

**Amsterdam/Churchill DRAFT
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Chapter I: Introduction

A Brief History

- Manhattan Malting Company and Dutch Immigration
- Church
- Agricultural History
- Etc..?

What's Next?

This is the first community plan for Amsterdam/Churchill. Over the last several months, residents have expressed a desire to use the planning process to preserve the rural and small-town nature of the area, direct growth into the core of downtown Amsterdam/Churchill, preserve both agricultural land and the agricultural lifestyle, explore the possible formation of a community water system, and adopt zoning to mitigate potentially incompatible uses. Additionally, residents have stated they would like increased local control over the future of the area and have committed to forming a non-profit organization to provide a forum for continuing the conversation regarding community growth and change.

Authority

Authority of this community plan is authorized by state statute. Section 76-1-106 of the Montana Code Annotated (MCA) requires local planning boards to prepare growth policies... Section 76-1-... offers general guidance for the contents of a growth policy and/or neighborhood plan. Sections ...give the procedure for adoption of growth policy or growth policy amendment.

The Planning Process

This plan contains three layers of guidance for residents and decision makers:

- The guiding principles, which set the stage for more specific direction that follows;
 - Goal statements in each chapter, which are broad statements about how the community will address a particular issue or need;
 - Policies, which are specific action statements about how the community will achieve each goal.
- I. Goal statements in each chapter, which are broad statements about how the community will address a particular issue or need;
 - II. Policies, which are specific action statements about how the community will achieve each goal.

The plan calls for exploring three primary strategies for managing growth in the Amsterdam/Churchill area:

- **Partnerships.** Partnerships, or agreements, between two agencies are a primary strategy communities can use to implement their planning policies. There are several areas, such as transportation and sewer infrastructure, where actions by one jurisdiction impact another. Partnerships call for both jurisdictions to cooperate on decision making in order to better implement community goals and policies.
- **Investments.** A second strategy to implement the Amsterdam/Churchill Community Plan policies involve investments. Investments require the residents of Amsterdam/Churchill, the County, or perhaps outside agencies (such as MDT or federal grant programs) to invest time, energy, money, or a combination thereof. Investments include exploring the option of public water and sewer for downtown Gateway.
- **Requirements.** Requirements can take several different forms. The most common type of requirement is a set of development standards which new development or changes in land use would have to meet (also known as zoning). These standards could include setbacks from canals or ditches, landscape buffers between commercial and residential uses to help compatibility, lighting standards for new commercial buildings, density requirements for new subdivisions, requirements for central sewer/water, etc. Other types of requirements could take the form of plan policy. Examples include planned road connections, trail connections, or sidewalk connections which new development would have to build as a condition of their approval.

The plan is broken into two geographic areas: Downtown Amsterdam/Churchill and Rural Amsterdam/Churchill. Partnerships, investments, and strategies are all discussed as implementation strategies for achieving the goals and policies of each geographic area.

Chapter II: Background Information

A summary profile of Gallatin Gateway is presented below. For more detailed information, please refer to the data sources.

Jurisdiction and Land Information

- Depends on the final size...
- Town lays on top of a hill (Church Hill), bordered on the east by Godfrey Creek and the west by Camp Creek.
- General soils information

Population and Housing

- Census 2000 says 727
- 264 in 2000 according to census bureau
-

Public Services

School

Amsterdam School

The Amsterdam School is located on a 2.9-acre site, excluding the baseball diamond. Water for the school is provided by a well, located just east of the school building. Sewer service is provided by the community system. The original school building (5,768 square feet) was constructed in _____. The newer portion of the building (___ square feet) was constructed in ____.

The facility includes four classrooms located in the 1996 structure, as well as two classrooms, a music room, and the combination library/computer room in the newer portion of the building.

These facilities house resources for a kindergarten through sixth grade student body. The School Charter allows kindergarten through eight grades, though students in the seventh and eighth grades attend Manhattan Schools instead of Amsterdam School. With the recent failure of school bonds in Manhattan, it is unclear how Amsterdam School will be affected.

The School District's boundary includes 100 square miles. Expansion of the current facilities is limited by aging infrastructure and utilities, limited space and limited resources.

The School District recently passed a school bond for \$1.2 million. The bond will be used to construct 4 new classrooms. It is likely that two classrooms will initially be used for a multi-purpose room until classroom space is needed.

The school is currently staffed by 10 teachers and five administrative employees.

School enrollment has been varied over the past ten years, though the approval of the recent Amsterdam Village development could potentially double the number of students. The Amsterdam Village developer has offered to donate 8 acres of land to the school, as well as professional services in planning for and designing an expansion of school facilities. Additionally, the Amsterdam Village project will be required to donate an impact fee of \$1,000 per lot as the development built out. Table 1 shows school enrollment over the past decade:

**Table 1 : Student Enrollment Figures
1997/1998 – 2006/2007**

- 1997/1998: 82
- 1998/1999: 88
- 1999/2000: 79
- 2000/2001: 71
- 2001/2002: 79
- 2002/2003: 75
- 2003/2004: 73
- 2004/2005: 71
- 2005/2006: 78
- 2006/2007: 98

School Staffing Basics

- _ Principal
- __ Teachers (including library, Music/PE, and technology)
- _ Assistants
- _ Staff
- _ Kitchen Staff

Primary Issues local schools

Fire Department

Amsterdam Rural Fire Department Issues

The Amsterdam Rural Fire Department was formed in 1994. Prior to formation of the District, the area was served by the Manhattan Fire Department. Increased development and an increased demand for service prompted formation of the District.

The District covers a 90 square-mile area, with an estimated population of 1900 residents (Figure ___ shows District boundaries). The Department provides structure and grass fire protection, light rescue and vehicle extrication, basic life support (none transporting), medical, awareness of Hazmat protection services, and safety education in schools.

Fire Department Facilities

The station is located at 7170 Churchill Road, which is located at the junction of Churchill and Amsterdam Road on the northern edge of Churchill. The main building is a 36X50 wood frame steel building constructed around 1980. It has three bays and a small training room/office. The station houses the breathing compressor, cascade air system, one water tender, and one wildland engine. The second building is a 60X75 leased portion of a privately-owned commercial building just east of the main station. It has four bays and a larger training room/office. It houses the light rescue, engine, combination engine/tender, and command vehicle. Department personnel have stated they will need a new station in the next ten years.

Equipment

Command 9:

2002 Chevrolet Tahoe used for incident command. Can transport fire personnel to incidents, trainings, and meetings. It is equipped with command books, medical kits, fire extinguisher, and extra SCBA bottles.

Engine 9-1:

The 1999 Pierce Saber, 4 man, all-wheel drive, 1250 GPM, CAFs pumper is the first due structure engine. It is equipped with a 1,000 gallon booster tank which also incorporates a 20- and 40-gallon foam tank. It carries 1,000 feet of 5-inch LDH, portable master stream, 7 air packs and 4 additional air bottles, ventilation fan, chain saw, saws, and EMS equipment. Engine 9-1 has pump and roll capabilities provided by a 100-GPM pony pump which supplies trash lines and hose reel for grass or crop fires.

Water Tender:

The 1976 IH 1500 gallon tender truck is equipped with a 250 GPM pto-driven pump, portable pump, 1500 gallon dump truck, 500-watt portable light, 500 feet of 3-inch hose and fittings to adapt to agricultural sprinkler systems for water supply during the summer irrigation season.

Water Tender 9-5:

The 2005 Kenworth 3000 gallon/1000 GPM pump truck is the reserve engine and 2nd due structure engine. It is equipped with a 3000-gallon dump tank, ladders, 500-watt portable light, ventilation fan, 500 feet of five-inch hose, and three cross-lay attack lines.

Wildland 9-6:

2003 Ford F550 with a 500-gallon tank and compression air foam.

Rescue 9-9:

The 1985 Chevrolet five-man cab, one-ton rescue is the first due EMS apparatus. It has a combination Hurst rescue tool, air bag lifting and stabilization device, cascade air system, generator, scene lights, three air packs, EMS kits, AED, and hand rescue tools.

Staffing and Training

Staffing is provided by 20-24 volunteer fire fighters. The fire fighters attend at least 30 hours of in-house training per year. In-house training covers firefighter 1 tactics and basic equipment driving and pump operation. Trainings are held the 3rd Monday of each month with one additional special training each quarter. The firefighters are also encouraged to attend outside trainings provided by neighboring departments or the state fire training school. Volunteer time is significant: several volunteers put in 100-300 hours a year for the Department.

The Department has six EMT/first responders and six EMT/basic certified responders on staff. EMS training is provided the first Monday of each month and covers basic skills for the Department's level of training and response.

All volunteers are required to maintain certification in CPR pro and AED. A class is given once a year to maintain this certification.

The Department provides offensive and defensive fire attack capabilities for structures within the District.

General

The Fire Dept has reviewed subdivisions over the past several years and sees a growing need for planning in the area. With the current station and equipment, the Department's effective response area is within 5 miles of the station. Department personnel have stated their level of service would benefit from a planning area that would focus growth into the core of Amsterdam/Churchill. Development along Norris Road has begun to cause concern because it is stretching the Department thin; if more development occurs in this area, the Department will need a new station in the area (which means equipment and volunteers to man the station).

While the area has grown in the last few years, growth has been fairly moderate and has not caused a significant impact to date on the number of calls the Department receives. Looking at other parts of the valley, however, indicates this will change as Amsterdam Village and other subdivisions begin construction, and as various empty lots throughout the District begin to build out. The Amsterdam Village project is conditioned to provide both impact fees and a pressurized water system with hydrants, which will significantly help mitigate impacts from that development.

Currently the Department operates as a "defensive" department, meaning they focus on keeping fires contained in the building; they are beginning to train as an "offensive" department, meaning they could enter buildings for rescue.

If Churchill is to continue to grow, and possibly become an incorporated town, one of the Department's needs is for water systems to connect and coordinate. Existing and new

infrastructure, such as water systems, hydrants, tanks, and fill site, need to connect. Additionally, as the Department looks ahead, it wants to be able to realistically project needs for both staffing and equipment. Department staff states current call loads are manageable, but as soon as a Department gets to the 200-300 calls-per-day range, there will need to be changes with staffing (which takes money and people).

Figures __ through __ detail incident reports per year from 2001-2007. While the number of incidents has varied in the past 7 years, it is worthwhile to note that 2007 has set the record for highest number of incidents.

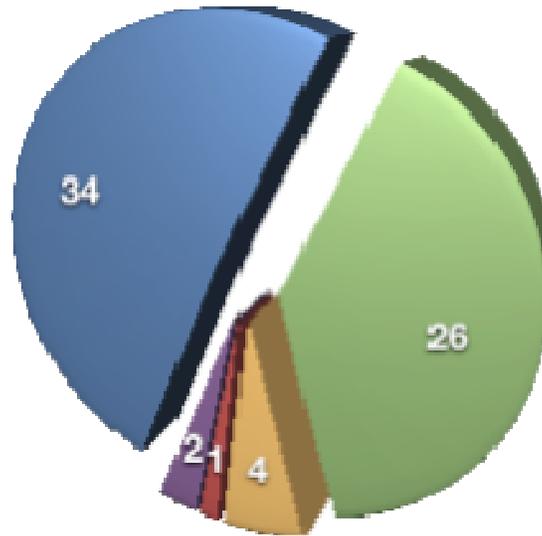
ii.

Following are questions the planning process needs to examine regarding fire and emergency services:

- Are there key road connections or improvements that could be made that would benefit provision of fire and emergency services?
- Should the plan policies focus growth within the core of Amsterdam/Churchill in order to maximize the efficiency of the existing fire department services, or should the plan focus on ways to provide service to new development along the Norris Road corridor? How much development is possible in the Norris Road vicinity given existing parcels?
- What needs to be done to begin coordinating water supply systems in the area?
- What should be done to remedy potential issues with new and existing public and community buildings? What provisions (such as state building codes) are already in place that would affect new structures?

Incident Report 1/01/2001 - 12/31/2001

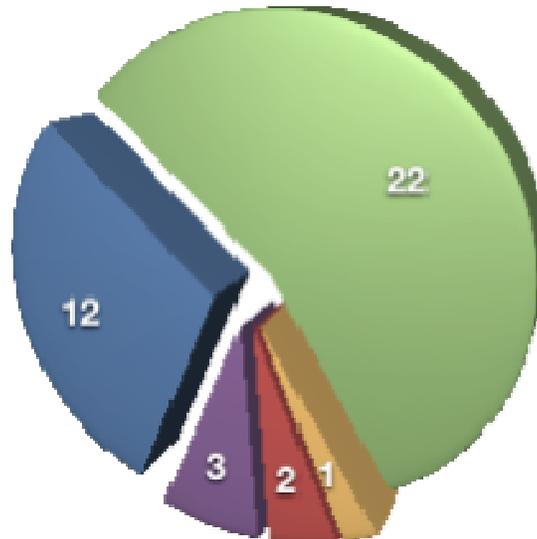
- Fire
 - Hazardous Conditions (no fire)
 - False Alarm & False Call
- Rescue and EMS
 - Good Intent



Type of Incident	Total # of Incidents	Percent Value
Fire	34	51%
Rescue & EMS	26	39%
Hazardous Conditions (No Fire)	4	6%
Good Intent Call	1	1%
False Alarm & False Call	2	3%
Total	67	

Incident Report 1/01/2002 - 12/31/2002

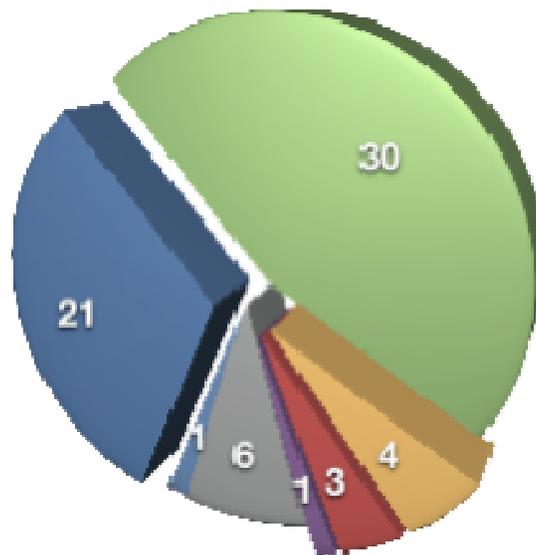
- Fire
 - Hazardous Conditions (no fire)
 - False Alarm & False Call
- Rescue and EMS
 - Service



Type of Incident	Total # of Incidents	Percent Value
Fire	12	30%
Rescue & EMS	22	55%
Hazardous Conditions (No Fire)	1	3%
Service Call	2	5%
False Alarm & False Call	3	7%
Total	40	

Incident Report 1/01/2003 - 12/31/2003

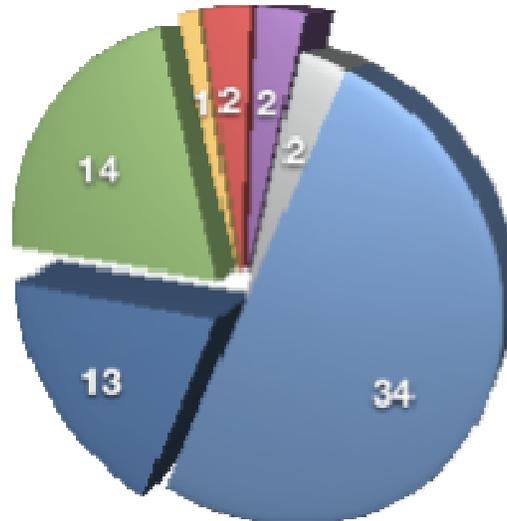
- Fire
- Rescue and EMS
- Hazardous Conditions (no fire)
- Service
- Good Intent
- False Alarm & False Call
- Severe Weather & Natural Disaster



Type of Incident	Total # of Incidents	Percent Value
Fire	21	32%
Rescue & EMS	30	45%
Hazardous Conditions (No Fire)	4	6%
Service Call	3	5%
Good Intent Call	1	1%
False Alarm & False Call	6	9%
Severe Weather & Natural Disaster	1	1%
Total	66	

Incident Report 1/01/2004 - 12/31/2004

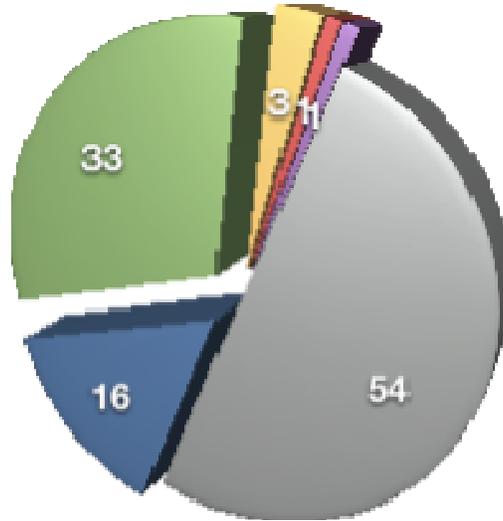
- Fire
 - Hazardous Conditions (no fire)
 - Good Intent
 - Total
- Rescue and EMS
 - Service
 - False Alarm & False Call



Type of Incident	Total # of Incidents	Percent Value
Fire	13	38%
Rescue & EMS	14	41%
Hazardous Conditions (No Fire)	1	3%
Service Call	2	6%
Good Intent	2	6%
False Alarm & False Call	2	6%
Total	34	

Incident Report 1/01/2005 - 12/31/2005

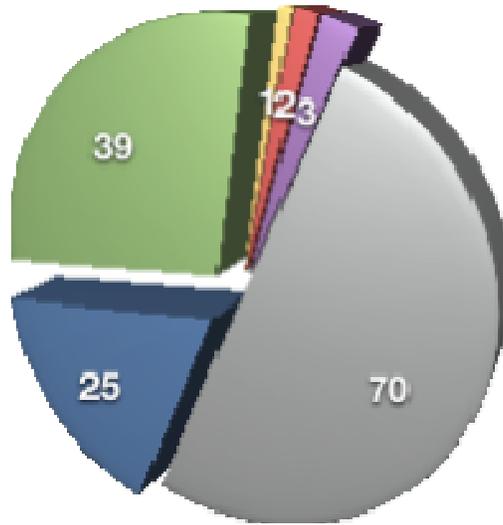
- Fire
 - Hazardous Conditions (no fire)
 - False Alarm & False Call
- Rescue and EMS
 - Good Intent
 - Total



Type of Incident	Total # of Incidents	Percent Value
Fire	16	30%
Rescue & EMS	33	61%
Hazardous Conditions (No Fire)	3	5%
Good Intent	1	2%
False Alarm & False Call	1	2%
Total	54	

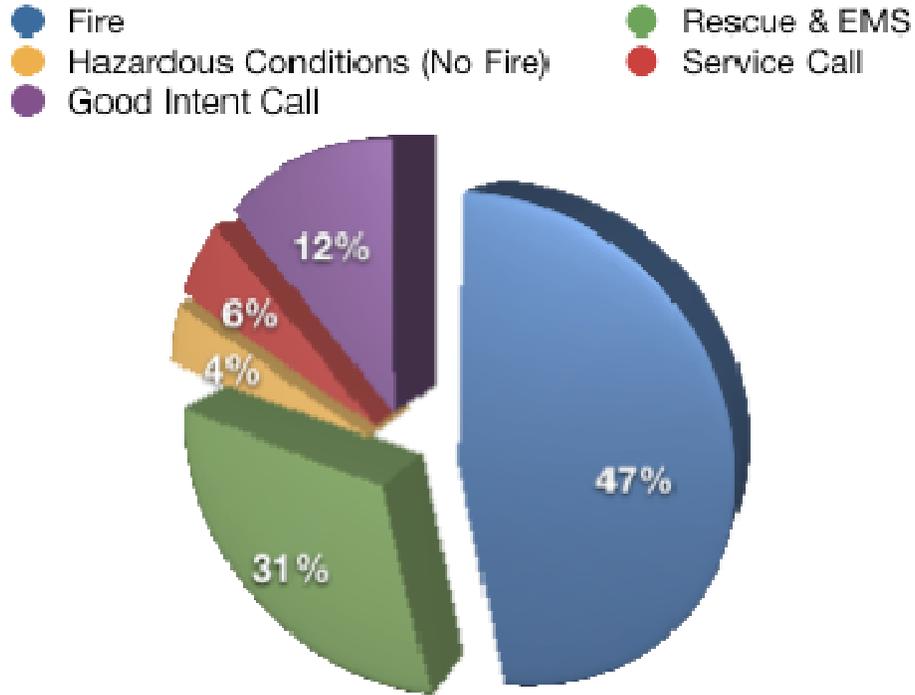
Incident Report 1/01/2006 - 12/31/2006

- Fire
 - Hazardous Conditions (no fire)
 - Good Intent
- Rescue and EMS
 - Service
 - Total



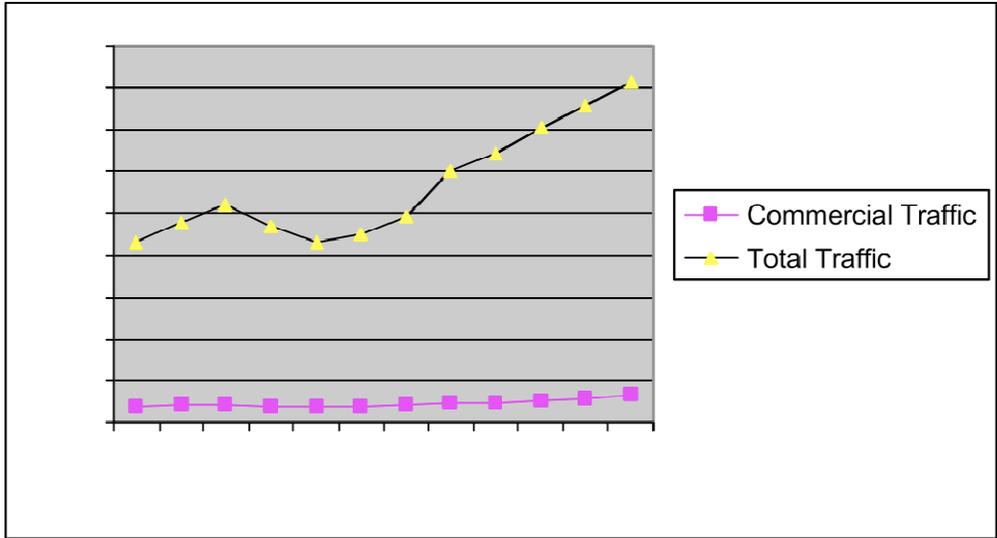
Type of Incident	Total # of Incidents	Percent Value
Fire	25	36%
Rescue & EMS	39	56%
Hazardous Conditions (No Fire)	1	1%
Service	2	3%
Good Intent	3	4%
Total	70	

Incident Report 1/01/2007 - 8/29/2007



Type of Incident	Total # of Incidents	Percent Value
Fire	42	47%
Rescue & EMS	28	31%
Hazardous Conditions (No Fire)	4	4%
Service Call	5	6%
Good Intent Call	11	12%
Total	90	

Transportation



Year	Commercial Traffic	Total Traffic
1994	390	4332
1995	427	4806
1996	421	5214
1997	399	4711
1998	387	4301
1999	389	4521
2000	432	4942
2001	457	6021
2002	464	6452
2003	517	7045
2004	554	7582
2005	643	8162

The Gallatin Gateway planning jurisdiction has been included in the jurisdiction of the Greater Bozeman Area Transportation Plan (GBATP). Information for the GBATP took place during the summer of 2007, and specific traffic counts and Level of Service indicators are shown in Chart ___ below.

- i. Basic information from GBATP
- ii. Get info from George (look at AC's info)

Fish and Wildlife

- iii. Search natural heritage database
- iv. Info from FWP

Weeds

- v. Talk with Dennis Hengel

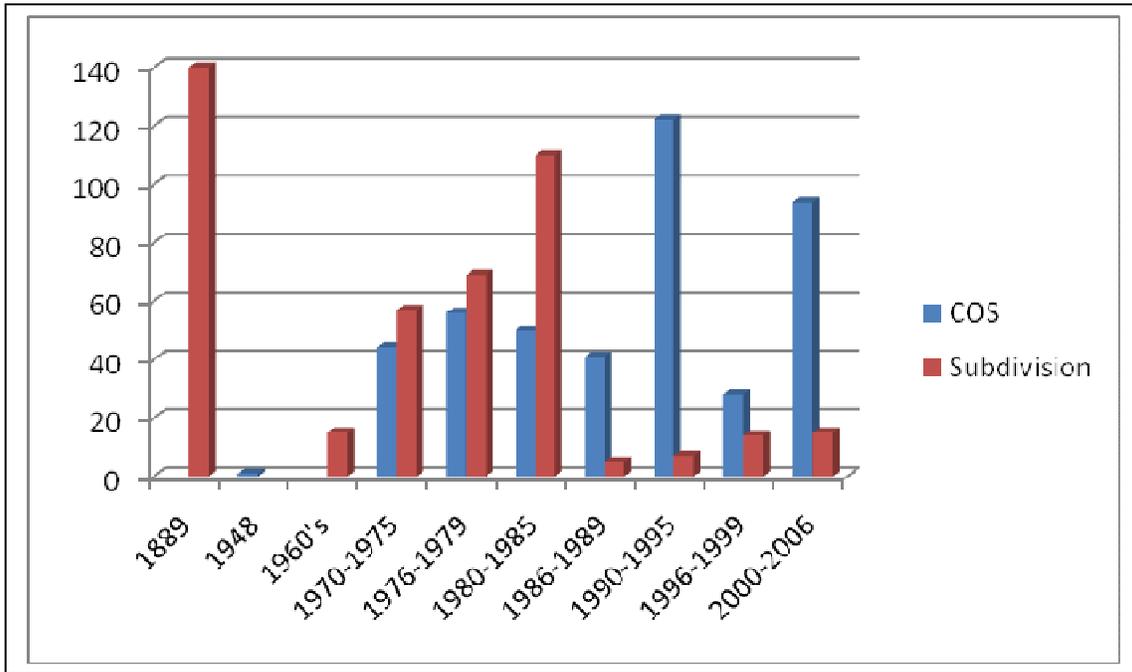
LAND USE

Several defining features have guided Gallatin Gateway's land use pattern over the past decades. Specifically, the platting of Salesville in 1887 created a community core that still provides identity to the area today. While Salesville is not the stand-alone community it once was, the town still provides a school, a post office, a community center, two restaurants/bars, and a volunteer fire department, in addition to residential housing.

Salesville is located next to a second defining geographical feature – the Gallatin River – that runs south to north through the entire planning jurisdiction. Lastly, State Highway 191 runs north-south through the planning jurisdiction east of the river, leading to Big Sky and Yellowstone National Park to the south and providing access to Bozeman, Belgrade, and the interstate to the north and east. The location of a major state highway providing access to areas of high recreational value to the south and access to the outside world to the north place Gallatin Gateway in context as it continues to see growth pressure. As Gallatin County continues to grow, Gateway will, in all likelihood, continue to be an attractive place to live.

Development History

Gallatin Gateway has been growing and changing for the past 120 years. The original townsite of Salesville was platted in 1889; for the next 60 years, property was created and passed back and forth between agricultural users via deed. In 1948, a single lot was created via Certificate of Survey (COS). In the 1960's, 19 lots were created. The 1970's saw the creation of the Montana Subdivision and Platting Act, and Gallatin Gateway saw the evolution of its current state of development begin with numerous COS and subdivision parcels created over the next 40 years. The early 1980's saw the most significant activity, with 109 lots being subdivided from 1980 to 1985. The early 1990's saw a change in how parcels were created when the Subdivision and Platting Act was revised to require all lots smaller than 160 acres to go through subdivision review (as opposed to lots smaller than 20 acres as required previously). Relatively minor subdivision activity has continued through to the present. Chart ___ details this activity by decade. Figure ___ graphically depicts parcel development.



Year	COS Parcels	Subdivision Parcels	Deeded Parcels
1889		140	
1948	1		
1960's		15	
1970-1975	44	57	
1976-1979	56	69	
1980-1985	50	110	
1986-1989	41	5	
1990-1995	122	7	
1996-1999	28	14	
2000-2006	94	15	
Total	428	429	122

Over the past 120 years, 979 parcels have been created in the Gallatin Gateway planning jurisdiction. Approximately 60%, or 601 parcels*, currently have structures. Chart __ shows the breakdown of parcels (with and without structures) into COS parcels, subdivision lots, and deeded parcels. There are 378 vacant parcels within the planning jurisdiction, though 95 of these parcels are located in the original plat of Salesville and are unfeasible because many structures are located on multiple parcels. Without counting parcels in the original plat of Salesville, approximately 300 new homes could be built in the Gallatin Gateway planning jurisdiction without any future subdivision or platting at the time of this plan adoption.

	COS Parcels	Deeded Parcels	Major Subdivision Parcels	Minor Subdivision Parcels

* Numbers may not be exact; GIS digital data may be outdated.

With Structures	261	68	246	26
Without Structures	167	54	145	12
Total	428	122	391	38

Development Controversy

While the area has grown at a relatively moderate pace over the past 120 years, several development controversies have piqued public interest. In 2001, the Day Ranch Subdivision was denied by the Gallatin County Commission. The Day Ranch would have been located west of the Gallatin River on the bench overlooking the floodplain. One hundred thirteen single-family lots, 30 condominiums, an equestrian center, and an 18-hole golf course were proposed. In denying the proposed subdivision, the Gallatin County Commission found that the proposed subdivision would have had an impact on local services, agriculture, and the viewshed. Additionally, the Commission found the proposed subdivision would have constituted sprawl in an area with no planning or zoning.

A second controversy to draw interest has been the Buffalo Station, a bar and strip club. While the County Commission received numerous letters upon the club's opening in ____, the lack of zoning in the area precluded any action.

A third controversy has been the location and impact of the gravel pit immediately west of Salesville. The gravel pit has been in existence since ____; numerous comments at the Kickoff Event on May 18th pointed out the danger of several hundred gravel trucks driving down Mill Street past the school. The state permitting of a second gravel pit on Gateway South Road has raised the same concern. Again, the lack of local zoning regulations has precluded the County from any action.

A fourth controversy, and one that prompted the current planning process, was the potential development of the 60 acres between the Exxon Station and the Buffalo Station (called Gateway Village). During December 2006 and January 2007, the potential developer held four public meetings to gauge public interest in beginning a neighborhood planning process. While the public expressed great interest in neighborhood planning, there was general concern about the size and intensity of the Gateway Village project and about the practicality of having a developer-led planning process. In January 2007, the developer bowed out of the neighborhood planning process and the current joint citizen-county planning process began.

Salesville

The community of Salesville deserves special attention. Originally platted in 1889, the community was originally founded as a logging town dependent on the Gallatin National Forest to the south. Originally comprised of 144 lots, most of which are ____ square feet, Salesville continues to provide the area with the physical structure of a town. Streets are gridded, alleys are platted, and numerous services (school, post office, restaurants, fire department) are located within it. A serious constraint for development of parcels in Salesville is the lack of community sewer and water. Current state law requires one acre for an individual well and septic; as no lots within Salesville meet this standard, a number of shared systems and variances have been constructed and granted. In order for septic systems to be upgraded, several alleys and streets

have been abandoned in order to provide the necessary space and separation. Abandonment of alleys has ramifications for future development and could potentially constrain the direction development of the town takes in the future (both the development of existing lots and any new subdivision in the town core).

Land Use Planning Issues in Gallatin Gateway

Lack of policy direction. The lack of policy direction in the Gallatin Gateway planning jurisdiction means that County elected officials must rely on the Gallatin County Growth Policy when looking for guidance on future development issues. The Growth Policy is a county-wide document and, while it does state that development should be located in areas with local services (such as Gallatin Gateway) it does not provide any direction on how that development should proceed or how Gallatin Gateway will function in the face of that growth. Ideally, the current neighborhood planning process will provide that direction and ensure that new growth occurs in a functional and logical manner.

Lack of zoning. All of the development controversies discussed above are a product of the lack of policy and regulatory direction in the area. While no zoning in an area does give a measure of freedom to property owners, there is no guarantee for neighbors or the community that new development will not harm existing property values. In addition to providing guidance on the use of a property, a zoning regulation can set density of future development in an area, providing predictability for potential developers and neighbors alike. The question for the citizens of Gallatin Gateway and for the elected officials of Gallatin County is how much regulation, and what type of regulation, are they willing to take?

Contextual Issues. Gallatin Gateway is located on the only highway directly connecting Bozeman to Big Sky and Yellowstone National Park. Given that, it is impossible to discuss future growth in Gateway without recognizing the tremendous growth in housing Big Sky is experiencing and the lack of affordable housing in that community. In all likelihood, Gateway will continue to be an attractive area for contractors looking to house workers and for developers looking to provide affordable housing options in a market closer to Big Sky than Bozeman or Belgrade but without the dramatic housing costs of Big Sky. As discussed briefly above, Gallatin Gateway already has the potential for 378 new single-family residences without any new subdivision and platting; the demand for future housing will, given the context, be housing that is on smaller lots than are currently available.