commissioners shall maintain a register of appointments, including: the name of the board, district or commission; the date of appointment and confirmation, if any is required; the length of term; the name and term of the presiding officer and other officers of the administrative board or special district; the date, time, and place of regularly scheduled meetings.
- (g) The board shall adopt bylaws consistent with 7-1-201(11) – (13) and this Resolution, including: a majority of members constitutes a quorum for conducting business, and



GALLATIN COUNTY RESOLUTION NO. 2011-061

action may be taken by a majority vote of members present and voting; the board shall provide for keeping of written minutes, including the final vote on all actions and the vote of each member, and all records shall be preserved consistent with public records law; the board shall provide by rule for the date, time, and place of regularly scheduled meetings and file the information with the County Commissioners.

- (h) The County Commissioners shall assume the duties of the administrative board, district, or commission if the minimum number of qualified persons is not available, and in such case the County Commissioners shall have all the same powers and duties and act in the same capacity of an administrative board, district, or commission, and shall not receive any additional compensation.
- (i) The Board may exercise only the specific powers and duties granted as follows:
 - (1) implement a program and order improvements for the special district designed to fulfill the purposes of the special district;
 - (2) administer the budget of the special district subject to the limitations herein;
 - (3) employ personnel;
 - (4) purchase, rent, or lease equipment, personal property, and material necessary to develop and implement an effective program;
 - (5) cooperate or contract with any corporation, association, individual, or group of individuals, including any agency of federal, state, or local government, in order to develop and implement an effective program;
 - (6) receive gifts, grants, or donations for the purpose of advancing the program and, by gift, deed, devise, or purchase, acquire land, facilities, buildings, and material necessary to implement the purposes of the special district;
 - (7) construct and maintain facilities and buildings necessary to accomplish the purposes of the special district;
- (j) The entity chosen to administer the special district shall submit an annual budget and work plans to the governing body for review and approval consistent with the specific powers and duties herein.

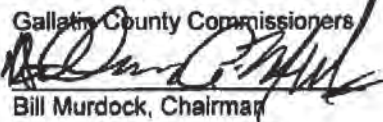
8. **AUTHORITY.** The County Commission is authorized to adopt this resolution creating the special district pursuant to Montana Code Annotated Section 7-11-1013 within 30-days of the close of the protest period and has acted accordingly.

9. **REPORTING PROCEDURE.** The County Commission shall within 60-days after the creation of the special district provide the Department of Revenue with the information required pursuant to Montana Code Annotated Section 7-11-1014.

10. **EFFECTIVE DATE.** The effective date for the creation of the special district shall be the date of adoption of this Resolution and passage by the Gallatin County Commissioners.

Dated: July 26, 2011.

Gallatin County Commissioners

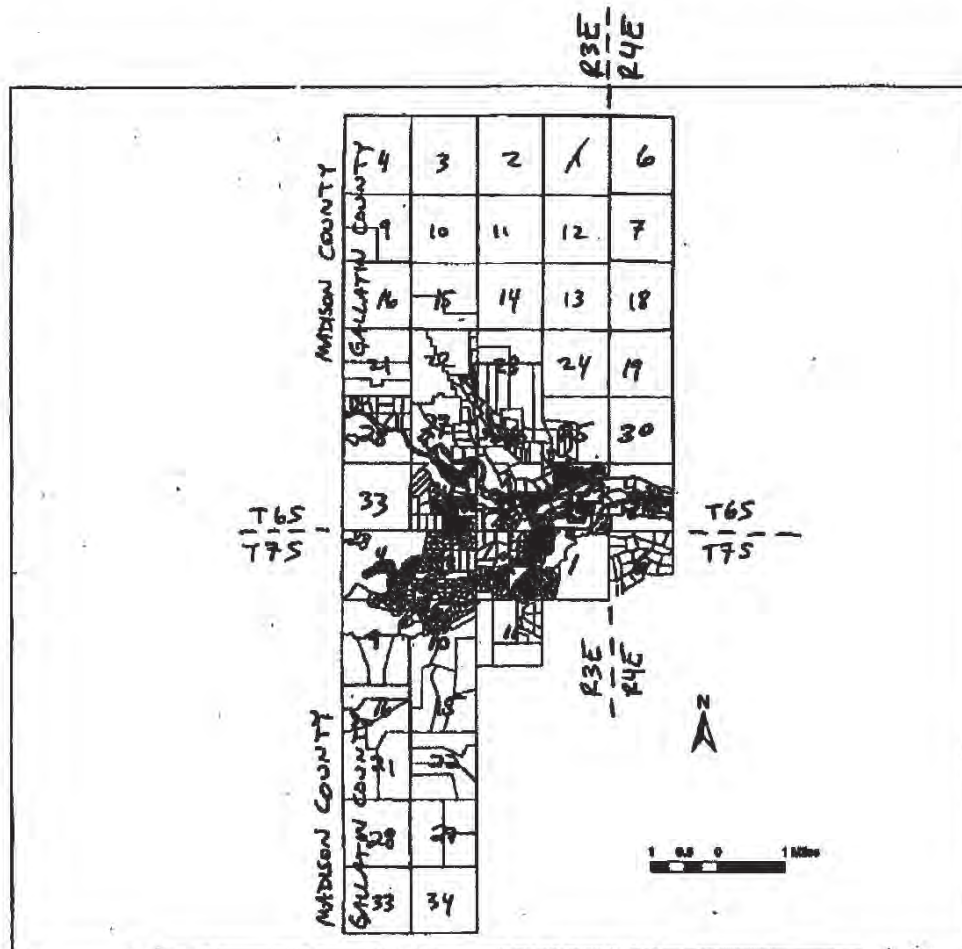

Bill Murdock, Chairman

ATTEST:


Charlotte Mills, Clerk & Recorder



Proposed Big Sky Meadow Trails, Recreation, and Parks Special District



Legal Description

All parcels within the following described area: Sections 1-4, 9-16, 21-28, and 33-36 in T6S, R3E; Sections 6, 7, 18, 19, 30, and 31 in T6S, R4E; Sections 1-4, 9-11, 15-16, 21-22, 27-28, and 33-34 in T7S, R3E; and Section 6 in T7S, R4E, excepting therefrom Tracts 18-22 and 27-30 of COS 1754A.

Hans Streufert
 Hans Streufert, PLS
 MT Reg. No. 16971LS
 Morrison-Maerle, Inc.





MADISON COUNTY RESOLUTION 3-2012

A RESOLUTION AFFIRMING RESOLUTION 37-2011 WHICH CREATED THE BIG SKY MOUNTAIN TRAILS, RECREATION AND PARKS SPECIAL DISTRICT PURSUANT TO MONTANA CODE ANNOTATED SECTION 7-11-1001 ET SEQ. AND ADMINISTERED BY INTERLOCAL AGREEMENT PURSUANT TO MONTANA CODE ANNOTATED SECTION 7-11-101 ET SEQ, EXPANDING THE BOUNDARIES OF THE EXISTING PARK DISTRICT CREATED BY RESOLUTION 16-88, STRIPPING THE PARK DISTRICT OF ITS EXISTING TAXING AUTHORITY, AND ENTERING INTO AN INTERLOCAL AGREEMENT WITH GALLATIN COUNTY FOR THE MANAGEMENT OF THIS PARK DISTRICT AND A CONTIGUOUS PARK DISTRICT LOCATED IN GALLATIN COUNTY.

WHEREAS, on September 6, 2011, the County Commissioners passed Resolution 30-2011, a “Resolution Of Intent To Create The Big Sky Mountain Trails, Recreation And Parks Special District Pursuant To Montana Code Annotated Section 7-11-1001 Et Seq. And Administered By Interlocal Agreement Pursuant To Montana Code Annotated Section 7-11-101 Et Seq”; and

WHEREAS, a “Notice Of Passage Of Resolution Of Intent To Create The Big Sky Mountain Trails, Recreation And Parks Special District To Be Administered By Interlocal Agreement” was published in accordance with Montana Code Annotated Section 7-11-1007 as follows:

- *The Madisonian* 9/15/2011 and 9/22/2011;
- *Lone Peak Lookout* 9/15/2011 and 9/22/2011;
- *Big Sky Weekly* 9/23/2011

WHEREAS, the County Commissioners considered all protests and public comments and found that at the close of the protest period insufficient protests were filed; and

WHEREAS, on October 18, 2011, the County Commissioners passed Resolution 37-2011, a Resolution Creating the Big Sky Mountain Trails, Recreation and Parks Special District Pursuant To Montana Code Annotated Section 7-11-1001 Et Seq. And Administered By Interlocal Agreement Pursuant To Montana Code Annotated Section 7-11-101 Et Seq”; and

WHEREAS, it was determined by the County Attorneys of Madison and Gallatin Counties that a Notice of Passage of Resolution of Intention must be sent to each affected parcel owner within the proposed district, and

WHEREAS, an additional “Notice Of Passage Of Resolution Of Intent To Create The Big Sky Mountain Trails, Recreation and Parks Special District To Be Administered By Interlocal Agreement” was published in accordance with Montana Code Annotated Section 7-11-1007 as follows:

- *The Madisonian* 1/5/2012 and 1/12/2012;
- *Lone Peak Lookout* 1/5/2012 and 1/12/2012;
- *Big Sky Weekly* 1/13/2012



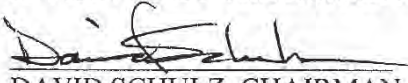
WHEREAS, on January 5, 2012, a "Notice Of Passage Of Resolution Of Intent To Create The Big Sky Mountain Trails, Recreation And Parks Special District To Be Administered By Interlocal Agreement" was sent to each affected parcel owner in the proposed district, and

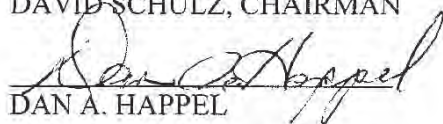
WHEREAS, on January 31, 2012, an additional public hearing was conducted at the Madison County Broadway Annex in Virginia City to allow the public an opportunity to voice opinions on the proposed district; and

WHEREAS, the County Commissioners again considered all protests and public comments and found that at the close of the protest period insufficient protests were filed; and

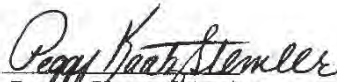
NOW THEREFORE BE IT RESOLVED, that the Madison County Board of Commissioners hereby affirms Resolution 37-2011 creating the Big Sky Mountain Trails, Recreation and Parks Special District pursuant to Montana Code Annotated, Section 7-11-1001 Et Seq. and administered by Interlocal Agreement pursuant to Montana Code Annotated, Section 7-11-101 Et Seq, expanding the boundaries of the existing park district created by Resolution 16-88, stripping the park district of its existing taxing authority, and entering into an interlocal agreement with Gallatin County for the management of this park district and a contiguous park district located in Gallatin County.

APPROVED BY THE BOARD OF COMMISSIONERS THIS 31st DAY OF JANUARY, 2012.


DAVID SCHULZ, CHAIRMAN


DAN A. HAPPEL


JAMES P. HART

ATTEST: 
Peggy Kaatz Stemler
Clerk and Recorder





Appendix C: Park Land Evaluation Checklist

Appendix B

CITY OF HELENA
Parks, Recreation and Open Space Plan

Appendix B CITY PARKLAND EVALUATION

The following is an evaluation of this proposal using the Park Board's criteria:

General Criteria

1. List the parks policies to which the proposed park project is applicable.
 - a) _____
 - b) _____
 - c) _____
 - d) _____
2. What is the proposed acreage and shape?

3. Are there noxious weeds on the property? ____ Yes. ____ No. If so, how will they be eradicated?

4. Are there any slopes over 25%? ____ Yes. ____ No.
5. Are there environmental or physical hazards on the property? ____ Yes. ____ No.
6. Describe the potential user groups for this park. _____
7. Are other facilities incorporated on any part of the proposed parkland, such as storm water ponds, pump houses and/or wells? ____ Yes. ____ No.
 - a) Is mitigation required? ____ Yes. ____ No.
 - b) How will it be mitigated? _____
 - c) What percentage, if any, is acceptable as parkland? _____
8. Is there any physical barrier(s), such as highway, cliff or railroad between the residential area and the proposed park? ____ Yes. ____ No. Explain. _____



Appendix B

CITY OF HELENA
Parks, Recreation and Open Space Plan

9. Montana Code and Zoning

Zoning Formula per MCA 76-3-621	
R3, R4, RO and all other proposed residential lots	R1 and R2
.03 acres/dwelling unit	(a) 11% of the area of the land proposed to be subdivided into parcels of one-half acre or smaller; (b) 7.5% of the area of the land proposed to be subdivided into parcels larger than one-half acre and not larger than 1 acre; (c) 5% of the area of the land proposed to be subdivided into parcels larger than 1 acre and not larger than 3 acres; and (d) 2.5% of the area of the land proposed to be subdivided into parcels larger than 3 acres and not larger than 5 acres.

Parkland calculation:

Density Formula			Total
Total acreage of residential lots	x	.03 acre/ dwelling unit =	
R1 and R2 Zone Formula			
Total acres of lots that are 1/2 acre or smaller.	x	11% =	
Total acres of lots that are larger than 1/2 acre and less than 1 acre.	x	7.5% =	
Total acres of lots that are larger than 1 acre and less than 3 acres.	x	5% =	
Total acres of lots that are larger than 3 acres and less than 5 acres.	x	2.5% =	

10. How will the parkland be developed? _____

11. How will the parkland be maintained? _____

12. How far is the proposed parkland to the closest city owned park? _____

13. What is the zoning on the property? _____

14. What is the dwelling unit density? (units/acre) _____

15. Which formula will be used to determine parkland dedication? Why? Use table above.

16. Does the size of proposed parkland match or exceed the requirement? ____ Yes. ____ No.



Appendix B

CITY OF HELENA
Parks, Recreation and Open Space Plan

17. Will cash –in –lieu be acceptable – why? _____ Yes. _____ No.

18. Is the subdivision a Planned Unit Development or other development with land permanently set aside for park and recreational uses? _____ Yes. _____ No.
19. If yes on Q17, then is the land permanently set sufficient to meet the needs of the persons who will ultimately reside in the development; and the area of the land and any improvements set aside for park and recreational purposes equals or exceeds the area of the dedication required? If yes, then no parkland dedication to the City is required.
_____ Yes. _____ No.
20. Does the proposed parkland contain one of the following: critical wildlife habitat, cultural, historical, or natural resources or agricultural interests? _____ Yes. _____ No.

21. If yes on Q19, then has quantifiable documentation been submitted to substantiate the application? _____ Yes. _____ No.
22. If yes on Q19, then does the area of the land proposed to provide long-term protection an amount equal to or exceeding the area of the dedication required? _____ Yes. _____ No.

23. Is land outside of the subdivision to be set aside for park and recreational uses? (If no, go to Q25.) _____ Yes. _____ No.
24. If yes on Q22, then is it sufficient to meet the needs of the persons who will ultimately reside in the subdivision? _____ Yes. _____ No.
25. If yes on Q22, then does the area of the land and any improvements set aside for park and recreational uses equals or exceeds the area of dedication required? _____ Yes. _____ No.
26. Is the subdivider proposing dedicating land to a school district? _____ Yes. _____ No.
27. If yes on Q25, then is the land adequate to be used for school facilities or buildings that equals or exceeds the area of dedication required? *School land dedication is subject to the approval of the local governing body and acceptance by the school district trustees.*
_____ Yes. _____ No.
28. What is the proposed name of the park? _____
Names of new parks are submitted to the Consolidated City-County Parks Board with final action by the City Commission.

Specific Criteria

- A. Public Park Areas:** This includes parkland categories as defined in the Parks, Recreation, and Open Space Plan or other city adopted plan. These areas can serve a wide variety of uses including playgrounds, community gardens, facilities for non-sports recreation, picnic shelters, walking/jogging or trails. Check all that apply.

☐ Introduces a park into an area that currently lacks one.



Appendix B

CITY OF HELENA
Parks, Recreation and Open Space Plan

- ☐ Will have maintenance costs that are reasonable for the number of people being assessed.
- ☐ Offers recreation opportunities for people of varying physical abilities and age groups.
- ☐ Enhances the ability of the public to access other trails or creates non-motorized travel opportunities as identified in the *Greater Helena Area Transportation Plan*.

B. Open Space Lands: These are defined by the city and county as specific parcels of land designated to be left undeveloped, in an otherwise developing urban context, and to be dedicated to the public for continued access by non-motorized means. These areas define and enhance the natural, aesthetic and scenic qualities of the area. It is evaluated based on the one or more of the following criteria:

- ☐ Connects park, open space, and other public properties.
- ☐ Is large enough in size, by itself or in conjunction with adjacent public properties, to maintain its open space qualities.
- ☐ Has a publicly accessible viewpoint that provides a panoramic view of the surrounding landscape.
- ☐ Is safely and conveniently accessible by non-motorized modes of travel.
- ☐ Has a feature of historic or cultural importance.
- ☐ Has a feature of educational or scientific value.
- ☐ Is appropriately vegetated with native species and/or mature trees.
- ☐ Has a scarcity of noxious weeds.
- ☐ Has a feature of special importance to wildlife and birds.
- ☐ Has an interesting geologic or topographic feature.
- ☐ Has surface water such as a stream, pond, spring, or wetland.
- ☐ Provides an undeveloped visual backdrop for important buildings or urban features, such as the “Capital Backdrop”.
- ☐ Have trails or existing use by the public for recreational activities.

C. Trail Corridors: These provide a location for non-motorized recreation and travel. They often provide connections between public properties. These are evaluated based on one or more of the following criteria:

- ☐ Has been identified in the *Greater Helena Area Transportation Plan*.
- ☐ Follows a linear natural feature, such as a stream or ridge.
- ☐ Follows an established or demonstrably desirable corridor of non-motorized use.
- ☐ Connects previously unconnected public properties and/or neighborhoods.
- ☐ Provides access to public properties.



Appendix B

CITY OF HELENA
Parks, Recreation and Open Space Plan

- ☐ Helps to complete a network of trails that connect public properties in and around Helena.
- ☐ Is separated from motorized traffic.
- ☐ Uses an existing corridor such as a railroad or utility right of way or easement.
- ☐ Follows a route of historical significance.

D. Sports Fields and Facilities: This provides enhanced or additional spaces for sports fields, informal games, and other recreational activities. This land is evaluated upon one or more of the following criteria:

- ☐ Is large enough to accommodate a playing field or sports facility.
- ☐ Have extensive level areas.
- ☐ Will offer opportunities for organized sports.
- ☐ Will be landscaped and provide facilities for spectators.
- ☐ Is accessible by a variety of modes of transportation.

E. Staff Recommendation to the City-County Parks Board.



Appendix D: Montana Peer Cities

City	Population (2010)	Parks Budget Expenses (2013)	O&M Budget per Person	Number of Parks	Total Park Acreage	Notes
Belgrade	7,389	\$123,949 FY16	\$16.77	12	80	Park impact fees, per residential housing unit \$457.05 for detached single family, \$318.45 for all other housing types
Lewistown	5,857	\$75,000	\$12.81	16	200+	Swimming pool is a separate budget
Sidney	5,934	\$123,310	\$20.78	19	44	Swimming pool, recreation are separate budgets
Laurel	6,931	\$162,016	\$23.28	16	98	Swimming pool & forestry are separate budgets
Havre	9,620	\$285,000 FY17	\$29.63	20	68	Swimming pool & recreation are separate budgets
Glendive	5,177	\$143,119	\$27.65	8	37	Swimming pool & recreation are separate budgets
Hamilton	4,348	\$128,257 FY16	\$29.50	7	~54	18 acres of "mowed" parks
Columbia Falls	4,688	\$219,069 FY16	\$46.73	11		Swimming pool is separate; 1.35 FTE
Polson	4,488	\$176,508 FY17	\$39.33	12	30+	Golf is a separate enterprise fund; 2.75 FTE; Polson has park impact fees
Livingston	7,053	\$470,662 FY17	\$66.73	12	135	Recreation, swimming pool & civic center is separate; Park impact fees; budget includes cemetery operations crew
Miles City	8,410	\$393,446 FY16	\$46.78	19	176	Swimming pool is separate
Whitefish	6,357	\$138,789 for trail maintenance; \$201,856 admin; \$436,559 O&M FY17	\$122.26	11	66	Cemetery, after school, armory, city beach, ice rink, special events, programs are separate budgets. Whitefish has impact fees, resort tax & tax increment revenues & trail construction fund
Colstrip	2,342	\$1,992,720 FY14	\$850.86	28	170	All park lands are owned by Rosebud County and managed by the Special District, paid for with a special district tax.



Appendix E: Public Comments

Commentor: Britt Ide

Date: July 7, 2017

Thank you very much to the Board and Advisory Council for this thoughtful document. I look forward to it being leveraged to increase park lands and park management. Parks and trails are critical to our community health and economic base.

Commentor: Barb Rooney

Date: July 12, 2017

Hello

I am on the Board of the BSCO. I thought I would share some feedback as it relates to your study and recommendations. I found it interesting that in our community a fraction of the size of Whitefish, we fund and offer almost as much park land as Whitefish...and we do not tax. We should be darn proud of that and work to protect that model, in my opinion! I think you are pointing out that our model is not "broken". While we can shore up some fine details, we have a very successful non for profit with a growing and well maintained park/trail model. I would NOT support handing this over to a taxing park district. That is not why we originally created the Park District. It was created simply to protect our local area from 2 other taxing park districts that wanted to include our area into their areas. We created our own to protect from additional taxes. I look forward to our discussions on the 20th.

Thanks

BARB ROONEY



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